


# Chapter 121

## The Pilot Project of the Integrated Border Monitoring System (SISFRON) and the Brazilian state action in the fight against drug trafficking in the State of Mato Grosso do Sul

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### **ABSTRACT**

This paper seeks to analyze the implementation of the SISFRON Pilot Project and verify the contributions made by the Army's strategic project in operations to

combat transnational crimes on the western border of Brazil, from 2012 to 2021. Starting from a theoretical approach that privileges the regional level of studies on international security the analysis will be epistemologically oriented based on a perspective of international relations, adopting the theory of securitization proposed by the Copenhagen School. Methodologically, this work is intended inductive and is based on a qualitative approach. By applying the theory to the case of drug trafficking on the Brazilian border, the Copenhagen School assigns responsibility to the political and military sectors. The first is a theme that can shake or damage the organizational balance of the State, and the second, by the involvement of the Armed Forces in the issue, being this link to the proof of securitization of the theme.

**Keywords:** Integrated Border Monitoring System, Transnational Crimes, Border Strip, Brazil-Paraguay border, Narcotrafficking.

### **1 INTRODUCTION**

Brazil has some important aspects that characterize the national border. The extent of its land limits exceeds 16,000 km, runs through eleven Brazilian states, three regions and borders ten countries in South America. Considered an indispensable area for National Security, the Brazilian "border strip" is the result of a historical process that is based on the concern of estado with the guarantee of its sovereignty and territorial control.

The extent of its borders and the number of countries it borders give the region a central role in regional integration with its South American neighbors and in the development of the country (SCHERMA, 2015). However, the presence of several actors in the geographical space and the increasing openness and porosity of the borders makes room for various illicit activities (LANDIM, 2015).

Being a peripheral region, the border is the range of contact with other sovereignties, with the sea or with the aereo space whose jurisdictional limits and right of use are regulated by international laws. That

is why it is a sensitive region, where the sovereign rights of states are physically contacted (MEIRA MATTOS, 1990).

Although Latin America is considered a region without interstate conflicts (DUARTE VILLA, 2018), the continent has one of the highest rates of violence in the world. Much of this is associated with the problem of drug trafficking and organized crime that are now the main security problems in the Latin American continent (ANDRADE et.al, 2019; UNODC, 2022).

Therefore, one of the great challenges of the Brazilian State is to adequately address border regions, which requires public security agencies to prevent and suppress, in an integrated way, violence and crime in the three major arches of the border strip.

This work constitutes itself as an clipping of the master's thesis research, linked to the Graduate Program in Borders and Human Rights by the Federal University of Mato Grosso do Sul (UFGD) and presents one of the actions of the Brazilian State to ensure security in the border region that is the Integrated Border Monitoring System (SISFRON).

Conceived at the initiative of the Brazilian Army, in 2011, based on the guideline established by the National Defense Strategy (NDT) (2008), SISFRON is a system of sensing and decision support in support of operational employment, which acts in an important way and aims to strengthen the presence and capacity of monitoring and action of the Brazilian State in the land border strip, enhancing the performance of government entities with responsibilities over the area, such as the Armed Forces and other public security agencies (BRASIL, 2012).

Thus, this work has as general objective to analyze the implementation of the Pilot Project of the Integrated Border Monitoring System (SISFRON), evaluating the contributions made by the strategic project in operations against illicit activities on the western border of Brazil, between the years 2012 and 2021. Considering the border arches and Brazilian initiatives for borders, the geographical scope of this work will be the one that runs where the border strip of the Central Arch, especially Mato Grosso do Sul and the borders of Brazil with Paraguay.

This article is divided into three sections, in addition to an introduction and a conclusion. In the first section, the theoretical aspects of borders and transnational organized crime will be addressed. The second section addresses the geopolitics of the country's central arch and its relevance to the trafficking of narcotics from neighboring countries. The objective was to study aspects related to Brazil's border with Paraguay, in order to better contextualize this region, where the development of the SISFRON Project began.

In the third, the main part of this work was addressed, namely the Pilot Project of the Integrated System of Frontier Monitoring. He dealt with his reflections in the seizure of drugs (cocaine and marijuana) in the state of Mato Grosso do Sul. Finally, the conclusion presents the answers, always partial, obtained during the research process of this theme.

## 2 FRONTEIRAS AND THEIR SENSES

The frontier is a classic concept for Geopolitics, studied and discussed by many theorists due to its importance in representing the marginal area of territorial and borderline domain for the exercise of state power. From this perspective, the delimitation of a territory is based on its occupation and appropriation, and its defense, from the domain, control and management exercised over it (COSTA, 1992). The territory is then considered a space where power is revealed (RAFFESTIN, 1993).

The power relationship that produces the territory occurs at different geographical scales, ranging from the scope of the individual's action to the scope of the action of political societies, being always linked to objectivity and an actor. This relationship is linked to both the territorial domain of the State and the enduring and use of small parts of space (HEIDRICH, 2009).

Borders delimit the territories of national states and give legitimacy to their sovereignty. However, the discussion about the concept of borders has multiple dimensions, both because it involves actors of local, national and international scope, as well as for involving practices and problems that permeate the various levels of analysis (BUZAN, 1995). Therefore

characterizing the concept stakes of frontier and boundary in the context of modern state theory is difficult, not only thanks to the evolution of the state's form of organization, but also because such meanings were being employed with a variety of meanings in time. (MACHADO, 2005, p.245).

As Raffestin (1993, p. 165) asserts, "since man arose, the shreds of boundaries and boundaries have evolved considerably, without ever disappearing." According to Medina García (2006, p.14), literature has dealt with the theme in two ways: either as a limit of an exclusive territory over which a nation state *exercises its sovereignty (border)*, or as a diffuse and transition space between cultures or civilizations adjacentities (*frontier*).

In this sense, Medeiros (2020) understands that the notion of *boundary, of border*, corresponds to a range of contact, or tension, between contiguous territories, of a remarkably political-legal nature. For the author, at the level of the National States, this notion corresponds to the point of separation/contact between territories over which these States exercise their sovereignties, and is expressed through lines, which can be natural or artificial. "The *border* border establishes, importantly, the line by which the sovereign performance of a given state is defined, having, of course, a strong military connotation." (MEDEIROS, 2020, p. 80).

About the second frontier

refers to the notion of periphery, to distant regions, little explored. From a political point of view, it corresponds to sections of the national territory with little presence of the State, poorly developed, and not yet fully enlivened or controlled by the central power. In this case, the main military concern concerns the guarantee of the sovereign exercise of the State and, consequently, of the legitimate monopoly of violence in remote territories (MEDEIROS, 2020, p.80).

According to Machado (1998) the limits represent, then, the symbolic line that between States and imputes obligations to citizens and the State itself to that population, while the *fronteira* continues to live

the place, the border reality, even though the ordering is based on these practices. In this way, the boundary is created by the power to control and regulate activities and interactions, and the boundary can be conceived as a space for social co-education.

Internally to this area the State exercises sovereignty, organizes itself politically, creates its own institutions, its own organs, makes its citizens respect them, imposing the necessary coercion – attribute of the State – for this to be done (CRAVO, 2022, p.57).

Thus, the border is a place of communication and exchange where peoples can expand beyond the legal limit of the State, challenge the territorial law of each neighboring State and sometimes create a de facto situation, potentially conflictual, forcing the revision of diplomatic agreements (MACHADO, 2000). And it is precisely the strategic role of the frontier that motivates itself to be treated in part of literature as synonymous with limit, as Lia Osório Machado explains:

It is not surprising, therefore, that the border has historically been a permanent object of concern to states in the sense of control and bond. Nor is it surprising that one of the objectives of the historical system of National States, in force for almost two centuries, was to stimulate the coincidence between boundary and border, resulting in a conceptual convergence, to the point of being considered in literature as synonyms (MACHADO, 2000, p.10).

Given that the notion of border differs from that of boundary, its meaning is related to the notion of border zone. For, "the border area has a unique geographical position, that is, its proximity to the boundary line that divides sovereign states." (MACHADO, 2005, p.260). For Raffestin (1993, p. 167), the border area is "the demonstration of a biosocial interface", that is, a geographical area that hides the boundary. The boundary is a dividing line, while the border is a region composed of border areas on both sides (COSTA, 2017).

Thus, the definition of border is looser, and can be applied to the various realities: there is talk of borders between regional jurisdictions, provinces, states and municipalities; in these cases of internal divisions, usually the concept of frontier is confused with that of boundary (MATTOS, 1990). Thus, while the border is considered a source of danger or threat because it can develop interests different from those of the central government, the legal limit of Estado is created and maintained by the government, not having a life of its own and being a polygon (MACHADO, 1998).

The conceptions that distinguish boundaries and boundaries are relevant to understand distinct phenomena and to study the peculiarities that each of these concepts represents in the practice of states. However, this work, by dealing with "borders" in a joint way, including "boundaries" and "border strip", assumes that the problems and border challenges of Brazil involve a complex logic that must be absorbed as a whole for their understanding.

## 2.1 BORDER CROSSINGS: THE LEGISLATION OF BRAZIL

Brazilian legislation has used the Border Strip criterion, which is a strip up to 150 km wide, along the border line, ruled by norms for occupation, transit and economic exploitation, with a view to preserving the interests and defending the sovereignty of the national territory (BRASIL, 2005).

The territorial basis of the Actions of the Federal Government for the border strip establishes as planning areas three major arches, defined from the proposed restructuring of the Border Belt Development Program (PDFF - 2005) (BRASIL, 2005), based on the National Policy of Regional Development (PNDR) of the Ministry of Integration (MIN). This classification respects the regional, economic, and cultural differences between them.

The first of these is the Arco Norte, which comprises the border strip of the States of Amapá, Pará, Amazonas and the States of Roraima and Acre. The second is the Central Arch, which comprises the border strip of Rondônia, Mato Grosso and Mato Grosso do Sul. The third is, finally, the South Arch, which includes the border of Paraná, Santa Catarina and Rio Grande do Sul (BRASIL, 2005).

Currently, the Brazilian border range corresponds to approximately 27% of the national territory, which comprises 10 states, 588 municipalities, 120 located on the border line and of these, 29 are twin cities, which are home to about 11 million people, bordering 10 countries in South America (BRASIL, 2005).

In this scenario, there is also a major concern at the local, regional, national and global levels, which is illicit drug trafficking. According to Machado (2011), the economy driven by narcotics in the world has a peculiar impact and effects on each State, however, the multinational nature of organizations, the link with the international financial system through money laundering, evasion of information, accumulation capital and power, goes against the fragility of state actors in making effective confrontation, making illicit drugs a matter of prominence and relevance in global geopolitics.

## 2.2 INTERNATIONAL SECURITY AND TRANSNATIONAL ORGANIZED CRIME

The end of the Cold War and consequently bipolarity resulted in changes and redistribution of power among the main actors of the international system, in addition to a change in the concern about the security of states and individuals. According to Buzan and Hansen (2012) the security debates until that period were no longer able to explain ways to protect the state from internal and external threats. The concept of security demonstrated that its use and meaning were imbued with realistic premises, which associated security exclusively with the State and military and strategic aspects (BUZAN; HANSEN, 2012).

With the emergence of new levels and new types of threat, the concept of security took another focus. The so-called new threats were already present in the period of bipolarity, but had not yet been incorporated into the international security agenda, because the focus of these all was the impending conflict between East-West (PAGLIARI, 2009). These changes resulted in three fronts of theoretical perspectives on the

theme of security, which are the traditional security studies (TSS); the School of Copenhagen, which advocates a new and wide-ranging analysis of security issues. And critical security studies (CSS) (PAGLIARI, 2009 p.24).

Within this comprehensive strand of international security studies, the Copenhagen School, originally called *the Copenhagen Peace Research Institute* (TANNO 2003), was responsible for developing a theoretical panel that included a significant dialogue of the traditional and critical field of security as well as the realistic and constructivist sphere of the Theory of International Relations, inaugurating a promising research agenda. Among the Copenhagen School's most relevant contributions to security studies are: the concept of securitization; the new security analysis units; and the multisectoral approach to security (DUQUE, 2009).

The Copenhagen School presents the concept of securitization as a social construction. If an object is seen as a security theme, it means that there was an argumentation in this sense, demonstrated through the analysis of discourse, in which it is possible to perceive the predominance of a given theme of the political agenda in comparison with the other.

In the case of security, textual analysis suggests that something is designated as an international security problem because it can be argued that this issue is more important than other issues and therefore should have absolute priority. This is why the question is linked to what may seem like a very demanding criterion: the issue is presented as an existential threat (BUZAN, WAEVER; WILDE, 1998, p.24, free translation).

Thus, the securitization of a theme is a social construction. The theme is designated as a matter of security and is accepted by an audience as such through a construction between actors. However, the Copenhagen School recognizes that actions to combat the threats perceived by society are still, in most part, the State, which can be considered, in the analysis, at least one functional actor. Thus, the authors' objective is not to deny the importance of the State, but rather to develop analytical instruments that allow explaining the significant participation of the actors (DUQUE, 2009).

Through this new perspective, issues such as organized crime and drug trafficking have come to be understood as issues of threats to states. Thus, military security with a view to the war conflict has given rise to concern about transnational problems.

Brazil directly suffers the consequences caused by the threat of organized crime, the severity of which is enhanced when combined with structural violence, generated by poverty, marginalization, environmental degradation and violations of basic human rights (FERREIRA, 2017). The situation becomes even more blatant in a significant part of the country's border strip, in areas characterized, among other aspects, by state control still deficit and by the free and incisive action of criminal groups.

Transnational Organized Crime "Organized Criminal Group" is defined by Article 2 of the United Nations Convention against Transnational Organized Crime (2000) as a structured group of three or more people, existing for some time and acting in concert for the purpose of committing one or more serious

offences or persons set out in this Convention , with the intention of obtaining, directly or indirectly, an economic benefit or other material benefit (BRASIL, 2004).

In turn, Article 3 defines that "serious crime" is a transnational offence by nature and involves an organized criminal group. As Reginaldo Nasser sums up, "transnational criminal groups can be defined [...] as associations of individuals who operate in a transnational manner in order to obtain monetary, commercial or power of influence gains, by illegal means in one or more states in which they operate" (NASSER, 2014, p.145).

In Latin America, in general these groups present themselves with great organizational complexity and professionalization, with great spatial dispersion and coordination with other groups and activities in the middle – such as drug trafficking – to achieve their objectives (SAIN; GAMES, 2014).

In this interim, the action of Transnational Organized Crime (TOC) is only the tip of the iceberg, in the face of a complex and multifaceted production chain. In general, this chain begins at the local level with the principle of the commercialization of "raw materials" (plants such as marijuana and coca leaf, people and weapons), sometimes passes through business intermediaries (transporters of people and weapons, drug production laboratories, etc.) and goes beyond national borders, until finally reaching the buyer of the illegal "product" (FERREIRA, 2017).

For this, transnational organized crime has been a serious threat to the governance and stability of states by exploiting individuals and subjecting a significant portion of the population to physical and structural violence. Crime fuels corruption and infiltrates business and politics, undermining state governance and hindering development. This is a global problem that weakens national states, corrupts their institutions and causes serious damage to the economic and social order (FERREIRA, 2017).

### **3 CENTRAL ARCH AND THE BRAZIL/PARAGUAY BORDER**

Brazil's borders with Paraguay correspond to an area that is part of the Central Arch of the Brazilian border strip (which encompasses the states of Mato Grosso do Sul, Mato Grosso and Rondônia). While the other two subnational states are limited to only one other country, Mato Grosso do Sul borders two: Bolivia (402 km of border) and Paraguay (1078 km of border), along forty-four municipalities framed as part of the Border Strip and of which five are framed in the concept of twin city: Bela Vista, Corumbá, Mundo Novo, Paranhos and Ponta Porã (SILVA, 2022).

With Paraguay, the state is 436.9 km long with a dry border, that is, artificially delimited by means of concrete landmarks fixed every approximately 900 m. There is still a river border of just over 641 km of extension composed of the Estrela, Apa and Paraguay Rivers. Já with Bolivia has a border of 401.9 km long, of which 135.3 km between river border and flooded areas of the Pantanal, especially the Paraguay River. (SILVA, 2022).

The State of Mato Grosso do Sul is located in the south of the Midwest region, limited to five Brazilian states: Mato Grosso (north), Goiás and Minas Gerais (northeast), São Paulo (east) and Paraná

(southeast); and two South American countries: Paraguay (south and southwest) and Bolivia (west). Its area is 357,147,995 square kilometers with a population of 2,839,188 people, with the capital being the city of Campo Grande, the most populous in the state (IBGE, 2021).

It is divided into 79 municipalities and in addition to the capital, three other cities have a population of more than one hundred thousand inhabitants: Dourados, Três Lagoas and Corumbá. Of the 79 municipalities, 44 are in the border range and of these, 12 are on the border line (IBGE, 2021).

The history of the development of Mato Grosso do Sul is related to the activities of exploration of ore and agriculture (mainly yerba mate), as well as to the intensive use of the vast river network of the region for transport and flow of goods. The South-mato-grossense economy is based basically on the agricultural sectors (cattle raising, plant extraction and rural industry), mineral, tourism and service provision (IDESF, 2020).

In economic terms, Mato Grosso do Sul is located in a strategic region, bordering large producer and consumer centers such as Minas Gerais, São Paulo and Paraná, as well as borders with Paraguay and Bolivia. In addition, the state is located on the route of important markets in South America, interlinked by the Paraguay River Basin (SILVA, 2022).

However, these characteristics, combined with low population density, a rural-based economy, and proximity to Brazilian states receiving cross-border illicit or with road channels or ports and airports that connect to final consumers, make the state become a significant route for trafficking in smuggling and descamis and consequently the crimes surrounding them (SILVA, 2022).

Due to Paraguay and Bolívia being the main producers/suppliers of marijuana and cocaine, respectively, for the Brazilian domestic consumption market, it is through the border of the central arch that most of the drugs commercialized in the country are concentrated, also concentrating the maiores volumes of cocaine seizure (Mato Grosso) and marijuana (Mato Grosso do Sul) (BRASIL, 2016).

Allied to all the complexity of the region, is the construction of the Bioceanic Route with a route of 2,396 km of road corridor that will connect the two largest oceans on the planet, Atlantic and Pacific, traveling Brazil, Paraguay, Argentina and Chile and making the connection porte de Santos to the ports of Iquique and Antofagasta. This may constitute a new route of both narcotics trafficking and smuggling, given that it is very common to use state structures for the action of criminal organizations, which promotes a kind of symbiosis with the state to obtain power and profit (SILVA, 2022).

In relation to the country and the borders with Paraguay, the new route will cover the state from east to west, connecting Brazil and Paraguay, through the international bioceanic bridge over the Paraguay River in Porto Murtinho (MS) and Capitán Carmelo Peralta (PY), with the expectation of transforming Mato Grosso do Sul into a distribution center of goods also one can add the project of building an international bridge over the Apa River linking the municipalities of Porto Murtinho (BRA) and Valemi (PY) in the search for the consolidation of integration between countries, development of their economies, strengthening their cultural and social ties, in addition to promoting local tourism (SILVA, 2022).



It is noteworthy that this whole scenario is important to demonstrate how much the frontiers in Mato Grosso do Sul have become a strategic space for the actions of several Criminal Organizations, especially those that practice drug trafficking. Thus, we can say that organized crime operates in a network and can connect support, logistics, execution and financial administration of the various illicit practices in the territories of Brazil and its neighbors, potentiating violence in the region.

In this sense, it is possible to keep up with the growing number of violent murders in the border region. According to Silva (2022) these increasingly common episodes are directly related to the search for dominance of territory and power by organized crime and reveals structural problems, making it necessary to take bilateral measures of the Brazilian state and its neighbors.

On the western border, criminal organizations act on the Brazilian side and on the Paraguayan side, vying for power with each other. The range of crimes comporta smuggling, the misway, the trafficking of weapons and drugs, piracy etc. From the conjunction of the twin cities conurbadas Ponta Porã and Pedro Juan Caballero, there is an available infrastructure whose purpose is to leverage the agronegócio. Organized crime, for viger, enjoys the available networks offered by the State, whether physically existing, such as highways, or hair meshes articulated in electronic environment, such as the Internet – so much better if this infrastructure had transnational reach. Criminals make smuggling available online and in e-commerce, offering it worldwide (CRAVO, 2022, p. 277).

Thus, the problems experienced in the central arch range are diverse. There are large demographic vacuums, lack of employment, difficulty in accessing goods and services, regions whose presence of the State is weak, dependence on external resources, public security problems, occurrence of crimes, precarious citizenship conditions, low degree of specialization and dependence on neighboring regions. This explains the motivation for public agencies to promote improvement of public policies on borders that meet the demands (CRAVO, 2022).

In this context, the State of Mato Grosso do Sul through its Secretariat of State, Justice and Public Security (SEJUSP) has contributed to the repression of cross-border crimes, so much so that 35 years ago it has created in its structure the Department of Border Operations (DOF), an agency pioneer in Brazil in specialized border policing, responsible for the seizure of more than 500 tons of drugs in the last two years alone (MATO GROSSO DO SUL, 2022).

The DOF is neither military police nor civilian police. It is the integration of different organs that dealt with the problem at the border, in the police sphere. In 1994, the operational base was built in Dourados/MS, and remains until today. In 2006, the Specialized Police Station of Repression to Border Crimes (DEFRON), integrated into the DOF, was created. Currently, the DOF is part of a structure linked to the state of Mato Grosso; a resolution of the State Department of Justice and Public Security of Mato Grosso do Sul (SEJUSP) governs its existence (CRAVO, 2022).

It is evident the strategic importance of the borders in Mato Grosso do Sul and how organized crime has taken advantage of the structural problems of the region to insert itself, seek dominance and obtain great profits from the illicit market. The action of criminals goes beyond borders and territories, challenges the intelligence agencies of states and acts in the field of underground.

## 4 THE PILOT PROJECT OF THE INTEGRATED BORDER MONITORING SYSTEM

### 4.1 PROJECT DEVELOPMENT

The armed forces are permanent and regular national institutions that have for their purpose the defense of the homeland, guaranteeing constitutional powers, law and order, as recommended by the Federal Constitution (1988). According to Complementary Law 97 of June 9, 1999 (BRASIL, 1999), which had on the organization, the preparation and employment of the Armed Forces, it is a subsidiary way for the Armed Forces to cooperate with national development, with civil defense and, with the exclusive competences of the police judicial, act, by means of preventive and repressive actions, in the land border strip, at sea and in land waters, against cross-border and mbiental crimes, alone or in coordination with other organs of the Executive Branch.

The National Defense Policy (BRASIL, 2005) and the National Defense Strategy (BRASIL, 2008) translated into demands the national defense needs, which contained strategic projects in the three Singular Forces: Brazilian Navy (MB), Brazilian Army (EB) and Brazilian Air Force (FAB). As a result of the approval of the PND and the NDT, the Brazilian Army carried out a planning, called Br Aço Forte Strategy (ARMY, 2009), where the Army General Staff (EME) identified the need for a structure capable of evaluating, proposing, coordinating and integrating actions and efforts to enable the achievement projects of strategic importance. Nthe 2008 National Defence Strategy combines the interests of the Presidency of the Republic to create the capacities and forces to enable its modernization projects (RESENDE FAGUNDES, 2018).

THE NDT (2008) aims to develop the capacity to monitor and control Brazilian airspace, territory and jurisdictional waters; to deepen the presence of Army, Navy and Air Force units at the borders, as well as to empower the Defense Industrial Base to gain and autonomy in technologies (BRASIL, 2008) (RESENDE FAGUNDES, 2016). In view of this, in 2010 the AEGP was created - Special Advisory Office for Management and Projects (EPEX, 2018).

The Brazilian Army, aligned with the state's longings, launched or the Strategic Programs, having in its Portfolio the following subservices: Defense of Society, Generation of Strength and Human Dimension. These programs aim to provide the Army with new capabilities , expanding the response power of the TerrestForce re, and bring significant amount of benefits to society, such as strengthening the Defense Industrial Base, developing technologies, generating jobs, international projection, social peace and security.

The programs that link the Defense of the Society, as the name of the Society says, are linked to the defense and security of society, they are: Integrated Border Monitoring System (SISFRON), Cyber Defense, Guarani, Protect, Anti-Aircraft Defense, Aviation, TheTros 2020 (OCOP). These programs will be at the forefront of the Earth Force to act for the benefit of Brazilian society.

In the Subportifório Defesa da Sociedade, SISFRON is currently the most forceful response of the Brazilian Army and the Federal Government to respond to the population's longings for security, especially

in border areas. The Strategic Program "Integrated Border Monitoring System -SISFRON" was initiated in 2012 by the Brazilian Army, and provides for the implementation of an integrated set of technological resources, such as surveillance and monitoring systems, information technology, electronic warfare intelligence (EPEX, 2018).

The SISFRON Strategic Program Implementation Guideline, approved by the EME Ordinance no. 193, of December 22, 2010 (BRASIL, 2010), in addition to implementing it, creates three underlying projects: sensing and decision support (SAD), actuation support and infrastructure works (ESTADO MAIOR DO EXÉRCITO, 2014).

Along 16,887 kilometers of land borders and almost 30% of the national territory under the aegis of the Border Strip, SISFRON intends to act beyond the defense and security of the border area and work to provide for criminals and to increase socioeconomic policies for residents of that region.

Moreover, from the specific point of view of national defense, the objective of SISFRON can be understood by its focus on "strengthening territorial defense and ensuring national sovereignty along the border strip, increasing the detercity power of the Brazilian State and contributing decisively to its effort to develop and maintain effective control of these areas" (BUFOLO, 2014, p.24).

SISFRON integrates a series of broad projects of the Brazilian Army that aim its effective modernization in the horizon until 2030. These projects cover the Protected Amazon Program (PAP), sentinel of the homeland, COBRA (Brazilian Combatant) and Guarani. (RESENDE FAGUNDES, 2016).

The project is being developed by the Brazilian Army Project Office (EPEX), and managed by the Border Monitoring Center (CMF), under the responsibility of the Western Military Command, where the pilot project of the Dourados System is located, operated in the 4th Golden Mechanized Cavalry Brigade and covers about 650 kilometers of borders in the state, that are monitored by fixed and mobile radars, optical sensors, night vision goggles, long-range cameras, among other materials used (RESENDE FAGUNDES, 2018).

The choice of the installation of the pilot project in Mato Grosso do Sul is also due to the fact that the Amazon would already be covered by SIVAM and the southern region has a security structure and telecommunications actions, and the Midwest would be a region with less control and where the action of transnational crime grows (CRAVO, 2022).

The Basic Project predicted that the estimated value of R\$ 12 billion, would be distributed among the three subprojects that make up Sistema, being R\$ 5.930 billion (49.46%) for the Sensing and Decision Support Subproject, R\$ 3.002 billion (25.02%) for the Infrastructure Works Subproject, and R\$ 3.060 billion (25.52%) for the Actuation Support Subproject (TRIBUNAL DE CONTAS DE UNIÃO, 2016).

The pilot project in Dourados is a phase of tests and diagnostics, with the purpose of evaluating, readjusting and refining the preliminary definitions of the System, enabling its implementation in a more effective and appropriate way in the other regions of the countries, in view of the novelty, complexity, the reduced experience of managing large projects, the need for integration between systems and the long

duration of deployment. (MINISTÉRIO DA DEFESA, 2015, peça 59, p.115; TRIBUNAL DE CONTAS DA UNIÃO, 2016).

However, the project has faced problems in its implementation. In 2016 the Federal Court of Auditors (TCU) found incongruities between the budget scheduled and that implemented by SISFRON. The agency's technicians suggested in the judgment "to makeefforts to raise financial resources from the competent bodies and/or speed up the implementation of the project, given the impact on the objectives of the project"; otherwise the project could suffer a huge setback in its pregnancy (TRIBUNAL DE CONTAS DE UNIÃO, 2016).

The TCU was also concerned with the management of human resources, the implementation of the Decision Support Subsystem (SAD) and the possible loss of the object and quality of the measured project. It was then recommended that studies be developed that could guarantee its continuity (TRIBUNAL DE CONTAS DE UNIÃO, 2016).

In 2012, a cost of R\$ 12 billion was estimated to implement the system throughout the land border extension (BRASIL, 2019). In 2013, General Antonino dos Santos Guerra Neto, coordinated r of the sisfron implementation project, took charge of the task of alerting Brazilian legislators of the importance of allocating funds to implement the project: what the EB made available on schedule was R\$ 213 million, an amount below what the effective reality of the system requested: R\$ 500 million/year. The proposal taken by General Santos Guerra was that the General Budget of the Union should include the inclusion of SISFRON in the Growth Acceleration Program (PAC) (CRAVO, 2022).

However, theBrazilian con juntura, with the repercussion of the contingency of discretionary expenditures, reviewed the budgetary and financial programming of the ministries, which included that of defense. The availability of resources became more scarce, a fact that postponed for the porvir, the execution of strategic projects of the Armed Forces (CRAVO, 2022).

For Gabino (2019), in relation to the projects, there are two options: the adequacy to a smaller size consistent with the possible budget and the transfer to the future of its implementation in full, which implies the renegotiation of deadlines. For now, the defense industry is encouraged to resume the reins of national production.

As for SISFRON, it remains to preserve the deliveries already made by this system until the present moment and think of a reengineering that refits it to what it may be in the future. The implementation phase of SISFRON had 100% of the Decision Support System completed in 2021, ending with delay the delivery of the pilot project (CRAVO, 2022).

Depending on theMinistry of Defense, SISFRON is among the 12 priority projects that will have their deadlines extended. It touches the extension for the year 2035, with the forecast of values erasing in the order of R \$ 10.8 billion. As of June 2018, R\$ 1.1 billion was spent (GABINO, 2019).

## 4.2 GAINS AND CONTRIBUTIONS MADE

As seen in the other sections, the border area of the state of Mato Grosso do Sul is one of the main crossing points of drugs and products, for smuggling and misdemeanor, as well as other cross-border illicit. In this area, approximately 650 km long, the first phase of SISFRON, the Pilot Project, is being implemented.

SISFRON has several expected benefits, among them, are established those of Public Security: combating drug trafficking, combating arms smuggling, combating cross-border illicit, combating organized crime, increasing the security of urban centers and combating illegal immigration.

At first it was estimated that the pilot project, started in 2013, would be completed in 2018 (MINISTÉRIO DA DEFESA, 2015, peça 59, p.115; TRIBUNAL DE CONTAS DA UNIÃO, 2016). However, in view of the budget cuts, the project was only able to finish in 2021. The budget had ballast to cover the initial 650 km. As the project is experimental, it is subject to budgetary availability, like all armed forces projects (CRAVO, 2022).

The projection of the end of its implementation is for the year 2035. However, "SISFRON lacks a reengineering to adapt it in relation: to what was the original SISFRON, to what it is now and to what it will be until 2035 with the money that is given to it" (CRAVO, 2022, p. 191).

There is also the prediction, as the project advances, of the following combination of the systems distintos (BRASIL, 2016, p.78):

- a) support for intelligence and electronic warfare; b) geoinformation;
- c) load scanning devices;
- (d) Remotely Piloted Aircraft (ARP); e) aerobics;
- f) infovias;
- (g) surveillance radars that fit aircraft on low-height flights;
- (h) fixed-use aircraft.

These systems will be used both in external defense, with the other

Singular, as to combat cross-border crimes, acting together in interagency operations (CRAVO, 2022). The objective is for all subsystems that are part of SISFRON to communicate with agencies in interagency coordination (BRASIL, 2016).

The program also provides interoperability with the following monitoring systems: SisGAAz, Amazon Protection System/ Amazon Surveillance System (SIPAM/SIVAM) and Brazilian Aerospace Defense System (SisDABra/Brazilian Air Force) (NEVES, SILVA and MONTEIRO, 2016).

### 4.3 REPERCUSSIONS ON THE SEIZURE OF ILLICIT ACTIVITIES IN THE STATE OF MATO GROSSO DO SUL

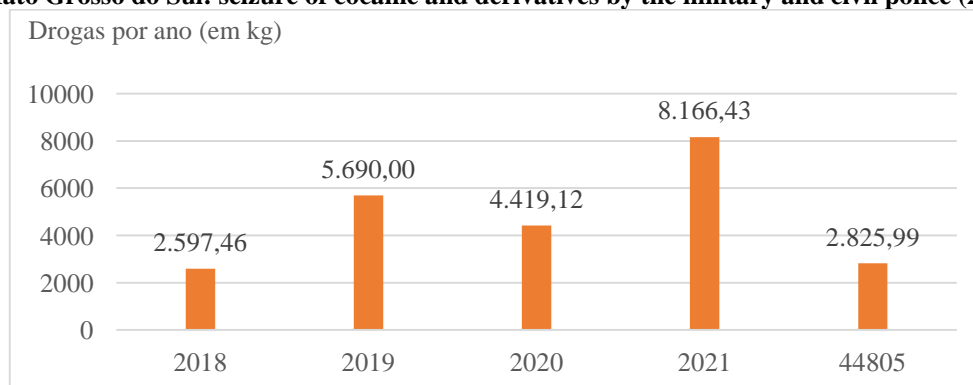
The trafficking of marijuana and cocaine on the Brazil-Paraguay border represents the vulnerability of the western border in the public security . The western border is characterized as a defensive frontier. Because SISFRON is an integrated system, monitoring prevents people from illegally crossing borders.

As for the gains after the completion of the testing phase of the pilot project, Cravo (2022, p.322) states that "decision support systems are good resources, promoted a boom of "communication" in the CMO battalions, attracted the staff for specialization in the subject, but do not make the presence of the human being dispensable in military bodies."

It also points out that the 4th Cavalaria Mechanized Brigade, in Dourados / MS, relies on the military corps to make contact with the opposing force and a complete brigade, with elements of combat and combat support. Thus, the land force meets the strategic objective of the EB by collaborating with the public security agencies in actions against transnational illicit acts that occur in the border strip (CRAVO, 2022).

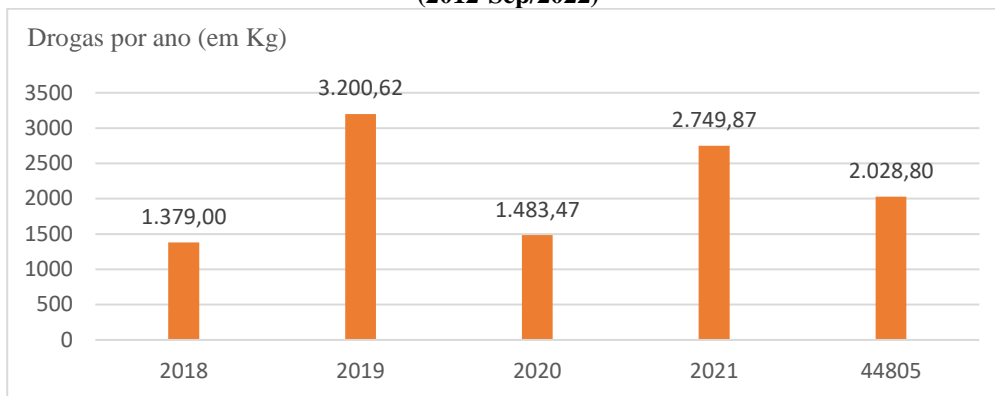
Regarding the effects of the pilot project installation and its interoperability, we analyzed the data of the seizures performed by the civil and military police of the state of Mato Grosso do Sul in the period from 2018 to September 2022. The time frame corresponds to the year in which all infovia towers of the 4th Bda C Mec were completed and operated, where the system is to operate effectively, with the training of troops.

**Graph 1 – Mato Grosso do Sul: seizure of cocaine and derivatives by the military and civil police (2018-Sep/2022)**



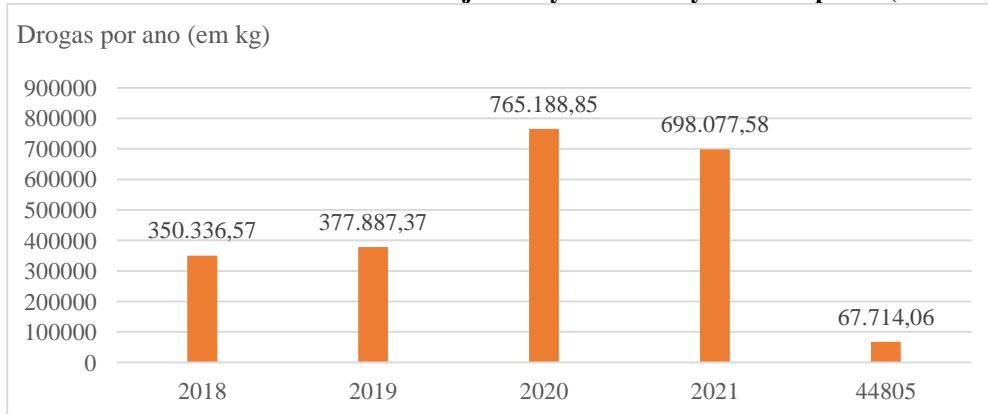
Source: Prepared by the author based on SEJUSP/MS (2022).

**Graph 2 – Mato Grosso do Sul: seizure of cocaine and derivatives by military and civilian police in the border strip (2012-Sep/2022)**



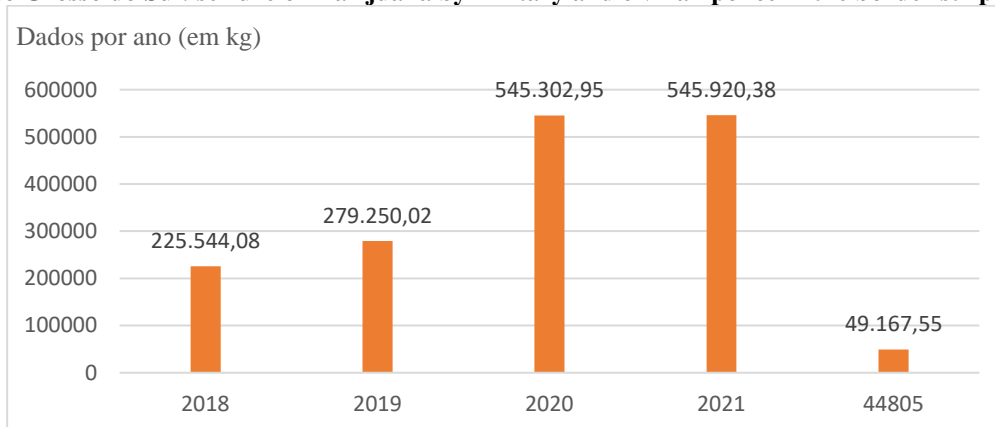
Source: Prepared by the author based on SEJUSP/MS (2022).

**Graph 3 –Mato Grosso do Sul: seizure of marijuana by the military and civil police (2018-Sep/2022)**



Source: Prepared by the author based on SEJUSP/MS (2022).

**Graph 4 –Mato Grosso do Sul: seizure of marijuana by military and civilian police in the border strip (2018-Sep2022)**



Source: Prepared by the author based on SEJUSP/MS (2022).

The graphs show that there has been a significant increase in seizures, especially in relation to marijuana. The years 2020 and 2021, point to the largest numbers of seizures, which can be considered a reflection of the implementation of the pilot project and interagency operations.

With regard to the performance of the Department of Border Operations (DOF), the statistical reports of the years 2020 to 2022 also present a constant evolution in the volume of drug seizures.

**Table 4– Drug Seizure by DOF (2019–2020)**

<b>Kind</b>	<b>2019</b>	<b>2020</b>
Marijuana	106,772,972 kg	261,455,350 kg
Cocaine	129,723 kg	301,158 kg
Hashish	30, 820 kg	59,532 kg
Base Folder	90, 769 kg	67,910 kg
Crack	0.018 kg	0.800 kg
Shank	208,092 kg	2,270,163 kg
<b>Total:</b>	<b>107,232,394 kg</b>	<b>264.154,913</b>

Source: Prepared by the author based on DOF (2022).

**Table 5 - Drug Seizure by DOF (2021 - August 2022)**

<b>KIND</b>	<b>2021</b>	<b>2022*</b>	<b>TOTAL</b>
Marijuana	193,336,371 kg	95,442,750 kg	288,779,121 kg
Cocaine	167,721 kg	1,572,887 kg	1,740,608 kg
Hashish	56,585 kg	35,590 kg	92,175 kg
Base Folder	264,382 kg	737,000 kg	1,001,382 kg
Crack	3,666 kg	0.168 kg	3,834 kg
Skank	1,205,858 kg	494,590 kg	1,700, 448 kg
<b>Total:</b>	<b>195,034, 583 kg</b>	<b>92,282, 985 kg</b>	<b>293,317, 568 kg</b>

Source: Prepared by the author based on DOF (2022).

The DOF is an example of an organ acting <sup>1</sup>of constabular nature: linked to the Military Police of the Ministry of Health, therefore, a state agency, its action seeks to fill the gap that the federal sphere cannot fill. According to the data, there was a 145% increase in drug seizures by the DOF in the period 2019 to 2020. Contudo, the year 2021 and part of 2022, represent a decrease in seizures. Thus, it is possible to establish a relationship between the presence of THE and the fight against organized crime and drug trafficking.

It is the objective of SISFRON to train the Ground Force combatant to act in a high-grade technological environment. The function of border surveillance and monitoring systems is completed with human action. Special Border Platoons are the first eb bodies to amortize external, traditional, or diffuse threats. The federal and state police are in need of confronting crime with the logistical support of the Armed Forces.

In this sense, the CMO is in charge of urging the necessary technology to investigate, increasingly, the nature of everything that flows in the cross-border dynamics of the western border (CRAVO, 2022). However, it is important to point out that the SISFRON Strategic Programme has an estimated duration of 35 years and even when fully implemented, it will not solve all the problems of the border.

For Cravo (2022), this depends on a national project that reflects the problem as a whole, with the border being only one item in the set of problems. SISFRON increases surveillance and monitoring of Brazilian borders, but does not give the definitive solution. Despite the technology employed at the border, the EB still needs the human presence at strategic border points and suffers from budgetary issues.

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1 Constabular signifemploy the Armed Forces in police functions. (MINISTRY OF DEFENSE, 2015, p. 72).



## 5 FINAL CONSIDERATIONS

As evidenced, the border strip is a peripheral region, and of contact with other sovereignties. That is why it is a sensitive region, where the sovereign rights of states are physically counted. Thus, the recognition of limits by neighboring states and the density of networks are fundamental forces for the strengthening of the border strip. A complementary act of strengthening is the institutional definition of the extension of the border strip and the implementation of territorial policies aimed at economic development oriented towards the intranational space.

In view of the magnitude and novelty of SISFRON, the pilot project was implemented as a phase of diagnostic tests and day in Dourados. Thus, in the third section, some results obtained with the use of equipment or processes that involved SISFRON were listed during the time that the system is active. It was estimated that the pilot project, started in 2013, would be completed in 2018. However, in view of the budget cuts, the project was not able to finalise until 2021.

It was demonstrated through statistical data from the Department of Justice and Security of the State of Mato Grosso do Sul and the Departamento de Operações de Fronteira, that there was a considerable increase in seizures, made by the military and civil police of the state of Mato Grosso do Sul, of weapons, drugs and other illicit products and / or smuggled after the installation of the pilot project of SISFRON.

In this context, the system presents itself as a project with the potential to curb, combat and repress recurrent crimes in the border strip, but also to bring direct and indirect positive externalities to the economy and society of Brazilians. Therefore, despite the limitations, which may affect the possible benefits predicted in the long term, it is expected that Brazilian land borders have integrated monitoring, with territorial continuity and technological integration.

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