

2015/2016



# Institutional and Technical Info

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Patrícia Nogueira Pröglhöf

## **Project Coordination**

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Elaine Rosa  
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## **Collaborators**

Cauê Martins  
Cristina Neme

## **Press Office**

Letra Certa Estratégia e Tática em Comunicação

## **Visual Production**

Seepix

# Introduction

In March of 2016, the Brazilian Forum of Public Safety (BFPS) completed ten years of existence.

In addition to marking such accomplishment, this activity report is also an accountability tool and a reflection on the achievements reached over the years. Above all, it points out challenges posed to an entity that has grown and consolidated itself while operating in a national scenario in which violence and crime are perversely present in several forms, with emphasis on those involving intentional lethal deaths that reach youths, blacks, women, and other segments of the population.

This scenario is influenced by and expresses the sensitive socio-political and economic moment Brazil is experiencing and touches at important democracy-related issues. It alerts us, for example, of the importance of having an independent press and an organized and active civil society for building and guaranteeing rights.

In the field of public security, several crises and fronts have been created in the last ten years – all of which lack a political and institutional project that can overcome the antagonisms and disputes that characterize this field in Brazil and in several other Latin American countries. As highlighted by several experts, a long cycle of unfinished public security reforms marks the region.

In Brazil, at a more general level, the issue of urban violence and the public responses it has generated

have oscillated between views that defend open confrontation as a crime control strategy on the one hand, and on the other hand, the search for more effective solutions aligned with the democratic social order inaugurated by the 1988 Constitution. In this clash of narratives, discourses of “order maintenance”, understood as a historical mark of the “right”, have gained strength in recent months. This is expressed in demonstrations advocating for the restriction of rights and for “ending the chaos”. We run the risk of going back at least 40 years in the country’s political debate and in finding solutions for the tragedy of endemic violence.

However, it is worth emphasizing that the dispute is not between right and left, especially given that the “left”, seen as an alternative project of social conflict management, has not yet been able to offer original and feasible solutions to the problem of violence and public safety, even when faced with a plural and dynamic society that demands new standards of public performance. Many situations and initiatives developed by governments and political groups that assume themselves as leftist are also extremely punitive and, in practice, reproduce the same omissions and/or inefficient policies that characterize the action of the Brazilian State in the field.

Amid such turmoil, there has been little change in the political discourses, which hide behind the idea that the problem of crime and violence is not related

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to how we conceive and understand public safety and order. The problem is that while “right” and “left” struggle for “reason of State”, they forget that people are dying, seeing their rights undermined, and living in terror, which limits the area’s actions to focusing exclusively on the agenda of how to manage criminal legislation and police institutions.

And how can we contribute to change this reality? More than just a rhetorical question, this has been one of the inquiries that have permeated the

institutional action of the Brazilian Forum on Public Safety. In fact, they have made the BFPS structure its activities around strategic thinking that regards information as the core of transformation and social change. In practice, this constitutes a work program that focuses on the circulation of data and knowledge about the reality of the area and is focused on the approximation and construction of dialogue between different segments that deal with this theme on a daily basis.

As a result, the FBSP has been a unique space, able to create a new narrative about the meaning of public security in Brazil while aggregating different players and segments in a broad coalition aimed at defending the modernization of this field. The BFPS's effort to act nationally and pluralistically by giving voice to different actors and institutions

***[THE SCENARIO] LIMITS THE AREA'S ACTIONS TO FOCUSING EXCLUSIVELY ON THE AGENDA OF HOW TO MANAGE CRIMINAL LEGISLATION AND POLICE INSTITUTIONS***

has been developed as a counterpoint to the idea of security as a monopoly of knowledge held exclusively by a few.

The BFPS, by means of great discursive coherence and a strong capacity for articulation and mobilization – especially around the various editions of the Brazilian Yearbook of Public Security and the Annual Meetings - has succeeded in re-establishing sensitive themes and in setting public debate parameters, in an inflection driven by the sense of urgency imposed by the data.

Such sense of urgency has acquired even more dramatic colors and undertones, given data improvement and the accumulation of knowledge generated over the last three decades, especially as a result of the approximation between the University and the police institutions. However, just as undeniable as the knowledge and empirical evidence growth over this period is the fact that such growth does not necessarily become input in terms of planning, formulating, and executing more effective and efficient policies.

It is here that we dare to say that the BFPS's performance has allowed existing data to be converted into an input for political action. More than the information itself, we are aware that it is necessary to consolidate a narrative that is credible and capable of changing the daily life of the population; that can escape the perverse logic that feeds back fear and insecurity, which is not the mere reproduction of patterns and political cultures that accept violence as language. This is done through a technical and political alliance and with

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the understanding that more significant changes will only occur in the articulation of stakeholders and in the convergence of incremental and management measures aimed at modernizing the legislation.

Data are not neutral and reveal political-institutional options of those who produce them. To have an effective impact on public policies, the data need to be under public scrutiny, so as to enable the qualified debate and the search for solutions. The numbers strengthen the arguments for discussing

reforms in the field and in the police and their practices, but alone, even in formats permitted by modern technology tools, these numbers do not have the capacity to induce effective transformations.

For us, the data are not limited to technical agenda and are not just byproducts of the massive adoption of new technologies and systems. Not surprisingly, our work has opted for advocating transparency, control, and accountability as tools to explain problems, seek solutions, and modernize the area. The picture involves narratives in dispute and not only one greater or lesser validity of information.

In this process, information on public safety is currently one of the most emblematic fronts of the battle over the legitimacy of the institutional practices and organizational cultures in force. Thanks to the

institutional action of the BFPS and its network of partners, much more is known today in comparison to ten years ago, in a process that deconstructs certainties and weakens secrecy and excessive institutional autonomy as forms of governance.

But the idea that drives us is that it is not enough to just produce more information – it's imperative to broaden its reach, to communicate it in the most effective way, and to transform it into knowledge and energy for change. Especially because if spaces are created, they, therefore, provoke reactions and, at a moment of deep fracture in the Brazilian society, one must not imagine that such path is unidirectional and that the march towards the modernization of the field is inexorable and free of setbacks.

For this reason, and in the quest for institutional maturity, this report seeks to innovate by presenting

not only activities but also an analysis developed by political scientist Fernando Abrucio, a renowned public policy and scenario analyst, on how people external to our field perceive our work and what our next frontiers would be. The proposal aimed at having an external analyst look at our numbers and our performance and think about how we can keep making a difference in the years to come.

Fernando Abrucio tells us that the the BFPS's strong exposure will not be of help if we are not able to convert it into real impacts on the way of thinking and doing public security in the country. He also recommends a broad work plan that, in our view, does not just end in the institutional action of our entity, but guides how we can strengthen the coalition between civil society and various organizations around the idea of sustaining life and guaranteeing rights.



***THE BFPS'S EFFORT TO ACT NATIONALLY AND PLURALISTICALLY BY GIVING VOICE TO DIFFERENT ACTORS AND INSTITUTIONS HAS BEEN DEVELOPED AS A COUNTERPOINT TO THE IDEA OF SECURITY AS A MONOPOLY OF KNOWLEDGE HELD EXCLUSIVELY BY A FEW***



# BFPS's Strategic Goals 2016-2018

Since its creation, the BFPS has grounded its actions on guidelines and values defined in its bylaws. Every two years, it develops its work plan at strategic planning meetings with the participation of the executive team, the Board of Directors, the Fiscal Council, and selected guests, all of whom help equalize expectations and challenges.

The current work plan recommends that the annual project cycle is built with a view to achieving the objectives outlined and to take advantage of opportunities for innovation and/or financial sustainability of the FBSP. This plan consists of five major axes, namely:

## THEMES

## STRATEGIC GOALS

Public Safety Policy: Transparency, Accountability and Control

- Focus on the modernization of public security by compiling/disseminating public statistics, studies, and research;
- Encourage public authorities to adopt active transparency and accountability for the population as a way of governing.

Protecting Life

- Focus on articulating and coordinating public policies for the reduction of homicides and violent deaths;
- Mobilize society to reduce violent deaths as a priority challenge for the country.

Federation and Democratic Governance of Public Safety

- Support the elaboration of a proposal of federative agreement of public security;
- Qualify the public debate on the restructuring of the attributions, capacities and competences related to police work;
- Support the construction of a federative financing model and a public security revenue/expenditure classification system.

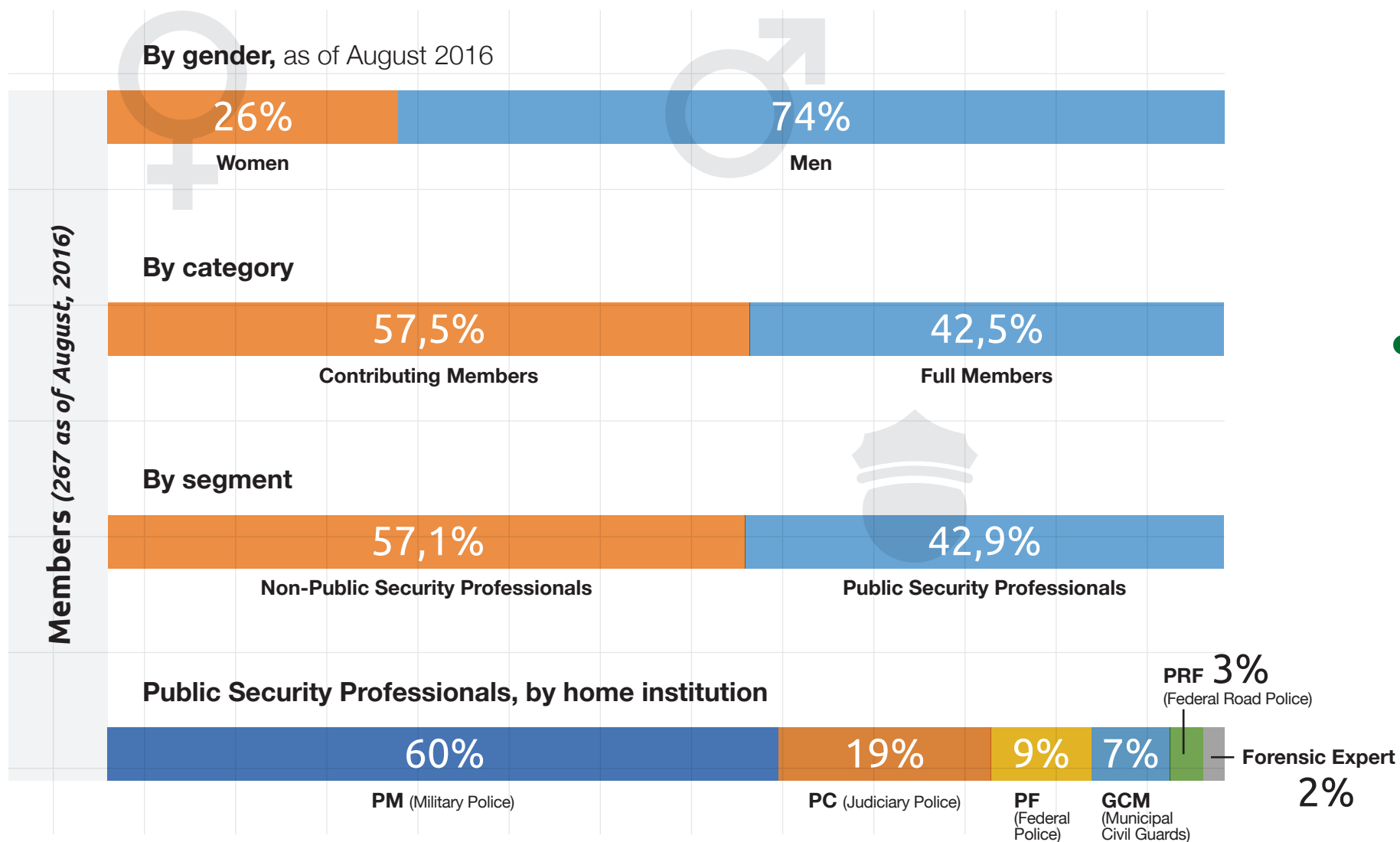
Sexual Violence Against Women

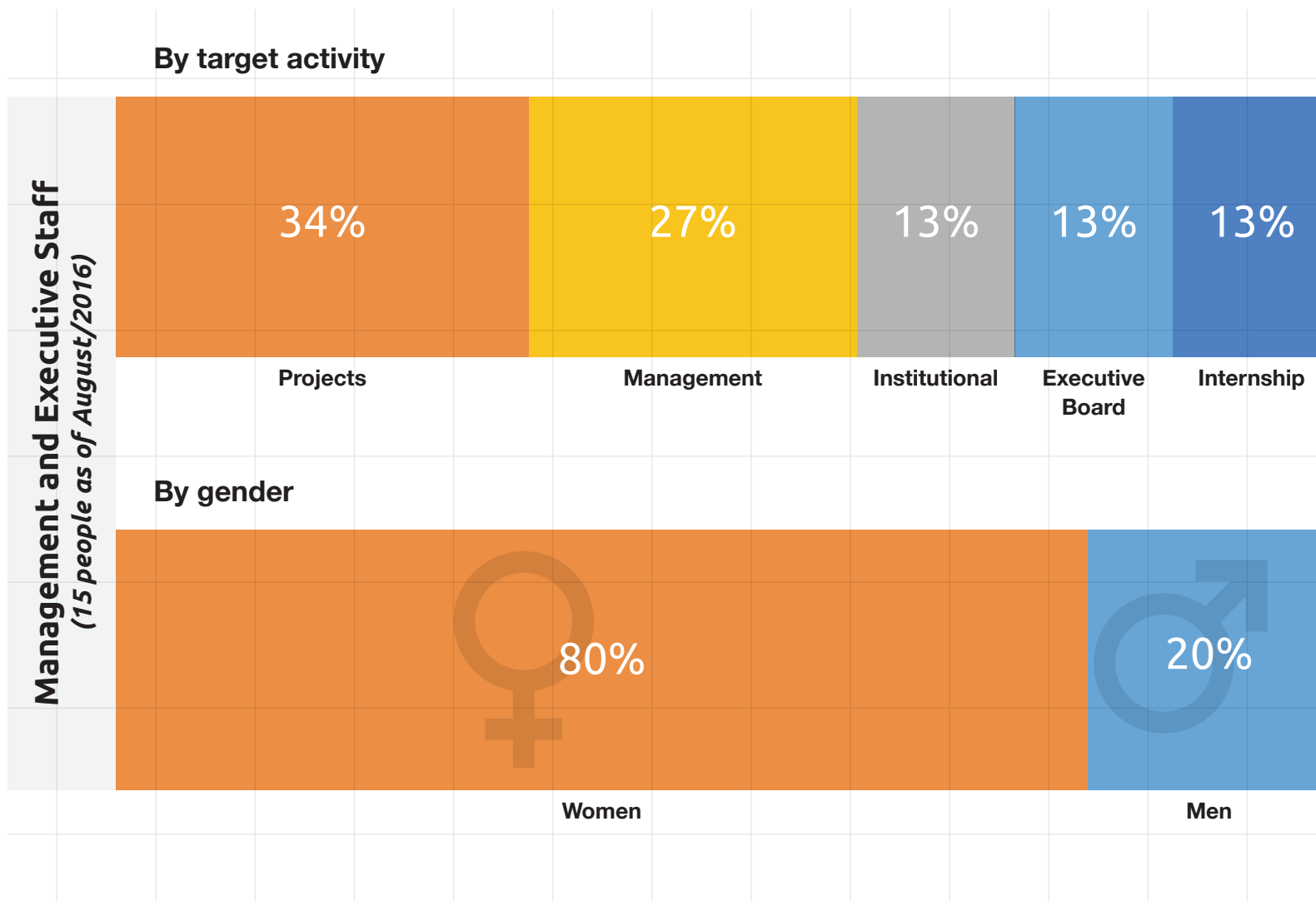
- Induce public debate on sexual violence against women;
- Support the public authorities with information to create public policies that prevent and repress sexual crimes against women;
- Encourage the government to improve care for women victims of sexual violence by law enforcement institutions.

Reorganizing the Prison System

- Qualify public debate on prison management;
- Diagnose and understand the current support system to former inmates and its results;
- Strengthen discussions on prison alternatives.

# BFPS facts and figures

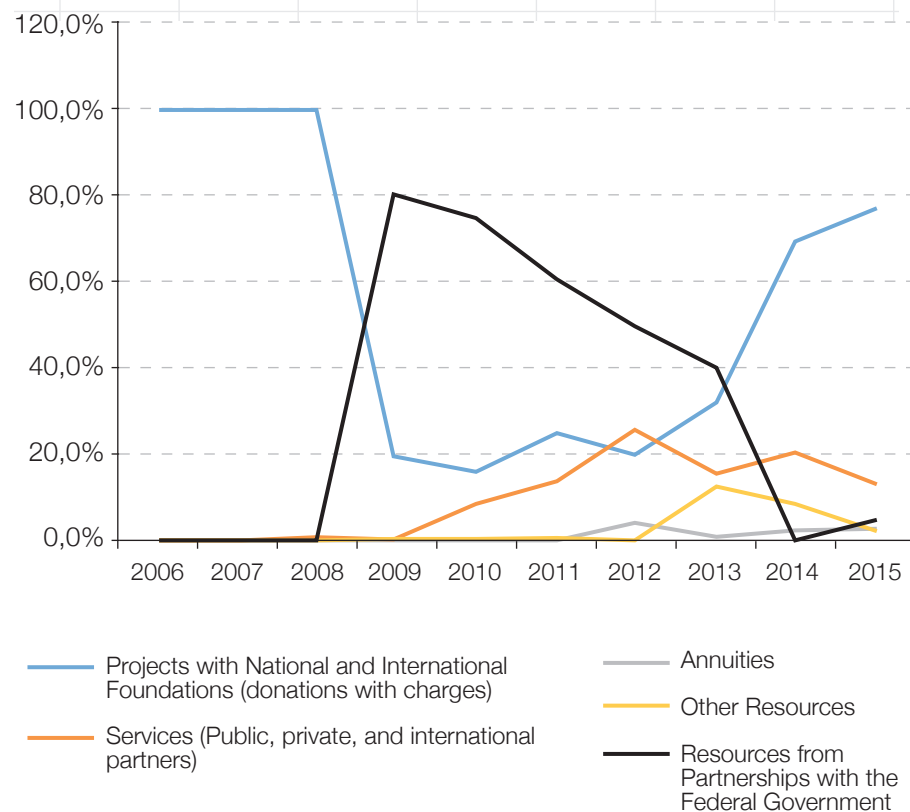




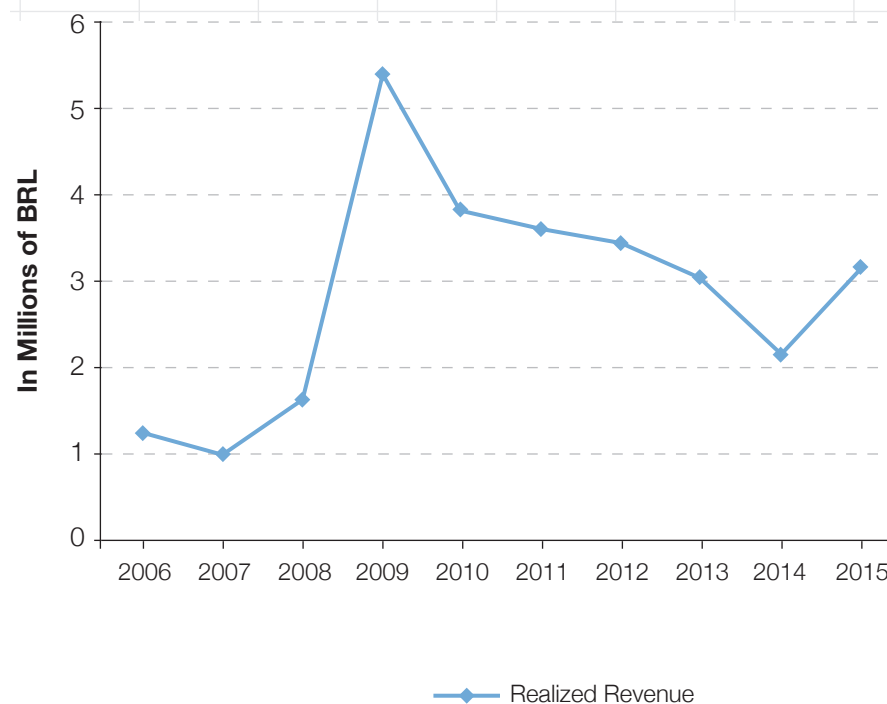


# Evolution of revenue and expenditure profile

**Percentage of Revenues,  
by source 2006-2015**

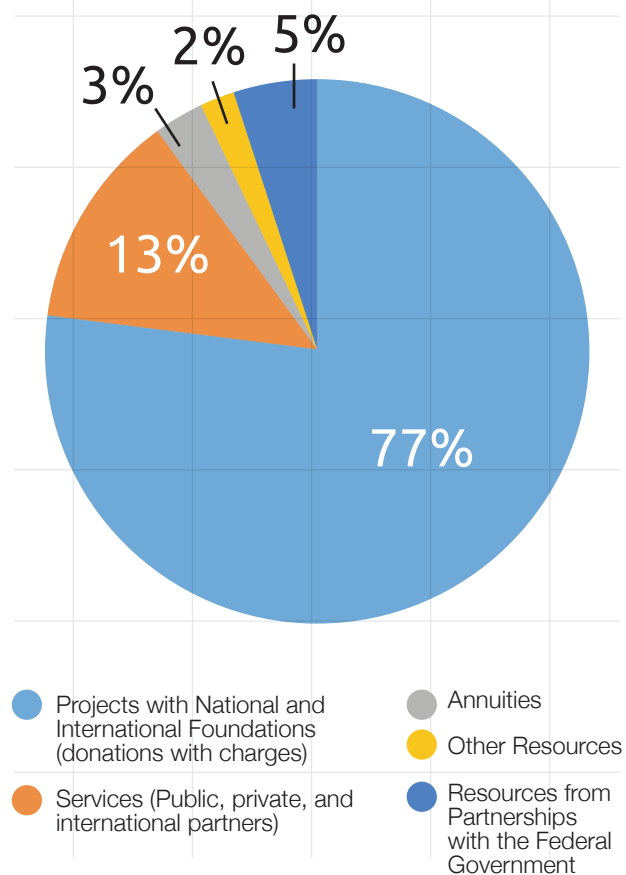


**Evolution of BFPS Revenues 2006-2015,  
in values adjusted by the December 2015 IPCA**



## Sources of Revenues 2015

Details



## Income statements for the years ended

On December 31, 2015, and 2014, in BRL

	12/31/15	12/31/14
<b>Operating Revenues</b>		
<b>Restricted</b>		
Private projects	2,133,064	1,359,671
Ministry of Justice project	154,458	-
	2,287,522	1,359,671
<b>Unrestricted</b>		
Services	417,603	354,252
Annuity	88,029	44,417
Donations	313,055	169,770
Financial revenue	75,408	35,017
	894,095	603,456
<b>Total operating revenues</b>	<b>3,181,617</b>	<b>1,963,127</b>
<b>Operating expenses</b>		
Expenses with personnel	(857,572)	(756,262)
General and administrative expenses	(2,500,751)	(1,321,602)
Tax expenses	(1,898)	(3,434)
Provision for legal proceedings	-	(199,994)
Financial expenses	(30,286)	(12,812)
Other operating expenses / revenues	-	5,262
<b>Total operating expenses</b>	<b>(3,390,507)</b>	<b>(2,288,842)</b>
<b>Deficit for the year</b>	<b>(208,891)</b>	<b>(325,715)</b>

Balance Audited by Grant Thornton Brasil.

# The strength of creating a new narrative about public security in Brazil

**T**hroughout its ten years, the Brazilian Forum on Public Safety has established itself as a key source of references, news, and information concerning the violence and public security scenario in the country. The data we have compiled and/or produced reach multiple and different audiences, and is used in a varied range of projects and initiatives, whether academic, governmental, private, in law enforcement and/or by civil society entities or international organizations.

On average, the FBSP is cited 2.6 times daily in the media – if we consider all our divulgation between June 2015 and July 2016, we were quoted about five thousand times over twelve months in all types and sizes of Media in Brazil and on all continents of the planet. In 2015, we published ten opinion articles in major newspapers and, by April 2016, in six others. Comparatively, this value is 65% higher than the level of the twelve months prior to the period analyzed. We highlight the fact that this is the result of the dissemination of data on various topics (homicides, use of force, victimization, and opinion of police officers, sexual violence, prison system, and perceptions of the population, among others) generated not only from our regular disclosures but also from the spontaneous demand that comes to us.

However, far beyond the news, the BFPS has also been quoted in several spaces and its impact has not been restricted to information disclosure. We have been mentioned in national and international editorials, columns, books and technical works; we have contributed to the agendas and strategies of renowned entities of civil society, international organizations and companies or governments; we are serving as a “case” in academic disciplines, such as the one offered by HARVARD Kennedy School, which uses our articulation in a wide and plural network in its classes; and our data and highlights are incorporated into mass campaigns and public demonstrations.

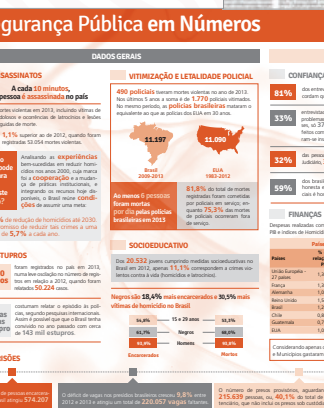
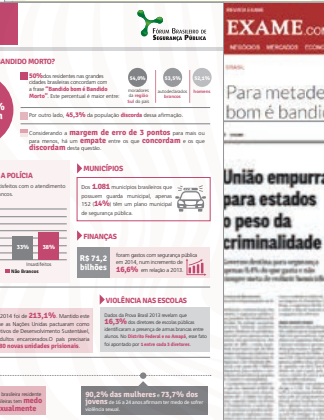
For all these reasons, in 2015 the BFPS was ranked among the most influential entities in Central and South America by the Global Go To Think Tank Index Report, and in 2014 it received the National Human Rights Award for its work in the field of public security. Over the past ten years, the BFPS has also won other awards such as the Transformadores Award by Trip Magazine, in 2011. Our plural and aggregating character, disseminating of a new alternative on public safety, has essentially become an asset that goes beyond institutional action and points us to the importance of the legacy that has been built.

***[...] THE FORUM HAS A DOUBLE FUNCTION: IT CAN BE THE CONNECTION BETWEEN REFORMERS, INDIVIDUAL LEADERS, INNOVATORS, AND CIVIL SOCIETY [...]. IT CAN ALSO BE A BRIDGE FOR A BROADER PUBLIC DISCUSSION, FOR POLICIES, FOR OFFICERS WHO ARE NOT PART OF THE POLICE [...]. THEY WILL ONLY DEAL WITH THE POLICE WHEN THE SUBJECT BECOMES THE “AGENDA OF THE DAY”.***

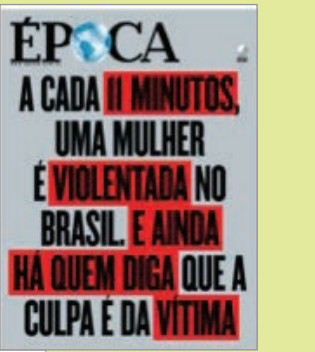
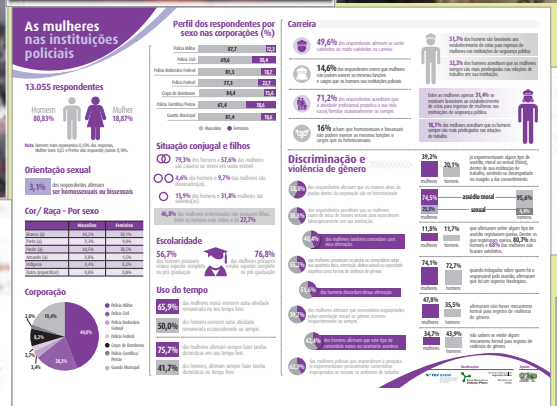
***CHRISTOPHER STONE,  
IN AN INTERVIEW FOR THE  
BRAZILIAN JOURNAL ON PUBLIC  
SAFETY (VOL. 10, ISSUE 2)***



# The BFPS in National Media and Public Debate





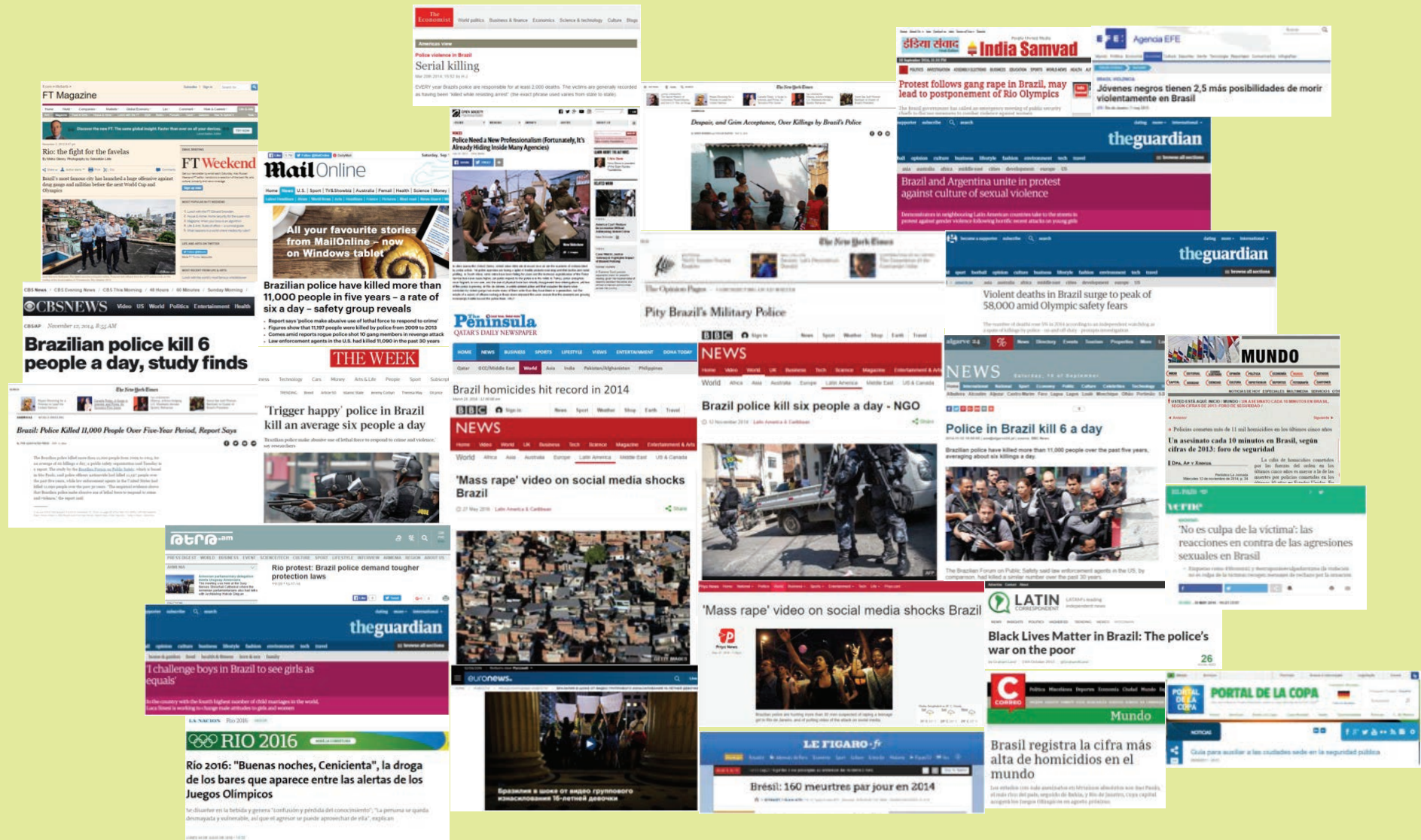


# The BFPS contributes to communicate causes and disseminate practices





# The BFPS in International Media



# Projects and Activities

In addition to the Brazilian Yearbook of Public Safety and the Annual Meetings, we maintain an average of 20 projects/activities per year. As part of the strategy of strengthening our institutional communication, these are described in our Monthly Bulletins, which are sent to a list with about 9,000 addresses of qualified actors in the field.

## Pesquisa de vitimização e percepção de risco entre profissionais do sistema de segurança pública



Realização:



## Survey measures victimization and sense of insecurity among Brazilian police officers

The survey "Victimization and risk perception among public security system professionals" heard 10,323 Brazilian officers and highlights, among other worrying numbers, that 65.7% of the interviewees have already been discriminated against for being public security system professionals. The results, presented at the 9th Meeting, also pointed out the great impact caused by insecurity on the daily routine of police officers.

## São Paulo Public Security Policy: 30 years of learning

A large audience attended the launch of the book *Polícia e Democracia: 30 anos de estranhamentos e esperanças* ("Police and Democracy: 30 Years of Strangeness and Hopes"), with statements and interviews with police officers responsible for implementing public security policies during the country's re-democratization period. The book aims to bring segments closer and undo the strangeness that still persist regarding this subject in our country. Several members took part in the accomplishment of the interviews and the writing of the chapters.



## Memory of the Public Safety Policy of São Paulo

The Brazilian Forum on Public Security, with the support of the Betty and Jacob Lafer Institute, has invested in the reconstruction of the history of the public safety policy of the state of São Paulo, which is one of the most successful homicide reduction cases in the country, yet one of the least documented initiatives. Through this reconstruction, it is possible to identify and reinforce points that can be analyzed and learn lessons from them. This becomes even more urgent at a time when Brazil is discussing a major pact movement around common commitments to reduce lethal violence. The project will be launched at the 9th Meeting.



Timeline of the project "Memory of Public Security"



## Say no to violence against children

The Latin American Workshop on Prevention of Violence against Children was co-organized by BFPS, the "Know Violence in Childhood" initiative, and the Center for Applied Legal Research of FGV LAW-SP. During two days, the activities featured participants from Brazil, Colombia, Costa Rica, El Salvador, Nicaragua, and England. The Workshop is the first step in building a broad initiative in Latin America concerning violence against children.

## Public security far beyond the "quotation marks"

On December 1st, the Cidade Segura (Safe City) program, a partnership between BFPS and Rádio CBN, will be on air. Always on Tuesdays, journalist Fabíola Cidral is going to share the microphone with commentators Samira Bueno, Renato Sérgio de Lima, Guaracy Mingardi, and Tânia Pinc. If on the one hand the field of public security has already gained considerable space in print and digital media, on the TV and the radio, on the other hand, the participation of professionals in the field is often restricted to the famous "quotation marks": a citation that does not leave room for deepening important aspects to be discussed. We hope that with this program, the themes that circulate in our community of experts will reach society in a broader and more complete way. The programs will be broadcast live, at 11:05 AM, on 90.5 FM/São Paulo or at [www.cbn.globoradio.globo.com](http://www.cbn.globoradio.globo.com).



## Atlas of Violence 2016





**Pacto por um Ceará Pacifico:**  
Proposal to develop the program's management and monitoring model



The Brazilian Forum on Public Safety has been developing the monitoring project of the *Pacto por um Ceará Pacifico* (Pact for a Pacific Ceará). The pact is a public policy whose goal is to build a culture of peace, reducing crime rates in the territories, especially intentional lethal violent crimes. The work is developed in partnership with the team of researchers from the Violence Studies Laboratory of Federal University of Ceará, coordinated by Professor César Barreira, and executed together with the government's technical team, aiming to produce and systematize information to subsidize the mapping of reality and the pact management processes.

#### SEMINAR MOBILIZES THE JUSTICE SYSTEM PERSONNEL AROUND THE AGENDA OF A DEMOCRATIC PUBLIC SAFETY

The publication of the "Violence Atlas" showed that there is available space to keep the agenda of the modernization of public safety alive. And if there was any fear that the interest on the subject could be restricted to the press, the success of the event "Dialogs with Public Attorneys Office: Democratic Police and Right to Safety" prove this hypothesis wrong. The seminar, held on 16th and 17th of March, in São Paulo/SP was a joint initiative of the BFPS, the Federal Public Attorney's Office, the Public Attorney's Office of the State of São Paulo, Sou da Paz Institute, and the Center for the Study of Violence (NEV/USP). In approximately 20 hours of work, the seminar had 190 participants among whom there were members of both Federal and State's Public Attorneys Office (20), states Public Defenders (5), NGO personnel (19), journalists (3), professors (2), municipal guards (20) and other public safety professionals (4).



#### FBSP holds workshops and public hearings in Teresina

In a partnership with the Teresina Town Hall for the development of a local diagnosis on violence, the BFPS held a participatory diagnosis in May. The purpose was to discuss about violence and public safety in the municipality, with the participation of the people of Teresina. Under the moderation of the consultant Pamela Gaião, four workshops were held in the region of Lagoas do Norte and were attended by young people, women, entrepreneurs and local leaders. In addition to the workshops, four public hearings were held in the municipality, distributed in the North, South, East and West regions. The contributions collected in these activities will compose the final report of the project, to be delivered at the end of June.

#### The role of the municipality and the financing of public security are themes of the new BFPS projects

##### Fortaleza, Recife and Belo Horizonte

At the end of December 2015, the BFPS signed a partnership with the World Bank to produce diagnoses of violence and propose the increase of public security policies in the municipalities of Fortaleza, Recife and Belo Horizonte. This project will dialogue with the various initiatives that have been conducted for the design of the National Pact for the Reduction of Homicide.

##### Diagnosis in Teresina

The BFPS was also selected by the Teresina Town Hall to produce a diagnosis on violence, with special attention to the region of Lagoas do Norte, which is already under development.

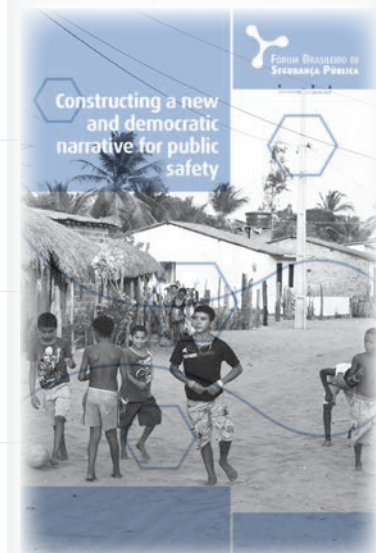
##### "Financing of the Brazilian public safety: learning from the cases of the municipality of São Paulo and the state of Ceará"

In addition to the focus on the role of the municipality, which has been consistently worked on several projects, the BFPS gains new momentum to work on a central theme in our network: public security financing. This is also one of the most challenging issues in data collection and systematization. With the support of the Betty and Jacob Lacer Institute, we established a doing project that counts on the partnership of Ursula Heres, professor of Public Policy Management at EACh/USP. From the analysis of the expenditures structure of two different administrative units, we intend to propose an accounting classification pattern of what can be regarded as public security expenditure.

#### Mobilization of members during the drafting of the bill amending the Disarmament Statute



The public security challenges are as many as the different proposals to address them. However, last Wednesday, the FBSP members demonstrated broad cohesion around the gun control agenda. On the voting date of the Special Committee on Bill #3.722/2012, a rally was signed by 76 members. The next meeting of the Special Committee is to be held on October 27. Members who wish to join the manifesto can send an e-mail to [contato@forumseguranca.org.br](mailto:contato@forumseguranca.org.br).



# Prioritizing Life

The focus on reducing lethal violence has been a strategic priority of the BFPS for many years, but the National Pact for Homicide Reduction has been established, with the support of the Open Society Foundations, as a special and structuring project of the BFPS's institutional action in 2015 and 2016. A result of the dialog that begun in December 2014 between the Federal Government and a team of experts who study crime, violence and public security in the country, the Pact originates from the idea of contributing together with the government to design a work plan around the tragedy that takes away about 60,000 lives every year and that, paradoxically, does not have the political and institutional centrality that it should deserve.

Through the project, it was the responsibility of the BFPS to generate mobilization and document practices that could be adopted and/or replicated by the different Federative Units and by different Power and Government instances, starting with a research commissioned to the Datafolha Institute, which in July 2015 indicated an almost 100% adhesion of the resident population in municipalities with more than 100,000 inhabitants to the idea of a pact on that subject. In general lines, the National Pact for Public Security aims to:

- Understand and treat violence as a multifaceted phenomenon, demanding, therefore, the

construction of articulated and intersectoral initiatives (police, justice, education, health, etc.);

- Focus on intentional violent killings (voluntary manslaughter, deaths resulting from police intervention, killings of police officers, robberies and injuries resulting in death) and not only on legally defined and intentional homicides, ensuring that the issue of lethal violence is addressed in all its complexity;
- Promote doctrines based on problem solving and integration of efforts and actions of the different organizations that make up the

country's criminal justice and public safety system.

- Institute and consolidate processes of evaluation, accountability, and control in the scope of the Pact initiatives, with strong engagement and mobilization of society, especially the protagonists of the subject and the security institutions;
- Prioritize secondary and tertiary prevention actions, addressing vulnerable groups and circuits where violence is already present, and can be mitigated/eliminated, especially young

***A RESULT OF THE DIALOG THAT BEGUN IN DECEMBER 2014  
BETWEEN THE FEDERAL GOVERNMENT AND A TEAM OF  
EXPERTS WHO STUDY CRIME, VIOLENCE AND PUBLIC SECURITY  
IN THE COUNTRY, THE PACT ORIGINATES FROM THE IDEA OF  
CONTRIBUTING TOGETHER WITH THE GOVERNMENT TO DESIGN  
A WORKING PLAN AROUND THE TRAGEDY THAT TAKES AWAY  
ABOUT 60,000 LIVES EVERY YEAR***

people and black aged between 12 and 24, which are the group that concentrates the largest number and the highest rates of violent deaths in Brazil;

- Establish mechanisms for dialogue between the community and the police, in order to bring languages closer together, reduce spaces of confrontation and build spheres to negotiate procedures;
- Create/strengthen permanent qualification programs within the Executive, so that curricular frameworks and education plans aimed at reducing violence can be debated and offered to the professionals involved with the subject.

Thus, the project aims to convey a strong message of prioritization of life. For this purpose, the BFPS maintained teams acting in line with the Ministry of Justice until June 2016. Now, with the change in the command of the federal government, the entity has been active in maintaining the agenda on public debate, maintaining the bridge of dialogue had until then built and sensitizing different actors and segments to the urgency of articulated actions. The Pact translates the entity's effort to propose a new and more efficient narrative on how to face the dilemmas and indices of violence that we have in Brazil today.

## Reducing Homicides and Lethal Violence in Brazil

Cycle of Actions and Mobilization



# Annual Meetings

## Belo Horizonte (BH)

Ouro Minas Palace Hotel

April 25 to 27, 2007

433 participants

27 states represented

16 activities performed

8 supporters



1º

## Vitória (ES)

Centro de Convenções de Vitória

April 1 to 3, 2009

1400 participants

26 states represented

24 activities performed

9 supporters



3º

## Taguatinga - DF

Universidade Católica de Brasília (UCB)

May 13 to 15, 2011

650 participants

40 activities performed

21 supporters



5º

2º

## Recife (PE)

Mar Hotel Recife

March 26 a 27, 2008

582 participants

21 states represented

24 activities performed

9 supporters



4º

## São Paulo (SP)

Expo Center Norte

March 15 to 17, 2010

1500 participants

34 activities performed

10 supporters







### Cuiabá (MT)

Universidade Federal do Mato Grosso (UFMT)

July 17 to 19, 2013

800 participants

33 activities performed

21 supporters

7º



### Rio de Janeiro (RJ)

Fundação Getúlio Vargas (FGV)

July 28 to 31, 2015

731 participants

16 states represented

48 activities performed

60 supporters

9º

6º

### Porto Alegre (RS)

Universidade Federal do Rio Grande do Sul (UFRGS)

July 16 to 18, 2012

1100 participants

25 states represented

35 activities performed

50 supporters



8º

### São Paulo (SP)

Fundação Getúlio Vargas (FGV)

July 28 to 31, 2014

540 participants

13 activities performed

31 supporters



10º

### Brasília (DF)

Finatec (UnB)

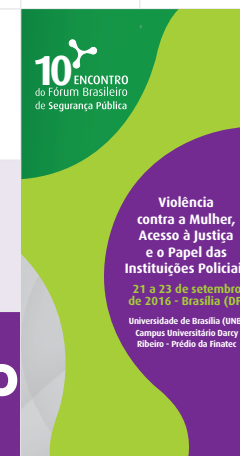
September 21 to 23, 2016

600 participants

48 activities performed

61 supporters

Estimated Numbers.



# Cycle of Projects 2015-2016

Cycle 2015/2016	Financer
Prevention of Violence in Brazil	World Bank
Beyond informing: persuading.	Ford Foundation
Research and preparation of studies concerning the “Pacto por um Ceará Pacífico” Project	Ceará State Government
The construction of a new democratic narrative for public security and the 2016 municipal agenda	Aranyaú Institute
Financing of the Brazilian Public Safety: learning from the cases of the city of São Paulo and the state of Ceará	Betty and Jacob Lafer Institute
Diagnosis of performance conditions and consequences of police action	IPEA
Participatory Institutions in Brazilian Public Safety: Programs Promoted by Police Organizations	IPEA
Workshop on Prevention of Violence against Children in Latin America	Know Violence
Research and analysis of data concerning the field of public safety and prison system	Ministry of Justice
Technical Cooperation Agreement – National Pact for Homicide Reduction	Ministry of Justice
Comparative analysis of organizational architecture in the field of Public Safety	Ministry of Justice/PNUD
Mobilization and Monitoring of the National Pact for Homicide Reduction in Brazil	Open Society Foundations
Promoting the agenda of public safety reforms in Brazil	Open Society Foundations
Description and Evaluation of “Programa Atitude”	Open Society Foundations (Fiscal Agent)
Regional Conference on the Quality of Homicide Data in Latin America	Open Society Foundations (Fiscal Agent)
Mapping of Homicide Reduction Initiatives in Latin America and the Caribbean	Open Society Foundations (Fiscal Agent)
Diagnosis of Violence in the city of Teresina and in the region of Lagoas do Norte	Teresina Town Hall
Book “Narratives in Dispute: public safety, police, and violence in Brazil”	-



# The Fight for a Qualified Debate: A Key Aspect to Improve Public Safety in Brazil

Fernando Luiz Abrucio<sup>1</sup>

**P**ublic Safety is a central theme for understanding contemporary Brazil. First, because it has a hard and direct impact on the lives of people and communities in an unequal and rather violent society – 59,000 intentional deaths annually. It is difficult to find someone who does not have a personal account or remembers a crime story that has marked their life, directly or indirectly. In other words, the fear of insecurity has been present in all our lives. However, its relevance has not immediately produced consensus and clarity on the measures that should be taken. The information on the subject was precarious until ten years ago, and various controversies, while moving on passionately, were based more on assumptions (if not stereotypes) than on evidence.

The creation of the Brazilian Forum on Public Safety (BFPS) in 2006 was an important step in changing this reality. An important team of researchers had already been developing relevant works since the

1980s, when Brazil resumed democracy and it became necessary to know how to combat violence – without considering it simply an epiphenomenon derived from the social question. Studies have grown substantially over the last thirty years and important institutions have been created to deal with the subject, such as the Center for the Study of Violence (NEV). However, data and information on violence and crime have been very poorly structured by governments in general. The lack of information has made it difficult to improve the quality of the debate and, above all, to demand more from governments.

In fact, with the advent of the transition towards democracy, the field of Public Security was less articulated politically in terms of evidence-based coalitions and proposals, if compared to other fields such as Health and even Education, as we could see from the Constituent Assembly, generating a much less advanced constitutional model. The efforts of several researchers over the past decades have sophisticated the debate and various public policy measures have been discussed by the media and during the election campaigns. Nevertheless,

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fragmentation and dispersion were then greater than the capacity for agglutination, especially in pressuring the Public Power.

The Brazilian Forum on Public Safety was created to fulfill these two roles: to guarantee the quality of information and data on the subject and to bring together proposals to reform and improve public policies. One can say it has performed these tasks well, significantly improving the public knowledge on the subject and the available government data, in addition to bringing Public Safety to the forefront of the social agenda. The recent decision of the

<sup>1</sup> PhD in Political Science from USP, professor and researcher in Public Administration at FGV-SP, columnist at Valor Econômico and a CBN radio commentator. Winner of the Moinho Santista Award for Best Young Brazilian Political Scientist (2001).

Court of Auditors of the Union, recommending that the Ministry of Justice and the Ministry of Finance to regularly renew a series of government information for greater transparency and accountability is undoubtedly one of the most important signs of the influence of organizations such as the BFPS for the Brazilian democracy.

Improving the public debate on Public Safety, however, still has a long way to go. It is enough to remember that, according to Datafolha-BFPS research, half of Brazilians living in large urban spaces agree with the saying “the only nice criminal is a dead criminal”. It is also worth highlighting the proliferation of radio and TV shows that reinforce the sense of insecurity and encourage the use of violence as the only way to fight crime, which adds up to a significant number of politicians who profess such ideology.

Problems are seen not only in the strength of a culture of violence. The institutional framework and the quality of public policies in the field of Public Safety, in general, still leave something to be desired. We cannot give in to the Manichaeian views on the subject, which embrace the most diverse social groups, both on the right and left side of the political spectrum. In this sense, it is not enough to increase the amount of information available, it is also necessary to strengthen the capacity to analyze and propose measures that produce a coherent agenda based on empirical data and international experience. In other words, improving public debate will require that research is continuously sophisticated and that this process actually affects the government decisions.

To influence politicians and public authorities more strongly, it is necessary to put the issue of security at the top of the electoral agenda for the legislative and the executive at all three levels of government. The way to give relevance to this theme, however, must evade the easy answers, and anchor itself in solid and grounded arguments advocated with patience and humility for dialogue. The Brazilian Forum on Public Safety can act more effectively in this line of action, starting with the municipal elections to be held in October. In addition, it must act on the electoral level showing the intersectoral nature of the Public Safety issue, gathering allies from other policy fields for this discussion.

Changing the politicians’ outlook and behavior naturally involves better communicating with the society and its various groups about the problems and solutions for Public Safety. The audiences most affected by the problems of violence need to be persuaded and mobilized more intensely. The success of the BFPS is to win the hearts and minds of young people (the present and the future of this debate), blacks and women, especially (but not only) from the country’s suburbs. Reaching traditional media can help in this process, but it is clearly insufficient. Social networks should be used more emphatically, along with a language that turns what is arid into something relatable. I give as an example a program that I took part in 2002, to convince Philips employees about the need to combat corruption. We organized football matches between the officials in which the referee, who was an actor, deliberately cheated for one of the teams. After a while, this created confusion and at that point I intervened to demonstrate how corrupt behavior

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can take place in any activity, and how harmful it is to life in society. Moving to the field of politics was an easier leap because the interlocutors had been reached in something that is closer to their daily life – soccer.

Using cultural forms of expression more extensively would be an essential way for the Brazilian Forum on Public Safety to reach the public most affected by the problem of violence. These groups must be talked to directly, not just through various media outlets,

with talks in public schools, debates at soirees in the cities suburbs, meetings with women and black collectives, talks held at samba and pagode jam sessions, and with the opening of institutional channels with amateur soccer teams or organized fan bases. By losing the prejudice that still exists in much of progressive thinking, it is necessary to establish a longer and deeper relationship with the most diverse religions, in order to discuss what to do to avoid the death of many of their followers.

The BFPS reports, always carried out with great care, sometimes give an impression of excessive impersonality. To win over those who suffer most from violence in Brazil, high-quality statistics and accurate analysis are not enough. It is essential

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to present the life stories of real, flesh-and-blood people, in order to understand how the errors of public policies can produce harmful effects on the everyday lives of individuals. Before one thinks that this could generate sensationalism, it is worth emphasizing that it is possible to construct a parsimonious vision of the social problems while showing their most human face.

The knowledge produced by the research and the information obtained from the important battle for government transparency must become accessible instruments to those who need them most in their language and form of expression. Without going out to the streets, closer to where violence is more present, the Brazilian Forum on Public Safety will have difficulties in avoiding the spread of the “only good criminal is a dead criminal” discourse.

The success of the BFPS in the coming years of the 21st century will be tied to the ability to increase the use of technology as a tool to reach the most diverse audiences in an era in which communication is much faster but also much more fleeting. Social networks are important in this strategy, but building their own tools (preferably with the support of partners) to disseminate information and ideas about Public Safety is an essential element to increase the scope of their proposals.

Perhaps the most difficult challenge is to do so much at a moment when the ethics of the debate is going through a crisis in the world, with impressive strength in the Brazilian context, as the majority of society wants to find its reference group with similar thinking and safely harbor there. With this

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configuration, the discussions become a futile exercise of deafness and blindness, of firmly holding all positions in a game marked by rigid dichotomies. The BFPS will have to win over people and social groups to listen and pay attention to their data and analysis. Improvements in forms of communication are essential in this debate as well as the credibility of work, especially if it can achieve results in governments that accept to try new ways for providing this public policy. However, the path will probably be incremental, as it usually is in every government sector. Therefore, to continuously increase the number of specialists and actors interested in Public Safety and to articulate them is something that must be in the DNA of the Brazilian Forum on Public Safety from its very start.

A final point should be stressed as a permanent challenge to the BFPS: it must regularly assess its actions and apply the lessons learned to improve its institutional practices. After all, the organizations that have had long life and success are those that never fail to question their choices, with errors and correctness.

## Note from the BFPS

When commissioning a text to be written by an independent analyst, we were aware that several matters sensitive to our entity could arise, even those questioning our positioning and our strategic

lines of action. But we also knew that an entity that has accomplished a ten-year trajectory milestone needs to be permanently open to change and/or to innovate if it wishes to keep its leading role and continue to make a difference in public debate and activism. Fernando Abrucio's observations demonstrate that, even if it conquered significant space in the area, the BFPS cannot be satisfied, for there are several fronts deserving our attention in the short, medium, and long terms. We have gotten here, this far, and we cannot stop now.

However, in interacting with the author's analysis, the challenges posed need to be the subject of a broad reflection on performance profiles and priorities, for according to the way we have acted so far, we

imagine that several of the articulated fronts depend on collective efforts, not just on the institutional action of a single organization.

In other words, to change the Brazilian public safety, we need to strengthen a broad coalition of forces. And we cannot wait for an ideal moment; we must go on believing in a better version of Brazil, with more life and more rights for all, whether we are police officers or members of any other population segment.



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# BFPS Financers and Partners over its ten years

## Financers

- Altus Global Alliance
- Development Bank of Latin America - CAF
- Inter-American Development Bank - IDB
- World Bank
- British Council
- Companhia Paulista de Força e Luz - CPFL
- National Council for Scientific and Technological Development - CNPQ
- Coordination for the Improvement of Higher Education Personnel - CAPES
- Graduate School of the Union's Public Ministry - ESMPU
- São Paulo Research Foundation - FAPESP
- Research Development Foundation - FUNDEP
- Ford Foundation
- Friedrich Ebert Foundation - FES
- Getúlio Vargas Foundation - FGV
- Konrad Adenauer Foundation
- Bahia State Government
- Ceará State Government
- Arapyaú Institute of Education and Sustainable Development
- Betty and J. Lafer Institute
- Institute for Applied Economic Research - IPEA
- Ministry of Justice of Brazil
- NAPEC

- Open Society Foundations - OSF
- United Nations Educational, Scientific and Cultural Organization - UNESCO
- Canoas Town Hall
- Esteio Town Hall
- Teresina Town Hall
- United Nations Development Programme - UNDP
- Mato Grosso Public Security Secretariat
- General Secretariat of the Presidency
- Small Arms Survey
- Tinker Foundation
- National Institute of Science and Technology on Violence, Democracy and Citizen Security
- United Nations Office on Drugs and Crime - UNODC

## Other Partners

- U.S. Agency for International Development - USAID
- Agente Remoto
- Amnesty International
- Arcelor Mittal
- Brazilian Association of Criminalistics - ABC
- Minas Gerais Police and Firefighters Association - ASPRA
- Association of Lower Rank Police Officers from the State of Santa Catarina
- São Paulo Police Chiefs Association - ADPESP

- National Association of Planning, Research and Statistics - ANIPES
- National Association of Human Rights, Research and Graduate Studies - ANDHEP
- Association for Post-Graduation and Research in Administration - ANPAD
- Association for Post-Graduation and Research in Social Sciences - ANPOCS
- National Association of Lower Rank Police Officers - ANASPPRA
- National Association of Federal Police Chief Officers - ADPF
- National Public Prosecution Service Members Association - CONAMP
- National Association of Federal Forensic Experts - APCF
- National Association of Attorneys General - ANPR
- Banco BGM
- Caixa Seguradora
- Canal Futura
- Carta Capital
- Casa Fluminense
- Cassadian
- Center for Metropolitan Studies - CEM/USP
- Center for Studies on Crime and Public Security - CRISP/UFMG
- Center for Studies on Public Security and Citizenship - CESeC/UCAM
- Center for Public Administration and Government Studies - CEAPG/FGV

- Jorge Careli Latin American Center for Studies on Violence and Health - CLAVES/FIOCRUZ
- Chicago Lab
- Companhia Riograndense de Saneamento - CORSAN
- Comunidade Segura
- Conectas Human Rights
- National Council of the General Commanders of PM and BM - CNCG/BM
- National Council for Scientific and Technological Development - CNPQ
- National Council of Civil Police Chiefs - CONCP
- U.S. Consulate General in Sao Paulo
- Consulate General of Canada
- U.S. Consulate General Rio de Janeiro
- Red Cross
- Public Security Department - DSP/UFF
- Public Policy Analysis Division - Getúlio Vargas Foundation - FGV DAPP
- Editora Alameda
- Editora Contexto
- Graduate School of Economics at the Getúlio Vargas Foundation - FGV EPGE
- Rio de Janeiro School of Magistrates - EMERJ
- School of Business Administration of São Paulo - Getúlio Vargas Foundation
- School of Law in São Paulo - Getúlio Vargas Foundation
- School of Law in São Paulo - Getúlio Vargas Foundation - FGV LAW-SP

- School of Law in Rio de Janeiro - Getúlio Vargas Foundation - FGV LAW-RIO
- The Brazilian Federation of Banks - FEBRABAN
- National Federation of State Military Officer Entities - FENEME
- National Federation of Federal Chief Police Officers - FENADEPOL
- National Federation of Federal Police - FENAPEF
- Folha de São Paulo
- National Police Chiefs Forum - FONAE
- Research Support Foundation of the State of Rio de Janeiro - FAPERJ
- Research Support Foundation of the State of Rio Grande do Sul - FAPERGS
- Brazilian Administrative Development Foundation - Fundap
- João Pinheiro Foundation
- Roberto Marinho Foundation
- Seade Foundation
- First Lady's Office - Rio Grande do Sul State Government
- Government of the Federal District
- Mato Grosso State Government
- Minas Gerais State Government
- Pernambuco State Government
- São Paulo State Government
- Group of Institutes, Foundation and Businesses - GIFE
- Research Group on Violence and Citizenship - UFRGS
- Human Rights Watch
- Avon Institute
- Institute of Religious Studies - ISER
- Institute for Technology & Society of Rio de Janeiro
- Ethos Institute of Business and Social Responsibility
- Fidedigna Institute
- Igarapé Institute
- United Nations Latin American Institute for the Prevention of Crime and the Treatment of Offenders - ILANUD
- Minas Pela Paz Institute
- National Institute for Comparative Studies in Conflict Resolution
- Sou da Paz Institute
- Together for Sustainable Development - Comunitas
- Know Violence
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- Laboratory for the Analysis of Violence - LAV/UERJ
- Laboratory for the Study of Violence - LEV/UFC
- Letra Certa Estratégia e Tática em Comunicação
- Ministry of Justice/National Prison Department - DEPEN
- Motorola Solutions
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- Slum Observatory
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- Brazilian Bar Association (Rio de Janeiro Section) - OAB/RJ
- Organization of American States - Department of Public Security
- International Labour Organization
- Volunteer Partners
- Brazilian Drug Policy Platform - PBPD
- São Bernardo do Campo City Hall
- São Paulo City Hall
- PricewaterhouseCoopers - PWC
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- United Nations Human Settlements Programme - ONU-HABITAT
- Program of Studies, Research and Training in Policies and Management of Public Security - PROGESP/UFBA
- Jovem de Expressão Program
- Quartis
- Rádio CBN
- Rede Nossa São Paulo
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- Secretariat for Human Rights (Ministry of Justice)
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- Secretariat of Policies for Women of the State of Rio Grande do Sul
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- Secretariat of Public Security of Rio Grande do Sul
- Secretariat of State for Public Security and Social Defense of Espírito Santo
- Secretariat of Public Safety and Security of the Federal District
- Pernambuco State Executive Secretariat for Re-socialization
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- National Public Safety Secretariat (Ministry of Justice)
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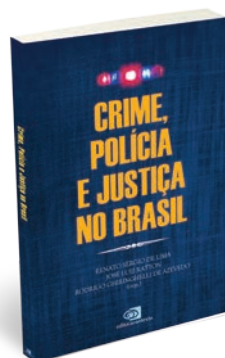
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Narratives in Dispute:  
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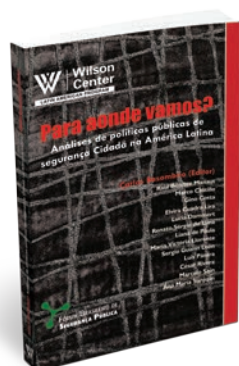
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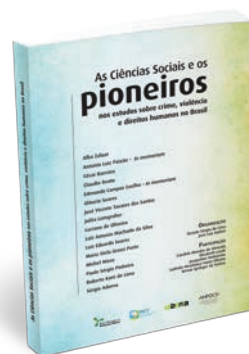
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Where do we go?  
Analysis of Citizen  
Security Public Policy  
in Latin America



The Social Sciences  
and the pioneers in  
the studies on crime,  
violence, and human  
rights in Brazil



Police and  
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Hopes

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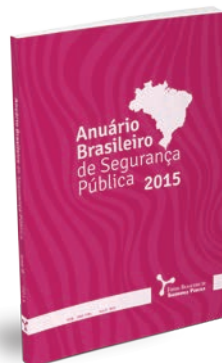
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www.forumseguranca.org.br  
Rua Amália de Noronha, 151, Cj. 405  
Pinheiros 05410 010  
São Paulo SP Brasil  
Tel/fax 11 3081 0925  
contato@forumseguranca.org.br