

BRAZIL AND SWEDEN IN PEACEKEEPING MISSIONS AND THE VIKING 2022 EXERCISE

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ABSTRACT

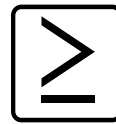
Considering their pacifist foreign policy, Brazil and Sweden share a growing performance and international interest: to participate in peacekeeping missions. Both countries participated in the first stabilisation mission from UN in 1948, and, in the case of Brazil, it can be highlighted the one-decade experience in command of the only peace force of eminent maritime component in the world, at Lebanon (FTM-UNIFIL), and thirteen years in command of MINUSTAH (Haiti). Sweden, in its turn, counts with the particularity of female participation since the beginning of this type of mission, having as focus Africa and Eurasia. In this context and with the closer relationship between the two countries in defence, there is the Viking Exercise, the most extensive international simulation to prepare for peacekeeping missions, where the Swedish Ministry of Defence is the main organiser and Brazil, having participated in the 2018 edition, will participate again in 2022, practising interagency cooperation, internationalisation and the development of capabilities.

BACKGROUND

The diplomatic relations between Brazil and Sweden started in 1826, getting more potent after the "Agreement about Economic, Industrial and Technological Cooperation" from 1989. In the military sector, though, the contact between the two countries got more expressive only in 2014, with the purchase of 36 Saab Gripen NG to the Brazilian Air Force (FAB), under the FX-2 Program (Brazil, 2021a)ⁱⁱⁱ. This is the most significant agreement in the history of Saab, a Swedish company of "products, services, and solutions from the military defence in all domains to civil security" (Saab, 2021). However, still about the armed forces and considering the pacifist essence of their foreign policy, Brazil and Sweden share a growing performance and international interest since the end of the Cold War (1991): the participation in peacekeeping missions.

The First United Nations Emergency Force, which took place in 1956 to respond to the Suez Crisis, unveiled the Brazilian tradition of contributing to peacekeeping^{iv}. Since then, over the course of more than 50 missions, Brazil has made available nearly 58 thousand troops to the United Nations (Brazil,

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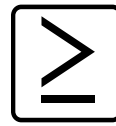
2021b), of which approximately 45 thousand in the last three decades alone (Hamman, 2016), demonstrating a growing commitment to international peace and security. Brazilian personnel are currently deployed in 7 peacekeeping operations out of the 13 total currently active, a total of 73 between civilians and military (UNDPKO, 2021). Intermittence, its experience of a decade in command of the only maritime peacekeeping force in the world, the Maritime Task Force of the United Nations Interim Force in Lebanon (FTM-UNIFIL), as well as thirteen years in command of the peacekeeping forces of the United Nations Stabilization Mission in Haiti (MINUSTAH), noteworthy.

Related to Sweden, in its turn, despite the traditional investment in the aeronautic industry, the country has been dedicating attention to terrestrial performances in peacekeeping missions - "*boots on the ground*" – (LUNDMARK, 2021). Like Brazil, its first contribution was concomitant to the first stabilisation mission of the United Nations Organization (UNO), in 1948^v, and, since this, it can be highlighted the women participation both in management and in the field - according to the officer's report, by the way, the local population tends to integrate better with female personnel (United Nations, 2021). Sweden's focus in peacekeeping mission is, then, Africa and Eurasia and, currently, the country is enrolled in fourteen missions: (1) Central-African Republic – EUTM RCA; (2) Hungary – HAW; (3) India and Pakistan – UNMOGIP; (4) Iraq; (5) Corea (NNSC); (6) Kosovo – KFOR; (7) (Swedish Armed Forces, 2021); (8) Mali – EUTM MALI; (9) Mali – MINUSMA; (10) Mali – Takuba Task-Force; (11) Middle-East – UNTSO; (12) Somalia – EUTM SOMALIA; (13) Western Sahara – MINURSO; and (14) Yemen – UNMHA.

RESULTS

As a consequence of Brazil and Sweden's interest in peacekeeping missions and the growing cooperation between these countries in defence topics, there is the Viking Exercise, a simulation for the preparation of civilians, militaries and the policy to this type of UN mission. In April of 2018, the Brazilian Army (EB) participated, through the coordination of the Command of Terrestrial Operations (*Comando de Operações Terrestres/COTer*) (Brazilian Army, 2018), and, in September of 2021, it was realised a meeting between Brazil (represents from the Ministry of Defence/MD and the Armed Forces) and Sweden (Armed Forces delegation) about the preparation to the Viking Exercise 2022, to be performed between March 28 and April 07 of 2022 (Brazil, 2021c).

The Exercise is constituted by a Central Post of Command, assisted by computers and supported by different nations^{vi} and organisations. It is planned and conducted by the Swedish Ministry of Defence (*Försvarsdepartementet*) in partnership with the US Department of Defense (DOD) and with the participation of the UN, the North Atlantic Treaty Organization (NATO) and the European Union (EU)^{vii}. It has happened annually since 1999 and, since 2003, the *Folke Bernadotte Academy* (FBA), the Swedish agency for peace, security and development, is responsible for the planning and coordination of the involvement of civilians in the Exercise, while the Swedish Policy, the Swedish Armed Forces (SAF) and *the Swedish Defence University/Försvarshögskolan* (SEDU/FHS) act in the rest of the monitoring (FBA, 2019). So, at the national level, the Viking Exercise is a demonstration of integration between different



sectors of Sweden and, at the international level, is the greatest Exercise in preparation for peacekeeping missions (Brazil, 2021).

CONSIDERATIONS

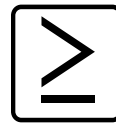
Exercise Viking 22's seven support units – one in Sweden, four in Europe, one in the Middle East, and one in South America – represent a strategic conception fundamentally supported by interagency and geopolitical elements. In a simulation model (FBA, 2019), the Exercise, respectively:

- a. Creates a hypothetical scenario of threats that stem from various sources to human security – thus, essentially interactional. Resembling real-life situations, it aims to build capabilities and foster cooperation among the different armed forces, governmental and non-governmental civilian organisations, humanitarian agencies, police and law enforcement institutions involved. It considers the different sources of conflict, both traditional (states) and arising from "new" threats (criminal organisations, cyber-attacks, terrorism, trafficking, piracy, armed robbery), both occurring in a complex and interrelated way in the contemporary world.
- b. Thus, it seeks not only to minimise possible regional sources of instability but also to ensure its economic, political, and social integrity. For that matter, potential threats are identified in the Middle East and Balkan region – associated with the expansion of extremist groups (Davis *et al.*, 2017) –, in the Mediterranean – related with arms, drug and human trafficking, illegal immigration and maritime criminality (Paoli; Bellagio, 2017) –, in the Atlantic – relative to the range expansion of piracy activities – and above the North Sea – in conjunction with the possibility of disputes between states over recent navigable routes arising from the increasing melting ice in the Arctic Ocean (OWP, [n.i]).

Viking 22 has a high potential to stimulate interoperability between the armed forces involved by sharing new tactical and operational methods, as well as disseminating specific knowledge to deal with various types of environments and situations. The results of this simulation model, when incorporated into a process of analysis and progressive internalisation, enable a constant and harmonious cycle of improvement and preparation for complex realities (Flôr, 2019). At the civilian level, it is an opportunity for participants to expand their professional network, as well as for agencies to specialise in security, cooperation, and technology subjects. At the military level, the Exercise strives for training new personnel for future peacekeeping operations, as well as to improve the skills of the personnel already deployed.

RECOMMENDATIONS

The progressive institutionalisation of cooperation among the agents follows an increasing process of internationalisation. For states, direct or indirect engagement in peacekeeping constitutes a process of international insertion not only in security but also in the political and economic fields. Actively

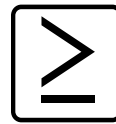


participating in the institutional mechanisms of international stabilisation gives them greater legitimacy and enables the state to collaboratively build the normative, tactical, strategic, and operational spheres, devolving it into not only a rule-taker but a rule-maker. Therefore, the creation of trust between the actors, by extension, leads to greater understandings in other areas, such as in technical cooperation processes for development – as for example, on a smaller scale, exercise Viking 2022 entails the signing of a technical agreement between the Ministries of Defence of Brazil and Sweden (Brazil, 2021), demonstrating an aspect of hard law, namely, legality expressed in the initiative. As a result, there is an increase in the relevance and international trust of the actors involved, as well as in the effectiveness of the actions' application.

To conclude, with the understanding that a capability is to be able to perform a certain task, a military capability is a complex combination of organisation, troops, training, doctrine, technical systems, logistics and availability of material and personnel^{viii}. Besides, the existence of a capability is directly related to perceived threats and the opponent's military potential (Lundmark, 2021), which highlights the strategic and geopolitical issues around the spots to be chosen in a simulation. In this sense, the peacekeeping missions and, before that, the preparation through collaboration in joint exercises, like the Viking one, are examples of capabilities development.

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ⁱⁱⁱ Available at: <https://www.gov.br/defesa/pt-br/centrais-de-conteudo/publicacoes/infograficos/gripen-ng>.

^{iv} Prior to UNEF-1, there were ceasefire monitoring operations such as the United Nations Truce Supervision Organization (UNTSO) in 1948 and the United Nations Military Observer Group in India and Pakistan (UNMOGIP) in 1949. Consisting solely of civilian personnel, these stabilization committees preceded the current model of UN peace operations, which is stated by Chapters VI, VII, and VIII of the UN Charter and in-laid troop action.

^v “United Nations Truce Supervision Organization” (UNTSO), to monitor understandings related to Middle East stabilization. Available at: <https://peacekeeping.un.org/en/mission/untso>.

^{vi} The Viking 2018 Exercise counted with 60 nations in spots of action in Sweden, Brazil, Bulgaria, Finland, Ireland and Serbia (FBA, 2019).

^{vii} The integration between Sweden and the EU has been growing gradually (Lundmark, 2021).

^{viii} Six basic capabilities built the aggregate military capability: (1) Mobility; (2) Strike - to deliver kinetic force; (3) Protection; (4) Command; (5) Intelligence and information; and (6) Endurance (Lundmark, 2021).