

# THE VIEW OF BRAZILIAN MILITARY FIRE DEPARTMENTS TOWARDS THEIR MEMBERS EMPLOYED IN DISASTER RESPONSE

# O OLHAR DOS CORPOS DE BOMBEIROS MILITARES DO BRASIL PARA SEUS MEMBROS EMPREGADOS NO ATENDIMENTO A CATÁSTROFES

# LA VISIÓN DE LOS BOMBEROS MILITARES BRASILEÑOS HACIA SUS MIEMBROS EMPLEADOS EN LA RESPUESTA A DESASTRES

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## **ABSTRACT**

The relationship between public safety and human rights is not limited to the services that institutions and their members provide to society. Beyond the discussion of the service provided, it is also necessary to recognize that public safety operators are also subjects of rights. These individuals are often exposed to severe scenarios, such as disaster response. Among public safety professionals, the most frequent disaster responders are firefighters. Aiming to understand the designation of firefighters who respond to disasters from the perspective of their institutions and the care they provide to their personnel, this study collected information from all military fire departments (CBMs) in Brazil through questionnaires. These questionnaires revealed that institutions are highly committed to their mission, that prepare and employ their agents to fulfill their duty, but that they still find room for improvement in recognizing these individuals as human beings who will invariably be impacted by their exposure to scenarios complexly impacted by disasters.

Keywords: Disaster. Public Safety. Human Rights. Military. Responders.

# **RESUMO**

A relação entre segurança pública e direitos humanos não se limita ao serviço que as instituições e seus membros prestam à sociedade. Para além da discussão do serviço prestado, há também o necessário reconhecimento de que os operadores de segurança pública também são sujeitos de direitos. Muitas vezes, estes sujeitos estão expostos a cenários severos, como a resposta a catástrofes. Em se tratando de profissionais de seguranca pública, os maiores respondedores a desastres são os bombeiros. Objetivando compreender a designação dos bombeiros que respondem a catástrofes, sob o ponto de vista de suas instituições e a atenção que elas dispensam a seus militares, o presente estudo coletou informações de todos os corpos de bombeiros militares (CBMs) do Brasil, pela aplicação de questionários, que revelaram instituições altamente comprometidas com sua missão, que preparam e empregam seus agentes para o cumprimento do dever, mas que ainda encontram espaço para se aprimorarem no reconhecimento destes indivíduos enquanto seres humanos que serão invariavelmente impactados por sua exposição a cenários complexamente impactados por catástrofes.

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**Palavras-chave:** Desastre. Segurança Pública. Direitos Humanos. Militares. Respondedores.

### **RESUMEN**

La relación entre seguridad pública y derechos humanos no se limita al servicio que las instituciones y sus miembros prestan a la sociedad. Además de discutir el servicio prestado, también está el necesario reconocimiento de que los operadores de seguridad pública también son sujetos de derechos. Estos sujetos a menudo están expuestos a escenarios severos, como la respuesta a desastres. Cuando se trata de profesionales de la seguridad pública, los principales responsables de responder a los desastres son los bomberos. Con el objetivo de comprender la designación de los bomberos que responden a los desastres, desde la perspectiva de sus instituciones y la atención que prestan a sus soldados, el presente estudio recopiló informaciones de todos los cuerpos de bomberos militares (CBMs) de Brasil, mediante la aplicación de cuestionarios, que revelaron instituciones altamente comprometidas con su misión, que preparan y emplean a sus agentes para cumplir con su deber, pero que aún encuentran espacio para mejoras en el reconocimiento de estos individuos como seres humanos que invariablemente serán impactados por su exposición a escenarios complejamente impactados por desastres.

Palabras clave: Desastre. Seguridad Pública. Derechos Humanos. Militar. Respondedores.

#### 1 INTRODUCTION

The debate on human rights and public security is often developed as if these two areas occupied antagonistic positions in society, as if one hindered, hindered or did not even coexist with the existence of the other, especially when public security is treated as the duty of repression that the State has in relation to the practice of crimes and criminality (Oliveira et al., 2018).

It so happens that human rights continue to be the foundations of democratic-constitutional systems. It is imperative to recognize the value of the human person and his importance as a central organism of States. Internationally recognized, human and fundamental rights are mandatory terms in relations between countries, governments and citizens. Making the subject an object of attention, care, respect and guarantees makes concepts such as universality, equality, urbanity and citizenship accepted (Rossi, 2018).

But also, constituting Brazil, the subject of public security is inaugurated from the constitutional provisions on the subject. The treatment of the Federal Constitution of 1988 (FC) starts from the establishment of the responsible institutions and their general competences. There are those who argue that, although the preparatory studies for the last constituent assembly have focused on public security, there was very little normative change in relation to the reality that was brought from the legislation in force until then: federal police, with well-defined attributions, state police, absorbing a large workload and responsibilities, and municipalities restricted in their performance.

It is possible to understand that there is an effort at the federal level to improve in the area, assuming that, between 1991 and 2018, at least eight national public security plans and programs were established, from plans in 1991, 2000 and 2003, through the National Program for Public Security with Citizenship (Pronasci), in 2007, to the ten-year plan for public security and social defense 2018-2028, also approved 2 by a policy consolidation: the Council of the Unified Public Security System (Susp) (Spaniol et al., 2020).

Public security is an important area for Brazilian society and requires public policies that are properly designed for its institutions and professionals. The establishment of public policies requires that more approximate aspects of agencies, activities and workers

be considered, in order to avoid generalizations and obstacles that come from the attempt to treat the entire state segment as a monolithic block (Ballesteros, 2014).

Since 2018, with the publication of Federal Law No. 13,675, there has been, in Brazil, what was instituted as the Unified Public Security System (SUSP) and the National Policy for Public Security and Social Defense (PNSPDS). The law deals closely with public security and human rights, including a focus also on its professionals, which are: military firefighters, federal police, federal highway, criminal, military and civil, as well as municipal and port guards, traffic and civil defense agents, experts, coroners and criminalistics personnel.

Therefore, the competence of public security agencies and agents to promote human rights is undeniable, given that they are social actors responsible for the front line, in this sense. In addition to the role of human rights promoters, operators need to be recognized, and also recognize themselves as subjects of these rights, given that they are part of the same society for which their professional activity is intended (Silva et al., 2022).

It should not be forgotten that, in addition to the concern for the humanity of those who prepare and employ themselves in calamitous situations, it is also important to focus on the way and conditions in which these professionals will be reinserted into their routine, after facing largely traumatic episodes, emphasizes Mendes (2019).

With the topic increasingly addressed, the regulation of the law that establishes the SUSP, contained in Federal Decree No. 9,489 of 2018, placed Brazilian public security professionals at the center of the discussion and at the focus of human rights policies. Now, the appreciation and protection of public security professionals, police officers, firefighters, municipal guards and traffic agents is also the object of government policies and a specialized look.

Vendruscolo (2007) deals with the importance of thinking of catastrophes as disasters that are established in a marked disproportion in relation to the resources available to the affected community, therefore, it is reasonable to think that very large disasters tend to present themselves as scenarios of high social and psychological impact, including on the responders

And, speaking of calamitous situations, among the institutions that make up public security in Brazil, the military fire brigades (CBMs) are those most focused on responding to catastrophes. The other agencies can even be used in catastrophes, but it is the fire brigades that are mandatorily employed as a rule in this service (Flores and Milazzo, 2024).

Acting in disasters, especially in their acute phases, is primarily the responsibility of firefighters, so it is very important to have protocols (Aragão, 2019). Highly exposed to stressful stimuli and risk situations, they are required to have a high degree of control of their emotional responses and procedures, given that they are widely susceptible to immediate and late occupational effects of exposure to catastrophes (Baptista et al., 2005). Therefore, in order to prepare for disaster response, it is possible to observe that the training curricula for firefighters are focused on their primary function of acting in accidents and calamities (Paula Filho, 2019)

As an example, the evaluations carried out on professionals who responded to the catastrophe generated by Hurricane Katrina, in 2005, showed an increase in physiological and psychological demands. The records contained reports that the hazards already associated with the work of these responders were aggravated by environmental hazards and personal stressors. Employment in activities other than routine can be vulnerable, even for people already accustomed to high risk (CDCP, 2006).

Episodes of disasters demonstrate the importance of evaluating professionals during and after their employment, which is also an indication of their citizenship, since the experiences arising from their daily work will impact their way of relating to society, inside and outside the uniform (Afonso and Gomes, 2009).

According to Matos (2020), firefighters are, in the emergency response to major disasters, exposed to a high degree to physical, chemical, mechanical, and biological risks. The firefighters sent to Brumadinho in 2019, for example, presented cases of post-traumatic stress disorder.

When it comes to employment situations in high-risk operations, it is important that public security agents have, before being referred to the scenario, been presented with appropriate training applicable to the largest possible number of operational hypotheses (Silva, 2000).

The performance of firefighters in disasters, especially in their acute phases, effectively needs protocols (Aragão, 2019). Because it involves intense exposure to various sources of stress, physical and mental, rescuers subjected to major occurrences require subsequent follow-up, also in relation to their psychic health. The sense that one cannot make mistakes is a factor that causes suffering in individuals, especially when subjected to scenarios in which tempers and feelings need to be suppressed, as an item of fulfillment of duty (Monteiro et al., 2013).

Of course, communities need to be assisted, but it is also imperative to observe professionals employed as disaster responders, including after their return to social, family and work daily life. Apparently inexplicable phenomena, ranging from introspection to the diagnosis of post-traumatic stress, can cause relevant social impacts on the lives of those who have previously exposed themselves to stressful situations in the name of the society they serve (Campos, 1999).

After disaster response, it is necessary to evaluate the firefighters and the illnesses resulting from the care provided, as there may be access to complaints and diagnoses, including psychiatric ones, by the responders, if the corporate ears are open (Tak et al., 2007). This assessment can discern the implications asserted from prolonged disaster response, which have even greater impacts on responders who are subjected to barbaric scenarios, and who, in Brazil, feel unassisted, both physiologically and psychologically (Soares et al., 2009). After the exposure of the military to emergencies, as well as in the work routine, it is important that strategies be adopted to measure stress and the perception of their quality of life (Prado, 2011).

The present study aimed to analyze the designation of firefighters who respond to disasters from the point of view of their institutions and the attention they give to their military, both in their preparation and in their use and also after their operations in disasters.

## 2 METHODOLOGY

The present study sheds light on the corporations whose individuals are called upon to respond to catastrophes, in a research with a qualitative-quantitative approach, which, according to Creswell (2021), associates the qualitative and quantitative forms, giving greater strength to the study, with the analysis of both types of data. In addition to the numerical examination between the variables presented, it is possible to associate the meaning that individuals give to what is studied.

The research was conducted in order to survey the military fire brigades in Brazil, so that the institutional panorama regarding the preparation, employment and reception of professionals who respond to catastrophes could be verified. An online questionnaire was made available, in which the military fire brigades of Brazil were asked about how they are currently in relation to the theme, specifically regarding the performance of their personnel and the preparation of the military, as well as questions about attention, assistance and health.

The present study is applied in nature, since it sought to generate new knowledge that will be useful, with a focus on reality, as described by Paranhos and Rodolpho (2018), who highlight this relationship between scientific production and its immediate possibilities of being reflected in society or in the universe to which it is proposed. An inductive method of reasoning was also used, because, according to Lakatos and Marconi (2017), "induction is a mental process through which, starting from particular data, sufficiently verified, a general or universal truth is inferred".

The questions to the institutions showed results from a perspective that had not yet been discussed. In search of institutional parameters for the preparation, employment, and reception of military personnel, all military firefighter institutions in Brazil responded to the survey in May and June 2023.

# **3 RESULTS AND DISCUSSION**

All military fire brigades in Brazil were asked about how they are currently in relation to the issue, specifically regarding the performance of their personnel and the preparation of the military, as well as questions about care, assistance and health. In other words, regarding the current relationship of Brazil's military fire brigades with their military



personnel employed in disaster response, questions were sent and all 27 military fire brigades in Brazil responded to the questionnaires in May and June 2023.

## 3.1 STAFF PERFORMANCE

When asked whether military personnel belonging to the respective corporations had already responded to catastrophes that required emergency action in search, rescue and/or rescue operations, only one of the institutions reported not having these military personnel on its staff (Table 1).

Fire brigades are necessarily involved in responding to catastrophes, especially due to the demand for search and rescue actions, as brought by Flores and Milazzo (2024). Even so, the fact that a single CBM does not currently have in its staff military personnel who were employed in this type of occurrence, does not mean lack of experience in cases like this, considering that such military personnel may have left the corporation because they were transferred to inactivity, entered another profession or any other reason.

**Table 1**CBMs that have military personnel who have already responded to catastrophes that required emergency action in search, rescue and/or rescue actions

Have	26	96,3%
It does not have	1	3,7%

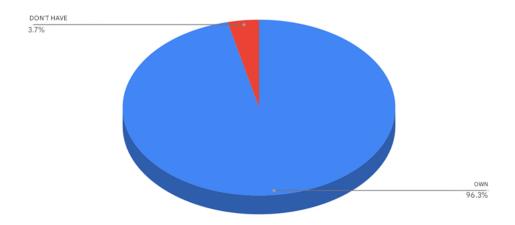
Source: Authors, based on questionnaire application (2023).

It is possible to verify, therefore, that, among the 27 corporations in the states and the Federal District, 96.3% of them have, in their staff, military personnel who have already been employed in search, rescue and/or rescue actions in catastrophes (Figure 1).



Figure 1

CBMs that have military personnel who have already responded to catastrophes that required emergency action in search, rescue and/or rescue actions



# 3.2 STAFF PREPARATION

When asked about the percentages of their training courses contain disciplines focused on disaster response, more than two-thirds of the CBMs answered that these disciplines are in all personnel training courses (Table 2).

Corroborating what Paula Filho (2019) stated, the training curricula of military fire brigades demonstrate a strong presence of disciplines focused on disaster response.



 Table 2

 Percentage of CBM training courses that have disciplines focused on disaster response

Percentage of courses	Number of CBMs	Percentage of CBMs
None	2	7,69%
Up to 25% of courses	4	15,38%
from 25% to 50% of courses	1	3,85%
50% to 75% of courses	0	0%
75% to 99% of courses	2	7,69%
Everyone	18	69,23%

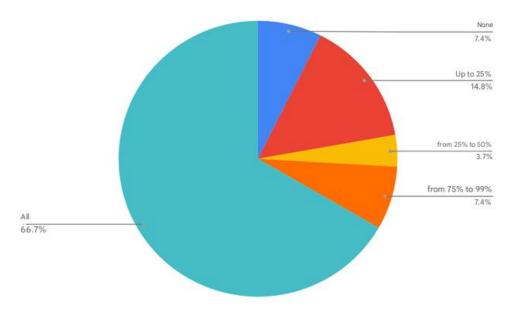
Looking at Graph 2, it can be seen that 25.9% of the corporations deal with disciplines that talk about disasters in up to half of their training courses. The other military fire brigades (CBMs) in Brazil deal with these issues in more than three-quarters of their personnel training courses, which are taught when new firefighters are admitted or when they are included in new hierarchical career circles.

Still dealing with the preparation of CBM personnel to act in catastrophes, the corporations answered that just over a quarter of the institutions have manuals, procedures or corporate protocols specifically designed for the performance of their military personnel in the rescue, search and rescue services in these situations, as shown in Table 3.



Figure 2

Percentage of training courses that have disciplines focused on disaster response, in the respective military fire brigade



**Table 3**Existence of specific manuals, procedures, or corporate protocols for the performance of military personnel in rescue, search, and rescue in catastrophes?

Origin of the bibliographies used	Number of CBMs	Percentage
Proper and specific	7	26,92%
From other corporations	12	46,15%
From other areas, within the corporation itself, adapted and/or applied	8	30,77%

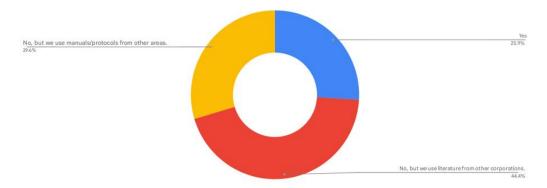
Source: Authors, based on questionnaire application (2023).

As can be seen in Figure 3, almost half of the Brazilian military fire brigades use bibliographies produced by other institutions to instruct their personnel about rescue, search and rescue services in catastrophes.



Figure 3

Responses from the corporations, when asked if there are manuals, procedures or corporate protocols specifically intended for the performance of military personnel in rescue, search and rescue in catastrophes



Source: Authors, based on questionnaire application (2023).

In other words, even if they do not have their own and specific bibliography, the adoption of literature from corporations dedicated to the same service, but in different states, or even the adaptation of references from other areas, remain a pertinent concern, serving to introduce professionals to the techniques, trainings and scenarios that can be found in real occurrences, as Silva (2000) emphasized, when he described the multiplicity of hypotheses to which professionals in the area who face high-risk operations are presented.

Reinforcing this commitment, regarding the training of military personnel, more than two-thirds of Brazilian corporations reported providing specialization or improvement courses specifically focused on rescue and/or rescue activities in disasters, in their own training centers (Table 4).

The detail, in this case, is that these courses are intended for firefighters who have already gone through training in their corporations and who, interested or designated for specific improvement, receive instructions aimed particularly at this type of service.



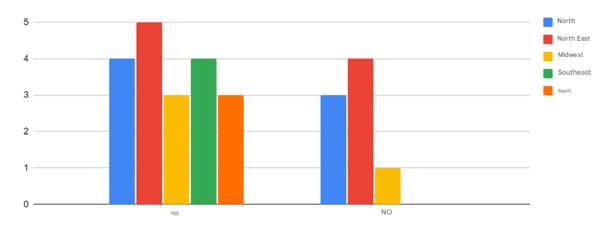
**Table 4**Number of CBMs that have specific courses on disaster rescue and/or rescue in their own personnel training centers

Have	19	70,37%
It does not have	8	29,63%

In a regional cut, it is possible to verify that all corporations headquartered in the southeast and south regions of Brazil have such courses (Figure 4). On the other hand, corporations in the north and northeast regions are almost divided in half in this regard.

Figure 4

Existence of specific disaster rescue and rescue courses in the Brazilian CBMs, by geographic region - Vertical axis: number of CBMs



Source: Authors, based on questionnaire application (2023).

In any case, the eight state corporations that do not have specific courses in their training centers declared that they have improved military personnel in their staff, who were trained in other institutions. Thus, the predominant concern in meeting what is described by Ballesteros (2014) is perceived, when he points out the importance of considering aspects that are close to the operational realities, even so, without disqualifying the efforts to improve personnel, when the micro-regional realities cannot be widely reflected in the training.



## 3.3 ATTENTION, ASSISTANCE AND HEALTH

The corporations were asked about the existence of records of the personnel that have already been employed in responding to catastrophes. Among the CBMs in Brazil, 13 corporations have these records centrally and another 14 do not (Table 5).

**Table 5**Number of CBMs that have centralized records of the number of personnel that have already been employed in disaster response

Have	13	48,15%
It does not have	14	51,85%

Source: Authors, based on questionnaire application (2023).

The records, as reported in a document from the Center for Disease Control and Prevention (CDCP) (USA), in 2006, can help in the identification of physiological and psychological demands of professionals responding to catastrophes, considering that the dangers that, for example, firefighters already face in their daily work can be aggravated by exposure to additional factors of stress and environmental risk associated with the work carried out in the occurrence of catastrophes.

When asked about the items that are taught to the military personnel of their staff, regarding self-care during the development of activities in catastrophes, the corporations, in their majority, answered that it is taught about the recording of physical injuries and about the relationships with victims and society they will serve (Table 6).

The feeling of lack of assistance reported by Soares, Rolim and Ramos (2009) can be discussed, from the percentage of what is taught to a troop that can be activated at any time to respond to major catastrophes. There is a predominance of instruction in the sense of safeguarding the functionality of the military and maintaining adequate relations with citizens. However, the issues about self-care are in the minority, denoting that the concern with third parties is greater than with the professionals themselves.

Two-thirds of the CBMs in Brazil also denied having military personnel in their ranks who have been or are in health care, due to diseases or conditions acquired during disaster care (Graph 5). It should be noted, in this case, that less than half of the



corporations have such records about which military personnel were exposed (Table 5), which can be perceived as a delegation, at least in part, to the military itself, in order to reflect its eventual demand for exposure to the catastrophe.

**Table 6**Number of CBMs that teach the items related to their military personnel, before the use of personnel in disaster response

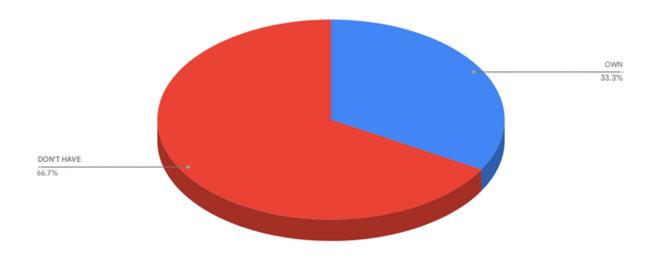
Taught Item	Number of CBMs	Percentage
Physical injury record	16	59,26%
Relations with victims and society	16	59,26%
Ergonomics at work	13	48,15%
Perception of physical fatigue	12	44,44%
Pathogen Exposure Registry	10	37,04%
Proper biopsychosocial care	9	33,33%
Perception of one's own feelings	5	18,52%
Change in family or intimate relationships	3	11,11%
None of these	4	14,81%

Source: Authors, based on questionnaire application (2023).



Figure 5

Number of CBMs that have or do not have, in their ranks, military personnel who undergo or have undergone health care, as a result of their employment in disaster care



The fire brigades were also questioned about the existence of protocols specifically applied before, during and/or after disaster response operations, to the military personnel who are employed in them.

It is possible to verify that, as a general rule, corporations do not have these protocols of active application (Tables 7, 8 and 9) and that, after being employed in disasters, the rule in almost three quarters of the CBMs is that only military personnel who seek health and assistance services should be treated, not meeting the recognized need to systematize protocols for acting in disasters. especially in its acute phases, reported by Aragão (2019).



**Table 7**Number of CBMs that apply specific assessment protocols to military personnel, before they are sent to respond to disasters, in relation to the type of question

Protocol applied	Number of CBMs	Percentage
Physical health assessment	5	18,52%
Mental health assessment	4	14,81%
Evaluation of social relations	0	0%
Assessment of work capacity	5	18,52%
No specific protocol	20	74,07%

Especially when talking about the social relations of the military, no corporation has protocols that assess this issue, neither before, nor during employment, nor after the military are engaged in responding to disasters, contrary to what is alleged by Campos (1999), who ratifies the exposure to relevant social impacts of those professionals who respond to disasters.

It is possible to perceive, in this case, what denotes an exclusive concern with the working condition of firefighters, that is, with their ability to respond, physically and mentally, to what is expected of them as workers, thus disregarding the potential impact of their human relations on their professional performance.

For military personnel who are employed in disaster operations, one third of the corporations have protocols for the care of possible injuries in action, and two thirds of them do not have any pre-established protocol (Table 8).



**Table 8**Number of CBMs that apply pre-established protocols for specific evaluation of military personnel, during disaster response, in relation to the type of question

Protocol applied	Number of CBMs	Percentage
In case of injuries	9	33,33%
Physical health monitoring	5	18,52%
Mental health monitoring	3	11,11%
On the state of their social relations	0	0%
About your work capacity	5	18,52%
No specific protocol	18	66,67%

In this phase, firefighters are exposing themselves to all the hardships, difficulties and challenges of service and, from the point of view of the humanity with which they are endowed, they require, as cited by Afonso and Gomes (2009), attention to the conditions in which they find themselves, as individuals who are subjected to extraordinary scenarios, even for those who live daily with a service that already is, by nature, stressful.

The lack of monitoring protocols during disaster response may further show that corporations see, even if only at this moment, their military through a lens that attributes utility to them above humanity.

With regard to possible evaluations applied to military personnel after disaster response, three-quarters of Brazilian military fire brigades do not have protocols for monitoring military personnel employed in disaster response (Table 9).



**Table 9**Number of CBMs that apply pre-established protocols for specific evaluation of the military, after responding to catastrophes, in relation to the type of question

Protocol applied	Number of CBMs	Percentage
Physical health monitoring	5	18,52%
Mental health monitoring	7	25,93%
On the state of their social relations	0	0%
About your professional skills	2	7,41%
No specific protocol	20	74,07%

Unlike the data referring to protocols applied before and during disaster response, it is possible to verify, in the case of evaluations made after disaster response, that there is a prevalence, among the corporations that have some protocol, of concern with the mental health of military personnel, which, for the first time, was in a higher percentage than concern with physical health.

However, the number of corporations that do not have any protocol raises an important alert for what Soares, Rolim and Ramos (2009) said about the need for a post-mortem evaluation of the use of disaster responders, considering that the chronological distance between their exposure to catastrophe, added to their usual routine of stressful services, It can lead to misperceptions, both of the corporation about its personnel, and about the firefighters about themselves.

### 4 CONCLUSION

Human rights is not a foreign subject to public security, especially when it refers to national standardization, built on a constitution that values fundamental rights. However, public security is not only a state handover, but also a professional activity and, in this case, exercised by people, constantly called to their duty, even in severely adverse conditions.

The standardization that creates the National Public Security System (SUSP) in Brazil draws attention to the humanity of public agents who perform public security, which must be observed in all its breadth of services, including, there, the response to catastrophes, extraordinarily large events, with a high impact on communities and, also undeniably, on responders, firefighters being the main ones.

Since firefighters are those professionals most subject to the full severity of environments affected by catastrophes, it is necessary that they are well prepared, that they are well employed during operations and that they are properly assisted after having undergone disaster-related adversities. Exposure to the scenarios, the suffering of people and operations is inexcusable for the firefighters assigned to respond to these events.

As evidenced, in Brazil, military fire brigades are corporations that are intensely concerned with the preparation of their members to respond to catastrophes. Both in the production or availability of literature and in the training of the military, most corporations showed a specific concern for disaster response.

On the other hand, it is possible to verify, from the results, a reasonable predominance of corporate concern with the work capacity of firefighters, whether with their preparation, or with the evaluations and records focused on their physical capacity and to perform work. Most CBMs, for example, teach their firefighters how to record physical injuries, but less than 20% teach about the perception of their own feelings and just over 10% teach about changes in family or intimate relationships.

This interpretation is also possible when it comes to the pre-established protocols for the specific evaluation of firefighters, whether before, during or after always used in disaster response. Although the mere existence of these protocols is already an exception among corporations, among those that have them, the physical capacity of the military is a predominant concern. This concern is even less for mental health and, finally, non-existent for the state of their social relationships, even after exposure to a catastrophe.

Of course, when it comes to institutional mission, the one destined to the CBMs requires focus and selflessness from its members, but this cannot mean silencing their humanity. Corporations broadly focused on their mission and with such an important mission, that of safeguarding lives and property, demonstrate a high commitment to being properly prepared for this call, however, it is important that they also prepare for the call



that echoes from each firefighter, even if he does not know it yet, because he has not even been taught to perceive himself.

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