

A View of the Strategic Planning of Public Safety in the State of Rondônia from the view of Criminality and Social Vulnerability Indexes: A Micro and Mesoregional approach

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Abstract— *The issue of strategic planning for public security is recent in Brazil. Rondônia is no different. The question is whether the State's strategic planning includes approaches that characterize its mesos and micro-regions, from a reading brought by the construction of crime and social vulnerability indexes. Thus, the general objective of this research was to analyze the crime and social vulnerability indices of the municipalities of Rondônia, aggregating them in the micro and mesoregional perspective, in order to build a new vision for the strategic planning of public security at the state level. For this, the hypothetical-deductive method was adopted, as a line of reasoning. The methodology consisted of collecting data on secondary databases from official sources.*

Data were collected following the municipal logic aggregated by micro-regions of Rondônia. For the treatment of the data, the statistical tool SPSS, version 23, was used as an instrument to calculate the crime and social vulnerability indexes, based on the multifactorial analysis technique. It was possible to verify that the micro-regions of Porto Velho and Guajará-Mirim concentrated, on average, the highest rates of crime and social vulnerability, respectively. The two micro-regions highlighted, as already demonstrated, are inserted in the Madeira-Guaporé mesoregion. It is considered essential that public security strategic planning in Rondônia adopts meso and micro-regional technical criteria using quantitative and / or qualitative data subject to comparative analysis, like the one brought by the research, aiming to facilitate the decision making process in with regard to establishing different strategies to be taken in relation to the regions and their specificities that make them unique and specific, requiring different views for different scenarios.

I. INTRODUCTION

When starting this work, we sought to analyze the issue of public security in Rondônia based on the logical construction line brought by Cavalcante[1]. This level of understanding allowed the context of the motivating impact of this research to be reached. Thus, based on the Rondonian meso and micro-regional view, Cavalcante [1]reinforces the existence of two very different realities at the state level that, in some way, have been impacting the respective societies linked to each of these regions of Rondônia. But, knowing this scenario, it is necessary a historical synthesis brought by the aforementioned author that we consider important to insert the reader in this context. That said, throughout its history, the state of Rondônia was consolidated due to events that marked not only the intrinsic context of its territory, but the result of a broader scenario, both nationally and internationally. To begin this line of thought, we must first emphasize three moments that, in our view, marked institutional life in this portion of the Western Amazon.

Adopting a temporal and spatial cut, the first moment, with a direct impact from the geopolitical point of view of the country, we can mention the issue of gold exploration in the Guaporé region, in the early 18th century. This fact allowed Spain and Portugal to dispute the possession of these lands, putting in check the political-administrative design brought by the Treaty of Tordesillas, of 1494. In this 15th century Treaty, Spain was sovereign over this territorial portion. However, during the period of the Iberian Union (1580-1640) it delegated to Portugal the right to its lands in the Amazon. But, with the discovery and exploration of gold in Guaporé, under Portuguese administration, it made it possible for Portugal to begin its formal claim to the sovereignty of these lands. The end of this episode was the

signing of a new agreement between the two nations, known as the Treaty of Madrid, of 1750. Thus, this event allowed, in fact, the Portuguese dominion over these lands, once linked to Spain. In principle this represented, in some way, the first global geopolitical revision of the modern world, beginning in the 16th century. The symbol of this phase is represented by the Forte Príncipe da Beira, in the municipality of Costa Marques (Vale do Guaporé), built to guarantee Portuguese sovereignty over this large expanse of land on the right bank of the Guaporé River.

Such annexation allowed to arrive at the national territorial design practically to what is known today from maps, with the exception of the current state of Acre, which highlights the historical importance of this period. It should be noted, however, that despite the magnitude of the fact, it is still little explored in terms of cultural identity in the region, thus indicating a fertile field for scientific investments and public policies in this sense. However, the definitive design of the Brazilian territory and, therefore, of the state of Rondônia took place, according to Cavalcante[1], from the two main institutional changes that took place in the region: a) Madeira-Mamoré Railroad - EFMM; b) BR federal highway 364. In summary, the Madeira-Mamoré Railroad, the result of a new international agreement, no longer between Spain and Portugal, but now between its former colonies, Bolivia and Brazil, allowed the annexation of Acre to Brazilian territory, due to the signing of the Treaty of Petrópolis in 1903. Rubber, the main economic activity at the time, would have been the motivator of this litigation. From that episode onwards, the boundaries of borders were practically finalized in Brazil.

The symbol of this process is in the railway stations between Guajará-Mirim and Porto Velho and their remnants, such as the coasts, the trains, the rails, the iron

bridges that struggle with time to remain firm on the horizon, despite the tropical climate. Thus, the map of Brazil owes much to these two historical moments that occurred in the region of the valleys of the Guaporé, Mamoré and Madeira rivers. Finally, the last of the episodes refers to the change from the railway modal to the road modal, after the definitive deactivation of the EFMM, in 1972.

With the BR 364 federal highway, according to Cavalcante[1], a new development axis is strengthened, no longer in the Madeira-Guaporé mesoregion (under the influence of the EFMM), but in the East mesoregion of Rondônia (under the influence of the federal), which now concentrates political and economic power, influencing strategic decisions at the territorial level, culminating, in 1981, with the institutionalization of the state of Rondônia with the current 52 municipalities in Rondônia. In this way, the rules of the game quickly began to be dictated by the influence of the relationship of space and power conducted by the East Rondoniense mesoregion, which became the main economy of the State. The Madeira-Guaporé mesoregion, on the other hand, lost economic power and began to absorb a period of strong socio-environmental policy that, in both cases, ended up generating distinct cultures among the societies of Rondônia [1]; [2];[3]. In this way, allowing the construction of the assumption that the economic model observed in the consolidation of the state of Rondônia, as a result of the developmental policies of the integrated colonization projects, idealized by the federal government, was agriculture and that this model has, over time, characterized the economic power of the State with a strong participation in the state GDP. With a few exceptions, the Madeira-Guaporé mesoregion, with greater environmental weight, watches the advance of this economic segment without directly participating in the process [1].

Based on this context, are the realities observed in the two mesoregions, from the point of view of crime rates and social vulnerability, consistent with this view presented? What new can this approach indicate in terms of strategic planning in public security management in Rondônia? Thus, there is no doubt that strategic planning in the public sector has been gaining more and more space in the Brazilian scenario in view of the need for more efficiency, effectiveness and effectiveness in the conduct of its public policies in favor of improving the quality of life of the population in general. However, the context for the elaboration and discussion of a strategic vision to be implemented is preceded by technical studies capable of allowing the public manager and his team responsible for the discussion and construction of the general guidelines to

be inserted in the plan, a scenario that allows taking decision making, as possible, and agile, in the face of a complex and unequal environment. The general objective of the present research is to analyze the crime rates and social vulnerability of the municipalities of Rondônia, aggregating them in the micro and mesoregional perspective, aiming to build a new vision for the strategic planning of public security at the state level. As specific objectives, it is intended to: a) Determine the municipal indices of crime and social vulnerability; b) Determine the average performance of the indices for each of the eight micro-regions of Rondônia; c) Graphically construct the relationship between crime and social vulnerability at the municipal and micro-regional levels of the State. It is also worth highlighting the hypotheses that guide this study: If the crime and social vulnerability rates identified by the research point to a scenario of greater impact in the micro-regions of Porto Velho and Guajará-Mirim, then the context of the approach brought by the research finds a foundation and makes logical and coherent the inequalities brought about in the mid-regional scope of Rondônia, which must be taken into account for the strategic planning of the State's public security; If the crime and social vulnerability indices identified by the research point to a dispersed micro-regional scenario, with no trend related to mesoregional aspects, then the logic of approaching the regions with greater environmental weight is not sustainable, which makes it consistent with the current strategic planning of public security in Rondônia.

II. THEORETICAL FOUNDATION FUNDAMENTAÇÃO TEÓRICA

2.1 Strategic planning in the public sector: concepts and fundamentals

Strategic planning is a management technique of fundamental importance, which allows the organization to know the environment in which it operates, providing a sense of direction and avoiding risks in its actions[4]. Planning is a process that precedes and presides over action[5] For Pfeiffer [6] strategic planning has two purposes: 1) concentrate and direct existing forces within an organization in such a way that all its members work in the same direction; 2) analyze the organization's environment, and adapt it to it, so that it is able to react adequately to the challenges it faces. This author reveals that the intention is for the organization to conduct the development process so as not to be driven by external and uncontrollable factors. However, he emphasizes that this does not mean assuming that the future is controllable, but only that the analysis of changes and the possibilities of adaptation increase an organization's room for maneuver to

better deal with eventual conflicts or crises that may arise. Rezende [7] in turn, emphasizes that the construction of a strategic vision cannot ignore the limitations that the financial and institutional reality imposes on its implementation, under penalty of loss of credibility of the planning effort. Much less, it comes down to the need to integrate planning and budget, as provided for in the constitutional provisions [7].

For this author, it is in the territory, whose occupation is impacted by changes in the economy and demography that accentuate disparities and conflicts and threaten the sustainability of the country's economic union. Thus, in the absence of a spatial strategy, conflicts and antagonisms create an unfavorable environment for federative cooperation and, therefore, increase the difficulties for the reconstruction of planning. As for the identification of risks, he emphasizes that they need to be properly evaluated so that the government can anticipate their outbreak and include the necessary measures among the priorities to be met.

In general, Matias-Pereira[8] emphasizes that planning is an essential practice, both in public and private administration, due to the benefits that the instrument brings to organizations. In public administration, Santos [9] states that given the current complexity, characterized by the scarcity of resources and growing demand from the population, it is essential to act in a strategically planned way in public institutions. In this sense, Rezende [10] highlights that the definition of strategies and their translation into a plan have little effect if the effective conditions for their implementation are not adequate. These conditions, according to the author, depend on the capacities that public bodies have to exercise their responsibilities, even taking into account the limitations imposed by the regulations in force.

For De Toni[11] strategic planning is about government management, the art of governing – when we ask if the government is moving towards where it wants to go, if it is doing what is necessary to achieve its objectives, if it is starting to debate the planning problem. Thus, for this author, the big question is whether the organization is dragged by the rhythm of day-to-day events, like the force of the current of a river or if it knows where to get and concentrates its forces in a defined direction. In this way, it points out that planning, seen strategically, is nothing but the science and art of adding greater governance to our destinies both as people and as organizations or countries. Therefore, government planning, according to De Toni[5], can be defined as a collective political process, coordinated by the State, which, through increased government capacity, carries out a strategic project for society.

For Lopes[12] governmental planning, according to its sphere of action, can be classified as: a) national (defining goals and guidelines for the nation), b) regional (limited to the economic and social peculiarities of a region), c) urban (circumscribed to the growth of a city environment) or sectoral (linked to a specific sector, such as education or the environment). Therefore, it is in the public administration, according to Cunha [13], that the responsibility for defining the Government's strategy in all its public policies is found. For this author, this process of defining actions involves negotiations and conciliation of interests of different groups and social movements, which is essential for the effectiveness of planning. It also reveals that this strategic definition constitutes an intelligent mapping of actions aimed at achieving a shared future, as well as a description of the path used to achieve the government's objectives. Thus, a government's strategy is largely expressed in its governmental planning.

On the topic of planning, Souza[14] considers it to be the fundamental administrative function, serving as the basis for all other functions employed. In addition to this vision, it reveals that in the case of Governments, planning aims to define society's future goals and establish the means to achieve them, so that social transformations are not determined by external or fortuitous circumstances, but rather be a result of conscious decisions generated by managers and inhabitants. In this sense, Cardoso Jr.; Melo[15] emphasize the need for institutions that encourage long-term actions. For Rezende [7] and Rezende[10] in a Federation such as the Brazilian one, a national project cannot be confused with a federal government plan. It must have broader purposes, aimed at building a strategic vision of long-term national interests, which includes the actions required to promote these interests and the measures necessary for their defense in the context of international relations. For Melo[16] continuity in public policies and in the performance of government bodies, over successive administrations, can be achieved through guidance from a long-term development policy or a development plan. This author emphasizes that the expression “long term” should be redundant, were it not for the fact that, with some frequency, the term “development” is used in reference to short-term events and changes.

2.2 Strategic planning in Brazil and Rondônia

In Brazil, as in the rest of Latin America and the Caribbean and in other relatively less developed countries, more systematic planning experiences began in the 1930s in the wake of public policies designed to face the consequences of the 1929 Crisis. In general, they were limited to a few sectors considered priority in each country

– with emphasis on energy, transport, basic sanitation [17]. Starting in the 1940s, Brazil launched numerous development plans. As historical examples, we can mention the SALTE Plan – Health, Food, Transport and Energy (1947), the Goals Plan (1956) and the National Development Plans (I and II –PNDs, from 1972 to 1974 and from 1975 to 1979), respectively) [18]. According to the aforementioned author, with the crisis of 1979 and the decrease in the availability of external resources, the deficit in public accounts caused a cycle of uncontrolled inflation in the country that contributed to the weakening of planning. With the redemocratization, government planning once again stood out as an inescapable attribution of the State, being foreseen in the Federal Constitution of 1988 through the obligation to prepare pluriannual plans.

De Toni[5] highlights that in the recent history of the country, post-redemocratization, government planning was slowly resumed in a different perspective from the seventies and eighties: more indicative and regulatory, but integrated into the public management dimension and more participatory and decentralized.

According to Santos[19], the current formal model of governmental planning is anchored, in particular, on two bases: the Federal Constitution (CF), which determined and gave outlines to three planning instruments (Pluriannual Plan - PPA, Law of Directives Budgets – LDO and Annual Budget Law – LOA); and the 2000 budget reform, which sought to integrate plan, budget and management. For the author, despite the constitutional declarations, the three instruments still lack a lot of evolution to fulfill the objectives for which they were created. For Vaz[20], redemocratization stimulated pressure from society for citizen participation, transparency and social control of governments. For Santos [19], despite the attempt to organize State action, the current model was not able to lead formal planning to a sufficient position to adequately subsidize government coordination.

In this context, Rezende [7] and Rezende[10] considers that the planning and budget model established by the 1988 Constitution did not represent a major innovation. For the author, the change caused a loss for planning, because instead of dealing with a national plan, the PPA, it was reduced to a federal government plan, with each state and also the municipalities taking care of the elaboration and execution of the own PPAs, without any mechanism having been instituted to seek greater articulation of the plans of each entity of the Federation. In the conception of Rezende [7], the root of the problems that affect the quality of planning is the absence of a national project, supported by a strategic vision of the

challenges that the country faces to promote a balanced economic development, in the triple perspective under which this balance must be observed – social, regional and sectoral – in addition to being environmentally sustainable. In this sense, he states that the horizon of the PPA is too short.

In the case of Rondônia, Cunha; Neves[21] reveals that the planning experience begins when the first planning attempt is made, in 1977, with the elaboration of the first Rondônia Goals Plan, whose objective was to obtain a document that contemplated claims, not only in the scope of segments the public sector, but also involving representatives of other segments of society. The visit of government technicians to each municipality and locality represented the first experience of “participatory planning”, as investments began to be made as a result of opinions and meetings with the various communities [21]. In the current Strategic Plan for Rondônia 2019-2023, it is reported that Rondônia is among the newest states in Brazil, having been a federal territory and, finally, a federative unit only in the second half of the 20th century. Therefore, his youth characterized insertions of state planning in an already constituted reality, with the economic cycles of the past and existing local characteristics, shaping his current urban and economic conception. In view of this, it is exposed that five foundations were established for the design of the plan, namely: “[...] The first foundation is the commitment to consider regional peculiarities with social and environmental responsibility, with sustainability as a guideline for protagonism of Rondônia as a model for the development of the Legal Amazon. The identification of the current forces of change is key in the construction of planning, which must be aligned with current trends and uncertainties and strategies of the main actors for the realization of a vision of the future as reliable as possible - this is the second foundation. The third foundation consists of structuring the Plan based on the great legacies that it intends to leave for the years to come. The definition of priorities must reflect pragmatism and feasibility, so that few good legacies are delivered, causing a relevant positive impact for the current and future generations.

The study and analysis of other existing plans and those under construction, the alignment of strategic actions with the 2020-2023 Multiannual Planning (PPA) and the Rondônia State Sustainable Development Plan (PDES), were considered for the preparation of this document, and the compilation of what is most concrete and tangible in these inputs for the formulation of this – this being the fourth and penultimate foundation. The last foundation refers to thinking about the well-being of the citizen, which defines that all the battles that need to be won by

Rondônia were built from indicators and goals that directly impact the result for the Rondônia, as it is the mainstay of the strategy and the *raison d'être* of the state administration [22]. The Strategic Plan for the state of Rondônia 2019-2023 has seven thematic axes: management and strategy, health, safety, education, citizenship, economic development and environment and territorial development. For each of them major battles, key results and initiatives were defined.

2.3 Strategic public security planning in Brazil and Rondônia

According to the Federal Constitution of 1988 in Chapter II, Art. 6, security is a social right: "These are social rights to education, health, food, work, housing, leisure, security, social security, maternity and childhood protection, assistance to the destitute, in the form of this Constitution" [23]. According to Kahn; Zanetic [24] until recently, in Brazil, the problem of public security was understood as something that concerns only the state government and, within it, specifically the organs of the criminal justice system: police, prosecutors, judiciary and prison administration. Also according to the authors, the main argument for not being involved in the issue of public security was the fact that art. 144 of the Constitution assigns the responsibility for civil and military police to the state government. With that, from a limited conception of security, caused by the Federal Constitution itself, the federal and municipal actions were compromised.

Since the enactment of the Constitution in 1988, several plans and public security programs have been developed and presented by the federal government with a view to implementing public policies to prevent violence and reduce crime. Highlights include the National Public Security Plan (1991); I National Human Rights Program (1995-1996); National Public Security Plan (2000); II National Human Rights Program (2002); Public Security Project for Brazil (2003-2006); National Program for Public Security with Citizenship - Pronasci (2007-2010); Safer Brazil Plan (2012); National Homicide Reduction Plan (2015); National Public Security Plan 2016/2017; National Public Security and Social Defense Policy (PNSPDS), 2018.

The 2000 National Public Security Plan is considered the first national and democratic security policy focused on stimulating technological innovation; it alludes to the improvement of the public security system through the integration of security, social policies and community actions, with which it is intended to define a new public security and, above all, a novelty in democracy [25]. However, in the view of Ballesteros [26] public security policies in Brazil have, as a rule, been designed and

implemented in a fragmented and poorly planned way. Also according to the same author, unlike what happened with other rights supported and reformulated by the Constitution, the right to security and order, as well as the organizational structure that should guarantee them, was restricted to the list of some police organizations, passing away from the citizen characteristic attributed to the other spheres of Brazilian social life, which was beginning to be reconfigured.

According to Brasil [27], the national territory has been experiencing difficulties in the implementation of public policies, whose roots lie much more in the form and mechanisms of federative articulation and coordination (between levels of government) and of the republic itself (between State bodies and Powers) than in the absence of initiatives. The country needs to look at the governance mechanisms of the public security and criminal justice system, in order to give maximum effectiveness, efficiency and efficiency to the efforts that are being made and interrupt the cycle of fear and violence that challenges the public power and threatens the society [27]. It is known that population insecurity and crime reduction are not issues of immediate solution and, however, given the current stage, this issue does not involve only specialists in the area, but an initiative between federal, state, municipal governments, civil society and other organizations [28].

With regard to the state of Rondônia, according to Lessa [29]. In 2003, the State Public Security Plan of Rondônia was created in 2003, with the objective of "reducing by at least 40% (forty percent) the number of crimes per one hundred thousand inhabitants, in the period from 2004 to 2007". During the period between 2008 and 2017, Rondônia's public security policy was not the result of sectoral strategic planning, given that there was no state plan [29]. In 2019, Decree No. 23,698, of February 27, approves the Strategic Plan for Public Security, Defense and Citizenship of the State of Rondônia (SESDEC), for the period from 2018 to 2030. It is worth noting that the strategic plan of SESDEC and subordinate institutions, with a time horizon of 2018-2030, aims to "make Rondônia a developed, competitive, modern State with excellence in public management, socially fair and environmentally sustainable", concentrating efforts, in order to seek a "Rondônia for peace", committed to overcoming challenges to guarantee people a safe environment with less violence and crime.

However, for the achievement and excellence in the vision of the future, starting from the premises focused on the areas of results regarding public security, the aforementioned strategic plan for public security in Rondônia directs strategic actions from the perspectives of

cooperation, social justice, science and innovation: Carry out dynamic and innovative management with a focus on improving public security services; Provide public security policies, aiming at the culture of cooperation between public bodies and society; Improve public security services and modernize strategic management through partnerships; Transform public security with an emphasis on people, seeking to improve the productivity and motivation of employees; Increase budgetary participation and strengthen the capture of extra-budgetary resources; Base actions on research and development to generate innovation and technology; Decision making based on social, political, economic and cultural contexts, with distributed information; Base decisions on knowledge of the external and internal environment, in order to impact the results, through monitoring and evaluation; Provide quality infrastructure for public security agencies; Promote an integrated work process, focused on efficiency; Promote the well-being of employees; Strengthen public security agencies and community police actions; Promote collaborative relationship between public security bodies, external bodies and society; Prioritize preventive, repressive and inspection actions for internal security at borders, ports and airports; Promote planned actions for the institutional growth of the secretariat and its bodies; Ensuring integrated training actions for bodies linked to public security; Rational use of financial, human and institutional resources; Strengthen and create a fundraising mechanism for sustainability for institutional development.

Regarding the Rondônia Strategic Plan, 2019-2023, the issue of public security is also presented as one of the axes in this document. The axis encompasses state actions that prevent and repress violent actions against property; and those of a character more focused at the level of individuals, comprising the entire state public security system. In the plan, the major strategies intended to meet the security needs of the population were concentrated in the four main stages of the flow of the state public security system (intelligence, prevention, coercion and social reintegration), with the challenges presented as being: Technological modernization in the prevention and investigative process of the police, in order to establish a high rate of elucidation of violent crimes in the State. The reduction in the rate of violent crimes against property and traffic, in order to make Rondônia the safest state in the northern region; The implementation of alternatives to the current model of the prison system, both for the reduction of overcrowding and for the resocialization of the prisoner.

For Ballesteros [26] the effectiveness of the public security system results from the ability to articulate multisectoral and interorganizational interventions aimed at preventing crime or overcoming its consequences after it

has already occurred. This articulation is fundamentally based on an efficient management of resources, information and strategies, which favors participatory formulation and implementation and is supported by constant and reliable monitoring and evaluation instruments, to correct the course of interventions, to consolidate well-established and socially legitimate practices. Ferreira[30] states that, in the current scenario of society, where violence and crime persecute the State as one of its most serious problems, the strategic planning tool is basic to preventive and repressive preparation and control. According to this author, a new vision of prevention and social response to the problems and damage caused by urban violence and crime is needed, which can provide a very useful tool for government management.

2.4 Contextualization on the topic of crime

Crime has worsened daily in Brazil, drastically affecting the lives of its citizens [31]. The accelerated growth of violence and the State's inability to promote crime control policies raised the discussion on public security to the main concerns of Brazilian society [32]. According to Waiselfisz[33], Brazil is currently among the countries with the highest homicide rates in the world, whether based on an absolute or relative criterion. Brazil is currently ranked 14th in the world in terms of intentional violent deaths and 2nd in absolute numbers [34]. Brazil currently has a rate of 30.5 homicides per 100,000 people, the second highest in South America, after Venezuela, with 56.8. In total, around 1.2 million people lost their lives to intentional homicides in Brazil between 1991 and 2017 [35].

In the diagnosis of homicides in Brazil, produced by the Ministry of Justice [36], the following macro causes of homicides in the country were identified: (i) gangs and drugs; (ii) property violence; (iii) interpersonal violence; (iv) domestic violence; (v) conflicts between civil society and police; and (vi) lack of State presence. In addition to factors that are transversal to all homicides, such as: availability of firearms and accumulation of social vulnerabilities.

Santos; Kassouf[31] emphasize that the costs of crime to society are relatively high. Material damage, public and private spending on its prevention and combat are just some of the elements that make up the costs of crime for society. In addition, they cause other costs, no less important, such as the reduction of the stock of human capital, the reduction of the quality of life, the reduction of tourist activity and the loss of attractiveness of new productive investments and/or the expulsion of existing ones.

In Brazil, the distribution of deaths from violent causes is not restricted to a region, state or municipality, but impacts Brazilian society in general, causing loss of life, threats and fear. Also, it does not occur homogeneously, but varies between these territories and in each space over time [37]. According to the Atlas of Violence 2019 [38], the evolution of homicide rates between 2007 and 2017 was quite different across Brazilian regions. In recent years, while there was a residual decrease in the Southeast and Central-West regions, there was a certain stability of the index in the South region and accentuated growth in the North and Northeast. According to Riccio et al.[39], a recent but serious phenomenon is the internalization of violence that has grown in medium and small cities in the last two decades in the wake of drug trafficking. According to the authors, new demands arise for an overburdened criminal justice system in its various spheres. According to these authors, the characteristics of each region and the social relations they produce interfere with existing crime patterns. Thus, border regions, intensive agriculture or large urban centers have specificities in relation to the incidence of violence.

The federal government and Brazilian sub-national units and civil society organizations have sought to integrate actions to combat crime in large and medium-sized cities in the country. The experiments to contain the alarming crime rates, however, proved to be unsuccessful in most of them [40]. With regard to the Amazon, in Northern Brazil, Fraga[41] points out that the region is experiencing a significant increase in indicators of violence, and its large territorial extension and the absence of an adequate public security policy make the problem difficult to face, contributing to its expansion. The author emphasizes that violence in this region is traditionally related to conflicts over land tenure, the illegal exploitation of its natural resources and the appropriation of the spaces of the traditional communities inserted there. Added to this is the geographic location, on the border with cocaine-producing regions, which places it on the route of international trafficking.

Deluchey[42] reports that in the more rural regions of the Amazon, homicides seem to accompany the pioneering fronts of deforestation and the intensification of human activities (mining and soy). The concentration of "firearm homicides" follows the arrival of pioneering human activities in areas of deforestation and the transformation of the Amazonian rural territory into areas of intense cultivation, mainly soybeans. However, the discussion on the public agenda about crime in the Amazon has privileged the debate on the preservation/conservation of its biodiversity, the survival

of the Amazon forest, deforestation and fires, national defense and protection of borders, among others no less relevant. In a way, the defenders of the criminality agenda in the academic and political agenda have not been successful in the relevance of the theme [40]. According to Machado [43], the history of the colonization of Rondônia can explain the violence and the large number of conflicts that permeate its society, since its colonization repeated, to a large extent, the very history of the colonization of Brazil with the decimation of indigenous peoples and deterritorialization of traditional peoples. The number of homicides recorded in Rondônia, compared to other states of the federation, is very high and represents social conflicts that have not yet been dealt with, since most of them are related to people who work in the field, in mining and in large enterprises, which they leave behind a trail of unemployed, displaced, deterritorialized, in short, people without work and without perspectives, marginalized [43].

According to Lessa; Silva[44] due to the geographic position of Rondônia, with 1,343 km of territorial area bordering Bolivia, the State has a significant portion of crimes that occur in its territory related to transnationality. According to the authors, the crimes of robbery and theft of vehicles (taken to Bolivia to serve as currency for drugs), homicides (the result of settling accounts between traffickers), smuggling, embezzlement, among other crimes, are common. However, the authors consider that the main illicit activity in the state's border area is related to the trafficking of drugs, diamonds and weapons. The dispute over the domain of territories for the distribution and sale of drugs also reflects their numbers on crime. Pereira-Filho; Tannuri-Pianto; Sousa[45] emphasize that crime has become, in recent periods, one of the biggest Brazilian social problems, and has increasingly demanded, in addition to financial resources, more planning, operational intelligence and coordination in the various attempts to overcome it. Therefore, in Deluchey[42] view, building proposals for public security means taking into account the context in which criminal violence is exercised, and the interests it serves. Once this examination has been carried out, the author also suggests proposals for changes in the exercise environment of this public sector, before expressing proposals related to public security itself.

2.5 Contextualization on the topic of social vulnerability

The word vulnerable comes from the Latin verb "vulnerare", which means to hurt, to penetrate. Due to these etymological roots, vulnerability is a term generally used to refer to predisposition to disorders or susceptibility

to stress [46]. The approach to vulnerability is characteristically interdisciplinary and strongly anchored in the Social and Human Sciences, seeking to understand, in addition to epidemiological determinants, the dimension of the senses and meanings of subjects' exposure to certain risk situations, as well as the implications and differentiated effects of these exhibitions in individual and interactive trajectories [47].

The issue of social vulnerability is not new, as this terminology has been commonly applied by social scientists from different disciplines for quite some time. The theme is characterized by a complex conceptual field, consisting of different conceptions and dimensions that can focus on economic, environmental, health, rights, among many others. Although this theme has been worked on over the years, it should be noted that it is a concept under construction, given its magnitude and complexity [48]. Social vulnerability is the negative result of the relationship between the availability of material or symbolic resources of actors, whether individuals or groups, and access to the structure of social, economic, cultural opportunities that come from the State, the market and society [49].

The vulnerability framework allows us to understand the ways in which individuals face adverse events and adopt certain behaviors, not according to the view of a rational subject who guides his action only by the availability of information, but from the perspective of a subject imbricated in a dynamic system of relationships and constraints of different orders (social, political and economic), which influences their choices and conditions

of existence [49]. The situation of vulnerability combined with turbulent socioeconomic conditions causes great tension among young people, which directly aggravates the processes of social cohesion and, in some situations, encourages an increase in violence and crime [50]. In Brazil, violence is present in most cities, where high crime rates are accompanied by social inequality, misery, government failure, inefficiency of policies in the area of security and frustrations generated by the consumer society [50]. In this context, considering the latest available data on crime and social vulnerability, it remains to analyze the context of Rondônia from the perspective of strategic planning for public security and discuss new approaches that may arise from this logical approach.

III. METHODOLOGY

For the development of the present study, the hypothetical-deductive method was adopted as a line of reasoning. The methodology consisted of collecting data in secondary databases, from official sources of the Brazilian government. Data were collected following the municipal logic aggregated by microregions of Rondônia. The research analyzed the microregions of the State, considering the IBGE methodology, which classifies Rondônia with two mesoregions and 8 microregions, namely: i) Madeira-Guaporé mesoregion, involving the microregions of Porto Velho and Guajará-Mirim; ii) East Rondoniense mesoregion, covering the micro-regions of Ariquemes, Ji-Paraná, Alvorada do Oeste, Cacoal, Colorado do Oeste and Vilhena.

Table 1: Counties surveyed according to micro and mesoregions

Mesoregions	microregions	Municipalities
Madeira-Guaporé	microregion Guajará-Mirim	Costa Marques, Guajará-Mirim, São Francisco do Guaporé
	microregion Porto Velho	Buritis, Campo Novo de Rondônia, Candeias do Jamari Cujubim, Itapuã do Oeste, Nova Mamoré, Porto Velho
	microregion Alvorada D'Oeste	Alvorada D'Oeste, Nova Brasilândia D'Oeste, São Miguel do Guaporé, Seringueiras
East Rondoniense	microregion Ariquemes	Alto Paraíso, Ariquemes, Cacaúlândia, Machadinho D'Oeste Monte Negro, Rio Crespo, Vale do Anari
	microregion Cacoal	Alta Floresta D'Oeste, Alto Alegre dos Parecis, Cacoal, Castanheiras, Espigão D'Oeste, Ministro Andreazza, Novo Horizonte do Oeste, Rolim de Moura, Santa Luzia D'Oeste
	microregion Colorado do Oeste	Cabixi, Cerejeiras, Colorado do Oeste, Corumbiara, Pimenteiras do Oeste

microregion Ji-Paraná	Governador Jorge Teixeira, Jaru, Ji-Paraná, Mirante da Serra, Nova União Ouro Preto do Oeste, Presidente Médici, Teixeirópolis, Theobroma, Urupá, Vale do Paraíso
microregion Vilhena	Chupinguaia, Parecis, Pimenta Bueno, Primavera de Rondônia, São Felipe D'Oeste, Vilhena

Source: IBGE [51].

For data processing, the SPSS statistical tool, version 23, was used as an instrument to calculate the crime and social vulnerability rates, idealized by the research, based on the technique of multifactorial analysis. The model in question follows the calculation reasoning proposed or applied by Reis, 2001[52];; Hair et al., [53]; Santana, [54];, Gama et al.,[55]; Santana, [56]; Cavalcante, [1]; Favero; Belfiore, [57].

3.1 Indicators raised by the survey

The indicators surveyed and which were part of the analysis of this work are listed in Table 2. For the crime indicator constructed in this study, it followed those presented in the atlas of violence in Brazil, prepared by IPEA. The social vulnerability indicator, named as it represents social factors that we believe are somehow related to factors that, in principle, have the potential to interfere with crime, were chosen based on available data, at the municipal level, by official bodies.

Table 2: Description of the crime and social vulnerability criteria used by the research

Index	Indicator	Year	Source
Crime	Rate of victims of traffic accidents (100,000 Inhabitants)	2017	IPEA (www.ipeadata.gov.br)
	Murder rate (100,000 Inhabitants)		
	Suicide rate (100,000 Inhabitants)		
	Proportion of traffic accidents as a cause of mortality		
	Proportion of traffic accidents as a cause of mortality among young people aged 15 to 29 years		
	Proportion of homicides as a cause of mortality		
	Proportion of homicides as a cause of mortality among young people aged 15 to 29 years		
	Proportion of suicides as a cause of mortality (2017)		
Social vulnerability	Proportion of people living in extreme poverty (%)	2018	National Confederation of Municipalities (https://www.cnm.org.br/municipios/registros/100111/todos)
	Mortality rate	2017	State Observatory for Regional Development (http://www.odr.ro.gov.br/home/municipioperfil#)
	Infant mortality (deaths per thousand live births)	2017	IBGE (https://cidades.ibge.gov.br/)
	Hospitalizations for diarrhea (hospitalizations per thousand inhabitants)	2016	
	Total population served with water supply	2017	National Sanitation Information System

Total population served with sanitary sewage	2017	(http://app4.cidades.gov.br/serieHistorica/#)
Total population served in the municipality with waste collection	2017	
Illiteracy rate	2010	IBGE (Censo demográfico)
School dropout - early years (1st to 5th year) (%)	2017	National Confederation of Municipalities (https://www.cnm.org.br/municipios/registros/100111/todos)
School dropout - final years (6th to 9th grade) - base year 2017 (%)	2017	
Percentage of employed population	2017	IBGE (https://cidades.ibge.gov.br/)
Unemployment rate 16 years and+	2010	IBGE (demographic census)
child labor rate	2010	IBGE (demographic census)

Source: Research data.

The scale adopted for analysis followed the following classification: Level 1: 0.000 to 0.100 (extremely low); Level 2: 0.101 to 0.200 (very low); Level 3: 0.201 to 0.300 (low); Level 4: 0.301 to 0.400 (medium to low); Level 5: 0.401 to 0.500 (average); Level 6: 0.501 to 0.600 (medium to high); Level 7: 0.601 to 0.700 (high); Level 8: above 0.701 (very high). Based on the two indices constructed in this study, they were related using the regression graphics of SPSS, version 23. For the calculations of correlations, they were made using the statistical package of Excel, version of Windows 10 Pro, version updated in 2020.

IV. DATA RESULTS AND DISCUSSION

When analyzing Table 3, we highlight only the performances considered “high” and “very high”, that is, indexes above 0.600. In this sense, in relation to the crime rate, it was found that 9.62% of the municipalities in Rondônia were at this level, presenting performance either “high” or “very high”. In relation to the social vulnerability index, 13.46% of the municipalities in the state presented performances at this level, in relation to the period of data collection used in this study. When

analyzing based on the mesoregional scenario, it appears that 20% of the municipalities were concentrated in this same performance range, both for the crime rate and for the social vulnerability index. In the East Rondoniense mesoregion, this performance level was 7% and 14% of the municipalities, respectively.

But, when analyzing the performances above 0.500 (“medium to high” or higher) where it can represent an alert in terms of strategic vision on the subject, it appears that 19% of the municipalities in the State have crime rates in this range. In terms of social vulnerability, this percentage rises to half of the municipalities in Rondônia, which is still a concern.

From the mesoregional point of view, the situation is even more worrying, because in relation to the crime rate, where 30% of the municipalities in the Madeira-Mamoré mesoregion are in this range. In relation to the social vulnerability index, this percentage rises to 70% of the municipalities. In the East Rondoniense mesoregion, the result is milder, where 17% of the municipalities had a crime rate in this performance range and, in relation to the social vulnerability index, 45% of them are also in this range.

Table 3: Crime rate and social vulnerability in the municipalities of the state of Rondônia, by microregion.

MICROREGIONS	MUNICIPALITIES BY MICROREGION	Crime Index	Index Vulnerability
GUAJARÁ-MIRIM	Costa Marques	0,239	0,731
	Gujará-Mirim	0,268	0,584
	São Francisco do Guaporé	0,605	0,512
PORTO VELHO	Buritis	0,346	0,486
	Campo Novo de Rondônia	0,631	0,597
	Candeias do Jamari	0,528	0,600

	Cujubim	0,363	0,594
	Itapuã do Oeste	0,397	0,438
	Nova Mamoré	0,475	0,632
	Porto Velho	0,369	0,276
ALVORADA DO OESTE	Alvorada D'Oeste	0,199	0,498
	Nova Brasilândia D'Oeste	0,329	0,508
	São Miguel do Guaporé	0,462	0,421
	Seringueiras	0,374	0,382
ARIQUEMES	Alto Paraíso	0,517	0,606
	Ariquemes	0,475	0,258
	Cacaulândia	0,668	0,470
	Machadinho D'Oeste	0,442	0,480
	Monte Negro	0,446	0,424
	Rio Crespo	0,044	0,503
	Vale do Anari	0,330	0,629
CACOAL	Alta Floresta D'Oeste	0,432	0,504
	Alto Alegre dos Parecis	0,385	0,754
	Cacoal	0,287	0,212
	Castanheiras	0,161	0,462
	Espigão D'Oeste	0,360	0,390
	Ministro Andreazza	0,537	0,469
	Novo Horizonte do Oeste	0,664	0,523
	Rolim de Moura	0,423	0,313
	Santa Luzia D'Oeste	0,293	0,632
COLORADO DO OESTE	Cabixi	0,588	0,485
	Cerejeiras	0,387	0,415
	Colorado do Oeste	0,368	0,393
	Corumbiara	0,143	0,536
	Pimenteiras do Oeste	0,306	0,458
JI-PARANÁ	Governador Jorge Teixeira	0,386	0,709
	Jaru	0,460	0,287
	Ji-Paraná	0,337	0,232
	Mirante da Serra	0,545	0,556
	Nova União	0,239	0,582
	Ouro Preto do Oeste	0,334	0,305
	Presidente Médici	0,310	0,495
	Teixeirópolis	0,491	0,546
	Theobroma	0,466	0,586
	Urupá	0,358	0,546

	Vale do Paraíso	0,156	0,581
VILHENA	Chupinguaia	0,677	0,395
	Parecis	0,347	0,673
	Pimenta Bueno	0,462	0,275
	Primavera de Rondônia	0,180	0,545
	São Felipe D'Oeste	0,342	0,539
	Vilhena	0,397	0,205

Source: Research data.

Therefore, a worrying state scenario is evidenced in relation to the two indices shown in this study, to a lesser and/or greater degree, considering the microregions of the two mesoregions of the State. The question now is how these two indices relate to each other within a municipal context. It can be seen that the five municipalities with the highest crime rates, in descending order, were: Chupinguaia (0.677), Cacaulândia (0.668), Novo Horizonte do Oeste (0.664), Campo Novo de Rondônia (0.631) and São Francisco do Guaporé (0.605). And the five municipalities that had the lowest crime rates were: Rio Crespo (0.044), Corumbiara (0.143), Vale do Paraíso (0.156), Castanheiras (0.161) and Primavera de Rondônia (0.180).

Regarding the social vulnerability index, it appears that the five municipalities in Rondônia with the highest indexes were, in descending order: Alto Alegre dos Parecis (0.754), Costa Marques (0.731), Governador Jorge Teixeira (0.709), Nova Mamoré (0.632) and Santa Luzia do Oeste (0.632). When analyzing the five municipalities with the lowest rates of social vulnerability, the following sequence is obtained: Vilhena (0.205), Cacoal (0.212), Ji-Paraná (0.232), Pimenta Bueno (0.275) and Porto Velho (0.276). In general, it is possible to verify, based on the results presented so far, that a tendency of internalization of the problems of criminality and social vulnerability in the state of Rondônia, based on the indicators worked in this study and the time cut carried out, which concerns current data available from official sources.

This process of internalization has been pointed out by some researchers in different studies carried out in the country. In this sense, according to the Map of Violence [58], between 2000 and 2011, violence in Brazil underwent a process of dissemination and internalization due to having moved from large municipalities - above 100 thousand inhabitants - for small towns. For Waiselfisz [59] the growth of homicides in the 'inland' of the country did not occur homogeneously, but some states contributed more decisively to this increase. In 2008, this same author already pointed out that the increase in homicides in

smaller municipalities was due to the fact that a process of relevant decentralization and deconcentration of economic development is underway in the country, with the emergence of new growth poles in the interior. And this new territorial dynamics of development would, therefore, also impact the geographic distribution of violence in the country [60].

Society, in general, seeks to curb criminal activities. For these activities to undergo a process of decline in a social structure, elements such as, for example, the structuring of police apparatus, educational training, job offer, planned urbanization and income distribution must emerge [61]. Battela; Diniz[62], in turn, state that the crime pattern in a region is linked to regional characteristics, such as location and concentration of wealth. It is noted that there are regions in Rondônia where the problem of violence is more striking, but in other municipalities, however, the issue of social vulnerability, although violence is noticeable, shows an equally important concern. Thus, the challenge for public security lies in devising interrelated strategies between "end" activities, which are actions aimed at reducing crime through institutional control, and "means" activities, which are actions aimed at to soften and create opportunities for social inclusion aiming at improving the quality of life.

In this sense, one should, for example, question the role of the public manager in stimulating the development of municipalities located in frontier strips based on the logic of economic, social, political-institutional and environmental integration, aiming at a more effective process in terms of regional development policies, along with the view that such border regions are also the focus of illicit trafficking, drug trafficking, income concentration, poverty, etc. terms of strategic vision. What is sought here is to expose exactly this aspect, where the basis of decision-making regarding the role of the State in conducting public policies, in the case portrayed here of public security, can find concomitant mechanisms of action, both in the scenario of "cause-effect", where police control of security to society is more active, as well as in

interdisciplinary actions of a more transversal nature, where public security can connect to other areas of public action aiming to minimize social vulnerability, through a strategic vision that permeates the generation of employment and income, leisure, education, health, in short, ways to satisfy the basic needs of the population, as already pointed out by the Maslow scale.

According to Batella; Diniz[62], variables such as wealth, income inequality, infrastructure, education and population structure have impacts on the occurrence of criminal acts. Shikida; Oliveira[63] states that despite there being a bilateral relationship between crime and development, there is evidence that socioeconomic factors are the cause of crime. According to these same authors, it is believed that as development indicators increase, the incidence of crimes tends to decrease. Therefore, given the context brought by the present research, which deals with the meso and micro-regional approach in Rondônia, and at this point inserting a fact considered relevant by the

present research, where the environmental issue, within an institutional context, has been impacting more strongly the Madeira mesoregion -Guaporé in relation to East Rondoniense.

In the micro-regions of Porto Velho and Guajará-Mirim, the highest rates of crime and social vulnerability, respectively, were concentrated in the average of the observed municipal performances. The two highlighted microregions, as already demonstrated, are part of the Madeira-Guaporé mesoregion. This mesoregion in Rondônia has the highest environmental indices in the State, a fact that is intended to be a logical element of analysis in the work of building a vision for the establishment of a more effective public security strategic planning management for the State of Rondônia. Based on the indices constructed by the present study, correlations were made between them based on the groupings by microregions of Rondônia, which can be seen in Table 4, below.

Table 4: Correlations between crime rates and social vulnerability by microregions in Rondônia.

Mesoregions	microregions	Correlation
Madeira-Guaporé	Guajará-Mirim	-0,7966
	Porto Velho	0,54363
East Rondoniense	Alvorada do Oeste	-0,66753
	Ariquemes	-0,18299
	Cacoal	0,126231
	Ji-Paraná	-0,02574
	Vilhena	-0,43071

Source: Research data.

The result indicates a strong and negative correlation in the microregions of Guajará-Mirim (-0.80) and Alvorada do Oeste (-0.67). The Porto Velho micro-region presented a positive correlation of 0.54 and the other micro-regions surveyed showed a very insignificant correlation, indicating that there are other factors that can explain this behavior. In the case of the Guajará-Mirim micro-region, such values indicate that 80% of the violence can be explained by the behavior of social vulnerability and vice versa, in a negative way, that is, the higher one of the indices, the lower the other. This result indicates that more studies are needed on the subject, in order to bring new readings about this scenario that shows to be quite varied among the microregions surveyed in Rondônia. However, it is evident that the Madeira-Guaporé mesoregion presented, in microregional terms,

performances that indicate a different scenario in relation to the other microregions of the State. Thus, this research suggests that Rondônia's public security policy should not be based only on a single indicator, as it can lead to a somewhat mistaken regional reading. Therefore, it is worth mentioning that this is done based on a set of indicators, through readings of constructed indices, from scientific techniques and instruments, in order to allow the micro-regional peculiarities to be perceived and that such a policy is appropriate for each of observed realities. With this, expanding the vision of abstraction of the problem of public security in Rondonia and, consequently, adjusting the strategic planning, in order to understand its regional inequalities.

V. FINAL CONSIDERATIONS

The first hypothesis built in this study is confirmed and valid, which says: “If the crime and social vulnerability rates identified by the research point to a scenario of greater impact in the micro-regions of Porto Velho and Guajará-Mirim, then the context of the approach brought by the research finds a foundation and makes logical and coherent the inequalities brought about in the mid-regional scope of Rondônia, which must be taken into account for the strategic planning of public security”;

It is essential that the strategic planning of public security in Rondônia adopts technical, meso and micro-regional criteria, using quantitative and/or qualitative data, subject to comparative analysis, such as the one brought by the research, in order to facilitate the decision-making process decision-making to establish different strategies to be taken in relation to regions and their specificities that make them unique and specific, requiring different visions for different scenarios;

The results found for Rondônia in relation to crime and social vulnerability rates showed consistency with the theoretical and methodological foundations of the research, thus revealing its validation from a scientific point of view;

With this study, the internalization of violence in Rondônia is evidenced, which confirms the tendency of this scenario at the national level in relation to the studies shown here;

It becomes worrying and urgent the need to build a systematized and standardized database on the reality of Rondônia focused on the area of interest of public security in the State, where it is suggested the creation of a statistical department within the framework of the structure of the public security of the State, as has been observed in other regions of Brazil.

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