

Confronting the Violence Epidemic in Brazil

Strengthening Governance & Management of the Public Security Sector 



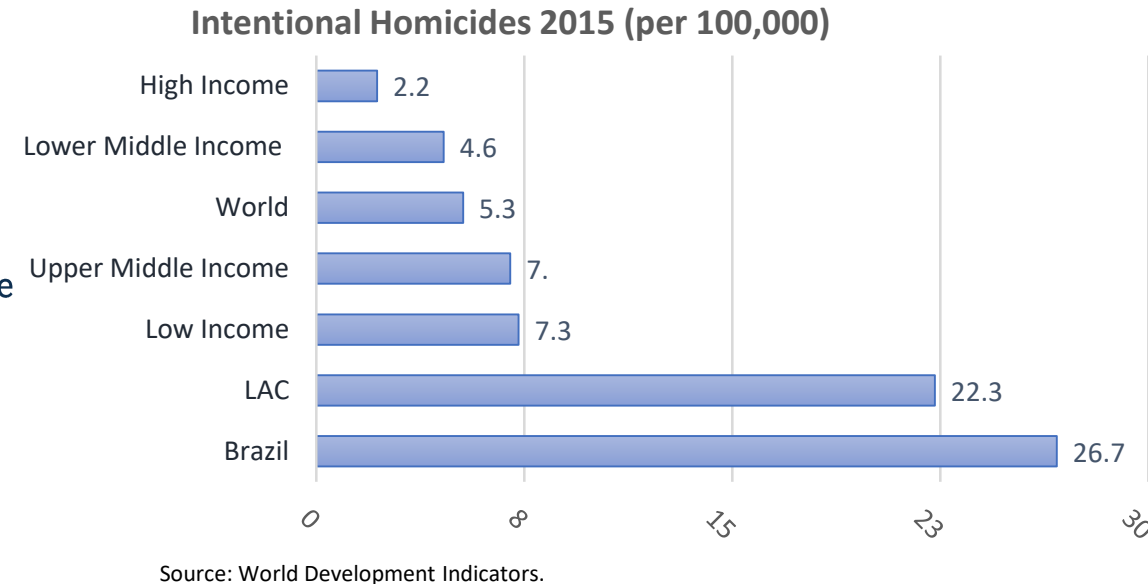
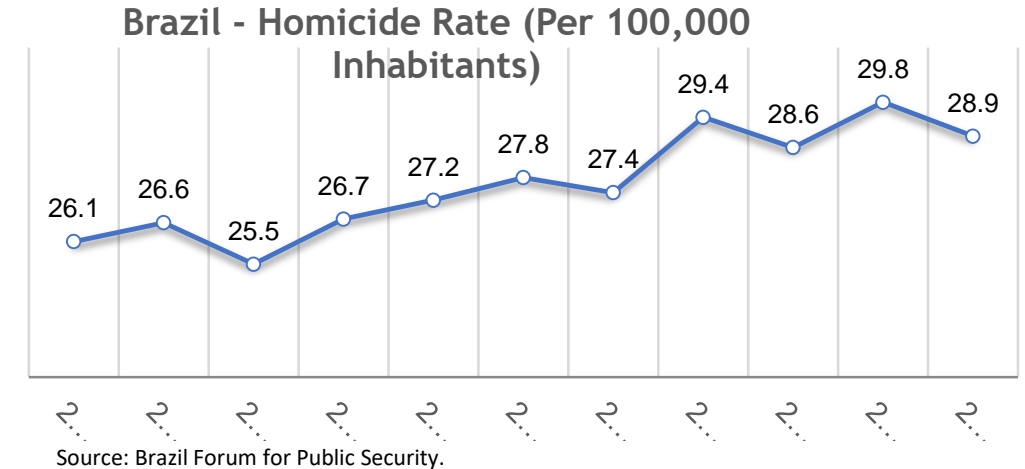
THE WORLD BANK
IBRD • IDA | WORLD BANK GROUP

Agosto, 2018

I. Main Sectoral Challenges

Deterioration of Security Trends

- After a modest and gradual decline in the country's homicide rate throughout the 2000s, violence started to increase again.
- In 2016, Brazil recorded the highest number of homicides (**61,283**)
 - The homicide rate reached **30.5 per 100,000**, hitting the WHO benchmark for conflict level violence.
- **High degree of heterogeneity**
 - Violence is clustered geographically, during the lifecycle, in segments of the population
 - 2% of the cities account for 50 % of the homicides in the country
 - The majority of victims are Afro-Descendants (homicide rate in the segment reaches 40.2/100,000),
 - Extreme poverty rate is 9 times higher in the 10 most violent than in the 10 least violent municipalities
- **Cost of Violence:**
 - This endemic level of violence is associated to important costs: estimated between **3.8 and 5.4% of Br. GDP**

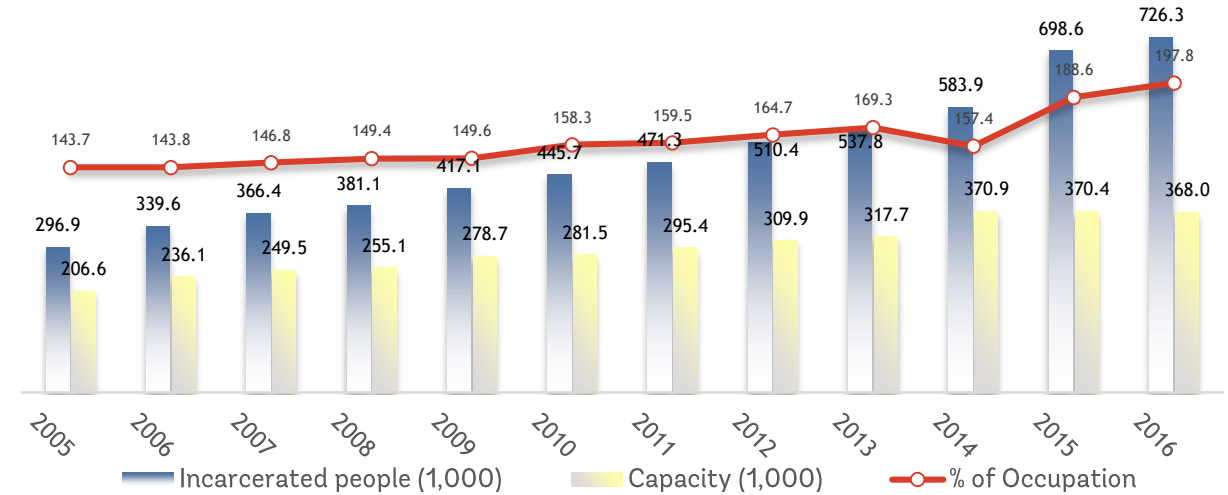


I. Main Sectoral Challenges

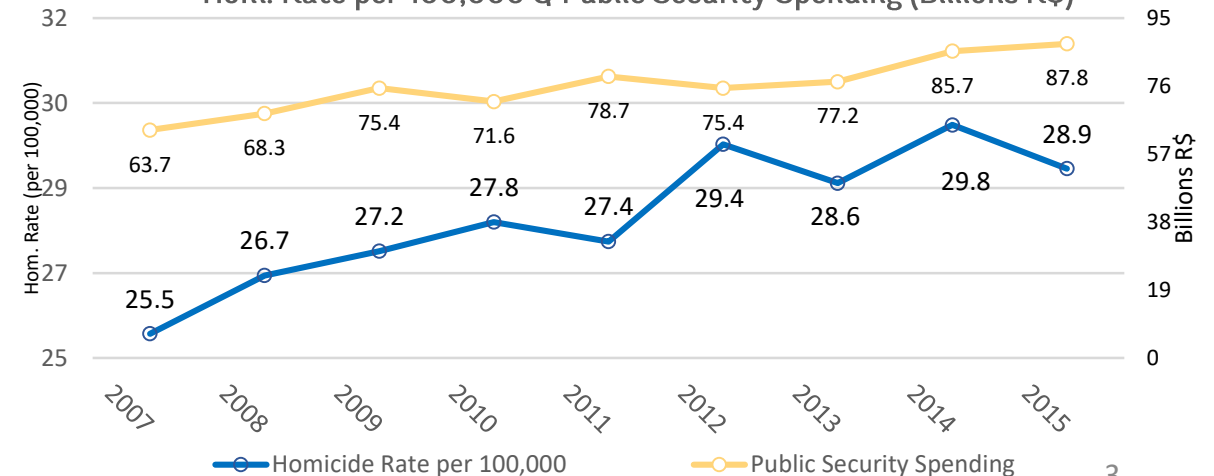
Prison Population and Public Security Spending

- **Brazil incarceration rate** more than doubled between 2005 and 2018
 - At 328 per 100,000. Brazil ranks **7th worldwide** in terms of its incarceration rate
- **Prison Population: 90% male & 40% in pretrial detention**
 - Trend associated with expansion of use of pretrial detention and increase arrest linked to drug possession
- **The recent deterioration in security trends occurs against a backdrop of rising public security expenditures**
 - Public expenditure in the sector grew 38% (from R\$ 63.7bn. to R\$ 87.8bn.) between 2007-2015
 - Incarceration costs increased 167% between 2005-2015 (~0.26% of Br. GDP)

Prison Population: Prison Capacity & Occupation (2005-2016)



Hom. Rate per 100,000 & Public Security Spending (Billions R\$)



Source: Lima 2018.

Complex governance system and lack of coordination

- Lack of coordination across federal and local governments and the lack of a clear management and accountability structure leads to **uneven funding flows and hinder policy implementation.**
 - Diffuse responsibilities and poor inter-institutional coordination
 - Lack of a robust and dependable public security information system, which leads to paucity of data to diagnose the issue and on policy effectiveness.
 - Poor information, monitoring, and planning systems
 - Institutional and regulatory weakness
 - Precarious financing & performing arrangements

Weak and Low Performing Institutions

- Low performing institutions create a legitimacy vacuum and open the space for drug trafficking organizations to set up parallel institutions and to manage many aspects of life in controlled neighborhoods, shaping community identities and way of living.
 - Widespread perception of high level of corruption and impunity
 - Low performing justice system and overcrowded prisons
 - Govt. absence and under provision of public goods and services in disadvantaged neighborhoods
 - Low Trust in Police, abusive practices and limited constructive relationships with communities

II. Recommendations

Promote an integrated & context specific approach to citizen security

- **Policy Approach:**

1. Assess alternative justice systems and promote move towards proactive approaches to rethink prison as an opportunity to rehabilitate and break the cycle of recidivism
2. Ensure that the core principle of effective policing approaches are systematically included in the national curricula suggested by the National Government and which serve as basis for state and municipal government training.
3. Institutionalize mechanisms to improve coordination among the different actors who are key players in this sector.

- **Territorial Approach:**

1. Design, test, and implement a National Policy for the Reduction of Homicides, tailored to municipalities and neighborhoods contexts and deployment of primary, secondary and tertiary prevention interventions that include:
 - (i) situational prevention efforts;
 - (ii) social prevention activities addressing the risk factors of those groups who are most at risk of becoming victims/perpetrators of violence;
 - (iii) innovative approaches for tertiary prevention.

II. Recommendations

Governance: improve coordination, scale, & sustainability of citizen security interventions

- **Financing and accountability:**

1. Restructure the federal funding of public security interventions, linking financing to results and establishing consistent criteria and targeting to support state, municipal and non-governmental crime and violence prevention activities and control.

- **Citizen Engagement & Social Accountability:**

1. Build/strengthen channels of dialogue between communities and government; creating public security deliberative councils with participation of civil society and the private sector; and financing promising local level initiatives on social and environmental prevention by government and non-governmental agencies.
2. Improve mechanisms for civil society and private sector participation as well as social accountability in the sector, both at the national and subnational levels.

II. Recommendations

Establish rigorous monitoring and evaluation mechanisms

- **Information and Policy Planning:**

1. Promote a culture of systematic and rigorous evaluation to inform evidence-based policy planning and design (e.g. the creation of the National Institute of Studies in Public Security to serve as a think-tank to guide policy design and cost-effectiveness in the public security sector).
2. Strengthen information systems and investing on a reliable national system of statistical data on crime and violence that will allow for the use of rigorous evidence as a tool for policy design, information and evaluation, including at the state and local levels (e.g. through the strengthening of existing crime observatories and the provision of capacity building on data analysis for their staff).
3. Map and rigorously assess promising citizen security initiatives currently under implementation at the local level.

- 1. C&V is partially driven by and leads to discrimination and social exclusion, in a vicious cycle that continues to hamper sustainable development in Brazil. Economic and social progress alone are not enough to revert the epidemic and persistent levels of violence.**
- 2. C&V is Clustered.**
 - C&V is higher in municipalities with high rates of extreme poverty and underserved by the state government; among male youth, in particular among afro-descendants; markers of economic vulnerability (e.g., lack of opportunity, low SES, high dropout rates, teen pregnancy) characterize individuals at risk of victimization and perpetration.
- 3. Multi-faceted Problem & Tailored Solution.**
 - Addressing complex crime and violence issues requires comprehensive, multisectoral, evidence-based approaches combining primary (targeting the general population), secondary (focused on populations at highest risk of victimization and perpetration of crime), and tertiary (rehabilitation) and control.
 - Tailored policies and targeted intervention for hot-spots and to at-risk populations are paramount.
 - Investments in information systems and monitoring and evaluation to identify cases of success and failure and the possibilities of adaptation to other contexts.
- 4. A policy approach shift from reactive and incident-driven approach to more proactive and preventive approaches.**
 - The international evidence shows that the more cost-effective solution to tackling crime is its prevention.
 - The latter can be achieved not only with long- and short-run effective prevention policies but also via efficiency and legitimacy of institutions (justice system, security/police) and deterrence parameters set by these institutions.
- 5. Brazil's intricate and hierarchical institutional set-up and weaknesses represent obstacles to efficiency and performance of the security sector.**
 - Better governance can be achieved by increasing the coordination, scale, and sustainability of citizen security interventions/programs.
 - Adjustment of financing criteria, planning processes and accountability mechanisms would be necessary;
 - Rigorous monitoring and evaluation mechanisms generate the evidence necessary to guide and design policy.



THE WORLD BANK

IBRD • IDA | WORLD BANK GROUP