

PAPER CABINETS: AN ANALYSIS OF THE IMPLEMENTATION OF MUNICIPAL INTEGRATED MANAGEMENT OFFICES IN MUNICIPALITIES WITH UNITS OF THE 12TH MILITARY FIREFIGHTERS BATTALION – IJUÍ

GABINETES DE PAPEL: UMA ANÁLISE SOBRE A IMPLANTAÇÃO DE GABINETES DE GESTÃO INTEGRADA MUNICIPAL NOS MUNICÍPIOS COM UNIDADES DO 12º BATALHÃO DE BOMBEIROS MILITAR - IJUÍ

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ABSTRACT

Purpose – The purpose of this article is to analyze how the installation of these offices is in the eight municipalities with units of the 12th Military Fire Brigade (12º BBM).

Design/methodology/approach – This study had an exploratory character. Data collection took place through structured interviews with a total of eight interviews carried out with the Secretaries of Administration of the prefectures, one for each municipality with units of the 12th Military Fire Brigade (12º BBM).

Findings – It was observed that, despite the positive impact generated in local public security, only the municipality of Panambi has the GGIM in operation, however, it only conducts meetings of the Plenary, with partial installation, reducing the positive impact on public safety local. It became clear that municipalities ignore its importance for the promotion of local public safety by creating GGIMs only on paper.

Research limitations/implications – Do not realize interviews with those responsible for the creation of the offices is a limiting factor of the research, as well as the short time of operation of the GGIM's to carry out a comparative analysis of crime rates.

Originality/value (mandatory) – It highlights the importance and potential of the Municipal Integrated Management Offices for the transformation of the local scenario, while providing a channel for dialogue between the actors involved and for the establishment of joint and planned solutions to the problems faced within the scope of Public Security.

Keywords - Management. Municipal. Safety. Interlocution. Citizenship.

RESUMO

Objetivo - O objetivo deste artigo é analisar como está a instalação destes gabinetes nos oito municípios com unidades do 12º Batalhão de Bombeiros Militar (12ºBBM).

Desenho / metodologia / abordagem – Este estudo teve caráter exploratório. A coleta de dados ocorreu por meio de entrevistas estruturadas com um total de oito entrevistas realizadas junto às Secretarias de Administração das prefeituras, uma para cada município com unidades do 12º Batalhão de Bombeiros Militar (12ºBBM).

Resultados - Observou-se que, apesar do comprovado impacto positivo gerado na segurança pública local, apenas o município de Panambi possui o GGIM em funcionamento, entretanto, limita-se a realizar reuniões do Pleno, com instalação parcial, reduzindo o impacto positivo para a segurança pública local. Ficou claro que os municípios ignoram sua importância para a promoção da segurança pública local, criando GGIMs apenas no papel.

Limitações – Entende-se como fator limitante da pesquisa a não realização de entrevistas nos municípios com os responsáveis pela criação dos gabinetes, bem como o pouco tempo de funcionamento dos GGIM's para a realização de uma análise comparativa dos índices de criminalidade.

Originalidade / valor (obrigatório) - Evidencia-se a importância e potencial dos Gabinetes de Gestão Integrada Municipal para a transformação do cenário local, ao passo que proporciona um canal de interlocução entre os atores envolvidos e para estabelecimento de soluções conjuntas e planejadas para os problemas enfrentados no âmbito da Segurança Pública.

Keywords - Management. Municipal. Safety. Interlocution. Citizenship.

1 INTRODUCTION

Currently, we experience a vertiginous crime growth to the detriment of the harmonious co-existence of society. Consequently, a public outcry for security arises regarding the inability of security agencies – that traditionally act in isolation – demanding that they manage to establish the feeling of peace and normality that is desired. With the decentralization of governmental actions promoted by the Federal Constitution of 1988 in the various areas of the State's performance, the municipalities assumed several duties, and became responsible for carrying out actions in the areas of health, education, social assistance, and public security, since all these actions are concretely set off at the municipal level. Considering this scenario, the Brazilian Federal Law No. 10,201 of 2001 instituted the National Public Security Plan, consisting of 124 actions. It includes the integration of actions by the various police forces, which is why it is fundamental for the public manager to understand the variants involved and the ways that are available to promote this integration.

As a consequence, the Federal Government of Brazil created the Brazilian National Program for Public Security with Citizenship (Pronasci), aiming to tackle violence and crime in Brazil through the articulation of social actions and public security policies, decentralizing actions in this area in order to promote the management of public security at the municipal level, in compliance with the peculiarities of each location. The Integrated Management Offices are deliberative and executive forums, with the mission of systematically integrating federal, state and municipal agencies and institutions, prioritizing the planning and execution of integrated actions to prevent and confront violence and crime, aiming to further a public security paradigm, with a focus on good result-driven management practices (Balestreri, 2009). Hence, for municipalities to be included in Pronasci, the creation and structuring of Municipal Integrated Management Offices (GGIM) is essential, bringing together public security and justice institutions in the three spheres of government. By decentralizing public macro-politics and establishing the commitment of the municipalities in the management of public security, the Municipal Integrated Management Offices embrace the concept of integrated manage-



ment, bringing together the main authorities responsible for combating crime and specialists in one unit (Pinheiro & Fernandes, 2009).

The focus of the analysis was delimited because of the peculiarities surrounding the services provided by the Military Fire Brigade, since the 12th BBM serves a total of 60 municipalities through eight platoons, located in the cities of Ijuí, Cruz Alta, Panambi, Três Passos, Três de Maio, Horizontina, Ibirubá, and Tapera. To this end, the municipalities served celebrate municipal consortia for the subsidies of fire services through a fund, and thus act in an integrated fashion. Additionally, platoons often help one another with loans for equipment and human resources, so the continuous interaction of these locations is clear.

Furthermore, it is essential for the Municipalities to know how to coordinate the necessary efforts between the three spheres of government for the constitution of the Municipal Integrated Management Office, which is used to outline local procedures for the containment of crime in an effective and integrated way to achieve concrete results in the reduction of local crime by using rationally the financial, material and human resources, already destined to these entities. Therefore, the problem of this research is based in understanding how the implementation of the Municipal Integrated Management Offices (GGIM) is taking place in the eight municipalities in Rio Grande do Sul with units of the 12th Military Fire Brigade of the State of Rio Grande do Sul (12^oBBM) after a decade after the creation of the Brazilian federal law.

In this context, this study has the general objective of analyzing how the installation of these offices takes place in the eight municipalities with units of the 12th Military Fire Brigade (12^oBBM). As specific objectives, our aims are to verify the period of installation of the GGIM, analyze the composition of the GGIM, check whether the GGIM are functioning regularly, and identify the main demands addressed at the meetings from June 2017 to May 2018.

2 THEORETICAL REFERENCE

With the advent of the Brazilian Federal Constitution of 1988, the “Citizen Constitution”, public security was presented both as a duty of the state and as a collective task: “Art. 144. A segurança pública, dever do Estado, direito e responsabilidade de todos, é exercida para a preservação da ordem pública e da incolumidade das pessoas e do patrimônio, através dos seguintes órgãos [...]” (Constituição do Brasil, 1988). It is possible to infer from that that each person is responsible for their own safety, and is too entitled to the right to be safe, which must be guaranteed by the State through the security agencies created for this purpose. It is worth clarifying that by State, one must understand the Union and the States, as well as the Municipalities, since the Article 144 of the Brazilian Federal Constitution, in addition to the federal and state agencies, assigns the creation of municipal guards and traffic agencies as a duty of the municipalities. Thus, the emphasis on Public Security supported by the democratic precepts of the Brazilian Federal Constitution gives states and municipalities greater control and power to prevent violence through public policies, while Citizen Security promotes popular participation as central to the consolidation of rights and good living (Salvarrey, 2018).

The concept of citizen security is sustained “in the intellectual production of international organizations such as the United Nations (UN) and its agency for the area of social development, the United Nations Development Program (UNDP).” Through the development of human development indicators “the aim is to induce countries to adopt governmental measures and actions towards the protection of human rights combined with the modernization of the State to develop more inclusive and integrated public policies,” articulating economic development and reducing social inequalities



(Madeira & Rodrigues, 2015, p.8). They authors say to that this concept of security stems from the background of the multi-causality of violence, and thus presents the need for aggregate control and prevention behavior through public policies. According to Szabó and Risso (2018), there are different ways to contribute in the transformation of central public security that are available for a citizen engaged and connected with his or her society to be an agent of change.

Secchi (2014) argues that the term public policy is linked to the definition related to guidelines for decision and action. According to the author, “public policies deal with the concrete and the symbolic content of political decisions, and the process of construction and action of these decisions” (Secchi, 2014, p.1). Thus, public policy arises to address a relevant collective problem. In the public security scenario, civil society is an important actor, along the other elements, as it is the one directly involved and present in prevention actions, as well as the one that defines priorities in the choice of political agents.

Public policies come from the environment of formal and informal institutions, which according to definition of North (1991), are human inventions created to structure political, economic, and social interactions over time. Institutions consist of informal restrictions, such as norms or codes of conduct, formed in general within society, and formal ones, such as formalized and written laws and constitutions, imposed by governments or agents with coercive power. Institutions can also play a constructive and not just a restrictive role in the interaction between individuals.

The 2003 National Public Security Plan (PNSP) innovated by creating the Single Public Security System (SUSP), with the objective of promoting the integration of federal, state and municipal police officers, in order to pacify competence disputes and foster articulation and realization of joint operations, with progressive unification of the police as an objective, creating a unified coordination for security management, but respecting the specificities of governmental spheres. It also had the unconstitutionalization of the police as an objective, leaving room for the States to define the police model most appropriate to their reality, as long as the rules provided for in the SUSP were observed. Despite what was foreseen, the federal government itself, at the time of adhering to the national pact to implement the PNSP, decided not to participate because it considered the responsibility arising from an institutional reform of public security to be too costly for the Union (Comiotto, 2012).

However, a positive legacy remained from these efforts, which was the creation of the Integrated Management Offices - GGI, conceived under the law as an organ for the coordination of the SUSP, which resulted in the objective of deconstitutionalization of the police being abandoned and giving way to the concentration of efforts to promote the integration of these agencies, respecting their autonomy. The GGI is an executive forum made up of all instances of police, and the other criminal justice institutions when invited. Decisions are made only by consensus, fostering inter-institutional cooperation by avoiding a dispute over command. Due to the broad consensus agenda for practical actions in the area of Public Security, paralysis by veto was not feared. GGIs started to operate immediately, and in the rare States where, in the following years, they were not emptied by the political boycott, they yielded fruit and showed promising formats (Soares, 2007).

The first experience involving a GGI was a contingent task force formed by the Military and Civil Police, the Brazilian Federal Revenue Service, Public Ministry, Federal Government and the State Government of Espírito Santo. The context of the State of Espírito Santo in 2003, in which a Judge of the Court of Criminal Execution was murdered by the crime and drug trafficking organizations, triggered a series of joint actions, mostly in the area of intelligence. On August 22, 2003, the first minutes of the GGI meeting of the State of Espírito Santo were signed, serving as a pilot project for SENASP (Comiotto, 2012). The result of this experience was that the creation of GGIs became a requirement for obtaining resources for public security from the federal government; moreover, the National Public Security Secretariat (SENASP) started to promote regional forums with the objective



of promoting and consolidating GGIs, as well as to evaluate results obtained (Comiotto, 2012).

Having this scenario as backdrop, the National Public Security with Citizenship Program (Pronasci) was created in 2007 through Brazilian Federal Law 11.530 / 2007, presenting 94 actions to be pursued through the interaction between state entities, focusing mainly in the municipalities, giving them greater responsibility for public security. Pronasci valued the contribution of municipalities to public security, considering that its role is not limited to the creation of civil guards, but rather extends to the implementation of preventive social policies (Soares, 2007).

The consolidation of GGIs took place in 2008, when the identification of demands, diagnose priorities was sought to ensure the integration of intelligence with statistical data, based on an efficient and effective multidisciplinary group of public security and social defense (Cabral, 2010). Pronasci emerged as a response to a new and complex conjuncture and aimed to guarantee fundamental rights to citizens in the face of a new world order, whose macro-legality encourages national states to renounce central elements of their sovereignty and their legal order, generating in a deep sense of insecurity in all spheres. Moreover, focusing on the context of social tension in the country, characterized by the unstructured growth of the peripheries of large Brazilian cities and marked by high crime and violence rates, which affects mainly the youth. Pronasci was designed to overcome the outdated model of public security policy, based almost exclusively on post-crime rather than on prevention. Pronasci's actions have three focuses: 1) Territorial focus: Operating in urban regions with high crime rates; 2) Age focus: Prioritizing the youth (Group of young people between 15 and 24 years old living on the margins of crime or who already faced charges); 3) Police focus: Promote the training and enhancement of security forces. Amounting to 94 structured actions in the police area and in local programs with the communities. Pronasci has among its general goals: 1) Benefiting 3.5 million people among professionals, the youth and their families; 2) Reducing the homicide rate in the next four years by approximately 60%. Pronasci will be gradually extended to the whole country until 2012. The expected investment is R \$ 6.7 billion (Gabinetes de Gestão Integrada, 2009?).

The role of municipalities in security is fundamental. It is the municipalities that implement public policies in education, employment and income, and social assistance areas, in addition to rehabilitating drug addicts and editing posture codes that influence daily life. Considering that, Pronasci 2007 focused its action on tackling the socio-cultural roots of crime, in this sense, the GGIMs stem from the need for the Federal Government to ensure that its security policies reach the municipalities and achieve the expected results (Comiotto, 2012). The GGIMs are guided by the trend towards decentralization of public macro-politics and embrace the concept of integrated management, bringing together the main authorities responsible for fighting crime and specialists in the social area in one unit. Consisting of the three spheres of government: Union, States and Municipalities, the Municipal Integrated Management Offices are constituted in democratic instances of permanent negotiation and consensus, which act in line with the attributions and autonomies described by law (Pinheiro & Fernandes, 2009).

The permanent GGI for interlocution between institutions regarding autonomy, without functional or political subordination, with the objective of solving problems related to local violence. According to the Guidance Document issued by SENASP, municipalities through GGIM take on the role of great articulators of actions and local public security policy, which is clarified as well by the concept of integrated management. The municipalities have the challenge of developing concrete prevention projects that, associated with other prevention actions and the repressive actions developed by the police, achieve significant reductions in crime rates and violent events. It is quite possible to achieve these results. International experience and some examples in our own country demonstrate that sufficiently. To this end, however, it is necessary to articulate actions with all stakeholders and partner entities. Integrated management is the articulation and strategic dialogue



between public security agencies and other actors from the three spheres of government that operate in a municipality, as well as between the different sectors responsible for its development, implementation, execution, and monitoring, aiming to achieve common objectives in an integrated manner (Gabinetes de Gestão Integrada, 2009?).

Considering this, integrated management is a new way of conceiving public security policy, getting all sectors responsible for it involved. By doing this, the State starts to act in a preventive rather than only repressive manner, dialoguing and focusing attention on preventive actions. That is to say, Integrated Management is nothing more than a set of political-strategic, institutional, legal, financial, and social references capable of guiding the action, program and project organization, and for public security, that is done locally.

The Municipal Integrated Management Offices were created by the Brazilian Federal Law No. 11,707 / 2008. The arguments framework presented so far proves that in order to solve problems in the public security area, it is essential that municipalities have a greater role, and also that they adopt management tools to ensure dialogue between municipal actors tasked with preventing and repressing crimes. Hence, we will move towards the analysis of the structure and functionality of the GGIM, in compliance with what was created in federal law. According to the guide published by SENASP on GGIM, this office presents a new integrated security management model, in which the State starts to act preventively, putting in motion social actions with the objective of preventing crime from occurring. Thus, it ceases to carry out only repressive actions when it intervenes in a criminal way. Furthermore, it aims to recognize the importance of municipal leadership in tackling crime, thereby strengthening the partnership between the Federal Government and Municipalities, imposing a new paradigm, in which social cohesion is fostered as the link between security operators and civil society is strengthened through a qualified State (Gabinetes de Gestão Integrada, 2009?b).

It should be noted that in order to form a GGIM, the municipality does not need to adhere to Pronasci; however to voluntarily adhere to Pronasci, it is an imposing condition by means of an instrument of Federative Cooperation that the municipality have a established GGIM. That being the case, the conditions for the municipality to adhere to Pronasci according to the Guiding Document are: creating the GGIM; participating in management; committing to the established guidelines; sharing actions, security, social, and urbanization policies; and also providing communication and information mechanisms for the purpose of publicizing projects and actions of the program and social mobilization (Gabinetes de Gestão Integrada, 2009?b).

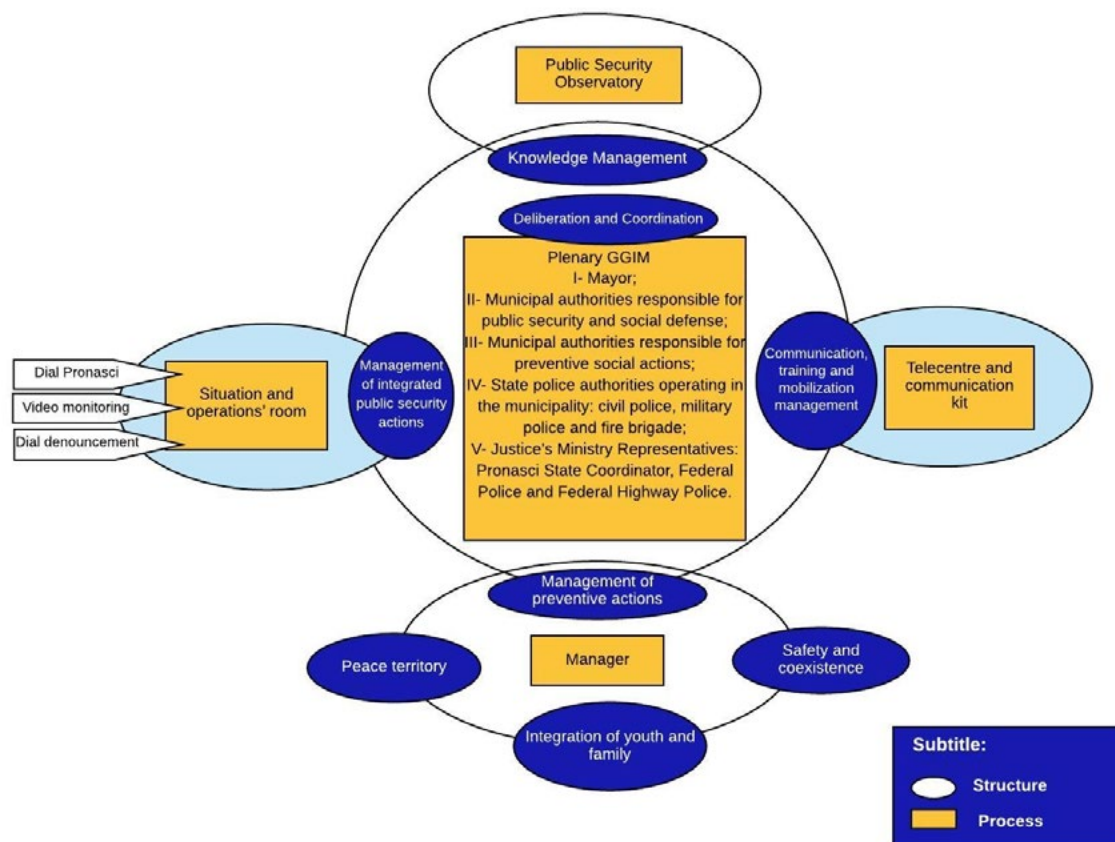
The GGI-M is based on three major axes: the first one, regarding integrated management, is that it operates by consensus, without hierarchy, with respect to the autonomy of the entities involved through decentralization and collegiate action in the deliberations and executions of joint measures and actions at the local level, bringing together the segments of public security; the second axis refers to the network activity, in which there is the sharing of information, experience, and practices, as well as mobilizing the entire population, acting as a channel of dialogue with society, so there must be interaction between GGIM and the municipal and community safety forums and Safety Councils; finally, the third axis refers to the systemic perspective, where the GGIM has innovative spaces combining information, planning and management in its structure for promoting security policies, requiring synergy between the parties to guarantee the flow of information, reflection and action (Gabinetes de Gestão Integrada, 2009?, p. 4).

The Municipal Integrated Management Office must have the following structure: Full Collegiate (Superior Instance that deliberates and coordinates), Executive Secretary, Public Security Observatory, Situation and Operations Room, Training and Qualification Structure, and Multidisciplinary Prevention Space (Gabinetes de Gestão Integrada, 2009?). It was established, according to the Guiding Document, that the Ministry of Justice (MJ) is responsible for supplying the necessary equip-



ment for the functioning of the GGIM, after analyzing the projects presented by the municipalities, which will be informed of the physical and staff availability to be made available. Figure 1 shows the proposed structure for the Municipal Integrated Management Office.

Figure 1. Proposed structure for GGIM



Source: Gabinetes de Gestão Integrada (2009?b, p. 39).

As shown in Figure 1, there is a minimum composition forecast for the Plenum, with the indication of the members with voting rights, which are: City Mayor, City Secretary of Public Security and Social Defense or similar, City Secretary of Transit Authority, City Secretary of Works and Infrastructure, City Secretary of Health, City Secretary of Education, City Secretary of Social Assistance, Commander of the City Guard, Local Commander of The Military Police, Local Commander of the Military Fire Brigade, Police Chief, Local Representative of the State Scientific Police, Local Representative of the Federal Police, Local Representative of the Federal Highway Police and Local Representative of the Federal Revenue Service (Gabinetes de Gestão Integrada, 2009?).

In addition to the members, other representatives of public entities can be invited (Judiciary, Public Defender, Public Prosecutor, among others), but they will not be guaranteed a seat in the Plenum, therefore, the meetings are private to members. Representatives of invited entities may be present exceptionally (Gabinetes de Gestão Integrada, 2009?b). One of the important components of the GGIM structure is the Local Public Security Observatories, which are designed to carry out statistical surveys and analysis of local criminology, studying the intervening aspects in the environment where the target, the victim, the perpetrator, and the physical space itself are interrelated in order to provide the actors with the planning of appropriate actions to intervene in the problem situation

to positively change a certain context. The IARA method is presented among the tools indicated for crime management in GGIM headquarters. It consists of four phases: Identification, Analysis, Response, and Evaluation. This method can be applied both in Plenum meetings and in observatory studies (Gabinetes de Gestão Integrada, 2009?).

The component agencies of GGIM will have their autonomies respected, as it is a space for dialogue, for sharing efforts to resolve situations that are common and of interest to all involved, therefore, they must share information and data with the GGIM in order to facilitate studies, plans, projects, development, and monitoring (Gabinetes de Gestão Integrada, 2009? b). In order to enhance the results of GGIM's actions, Pronasci provided for local programs that could be implemented, consisting of four projects provided in the Brazilian Federal Law No. 11,530 of 2008: Reservista-Cidadão; Proteção de Jovens em Território Vulnerável - Protejo; Mulheres da Paz e o Bolsa-Formação.

Protejo is among the local programs instituted by Pronasci and consists of a project to protect youth in vulnerable territory. It aims to provide training and social inclusion for children and adolescents exposed to domestic or urban violence in the geographical areas covered by Pronasci. There is also the project "Mulheres da Paz", which aims to provide training for female leaders who are active in the geographic areas covered by Pronasci and focuses on social mobilization to affirm citizenship and articulation with children and adolescents, to foster their participation and inclusion in social programs and promote citizenship and in the network of partner organizations (Gabinetes de Gestão Integrada, 2009?b, p. 35) To encourage the creation of GGIM and consequently the promotion of citizen security, the Brazilian Federal Government took on the responsibility of financially subsidizing the installation of these GGIM in the municipalities that adhered to Pronasci, as provided in the Guidance Document issued by the Ministry of Justice (Gabinetes de Gestão Integrada, 2009?).

3 METHODOLOGY

Initially, it bears clarifying that exploratory research is understood as that which aims to provide greater familiarity with the problem, with the intent of making it more explicit, or to build hypotheses (Gil, 2010). Additionally, Andrade (2010, p. 112) states that "exploratory research, in most cases, constitutes preliminary or preparatory work for another type of research;" this study is considered an exploratory research based on these arguments. Data collection took place through interviews with a structured script. These interviews were sent by email to the Secretaries of Administration of the prefectures of the municipalities with 12th Military Fire Brigade platoons of the State of Rio Grande do Sul. These municipalities are: Cruz Alta, Horizontina, Ibirubá, Ijuí, Panambi, Tapera, Três de Maio, and Três Passos. At this point, it should be noted that the 12th BBM serves 60 municipalities in the state of Rio Grande do Sul through the aforementioned platoons, providing services for the prevention, protection and firefighting, search and rescue, civil protection and defense activities.

The structured interview script was built based on the main points required by the Ministry of Justice Guidance Document for the creation of GGIM; thus, the following questions were asked, with open answers: Does the municipality have an established GGIM? Is the GGIM installed? Is the GGIM in operation? Which parts of the proposed GGIM structure are in place? How often do the GGIM take place (every week, every two weeks, every month, every two months, every semester, every year)? What are the GGIM components? What are the main issues being discussed at the GGIM meetings? Are minutes taken for the subjects discussed at the meetings? Additionally, the decrees and municipal laws that created the GGIM in the surveyed municipalities were requested, as well as a copy of the minutes of the meetings for analysis. Documentary research was also implemented through the analysis of municipal laws and decrees that provide for the GGIM. Towards this



end, searches were made for existing virtual documents on the *websites* of the prefectures of the municipalities surveyed.

Eight interviews were carried out, one for each municipality with a 12th Military Fire Brigade platoon of the State of Rio Grande do Sul. These interviews were analyzed, with support from interpretative textual analysis by Gil Flores (1994), in the light of the theoretical framework regulating the creation and functioning of the GGIMs, and compared with municipal laws and decrees. The results are presented in the next section of this article.

4 RESULTS

After an extensive study on the topic, the results obtained after analyzing the collected data are presented.

4.1 Implementation of Municipal Integrated Management Offices (GGIMs) in the eight Municipalities of Rio Grande do Sul with units of the 12th Military Fire Brigade of the State of Rio Grande Do Sul

For the GGIM to be considered effectively established, the municipalities should present, for this research, the decree and/or municipal law for this purpose. Of the eight municipalities investigated, only the municipalities of Três Passos, Três de Maio, and Tapera did not establish the Municipal Integrated Management Office. The other municipalities, namely Cruz Alta, Horizontina, Ibirubá, Ijuí, and Panambi, established their GGIM between 2010 and 2015, and the process alternated between decree and municipal law. The GGIM of Cruz Alta is the oldest, being established in 2010, and the GGIM of Horizontina the most recent, being established in 2015.

The head of the municipality of Cruz Alta does not describe whether the GGIM was established. He merely replied that it is not installed. Research was carried out on the city hall and city hall websites in search of a law or decree for establishment, no norms were found. However, the Federal Government's transparency portal includes the legal reporting for an agreement signed in 2010 for the implementation of GGIM in the municipality of Cruz Alta, in which the transfer of \$809,936.38 Brazilian reais was settled for the following purpose:

physical structuring of the municipal integrated management office GGI-M through the signing of a federative cooperation agreement within the scope of the national public security program with Pronasci citizenship, providing the municipality with resources that allow the functioning of this forum and its ordinary and extraordinary activities, involving municipal, state, federal civil servers around regarding public security, through the articulation between prevention actions and qualified repression of violence and crime (Detalhamento Diário, 2010).

Therefore, based on the fact that one of the requirements for entering into a cooperation agreement is the pre-existence of the established GGIM, a copy of the norm was physically sought from the City Mayor, when the the existence of the 2010 Municipal Decree nº 049 and Ordinance No. 906 of 2011 regarding the establishment of the GGIM of Cruz Alta were attested, the latter being edited by the City Mayor who installs the GGIM. However, despite the installed GGIM and the heavy federal investment of almost 1 million of Brazilian reais, the municipality does not currently leverages the potential of the GGIM to solve local problems of violence and crime. It is therefore one of the municipalities with higher criminal rates in its region, where a local dispute to control drug trafficking is observed, including executions of people linked to local factions.



Furthermore, of the 5 municipalities with established offices, only the municipalities of Ibirubá and Horizontina do not have a GGIM installed. However, of the 3 municipalities with a GGIM installed, only the municipalities of Panambi and Ijuí have a GGIM in operation. It was found that the Panambi GGIM holds monthly meetings, which are recorded in minutes, while the municipality of Ijuí informed through the Official Letter 16/2018-SMF of May 4th, 2018 that “the meetings occur when its need is requested by the Municipal Executive or by another security agency installed in the Municipality of Ijuí, when facts come to demand concrete actions; [...] the meetings that took place up to present date do not have an Official Minute.”

Considering this scenario, one questions whether the GGIM of Ijuí acts as a Management and Crisis Office installed only when there is an event of local impact requiring immediate (repressive) intervention, or if it acts as an Office with a preventive focus for the promotion of public citizen security or for permanent dialogue among security agencies, the municipality and society. It is noteworthy that the fact that there is no official document for the record of past meetings makes it difficult to prove that the Ijuí GGIM was ever used after its creation and installation, therefore, it is concluded that the Ijuí GGIM actually it is not in operation and, therefore, it does not act seeking to promote public security for citizens, as advocated Saverey (2018). On the other hand, of the five cities that have an established GGIM, the cities of Ibirubá, Panambi, Cruz Alta, and Ijuí have a video monitoring system for municipal public roads.

Furthermore, the GGIM Plenum meetings with the participation of the invited institutions are very important to discuss local crime and violence. However, the agencies involved need the office to, in addition to promoting dialogue, obtain subsidies to assist them in carrying out actions established in a meeting, and also that these actions be carried out jointly, in a coordinated manner, so that it is possible to achieve one of the objectives of the GGIMs: promoting public security for citizens (Gabinetes de Gestão Integrada, 2009?).

However, the GGIMs created were limited to the provision of the GGIM Plenum, which is the structure for deliberation and coordination of the GGIM, advancing only in the implementation of video monitoring systems. The structures responsible for the management of information, management of preventive actions, management of communication, training and mobilization were not implemented, according to the response obtained from the surveyed municipalities.

One of the structures, as relevant as the Plenum, is the Municipal Public Security Observatory, in which studies on local violence are produced, generating fundamental information for the security agencies to act in a preventive way; however, there is no such structure in none of the eight municipalities studied, according to responses obtained. Considering the case at hand, it would appear that the purpose for which the GGIM was created in federal law, that is, to change the approach, migrating from repression to prevention, was not understood by the municipalities that implemented GGIM. All GGIM structures were limited to implementing the video monitoring tool, which in practice is used to assist law enforcement agencies in the identification of perpetrators of crimes and monitoring their actions, being thus effective in post-crime.

For this approach, considering that the GGIM is composed of a set of structures that aim to promote public security with citizenship, focusing on crime prevention, we can consider that the municipality of Panambi has a partially installed GGIM. Notwithstanding, by analyzing the minutes of the Panambi GGIM meetings, it was possible to see that the effectiveness of the Plenum meetings in solving local problems is reduced, since the representatives of the agencies expose but the problems they face in certain situations. However, there is no establishment of joint action plans to assist the agency with the intended integration and dialogue to solve the reported problem. Therefore, the way the meetings have been conducted is not in line with the proposal: “GGIM breaks with the exclusivity of the immediate perspective of police actions in response to crisis and designs solutions



with a strategic focus in the medium and long term, establishing effective security planning, as set in local plans and programs” (Gabinetes de Gestão Integrada, 2009?b).

Thus, the meetings end up becoming a space where the agencies account for the actions they have been carrying out, and an occasion where they can be questioned about the resolution of certain demands; in short, they end up discussing more repressive actions than preventive solutions built in a network. It is also evident that the creation of the studied GGIMs is largely due to the fact that it is one of the requirements imposed so that the municipalities could adhere to Pronasci and capture federal funds available in the program, among these resources those intended to subsidize the installation of urban video monitoring and for the acquisition of equipment for structuring offices.

A last relevant point to be discussed is the GGIM composition established by law or municipal decree. In this regard, it was found that Brazilian Law No. 5,417 of April 1st, 2011 in the municipality of Ijuí does not comply with federal regulations. Its Plenum consists of only three municipal agencies: the Mayor’s Office, the Municipal Coordination of Transit and the Community Public Security Council, providing for the other agencies in a separate article, including the agencies originally designed to compose the Plenum along with the agencies considered guests and with no right to vote. Additionally, the Ijuí legislation presents no accountability about the creation of the Public Security Observatory (OSP) and other GGIM structures.

Conversely, in the municipality of Panambi, GGIM was established by Municipal Decree No. 072 of August 8th, 2011, in which the federal guidelines were fully observed, including the reservation regarding the condition of the Judiciary, the Public Ministry, and the Public Defender’s Office as guests. It also carried out the creation of all the structures provided for the GGIM, including the OSP. Likewise, the municipality of Ibirubá issued Municipal Decree No. 3.508 of March 1st, 2011, creating the GGIM and envisaging the creation of all the structures described in the decree; however, in the composition of the Plenum, foreign agencies were invited, unlike what is indicated: for example, the City Council of Aldermen and the Commercial and Industrial Association, consequently extending the right to vote in the Plenum. The three GGIMs mentioned provided legal reporting of the creation rules to Pronasci.

The municipality of Horizontina was the only one not reporting to Pronasci as one of the baselines for establishing the GGIM; elsewhere, the Municipal Law No. 3,606 of July 28th, 2015, described only the structuring of the Plenum, ignoring the other structures proposed for the structuring of the GGIM. Additionally, in the composition of the Plenum, they included the agencies indicated in the federal norm as guests, as well as the President of Consepro and the Council on Drugs, consequently, granting them the right to vote.

Finally, the GGIM of the city of Cruz Alta was instituted by Municipal Decree No. 049 of 2001 and installed by Ordinance No. 906 of 2011, structuring the composition of the Plenum in accordance with what is indicated in Federal Law, however, it did not advance in the prognosis of the creation of the other structures suggested. Comiotto (2012) explains that the GGIMs emerged as a need for the Federal Government to ensure that its security policies reached the municipalities and produced the expected results; however, until the moment when this research was carried out in these 8 municipalities, it is simply impossible to perceive this objective in the researched context, therefore, this solution is far from producing the expected results, given the non-effective implementation of these offices in the surveyed municipalities.

In summary, in relation to the current stage in which the GGIMs are found in the eight municipalities surveyed, Chart 1 presents an overview of the GGIMs in the surveyed municipalities:



Chart 1. Overview of the GGIM in the municipalities surveyed

Municipality	The GGIM was established	Was it established by Decree or by Law?	Was the GGIM installed?	Is the GGIM in operation?	How often do the meetings take place?	Were all structures proposed created?
Panambi	Yes	Decree	Yes	Yes	Monthly	No
Ijuí	Yes	Law	Yes	No	-	No
Ibirubá	Yes	Decree	No	No	-	No
Horizontina	Yes	Law	No	No	-	No
Cruz Alta	Yes	Decree	Yes	No	-	No
Tapera	No	-	-	-	-	-
Três de Maio	No	-	-	-	-	-
Três Passos	No	-	-	-	-	-

Source: Elaborated by the authors (2019).

Regarding the matters covered, only the GGIM of the municipality of Panambi held meetings with minute recording. In said records, it appears that the related members discussed, in summary, the matters presented in Chart 02:

Chart 2. Analysis of the minutes made by the Panambi GG

Minutes No.	Date	Members present	Topics covered
001/2017	17/06/2017	City Mayor, Chief of Staff, Chief of Police, Chief of Child Welfare, Secretary of Education, Commander of Military Fire Brigade, Executive Secretary of GGIM, Chief of the Transit Authority, Secretary of Health.	Civil defense activities, public security, Fire Department services, Municipal Guard installation, traffic problems, drug use, lack of leisure areas for the youth.
002/2017	14/07/2017	City Mayor, Chief of Staff, Representative of The Military Brigade, District Attorney, Commander of Military Fire Brigade, Executive Secretary of GGIM, Chief of the Transit Authority.	Structuring of GGIM, video monitoring, public security, raising federal funds by GGIM, development of a municipal information platform.
003/2017	11/08/2017	City Mayor, Chief of Staff, District Attorney, Secretary of Education, Executive Secretary of GGIM, Chief of the Transit Authority, Secretary of Health, Court Judge.	Video monitoring, public safety, removing abandoned vehicles from the streets, paving streets, and improving public lighting, creating a system for sharing information, traffic problems, traffic education, distribution of prisoners in workplaces.
004/2017	15/09/2018	City Mayor, Chief of Staff, Commander of The Military Brigade, Chief of Police, District Attorney, Coordinator of Civil Defense, Executive Secretary of GGIM, Chief of the Transit Authority.	Video monitoring, public security, transfer of city hall employees to the Civil Police, Civil Defense actions, acquisition of apparatus for investigations by the Public Ministry through the Civil Police, low police force, traffic signs.
005/2017	10/11/2017	City Mayor, Chief of Staff, Commander of Military Fire Brigade, Executive Secretary of GGIM.	Public disturbance in the Industrial District, police force, staff of the Military Fire Brigade, video surveillance, civil defense activities, public security, Fire Department services, Municipal Guard installation, traffic problems, drug use, lack of leisure areas for the youth.
006/2017	22/12/2018	City Mayor, Chief of Staff, Commander of Military Fire Brigade, Executive Secretary of GGIM, Commander of The Military Brigade, Chief of the Transit Authority, Secretary of Health.	Young people gathering in the Industrial District, public security, video surveillance, Volunteer fire fighters, assistance from the Fire Brigade, Municipal Guard Installation, transfer of the Commander of the Military Brigade to the Military Fire Brigade, traffic problems, exchange of city water filters, creation of the Municipal Sanitation Council.
001/2018	13/04/2017	City Mayor, Executive Secretary of GGIM, Secretary of Industry and Commerce, Chief of Staff, Chief of Police, Chief of the Transit Authority.	Video monitoring, young people gathering in the Industrial District, problems with urban traffic, installation of parking meters, invasion of public areas.
002/2018	May/2018	Not informed – minutes of the meeting not available.	Not informed – minutes of the meeting not available.

Source: Elaborated by the authors (2019).

It should be noted that in January, February, and March 2018, no Office meetings were held. The meeting in May was held, but the minutes were not sent because it was not completed by

the date of data collection. The discussions included in the minutes sometimes fall outside the purpose for which the GGIM was created, dealing with matters unrelated to local public security, that is, without the potential to interfere in the reduction of violence and local crime.

The concern with the video monitoring system installed locally is visible, with the need to implement technological tools to improve the existing system. However, it appears that the excessive concern with the videomonitoring system in the meetings is due to it being mistakenly seen by the Municipality as the solution to the problems of local violence while the various factors that cause violence are ignored, those are: lack of investment in education, sports and leisure, public health, basic sanitation, urban cleaning, public lighting, job creation and public policies targeting the youth.

This scenario is confirmed by the fact that one of the problems mentioned is related to the public disturbance in the Industrial District of Panambi, a place where young people gather to listen to music on automotive speakers and to consume alcoholic beverages. However, at the GGIM meetings, solutions were limited to short-term repressive actions by public security agencies with operations in place to inhibit gatherings, as well as the installation of video surveillance cameras on site, and as a result, left aside long-term solutions, such as discussing the use of urban space and creating leisure places for the youth with attractions created by the government.

Thus, based on the study carried out, it is clear that the municipalities did not understand its importance for solving local problems of crime and violence, limiting themselves to acting in isolation in traditional areas, relegating to the State, the Union, and citizens themselves the responsibility for local public security, forgetting that the inception of violence lies in the neglect of the State in the health, education, employment, and basic sanitation areas, that is, areas in which municipal action is daily.

5 FINAL CONSIDERATIONS

The purpose of this article was to analyze how the Municipal Integrated Management Offices (GGIM) were installed in the eight municipalities with units of the 12th Military Fire Brigade (12^ªBBM) in Rio Grande do Sul. Of the eight municipalities studied, only five have an established GGIM. However, only one of those is functioning, and on top of that, it works partially, since only part of the structure regarding the Plenum and the video monitoring room was installed. However, the meetings that have been held by the Plenum have not adopted the system proposed in the federal norm; consequently, the actions developed for the most part consist of conventional solutions to solving problems of crime and violence, that is, repressive solutions.

As practical results of this research, we gather that the municipalities that created the GGIM proceeded to meeting the requirement for adhesion to Pronasci to make it possible to raise federal funds. This was possibly the reason why four of the established GGIMs are not in operation and exist only on paper of the norm that created them, thus configuring them as "Paper Offices." So, although the creation of the GGIM has in its essence the ideal of structuring "more inclusive and integrated public policies," as indicated in the literature (Madeira & Rodrigues, 2015, p.8), these offices were not implemented in the surveyed municipalities, leaving the suggestion only in the ideal/theoretical scope, and until the moment the research was carried out, they did not actually exist. The interest of the actors involved in the elaboration and implementation of public policies for public security has an impact on the effective success of the results in the prevention of violence and crime. The constructive institutional environment in the common objective of the collective actors in security, protection and freedom.



As limitations of this work, it was possible to identify that although Pronasci has been in operation for thirteen years, only one municipality has a functioning GGIM; however, it has been in operation for less than two years. Thus, as the intended results of the GGIM are for the medium and long term, it was unviable to proceed to a comparative analysis between criminal rates before and after the operation of the GGIM. Additionally, another limitation in this research is not having conducted interviews with those responsible for the offices and/or their creation in the municipalities in order to better understand their perception of the benefits, difficulties, and limitations of the creation of these GGIMs in the municipalities.

On the other hand, a suggestion for future research is to analyze the state scenario as a whole in order to identify the number of GGIM installed in the State, and what the concrete contribution of these GGIMs to local security is by comparing the crime rates before and after facilities.

Moreover, the analysis of this study's theoretical framework shows the importance and potential of the Municipal Integrated Management Offices for the transformation of the local scenario, while providing a medium for dialogue between the actors involved and for the establishment of joint and planned solutions for the problems faced. This is because GGIM brings public security agencies closer, promotes conflict resolution, enhances the role of these actors by sharing among them the responsibility for the results of violence, in addition to providing them with the information and data necessary to plan their actions; not only repressive actions, but mainly preventive ones with a focus on the medium and long term.

However, to make this possible, it is necessary for the GGIM to be implemented with all the proposed structures in operation, so that it is possible to promote public security with citizenship, insofar as it promotes the approximation of society with the public security agencies and prioritizes the adoption of actions designed jointly and formatted with social participation.

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2. Development of hypotheses or research questions (empirical studies)	√	√		
3. Development of theoretical propositions (theoretical work)	√	√		√
4. Theoretical foundation/Literature review	√	√		√
5. Definition of methodological procedures	√	√	√	
6. Data collection	√			
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8. Analysis and interpretation of data		√	√	√
9. Critical revision of the manuscript	√		√	
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11. Other (please specify)				

