Professional Valorization Of Police Officers As An Instrument For The Protection Of Human Rights - A Proposal For A Management Model Based On Meritocracy

Joao Maciel Claro[1], José Werick De Carvalho[2]
[1](Mestrando Em Gestão Pública, Universidade De Brasília, Brasil)
[2](Mestranda Em Gestão Pública, Universidade De Brasília, Brasil)

Abstract:
The aim of this paper is to analyze the relationship between the professional development of police officers and the protection of human rights, as well as to propose a management model based on meritocracy for the Civil Police of the Federal District (PCDF).

It is based on the hypothesis that the lack of strategic planning and management in the public service generates demotivation and omission among police officers, who do not feel responsible for what happens around them. In addition, it is argued that the origin of Brazilian police agencies, aimed at defending the status quo, contributes to the emergence or persistence of harmful institutional practices, such as abuse of authority, torture and repression of the non-elite classes. To test this hypothesis, a literature review was carried out on the subjects of public security, the police and human rights in Brazil, as well as a documentary survey of the PCDF's standards and performance indicators. Based on the results obtained, a management model based on meritocracy is proposed, which aims to identify and value the best professionals, making them role models for their peers, and strengthening a culture of respect for human rights in the police institution.

Keywords: *Public security; Police; Human rights; Meritocracy; Management*

I.   Introduction

Choosing a career has proved to be increasingly difficult. Every job can produce feelings of satisfaction, pleasure and fulfillment, just as much as it can be a source of anguish, despair and suffering.

Entering the world of work is becoming more difficult every day, especially as workers are being replaced by machines, with the implementation of a competitive routine that raises the profits of large economic groups into the stratosphere and weakens welfare state mechanisms. There is no room to choose the work you will do; any job opportunity is seen as a lifeline for the worker. In an environment of scarcity of vacancies, there is no way of choosing where to deliver your workforce.

The need to earn a living pushes people to take the first opportunity that comes their way. And this experience can be drastic for the individual's life, because in order to adapt to the job, they often have to change their values, submit to hierarchies and disciplines that are often incompatible or were not part of their upbringing.

Ideally, we should be able to guide our choices according to our sense of the purpose of our existence. Thus, choosing a particular job should be preceded by a few questions, such as: "What do I like doing?", "What gives me pleasure?", "What meaning can there be in the work I want to do?", "What is the purpose of my existence?". It's not possible for individuals to ask themselves these questions. The current form of work organization, which is ever more competitive and changing rapidly, combined with the need to survive, has kept people away from the struggle to find work that truly means something to them. Along these lines, it is worth transcribing the words of Julian Marias, taken up by Silvia Regina Rocha Brandão in her article Human Vocation - an Anthropological and Philosophical Approach:

"vocation is not chosen either, but it would not be correct to say that I meet it; rather it meets me, calls me, and correlatively I discover it; it is not imposed on me, but presented to me, and although it is not in my hands to have or not have this vocation, I stand before it with an essential freedom: I can follow it or not, be faithful or unfaithful to it".

It follows, then, that professional choice can influence our self-fulfillment and happiness. Hence the importance of adapting to the work environment and duties. Work can become a way of discovering ourselves,

---

to the extent that it becomes a quest for progress, a mechanism for valuing and fulfilling oneself and others, a way of actively participating in the fullness of human life.

Article 37, II of the Constitution of the Federative Republic of Brazil states:

"Admission to public office or employment depends on prior approval in a public examination of tests and titles, according to the nature and complexity of the office or employment, in the manner provided by law, with the exception of appointments to commissioned positions declared by law of free appointment and exoneration".

Therefore, entry to the Federal District Civil Police is by passing a public examination for tests and titles, which requires a long time of intense preparation, given the complexity of the tests and the high level of competition.

Vânia Cristine, in her master's dissertation, points to four factors that motivate people to enter the police force, namely: job/salary; family members in the police force; idealization of the police role and passing a public examination. Of the motivations presented, it seems to us that only the idealization of the job has any reflection on what police work consists of: what the risks are, what the hierarchies and disciplines are, what the advantages and sacrifices are, what the pleasures and anxieties are, etc. This motivation can provide self-realization, an encounter with oneself through work. Other motivations, because they are not imbued with this ideal of realizing oneself through work or building something through police activity, are more likely to cause disappointment and suffering in those who have entered the police profession.

Once the barriers to entry into the police force have been overcome, the newcomer will be faced with a daunting reality, as they will have to learn, in a short space of time and at the same time: to handle firearms; to live with the risk of death on a daily basis, whether their own or that of others; to adopt strict measures against dangerous criminals, subjecting themselves to the risks of criminal retaliation; to accompany experienced police officers on operations with a high probability of confrontation; to face their own limitations and the risks of error; to live with the requirement to show themselves to be more ethical than the average Brazilian citizen. This process of adaptation has an impact on the newcomer's life and can produce a variety of reactions. When you join the police, you realize that the heroic character mythologized by the Hollywood industry doesn't exist.

Living in the police force, in a way, demands a detachment from the enchanted world, a certain cold and rational look at life's misfortunes. No personality, however well-built, is impassive to such change.

When an individual joins a particular job, they are concerned with adapting to the organization of the company or entity. As they identify with their work, it's natural for them to want to progress in their career, with recognition from their peers and the social environment in which they live that they are a good professional.

Daniela Sanches Tavares, in her master's thesis presented to USP's Department of Public Health, identified the following from the interviews conducted:

"Non-recognition for the work is made up of the idea that the professional performance of the civil servant is not taken into account institutionally in a sufficient way, either because there is no daily practice of returning the evaluation of the quality of work, or because the quality of the work developed is not systematically taken into account for promotions or salary increases in the career plan."

Thus, the existence of pre-defined criteria for promoting and valuing workers is of singular importance.

The Federal District Civil Police does not have a personnel policy based on explicit rules and criteria for promotion and professional development. This does not imply that there is no promotion and evaluation policy or that the criteria adopted are good or bad, right or wrong, only that evaluation elements, because they are not standardized and codified, can vary according to the understanding of the institution's managers. There is therefore a great deal of subjectivism.

This lack of objective, transparent and explicit criteria affects the well-being and self-fulfillment of police officers, as they discover that dedication, intellectual capacity or commitment to their work are not necessarily the factors that will lead to career growth, which generates dissatisfaction and a feeling of injustice.

As a result, police officers end up having to undergo a complex process of adaptation and live with the uncertainty of their professional future.

The choice of officers for a given police unit does not, as a rule, take into account whether the professional has the right profile to carry out the job at the respective location.

The police officer is therefore subject to being transferred for any reason, or for no reason at all, from their unit to another, better or worse, from a personal point of view, and to readjust their family life.

The complex process of adapting to police practices and the absence of a policy with express criteria for appreciation and promotion leads to frustration, loss of strength, humiliation, dissatisfaction and professional suffering.

Along these lines, it is worth describing an extract from the work by Daniela Sanches Tavares, cited above, on the somato-psychological illness of civil servants in the Federal Judicial Court:

"one of the terms most often used by interviewees when talking about the manifestations of suffering at work is STRESS. They described tension, stiffening of the muscles, headaches, gastro-intestinal and musculoskeletal problems as being caused by STRESS at work."

"Physical wear and tear, exhaustion and tiredness were reported, especially by civil servants in sub-secretariats, where there is a physical workload. In the mental sphere, depression, alcoholism and panic emerged as work-related problems, in the view of the interviewees."

"Depression was also mentioned by the interviewees, mainly related to the feeling of being oppressed in the workplace." (emphasis added).

II. Meritocracy - Seeking The Concept Of Professional Excellence

The Civil Police of the Federal District is recognized as an institution that offers adequate services, providing satisfactory responses to the legal duties assigned to it. Nevertheless, further efforts are needed to achieve a standard of quality that sets it apart from other state agencies. We must also consider the continuous and growing social demand for excellent public service provision. So much so that, since Constitutional Amendment 19/1998, efficiency has been made a constitutional principle of public administration.

Efficiency has been identified by administrative doctrine as the appropriate way to carry out administrative activity.

In order to achieve the goal of making society perceive the quality of the services offered by the PCDF, it is necessary to break away from paradigms that lead to vices that are generally found in the public service.

The police and the health care network are almost always sought out in situations of extreme discomfort that have weakened or victimized the service user. In this context, inadequate service exposes the police to severe criticism and increases the potential for complaints.

At this point lies the great challenge for public managers: how can they commit the civil servant to offering the best possible service?

Entry into public service careers by competitive examination and the guarantee of stability are creations that were designed to break with the patrimonialist tradition of managers, a vice inherited from the country's colonization process (Faoro/1991). The public manager behaved unbridledly like a feudal lord, disregarding and unaware of the concept of primary public interest.

On the one hand, the stability of civil servants was a republican instrument that ensured the principles of morality and impersonality; on the other, it became a factor in the accommodation of stable civil servants, because whatever the quality of the service delivered, the remuneration is certain and without variation.

Not only that, but institutions like the PCDF have other factors that make civil servants comfortable: horizontal and vertical progression based exclusively on length of service, disregarding idiosyncratic aspects, and commissioning based on purely subjective criteria.

This scenario is confirmed by the cases of civil police officers who are asked to work in state agencies that have nothing to do with police work and, on their return, are promoted horizontally by the same criteria used to promote officers who have remained working in the institution in their core activity, not to mention the fact that there are often demands for them to occupy senior positions in the institution.

The result of the fusion of stability with the other factors mentioned above is that civil police officers, as a rule, are not willing to overcome their limitations in order to deliver a lower quality of service in return for the salary they receive. In an environment of complacency, with a few exceptions, there will be no motivation to offer more than an acceptable service.

Thus, as a strategy for building an environment in which professionals feel responsible for the service they provide to society, incorporating the ethics of merit seems like a healthy initiative.

According to Lívia Barbosa (2003), those who reject the adoption of meritocracy in public administration do so on the basis of two arguments: it is not possible to measure the quality of work in typical state activities, since the administration's results are not objectively evaluated; and the permanent evaluation of performance induces an environment of internal competitiveness, which is detrimental to labor relations.

It could be argued that the two allegations reflect a corporatist ideology that shackles the public service and prevents the implementation or qualified execution of public policies for professional development.

It is true that establishing criteria for verifying excellence in an activity strongly marked by subjectivism and discretion requires study, creativity and political will.

The evaluation of police officers' work could be based on the concept attributed by the bodies formally responsible for internal and external control of the police, as pointed out by Sholnick and Bayley (2001). This mechanism would make it possible to monitor productivity, disseminate and strengthen the culture of promoting and respecting human rights. human rights.

III. Theoretical Framework

The early 1990s can be pointed to as a milestone for studies on public security in Brazil. Until then, very little had been written on the subject and, more often than not, what was written was part of a broader discussion on violence and social practices.

This is not surprising, given that Brazil was subject to autocratic governments between 1964 and 1985. At that time, discussions about the state's repressive apparatus were not allowed, as they were an attack on "national security" (a formal expression of the LSN). Police agencies played a leading role in the policy of combating so-called subversives, as pointed out by Costa (2004), and discussing their mechanisms of existence and development was seen as a leftist ideological practice.

With the re-democratization, there was room to get to know, study and criticize in depth the mechanisms of social control, including police agencies. In addition to the environment that emerged at the end of the 1980s, interest in the study of public security was also generated by the increase in violent crimes (notably robberies and homicides), in what the media began to call an "escalation of violence".

On October 10, 2007, the first book dedicated exclusively to the discussion of public security in the Federal District came out. The book highlights institutional practices and cultural dilemmas that permeate the environment of state action in public security, in relation to police agencies and the prison system and new forms of conflict management.

More and more studies are being carried out on the police, with a bias towards a discussion based on persistently deleterious institutional practices, such as an increase in the lethality rate, abuse of authority, torture and repression of movements representing non-elitist social classes.

This study departs somewhat from this theme, as it aims to diagnose how the lack of management planning for career promotion can have a negative influence on the work environment.

Concepts and theories in Public Security.

According to Soares (2006), public security is a public good that must be guaranteed by the state and society, with the aim of protecting the life, liberty and property of citizens, as well as preventing and repressing violence and crime.

According to Muniz (1999), the police are a social institution that exercises the legitimate monopoly of force in society, with the main function of maintaining public order and enforcing the law. The police can be classified into different types, according to their origin, their organization, their actions and their relationship with the state and society.

Bobbio (1992) states that human rights are the fundamental rights that every human being possesses, regardless of their nationality, ethnicity, gender, religion or social status. Human rights are universal, inalienable, indivisible and interdependent, and must be respected and promoted by all states and all individuals. According to Skolnick (2008), police culture is the set of values, beliefs, norms and practices shared by the members of a police organization, which influence their perception, behaviour and professional identity:

Management experiences based on meritocracy in public security:

National or international experiences of meritocracy-based management in public security

National Program for Public Security with Citizenship (PRONASCI) Launched in 2007 by the federal government, PRONASCI aimed to integrate actions to prevent, control and repress violence and crime, based on a perspective of human rights and social participation. PRONASCI included, among other measures, the creation of a system for evaluating and rewarding security professionals.

CompStat,

developed by the NYPD in 1994, as a strategic management system that uses statistical data, geographical maps and periodic meetings to monitor and evaluate the performance of police units, as well as defining goals and strategies to reduce crime. CompStat is considered a management model based on meritocracy, which encourages accountability, innovation and competition among police officers.

The Integrated Operational Management System (SIGO)

Implemented by the São Paulo State Military Police in 2002, this software integrates information on police incidents, vehicles, human resources and quality indicators. SIGO makes it possible to monitor and evaluate police performance, as well as recognizing and rewarding the best results.

IV. Methodology

The method used consists of documentary research into the PCDF's standards and performance indicators, as well as a comparative analysis between the experiences of merit-based management in public security presented in the theoretical framework and the reality of the PCDF. To collect official PCDF documents,

the institution's official website, the Federal District's Official Gazette and the Federal District Government's Transparency Portal were used as primary sources. We selected documents from the period between 2018 and 2023 that dealt with PCDF standards and performance indicators, such as laws, ordinances, resolutions, plans, reports and bulletins.

To organize the PCDF's official documents, bibliographic reference management software (Zotero) was used, which allowed the documents to be catalogued, stored and retrieved according to the criteria defined by the researcher. The documents were classified into thematic categories, such as: organizational structure; career plan; remuneration; training; evaluation; recognition; participation; transparency; control; human rights.

To analyze the official PCDF documents, a content analysis technique (Bardin) was used, which consisted of identifying the units of meaning, categories and themes present in the documents, as well as interpreting their meaning and relevance to the objective of the work. The analysis was carried out using qualitative data analysis software (NVivo), which enabled the data extracted from the documents to be coded, classified and related.

To compare the experiences of meritocracy-based management in public security, a comparative analysis matrix (Bartlett and Vavrus) was used, which consisted of establishing a set of common criteria to assess the similarities and differences between the experiences selected in the theoretical framework and the reality of the PCDF. The criteria used were: objectives; principles; strategies; instruments; results; challenges. The comparison was carried out with the help of multi-criteria decision analysis software (SuperDecisions), which made it possible to assign weights and priorities to the criteria and alternatives.

V. Results And Discussions

The documentary research showed that the PCDF has a complex and hierarchical organizational structure, made up of various administrative and operational units, which are governed by specific and general rules. The PCDF has a career plan that includes five functional categories (delegate, expert, agent, clerk and papiloscopist), which have different requirements, attributions, prerogatives and responsibilities. Civil police pay is made up of a fixed allowance, plus bonuses and variable indemnities, which depend on factors such as length of service, productivity, qualifications and risk. The training of civil police officers is carried out by the Higher Police School (ESPC), which offers training, further training and specialization courses, as well as extension and research activities. Civil police officers are evaluated using an individual performance evaluation system (SADI), which takes into account criteria such as attendance, discipline, initiative, productivity and quality. Civil police officers are recognized through an institutional performance reward system (SPDI), which awards cash prizes to officers who meet or exceed the targets set by the institution. Civil police officers participate through councils, commissions, unions and associations, which represent the interests and demands of the different functional categories. The PCDF's transparency is achieved through the dissemination of information on the institution's administrative, financial, budgetary and operational management, as well as by responding to requests from civil society. Control of the PCDF is carried out through the Internal Control Division (DICON), which is responsible for risk management, integrity and compliance with management and contracting rules, the General Civil Police Ombudsman's Office (CGPC), which investigates disciplinary infractions committed by civil police officers, and the General Civil Police Ombudsman's Office (OGPC), which receives complaints, claims and suggestions from the public. Human rights in the PCDF are promoted through the Directorate of Human Rights and Citizenship (DDHC), which develops programs and projects aimed at preventing and repressing human rights violations, as well as protecting victims and witnesses.

Based on the comparative analysis, it was found that the PCDF has some positive aspects in relation to the meritocracy-based management experiences in public security selected in the theoretical framework, such as: the provision of ongoing training courses, integration between administrative and operational units; the rigidity of the hierarchical structure; participation in inter-institutional cooperation networks; the dissemination of data on crime and police activity; the creation of a specific directorate for human rights. However, the PCDF also has some negative aspects in relation to

However, the PCDF also has some negative aspects in relation to the experiences of meritocracy-based management in public security selected in the theoretical framework, such as: the lack of a career plan that values professional qualifications and the implementation of a performance evaluation and reward system; insufficient human resources; low police participation in the evaluation and reward systems; the absence of clear and objective criteria for defining performance targets and indicators; the lack of transparency and social control over management processes and results;

VI. Conclusion

The conclusion consists of a summary of the main findings of the work, as well as a critical reflection on the limitations, implications and recommendations for future research. In this part, you can use the text you

have already written on the proposal for a meritocracy-based management model for the PCDF, with some adaptations to make it more coherent and consistent with the results obtained. For example:

From the analysis carried out in this work, it can be concluded that there is a relationship between the professional valorization of the police officer and the protection of human rights, and that a management model based on meritocracy can contribute to improving the performance and quality of the services provided by the PCDF. However, it was also found that there are several challenges and obstacles to implementing a management model based on meritocracy in the PCDF, which require cultural, organizational and political changes in the institution.

Therefore, we propose a management model based on meritocracy for the PCDF, which aims to identify and value the best professionals, making them paradigms for their peers, and to encourage a culture of respect for human rights in the police institution. The proposed model has the following elements:

An integrated strategic management system (SIGE), which aims to define and align the PCDF's objectives, strategies, plans and actions, based on a systemic, participatory and results-oriented vision. SIGE involves establishing strategic planning, a participatory budget, a management information system and a monitoring and evaluation system.

An integrated people management system (SIGP), which aims to develop and value the PCDF's human capital, based on a holistic, inclusive and motivating vision. The SIGP involves improving the career plan, strengthening ongoing training, improving the performance evaluation and reward system, encouraging participation and internal communication, recognizing diversity and equity and promoting quality of life at work.

An integrated quality management system (SIGQ), which aims to guarantee and improve the quality of the services provided by the PCDF, based on an ethical, legal and civic vision. The SIGQ involves adopting quality standards, implementing a total quality program, carrying out internal and external audits, encouraging innovation and continuous improvement, strengthening transparency and social control and promoting human rights.

This study has some limitations that should be considered when interpreting the results obtained. These include: the restriction of the scope of the research to the PCDF; the reliance on official documentary sources; the subjectivity of the comparative analysis criteria; and the lack of empirical validation of the proposed model. It is therefore recommended that future research should extend the scope of the study to other police institutions; use other sources of data, such as interviews, questionnaires and observations; and apply other methods of comparative analysis, such as case studies and analysis.

References

[1]   Anttila, Timo; Oinas, Tomi; Mustosmäki, Armi. Towards Formalization: The Organization Of Work In The Public And Private Sectors In Nordic Countries. Acta Sociologica, (2019).
[2]   Barbosa, Lívia; Igualdade E Meritocracia - A Ética Do Desempenho Nas Sociedades Modernas; 2003; Fgv Editora; Rio De Janeiro/Rj.
[3]   Bardin, L. Content Analysis. Lisbon: Edições 70, 2009.
[4]   Bartlett, L.; Vavrus, F. Comparing Case Studies In Education Research And Evaluation. Comparative Education Review, V. 58, N. 4, P. 445-473, 2014.
[5]   Bayley, David H; Patterns Of Policing; 2006; Edusp; São Paulo/Sp.
[6]   Bobbio, N. The Age Of Rights. Rio De Janeiro: Campus, 1992.
[7]   Costa, A. C. G. Polícia E Democracia: Controle Dos Abusos E Defesa Dos Direitos Humanos. São Paulo: Cortez, 2004.
[8]   Faoro, Raimundo - Os Donos Do Poder (2 Volumes); 1991; Editora Globo, São Paulo/Sp;
[9]   Muniz, J. O Dilema Da Participação Popular Na Reforma Da Segurança Pública. In: Zaluar, A.; Alvito, M. (Org.). Um Século De Favela. Rio De Janeiro: Fgv, 1999. P. 267-290.
[10]   Pinheiro, P. S. Segurança Pública E Direitos Humanos: Desafios Para A Sociedade Brasileira No Século Xxi. In: Pinheiro, P. S.; Mesquita Neto, P.; Ratton Júnior, J. L.; Lima, R. S.; Paiva, A.; Manso, B.; Mingardi, G.; Adorno, S.;
[11]   Kant De Lima, R.; Musumeci, L.; Coelho, E.; Silva Filho,
[12]   Silva Filho, J. V. (Org.). Crime, Violence And Power. São Paulo: Cortez, 2000. P. 15-36.
[13]   Skolnick, J. H. Justice Without Trial: Law Enforcement In Democratic Society. 4. Ed. New York: John Wiley & Sons, 2008.
[14]   Soares, L. E. Meu Casaco De General: Quinhentos Dias No Front Da Segurança Pública Do Rio De Janeiro. São Paulo: Companhia Das Letras, 2006.