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## Executive Summary

Portugal must assume a more active role in peace missions, not only in terms of the number of missions in which it participates and of National Detached Forces, but also regarding the organizations it integrates, contributing to the definition of mandates or raising awareness for better coordination on the ground. To this adds an internal dimension underlining the potential for affirming the promotion of international peace and security as a national strategy. To achieve this, it is crucial to articulate, in a reasonable and matured way, the option for a participation premised on quality, in the context of international peace missions, with a participation based on quantity only to the extent it is seen as an advantage to the attainment of the national interest. This should be achieved and defined according to a logic of solidarity and cooperation within the network of alliances and organizations that Portugal is part of.

It is also important to assure a clear articulation with other subsystems of National Defence, as well as with other Portuguese society sectors, including the private sector, such as companies, but also universities, *think tanks* and research centres, and other civil society organizations. The aim is to overcome national limitations in these matters – particularly at the level of recruitment and technological modernization – and to increase support for the formulation and implementation of public policies in the area of defence.

## International missions and the promotion of peace and security: the Portuguese case

In an international setting characterized by complex challenges, including the competition dynamics between great powers and armed conflicts promoted and/or sponsored by them, it becomes urgent to rethink the role of multilateralism both in current and future international relations.

This policy brief aims at contributing to this debate and reflection by analysing the contribution of international missions to peace and security, with a focus on the Portuguese case. The goal is to analyse the kind of peace and security that has been promoted through

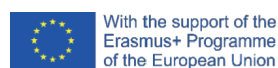


international missions, as well as the possibilities and limitations raised by such instrument. The Portuguese case has enormous potential to contribute to the debate on the processes, goals, priorities and strategies characterizing the participation of national armed forces in these missions since the 1990s, as well as to the reflection on the constraints, opportunities and needs that have arisen in this area. These debates also contribute to a clearer framing and understanding of how the participation of Portugal in international missions has resulted in dividends and lessons learnt relevant to the national interest and to the promotion of international security.

Currently, peace promotion at the international level is structured around the complex triangle involving Armed Forces, humanitarian aid and development aid with civilian crises management. As a first pillar in peacebuilding, and with the aim to promoting sustainable peace, Armed Forces are responsible for a close and coherent organization and articulation with humanitarian assistance, development aid and civilian crises management plans and objectives. However, in practice, such coordination is not always efficiently and effectively achieved, leaving ample room for improvement. This is particularly relevant at the level of organizations which tend to request contributions from members state to the various levels of action without any pondered and effective articulation of their potentialities and specialization. In this sense, national decision-makers, as well as the Armed Forces, act from a level that is not ideal to assure effective and sustainable peace. Adding to this apparent lack in coordination, a certain level of unpredictability in terms of what will be faced on the ground can be pointed out. Regardless of the different contributions and roles played by the Armed Forces, from special operations to training and capacity building in the most varied areas, they all significantly impact on the evaluation that is made of what sustainable peace should be and look like in different contexts. In this setting, Portugal must act with the organizations in which it participates to assure an integrated international response that is also coherent with the goals of international peacebuilding. Aiming at better thinking and planning Portugal's position and contribution to this challenging, a few recommendations are here suggested.

## Recommendations

- Actively contribute, as a peace actor to the resolution of structural issues limiting the capacity of international missions to promote sustainable peace. In this sense, Portugal should, whenever possible, be more active in a permanent awareness work within the organizations it integrates, aimed at a better inwards and outwards organizational coordination. It should also seek to influence the design of mandates in order to more clearly and directly facilitate peacebuilding efforts on the ground.
- Engage: Portugal has been affirming its *soft power* throughout the past years, strategically managing elements of *hard power* and *soft power* to boost its power projection and international influence, as well as its capacity to contribute to peacebuilding. However, the benefits of such political-strategic option depend on the country's capacity to assure a participation of quality in international missions. To this effect, it becomes urgent to



significantly invest in technology, in a multisectoral logic, allowing Portugal to keep pace with the demands of the international security agenda, and perform a better and differentiated role in the context of international peace missions.

- Ensure that investment in the Armed Forces follows from a political and strategic rationale aiming at boosting a quality participation in international missions and at addressing rapidly changing insecurity flows, addressing also issues of recruitment and training, allowing greater competitiveness in comparison to the private sector.
- Assume international peace and security promotion as a national strategy, assuring that all National Defence subsystems contribute to it and that synergies are forged between all sectors of society, including industry, companies, the technology sector, universities and other civil society organizations. This would allow the creation of an ecosystem shaped by the state – as both regulator and *demandeur* – and structured around the Armed Forces as an aggregating element in the articulation between politics, economy and industry. This could contribute to the consolidation of Portugal’s reputation and credibility, the dynamization of its industrial sector and technologically showcase, capable of integrating the country in the international security and defence market, but also to increase investment in research and innovation, job creation and economic growth.
- Invest more clearly in the production of scientific knowledge on the National Defence Policy, the National Defence subsystems and the ways they can be articulated to enhance Portugal’s contribution to international peace and security. To this end, it is crucial that public access to statistics on National Defence is made available, resuming the publication of the yearly *Anuários Estatísticos de Defesa Nacional* and assuring the analysis of useful data to the systematization of relevant knowledge for a higher visibility, support and scrutiny of public policies in the realm of defence.
- Assuring more effective and regular communication with national public opinion, especially with youth, but also at the institutional level, with organizations in which Portugal participates, and with the local populations where these peace missions are implemented. The goal is establishing a permanent dialogue and forging synergies contributing to the success of these missions and, ultimately, to the promotion of sustainable peace.

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