

Outsourcing Of Middle Activities In The Civil Police Of Federal District: Strategies And Impact

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Abstract:

The purpose of this article is to analyze the outsourcing of middle activities in the Civil Police of the Federal District (PCDF). Conceptually, outsourcing is the transfer of non-essential or final activities to specialized third parties with the aim of optimizing the management of administrative activities in the institution, resulting in a reduction in the size of the administrative machinery. This strategy emerges with the purpose of optimizing resources and increasing the efficiency of public institutions that would limit themselves to their end activities. The article presents a brief review of the literature on the concepts, theories, and principles of public management, emphasizing the search for efficiency. The case study carried out in the Civil Police of the Federal District aims to subsidize the discussion on the viability and effectiveness of using this management tool in the outsourced contracting of middle activities within the institution.

Key Word: Management; Outsourcing; Competence Mapping.

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I. Introduction

Modern public management constantly seeks to improve its practices and processes with the aim of optimizing the use of resources and achieving more efficient results. Public management is understood as the set of administrative actions to increase the efficiency and productivity of state organizations with a view to promoting the common good and social development (COSTA, 2018), usually contextualized in an environment of complex social demands and scarcity of resources that invariably demand from the manager adequate knowledge of the social reality in which they are inserted.

Among the various models of managing the state machinery, Management stands out, whose primary objective is the improvement of public policies through the application of principles and techniques from private administration (BRESSER PEREIRA, 1996). The intention of Management is to increase the efficiency and effectiveness of state organs from a program of decentralization of decisions and the decision-making process. According to Nogueira (2004), its application allows for a more agile, flexible, and results-oriented administration, increasing the efficiency and effectiveness of state organs and providing an environment of socialization.

In this context, outsourced hiring emerges as a relevant approach to public management, especially when applied to organizations such as the Civil Police of the Federal District (PCDF). Outsourcing these activities has become an increasingly adopted practice by public institutions since the issuance of Decree-law nº 200/67 (BRASIL, 1967) as a strategy to optimize resource management and enable greater specialization in activities. This practice has the potential to generate personnel cost savings and provide greater flexibility to deal with the dynamism of demands.

The article is structured in six sections, the first being this introduction. Item two presents a brief review of the literature on public and management and the efficiency that can be engendered with outsourcing processes. The third section describes the history and possibilities of outsourcing at PCDF. The methodology adopted for data collection and analysis is described in section four. Subsequently, in chapter five, the results of the research are presented, which indicate that the implementation of competence mapping created to improve the management of administrative and technical activities is an important tool to assist in the implementation of a model for contracting outsourced labor. Finally, the final considerations will be presented.

II. Material And Methods

Brief History of Public Management:

The term "public management" refers to the set of administrative actions developed within the government scope, aimed at increasing the efficiency and productivity of state organizations, with a view to promoting the common good and social development (COSTA, 2010). This area is essential to ensure that public policies are implemented effectively and that resources are used rationally and strategically.

Throughout Brazilian history, the management of public affairs has been refined with the development of the conception of the role of the State, its function in society, and its power relations, which actively participated in shaping Public Administration. According to Pereira (1996), initially, the distinction between public and private was not well defined, leading to confusion at the border between what was of public interest and what was of private interest, which greatly influenced the way the State was administered.

From the perspective of Brazilian administrative management, different management models have been adopted, each with its specific characteristics and particular objectives. Among these models, the Patrimonialist, Bureaucratic, and Managerial stand out, representing distinct periods in the evolution of Brazilian administrative organization (WAHRILICH, 1974).

The Patrimonialist Model was predominant during the Colonial and Imperial Period and was characterized by the appropriation of public property, nepotism, and a lack of distinction between public and private assets. According to Weber (2004), its basic characteristics are: a personalistic nature of power; absence of a public sphere opposed to the private; subjective and casuistic logic of the legal system; fiscal irrationality; tendency towards corruption of the administrative cadre; relations of personal loyalty, absence of limits between public and private goods and resources; clientelism, corruption, and nepotism.

The Bureaucratic Model gained strength in the 20th century and sought to establish principles of rationality and impersonality in public management, emphasizing a formal legal instrument for maintaining power. Bureaucratic Administration emerged in Brazil during the Getúlio Vargas government under the banner "the cycles of Administrative Reforms", representing the first systematic effort to overcome patrimonialism (BRESSER PEREIRA, 2010). This period is recognized as the inflection point in Brazilian politics and with the determinations established through the professionalization of objective criteria regarding entry into public service, with the creation of career plans based on the merit of the servant and not on the favors they could obtain by usurping the position (BRESSER PEREIRA and SPINK, 2007). Its main characteristics included rational decision-making, aimed at achieving previously listed objectives; centralization of decisions; a hierarchy of commands; and impersonality.

The Managerial Model aims to be a way of managing focused on results orientation, transparency, directed and supported by efficient and effective public managers (NOORDHOEK and SANER, 2005).

Managerial Administration, defined as New Management (MARE, 1995), is guided by the values of efficiency and quality in the provision of public services and by the development of a managerial culture in administrations (COSTA, 2010). This model had its first roots established in Brazil with the advent of Decree-law n° 200/67 (BRASIL, 19667), being effectively implemented with the Administrative Reform of 1995 (BRASIL, 1995), and since then gradually adapting to the Brazilian reality with the edition of other regulations, Law n° 13.429/17 (BRASIL, 2017) and Law n° 8.666/93 (BRASIL, 1993).

Given the challenges posed by an increasingly complex social demands scenario and limited resources, the Managerial Model emerges as a response to the need for greater efficiency and effectiveness in public management. Managerial Administration is based on the assumption that the State should not be a mere instrument to guarantee property and contracts. On the contrary, it should implement strategic public policies for society, both in the social area and in scientific and technological areas (BRESSER PEREIRA, 1998).

One of the main focuses of Managerial Administration lies in the incorporation into the public sector of management practices previously restricted to private companies, which allows greater flexibility and agility in actions and dynamism in the implementation of strategic plans, objectives, and long-term goals. It also encourages the use of decentralization of activities as tools to improve the efficiency and quality of public services (ABRUCIO, 1997).

This approach emphasizes the decentralization of decisions, giving more autonomy to the managers of each administrative unit to make decisions more suited to their local realities. The use of performance indicators and clear goals is also part of this model, allowing a more accurate assessment of the results achieved and enabling the continuous improvement of processes.

Economic analysis applied to public management is an important tool for evaluating the efficiency of government policies and programs. Through this approach, it is possible to identify the costs involved in implementing certain policies and the results achieved, allowing for more informed decision-making and more efficient allocation of public resources.

From an economic perspective, efficiency and effectiveness in the use of public resources are considered as essential pillars for the adequate provision of services to society. In the context of public management and

outsourcing of middle activities in the Civil Police of the Federal District (PCDF), applied economic analysis is particularly relevant. Outsourcing is a strategy adopted by many public organizations to optimize the management of resources, concentrating efforts on final activities and enabling greater specialization in outsourced activities.

However, the decision to outsource middle activities requires a careful evaluation of the costs and benefits involved. Economic analysis helps identify whether outsourcing is a advantageous option in terms of efficiency and cost-benefit for the PCDF. It is essential to consider not only the financial aspects but also the impacts on the quality and effectiveness of the outsourced services.

Outsourcing of Middle Activities and Resource Economy:

Outsourcing has become an increasingly common practice in public organizations around the world. It involves transferring non-essential or finalistic activities to specialized third parties, resulting in the reduction of the size of the administrative apparatus (SOUTO MAIOR, 2004). This strategy emerged with the purpose of optimizing resources and increasing efficiency, allowing public institutions to focus on their end activities, that is, those related to the fulfillment of their main functions and institutional goals (CARVALHO FILHO, 2011).

In the Brazilian context, the discussion about outsourcing in public organizations gained momentum in the 1990s, driven by administrative reforms and the desire to achieve greater efficiency in public management (BRESSER PEREIRA, 1996). Constitutional Amendment No. 19/1998 (BRASIL, 1998) consolidated outsourcing as an alternative to improve the management of public resources and service provision to the population. Subsequently, Law No. 8.666/1993 (BRASIL, 1993), known as the Bidding and Contract Law, regulated outsourcing in the public sector, establishing the rules and criteria for the realization of these contracts.

Outsourcing in public organizations offers significant advantages, such as efficiency and specialization of services. Hiring specialized companies allows activities to be carried out by professionals with expertise in the subject, resulting in higher quality and efficiency (DA SILVA, 2022). The specialization of outsourced companies can be especially advantageous in areas that require specific technical knowledge.

Additionally, outsourcing can reduce the operational costs of the public organization, since it does not have to bear all the labor charges and expenses related to outsourced employees (DA SILVA, 2022). Furthermore, the contracted company may benefit from economies of scale and efficiency in its operations. Another benefit of outsourcing is the greater flexibility and agility provided to the public organization. This flexibility allows it to adjust the volume of outsourced services according to demand (DE SOUZA; SANDER, 2019). This feature is particularly relevant in times of peaks of activity or in response to changes in the external environment.

By outsourcing middle activities, the public organization can concentrate its efforts and resources on end activities, those directly related to fulfilling its institutional mission. This contributes to achieving more significant results and to a better provision of services to society (NOGUEIRA, 2004).

However, outsourcing also faces significant challenges and criticisms. It is necessary to highlight the concern about the possibility of precarious working conditions for outsourced employees, especially regarding wages and benefits. Another important aspect is the efficient management of outsourcing contracts, to ensure the quality of services provided and avoid problems such as the interruption of activities or the non-delivery of expected results (BRESSER PEREIRA; SPINK, 2007).

Thus, outsourcing has direct impacts on public management, focusing on the efficiency and effectiveness of outsourced activities (DE SOUZA; SANDER, 2019). The pursuit of greater efficiency is one of the main objectives of outsourcing, but it is also essential to consider its effectiveness to ensure that the services are provided adequately and with quality (DA SILVA, 2022).

It is important to emphasize that outsourcing is not a universal solution, and its implementation requires careful analysis of costs and benefits, as well as the public organization's management capacity. The efficiency and effectiveness of outsourcing depend on the proper selection of activities to be outsourced, the choice of specialized companies, and the definition of well-structured contracts (DA SILVA, 2022).

Adequate economic analysis and assessment of the impacts of outsourcing are essential to ensure that outsourced services meet institutional objectives and society's demands. It is imperative that the decision to outsource is based on solid criteria and that the results are continuously monitored to ensure the effectiveness of this strategy in public management (CARNEIRO, 2016).

Outsourcing of Middle Activities in the PCDF:

The Civil Police of the Federal District (PCDF), as part of the Public Administration, has not been immune to the adoption of outsourcing. The growing demand for security and investigation services, coupled with resource limitations, has led the institution to seek solutions to optimize its internal processes and focus on its core activities.

Outsourcing in the PCDF is concentrated on middle activities, that is, administrative and logistical support activities that are not part of the essential core of its performance. Among the outsourced middle activities are cleaning and conservation services, property surveillance, information technology services, among others.

The outsourced hiring for administrative activities of the PCDF was adopted as an institutional policy, as per the Institutional Strategic Planning called - PROGRAMA AVANÇAR 2019-2023 (PCDF, 2019), in its aspects of Development of High-Performance Team, Valuation of Employees, Budgetary and Financial Assertiveness, Reduction of Criminality, and Maximum Citizen Satisfaction. It was adopted as a tool for management, aiming to obtain savings in personnel costs, greater budget availability for the training of police officers, adequate distribution of officers in the units, and redistribution of the number of police officers to act in the finalistic activity.

Administrative activities within the PCDF that can be carried out by outsourced labor are those not typical of police activity (police investigation), as provided by Law n° 4.878/64 (BRASIL, 1964) and Law n° 9.264/96 (BRASIL, 1996), or those not classified as sensitive (related to the management of the PCDF or holders of sensitive information). Such activities are generally linked to the maintenance of the institution's functional structure or arise from the demand of the activity, due to new assignments, new procedures, specializations, or techniques that invariably require new expertise.

These activities are divided into two groups, distinguished by the demand or not for professional technique for their execution. The first are materially administrative activities, called "Maintenance and conservation of real estate", which do not require specialized technical expertise for their execution, such as cupbearers, drivers, security guards, receptionists, etc. These activities are entirely outsourced.

The second type is administrative activities that require specialized technique for their execution, generically called "Administrative support and Operational Technique", such as accountants, nursing assistants, project managers, etc. The Administrative/Technical activities are partially outsourced, and some are carried out by commissioned officers, such as nurses, and others, performed by officers of the police (administrative) career.

Therefore, as we can verify in Table 1, currently, the total number of outsourced service providers in materially administrative activities is 691, and in administrative/technical activities, whether outsourced or not, is 576, totaling 1267 professionals. This number represents 33% of the workforce allocated to the civil police, considering there are 3805 effective officers.

Table n° 1: Description and quantities of Materially Administrative and Administrative/Technical activities in the PCDF

Materially Administrative Activities	Quantity	Administrative/Technical Activities	Quantity
Heavy vehicle drivers	28	Project managers	15
Cupbearers	7	Draftsmen	15
Graphic assistant	4	Designers	10
Vigilantes/brigadists	14	Statisticians	5
Cleaning and conservation	280	Accountants	6
Receptionists	50	System analysts	111
Telephone operators	50	Nurses	6
Storekeepers	11	Nursing assistants	10
Animal handlers	2	Physical educators	04
Heavy vehicle mechanics	30	Educators	02
Auto painter	2	Dentists	10
Auto inspectors	10	Nutritionists	4
Auto electricians	3	Psychologists	15
Auto washers	4	Pharmacists	2
Auto aligner/balancer	2	Secretarial technicians	330
Tire repairers	2	Administrators	5
Tractor operators	2	Archivists	2
Supervisor	6	Librarians	2
Upholsterer	2	Social workers	10
Other unspecified	182	Physiotherapists	10
TOTAL	691		576

Source: Data according to the mapping carried out by the Department of People Management of the PCDF (2022/2023)

The PCDF regularly faces demands that require specialized professionals ready to act, given new technologies, instruments, modern methods, and new procedures. In this sense, outsourced hiring is the best model to meet such needs, as it allows for faster hiring and the acquisition of professionals with appropriate training for their performance.

With the outsourcing of middle activities, the PCDF can concentrate its efforts and resources on the essential activities of judicial police and investigation, allowing greater efficiency in resolving criminal cases and maintaining public safety. By relying on specialized companies in certain areas, the PCDF can benefit from the technical knowledge and experience of these companies, improving the quality and efficiency of services provided.

In theory, outsourcing can reduce the operational costs of the PCDF, as hiring private companies can be more financially advantageous than maintaining own structures for middle activities. Outsourcing can provide greater flexibility to the PCDF to adjust the number of contracted services according to demand, allowing for more agile resource management.

By freeing public servants from administrative and operational tasks, outsourcing can allow them to dedicate themselves entirely to their essential functions, increasing the overall efficiency of the institution.

Despite the potential benefits, outsourcing in public service presents challenges that also need to be considered (DA SILVA, 2022), including in the reality of the PCDF. It requires effective monitoring and control of the services provided by the contracted companies, to ensure that quality standards and legality are maintained. Depending on the method of hiring and the established contracts, outsourcing can bring risks of discontinuity of services in case of problems with the contracted companies. It is important to manage potential conflicts of interest, as outsourced companies may prioritize their commercial interests to the detriment of the objectives of the public institution. Efficiently providing outsourced services requires careful planning, so that middle activities do not become dependent on external companies, ensuring the continuity of operations.

Applied economic analysis to outsourcing can be a valuable tool to evaluate the efficiency and effectiveness of the strategy adopted by the PCDF. It is essential that the decision to outsource is based on evidence and that the benefits for the institution and society are clearly identified.

Methodology:

This study is characterized as descriptive and exploratory research. For data collection, we used both primary and secondary sources. The primary sources consisted of interviews with managers and professionals directly involved in the outsourcing process of the PCDF, allowing the collection of detailed information about the needs of each unit that carries out middle activities in the institution, the criteria for selecting outsourced companies, and the results obtained with this strategy. The secondary sources were composed of official documents of the PCDF, such as management reports, strategic planning, and outsourcing contracts.

To map the outsourced administrative activities, the Competence Mapping Technique was used, an instrument of Management by Competencies. This technique is instrumental in identifying the essential competencies for the efficient performance of outsourced activities, aligning them with the strategic objectives of the organization (IENAGA, 1998).

Various theories support competence mapping in the Brazilian public service, among which the Theory of Management by Competencies stands out, whereby the mapping of competencies begins with the identification of institutional competencies, carried out through documentary research, which includes the analysis of the content of the mission, future vision, objectives, and other documents related to organizational strategy (CARBONE et al., 2005).

The target population of this study included the servers and managers involved in the outsourcing process of middle activities in the PCDF, as well as the official documents related to the theme. No participants were excluded, as the collaboration of all involved was considered essential for a comprehensive understanding of the outsourcing process. Regarding the sample, professionals occupying strategic positions in the PCDF were intentionally selected.

The analysis of the collected data was carried out through content analysis. The documents were submitted to detailed reading to identify relevant information related to the outsourcing of middle activities in the PCDF. Then, emerging themes and categories were identified, allowing the grouping of the collected information and obtaining an overview of the main aspects of outsourcing in the institution. The triangulation of data, combining different sources, was performed to increase the reliability of the results.

III. Result and Discussion

The data obtained from the analysis of basic projects/terms of reference of outsourcing contracts signed by the PCDF revealed that there had never been a preliminary study to map the necessary competencies for the activities to be outsourced, nor were there technical criteria for the proper distribution of outsourced labor among the units.

Given the limitations found in the previous approach to outsourcing, the PCDF opted to use the competence mapping technique, an instrument of management by competencies, to map the administrative activities of the various units of the institution. The main objective of this initiative was to align the competencies needed for the effective performance of outsourced activities with the professional profile of the contracted servers.

The mapping of administrative and technical activities of the PCDF began in 2022, and it is expected that 26 technical-administrative activities will be mapped by the second half of 2024. Among the mapped activities are positions such as "Computer Analyst/Database", "Computer Analyst - Area of Activity: Systems Development", "Archivist", "Librarian", and "Accountant".

Each activity was meticulously described, with details about its duties and responsibilities. Furthermore, the mapping defined the necessary technical and professional profiles for each role, describing the competencies and skills required for the efficient performance of the activities. For example, for the "Computer Analyst/Database" position, competencies such as initiative, creativity, flexibility, leadership, analytical ability, and negotiation skills were listed.

The use of the competence mapping technique brought significant contributions to the management of administrative activities at the PCDF. The precise identification of the necessary competencies for each activity allows for a more targeted and efficient hiring of outsourced workers, reducing hiring costs and ensuring a greater match between the professionals hired and the specific needs of each unit.

Additionally, the mapping of administrative activities led to an improvement in the distribution of outsourced professionals among the PCDF units. By identifying the specific needs of each sector, the mapping prevents inappropriate allocations of outsourced professionals and ensures that each unit has the appropriate support for its administrative activities.

The results and discussions of this research reveal the importance of competence mapping as a strategic tool for managing administrative activities in the Civil Police of the Federal District. The approach through competence mapping provides a better alignment between the competencies of the outsourced workers and the specific needs of each activity, contributing to excellence in the provision of administrative services of the institution.

Finally, it is essential that the PCDF continue to monitor and evaluate the results of the mapping and the new outsourcing approach over time. In this way, it will be possible to identify the positive impacts and potential challenges, as well as to make adjustments to ensure that this strategy continues to bring benefits to the institution and society as a whole. Economic analysis and the evaluation of performance indicators related to outsourcing are also essential for making evidence-based decisions and continuously improving the management processes of the PCDF

IV. Conclusion

This article presents the advantages and disadvantages of outsourcing, as well as its impacts on public management, focusing on aspects related to the efficiency and effectiveness of outsourced contracting. In this analysis, we realize that outsourcing can be a viable alternative for the PCDF in the pursuit of excellence in its activities.

Outsourcing allows for the hiring of specialized companies in certain areas, providing access to technical knowledge and experience of these companies, which contributes to improving the quality and efficiency of the services provided by the PCDF. However, it is important to note that outsourcing in public service also presents challenges, as well as ethical and legal issues that must be carefully managed. Supervision and control of the services provided by the contracted companies are essential to ensure the quality and legality of outsourced activities.

Economic analysis and the evaluation of performance indicators related to outsourcing are fundamental aspects for grounding future decisions and continuously improving the management processes of the PCDF. Thus, the institution will be able to assess the positive impacts and potential challenges arising from outsourcing, as well as make necessary adjustments to ensure the efficiency and effectiveness of this strategy.

The results indicate that the implementation of competency mapping, created to improve the management of administrative and technical activities, is an important tool to assist in the implementation of a model for contracting outsourced labor. This approach is crucial to ensure more targeted and efficient hiring of outsourced workers, as well as improvement in the distribution of professionals among the PCDF units.

In light of the results and discussions presented, the outsourcing of middle activities in the PCDF is pointed out as an activity that can bring significant benefits to the institution and society as a whole. Adopting this strategic approach allows concentrating the efforts and resources of the PCDF on the essential activities of judicial police and investigation, ensuring greater efficiency in resolving criminal cases and maintaining public safety.

Thus, the outsourcing of middle activities in the PCDF represents a relevant initiative in the pursuit of excellence in public management. This strategic approach allows for optimizing resources, directing efforts to finalistic activities, and improving the quality of services provided to society. However, it is essential that the institution remains attentive to the challenges and ethical and legal issues involved in this process, to ensure that outsourcing is implemented efficiently, responsibly, and aligned with the principles of public management.

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