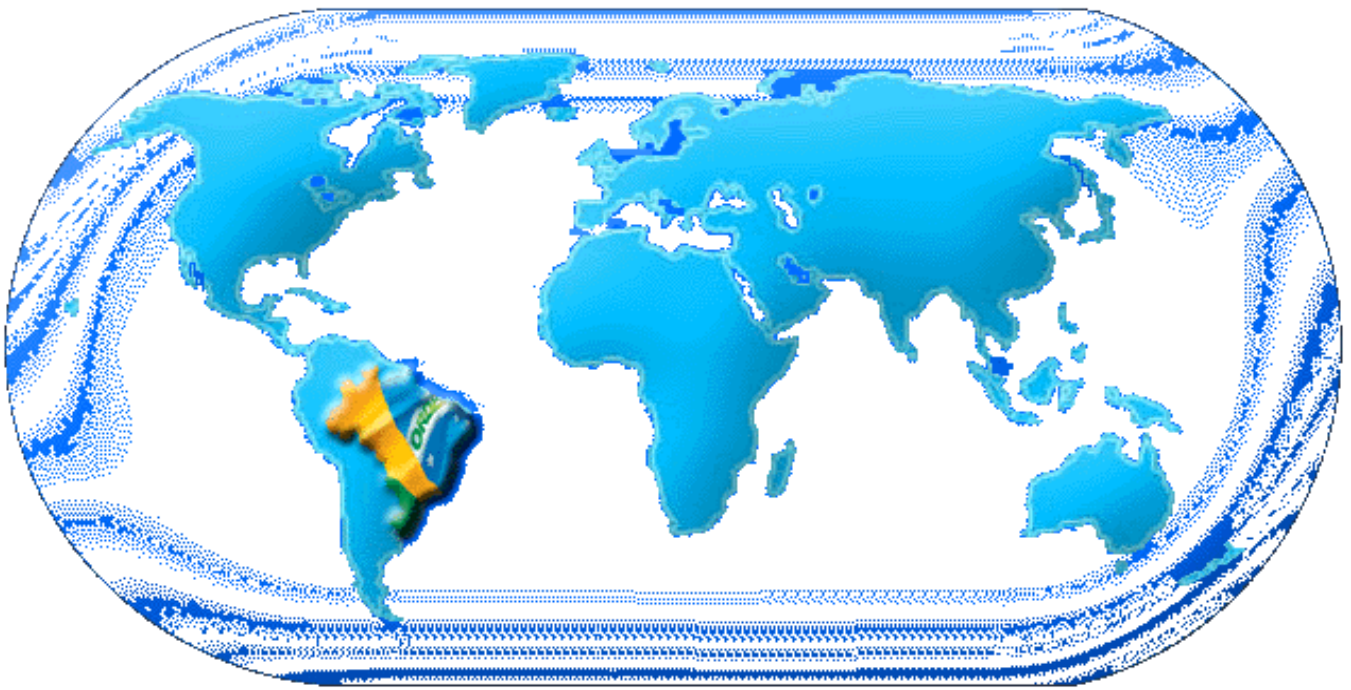




MINISTRY OF DEFENSE



NATIONAL DEFENSE POLICY

2005

(free translation)

NATIONAL DEFENSE POLICY

INTRODUCTION

The National Defense Policy, aimed, mainly, towards external threats, is the conditioning document of the highest level of defense planning, and has as purpose the establishment of objectives and guidelines for the preparation and employment of national training, with the involvement of the military and civil sections, in all spheres of the National Power. The Ministry of Defense coordinates the necessary actions for the National Defense.

This publication is composed of a political part, which contemplates the concepts, the international and national environments and the defense goals. Another part, that of strategy, includes the orientations and guidelines.

The National Defense Policy, theme of interest to all segments of the Brazilian society, has as premises the foundations, objectives and arranged principles in the Federal Constitution and it is in consonance with the country's governmental orientations and foreign policy, which is based in the search for peaceful solution to controversies and in the invigoration of peace and international security.

After a long period without participating in conflicts that affect the national territory directly, the Brazilian perception of threat has diminished considerably. Even so, it is imprudent to imagine that a country with the potentiality of Brazil doesn't have disputes or antagonisms when aiming to reach its legitimate interests. One of the purposes of the National Defense Policy is to make all the segments of the Brazilian society aware that the defense of the Nation is a duty of all Brazilians.

1. STATE, SECURITY AND DEFENSE

1.1 The State has as basic principles its territory, people, laws, own government and independence in its foreign affairs. It has the legitimate monopoly of the coercion means to enforce law and order, democratically established, providing them, also, security.

1.2 In the beginning, security was only seen by the angle of confrontation among States, i.e., of a basic need of external defense. As societies developed, new demands were added, besides the threats of external attacks.

1.3 Gradually, the concept of security was enlarged, embracing the political, military, economic, social, and environmental fields among others. However, the external defense has a primordial role in the armed forces in the interstate sphere.

The measures that aim to security are of wide spectrum, involving, besides external defense: civil defense; public security; economic policies, of health, educational, environmental and other areas, many of which are not treated by means of the political-military instruments.

It is relevant to consider that security can be focused from the individual, from society and from the State, from which result definitions with different perspectives.

Security, in general lines, is the condition in which the State, society or the individuals are not exposed to risks or threats, while defense is an effective action to obtain or to maintain a desired degree of security.

Specialists summoned by the Organization of the United Nations (UN) in Tashkent, in 1990, defined security as “a condition by which the States consider whether there is danger of a military aggression, political pressures or economic coercion, so that they can dedicate themselves to its own development and progress freely.”

1.4 For the appreciation of the National Defense Policy, the following concepts are adopted:

I - **Security** is the condition that allows the Country to preserve its sovereignty and territorial integrity, the accomplishment of its national interests, free from pressures and threats of any nature, and the warranty to its citizens of the exercise of their constitutional rights and duties;

II - **National Defense** is the array of measures and actions of the State, with emphasis in the military expression, for the defense of the territory, of the sovereignty and of national interests against threats preponderantly external, potential or obvious.

2. THE INTERNATIONAL ENVIRONMENT

2.1 The world is going through more complex challenges than those faced during the past period of bipolar ideological confrontation. The end of the Cold War reduced the degree of foreseeability of the international affairs in force since the 2nd World War.

In this environment, a widespread conflict among States is not very likely. However, they renew in the world conflicts of ethnic and religious character, the exacerbation of nationalism and the fragmentation of States, with a vigor that threatens the world order.

In this century, disputes can be intensified for maritime areas, aerospace domain and sources of fresh water and energy, which are more and more scarce. Such issues can lead to interference in domestic affairs, configuring conflict frames.

With the occupation of the last terrestrial spaces, the borders will continue to be reason of international litigations.

2.2 The phenomenon of globalization, characterized by the growing interdependence of the countries, by the technological revolution and by the expansion of the international trade and of the flows of capitals, resulted in progresses for a part of humanity. Parallely, the creation of economic blocks has been resulting in competitive arrangements. For the developing countries, the challenge is that of a positive insertion in the world market.

In that process, the national economies became more vulnerable to crises caused all over the world by economic and financial instability. The growing exclusion of significant portion of the world population from the production processes, consumption and access to information constitute potential source of conflicts.

2.3 the configuration of the international order based on unipolar power in the military field associated to the asymmetries of power, produces tensions and undesirable instabilities to peace.

The prevalence of multilateralism and the invigoration of the principles consecrated by international law as sovereignty, no-intervention and equality among States, are the promoters of a more stable world, turned to the development and well being of humanity.

2.4 The environmental issue is still one of humanity's concerns. Countries detainers of great biodiversity, enormous reservations of natural resources and immense areas to be incorporated to

the productive system can become object of international interest.

2.5 The technology of information progress, the use of satellites, electronic sensorial devices and countless other technological improvements brought larger efficiency to the administrative and military systems, above all in countries that dedicate larger financial resources to Defense. In consequence, vulnerabilities were created that can be explored, aiming of to make unfeasible the use of our systems or to facilitate interference from afar.

2.6 Currently, non-governmental actors, new threats and the opposition between nationalism and transnacionalism permeate international affairs and the security arrangements of States. The transnational crimes of different nature and international terrorism are menaces to peace, to security and democratic order, usually, faced with the States' intelligence and security instruments.

3. THE REGIONAL ENVIRONMENT AND STRATEGIC ARCH

3.1 The South America subcontinent is the regional environment in which Brazil intervenes. Seeking to deepen cooperation ties, the Country visualizes a strategic arch that extrapolates the subcontinent mass and it has included the projection through the South Atlantic border and the bordering countries of Africa.

3.2 South America, distant from the main world focuses of tension and free from nuclear weapons, the area is considered relatively peaceful. Besides, processes of democratic consolidation and of regional integration tend to increase regional reliability and the negotiated solution to conflicts.

3.3 Among the processes that contribute to reduce the possibility of conflicts in the strategic arch, stand out: the invigoration of the integration process, starting from Mercosur, of the Andean Community of Nations and of the South American Community of Nations; the narrow relationship among the amazon countries, in the ambit of the Organization of the Agreement of Amazon Cooperation; the intensification of cooperation and of trade with African countries, facilitated by the ethnic and cultural ties; and the consolidation of South Atlantic Peace and Co-Operation Zone.

The enlargement and the modernization of the infrastructure in South America can accomplish the connection between its productive centers and the two oceans, facilitating development and integration.

3.4 The security of a country is affected by the degree of instability of the area where it is inserted. Thus, it is desirable that occur: consensus; political harmony; and convergence of actions among neighboring countries, seeking to achieve the reduction of transnational crime rate, in search for better conditions to economic and social development that will make the area more cohesive and stronger.

3.5 The existence of unstable zones and of transnational crimes can provoke the overflow of conflicts to other countries in South America. The persistence of those focuses of uncertainties imposes that the State defense is seen as a priority, to preserve its national interests, sovereignty and independence.

3.6 As a consequence of its geopolitical situation, it is important to Brazil that the process of integrated and harmonic development is deepened in South America, which extends, naturally, to the fields of defense and regional security.

4. BRAZIL

4.1 The Brazilian profile - at the same time continental and maritime, equatorial, tropical and subtropical, of long terrestrial border with almost all South American countries and of extensive coast and jurisdictional waters - gives the Country geostrategic depth and it makes the task of general planning of defense complex. This way, the diversified national physiography accommodates differentiated landscape that, regarding defense, demand, at the same time, general policies and specific approach for each case.

4.2 The Brazilian continental portion contemplates complex physiographic diversity, that can be synthesized in five macro-areas.

4.3 The defense planning includes all regions and, in particular, the vital regions where there is a larger concentration of political and economic power. Complementarily, it prioritizes the Amazon and the South Atlantic due to their wealth of resources and access vulnerability on their terrestrial and maritime borders.

4.4 The Brazilian Amazon, with its great mineral and biodiversity wealth potential, is focus of international attention. The warranty of the presence of the State and the vivification of the border strip are hindered by the low demographic density and by the long distances, associated to the precariousness of the terrestrial system of transports, which conditions the use of waterways and of aerial transport as main access alternatives. These characteristics facilitate the practice of transnational and related crimes, besides facilitating the presence of groups contrary to national interests.

The vivification, the appropriate indigenous policies, the sustainable use of natural resources and the protection of the environment are essential aspects to the development and to the integration of the area. The densification of the presence of the State, and in particular of the armed forces, along our borders, is a necessary condition to conquer the objectives of stabilization and integrated development of the Amazon.

4.5 The sea has always been related to the progress of Brazil, from the country's discovery. The natural Brazilian maritime vocation is backed by its extensive coast and by the strategic importance that the South Atlantic represents.

The United Nations Convention on the Law of the Sea allowed Brazil to extend the limits of its Continental Platform and to exercise the jurisdictional right on the economic resources in an area of about 4,5 million square kilometers, area of vital importance to the Country, a real "Blue Amazon."

In that immense area are the largest reservations of petroleum and gas, indispensable sources of energy for the development of the Country, besides the existence of fishing potential.

The globalization increased the economic interdependence of the countries and, consequently, the flow of cargo. In Brazil, the maritime transport is responsible for moving almost the totality of external trade.

4.6 To the continental and maritime portions overlaps aerospace dimension is put upon, of the highest importance for the National Defense. The control of the aerial space and its good articulation with neighboring countries, as well as the development of our aerospace training, constitute important sector objectives.

4.7 Brazil defends an international order based on democracy, multilateralism, cooperation,

the proscription of chemical, biological and nuclear weapons and on the search of peace among nations. In that direction, it defends the reformulation and the democratization of decision making instances of international organisms, as form of reinforcing peaceful solution to controversies and its trust in the principles and norms of International Law. However, it is not prudent to conceive a country without capacity of compatible defense to its stature and political aspirations.

4.8 The Federal Constitution of 1988 has as one of its principles, in international affairs, the repudiation of terrorism.

Brazil considers that international terrorism constitutes a risk to peace and to world security. It condemns emphatically their actions and it supports the resolutions emanated from the UN, recognizing the need of nations working together in order to prevent and combat terrorist threats.

4.9 Brazil attributes priority to the countries of South America and Africa, especially those from Southern Africa and Portuguese-speaking, seeking to deepen the ties with those countries.

4.10 The intensification of the cooperation with the Community of Portuguese-Speaking Countries (CPLP), integrated by eight countries distributed through four continents and united by common denominators as their history, culture and language, it constitutes another important factor of our foreign affairs.

4.11 Brazil has cooperation ties with countries and blocks traditionally allied that enable knowledge exchange in several fields. Concomitantly, it seeks new strategic partnerships with developed or emergent nations to increase those exchanges.

4.12 Brazil acts in the international community respecting the constitutional principles of self-determination, no-intervention and equality among States. In those conditions, under the protection of multilateral organisms, the country participates in peace operations, seeking to contribute to peace and international security.

4.13 The persistence of obstacles to world peace requests permanent modernization and the progressive refit of our armed forces, with emphasis in the development of the defense industry, seeking the reduction of technological dependence and to overcome the unilateral restrictions of access to sensitive technologies.

4.14 In consonance with the search for peace and for international security, the Country is signatory of the Agreement of Non-proliferation of Nuclear Weapons and it highlights the need for the execution of Article VI, which foresees the negotiation for the total elimination of nuclear weapons on the part of the nuclear potencies, safeguarding the use of nuclear technology as economic goods for peaceful purposes.

4.15 The continuous Brazilian development brings increasing implications to the energy field with reflexes to the country's security.

It falls to the Country to guarantee a diversified energy source that explores the potentialities of every available natural resource.

5. OBJECTIVES OF NATIONAL DEFENSE

The international affairs are directed by a complex game of actors, interests and norms that stimulate or limit the power and the prestige of the Nations. In that context of multiple influences

and of interdependence, countries seek to accomplish their national interests, and they can generate associations or conflicts of different intensities.

This way, it is essential to structure the National Defense in a compatible way with the political-strategic stature to preserve the sovereignty and national interests in compatibility with the interests of our region. Thus, from the evaluation of the described environments, the following objectives of the National Defense emerge:

- I - The warranty of sovereignty, of national patrimony and territorial integrity;
- II - The defense of national interests and people, of goods and Brazilian resources in the overseas;
- III – The contribution for the preservation of the cohesion and national unit;
- IV – The promotion of regional stability;
- V – The contribution for the maintenance of the peace and of the international security; and
- VI -The projection of Brazil in the concert of nations and its broader insertion in international decision making processes.

6. STRATEGIC ORIENTATIONS

6.1 The Brazilian State performance regarding its defense has as foundation the obligation of contributing to the elevation of the country security level, in time of peace, as well as in conflict situation.

6.2 The preventive portion of the National Defense resides in the valorization of diplomatic action as first instrument of solution to conflicts and in strategic attitude based on the existence of military capacity with credibility, capable to generate deterrence effect.

It is based, thus, in the following basic presupposed propositions:

- I - borders and limits perfectly defined and recognized internationally;
- II - close relationship with neighboring countries and with the international community based on trust and mutual respect;
- III - rejection of war of conquest;
- IV – search for the peaceful solution to controversies;
- V - valorization of multilateral forums;
- VI - existence of modern, balanced and prepared armed forces; and
- VII - capacity of national mobilization.

6.3 The reactive defense portion, in case aggression occurs against the Country, it will use full national power, with emphasis in the military expression, exercising the right of legitimate defense foreseen in the Charter of the UN.

6.4 In larger conflicts, in a coherent way with its history and the conjectured scenario, Brazil can participate in of collective defense arrangements authorized by the Security Council of the UN.

6.5 In the management of international crises with political-strategic nature, the Government will determine the articulation of the different involved sectors. The employment of the armed forces can take place in different ways, in agreement with national interests.

6.6 The country's military expression is based on its armed forces capability and the potential of mobilizable national resources.

6.7 The armed forces should be adjusted to the country's political-strategic stature, being considered, among other factors, the geographical dimension, the economic capacity and the existent population.

6.8 The absence of obvious warlike litigation, the diffuse nature of current threats and high degree of uncertainties, product of the speed with which changes take place, demand emphasis in the intelligence activity and in the capacity of readiness of the armed forces, to which are underlying characteristics, such as versatility, interoperability, sustainability and strategic mobility, by means of light and flexible forces, capable to act jointly and to execute different types of missions.

6.9 The invigoration of the Country's capability in the defense field is essential and should be obtained with permanent involvement from governmental, industrial and academic sectors, aimed to scientific and technological production and to innovation. The development of the defense industry, including the domain of technologies of dual use, is fundamental to reach a safe and foreseeable provisioning of materials and defense services.

6.10 The regional integration of the defense industry, like Mercosur, should be object of measures that propitiate mutual development, market enlargement and obtainment of strategic autonomy.

6.11 Besides the traditionally allied countries and blocks, Brazil should seek other strategic partnerships, seeking to enlarge exchange opportunities and trust development in the defense area.

6.12 In face of the strategic importance and the wealth they shelter, the Brazilian Amazon and the South Atlantic are areas that have priority for the National Defense.

6.13 To oppose the threats to the Amazon, it is indispensable to execute a series of strategic actions aimed to the invigoration of the military presence, effective action from the State in the socioeconomic development and enlargement of cooperation with neighboring countries, aiming to the defense of its natural wealth and its environment.

6.14 In South Atlantic, it is necessary that the country has means with capacity of exercising the surveillance and the defense of the Brazilian jurisdictional waters, as well as to maintain the security of the maritime communication lines.

6.15 Brazil needs to have means and capacity of exercising the surveillance, the control and the defense of its aerial space, including continental and maritime areas, as well as to maintain the security of the aerial navigation lines.

6.16 Based on the Federal Constitution and in favor of the National Defense, the armed forces can be used against internal threats, aiming to the preservation of the exercise of the State

sovereignty and the indissolubility of the federative unit.

6.17 To enlarge the country's projection in the world concert and to reaffirm its commitment with the defense of peace and with the cooperation among the peoples, Brazil should intensify its participation in humanitarian actions and in peace missions with the support of multilateral organisms.

6.18 Based on the Federal Constitution and in ratified international treaties, that reject and condemn terrorism, is indispensable that the Country has agile structure, capable to prevent terrorist actions and of conducting counter terrorism operations.

6.19 To minimize the damages of possible cybernetic attack, the permanent search for improved security devices and the adoption of procedures that reduce the vulnerability of the systems are essential and allow its ready re-establishment.

6.20 The development of defense mentality in the midst of the Brazilian society is fundamental to sensitize it concerning the importance of the issues that involve threats to the country's sovereignty, national interests and territorial integrity.

6.21 It has priority to assure the foreseeability in the allocation of resources, in sufficient quantity, to allow the adequate preparation of the armed forces.

6.22 The employment of the armed forces in guaranteeing law and order doesn't interfere in the context of this document and occurs in agreement with specific legislation.

7. GUIDELINES

7.1 The policies and actions defined by the different sectors of the Brazilian State should contribute to the attainment of the National Defense objectives. To reach them, the following strategic guidelines should be observed:

I - To maintain strategic forces in immediate employment state, in order to reach solution to conflicts;

II - To dispose of military means with capacity of safeguarding people, Brazilian goods and resources overseas;

III - To improve the command and control capacity and of the intelligence system the organs involved in the National Defense;

IV - To increase the interoperability among the armed forces, enlarging their joint employment;

V - To improve the surveillance, control and defense of the Brazilian border, jurisdictional waters and aerial space;

VI - To increase the military presence in strategic areas in the South Atlantic and the Brazilian Amazon;

VII - To guarantee enough and continuous resources that provide effective conditions of preparation and employment of the armed forces and other organs involved in the National Defense, in consonance with the political-strategic stature of the country;

- VIII - To improve management of crises processes of political-strategic nature;
- IX - To implant the National Mobilization System and improve military logistics;
- X - To protect maritime communication lines of vital importance to the Country;
- XI - To have a structure capable to contribute to the prevention of terrorist acts and of conducting counterterrorism operations;
- XII - To improve security devices and procedures that can reduce system vulnerability concerning the National Defense against cybernetic attacks and, if it is the necessary, allow its ready re-establishment;
- XIII - To strengthen the infrastructure of strategic value for the National Defense, giving priority to transport, energy and communications;
- XIV - To promote the interaction of other governmental policies with the National Defense Policy;
- XV - To implement actions to develop and to integrate the Amazon area, with support of society, seeking, especially, the development and the vivification of the border strip;
- XVI - To motivate society's understanding of National Defense issues;
- XVII - To stimulate scientific research, technological development and the capacity of production of materials and services of interest for the defense;
- XVIII - To intensify the exchange among armed forces and with universities, research institutions and industries, in the fields of defense interest;
- XIX - To act to the maintenance of peace climate and cooperation in the borders;
- XX - To intensify the exchange among the armed forces of friendly nations, particularly among those of South America and of Africa, bordering the South Atlantic;
- XXI - To contribute actively for the invigoration, the expansion and the consolidation of the regional integration with emphasis in the development of industrial base of defense;
- XXII - To participate actively in the decision processes over the destiny of the Antarctica area;
- XXIII - To dispose of capacity of projection of power, seeking the eventual participation in established or authorized operations by the UN Security Council;
- XXIV - To create new partnerships with countries that can contribute to the development of technologies of interest of the defense;
- XXV - To participate in peace missions and humanitarian actions, in agreement with the national interests; and
- XXVI - To increasingly participate in important international decision making processes,

improving and increasing Brazil's negotiation capacity.