



# .RS SEGURO

Transversal and Structuring  
Public Security Program



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**RIO  
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DO SUL**

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This publication is a collaboration with UNESCO within the framework of the RS Seguro program, which aims to contribute to the improvement of instruments, methodologies, and indicators focused on policies for the care and prevention of child and youth violence, as well as the promotion of a culture of peace in the prioritized territories of the RS Seguro Community Program. The designations employed and the presentation of material throughout this publication do not imply the expression of any opinion whatsoever on the part of UNESCO concerning the legal status of any country, territory, city or area or of its authorities or concerning the delimitation of its frontiers or boundaries. The ideas and opinions expressed in this publication are those of the authors and are not necessarily those of UNESCO and do not commit the Organization.

## Technical Advisory Office

### RS Seguro Program Coordination Unit /Governor's Office

Aline Silva Fontoura de Barcellos (organization, writing, tabulation and revision)

Antônio Carlos Pacheco Padilha (organization, writing, tabulation and revision)

Carla Catarina Cardoso (organization, writing, tabulation and revision)

Clarice Mello Guimarães Mautone (organization, writing, tabulation and revision)

Elio Bandeira Filho (organization, writing, tabulation and revision)

Elisângela Veiga da Silva (organization, writing, tabulation and revision)

Giovana Mazzarolo Foppa (organization, writing, tabulation and revision)

Gisele da Silva Ferreira (organization, writing, tabulation and revision)

Henrique Joner (organization, writing, tabulation and revision)

Mateus Schwartz dos Anjos (organization, writing, tabulation and revision)

Rafael Bernardini Santos (organization, writing, tabulation and revision)

Thaís Touguinha Zeltser (organization, writing, tabulation and revision)

Thayse Cristiane Severo do Prado (organization, writing, tabulation and revision)

Vilmar Rama (organization, writing, tabulation and revision)



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## List of Abbreviations and Acronyms

*Most of the acronyms correspond to their respective names in Portuguese.*

ABC	Brazilian Cooperation Agency
ACP	Public Civil Action
HCDA	High Crime Density Area
ADF	Claim of Non-Compliance with a Fundamental Precept
AI	Artificial Intelligence
AISP	Integrated Public Security Area
APS	Primary Health Care
BI	Business Intelligence
BM	Military Brigade
BNCC	National Common Curriculum Base
BNPB	National Ballistic Profiles Database
BPG	Genetic Profile Database
BSR	Radio Communication Signal Blocking
CBM	Military Fire Department
DS	Data Science
CEEE	State Electric Energy Company
CEVS	State Center for Health Surveillance
CF	Federal Constitution
CGBM	General Command of the Military Brigade
CGCBM	General Command of the Military Fire Department
CGJ	General Inspectorate of Justice
ICD-10	International Classification of Diseases
IACHR	Inter-American Commission on Human Rights
CNJ	National Council of Justice
CNPJ	National Registry of Legal Entities

CNPPC	National Council for Penitentiary and Criminal Policy
EmFrente, Mulher Committee	Interinstitutional Committee for Fighting Violence against Women
COSEMS/RS	Council of Municipal Health Secretariats of Rio Grande do Sul
CP	Penal Code
CPC	Capital Police Command
CPF	Individual Taxpayer Registry
CPM	Metropolitan Police Command
CPPA	Porto Alegre Public Jail
CRAM	Reference Center for Violence Against Women
CRE	Regional Education Coordination Office
CUFA	Central Union of Favelas
ILVC	Intentional Lethal Violent Crime
DAPPS	Department of Primary Care and Health Policies
D.C.	District of Columbia
DBSCAN	Density-Based Spatial Clustering of Applications with Noise
CD	Criminalistics Department
DE	State Decree
DEE	Department of Economics and Statistics
DEPEN	National Penitentiary Department
DETRAN	State Traffic Department
DF	Federal Decree
DHPP	Department of Homicides and Protection of Persons
DME	Electronic Monitoring Department
DML	Medical-Legal Department
DNA	Deoxyribonucleic acid
DOE	Official Gazette of the State
DPE	State Public Defender's Office
DPF	Federal Police Department
DPHPP	Police Station for Homicides and Protection of Persons
DS	Data Science
EaD	Distance Education or Distance Learning
EAPP	Prison Primary Care Teams
ECI	Unconstitutional State of Affairs
ENCCEJA	National Examination for Certification of Competencies of Young People and Adults
PPE	Personal Protection Equipment
SB	Small Business
USA	United States of America
FAMURS	Federation of Associations of Municipalities of Rio Grande do Sul
FASE	Socio-Educational Assistance Foundation
FBSP	Brazilian Forum on Public Security
Fecomércio-RS	Federation of Trade of Goods and Services of the State of Rio Grande do Sul
FEDERASUL	Federation of Business Entities of Rio Grande do Sul
FEE/RS	Foundation for Economics and Statistics of Rio Grande do Sul
FGTAS	RS Foundation for Labor and Social Action
FRBL	Fund for the Restoration of Damaged Assets
FUNPERACCHI	Walter Peracchi de Barcellos Foundation
GAES	Special Actions Group
GESeg	Public Security Statistical Management System
GIR	Rapid Intervention Group
GIS	Geographic Information Systems
GM	Municipal Guard

GMF	Monitoring and Oversight Group of the Prison System
HDBSCAN	Hierarchical Density-Based Spatial Clustering of Applications with Noise
IAB	Brazilian Institute of Architects
IBGE	Brazilian Institute of Geography and Statistics
IBIS	Integrated Ballistic Identification System
ICMS	Tax on Circulation of Goods and Services
IGP	General Institute of Forensics
IN	Normative Instruction
INC	National Institute of Criminalistics
INEP	Anísio Teixeira National Institute of Educational Studies and Research
INTERPOL	International Criminal Police Organization
IPEA	Institute for Applied Economic Research
IPME	Penal Monitoring Institutions
JucisRS	Commercial, Industrial and Services Board of Rio Grande do Sul
KDE	Kernel Density Estimation
LC	Complementary Law
LDO	Budget Guidelines Law
LF	Federal Law
LIE	Sports Incentive Law
LISA	Local Indicator of Spatial Association
LOA	Annual Budget Law
LSE	London School of Economics and Political Science
DUC	Deaths from Undetermined Causes
ME	Microenterprise
MEI	Individual Microentrepreneur
MG	Minas Gerais
MJSP	Ministry of Justice and Public Security
MOST	Management of Social Transformations
MP	Public Prosecutor's Office
MPF	Federal Public Prosecutor's Office
MPRS	Public Prosecutor's Office of the State of Rio Grande do Sul
MPT	Labor Prosecutor's Office
EPM	Emergency Protective Measures
MoH	Ministry of Health
MSM	Maximum Security Module
NEEJA	State Centers for Youth and Adult Education
NUGESP	Strategic Management Center of the Prison System
OAB	Brazilian Bar Association
OAS	Organization of American States
UN	United Nations
PASC	Charqueadas High Security Penitentiary
PC	Civil Police
PGE	Attorney General's Office
GDP	Gross Domestic Product
PIM	Better Early Childhood Program
PISEG	Program to Encourage the Equipping of Public Security
PJ	Judiciary Branch
PJF	Federal Judiciary
PNAISP	National Policy for Comprehensive Healthcare for People Deprived of Liberty
PNPCP	National Criminal and Penitentiary Policy Plan
PNSPDS	National Public Security and Social Defense Policy

PNTA	National Policy on Labor in the Prison System
PP	Penal Police
PPA	Multi-Year Plan
PPGP	Postgraduate Program in Psychology, School of Health and Life Sciences
PDL	Persons Deprived of Liberty
PR	Paraná
PRF	Federal Highway Police
PROCERGS	Data Processing Company of the State of Rio Grande do Sul
PUCRS	Pontifical Catholic University of Rio Grande do Sul
IUDP	Integrated Urban Development Projects
RIBPG	Integrated Network of Genetic Profile Banks
RISP	Integrated Public Security Region
RJ	Rio de Janeiro
RS	Rio Grande do Sul
RS Seguro	Cross-cutting and Structuring Public Security Program
SC	Santa Catarina
SEDAC	Secretariat of Culture
SEDUC	Secretariat of Education
SEL	Secretariat of Sports and Leisure
SENASP	National Secretariat of Public Security
SES	Health Secretariat
SICDHAS	Secretariat for Equality, Citizenship, Human Rights and Social Assistance
SIM	Mortality Information System
SIMOV	Integrated Vehicle Monitoring System
SINAB	National Ballistic Analysis System
SINARM	National Firearms System
Sindilojas Porto Alegre	Retailers' Union of Porto Alegre
SINE	National Employment System
CJS	Criminal Justice System
SJCDH	Secretariat of Justice, Citizenship and Human Rights
SKATER	Spatial K'luster Analysis by Tree Edge Removal
SP	São Paulo
SPGG	Secretariat of Planning, Governance and Management
JPS	Judicial Police System
SSC	Sport for Social Change
SSP	Public Security Secretariat
SSPS	Secretariat of Penal and Socio-educational Systems
STDTP	Secretariat of Labor and Professional Development
STF	Supreme Federal Court
SUS	Brazilian Unified Health System
SUSP	Unified Public Security System
TCE	State Court of Auditors
TJRS	Court of Justice of Rio Grande do Sul
ToR	Terms of Reference
TRF4	Federal Regional Court of the 4 <sup>th</sup> Region
UBS	Basic Health Unit
UF	Federal Units
UNESCO	United Nations Educational, Scientific and Cultural Organization
VEC/POA	Criminal Enforcement Court of the Porto Alegre District



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## Preface

Since it was created in 1945, the United Nations Educational, Scientific and Cultural Organization (UNESCO) has worked towards building peace through the realization of fundamental human rights, such as the right to education, culture, and scientific progress. The goal of achieving a higher level of civilization, based on the centrality of the human person, was already manifest in the Organization's founding act, which states: "Since wars begin in the minds of men, it is in the minds of men that the defenses of peace must be constructed".

In a world marked by profound inequalities, conflicts, and persistent challenges to human dignity, a culture of peace – an ideal at the heart of the Organization's mandate – demands concrete actions, supported by effective public policies, and focused on more just societies.

In Brazil, UNESCO has been dedicated to producing numerous studies, research projects and publications, as well as strengthening institutional capacities, with a view to overcoming the multiple forms of violence that affect, above all, the black and marginalized youth of our country. This work, in partnership with governments and civil society institutions, aims to offer solutions that go beyond police control, focusing on prevention, inclusion, and social justice as the foundations for sustainable peace.

It is therefore with great pleasure that we present this publication, which systematizes the organization and initial milestones of the Cross-Cutting and Structuring Public Security Program (RS Seguro), an initiative of the Government of the State of Rio Grande do Sul (RS) aimed at reducing and preventing violence in more vulnerable territories. The publication is a result of the international cooperation agreement signed between UNESCO, the Brazilian Cooperation Agency (ABC), and the State Government, and makes significant contributions to the global debate on prevention-based public security policies.

Through the integration of the RS Seguro Program, four important outcomes are expected to be achieved:

1. Updating and dissemination, at state and municipal levels, of a strategy for preventing violence in early childhood, promoting comprehensive care and protection from the earliest years of life;
2. Development and dissemination of an innovative approach to preventing youth violence among key populations, recognizing young people as agents of social change;
3. Development and sharing of an Implementation Guide for the social urban development methodology, as well as a Catalog of Urban Solutions for squares and public spaces, drawing from broad community participation;
4. Development of a territorial governance model – the RS Seguro COMunidade – that promotes cross-sector coordination and shared responsibility in the management of public security.

Finally, it is worth noting that this publication is also a valuable contribution to UNESCO's international program Management of Social Transformations (MOST), for presenting, in a systematic way, a public policy focused on preventing violence and promoting opportunities for youth. This is a promising model that could inspire other experiences in the 194 UNESCO member states, while respecting the cultural and historical realities of each society.

By providing a concrete example of how public security can be planned in an integrated, humane and territorially based manner, this work reinforces UNESCO's commitment to promoting a culture of peace and social justice. May this publication inspire new actions and partnerships in pursuit of safer, fairer, and more inclusive societies.

**Marlova Jovchelovitch Noletto**

Director and Representative of UNESCO to Brazil



## Presentation

In this publication, we present the Cross-Cutting and Structuring Public Security Program (RS Seguro), launched on February 28, 2019, as the first public policy established during the first term of our administration. The actions were planned based on data and science, drawing inspiration from external studies by institutions such as the Institute for Applied Economic Research (IPEA) and the United Nations (UN).

Developed by the team at the RS Seguro Program Coordination Unit, directly linked to the Governor's Office, this publication is not intended to be exhaustive in presenting the main strategic actions undertaken. Its goal is to provide inputs for the formulation of evidence-based public policies, with an emphasis on cross-cutting and intersectoral approaches. The aim is to strengthen the connection between the branches of government, institutions, agencies, and civil society, based on the understanding that phenomena linked to violence and crime extend beyond the field of public security.

The Program's design recognizes that public security involves multiple dimensions beyond visible policing, encompassing actions to prevent violence and improve the prison system. Continuous monitoring and the use of data, with "a finger on the pulse," enabled efficient and targeted actions, consolidating a results-based management model involving the entire Criminal Justice System (CJS).

The RS Seguro Program, based on the Governance System implemented at the time it was established, provided an environment that fostered closer ties between institutions and the people who comprise them, promoting mutual trust that is not just formal. All the work and effort summarized in this publication have enabled, after six years of the Program, a historical reduction in the main violence and crime indicators, thanks to the participation of leaders and the essential work of the women and men engaged in public security and the CJS in Rio Grande do Sul every day.

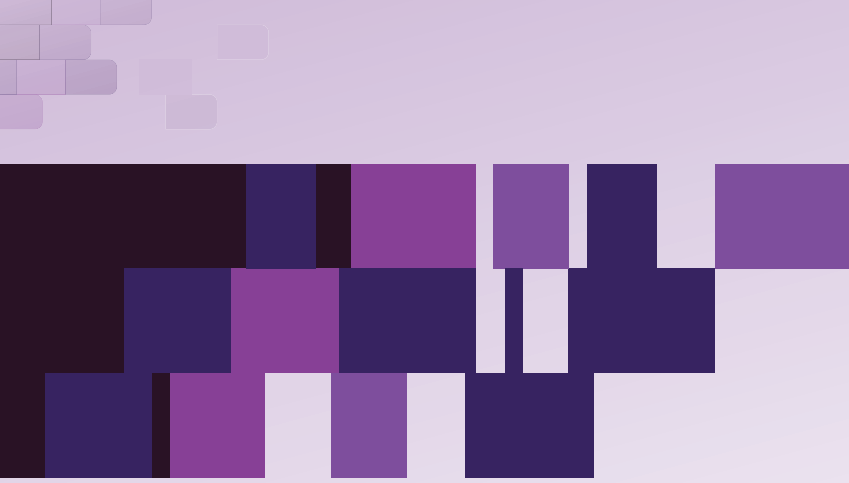
There is still much to be done. Moreover, it was this constant evolution of the RS Seguro Program, with the understanding that we must always provide the best for our population, that fostered the relentless pursuit, by everyone, of the best results.

Enjoy your reading!

**Eduardo Figueiredo Cavalheiro Leite**

Governor of the State of Rio Grande do Sul





## BACKGROUND ■ ■ ■

Throughout a significant period of the 2010s, Rio Grande do Sul (RS), like Brazil as a whole, faced a marked increase in crime. There was a consistent rise in violence rates, particularly homicides, robberies, and other serious crimes, directly affecting the population's sense of security. This escalation culminated in 2017, which became the most violent year in recent history for both Brazil and Rio Grande do Sul, marking a critical point in the Brazilian public security crisis.

Next, a diagnosis will be presented for a period marked by high rates of violence in Rio Grande do Sul and in the country. This critical phase of public security reached its peak in 2017, as demonstrated by data available in reports and studies on crime in the country. The survey presented below contextualizes this phase.

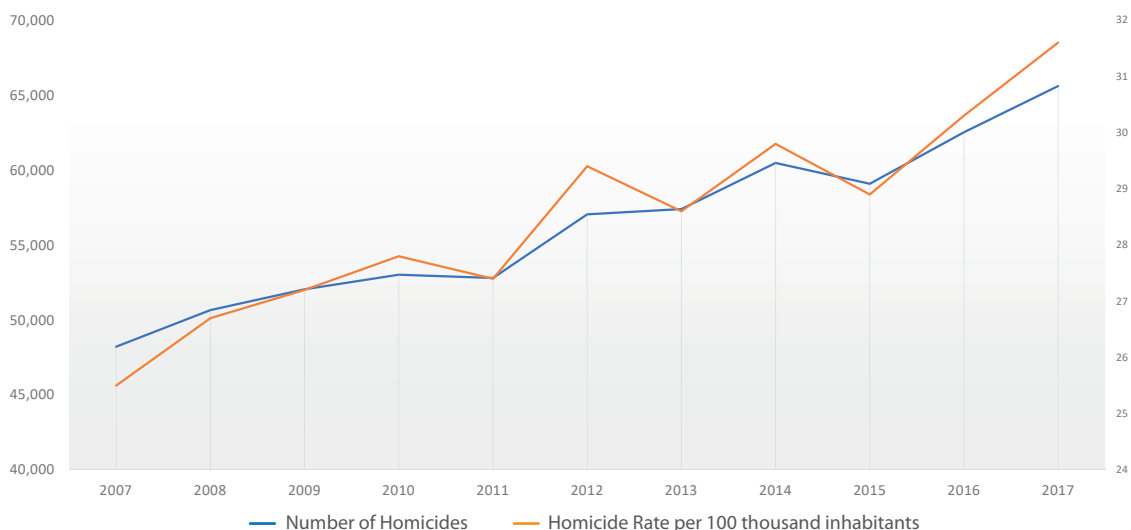
According to official data released through the Mortality Information System (SIM), developed and maintained by the Ministry of Health (MoH), there were 65,602 homicides in Brazil in 2017 (IPEA; FBSP, 2019), which is roughly equivalent to a rate of 31.6 deaths per 100,000 inhabitants. As can be seen from the analysis of Graph 1 below, this is the highest historical level of violent deaths in the country since 2007.

In the same year, 2017, according to the same publication, Rio Grande do Sul reached 3,316 homicides<sup>1</sup>, the highest number since 2007, ranking 7<sup>th</sup> among the 27 Federative Units (UF). The rate in 2017 reached 29.3 deaths per 100,000 inhabitants. This represents more than 30 times the rate of countries such as Spain (0.7) and Portugal (0.7), for example (The Global Economy, 2017).

<sup>1</sup> This represents a 50.8% increase, relative to the year 2007 (IPEA; FBSP, 2019, p. 24).

**Graph 1 - Evolution of the number and rate of homicides, Brazil. 2007–2017**

Source: Prepared by the author based on data from IPEA; FBSP, 2019, p. 23-24.



The scenario described above is even more discouraging when one considers that, in 49.4% (1.639) (IPEA; FBSP, 2019, p. 31) of the homicides in RS in 2017, the victims were between 15 and 29 years old. This corresponds to a homicide rate of 64.0 (IPEA; FBSP, 2019, p. 32) per 100,000 young people in the 15 to 29 age range.

Among young people (15-29 years of age), the prevalent victims in Rio Grande do Sul in that year were male, corresponding to 1,525 (IPEA; FBSP, 2019, p. 33), that is, 93% of young people killed intentionally were male. In 2017, the homicide rate per 100,000 males in the 15 to 29 age range in RS was an impressive 117.0 (IPEA; FBSP, 2019, p. 34).

Beyond these scenarios of violence, one must consider that the demographic transition is a worldwide phenomenon, with an aging population and slower population growth. And population growth has declined across all averages of groups of countries, per income (Graph 2).

Furthermore, in Brazil, as can be seen in Graph 3 below, the percentage of the population over 65 years of age has been increasing.

In just a few decades, the share of the population over 65 years of age has increased considerably. In the 1960s, it was less than 3%. In the 2020s, it is already approaching 10%.

This demographic transition is particularly significant in Rio Grande do Sul, as we will be one of the first Brazilian states to see our population shrink. According to projections from the

Brazilian Institute of Geography and Statistics (IBGE, 2018), the state of Paraná (PR), for example, has already surpassed Rio Grande do Sul in terms of population (Graph 4 below). The IBGE census released in 2022 showed that Rio Grande do Sul had a population of over 10 million, and projections indicate that this number could drop to around 9 million by 2070 (IBGE, 2024).

The share of the population over 65 years of age in Rio Grande do Sul has reached 14.6% of the total population, surpassing the state of Rio de Janeiro (RJ), with 13.2%; Minas Gerais (MG), with 12.4%; São Paulo (SP), with 12.0%; Paraná (PR), with 11.8%; and Santa Catarina (SC), with 11.5%.

The share of this same population segment for Brazil is 10.8%. This means that, in RS, the share of the population over 65 years of age is 35.2% higher than the national average.

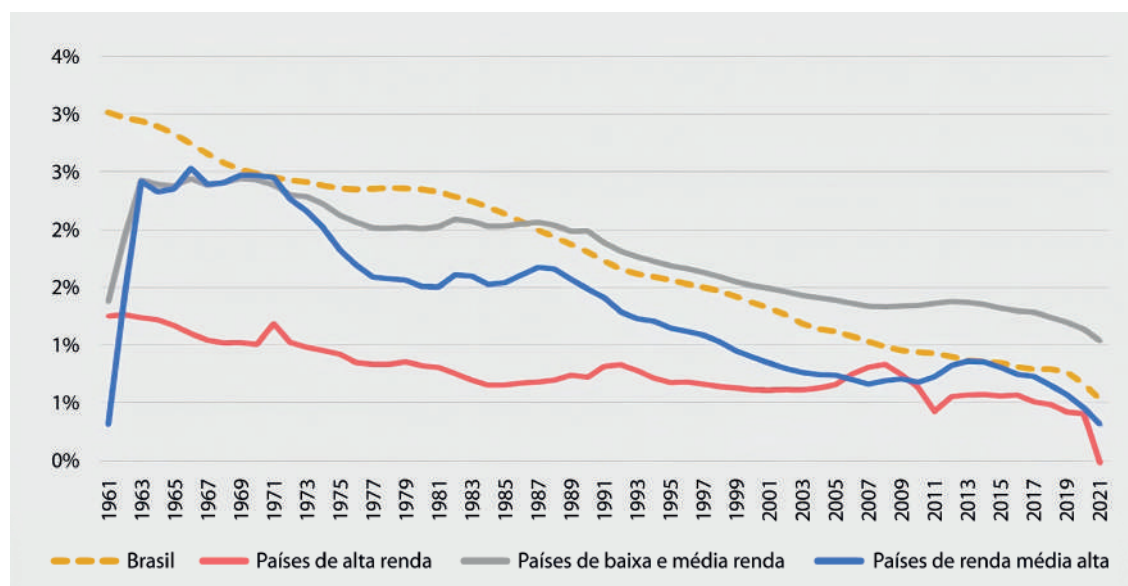
It is also relevant, at this point, to consider the average life expectancy of the population. In this regard, significant discoveries, especially in medicine, have brought about great advances.

A clear perception of the improvements can be obtained by considering that in 1800, “[...] when Swedes were starving and British children were working in coal mines, life expectancy was approximately 30 years across the planet” (Rosling, H.; Rosling, A.; Rosling, O., 2021, p. 64).

In the specific case of Rio Grande do Sul, the average life expectancy has reached 79.2 years (IBGE, 2018). In Brazil,

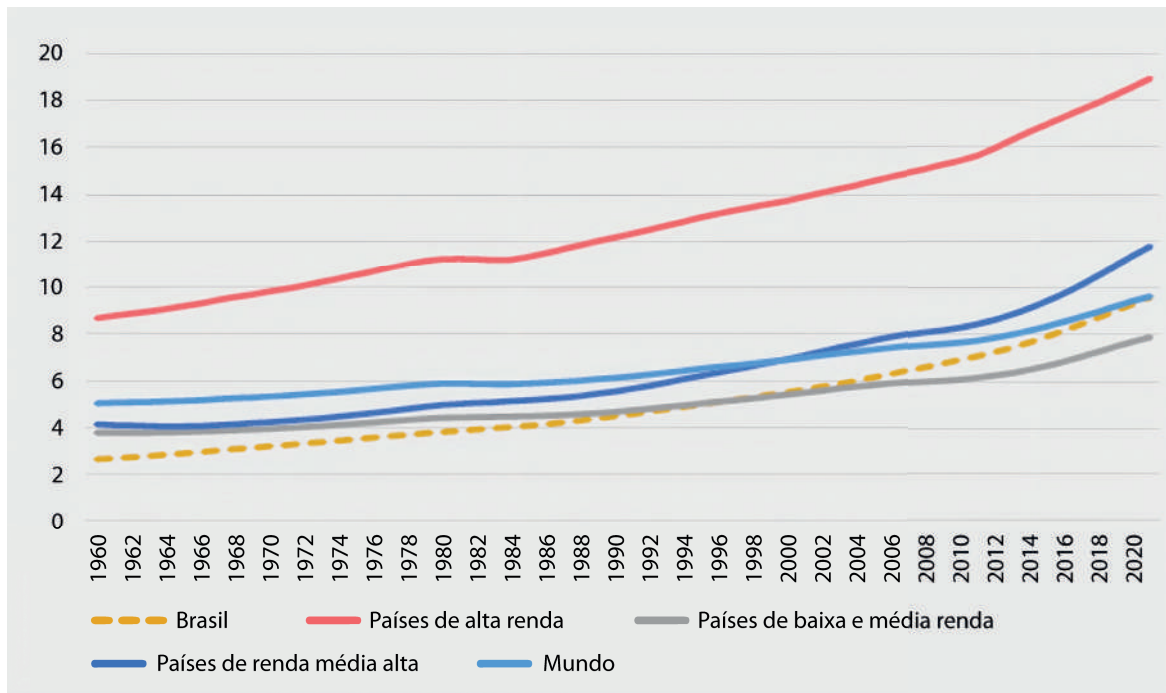
## Graph 2 - Population growth in Brazil and average growth of groups of countries, per income (%), 1961 –2021

Source: World Bank Group, 2024, p 32.



### Graph 3 - Percentage of the population over 65 years of age in Brazil and average for groups of countries, per income (%), 1960 –2020

Source: World Bank Group, 2024, p. 32



with an estimated population of 215 million inhabitants, as shown in Graph 5 below, the average life expectancy is 76.4 years, according to Gapminder (2025).

In addition to the contexts of violence and demographic transition, there are issues related to economic consequences and costs of crime. This analysis is extremely important to ensure more effective use of public resources allocated to reducing incidents.

Consequently, it is estimated that, for every young homicide victim aged between 13 and 25, the “[...] present value of the loss of productive capacity is approximately 550 thousand reais” (Brazil, 2018, p. 9). Labor, it seems perfectly clear, contributes to the production of national income. Therefore, when a homicide takes place, there is, as a logical consequence, a reduction in the population and the workforce, as well as in Gross Domestic Product (GDP), considered here as all the income produced in the country in a given fiscal year. Therefore, when a young person dies prematurely - beyond the tragic, irreparable, and premature loss for family and friends - society as a whole loses the

value the victim would have contributed in the future across different age ranges.

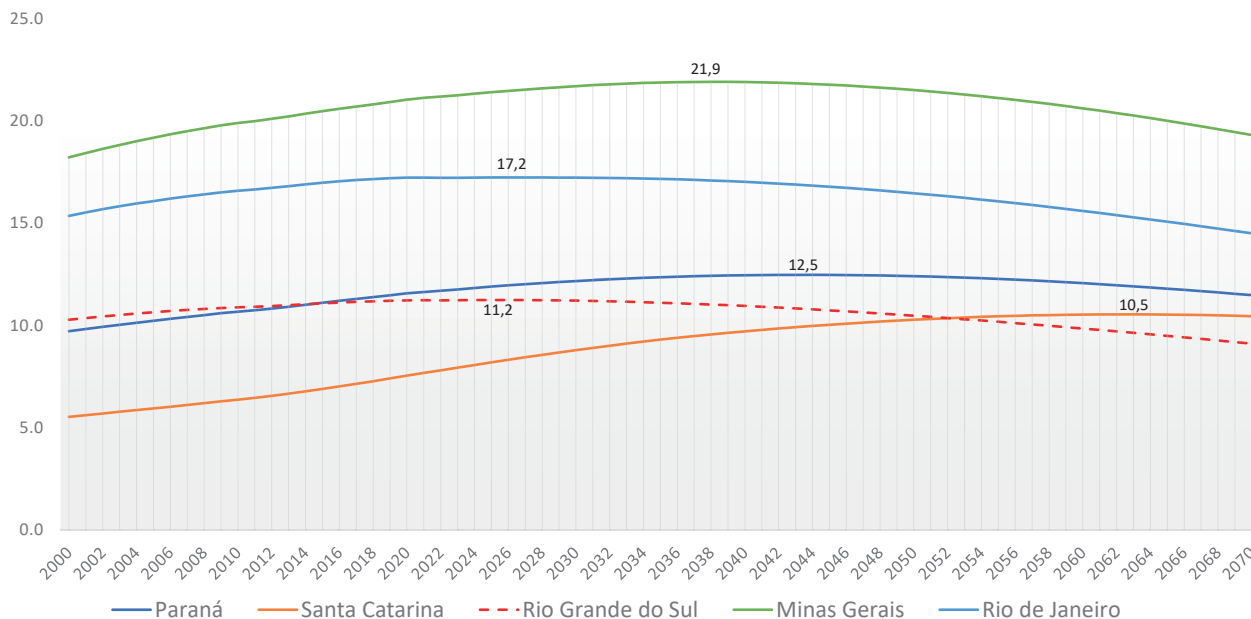
The cumulative loss of productive capacity resulting from homicides in Brazil between 1996 and 2015 exceeded R\$450 billion (Brazil, 2018, p. 10. 9).

In this regard, according to Bourguignon and Morrison (2000), there are basically three reasons for estimating the social costs of violence and crime. The first is to identify the importance of violence as a social policy issue. The second is to provide a first step towards allocating resources between alternative social problems and the issue of public security, more strictly. The third is to enable the design of more efficient policies, with regard to allocation of public resources among possible specific programs aimed at public security.

Given the limited resources available for investment, it is essential to guide choices through cost-benefit analyses. It is therefore necessary to prioritize public policies that most benefit society.

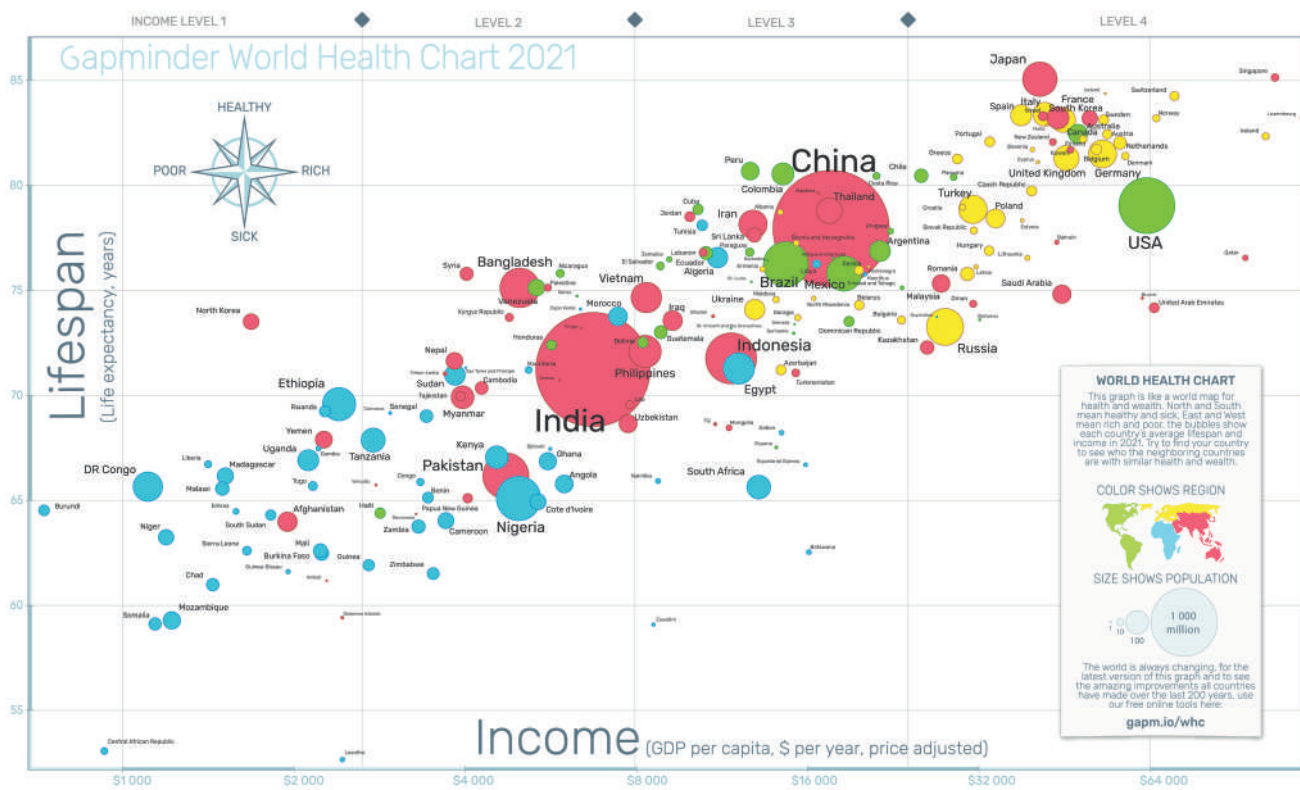
**Graph 4 - Total population in selected states, PR, SC, RS, MG, RJ, 2000 –2070**

Source: Prepared by the author based on IBGE data, 2024, online.



**Graph 5 - Relationship between per capita GDP and life expectancy in 2023, by country and world region**

Source: Gapminder, 2025, online.



**SOURCES** - INCOME: World Bank's GDP per capita, PPP (2017 international \$) extended to 2021 with IMF's projections. X-axis uses log-scale to make a doubling income show the same distance on all levels. POPULATION AND LIFE EXPECTANCY: Data from UN Population Prospects 2019. LICENSE: Our charts are freely available under Creative Commons Attribution License. Please copy, share, modify, integrate, and even sell them, as long as you mention: "Based on a free chart from www.gapminder.org".



## RS SEGURO

The State of Rio Grande do Sul launched, through State Decree N. 54,516, of February 28, 2019, the Cross-Cutting and Structuring Public Security Program (RS Seguro), coordinated by the State Governor's Office.

Crime is a multifaceted phenomenon, with a considerable diversity of hypotheses put forward to explain its origin, especially in the Latin American urban environment. According to Gerard Martin (Arq. Futuro e Escola da Cidade, 2019, p. 24), public policy consultant for urban security, there is

[...] the demographic hypothesis (accelerated urban growth and prevalence of young people in cities), the socio-anthropological hypothesis (culture of glorifying violence), the socio-economic hypothesis (poverty and inequality), the geographical hypothesis (urban morphology that induces crime), the criminological hypothesis (violence generated by organized crime, especially drug trafficking), the institutional hypothesis (legal and juridical uncertainties, resulting from the absence of the State in various regions), and the epidemiological hypothesis (contagion of violence, which is thought to proliferate like an epidemic).

Based on these premises, the RS Seguro Program, recognizing the complexity of the criminological phenomenon, adopts an integrated and multidisciplinary approach based on three guidelines: integration, intelligence, and qualified investment.

The purpose of the Program is to reduce crime, especially violent crime, making Rio Grande do Sul a safe place to live and invest, improving the quality of life for the population. The presence of the State, with all its areas of action, enables citizens to develop to their full potential. In this sense, the Program seeks to promote integrated, cross-cutting, and cross-sector strategic actions in public security, obviously, but also in education, health, sports, leisure, labor, social assistance, culture, justice, and social development, prioritizing municipalities and neighborhoods with the most socioeconomically vulnerable populations and with the highest incidence of violent crimes.

Thus, although the RS Seguro Program aims to reach all municipalities in the State, it was decided to start by implementing territorially targeted strategic actions, mainly because crime, especially violent crime, does not occur uniformly across territories, as evidenced by Sherman, Gartin and Buerger (1989).

It is equally important to note that the RS Seguro Program introduced innovative methodologies to RS, especially with the implementation of the so-called Governance System of the Crime Fighting Axis (1), requiring clarity, transparency and cooperation, with the active participation of staff from the entire Criminal Justice System, a circumstance that is, in itself, extremely challenging.

Moreover, it should be noted that RS is the third state in the Federation with the largest number of municipalities (497)<sup>2</sup>, ranking second only to MG<sup>3</sup>, with 853<sup>4</sup>, and SP, with 645. However, the population of RS (10.8 million, representing only 5.3% of the population of Brazil) is much lower than that of MG (20.5 million, accounting for 10% of the population of Brazil) and that of SP (44.4 million, representing 22% of the population of Brazil).

Based on these premises, it was decided to proceed with initial and priority actions based on territorial targeting, establishing specific criteria, as described below.

### METHODOLOGY FOR SELECTING PRIORITY MUNICIPALITIES

The definition of priority municipalities for the RS Seguro Program, in its initial phase in 2019, was based on an in-depth statistical analysis of violence indicators, with special emphasis on the incidence of violent deaths. The selection strategy targeted, among the State's most populous municipalities, those that concentrated the highest volumes of violent deaths, both in absolute and proportional numbers, thus avoiding short-term statistical fluctuations.

The methodology considered, as an initial criterion, municipalities with an estimated population of over 65,000 inhabitants in 2018, including adjustments for the seasonal population of the North Coast. As a primary criterion, the most populous municipalities were selected, which together accounted for 80% of the violent deaths recorded in the state between 2009 and 2018. The analysis also incorporated, as secondary criteria, relative incidence (homicide rate higher than 30 per 100,000 inhabitants in at

2 RS is included with 8.9% of the total number of municipalities in Brazil (5,570).

3 MG has 15% of the total number of municipalities in Brazil (5,570).

4 SP has 22% of the total number of municipalities in Brazil (5,570).

least one of the two periods analyzed: 2009 – 2018 or 2014 – 2018) and absolute incidence (annual average of more than 50 violent deaths in those same periods).

For the purposes of this analysis, violent deaths were considered to be events classified under codes X85 to Y09, Y35 and Y36 of the International Classification of Diseases (ICD-10), encompassing intentional homicides, robberies resulting in death, bodily injuries followed by death, and deaths resulting from legal intervention. The main data sources used were the Mortality Information System (SIM) of the Ministry of Health, the Public Security Secretariat of Rio Grande do Sul (SSP/RS), the Brazilian Institute of Geography and Statistics (IBGE), and the Foundation for Economics and Statistics of Rio Grande do Sul (FEE/RS).

As a result, 18 municipalities were selected which, together, represented 45% of the state's population (2017 data), 71% of violent deaths, 83% of robberies in general, and 89% of vehicle robberies, considering the period from 2009 to 2018. The selected municipalities were Alvorada, Cachoeirinha, Canoas, Capão da Canoa, Caxias do Sul, Esteio, Gravataí, Guaíba, Novo Hamburgo, Passo Fundo, Pelotas, Porto Alegre, Rio Grande, Santa Maria, São Leopoldo, Sapucaia do Sul, Tramandaí, and Viamão.

In 2020, using updated data and improved methodology, three simulations were performed with different parameters. The first one repeated the original criteria, but with parameters adjusted to the 2010 to 2019 period. The second option restricted the evaluation to the 2018 to 2019 period, maintaining the original criteria with reduced parameters. The third simulation considered exclusively the homicide rates in the last two years (2018 and 2019), comparing them to the state average.

These simulations resulted in the inclusion of five new municipalities in the original set: Bento Gonçalves, Cruz Alta, Farroupilha, Ijuí and Lajeado. Thus, the list of priority municipalities has increased to 23: Alvorada, Bento

Gonçalves, Cachoeirinha, Canoas, Capão da Canoa, Caxias do Sul, Cruz Alta, Esteio, Farroupilha, Gravataí, Guaíba, Ijuí, Lajeado, Novo Hamburgo, Passo Fundo, Pelotas, Porto Alegre, Rio Grande, Santa Maria, São Leopoldo, Sapucaia do Sul, Tramandaí and Viamão.

This group of 23 municipalities represents, in relation to the state's total, approximately 49% of the population (2018 data), 72% of violent deaths, 83% of robberies in general and 91% of vehicle robberies, considering the 2010 to 2019 period.

## ACTION AXES

The RS Seguro Program seeks to integrate government spheres and members of the CJS, with the goal of reducing crime rates throughout the state. To achieve this goal, the program is structured around four strategic action axes: (1) Fighting Crime; (2) Social, Preventive and Cross-cutting Policies; (3) Quality of Citizen Service and Professional Development; and (4) Prison System (Figure 1).

The creation of these four strategic axes responds to the need for a systemic, integrated, and evidence-based approach to the sustainable reduction of crime in the State. The complexity of the factors influencing violence requires coordinated action among different government spheres, justice system institutions, and civil society. In this context, the axes are structured to ensure simultaneous action on complementary and interdependent fronts.

Organizing the program into thematic axes also allows for cross-cutting coordination of public policies, with a view to measurable results, territorially targeted actions, and intensive use of data for monitoring and evaluation. This approach strengthens the program's governance and expands its capacity to generate positive and lasting impacts on public security in Rio Grande do Sul.

### Figure 1 – Action axes of the RS Seguro Program: schematic summary

Source: Prepared by the author.

## RS Seguro Program

Launched on February 28, 2019

### INTEGRATION, INTELLIGENCE AND QUALIFIED INVESTMENT





## AXIS 1 – FIGHTING CRIME

Within the scope of Axis 1, Fighting Crime, strategic actions were outlined with a view to strengthening qualified repression of homicides and fighting drug trafficking, corruption, money laundering, organized crime, and crimes committed with violence. The implementation of a firearms control policy was also planned.

### 1.1 CRIME INDICATORS

It is common knowledge that Brazilian criminal law covers a wide range of crimes. The Special Part of the Penal Code, which addresses conduct classified as criminal offense, covers more than 350 types of crimes. In addition to this, there are crimes addressed in special legislation, such as those related to narcotics, firearms, money laundering, criminal organizations, among many others.

Given this broad scope of regulations, it was decided to adopt a limited number of crime indicators, prioritizing those whose reduction could generate a more significant and positive impact on the lives of the population. To this end, at a meeting held on May 16, 2019, with the participation of the directors of the institutions involved<sup>5</sup>, it was decided that three common crime indicators were to be mandatorily and relentlessly monitored in each of the prioritized municipalities, in the group of these municipalities (RS Seguro), and at the state level.

#### 1.1.1 Intentional Lethal Violent Crimes

The Intentional Lethal Violent Crime (ILVC) indicator was created and included among the strategic indicators of the RS Seguro Program based on a fundamental principle: the protection of human life, the most important legal right protected by any legal system in the world.

Encompassing the crimes of abortion, femicide, intentional homicide (including while driving a motor vehicle),

inducement, instigation or assistance to suicide, infanticide, bodily injury followed by death, robbery resulting in death, and death resulting from resistance to police intervention, the ILVC category includes incidents resulting in death due to intentional or malicious action. It also aims to offer a qualified and territorially contextualized analysis of violent deaths in the state.

The structuring of this indicator followed national regulations defined under the coordination of the now-extinct Ministry of Public Security in 2018 and was also prompted by the need to link public security records with health data. Specifically, the categorization adopted seeks to match deaths classified in the Mortality Information System (SIM), according to the ICD-10 codes: X85 to Y09 (aggressions), Y35 (legal intervention) and Y36 (war operations), according to the methodology adopted by the MoH. These categories are traditionally referred to as Violent Deaths in epidemiological and statistical studies in the field of public health and are also used in public security studies at the national level, which require methodological uniformity for conducting analyses and comparisons.

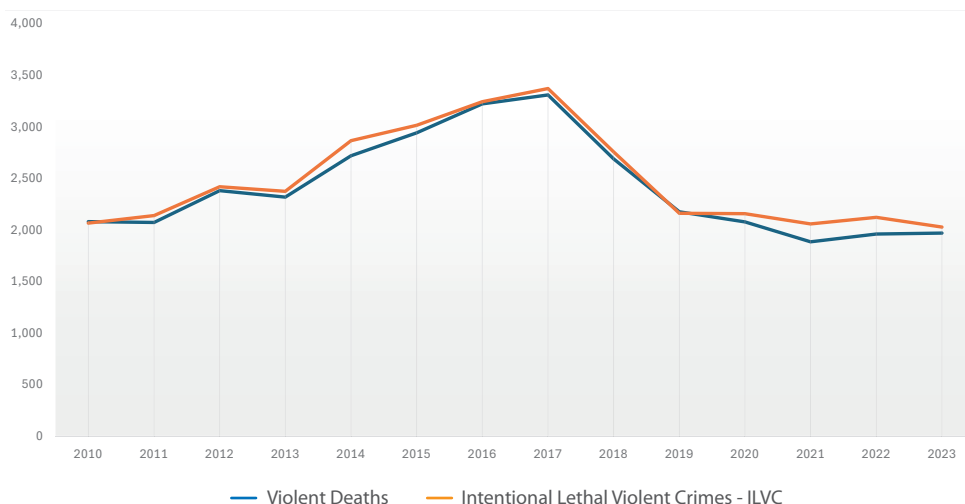
This convergence made it possible to align crime statistics with data on mortality from external causes, strengthening the reliability of the information and enhancing the planning of public policies. Graph 6 presents the evolution of records of Violent Deaths (according to place of death) and the ILVC indicator in the State of RS, between 2010 and 2023, showing convergences and divergences between the two information sources, as well as an evaluation of the impacts of the qualification strategies adopted during the period.

Despite the convergence observed between ILVC records and Violent Deaths classified in the SIM, both systems still presented challenges related to the imprecise categorization of events. In the case of ILVC, these were

<sup>5</sup> The meeting was attended by representatives from the SSP, the General Command of the Military Brigade (CGBM), the General Command of the Military Fire Department (CGCBM), the General Directorate of DETRAN (Traffic Department), the General Directorate of IGP, the Chief of the Civil Police, the SSPS, and the Penal Police (PP).

### Graph 6 - Evolution of Violent Deaths (place of death – SIM/MoH) and ILVC (RS Seguro), RS, 2010 –2023

Source: Prepared by the author based on data from Brazil, 2025b; SSP/RS, 2025.



incidents that, due to flaws in the initial classification or lack of subsequent updates, were not correctly classified as intentional crimes against life, which could lead to underestimation of their actual incidence. On the other hand, in the field of health, deaths registered under categories ICD-10 Y10 to Y34 – designated as deaths from external causes of undetermined intent – stood out, constituting an important component of the hidden figure of violent deaths. This category often served as a residual classification, applied when there was insufficient information to determine the intentionality of the event. These challenges, common to both spheres, highlighted the importance of coordinated and continuous strategies for improving and integrating records.

For this purpose, since July 2020, the Program has established a strategic system aimed at identifying and correcting possible inconsistencies in police reports. This initiative consists of the automated flagging of inconsistencies, on a case-by-case basis, through the Public Security Statistical Management System (GESeg), followed by joint action between the teams of the RS Seguro Program, the Planning, Governance and Management Office of the Civil Police, the Observatory and the Intelligence Department of the SSP. Reports of inconsistencies are then forwarded to the Police Stations responsible for analysis and possible correction.

As a result of this strategy, a Working Group was created in 2024 with the goal of improving the quality of records of death due to external causes and reducing the incidence of classifications with undetermined intent. This effort involved coordination between the SIM (Mortality Information

System), the Judicial Police System (JPS), and the General Institute of Forensics (IGP), with a view to improving the identification of the nature and intent of accidental and intentional deaths occurring in the State.

The consolidation of these actions culminated, on March 11, 2025, in the formalization of a Cooperation Agreement between the RS Seguro Program, the Health Secretariat, through the Department of Primary Care and Health Policies (DAPPS) and the State Center for Health Surveillance (CEVS), and the SSP, with the participation of the Civil Police and the IGP. The partnership established specific goals for improving the quality of data on deaths from external causes, reducing nonspecific records, and improving the systems involved.

Thanks to this integrated and ongoing strategy of improving information quality, Rio Grande do Sul has become nationally recognized, ranking among the states with the lowest rates of deaths from undetermined causes (DUC), as indicated in the 2025 Violence Atlas, published by IPEA and the Brazilian Forum on Public Security (FBSP). Furthermore, the State had one of the lowest rates of hidden homicides in the country, with 0.2 per 100,000 inhabitants in 2023 – a direct result of its commitment to ensure transparency, accuracy, and reliability of data on violent deaths.

#### 1.1.2 Robbery of Pedestrians

The inclusion of the Robbery of Pedestrians indicator is based on three main aspects. First and foremost, its high incidence in the state stands out: in 2017 alone, 67,475<sup>6</sup> police reports related to this type of crime were registered,

<sup>6</sup> Daily average of 184 robberies targeting pedestrians in Rio Grande do Sul.

of which 29,140 occurred in Porto Alegre, representing 43% of the state's total. Secondly, there is a strong possibility of underreporting, considering that not all victims formally register the incident. This hypothesis suggests the existence of a significant unknown figure, which may indicate an even higher incidence than that officially reported. Finally, this is a crime that directly impacts the population's perception of insecurity, affecting urban spaces in a diffuse and ordinary way, and contributing significantly to the feeling of vulnerability in social interactions.

### 1.1.3 Vehicle Robbery

The choice of the Vehicle Robbery indicator was based primarily on two factors. The first refers to the high frequency of this type of crime, with 17,871 occurrences reported in the state in 2017<sup>7</sup>, resulting in a rate of 271.8 thefts per 100,000 registered vehicles. The second factor concerns the potential risk of escalation of violence, since, depending on the circumstances of the approach and the victim's reaction, vehicle robbery can escalate into robbery resulting in death, leading to fatal outcomes.

### 1.1.4 Local indicators

The fourth indicator, called the Local Indicator, was chosen jointly by the local public security managers. On May 27, 2019, the focal points of each of the prioritized municipalities, designated by the General Commander of the Military Brigade (BM) and the Chief of Police, participated in a dynamic meeting in order to define which Local Indicator would be monitored, in addition to the three mentioned above (ILVC, Robbery of Pedestrians and Vehicle Robbery), which were established as mandatory for all municipalities.

To that end, participants were presented with a list of prior quantitative and qualitative analyses of the most frequent and relevant crimes<sup>8</sup> that occurred between 2010 and 2019. Based on this list, participants were asked to answer some questions, considering their experiences, and observing different dimensions.

- Feeling of security: what is the impact of this crime on people's sense of security? For example, what is the media and social media coverage?
- People's daily lives: to what extent do people alter their daily behavior and their view of public security agencies as a result of this crime?

- Economic aspect: what are the economic impacts of this type of crime on society, for example, devaluation of real estate, business closures, etc.?
- Operational aspect: what is the degree of mobilization of resources (human and material) to prevent/suppress this crime (the less the need to increase the resources employed to obtain satisfactory results, the greater the impact)?

In sharing their perceptions, participants were to assign scores to the listed crimes according to their impact on the feeling of security, on people's daily lives, on the municipality's economy, and on the activity of CJS staff. Only scores of 1, 3, and 9 could be assigned: 1 for Low-Impact crimes; 3 for Medium Impact; and 9 for High Impact. Two high-impact crimes, three medium-impact crimes, and eight low-impact crimes were to be chosen. Currently there are 17 criminal acts that can be selected as a Local Indicator.

Based on the responses obtained during the activity, participants defined the Local Indicators that would be part of the personalized monitoring of each municipality, respecting their territorial and operational specificities. The final selection resulted in six crimes being chosen as Local Indicators: Theft from / Breaking into Residence; Burglary of Commercial and Educational Establishment; Home Burglary; Vehicle Theft; Sexual Crimes Against Vulnerable Individuals; and Narcotics - Trafficking.

These indicators were chosen from an expanded list of crimes previously analyzed from both quantitative and qualitative perspectives, which included a total of 17 criminal acts. The reference list included, in addition to the six selected crimes, the following: Cattle Theft, Fraud, Aggravated Theft, Theft from Commercial and Educational Establishment, Cell Phone Theft, Theft from Vehicle, Manslaughter while Driving a Motor Vehicle, Illegal Possession or Carrying of Firearm of Permitted or Restricted Use, Receiving Stolen Vehicles, Robbery of Taxi and Private Driver, and Robbery of Passenger or Driver of Public Transportation and Shared Taxi.

The selection of Local Indicators allowed each municipality to direct its monitoring towards crime typologies that best reflect its social, economic, and operational reality. This strategy of territorial customization of indicators recognizes that the pattern of criminal occurrence is not homogeneous across territories and that the state response must be sensitive to these specificities. By selecting indicators based on multiple dimensions, such as sense of security, economic impact, and resource mobilization, municipalities have

<sup>7</sup> Daily average of 49 vehicle robberies in Rio Grande do Sul.

<sup>8</sup> It is important to note here a specific characteristic of criminal acts: the names of the acts are often described in a way that encompasses not only the criminal offense, as described in the Special Part of the Penal Code, but also the legally protected object. Example: Breaking into Residence.

### Chart 1 - Crime indicators by denominator

Source: Prepared by the author.

DENOMINATOR	CRIME INDICATORS
Population	<ul style="list-style-type: none"> <li>- Intentional Lethal Violent Crimes</li> <li>- Robbery of Pedestrian</li> <li>- Sexual Crimes Against Vulnerable Person</li> <li>- Narcotics – Trafficking</li> <li>- Fraud</li> <li>- Aggravated Theft</li> <li>- Cell Phone Theft</li> <li>- Manslaughter while driving a motor vehicle</li> <li>- Illegal Possession or Carrying of Firearm</li> <li>- Robbery of Taxi and Private Driver</li> <li>- Robbery of passenger or driver on public transportation or shared taxi</li> </ul>
Vehicle Fleet	<ul style="list-style-type: none"> <li>- Vehicle Robbery</li> <li>- Vehicle Theft</li> <li>- Theft from a Vehicle</li> <li>- Receiving Stolen Vehicle</li> </ul>
Number of Households	<ul style="list-style-type: none"> <li>- Theft from / Breaking into Residence</li> <li>- Home Burglary</li> </ul>
Number of Commercial or Educational Establishments	<ul style="list-style-type: none"> <li>- Burglary of Commercial and Educational Establishment</li> <li>- Theft from Commercial or Educational Establishment</li> </ul>
Herd	<ul style="list-style-type: none"> <li>- Cattle theft</li> </ul>

strengthened the capacity of the management system to prioritize efforts more effectively and responsively. This increases coherence between the monitored indicators and local prevention and repression actions, directly contributing to better territorial management of public security.

#### 1.1.5 Presentation in absolute quantities and rates

All indicators monitored within the GESeg System, including the three main ones – ILVC, Robbery of Pedestrians and Vehicle Robbery – as well as the Local Indicators, are presented both in terms of absolute quantity and in the form of standardized rates per 100,000 inhabitants, residences, vehicles, or establishments, according to the nature of the crime.

The use of the standardized rate allows for more equitable comparisons between different territories, regardless of their population size or structure. This practice is widely adopted in public security and crime epidemiology studies to avoid distortions that occur when analyzing only the total number of incidents. As Ratcliffe (2009) points out, the rate adjusted per population unit or other proportionally adequate basis provides a more accurate measure of the risk or prevalence of a criminal phenomenon in each

location. Chart 1 presents the indicators and their respective denominators used to calculate the rates:

## 1.2 STATISTICAL MANAGEMENT IN PUBLIC SECURITY

After defining the crime indicators to be monitored within the RS Seguro Program, two central management support instruments were structured: the Governance System and the GESeg System. Both were developed with the aim of supporting decision-making in a fast, well-founded, and evidence-based manner, based on the continuous and structured analysis of crime data.

### 1.2.1 Governance System

The Governance System was established based on a methodology that prioritizes the use of up-to-date information on crime patterns. Its purpose is to enable the adoption of operational and strategic decisions in a timely and consistent fashion, integrating the various levels of public management involved in security. This model is centered on regular cycles of data analysis and accountability for results, through technical meetings, sectoral monitoring, and the definition of actions based on previously defined indicators.

The methodology was inspired – among other models – by CompStat (Bureau of Justice Assistance Police; Executive Research Forum, 2013). First implemented in New York in the 1990s, this methodology has become a mandatory management tool in most major police departments in the United States.

In essence, the model requires law enforcement agents to obtain accurate and timely information about crime patterns so that they can make decisions quickly and effectively.

This dynamic allows law enforcement agents at the strategic, tactical, and operational levels to share information and actively participate in the development of action plans to reduce crime levels.

Another important aspect concerns the sharing of information within public security institutions, as well as between police forces and other agencies that can help eliminate/reduce conditions that contribute to crime, such as lack of public lighting.

The methodology involves the adoption of four main components: 1) timely and accurate information; 2) rapid deployment of resources; 3) effective tactics; and 4) relentless monitoring.

It is important to highlight that the new Governance System established in Rio Grande do Sul through the RS Seguro Program is not a solution, but a method for obtaining solutions. It is more than just a meeting; it is a performance management system that promotes shared responsibility for results.

The study titled *A gestão integrada da segurança pública no Rio Grande do Sul à luz da Constituição Federal de 1988: um olhar a partir dos Planos Nacionais e do Programa RS Seguro* (Integrated public security management in Rio Grande do Sul in light of the 1988 Federal Constitution from the perspective of the National Plans and the RS Seguro Program), conducted by Araújo Duarte and Carvalho Quadrado (2024) credits the reduction in homicide, robbery-homicide, and femicide rates that occurred between 2018 and 2020 in the 23 municipalities covered by the RS Seguro Program to the adoption of an integrated public security management model in the State of RS. The authors conclude that the integration among law enforcement institutions, coupled with the allocation of human and financial resources based on statistical data

and empirical evidence on crime, constitutes an effective strategy for tackling violence and crime.

The monitoring and evaluation of crime indicators within the RS Seguro Program are carried out through the Governance System, structured in monthly cycles of GESeg meetings. This system is organized into different hierarchical levels of deliberation and analysis, allowing for evidence-based decision-making. The levels are classified as follows: A4 – Intra-municipal assessment; A3 – Municipal assessment; Regional assessment within the scope of the Integrated Public Security Regions (RISPs); A2 – Security Collegiate Body; and A1 – State Collegiate Body.

#### 1.2.1.1 A4 Meetings – Intra-municipal Assessment

This level is comprised of local managers and leaders from the Military Brigade and the Civil Police who work in the Integrated Public Security Areas (AISPs)<sup>9</sup> of each municipality. In this stage, data relating to the evolution of the four priority indicators of the Program are verified. The purpose of the meeting is to define the intense exchange of information on crime occurring in each of the integrated areas, to develop a local action plan and to consolidate the demands to be forwarded to the next level (A3).

#### 1.2.1.2 A3 Meetings – Municipal Assessment

This level is comprised of representatives of the Military Brigade (BM), the Military Fire Department (CBM), the General Institute of Forensics (IGP), the Civil Police (PC), the Penal Police (PP), as well as the Public Prosecutor's Office (MP), the Judiciary Branch (PJ), the Municipal Guards (GMs) (in the municipalities where they are structured), the Federal Police Department (DPF), and the Federal Highway Police (PRF)<sup>10</sup>. In 2025, the Federal Public Prosecutor's Office (MPF) and the Federal Judiciary Branch (PJF) joined the Governance System of the RS Seguro Program,

In Meeting A3, the indicators are reviewed, the action plan developed in Meeting A4 is adjusted and validated, and the resource allocation forecasts for consideration in the Regional Assessment are discussed in the scope of the RISP Meetings.

#### 1.2.1.3 Meetings of the Integrated Public Security Regions – Regional Assessment

With the establishment of the 21 RISPs through Decree N. 57,060, of June 15, 2023, the areas of operation of the

9 Currently there are 39 AISPs in 14 municipalities, resulting from the joint effort of the directors and technical advisors of the Military Brigade and the Civil Police to match their areas of operation.

10 In cities where these federal agencies have structures and/or effective operations.

Military Brigade and the Civil Police throughout the State were matched<sup>11</sup>. In February 2024, after institutional and administrative adjustments, workshops were held to introduce the methodology, covering all 497 municipalities in Rio Grande do Sul.

The monthly meetings of the RISPs are attended by regional managers and leaders from the Military Brigade and the Civil Police. The participation of the CBM, the IGP and the PP is expected to occur as soon as their regional structures are aligned with the new division. These meetings aim to assess the indicators, consolidate the regional action plans, and define the demands to be considered by the Security Collegiate Board (A2).

#### 1.2.1.4 A2 Meetings – Security Collegiate Board

This level convenes, on a weekly basis, the heads of the main public security agencies of the State: the Secretaries of State for Public Security and for the Penal and Socio-educational Systems; the command of the Civil Police; the general commands of the Military Brigade and the Fire Department; the directors of the IGP; DETRAN and the PP; the department directors of the SSP; and the executive secretary of the RS Seguro Program. The Collegiate Board analyzes crime indicators, the consistency of action plans, and deliberates on strategic courses of action.

#### 1.2.1.5 A1 Meetings – State Collegiate Body

Meeting A1, the highest level of the Governance System, is chaired by the State Governor and is held on the second Thursday of each month. Members of the Security Collegiate Board, as well as representatives from the Public Prosecutor's Office, the Judiciary Branch, the Federal Police, the Federal Highway Police, and municipal administrations also attend. At this level, consolidated crime indicators are analyzed, decisions from lower levels are validated, and strategic actions are aligned to achieve constant reduction of crime indicators. The meeting is attended by more than 200 officials.

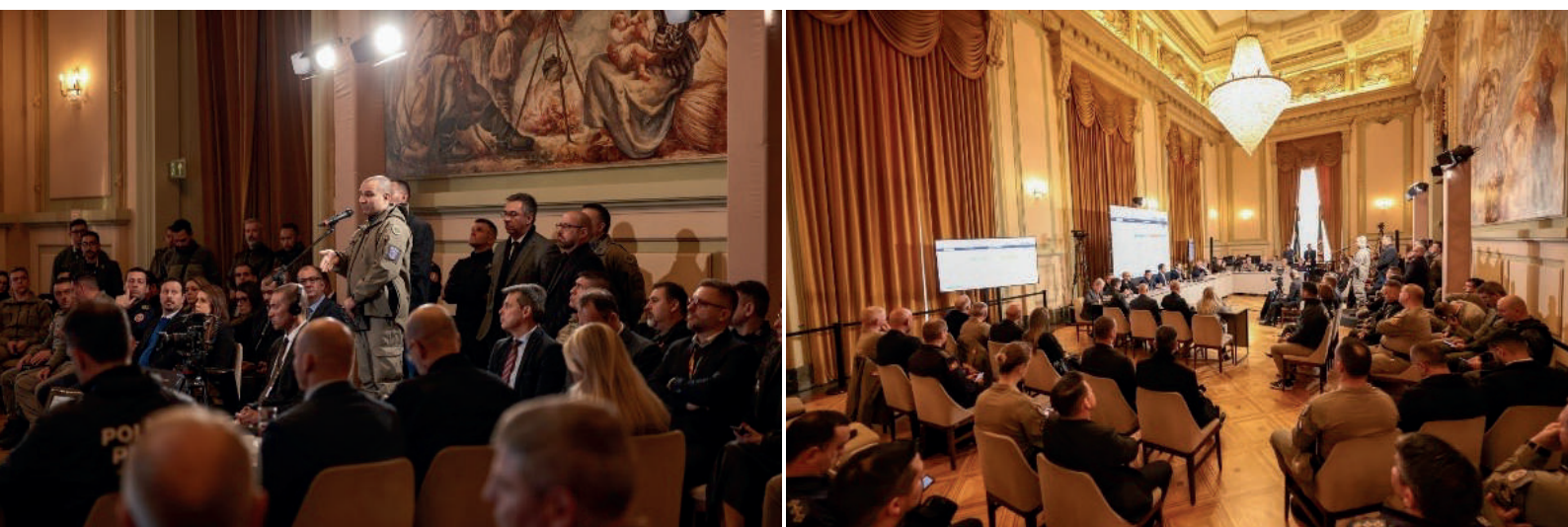
During Meeting A1, in addition to analyzing the evolution of the main crime indicators, focal points from municipalities that stand out positively (Good Practice), as well as those that show some variation (Point of Attention) for a given indicator, are selected to speak in person.

#### 1.2.2 Statistical Management System in Public Security

The GESeg System is a strategic technological platform designed to support public security management in Rio Grande do Sul, based on evidence and the intensive use of data, with a view to continuous monitoring and

**Figure 2 - Meeting A1 held monthly at the Piratini Palace, with the participation of heads and focal points of the involved bodies, and selection of municipalities and regions that present best practices and points of attention.**

Source: Archives of the State Secretariat of Communication. Credits: Vitor Rosa, 2025.



11 Throughout 2025, studies are being developed to harmonize the structures of the CBM, IGP, and PP within the RISPs.

strategic decision-making. It was created and developed according to a unique and creative model within the state public administration, characterized by a robust combination of specialized technical knowledge, practical experience in public security, and methodological rigor. From its inception, the project has been guided by a logic of qualified co-creation, with experienced professionals in the field playing a leading role, and a solid foundation in specialized literature, as well as inspiration from established models, such as CompStat in New York — an international reference in evidence-based management in the field of law enforcement (Silverman, 1999; Braga; Weisburd, 2010).

The initial phase was marked by an intense brainstorming process conducted with and by experts in the field of public security, who combined practical experience accumulated over the years with technical studies and scientific evidence. This step resulted in a structured set of conceptual and operational guidelines for territory-based management and an indicator monitoring model, aligned with the principles of results-oriented governance (Osborne, 2010).

During the first 18 months, the model was tested in practice with continuous production of dashboards and reports that were not yet automated (Figure 3). These materials, created in Portable Document Format (PDF) with significant human intervention, were used by police forces to support governance meetings and both overt and investigative daily operations. Throughout this period, in addition to the Military Brigade and the Civil Police, which participated from the beginning, the process was joined by the General

Institute of Forensics (IGP), the Penal Police (PP), the Military Fire Department, and the State Traffic Department of Rio Grande do Sul (DETRAN/RS). The contributions from police staff and technical teams were incorporated systematically and progressively, ensuring the model's compliance with operational realities and its technical legitimacy.

After this intensive validation phase, marked by continuous interaction and institutional learning, the development and implementation phase of the GESeg System was initiated. This transition entailed not only the automation of existing processes, but the digital embodiment of a mature methodology, tested and widely accepted by frontline professionals.

The system was developed under the responsibility of the Coordination Unit of the RS Seguro Program – at the time linked to the Office of the Vice-Governor of the State – in partnership with the Data Processing Company of the State of Rio Grande do Sul (PROCERGS). This organizational model was also an important institutional innovation, aligned with new collaborative approaches in the public sector that emphasize co-creation and co-production of solutions between technical bodies and managers (Hartley, 2005).

In contrast to the traditional approach, where the requesting body is limited to defining requirements and overseeing the process, the Coordination Unit played an active and technical role, with professionals trained to program, develop, and co-execute the system modules alongside the PROCERGS team. While the former provided

**Figure 3 - Meeting to establish the Governance System held in June 2019, at the headquarters of the Public Security Secretariat (left), and Meeting A1 held in September 2019, at the Piratini Palace (right)**

Source: Archive of State Secretariat of Communication, 2019.



analytical expertise, mastery of the operational context, and development capabilities, the latter relied on highly qualified professionals specifically designated to ensure technical excellence in each critical function. This joint effort was crucial to ensure consistency between the methodological model and its technological implementation (Heeks, 2006).

The strong adherence of public security agencies to the proposed governance system was another key element in the success of the GESeg System. From the first month of operation, effective involvement of the operational structures was observed, enabling the validation of instruments and indicators. Experts in the field recognize that this type of engagement represents one of the greatest challenges, including in the private sector (Kotter, 1996; Beer; Nohria, 2000). Nevertheless, GESeg was smoothly and solidly accepted.

Inspired by Business Intelligence (BI) tools, GESeg provides dashboards, dynamic reports, and interactive resources for intensive monitoring of crime indicators. Its architecture was designed to detect changes in the criminal landscape, provide evolutionary analyses and projections, and strengthen coordination between public security institutions operating in the State, such as the BM, the CBM, the IGP, Detran/RS, the PC, the PP, the Public Prosecutor's Office, the Judiciary Branch, and federal security forces. Recently (second semester of 2025), the Federal Public Prosecutor's Office and the Regional Federal Court of the 4<sup>th</sup> Region (TRF4) joined the governance of the RS Seguro Program.

In addition to conventional statistical monitoring, the system incorporates automated analytical capabilities grounded in Data Science (DS). Through statistical time series models and machine learning algorithms, predictive analytics and anomaly detection functionalities are implemented. The Anomaly Detection Module, in particular, processes large volumes of records daily, flagging significant changes that require priority attention from public managers.

The GESeg System has also been integrated into a Geographic Information Systems (GIS) platform, enabling georeferenced visualizations and analyses. With interactive dashboards and spatial statistics tools, the system expands territorial diagnostic capabilities and facilitates access to analytical information, even for users without specialized technical training. This integration enables comparisons between regions and periods, as well as monitoring of the spatial evolution of key indicators.

In acknowledgement for these innovations, in 2021, the GESeg System won first place in the Gartner Eyes on Innovation Awards for Government (Gartner, 2021), ahead

of front-running projects from the states of California, Florida, and New York. The award highlighted its excellence in data integration, promotion of analytical governance, and support to evidence-based decision-making.

The intensive use of data science in GESeg reflects a commitment to improving the quality of analyses and promoting greater transparency and objectivity in the public security decision-making process. Since its inception, the goal has been to overcome the reactive logic of traditional systems, exploring the potential of predictive intelligence to support faster, more effective, and contextualized responses to territorial realities. By integrating advanced analytical resources and predictive capabilities into a single platform, GESeg transforms data into strategic assets that serve public policies and the CJS. Its path is the result of a creative method, based on collaborative design, practical validation, and technical excellence – a combination that has given the solution a degree of maturity that is rare in the public sector, largely explaining its effectiveness, longevity, and wide acceptance among end users.

#### 1.2.2.1 Monitoring and Analysis of Crime Indicators

The GESeg Criminal Indicators Monitoring and Analysis component is responsible for exploratory analysis and monitoring, across multiple time horizons, of the indicators listed in the Criminal Indicators section. It integrates historical data, expected values, and projections into flexible and interactive dashboards, organized into modules focused on short, medium, and long-term assessment. The information is made available in a structured way for different territorial divisions, including the State of Rio Grande do Sul; the group of 23 municipalities prioritized by the RS Seguro Program – both aggregated and individually; any of the other 474 municipalities, totaling the 497 municipalities in the State; the 21 RISPs (Rio Grande do Sul, 2023), which thoroughly regionalize the territory of Rio Grande do Sul; and the 39 AISPs (Rio Grande do Sul, 2019a; 2019b; Rio Grande do Sul, 2021a), which fully segment the territory of the 14 municipalities in which they were implemented, allowing for more granular monitoring of local dynamics. The methodology for defining and implementing RISPs and AISPs will be detailed later, in the section on spatial analysis of crime.

In the short-term, consolidated series covering the last 14 days are presented, with details by day, week and month, always focusing on the recent variation of the selected indicator (Figure 4). The system compares the daily average for the period under analysis with the daily average of the last eight weeks (56 days). This provides a quick overview of the evolution: whether there is growth, stability, or a

decrease in registrations. Similarly, when comparing the accumulated figures for the month and the year to the same period of the previous year, it shows whether the current pace is higher or lower than the historical average.

The performance module (Figure 5) expands on this analysis by presenting the evolution of the four main indicators monitored in RS Seguro: ILVC, Robbery of Pedestrians, Vehicle Robbery and the Local Indicator. Performance is measured both against past behavior and against projected expectations for the period analyzed. It can be read as absolute number of occurrences or as standardized rates per 100,000 inhabitants (or vehicles, herds, etc., as previously presented). The data series can consider either the current month (open) or only completely closed months, ensuring greater accuracy depending on the type of analysis required.

The Anomaly Detection Module of the GESeg System is one of the main tools for the analytical monitoring of atypical behaviors in crime indicators. The module’s main screen displays the ten most relevant anomalies, while the “View all” screen (Figure 6) presents a synthetic and interactive view of all anomalies, with filters by territory, crime type, scope of analysis period, breakdown by day of the week and period of the day, detection method, and status (active or dissipating). Each listed anomaly can be expanded to display detailed information, including the data used in the detection, the prioritization index generated for the specific case with its respective sub-indices, the number of victims or occurrences per week, day of the week and period of the day, the reference territory, and the list of occurrences associated with the identified anomaly.

When a specific anomaly is selected, the system directs the user to a structured detail screen. Figure 7, by way of example, illustrates the data used in the detection of an anomaly using the historical-quantitative method.

In addition to the methodological analysis, the module also presents the dimensions of the Anomaly Prioritization Index, as shown in Figure 8. This dashboard summarizes the sub-indices calculated for each dimension, such as Severity, Temporal Urgency, Territorial Extension, among others, and displays the standardized final prioritization score, facilitating the ranking of detected cases.

For long-term monitoring, the GESeg System provides monthly and annual time series that allow observation of the historical evolution of indicators and their general trends. Graph 7 shows this functionality with monthly data, and it is also possible to switch the view to quarterly, semi-annual, and annual series. The indicators can be presented both as absolute numbers (number of victims) and as standardized rates per 100,000 inhabitants.

The forecasts and expected values are displayed as natural extensions of these series, accompanied by their respective confidence intervals (Graph 8). The system automatically distinguishes between open months (in progress) and closed months (with complete data), using the data observed up to the available date and, if applicable, supplementing them with projections only for the unregistered days.

**Figure 4 - Summary of short-term monitoring of the main indicators monitored in the scope of the RS Seguro Program**

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.

RESUMO: CURTO PRAZO <span>?</span>		Território: Rio Grande do Sul   RS Seguro					
		CVLI Consumado		Roubo a Pedestre		Roubo de Veiculo	
Periodos		Qtd.	Var.	Qtd.	Var.	Qtd.	Var.
Último dia	28/01/26 a 28/01/26	0 ▼	-100%	6 ▼	-75%	2 ▼	-46%
Últimos 7 dias	22/01/26 a 28/01/26	25 ▲	+20%	111 ▼	-34%	30 ▲	+17%
Últimos 14 dias	15/01/26 a 28/01/26	48 ▲	+16%	298 ▼	-11%	58 ▲	+13%
Mês corrente	01/01/26 a 28/01/26	102 ▼	-23%	686 ▼	-33%	103 ▼	-30%
Ano corrente	01/01/26 a 28/01/26	102 ▼	-23%	686 ▼	-33%	103 ▼	-30%

**Figure 5 - Monitoring the performance of the State and selected municipalities within the scope of the RS Seguro Program, aggregated data and data by municipality organized by performance groups**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.

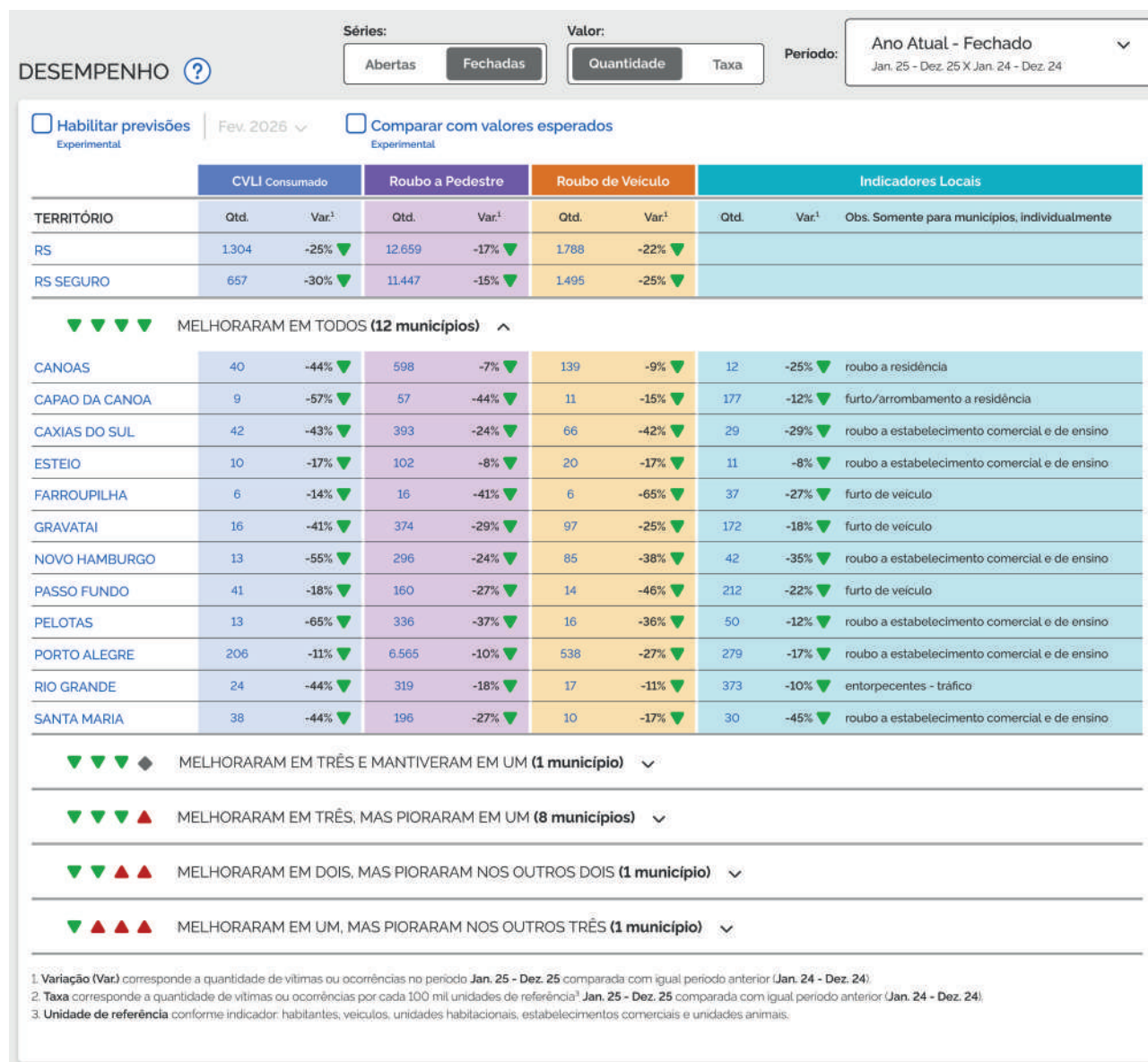


Figure 6 - Anomaly Detection Module exploration screen

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.

**ANOMALIAS IDENTIFICADAS** ?

Critério de priorização:  Resumir por território e indicador  Sim  Não

Território:  Incluir territórios internos:  Indicador:  Período:

Dias da Semana/Turno:  Tipo de Anomalia:  Status das Anomalias:  Limpar filtros

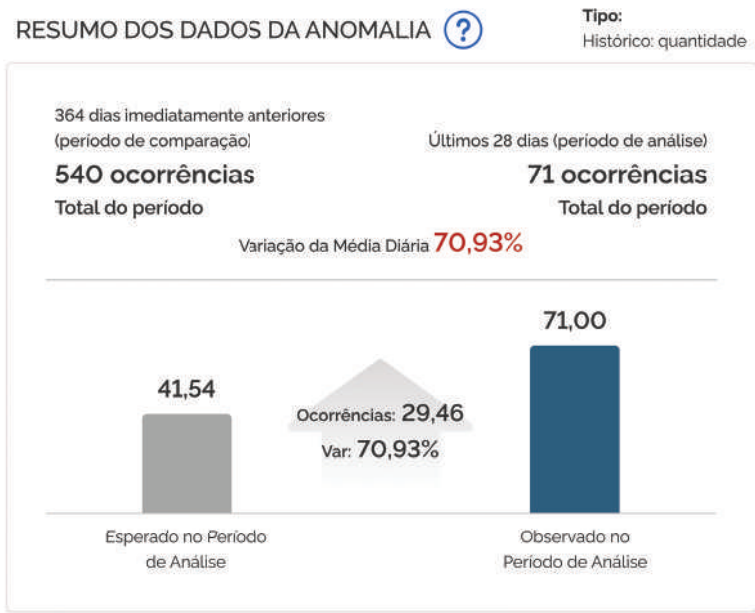
**ANOMALIAS EM EVIDÊNCIA NO PERÍODO**

P.	Território	Série de Dados		Tipo	Observado	Esperado	Avaliação da Anomalia		Índice	Abrangência
		Indicador	Período Semana/Turno				Var/Dif			
▲ 1	RISP SERRA	CVLJ 2V CONSUMADO	182 Total	🚗	10,0	2,0	Var de 400,0%	0,999	19 I	
▲ 2	PASSO FUNDO	FURTO DE VEICULO	7 Total	🚗	14,0	4,3	Var de 227,9%	0,999	1 T	
▲ 3	RIO GRANDE DO SUL	MORTE INT POL CONSL	28 Total	🚗	14,0	6,2	Var de 127,5%	0,999	6 I	
▲ 4	CAPA DO CANOIA	ENTORPECENTES TRAF	28 Total	🚗	29,0	15,7	Var de 84,8%	0,999	3 T 4 I	
▲ 5	RIO GRANDE DO SUL	ROUB PAS MOT COLETI	182 Sex-Seg(06h-12h)	🚗	21,7%	6,9%	Dif de 14,8%	0,999	-	
▲ 6	RISP PLANALTO	HOM DOL 2V CONSUMA	182 Total	🚗	11,0	4,0	Var de 175,0%	0,998	3 T 6 I	
▲ 7	RISP VALE DO CAI	ENTORPECENTES TRAF	182 Total	🚗	219,0	190,0	Var de 15,3%	0,998	2 T 4 I	
▲ 8	RISP VALE DO RIO PAR	ENTORPECENTES TRAF	182 Total	🚗	318,0	230,5	Var de 38,0%	0,997	3 T 5 I	
▲ 9	RISP LITORAL	ENTORPECENTES TRAF	7 Total	🚗	31,0	22,0	Var de 41,2%	0,997	3 T	
▲ 10	RISP SERRA	FURTO EM VEICULO	182 Total	🚗	356,0	287,0	Var de 24,0%	0,997	2 T 19 I	
▲ 11	RIO GRANDE DO SUL	ESTELIONATO	182 Seg-Sex(12h-18h)	🚗	16.755,0	16.860,5	Var de 11,2%	0,997	-	
▲ 12	RISP PLANALTO	FURTO DE VEICULO	7 Total	🚗	17,0	9,3	Var de 83,4%	0,997	1 T 1 I	
▲ 13	TRAMANDAÍ	ENTORPECENTES TRAF	28 Total	🚗	27,0	16,3	Var de 65,6%	0,997	1 T 3 I	
▲ 14	RISP SUL	FURTO ABIGEATO	182 Dom-Dom(00h-06h)	🚗	72,0	45,0	Var de 60,0%	0,997	1 T	
▲ 15	RS SEGURO	ESTELIONATO	182 Seg-Sex(12h-18h)	🚗	1.117,0	9.833,0	Var de 13,1%	0,996	10 T	
▲ 16	PORTO ALEGRE	FURTO DE VEICULO	182 Total	🚗	819,0	737,0	Var de 11,1%	0,996	2 T 10 I	
▲ 17	RISP NORDESTE	ENTORPECENTES TRAF	56 Sex-Seg(06h-12h)	🚗	13,0	5,2	Var de 148,5%	0,996	1 I	
▲ 18	RS SEGURO	FURTO QUALIFICADO	182 Sex-Dom(00h-24h)	🚗	1305,0	1454,0	Var de 10,4%	0,996	2 T	
▲ 19	RISP MISSOES	POSS/PORT ARMA FOG	28 Total	🚗	36,5%	-33,3%	Dif de 69,8%	0,996	-	
▲ 20	CIDREIRA	ESTELIONATO	28 Total	🚗	22,0	7,8	Var de 180,4%	0,996	1 T 2 I	
▲ 21	RIO GRANDE DO SUL	FEMINICIDIO CONS	7 Total	🚗	4,0	15	Var de 166,7%	0,996	3 I	
▲ 22	PORTO ALEGRE	FURTO QUALIFICADO	182 Total	🚗	1447,0	1126,0	Var de 28,5%	0,996	2 T 10 I	
▲ 23	SANTIAGO	ESTELIONATO	182 Total	🚗	173,0	111,0	Var de 55,9%	0,996	3 T 2 I	
▲ 24	RS SEGURO	FURTO TEL CELULAR	91 Dom-Dom(00h-06h)	🚗	283,0	226,5	Var de 24,9%	0,995	2 T	
▲ 25	RS SEGURO	ROUB PAS MOT COLETI	182 Sex-Seg(06h-12h)	🚗	21,7%	6,7%	Dif de 15,0%	0,995	2 T	
▲ 26	RIO GRANDE DO SUL	FURTO TEL CELULAR	28 Ter-Qui(00h-06h)	🚗	47,0	25,8	Var de 81,8%	0,995	6 I	
▲ 27	RISP SUL	FURTO QUALIFICADO	182 Total	🚗	573,0	487,0	Var de 17,7%	0,995	6 T 1 I	
▲ 28	RIO GRANDE DO SUL	ROUBO A RESIDENCIA	28 Ter(00h-24h)	🚗	14,0	6,5	Var de 116,7%	0,995	-	
▲ 29	SANTA VITORIA DO PAL	FURTO ABIGEATO	182 Total	🚗	51,0	30,0	Var de 70,0%	0,995	1 T 2 I	
▲ 30	RISP EXTREMO OESTE	ENTORPECENTES TRAF	28 Seg-Sex(00h-06h)	🚗	10,0	2,9	Var de 242,1%	0,994	1 T	

8423 Registros 1 2 3 4 5 ... 281 »

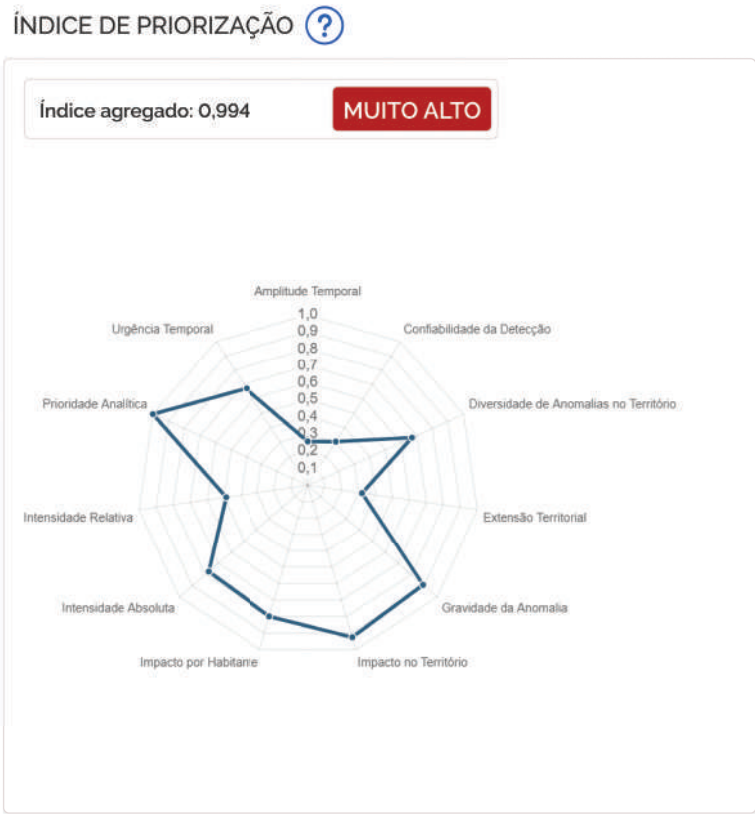
**Figure 7 – Detailed view screen displaying a summary of the data for an anomaly detected using the historical-quantitative method**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



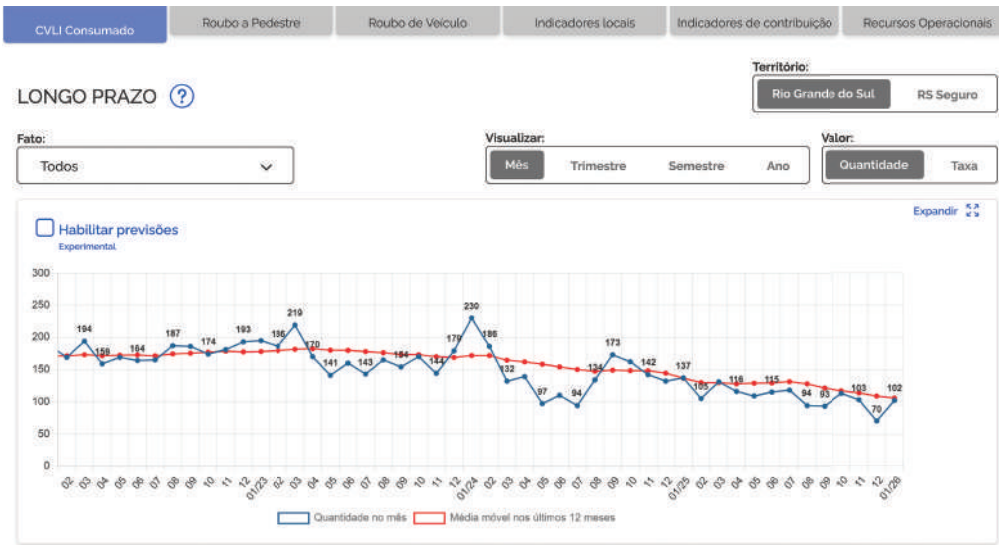
**Figure 8 - Detailed view showing the prioritization index used to rank the anomalies shown and their breakdown into component indices**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



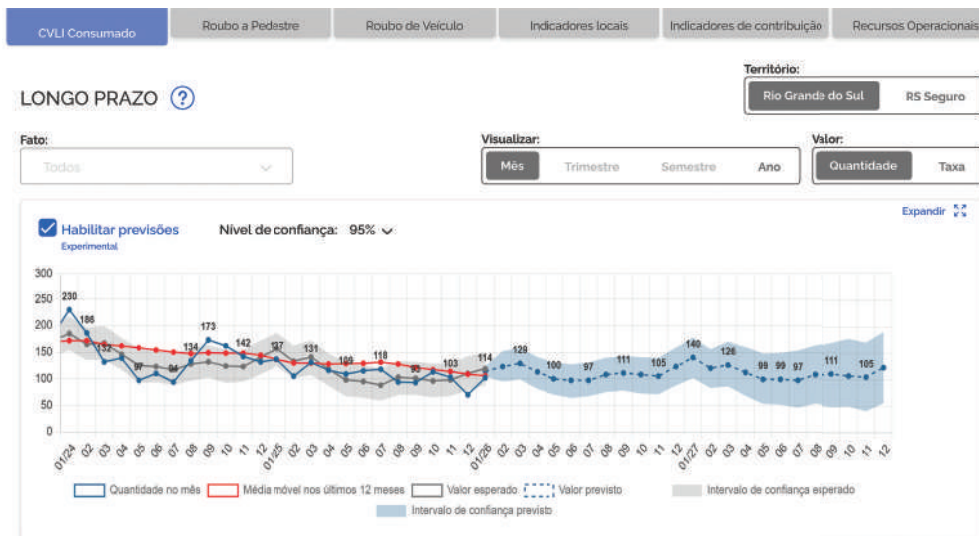
### Graph 7 - Long-term evolution: Monthly number of victims of Intentional Lethal Violent Crimes in the State

Note: Screenshot of the GSEg System - Intranet. Source: SSP/RS, 2025, online.



### Graph 8 - Long-term evolution: Monthly number, observed, expected and projected, of victims of Intentional Lethal Violent Crimes in the State

Note: Screenshot of the GSEg System - Intranet. Source: SSP/RS, 2025, online.



In the weekly plan, the last eight weeks are considered, in compliance with the ISO-8601 standard. The presentation in column and line charts allows viewing both weekly and cumulative values, as shown in Graph 9.

For the ongoing week and the following week, the system projects the total number of victims expected to occur. For the current week, estimates are generated only for days for which consolidated data is not yet available, supplementing

the actual records already observed. This functionality is illustrated in Graph 10.

In addition to traditional time series, the system also provides a comparative module that allows tracking the evolution of indicators in different time windows, such as the last 12 months, six months, three months, the current month, or the year-to-date total (Chart 2). In all cases, the platform compares the current period with the same period

in the previous year, highlighting significant variations. When the focus is on the month, the comparison is made both with the immediately preceding month and with the same month of the previous year, highlighting short- and medium-term trends.

One of the most significant features of the System is the Quadrant Chart, used to compare municipalities in the RS Seguro Program based on two main axes: the percentage change of a crime indicator (X-axis) and its rate per 100,000 inhabitants (Y-axis), as in the example shown in Graph 11.

Each municipality is represented by a bubble, the size of which reflects the absolute number of occurrences and whose color indicates the direction of the recent variation in relation to the immediately preceding month (green for growth, yellow for stability, and red for decline).

To facilitate interpretation, the Cartesian plane was divided into four quadrants with specific names. The lower left quadrant, designated A, includes municipalities with negative growth rates and a rate per 100,000 inhabitants lower than the average of the 23 priority municipalities, representing the

### Graph 9 - Short-term evolution: Weekly number of victims of Intentional Lethal Violent Crimes in the State

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



### Graph 10 - Short-term evolution: Weekly observed and projected number of victims of Intentional Lethal Violent Crimes in the State

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



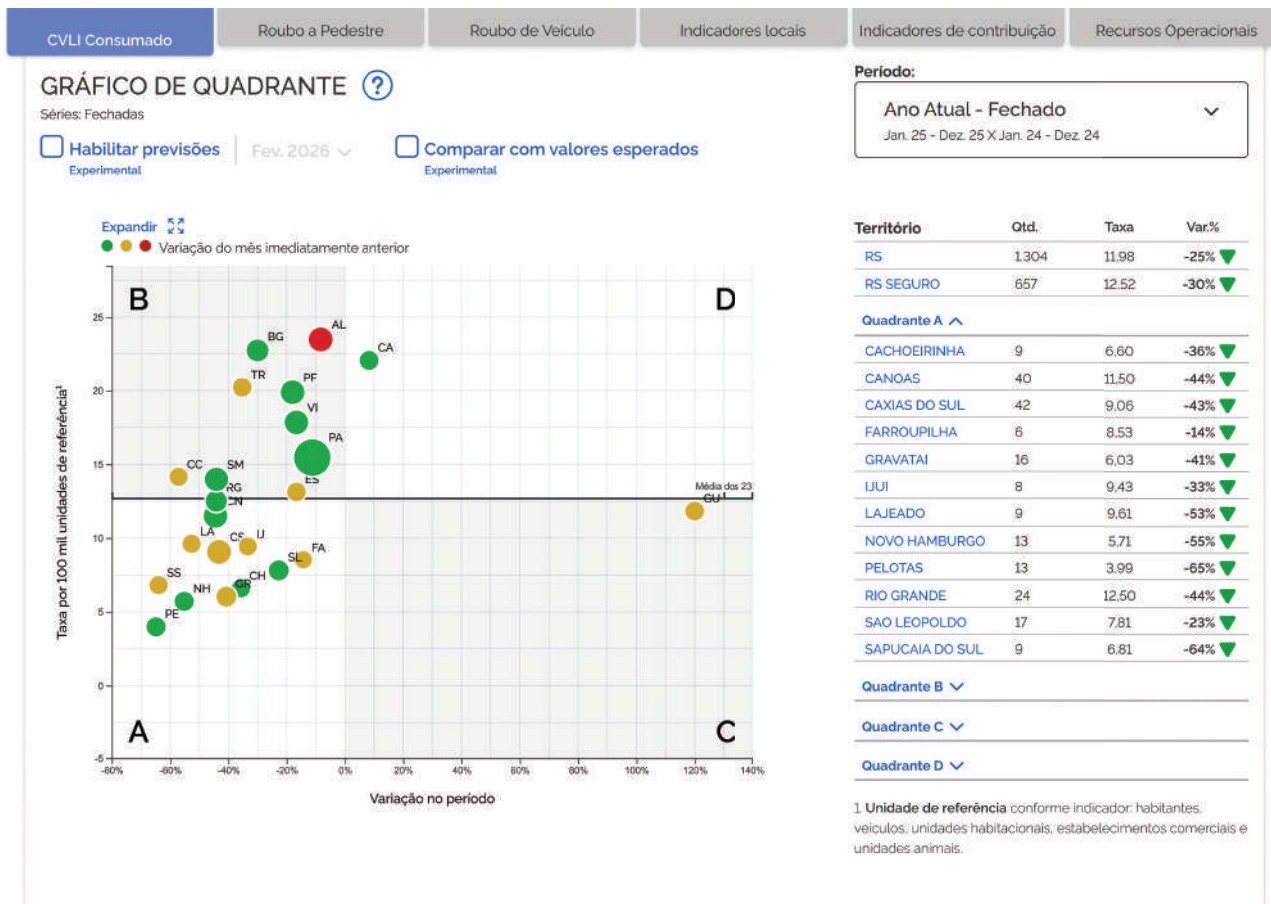
**Chart 2 - Comparative summary with data on victims of Intentional Lethal Violent Crimes in the State: absolute values, rates per 100,000 inhabitants, daily averages and variation of accumulated values over 12 months, year, six months, three months and the current month**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.

Rio Grande do Sul ^					
Acumulado no ano	12 meses	6 meses	3 meses	Mês x Ano Anterior	Mês x Mês Anterior
-25% ▼	-25% ▼	-29% ▼	-34% ▼	-47% ▼	-32% ▼
<b>Atual</b>	<b>Atual</b>	<b>Atual</b>	<b>Atual</b>	<b>Atual</b>	<b>Atual</b>
Qt. 1.304	Qt. 1.304	Qt. 591	Qt. 286	Qt. 70	Qt. 70
Tx. 11,98	Tx. 11,98	Tx. 5,43	Tx. 2,62	Tx. 0,64	Tx. 0,64
Méd. Dia 3,58	Méd. Dia 3,58	Méd. Dia 3,22	Méd. Dia 3,14	Méd. Dia 2,33	Méd. Dia 2,33
<b>Comparativo</b>	<b>Comparativo</b>	<b>Comparativo</b>	<b>Comparativo</b>	<b>Comparativo</b>	<b>Comparativo</b>
Qt. 1.731	Qt. 1.731	Qt. 837	Qt. 436	Qt. 132	Qt. 103
Tx. 15,90	Tx. 15,90	Tx. 7,69	Tx. 4,00	Tx. 1,21	Tx. 0,94
Méd. Dia 4,74	Méd. Dia 4,74	Méd. Dia 4,57	Méd. Dia 4,79	Méd. Dia 4,40	Méd. Dia 3,55

**Graph 11 - Distribution of municipalities into monitoring quadrants: Quantity, rate per 100,000 inhabitants, and variation of the number of victims of Intentional Lethal Violent Crimes in the evaluated period**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



most favorable scenario. The upper left quadrant, B, groups municipalities with a negative growth rate, but with a rate per 100,000 inhabitants higher than the average, indicating that, despite the recent reduction, the incidence level is still high. The lower right quadrant, C, contains municipalities with positive growth and a rate per 100,000 inhabitants below the average, suggesting attention should be given to a possible worsening trend. The upper right quadrant, D, concentrates municipalities with positive growth and a rate per 100,000 inhabitants higher than the average, representing the least desirable situation.

This image allows, in a single reading, the identification of patterns, such as high incidence associated with accelerated growth or low incidence with a downward trend. Its design was inspired by the Gapminder platform's charts (2025), such as the one linking per capita GDP and life expectancy, as shown earlier in Graph 5.

Complementing the graphical analyses, the system provides summary tables that consolidate the data for all monitored municipalities. The Summary Table (Table 1) organizes the data by period (such as three, six, or 12 months, in addition to the month and the annual total), and presents, for each territory, the quantities, rates, and variations observed. The consolidated table focuses on local indicators defined by each municipality, enabling analysis guided by specific priorities. Both tables use standardized visual cues to indicate whether the indicators increased, remained stable, or decreased during the evaluated period.

As illustrated in the images above, many modules of the GESeg System have filters that allow historical data to be replaced with expected values or predictive projections. When this feature is enabled, it is possible to assess whether the indicators are above, within, or below what would reasonably be expected for the period, taking into account the specific characteristics of the territory, the type of crime, and the time of year. For time intervals that include future dates, the system calculates the values based on data already observed, filling in the gaps with estimates generated by predictive models only where there are no consolidated records yet.

This integration between the results of predictive modeling and the indicator visualization and comparison modules relies on the predictive framework described in the Predictive Analytics section, presented below. This framework models time series based on structural components – trend, seasonality, calendar effects, weather, and random noise – and produces estimates for both future

periods and expected values for the present, enabling the demonstrations and comparisons.

From each consolidated data point displayed on the screen, whether for the State or a specific municipality, the System allows for detailed analysis through a Drill Down report generated on a new screen, quickly expanding the scope of the information. For example, when a user identifies that seven deaths have occurred in the last 14 days, clicking on this data will generate a new screen showing the types of events that caused the deaths (Intentional Homicide, Femicide, Robbery-homicide, others), whether there was an increase or decrease in the type of crime, the municipalities or AISPs where they occurred, the profile of the victims and perpetrators, among other things.

Graph 12 illustrates how the profile of victims and perpetrators is displayed in the System.

The GESeg System provides a specific section dedicated to short-term evaluation for territorial divisions of municipalities and AISPs. In this section, the user can select different time windows – last day, last seven days, 14, 28, 56, 91 or 182 days – to obtain a detailed reading of the recent situation of the territory analyzed. The available features include the short-term summary screen (as previously shown in Figure 4), which presents consolidated data for the last day, seven days and 14 days, and for the current month; a table showing the ten main anomalies identified according to the chosen criterion; weekly evolution of the indicator, both by week and cumulatively (as previously shown for the State in Graph 9); two specific functionalities described in the following paragraphs; and finally, a list of incidents recorded in the last 56 days for the selected crime indicator, restricted to the municipality or AISP under analysis.

Graph 13 shows the distribution of ILVC victims by day of the week and period of the day, over the last 56 days (or according to the selected interval) and the immediately preceding period of the same duration. The visualization uses a color scale in shades of red, where the intensity of the color indicates the magnitude of the incident – the darker the shade, the greater the concentration of victims on that day, period of the day, or hour. The standard view is by period of the day (12am to 6am – 1<sup>st</sup> period; 6am to 12pm – 2<sup>nd</sup> period; 12pm to 6pm – 3<sup>rd</sup> period; and from 6 pm to 12 am (4<sup>th</sup> period), but the system allows switching to full-hour view, covering all 24 hours of the day. This dual comparative grid allows quick detection of changes in the temporal patterns of recent crime compared to the previous period.

**Table 1 - Summary with data on victims of Intentional Lethal Violent Crimes in the State: absolute values, rates per 100,000 inhabitants and variation of accumulated figures over 12 months, the year, six months, three months and the current month**

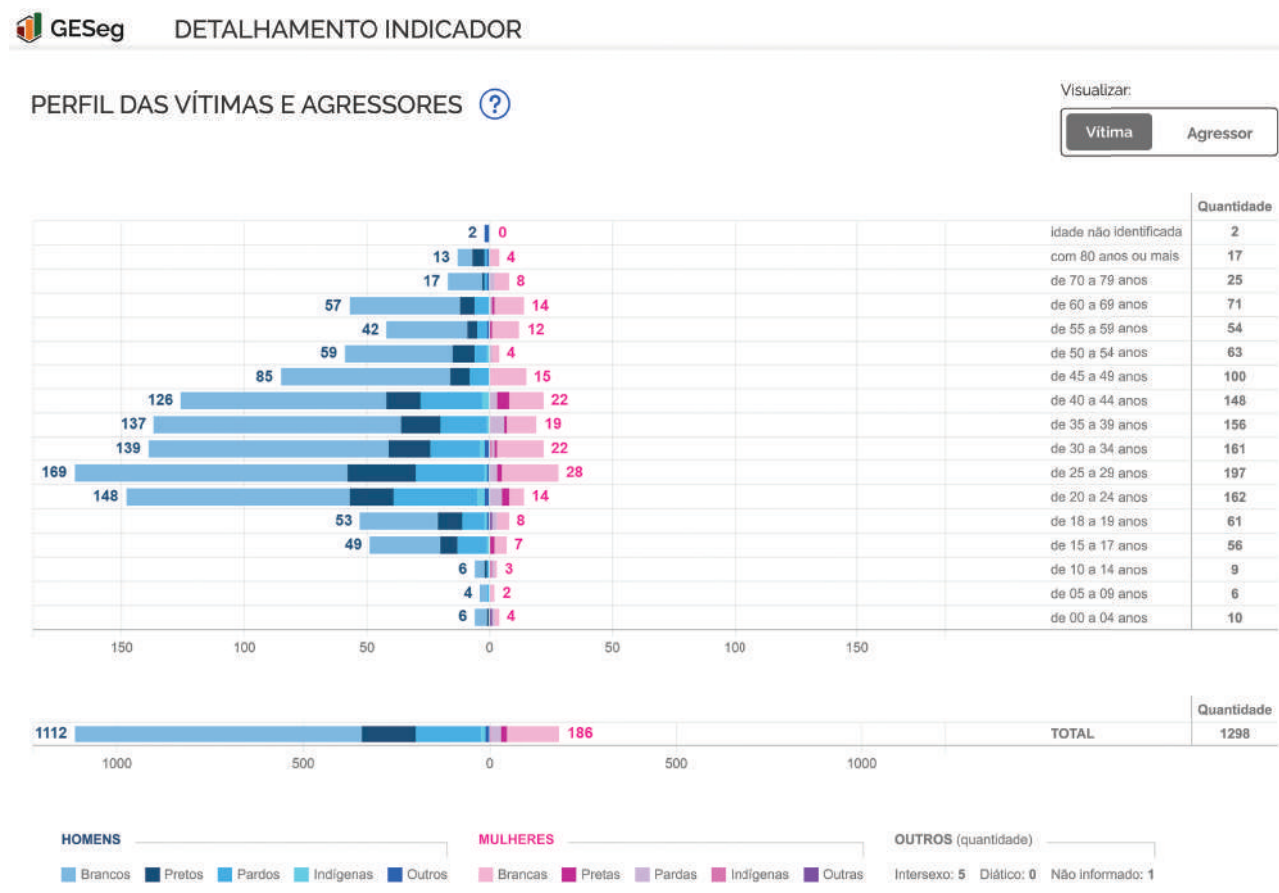
Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.

CVLI Consumado		Roubo a Pedestre			Roubo de Veículo			Indicadores locais			Indicadores de contribuição			Recursos Operacionais		
<b>TABELA RESUMO</b> <span>?</span> <input type="checkbox"/> Habilitar previsões Experimental <span>Mar. 2026</span> <input type="checkbox"/> Comparar com valores esperados Experimental																
Séries: Fechadas																
		Acumulado em 12 meses			Acumulad <sup>o</sup> no Ano			Acumulad <sup>o</sup> em 6 meses			Acumulado em 3 meses			Expandir		
		Quantidade e Taxa Fev. 25 a Jan. 26 Variação Fev. 25 a Jan. 26 X Fev. 24 a Jan. 25			Quantidade e Taxa Jan. 26 a Jan. 26 Variação Jan. 26 a Jan. 26 X Jan. 25 a Jan. 25			Quantidade e Taxa Ago. 25 a Jan. 26 Variação Ago. 25 a Jan. 26 X Ago. 24 a Jan. 25			Quantidade e Taxa Nov. 25 a Jan. 26 Variação Nov. 25 a Jan. 26 X Nov. 24 a Jan. 25			Mês		
		Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Var. <sup>1</sup>	Var. <sup>1</sup>
<b>TERRITÓRIO</b>																
RS		1283	11,78	-22% ▼	116	1,06	-15% ▼	589	5,41	-33% ▼	289	2,65	-30% ▼	116	-15% ▼	+66% ▲
RS SEGURO		656	12,50	-25% ▼	69	1,31	-1% ▼	303	5,77	-38% ▼	154	2,93	-31% ▼	69	-1% ▼	+109% ▲
<b>P. MUNICÍPIOS</b>		Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Taxa <sup>2</sup>	Var. <sup>1</sup>	Qtd.	Var. <sup>1</sup>	Var. <sup>1</sup>
1	ESTEIO	8	10,50	-43% ▼	0	0,00	-100% ▼	2	2,62	-80% ▼	0	0,00	-100% ▼	0	-100% ▼	0% ◆
2	RIO GRANDE	18	9,37	-57% ▼	0	0,00	-100% ▼	6	3,12	-76% ▼	3	1,56	-80% ▼	0	-100% ▼	-100% ▼
3	LAJEADO	8	8,54	-50% ▼	0	0,00	-100% ▼	2	2,13	-75% ▼	0	0,00	-100% ▼	0	-100% ▼	0% ◆
4	CANOAS	37	10,64	-42% ▼	1	0,28	-75% ▼	9	2,58	-74% ▼	2	0,57	-88% ▼	1	-75% ▼	0% ◆
5	IJUI	6	7,07	-54% ▼	0	0,00	-100% ▼	3	3,53	-70% ▼	0	0,00	-100% ▼	0	-100% ▼	0% ◆
6	NOVO HAMBURGO	13	5,71	-61% ▼	4	1,75	0% ◆	7	3,07	-67% ▼	5	2,19	-17% ▼	4	0% ◆	0% ◆
7	CAPAO DA CANOA	10	15,72	-52% ▼	2	3,14	+100% ▲	5	7,86	-67% ▼	2	3,14	-78% ▼	2	+100% ▲	0% ◆
8	SAPUCAIA DO SUL	10	7,56	-58% ▼	2	1,51	+100% ▲	4	3,02	-64% ▼	2	1,51	-50% ▼	2	+100% ▲	0% ◆
9	SANTA MARIA	33	12,14	-51% ▼	2	0,73	-71% ▼	11	4,04	-59% ▼	5	1,84	-58% ▼	2	-71% ▼	+100% ▲
10	GRAVATAI	19	7,16	-27% ▼	4	1,50	+300% ▲	9	3,39	-53% ▼	6	2,26	-45% ▼	4	+300% ▲	+100% ▲
11	PELOTAS	15	4,60	-48% ▼	2	0,61	0% ◆	8	2,45	-47% ▼	5	1,53	-17% ▼	2	0% ◆	+100% ▲
12	PORTO ALEGRE	202	15,15	-6% ▼	17	1,27	-19% ▼	78	5,85	-45% ▼	38	2,85	-36% ▼	17	-19% ▼	+113% ▲
13	PASSO FUNDO	42	20,36	-11% ▼	6	2,90	+20% ▲	20	9,69	-29% ▼	15	7,27	0% ◆	6	+20% ▲	+100% ▲
14	BENTO GONCALV..	29	23,54	-28% ▼	5	4,06	+25% ▲	18	14,61	-25% ▼	9	7,30	-10% ▼	5	+25% ▲	+400% ▲
15	CACHOEIRINHA	9	6,60	-31% ▼	0	0,00	0% ◆	5	3,66	-17% ▼	2	1,46	0% ◆	0	0% ◆	0% ◆
16	TRAMANDAÍ	13	23,90	-19% ▼	3	5,51	+200% ▲	9	16,54	-10% ▼	7	12,87	+40% ▲	3	+200% ▲	+50% ▲
17	ALVORADA	47	25,09	+4% ▲	5	2,66	+150% ▲	30	16,01	+11% ▲	12	6,40	+9% ▲	5	+150% ▲	+25% ▲
18	VIAMAO	46	20,52	0% ◆	0	0,00	+300% ▲	27	12,04	+17% ▲	13	5,00	+44% ▲	0	+300% ▲	+300% ▲
19	SAO LEOPOLDO	17	7,81	-11% ▼	1	0,45	0% ◆	10	4,59	+25% ▲	6	2,75	+100% ▲	1	0% ◆	-50% ▼
20	CAXIAS DO SUL	41	8,84	-32% ▼	2	0,43	-33% ▼	19	4,09	+27% ▲	10	2,15	+11% ▲	2	-33% ▼	-50% ▼
21	FARROUPILHA	8	11,38	+33% ▲	2	2,84	0% ◆	6	8,53	+50% ▲	2	2,84	0% ◆	2	0% ◆	0% ◆
22	GUAIBA	12	12,91	+300% ▲	2	2,15	+100% ▲	6	6,45	+100% ▲	4	4,30	+100% ▲	2	+100% ▲	+100% ▲
23	CRUZ ALTA	13	22,06	+18% ▲	1	1,69	0% ◆	9	15,27	+125% ▲	6	10,18	+100% ▲	1	0% ◆	0% ◆

1. **Variação** (Var) corresponde a quantidade de vítimas ou ocorrências no período acima selecionado comparada com igual período do ano anterior.  
 2. **Taxa** corresponde a quantidade de vítimas ou ocorrências por cada **100 mil unidades de referência<sup>3</sup>** no período acima selecionado comparada com igual período do ano anterior.  
 3. **Unidade de referência** conforme indicador: habitantes, veículos, unidades habitacionais, estabelecimentos comerciais e unidades animais.

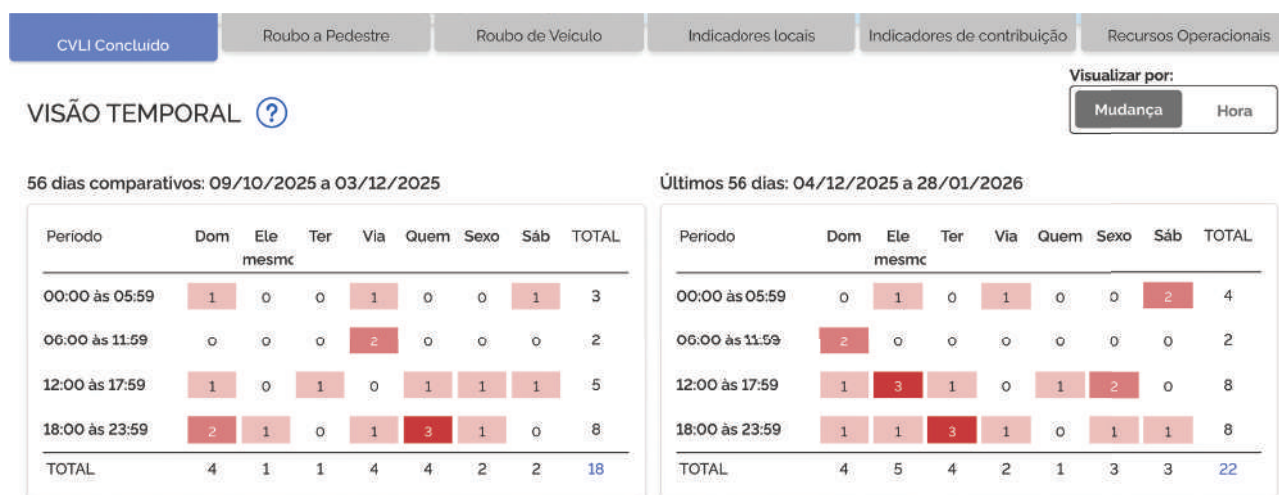
**Graph 12 - Profile of victims and perpetrators in cases of Intentional Lethal Violent Crimes**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



**Graph 13 - Short-term time perspective: Distribution of victims of Intentional Lethal Violent Crimes by day of the week and period of the day in the last 56 days and the 56 immediately preceding days in Porto Alegre**

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



Graph 14 shows the daily evolution of the number of ILVC victims over the last 56 days (or according to the selected period), represented by the blue line, contrasting with the gray line that corresponds to the days of the immediately preceding period with the same duration. This line graph allows assessing the recent path of the indicators, making it easier to identify upward or downward trends, seasonal fluctuations, and atypical behaviors.

### 1.2.2.2 Predictive analytics and anomaly detection

The GESeg System uses statistical models to project the evolution of crime indicators and identify relevant changes in their behavior. The modeling is based on additive decomposition of time series, considering trends, seasonality, holidays, and climate factors. The method is implemented using the Prophet tool, developed by the Facebook (now Meta) research team, which focuses on forecasting of time series (Taylor; Letham, 2018).

The tool allows identifying long-term trends, multiple overlapping seasonal patterns (weekly, monthly, and yearly), and the one-off effects of holidays. It also automatically adjusts for changes in trends (change-points) and calculates confidence intervals, used to assess the uncertainty of estimates and the anomaly detection methods, as described below.

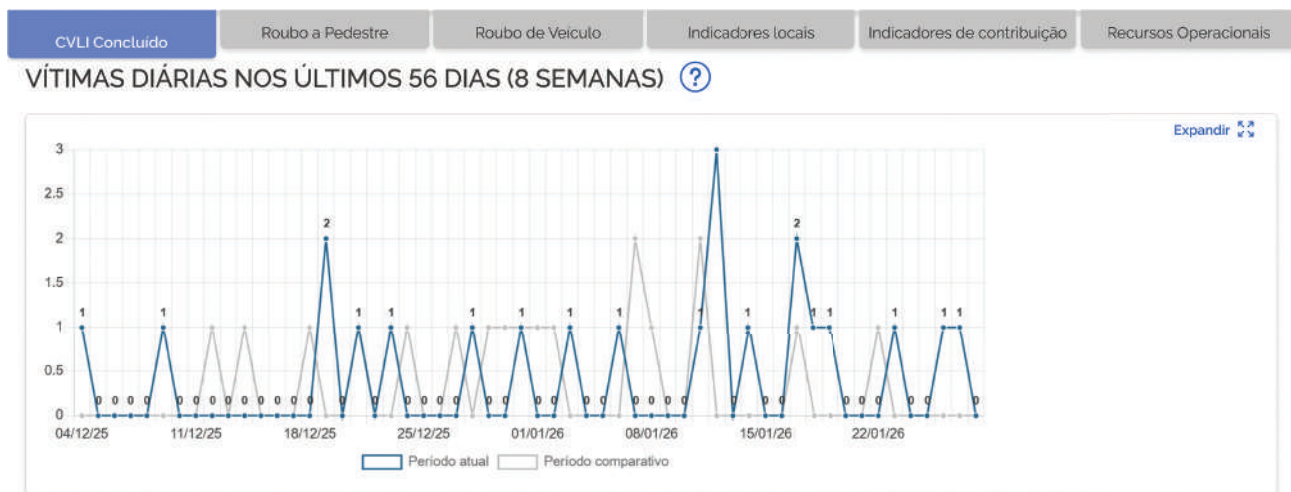
The Anomaly Detection Module identifies statistically significant variations in the crime indicators monitored by the GESeg System. The evaluation units combine the territorial dimension (State, RISPs, municipalities, AISPs and High Crime Density Areas), the temporal dimension (moving windows from seven to 182 days, days of the week and periods of the day) and the thematic dimension (indicators monitored by the RS Seguro Program).

Three main methods are used: two for historical evaluation and one for territorial comparison. In the first case, the observed value is compared to the expected value using the rate ratio method (Hoffmann, 2022), as well as the confidence intervals provided by the Prophet tool, which estimates the expected behavior of the time series; next, changes in the proportional distribution of records by day and period of the day are evaluated using Fisher's exact test (R Core Team, 2024). In the territorial comparison, it is verified whether the variation of a given territory differs from equivalent references, such as RISPs, neighboring municipalities, similar municipalities, or the set of prioritized municipalities, also using Fisher's exact test.

The detected anomalies are classified as active and remain visible for 14 days after the deviation ceases and may be reactivated if they recur. To define their relevance, the Anomaly Prioritization Index (Santos, 2024) is calculated,

**Graph 14 - Short-term daily assessment: daily evolution of the number of victims of Intentional Lethal Violent Crimes in the last 56 days and in the 56 immediately preceding days in Porto Alegre**

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



obtained by weighted aggregation of standardized dimensions between zero and one, with weights defined by the Analytic Hierarchy Process (Saaty, 1980). The dimensions evaluated include severity, urgency, intensity, territorial and population impact, diversity, territorial and temporal extent, reliability, and analytical priority. The resulting index guides the prioritization of situations that require detailed analysis by public security managers and analysts.

### 1.2.2.3 Spatial analysis of crime

Geospatial analysis of crime is conducted at five different scales: State, RISPs, municipalities, AISPs and HCDAs. This multi-scale approach allows comprehensive and comparative reading of criminal phenomena over time.

The variables analyzed are spatially represented according to different time divisions, encompassing all indicators monitored by GESeg. Figure 9, which shows the percentage variation between municipalities, illustrates this comparative analysis by highlighting territorial disparities.

At the state and RISP levels, records of occurrences, rates, quantities, variations, heat maps, and absolute counts are considered, with analysis windows ranging from the current month to the last 12 months. These periods can be classified as open-ended when they include all days up to the date of the query, even if the current month has not yet ended; or as closed, when referring to complete time intervals that have already ended, such as a completed month, a quarter, or an entire year, disregarding partial data.

#### 1.2.2.3.1 Spatial visualizations

In the context of municipalities and AISPs, in addition to counting occurrences and identifying hotspots, demonstrative layers related to the presence of public facilities are incorporated, such as health units, education facilities, security services, and video surveillance cameras. This composition enables the application of thematic filters and spatial measurements.

This approach facilitates the identification of crime patterns and their correlations with elements of the territory. Additionally, the system provides users with several additional analytical layers that can be overlaid on the maps. Among them, attention should be drawn to representations of criminal intensity by street segment, hotspots generated by hexagonal cells, comparative density rasters and areas classified as having anomalously high crime density.

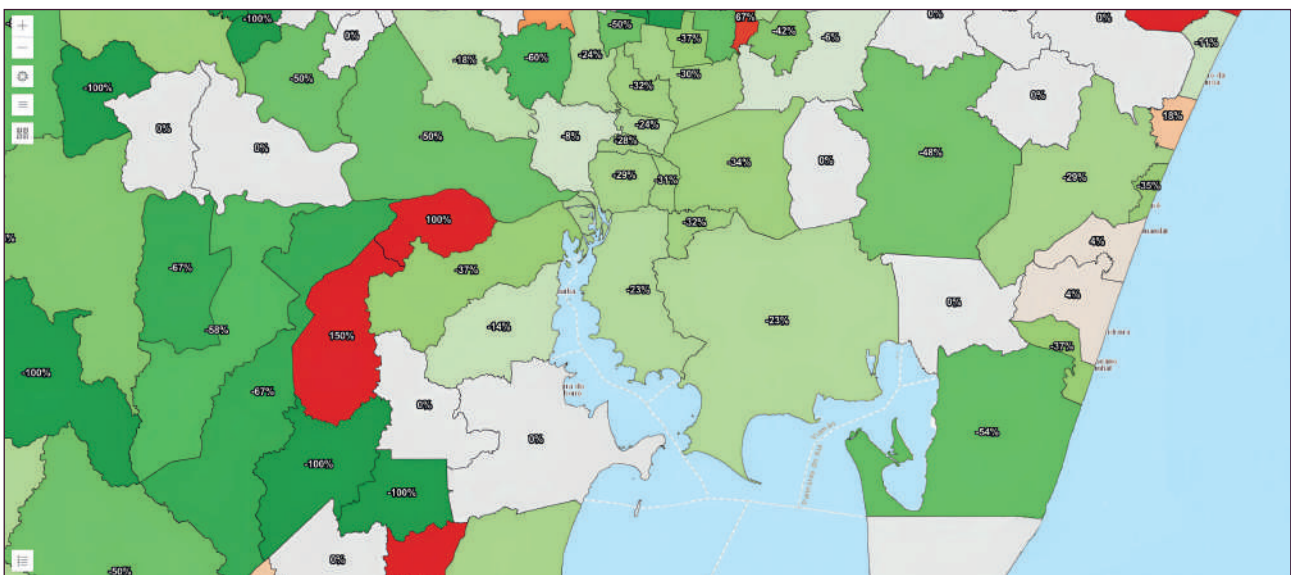
##### 1.2.2.3.1.1 Heat

The heat layer represents the relative density of occurrences, dynamically adjusting to the map scale. On larger, more comprehensive scales, general concentration patterns are observed in the municipality, while on smaller, more detailed scales, it is possible to identify specific areas with a higher incidence.

This visualization is generated from the interpolation of occurrence points, using smoothing functions – in this case, the Kernel Density Estimation (KDE) – which produce

### Figure 9 - Choropleth map of percentage variation in municipalities

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



color gradients representing the intensity of the records. Formalized by Silverman (1986), this technique transforms point distributions into continuous surfaces, facilitating the reading and visual interpretation of spatial patterns.

Heat mapping is especially useful in supporting operational planning and strategic resource allocation, allowing rapid identification of the regions most impacted by specific types of crime. Figure 10 illustrates this visualization, showing the density of occurrences using the heat layer.

#### 1.2.2.3.1.2 Street layout

One of the techniques used in the spatial analysis of crime involves segmenting urban streets, with the aim of evaluating the distribution of criminal events along these streets. In this approach, each street is divided into regular 150-meter segments, called line fragments. Each fragment is assigned an intensity rating, calculated based on the number of occurrences recorded within a 200-meter radius around it.

This methodology allows for more precise reading of the spatial distribution of crimes, highlighting that the same street can contain sections with different concentration levels, depending on the proximity of the records. Each occurrence contributes to the classification of the fragments located in its area of influence, resulting in a continuous grid of crime intensity (Figure 11).

After assigning events to each segment, the street fragments are classified into four intensity levels: low, moderate, high, and critical. The classification criteria vary depending on the type of indicator analyzed. For ILVCs, an absolute approach is used, based on the number of victims recorded in each fragment: low-intensity fragment, no victims; moderate intensity, one victim; high intensity, two victims; and critical, with three or more victims.

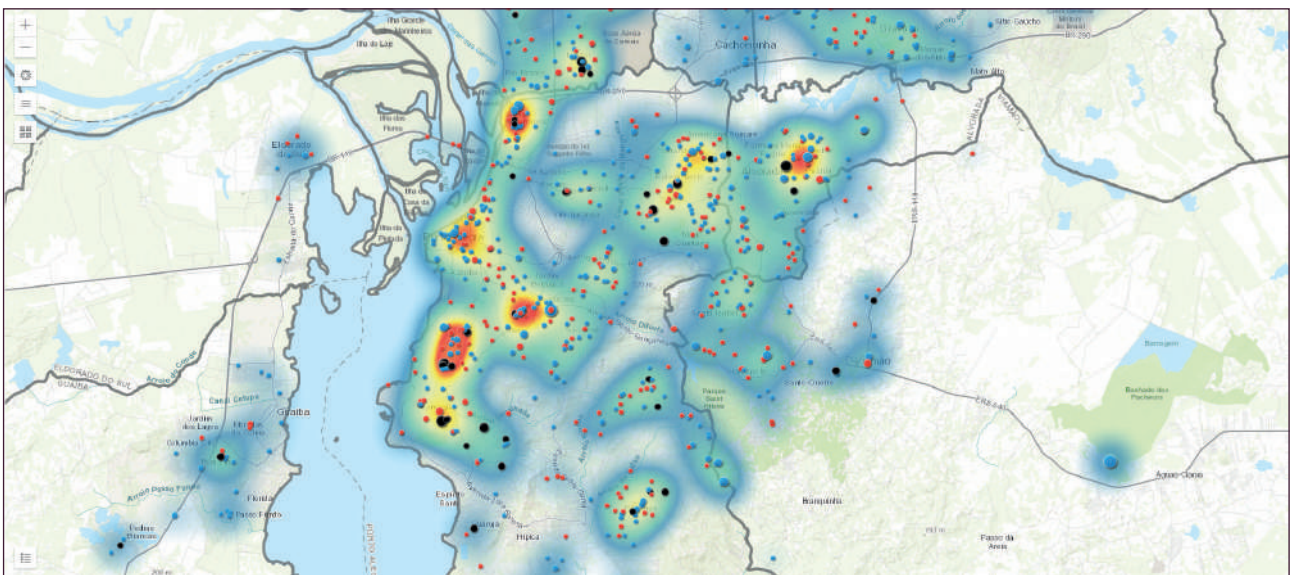
For the remaining groups, the classification is relative, based on the distribution of occurrences within the municipality itself or the respective AISP. In this case, the fragments located in the first quartile of the distribution – i.e., the 25% least intense – are classified as low intensity. Segments located between the second and third quartiles are considered as moderate intensity, while those between the beginning of the fourth quartile and the beginning of the last decile are classified as high intensity. Finally, the 10% most intense, corresponding to the last decile, are classified as critical. Figure 12 illustrates the criteria used in this classification, detailing the levels of crime intensity assigned to the road fragments.

#### 1.2.2.3.1.3 Comparative density

The comparative density analysis aims to identify spatial changes in the concentration of occurrences over time, enabling the recognition of regions where the incidence of events is increasing or decreasing. This type of analysis

### Figure 10 - Demonstration of occurrence and heat visualization

Note: Screenshot of the GEseg System - Intranet. Source: SSP/RS, 2025, online.



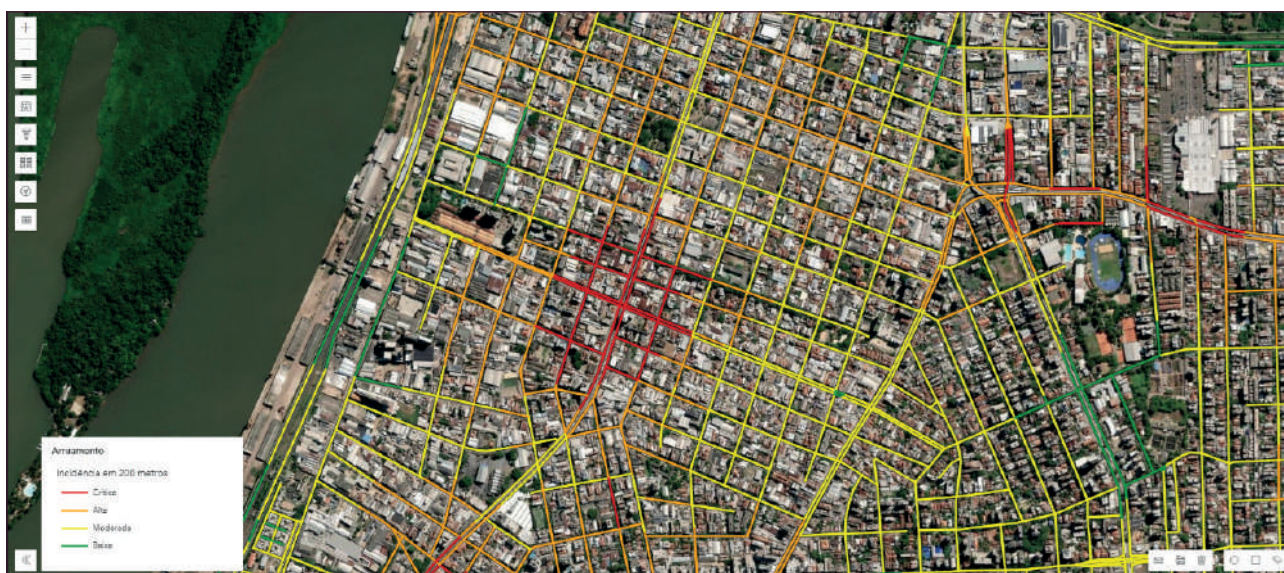
is particularly useful in areas with a high concentration of events, where specific changes might go unnoticed when analyzed solely through traditional intensity layers.

The methodology is based on raster data generation, a form of spatial representation in which the territory is subdivided into a regular matrix of cells (pixels). Each cell is assigned a value that represents the intensity of occurrences in its vicinity. This intensity is calculated using a point density approach, considering a fixed radius of one kilometer for each recorded occurrence. The process is repeated for two consecutive time intervals of the same duration: the current period and the comparative period immediately preceding the current one, to ensure temporal continuity.

Based on the density values obtained for each cell in the two periods, the variation observed at each point in the territory is calculated. This variation is then treated statistically, and its visual highlighting is based on the relative position of the values within the distribution of differences. The goal is not to highlight each and every variation, but rather to draw attention to those considered most significant. Therefore, the criterion adopted is distance from the mean, in terms of standard deviations. Cells whose variation lies more than three standard deviations from the distribution mean are classified as critical changes: those that showed a significant reduction are colored in blue, while those with a significant increase are represented in red (Figure 13).

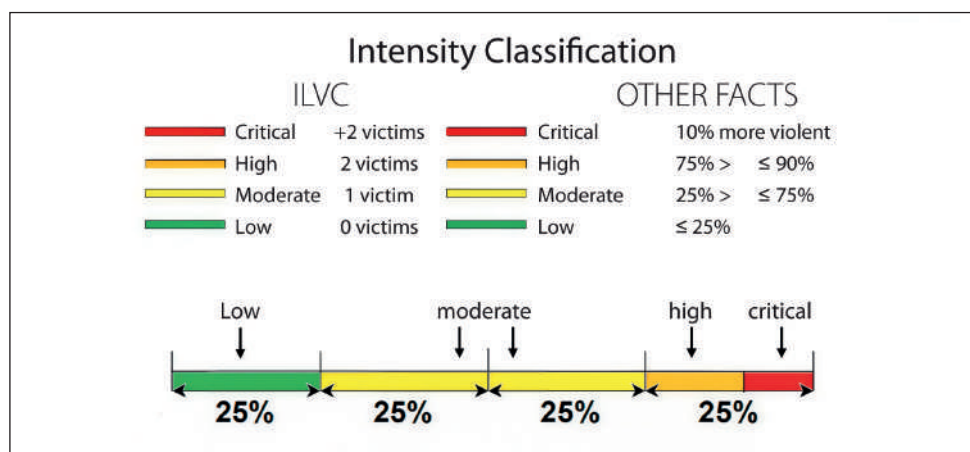
**Figure 11 - Demonstration of street analysis**

Note: Screenshot of the GSEg System - Intranet. Source: SSP/RS, 2025, online.



**Figure 12 - Criteria for classifying crime intensity**

Source: Prepared by the author.



#### 1.2.2.3.1.4 Hotspots

The analysis of hotspots is a spatial statistics technique used to identify areas with a statistically significant concentration of georeferenced events. This approach starts with the spatial aggregation of occurrences through a regular grid composed of regular hexagonal cells with an area of 25,000 m<sup>2</sup>, in which events are counted based on their geographic coordinates. This process allows structuring point data into a continuous spatial representation, enabling the measurement of the intensity of records per territorial unit.

To assess the significance of the observed concentrations, the local spatial autocorrelation statistic known as  $G_i^*$ , proposed by Getis and Ord (1992), is applied. This statistic measures the degree of association between high and low values within the neighborhood of each cell, identifying spatial clusters that differ from the expected pattern under the null hypothesis of spatial randomness. The  $G_i^*$  value obtained for each cell is interpreted based on its position in the theoretical distribution, and only those with high and statistically significant values are considered areas of relevant concentration.

After the  $G_i^*$  statistic is calculated, the values are classified into four risk levels: very low, low, moderate, and high. This segmentation is performed based on the Fisher-Jenks method (Fisher, 1958), a clustering technique that aims to

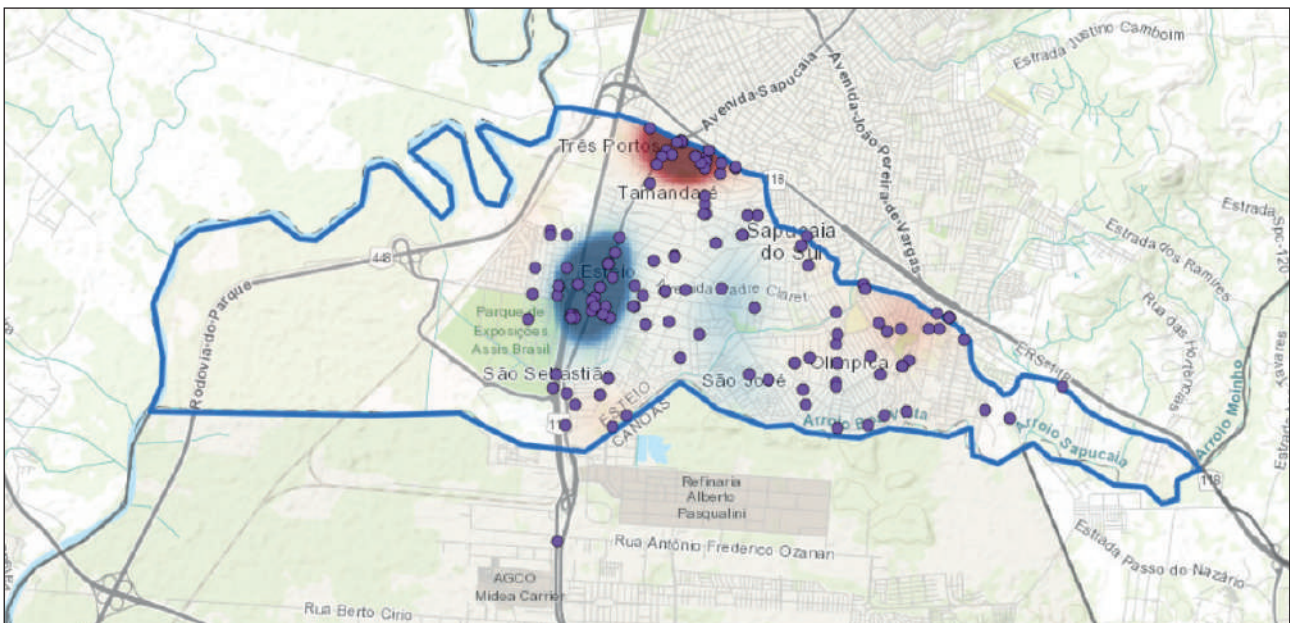
minimize variance within each class and maximize variance between classes. The goal is to establish cutoff limits that reflect the structure of the data, ensuring statistical consistency in defining the classification ranges. As an additional criterion, cells classified as high-risk must have a  $G_i^*$  value greater than three, in order to restrict this category to areas with greater statistical significance.

Additionally, spatial analysis can incorporate Local Indicators of Spatial Association (LISA), as proposed by Anselin (1995), based on Moran's local statistics. This measure assesses the similarity between the value of a cell and the values of neighboring cells, allowing the identification of both homogeneous clusters (high-high or low-low) and spatial patterns of dissimilarity (high-low or low-high). Local statistics are compared with a reference distribution obtained under the null hypothesis, allowing verification of the presence of local spatial dependence and characterization of the observed pattern.

Figure 14 illustrates the result of the hotspot analysis, highlighting the spatial distribution of significant event concentrations. The color gradation represents different intensity levels according to the  $G_i^*$  statistic values. The areas in red indicate regions with a high concentration of events and high statistical significance ( $G_i^* > 3$ ) and are considered hotspots. In contrast, bluish tones correspond to areas with low concentration or absence of statistical significance.

#### Figure 13 - Demonstration of comparative density analysis

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



### 1.2.2.3.1.5 High Crime Density Areas

Additionally, another analysis available in the GESeg system is the detection of HCDAs, which consists of identifying spatial clusters of georeferenced records based on proximity and density criteria. Initially, events are selected according to the defined analysis period and reprojected to a metric coordinate system to enable precise calculation of distances between occurrences, considering the urban road network. Based on these distances, an initial clustering step is carried out to exclude isolated records and focus the analysis on regions where there are consistent patterns of proximity between events.

Based on the initial groupings, a complementary clustering step is performed based on hierarchical density methods. This second step results in more refined segmentation of the previously identified clusters, considering local variations in density, and extracting clusters with greater statistical robustness. For each validated cluster, a representative central point is identified, which is then considered the core of the territorial concentration. These core areas are used to structure the HCDAs in terms of road connectivity by modeling urban routes between the identified centers. As a result, continuous stretches of roads are obtained that reflect routes or regions with a higher frequency of events in the territory under analysis.

The methodology adopted is based on two algorithms that are widely documented in the scientific literature:

Density-Based Spatial Clustering of Applications with Noise (DBSCAN), proposed by Ester *et al.* (1996), which identifies clusters based on local point density and allows for the exclusion of spatial noise; and Hierarchical Density-Based Spatial Clustering of Applications with Noise (HDBSCAN), developed by Campello, Moulavi and Sander (2013), which expands the original approach by allowing the identification of clusters with varying densities through a hierarchical structure.

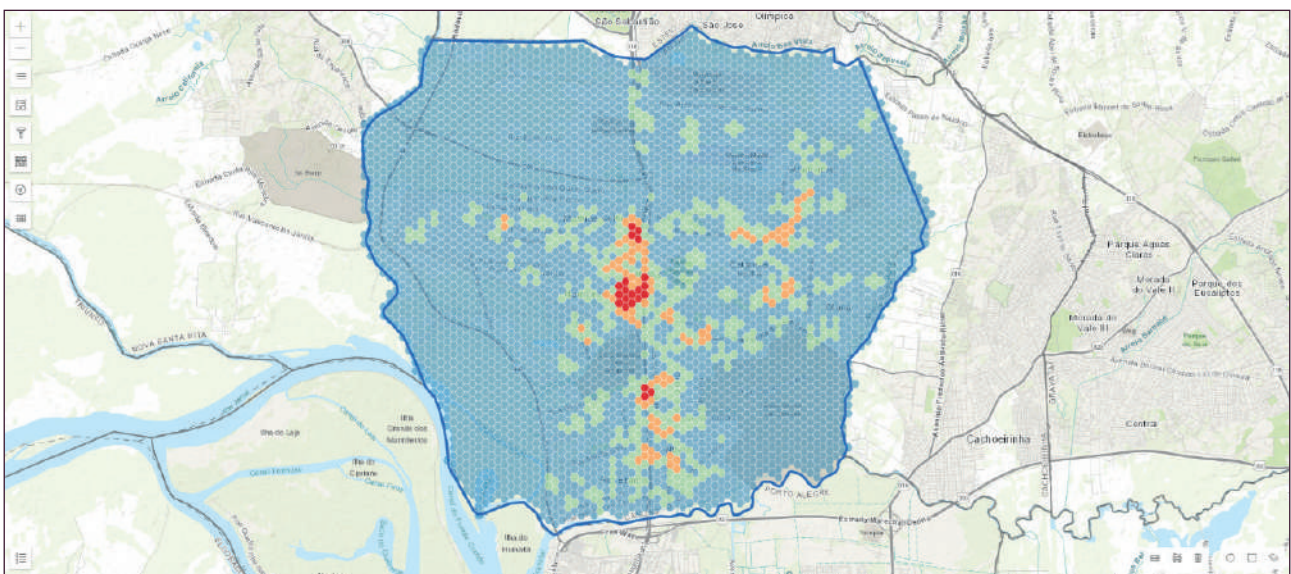
The resulting areas are converted into continuous stretches of urban roads, based on modeling between the centers of the detected clusters (medoids). These areas, represented as sets of streets, are submitted to detection of anomalous behavior, as described earlier in the previous section. They are then enriched with complementary attributes, such as regional or municipal delimitation, population estimates, and other relevant characteristics (Figure 15).

### 1.2.2.3.2 Integrated Vehicle Monitoring System

The Integrated Vehicle Monitoring System (SIMOV) was launched on September 13, 2024. This is a platform developed to support analysis and monitoring of vehicle-related crimes. With an intuitive and robust interface, the tool allows users to turn data into strategic decisions, providing essential support to state authorities. SIMOV integrates different analytical modules, enabling visualization, interpretation, and cross-referencing of information relevant to public security and the CJS. The platform has

## Figure 14 - Demonstration of the hotspot analysis

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



### Figure 15 - Demonstration of a high crime density area

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



an organized layout and functionalities that include video tutorials, information on updates and new tools, as well as a support channel for direct contact, ensuring that users can explore all its capabilities efficiently (Figure 16).

The platform modules use records from January 1, 2018 onwards, consolidating data from various sources such as the Civil Police, DETRAN, IGP and the PP. All information is georeferenced, allowing precise spatial analysis of occurrences. Among the available modules, the Incident Monitoring Module centralizes and processes data on crimes such as vehicle robbery, theft, receiving, retention and recovery, and allows the application of filters to refine the analyses according to the period, location and characteristics of the vehicles. It also features a flow analysis function, which identifies patterns of movement between municipalities, highlighting locations where stolen vehicles are recovered. The Participant Monitoring Module provides a detailed analysis of individuals involved in vehicle-related crimes, consolidating information, and allowing for specific queries. The interactive interface automatically adjusts charts, maps, and lists according to the applied filters, providing a detailed geospatial view of the actions of those involved.

The Vehicle Recovery Location Prediction Module uses machine learning algorithms to predict where a stolen vehicle is likely to be recovered, considering variables pertaining to the location of the crime and the vehicle itself.

The results are presented on the map, highlighting the areas where recovery is most likely and allowing faster and more targeted action. In the image below, the pin represents the location where the vehicle was stolen, and the area marked on the map shows the most likely region of its location, with its respective probability (Figure 17).

The Reporting Module allows consolidating and documenting information generated by the other modules, facilitating communication and strategic decision-making. It provides customized reports, such as the Participant Photography Report, which provides images and basic information about the individuals involved; and the Incident Report, which provides data on vehicles that have been stolen, robbed, held, recovered, and received.

Moreover, the module includes complementary tools to enhance spatial analysis, such as the Immediacy tool, which counts occurrences within a user-defined radius, takes area and distance measurements, draws regions of interest, and provides filters applicable to all map layers. SIMOV is an indispensable tool for public security, offering data and analyses that contribute to efficient vehicle monitoring and recovery. With specialized modules and advanced technology, the platform strengthens the ability of authorities to formulate more assertive strategies and actions. Continuous improvements ensure that it remains key in fighting crimes that involve vehicles as objects.

**Figure 16 - Homepage of the Integrated Vehicle Monitoring System**

Source: Screenshot of SIMOV - Intranet. Source: SSP/RS, 2025, online.

**SISTEMA INTEGRADO DE MONITORAMENTO DE VEÍCULOS (SIMOV)**

INICIAL OCORRÊNCIAS PARTICIPANTES PREVISÃO DE RECUPERAÇÃO RELATÓRIO

Para resolver, é preciso conhecer o problema.  
Dados de incidentes com atualização diária.

**Vídeos Tutoriais**  
Acesse aos vídeos explicativos com as instruções e sugestões de como utilizar o SIMOV.

**Funcionalidades**  
Acesse ao tutorial com a explicação detalhada das funcionalidades disponíveis no SIMOV.

**Novidades**  
14/05/2025: Agora o Painel de Ocorrências do SIMOV possui novos indicadores com as contagens de veículos roubados e furtados que foram recuperados. Confira!

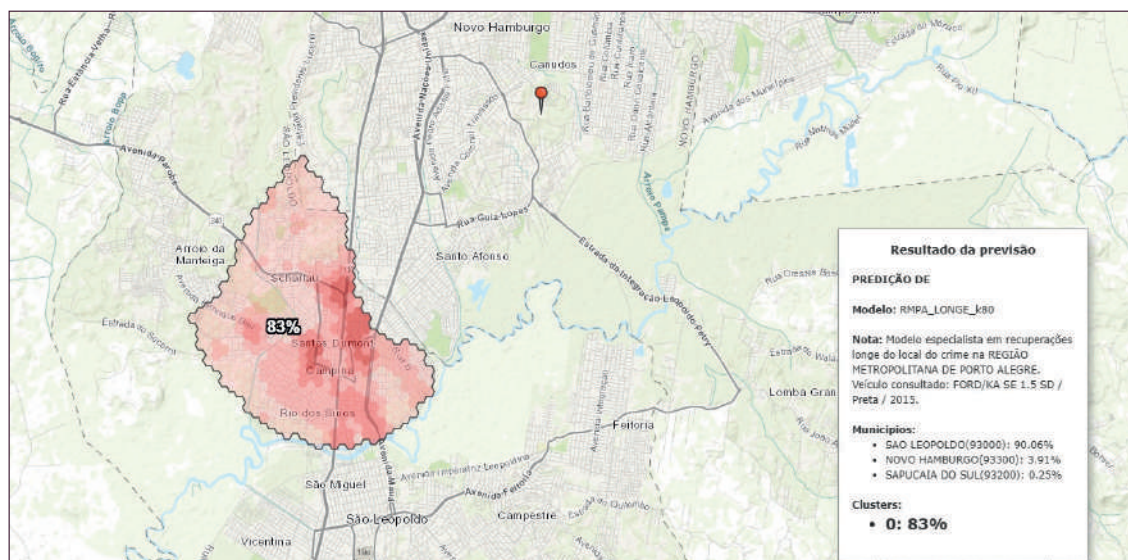
**Entre em contato**  
Para dúvidas, informações e sugestões, entre em contato com a nossa equipe.

RS SEGURO  
PROGRAMA TRANSVERSAL  
E ESTRUTURANTE DE  
SEGURANÇA PÚBLICA

INSTITUIÇÕES PARCEIRAS

**Figure 17 - Demonstration of vehicle recovery location prediction**

Source: Screenshot of SIMOV - Intranet. Source: SSP/RS, 2025, online.



#### 1.2.2.4 Management module

Considering that the GESeg Governance System holds more than 1,000 meetings in its 12 monthly cycles throughout the year, the management of the meeting calendar and the participation of the institutions in the process was seen as a critical success factor for the system's implementation and maintenance.

To this end, since the System's introduction in 2019, its annual meeting calendar has been defined and publicized internally well in advance<sup>12</sup>, defining for each monthly cycle the appropriate periods for holding the A4, A3 and RISP meetings, as well as the dates for the A2 and A1 meetings. Based on the periods pre-defined by the RS Seguro Program Coordination, the Executive Secretary of each meeting has the autonomy to choose, in agreement with the other members, the best date, time, and location for each meeting.

Each of the institutions that are part of the Governance System has the role of promoting the participation of its personnel in the scheduled meetings. Each meeting has two Coordinators (one principal and one alternate) and two Executive Secretaries (one principal and one alternate), whose roles are to ensure the meeting takes place through clear communication with its participants, to implement a framework that allows for effective joint analysis of crime indicators and identification of potential points of attention to be addressed, as well as to keep records of the meeting and of the participants' attendance. In the March 2025 cycle, for example, there were 827 participants in the 84 scheduled meetings, with 341 participants in the 23 A3 meetings, 200 in the 39 A4 meetings, and 286 in the 20 RISP meetings.

Until December 2024, the meetings were managed using a generic system shared with the Secretariat of Planning, Management and Governance. In January 2025, a module was implemented within GESeg that allows centralized coordination of the meeting calendar, but with a decentralized scheduling process, maintaining the philosophy and adherence to the implemented methodology.

In addition to managing meetings in a manner fully compliant with the Governance System, this new module introduced two new processes:

1. Structured prospecting, during meetings, of best practices, with the internal publication of those that effectively qualify as best practices, thus promoting their use by the various teams participating in GESeg;

2. The possibility of defining areas of interest to automatically monitor the evolution of a given indicator, making it possible to create very specific temporal and territorial filters for monitoring purposes.

Within the scope of Management, the GESeg system also provides two complementary pieces of information for analyzing the evolution of crime indicators: input indicators and operational resources.

#### 1.2.2.5 Input indicators

With input indicators, it is possible to monitor the implementation stage of the main procedures linked to the operation of the public security sectors, enabling analyses of the evolution of each indicator over time and by territory. Currently, 16 indicators are available in an automated format with monthly updates, allowing continuous visualization of operational performance. Table 2 below presents the complete list of indicators used in the monitoring.

#### 1.2.2.6 Operational resources

The information regarding operational resources made available monthly in the GESeg system focuses primarily on the personnel of public security institutions and the prison system, as well as on the vehicle fleet. This data is organized into 23 indicators – 11 related to personnel and 12 to the fleet – which allow monitoring the evolution of operational resources over time and making comparisons between different territories. Table 3 below presents the complete list of indicators used in the monitoring, and Figure 18 illustrates how the information is displayed in the System.

### 1.3 GOVERNANCE AND INSTITUTIONAL COORDINATION FRAMEWORK IN THE AREA OF PUBLIC SECURITY

The implementation of the Governance System of the Axis on Fighting Crime (1) of the RS Seguro Program, with the active participation of staff from across the CJS, consolidated a new model of institutional coordination in the State, aimed at aligning strategies and actions in the fight against crime. This model has proven effective due to several factors involving both organization and cooperation among the institutions involved.

Firstly, the sharing of problems that are common among different bodies helped in establishing a clear and shared purpose for pursuing solutions. This approach strengthened the collective commitment to the proposed objectives,

<sup>12</sup> The annual calendar is always made available in the month of December immediately preceding the year in which the meetings are to be held.

**Table 2 - List of monitored input indicators**

Source: Prepared by the author.

Input Indicators
Police Investigations
Seizure of Firearms
Arrested in <i>flagrante delicto</i>
Recovered Vehicles
Arrested by Warrant
Prison Inmates Working / Studying
Court Hearings
Cell Phones Seized in the Prison System
Ballistic Comparison Analyses
Firearm Serial Numbering Detection Analyses
Fingerprint Comparison Analyses
Genetic Material Identification Analyses
Data Extraction Analyses
Facial Image Recognition Analyses
Forensic Analyses of Vehicle Identification Numbers
Necropsy Examination

**Table 3 - Operational indicators for personnel and fleet**

Source: Prepared by the author.

Effectiveness Indicators	Fleet Indicators
Staffing levels	Number of vehicles
Percentage of available personnel	Number of vehicles up to five years old
Inhabitants per staff member	Percentage of the fleet that is up to five years old
Average time off due to legal absences	Number of vehicles between six and ten years old
Number of absences due to sick leave	Percentage of the fleet between six and ten years old
Average time off due to sick leave	Number of vehicles older than ten years
Number of per diem allowances (destination)	Percentage of the fleet that is more than ten years old
Number of per diem allowances (origin)	Average age of the fleet
Number of overtime hours	Vehicles per inhabitant
Average overtime hours	Percentage of vehicles refueled
	Percentage of vehicles refueled in the last 30 days
	Average kilometers driven

**Figure 18 - Display screen showing information about operational resources**

Note: Screenshot of the GESeg System - Intranet. Source: SSP/RS, 2025, online.



promoting greater engagement from the parties involved in addressing crime dynamics.

Another important aspect concerns the publication of a fixed meeting calendar, which contributed to the participants' prior organization. Setting dates in advance facilitates internal planning within institutions, ensuring greater participation and regular attendance of representatives, which strengthens the continuity of debates and deliberations.

The regular meetings held at least once a month also fostered the development of an ongoing process of cooperation among the CJS staff. This permanent dialogue platform has allowed institutional relationships to mature and a collaborative framework to be consolidated, with a view to overcoming operational obstacles and aligning conduct.

Additionally, the systematization of meetings contributed to strengthening trust among institutions, creating conditions for sharing key information for joint action. This flow of information, which had previously been limited, has been incorporated as a tool to support crime prevention and repression, based on more qualified diagnoses.

Finally, the governance structure began to provide accurate and timely information on crime patterns in each territory, allowing for faster and more informed decision making. Systematic data analysis helps guide actions with a higher degree of effectiveness by providing evidence to support the work of the institutions.

#### 1.4 EXPANSION IN THE DEFINITION OF LOCAL CRIME INDICATORS

Local Crime Indicators are defined by the municipalities themselves, which select a priority indicator from a predefined list, according to their specific characteristics and local needs. This indicator is monitored together with the three mandatory indicators of the RS Seguro Program: ILVC, Robbery of Pedestrians and Vehicle Robbery. In July 2022, the number of monitored local indicators expanded from four to 17. The increase in the number of local indicators allowed for more adequate monitoring of critical situations in each region, generating more information and, consequently, greater control.

Initially, municipalities participating in the RS Seguro Program could select their local crime indicator from a limited set of four options: Vehicle Theft, Robbery of Commercial and Educational Establishments, Home Burglary, and Robbery of Passengers or Drivers of Public Transportation and Shared Taxis. Starting in July 2022, this range was significantly expanded to include thirteen new options: Cattle Theft, Sexual Crimes Against Vulnerable Individuals, Narcotics Trafficking, Fraud, Theft from Commercial and Educational Establishments, Cell Phone Theft, Theft from Vehicles, Theft from/Breaking into a Residence, Aggravated Theft, Manslaughter while Driving a Motor Vehicle, Illegal Possession or Carrying of a Firearm of Permitted or Restricted Use, Receiving Stolen Vehicle, and Robbery of Taxi or Private Driver. This expansion provided greater flexibility to municipalities, allowing more precise alignment between the selected indicator and the prevailing crime dynamics in each territory.

It should be noted that, although each municipality chooses a Local Indicator, GESEg allows the operator to access the data, in all its dimensions, of the 17 Local Indicators for any of the 497 municipalities in the State, as well as for all RISPs.

### 1.5 IMPLEMENTATION OF INTEGRATED PUBLIC SECURITY AREAS

Prior to the RS Seguro Program, there was no coordination of operational areas in the 23 municipalities that have more than one Military Brigade and Civil Police operational structure. This, in itself, posed huge difficulties in solving the problems, since they were not common for a very simple reason: the territorial areas were not the same, resulting in overlapping territories and difficulties in coordinating joint actions.

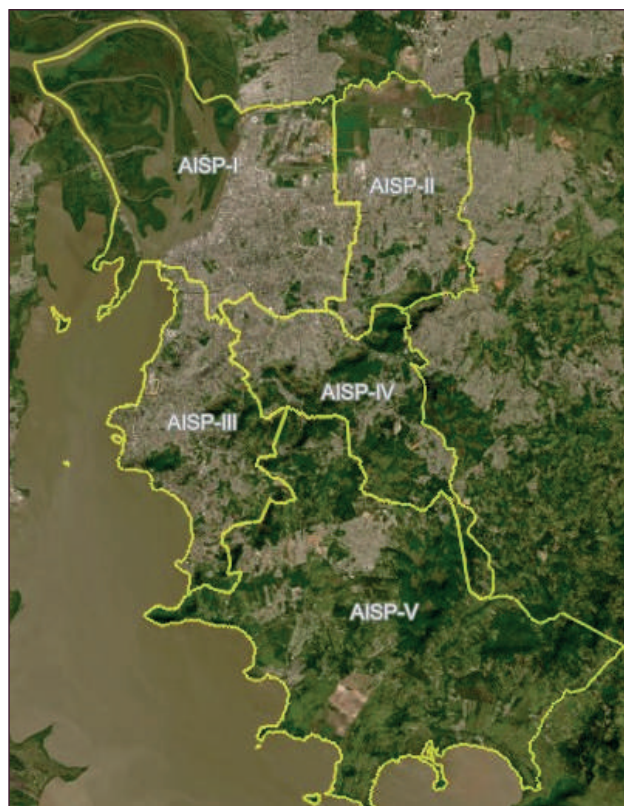
Within the scope of the RS Seguro Program, the AISP territorial division was implemented with a view to improving operational coordination among public security forces. The implementation of the AISPs reorganized the operational boundaries of the forces, so that each Civil Police station began to operate in coordination with a single Military Brigade platoon or battalion, promoting greater cohesion and synergy in territorial operations.

The AISPs were defined as groups of neighborhoods – so that social indicators could also be analyzed – within the same municipality, respecting intra-municipal limits. In addition to information on police personnel, the delimitation took into account demographic data and crime indicators concerning the neighborhoods, to ensure more homogeneous and strategic operational territories. The implementation included all 23 municipalities that are part of the RS Seguro Program, but only those that had at least two Military Brigade and Civil Police operational structures were subdivided into AISPs. In other cases, the municipality was maintained as a single unit for integrated planning and operation. In total, 39 AISPs were created in 14 municipalities, through joint efforts by the management and technical advisory teams of both institutions. Figure 19 illustrates the AISPs delimited for the municipality of Porto Alegre.

Each AISP has a monthly meeting forum (A4 Meetings) attended by representatives of the local security forces. The purpose of these meetings is to review crime indicators, share situational diagnoses, and strategically plan actions for the subsequent period. The initiative aims to consolidate a more efficient territorial governance model, focused on reducing violence and improving public security management. Furthermore, the A4 Meetings, because

### Figure 19 - Integrated Public Security Areas of the municipality of Porto Alegre

Source: Prepared by the author.



they focus on smaller territories within municipalities that have AISPs, are used to gather information on the topics that will be addressed in the A3 Meetings, where the most relevant issues, problems, and strategies will be discussed and prioritized.

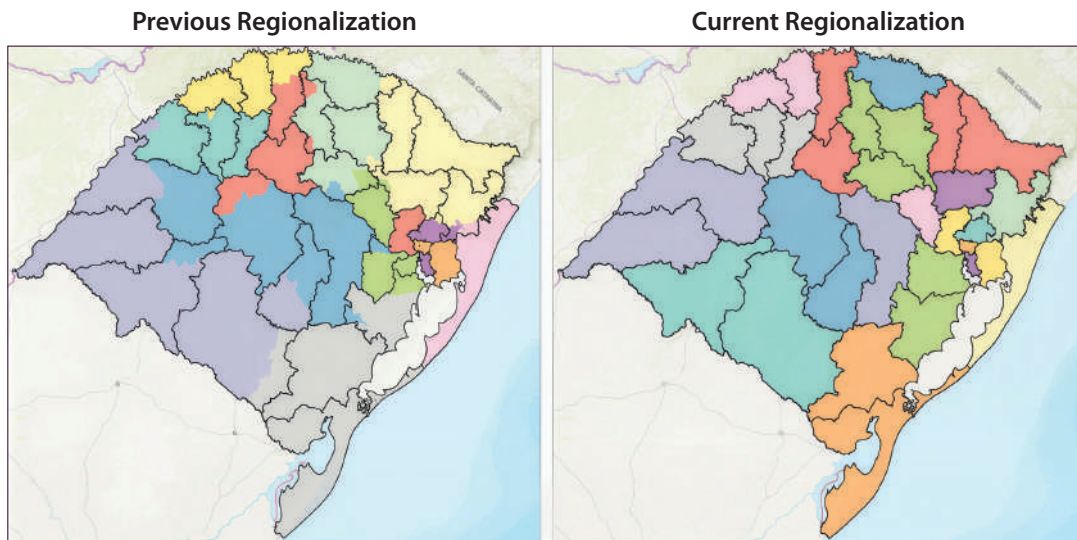
### 1.6 IMPLEMENTATION OF INTEGRATED PUBLIC SECURITY REGIONS

In February 2024, the State officially launched 21 RISPs at a two-day workshop attended by 160 police officers from the Military Brigade and the Civil Police. At the workshop, the focal points of both institutions participated in a structured and joint exercise to select the local indicator to be monitored in each RISP, thus putting into practice the integration and initial coordination of the regional monitoring. In March 2025, monthly meetings began to be held in all 21 regions of the state.

The RISPs were created through Decree N. 57,060, of June 15, 2023, with the goal of promoting greater integration between the regional units of the Military Brigade and the Civil Police and intensifying crime fighting and prevention in

**Figure 20 - Comparison of previous and current regionalization**

Source: Prepared by the author.



the various regions of Rio Grande do Sul, especially through the harmonization of operational territories. The project is part of the strategic actions of the RS Seguro Program. Figure 20 below presents the comparison between the previous regionalization and the new arrangement adopted with the implementation of the RISPs, in which the colored fill represents the territories of the Civil Police regional offices, and the black outlines delimit the areas of operation of the Military Brigade.

This measure strengthens information sharing and monitoring of indicators, facilitating the work of identifying and mapping occurrences in each region, covering all 497 municipalities in the State. The regions are Alto Jacuí, Central, Centro-Sul, Capital Police Command (CPC), Metropolitan Police Command (CPM), Delta do Jacuí, Extremo Oeste, Fronteira Noroeste, Fronteira Oeste, Hortênsias, Litoral, Missões, Nordeste, Norte, Planalto, Serra, Sul, Vale do Caí, Vale do Rio dos Sinos, Vale do Rio Pardo and Vale do Taquari.

### 1.7 STRATEGY FOR THE PLANNED REPLACEMENT OF PERSONNEL IN PUBLIC SECURITY INSTITUTIONS

The long-term sustainability of the governance process is closely linked to maintaining the resources available for the execution of services and actions derived from the intensive monitoring of crime indicators, especially the number of personnel directly involved in core activities. In this respect, there is a lot of international empirical evidence that reinforces this assumption: Chalfin and McCrary (2018) demonstrate that under-policed cities in the US could have significantly improved social welfare with an increase in

police personnel; Di Tella and Schargrodsky (2004) identified a strong deterrent effect on crime after increased police presence in Buenos Aires; Draca, Machin and Witt (2024) found a substantial reduction in crime in London with the temporary increase in police presence.

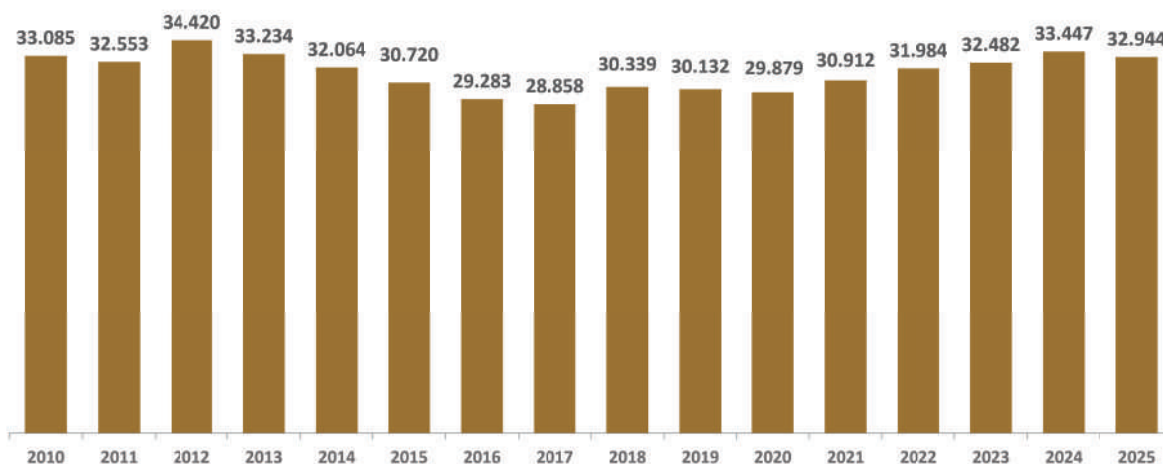
Considering the fiscal context of the State of Rio Grande do Sul while seeking an effective strategy for maintaining and expanding the police forces' personnel, predictability and fluidity in personnel replacement were defined as a guideline, with a realistic, consistent, and transparent plan for hiring new officers, taking into account the projected retirements based on human resources data and the specific rules of each institution. In this regard, studies such as that of Klick and Tabarrok (2005) showed a 15% reduction in crime in Washington, D.C. resulting from a 50% increase in police presence during security alerts.

The strategy adopted in Rio Grande do Sul made it feasible, at the administrative and budgetary level, to summon candidates already approved and to open new public recruitment contests, based on a prior study to determine and distribute the staffing needs and to manage the training and admission processes, which require synchronized resources and schedules. Levitt (1997) and Mello and Cops (2019) also demonstrate that increasing police personnel, especially in contexts of fiscal support and strategic planning, contributes significantly to the reduction of violent crimes and crimes against property.

To ensure constant maintenance of the workforce, as shown in Graph 15, it was necessary to appoint 10,815 new staff

**Graph 15 - Evolution of personnel of public security forces (BM, CBM, IGP, PC, PP)**

Source: Prepared by the author.



between 2019 and 2024, compensating for retirements and aiming for qualified replacement/expansion in certain areas. Following this replacement strategy, there was a steady growth in personnel from 2019 onwards, increasing by 11% in December 2024, with an additional 3,315 staff added to the security forces. These results, supported by international evidence, draw attention to the importance of public policies reinforced by long-term planning and a solid empirical basis.

### 1.8 FOCUSED DETERRENCE

One of the strategic actions of the RS Seguro Program is intensive monitoring of the main violence and crime indicators, in the relentless pursuit of preserving human life, which is the main legal asset protected by legal systems worldwide.

In 2017, the State of Rio Grande do Sul had, according to the GESeg System<sup>13</sup>, a rate of 31.5 ILVCs per 100,000 inhabitants, of which 49% were young people and, of those, 93% were male.

In 2023, five years after the implementation of the RS Seguro Program, the rate was 18.4 deaths per 100,000 inhabitants<sup>14</sup>, with a significant reduction of 41.6% in ILVCs compared to 2017 (rate of 31.5 ILVCs).

Despite the significant reductions, high and unacceptable numbers of ILVCs persist, especially among young people.

According to information extracted from criminal analyses carried out by the Department of Homicides and Protection of Persons (DHPP) of the Civil Police (Souza, 2023), 74% of Intentional Homicides committed in 2023 in Porto Alegre were linked to conflicts between criminal groups.

Given this context, it should be noted that focused deterrence strategies are being increasingly applied to prevent and control violence, especially lethal violence, among criminal groups. Furthermore, key evidence on focused deterrence strategies indicates that the best results in reducing violent deaths among criminal groups depend on structured and coordinated actions. It is essential to achieve consistent integration and cooperation among public security institutions and the CJS. This must be based on accurate and up-to-date data regarding criminal dynamics and meticulous identification of leaders and members of violent groups.

Furthermore, it is essential to employ clear and direct communication with the people involved, informing them about the specific and immediate consequences of their criminal behavior. This communication should emphasize the strict and swift enforcement of the law, as well as other disciplinary measures within the prison system. Simultaneously, alternatives should be offered through social programs aimed at the members of these groups.

If the violence persists, focused criminal sanctions need to be applied, in addition to non-penal deterrent actions.

<sup>13</sup> Platform developed by the RS Seguro Program in partnership with PROCERGS, containing customized BI functionalities, with autonomous modules that allow the automation of predefined analyses, using Data Science concepts and tools and AI, as well as integration with the Geographic Information System (GIS) platform, to qualify georeferenced analyses.

<sup>14</sup> Long-term graph extracted from GESeg.

Finally, the effectiveness of these measures depends on timely enforcement of the sanctions foreseen for individuals or groups that continue to resolve conflicts violently.

Based on these assumptions and considering that cooperation – with the use of dialogical skills, especially in institutional relations – makes it possible to achieve solid and lasting results (Sennet, 2021), a Cooperation Agreement was signed in November 2024. The goal of the agreement is to combine the efforts of the State Government<sup>15</sup>, the Judiciary Branch of RS and the State Public Prosecutor's Office of RS, in establishing measures that will enable the effective implementation of the Focused Deterrence Project, aimed at reducing violent lethal and intentional crimes, specifically both completed and attempted intentional homicides resulting from conflicts between criminal groups.

With a view to achieving the aim of the Cooperation Agreement, the State Government created, along with other initiatives, the Interinstitutional Committee of the Focused Deterrence Project (Rio Grande do Sul, 2024), aiming at sharing information, results, and responsibility for the implementation of the following strategic actions, among others:

- creation and establishment, by the Judiciary Branch, of the 3<sup>rd</sup> Criminal Enforcement Court of the Porto Alegre District (VEC/POA), with authority to a) oversee the Charqueadas High Security Penitentiary (PASC); b) process and adjudicate criminal enforcement proceedings relating to convicts serving sentences at PASC; and c) as a collegiate body, to decide upon requests for transfers to the PASC of inmates identified as leaders of criminal groups involved in committing ILVCs and requests for transfer to the Federal Penitentiary System;

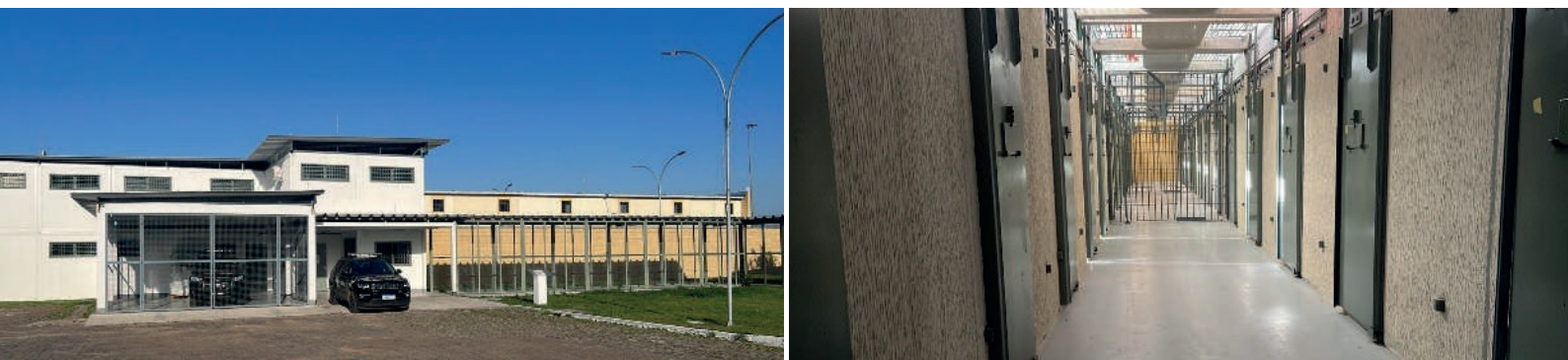
- development of a strategic plan to reduce intentional homicides resulting from conflicts between criminal groups;
- development of a detailed study on criminal groups, their members and leaders, to be carried out by the RS Seguro Program together with the London School of Economics and Political Science (LSE), and make it available in the Analysis Tool;
- institution of disciplinary measures and isolation of leaders and masterminds of intentional homicides;
- facilitation, through the State Health Secretariat (SES), of outpatient and elective health care for prisoners within the Focused Deterrence Project, preventing unnecessary movements outside the prison facility;
- timely execution of the powers granted to the Life Protection Programs established in the State of RS;
- implementation of a new Maximum Security Module (MSM), with 76 individual cells, and other strategic actions at PASC;
- implementation of the schedule for expanding the Focused Deterrence Project to the entire state;
- establishment of a communication plan for the Focused Deterrence Project;
- development of the Unified Intelligence and Monitoring Protocol.

With the goal of enabling greater effectiveness of the Focused Deterrence Project, strategic actions were developed aimed at improving the PASC, a prison unit located in the municipality of Charqueadas and intended for the custody of highly dangerous prisoners, especially leaders of criminal groups. One of them was the inauguration, on November 29, 2024, of a new MSM with 76 individual cells. This module aims to isolate leaders and masterminds of criminal groups involved in intentional homicides, preventing any type of communication. The construction involved an investment of approximately R\$29.3 million.

<sup>15</sup> Through the Coordination Unit of the RS Seguro Structuring Program, linked to the SSP, with the intervention of the BM and the PC, of the SSPS, with the intervention of PP, of the SES and of the Secretariat of Justice, Citizenship and Human Rights (SJC/DH).

**Figure 21 - New module of Charqueadas High Security Penitentiary, intended for leaders and members of criminal organizations**

Source: Archives of the State Secretariat of Communication. Credits: Jurgen Mayrhofer, 2024.



Another important initiative was the provision by SES, through the Hospital Incentives Program – Assistir, of resources from the State Treasury to promote and guarantee outpatient and elective care for the incarcerated population at PASC and its MSM. This significant and strategic measure has reduced the number of inmates leaving for medical treatment.

Furthermore, a Radio Communication Signal Blocking (BSR) system was implemented throughout the PASC complex, including the MSM, reinforcing security measures and protocols and hindering unauthorized communication among inmates. Anti-drone technologies were also implemented, and the number of security cameras was increased.

PASC has also undergone recent improvements aimed at enhancing security and isolating criminal leaders. The MSM is surrounded by screens that prevent delivery and throwing of illicit items. The inmates sunbathe individually for two hours a day in isolated courtyards.

These initiatives are part of a strategy by the Government of Rio Grande do Sul to strengthen the prison system and improve public security by isolating leaders of criminal groups and preventing their communication with the outside world.

### 1.9 STATE PLAN FOR PUBLIC SECURITY AND SOCIAL DEFENSE

Federal Law N. 13,675, of June 11, 2018, which created the National Public Security and Social Defense Policy (PNSPDS) and established the Unified Public Security System (SUSP), is regulated by Federal Decree N. 9,489, of August 30, 2018, and by State Decree N. 54,516, of February 28, 2019. This legislation established deadlines and guidelines for the development of the State Plan for Public Security and Social Defense.

The method adopted for the development of the 2023-2032 State Public Security and Social Defense Plan of the State of RS took into account the operational and administrative legacy of all state bodies that are part of the SSP and the Secretariat of Penal and Socio-Educational Systems (SSPS), in addition to following the guidelines established by Law N. 13,675 (Brazil, 2018). The proposal was developed by a working group coordinated by the Executive Secretary of the RS Seguro Program and comprised of members from the SSP, SSPS, BM, CBM, DETRAN, Socio-Educational Assistance Foundation (FASE), IGP, PC, and PP, reflecting the joint effort of these institutions to produce a set of measures capable of integrating, training, and modernizing the SUSP agencies of the State of RS.

The RS Seguro Program, its diagnosis of Public Security and Social Defense in the State, as well as the procedure for prioritizing its indicators, were presented, discussed, and analyzed. Based on the objectives, implementation cycles, the method for developing the plan, and the diagnostic analysis, the group designed and categorized, by institution, the main strategic actions to achieve the goals and indicators defined by the government, within the four axes of the RS Seguro Program.

From April to September 2023, workshops were held to discuss and define goals and indicators, as well as to prioritize strategic actions with the greatest potential for positive impact, by implementation cycle. Once this stage was completed, all actions were reviewed either to maintain them as a specific item of the institution in question, but with a strategic outcome of interest to Public Security and Social Defense, or to expand and transform them into a common item for all institutions, thus channeling the effort towards a single objective.

It is also important to note that the Plan incorporated the entire management process developed by the State Secretariat for Planning, Governance and Management (SPGG), notably the Multi-Year Plan (PPA), the Budget Guidelines Law (LDO) and the Annual Budget Law (LOA). The guidelines of the RS Seguro Program were also observed, prioritizing the most efficient strategic actions to be developed to fight violent crime and criminal groups, in addition to formalizing the governance, monitoring, and evaluation system employed, which is key for the evaluation and management of the strategy's implementation. The first improvement was the strengthening of the culture of strategic planning.

On September 16, 2024, the National Secretariat of Public Security (SENASP) received and approved the State Plan for Public Security and Social Defense, which contains the following objectives:

- to determine implementation, monitoring, and evaluation cycles, using the governance model of the Cross-Cutting RS Seguro Program;
- to define indicators and goals;
- to determine the prioritization of strategic actions and the rationalization of resources, with a view to greater efficiency, aligned with the objectives of the National Public Security and Social Defense Plan;
- to serve as a repository of best practices for the creation of projects and processes; and
- to make the RS the safest state in Brazil.



## AXIS 2 – SOCIAL, PREVENTIVE AND CROSS-CUTTING POLICIES

Researchers from the Violence Atlas, IPEA (Cerqueira, 2020), which is based on other national experiences of public security programs<sup>16</sup> and aims to reduce homicide rates, have highlighted the results generated by changes in public security management models, including results-based planning and targeting, qualification of police work, and preventive actions in the social field.

These national programs follow the same principles, combining three fundamental actions: a) results-oriented policies, with planning and personal leadership from governors; b) integration and qualification of police work, with emphasis on intelligence; e) social prevention actions aimed at young people living in conflict zones and with high social vulnerability.

Axis 2 of the RS Seguro Program follows the lines of national experiences, adjusted to the state's reality. Working with the concept that prevention actions cannot be generic policies, but rather territory-based actions in the most violent and socioeconomically vulnerable communities, especially those aimed at children and young people residing in these areas, the goal is to enhance, qualify, and improve preventive actions to fight violence.

Thus, this Axis addresses social, preventive, and cross-cutting policies, recognizing that those aimed at preventing violence and promoting a culture of peace contribute significantly to improving security. Given that violence has multiple causes, preventive strategies must be multifaceted and developed in a coordinated, cross-sectoral manner, involving various public and social stakeholders, with actions aimed at guaranteeing rights, reducing risk factors, and increasing protective factors. Through integrated action, this Axis develops initiatives, such

as those described below, that support improvement of the living conditions and social interaction of the affected families:

- culture, sports and leisure: to expand and improve the use of public spaces, with emphasis on schools, squares and public sports courts;
- health: to encourage the use of healthcare networks, to improve the quality of primary healthcare services<sup>17</sup> and the Better Early Childhood Program (PIM)<sup>18</sup>;
- professional qualification and access to the job market: to offer initiatives that promote production and income;
- education: to promote actions aimed at improving school readiness and reducing dropout rates and age-grade distortion;
- infrastructure and urban planning: to enable public lighting, basic sanitation, tree pruning, restoration of public squares, land regularization, among others.

These actions are established and mapped across all of the State's Secretariats, following a prior diagnosis of characteristics, demands, and available services, as well as school performance indicators. The goal is to ensure that public policies are effectively implemented in the locations prioritized by Axis 2.

### 2.1 FIRST PHASE: 2019 – 2022

In the first phase of the program, implemented between 2019 and 2022, 83 neighborhoods/regions were selected in the 23 municipalities with the worst violent crime indicators in the State, prioritized by the RS Seguro Program. Services were mapped and strengthened in 196 schools (98 state schools and 98 municipal schools) where some of the social and educational prevention programs were delivered.

16 Infocrim (2000), in SP; the program "Ficar Vivo" (2002) and Igesp (2008), in MG; the Pact for Life (2007), in Pernambuco; the Pacifying Police Units (UPPs) (2008), in RJ; the "Paraíba Unidos pela Paz" (2011); the "Estado Presente" (2011), in Espírito Santo.

17 The APS is the first level of care in the health system, being the main entry point to the SUS (Brazilian Unified Health System).

18 Developed since 2003 in Rio Grande do Sul and formalized by State Law N. 12.544/2006, the PIM is a cross-cutting action to promote comprehensive development in early childhood (RS.GOV.BR., 2025).

### 2.1.1 Methodology for selecting priority neighborhoods

The definition of priority neighborhoods/regions for the implementation of actions under Axis 2 of the RS Seguro Program was based on a systematic, evidence-oriented methodology. The proposal aimed to maximize the social return on public interventions in security and social development, directing efforts towards territories marked by a high incidence of lethal violence and significant socioeconomic vulnerabilities.

#### 2.1.1.1 Objectives and guidelines for territorial selection

The territorial strategy of the RS Seguro Program assumes that overcoming violence requires coordinated actions that transcend the field of penal repression, incorporating structuring social policies in critical territories. In this context, the neighborhood selection methodology was created to identify locations with the greatest potential for impact from public policies, based on a combination of three key dimensions: exposure to violence, socioeconomic vulnerability, and precarious educational conditions.

The selection process was guided by the core principle of prioritizing territories where coordinated interventions between the state and the municipality could produce tangible and measurable effects, including in the short and medium term.

#### 2.1.1.2 Eligibility criteria

The definition of eligible neighborhoods was based on the simultaneous application of five objective criteria:

1. location: the neighborhood should be located in one of the municipalities previously selected as priorities by the RS Seguro Program, which at the time accounted for 72% of violent deaths in the state (2009–2018), as well as a majority of robberies against pedestrians and vehicle robberies;
2. population: to ensure impact scale, it was established as a requirement that the neighborhood should have a resident population exceeding 4,500 inhabitants, according to population estimates prepared internally based on the Population Estimates – 2018 Revision prepared by the then Foundation for Economics and Statistics of Rio Grande do Sul (FEE, 2018) and the statistics from the 2010 Demographic Census: Results of the Universe by Census Tract from the Brazilian Institute of Geography and Statistics (IBGE, 2011);
3. lethal violence: the neighborhood's eligibility required meeting at least one of the following criteria:

- i. 40 or more violent deaths in the period between 2009 and 2018 or 20 or more in the period between 2014 and 2018;
  - ii. a violent death rate equal to or greater than 30 per 100,000 inhabitants in any of the periods;
  - iii. 10% or more of the violent deaths recorded in the municipality;
  - iv. being among the neighborhoods that, together, account for 50% of violent deaths in the municipality (in descending order);
  - v. being part of the group of neighborhoods that, across the 18 priority municipalities, account for 25% of violent deaths (2009-2018).
4. income: the neighborhoods selected were those with per capita household income below the threshold defined for each municipality, considering its socioeconomic characteristics, according to estimates prepared internally based on statistics from the 2010 Demographic Census: Results of the Universe by Census Tract from the Brazilian Institute of Geography and Statistics (IBGE, 2011);
  5. education: the neighborhood should have at least one public school (state or municipal) with 300 or more enrollments in regular elementary or high school education in 2018, and an educational index lower than the municipal average, according to the methodology developed within the program itself.

#### 2.1.1.3 RS Seguro Educational Index

The educational dimension of the analysis was implemented through the RS Seguro Educational Index, an instrument composed of ten indicators, grouped, within the scope of this study, into four evaluation criteria: school structure, socioeconomic level, teaching staff, and student performance. The data were obtained from the Anísio Teixeira National Institute of Educational Studies and Research (INEP, 2019), and the indicators used correspond to those suggested in Technical Note N. 18 – Multidimensional Indicators of Education and Homicides in the Territories Targeted by the National Pact for the Reduction of Homicides – published in May 2016 by IPEA (Cerqueira *et al.*, 2016).

The indicators were aggregated using weighted averages, with weights adjusted according to the relevance of each dimension to the overall performance of the school unit, as shown in Table 4 below. The indicators included, with their respective weights in each dimension, are also presented in Table 4.

**Table 4 - Indicators, dimensions, and weight considered in the aggregation**

Source: Prepared by the author.

EDUCATIONAL INDICATORS	DIMENSIONS	WEIGHT
Complexity of school management	School	1/3
Average number of students per class		1/3
Average daily class hours		1/3
Socioeconomic level	Socioeconomic level	1
Regularity of the teaching staff	Teacher	1/3
Percentage of teachers with higher education degree		1/3
Teacher Effort Indicator		1/3
Age-year distortion rate	Student	2/4
Failure rate		1/4
Dropout rate		1/4

#### 2.1.1.4 Intra-municipal prioritization

Once the eligible neighborhoods were identified, they were prioritized within each municipality, respecting the following criteria:

1. prioritization of one to three neighborhoods per municipality – with the exception of Porto Alegre, where five neighborhoods were selected – based on the absolute number of violent deaths recorded between 2014 and 2018, with ties resolved by mortality rate per 100,000 inhabitants;
2. inclusion of a second or third neighborhood is conditional upon the previously selected neighborhood(s) not cumulatively exceeding 25% of the municipality's total population.

*This mechanism ensured a balance between territorial focus and population coverage, preventing excessive concentration of resources in areas that, while critical, did not include a significant demographic group.*

#### 2.1.1.5 Data sources used

The methodological robustness of the process was ensured using official data sources from institutions with recognized technical credibility, as described below:

- lethal violence: SIM/MoH and data from SSP/RS;
- population and income: IBGE and FEE/RS;
- education: INEP, with estimates and systematization conducted by the RS Seguro team;
- territorial data by neighborhood: population and education estimates prepared by the SSP/RS Violence Observatory and the coordination of the RS Seguro Program.

#### 2.1.2 Sport for Social Change

Sport is one of the most powerful and accessible tools for inclusion and social change. It allows children and adolescents to grow up healthier, develop social skills, and improve their school performance, increasing their willingness to study and interact in the education environment. The Sport for Social Change (SSC) Program is an inspiring initiative that uses sport as a means to promote social change. Its goal is to empower athletes, coaches, and sports managers. In Brazil, the Program was implemented in collaboration with the State of Rio Grande do Sul and the US Consulate, with the support of the Central Union of Favelas (CUFA) Frederico Westphalen/RS.

The Program selected eight young people aged 15 to 18 who were involved in martial arts social projects, living in one of the 23 municipalities and vulnerable

regions prioritized by the RS Seguro Program, and who demonstrated leadership skills and the potential to become multipliers of the knowledge acquired during the exchange in their communities. Along with the young people, the delegation included representatives from the RS Seguro Program, CUFA, and a translator/interpreter. Those selected had the opportunity to travel to Boston, USA, between July 22 and August 4, 2022, where they were able to broaden their cultural and sport horizons. The experience not only helped them develop leadership skills, but also helped them become more active members of their communities.

During the exchange program, the group of Brazilians visited Jiu-Jitsu, Capoeira, and Judo schools and interacted with young American athletes, as shown in Figure 22. Furthermore, they received training in the development of community sports projects, which they were able to implement in their cities upon returning to Brazil. To this end, each young person received US\$500.00 to invest in the materials needed to carry out their projects.

Months later, in December 2022, Rio Grande do Sul hosted 14 Americans for the reverse experience. During this period, the visitors, who were also martial arts practitioners, were able to visit the projects implemented by the Brazilian exchange students.

This program was essential in demonstrating how sport can be an agent of change, empowering young people to become multipliers of knowledge and to engage more meaningfully in their communities.

### 2.1.3 School chess

Educators should use tools that help them promote student engagement in the teaching-learning process, stimulating communication, reasoning, critical thinking, problem-solving, autonomy, and other skills. One of the resources that has been used both in Brazil and abroad is the game of chess, considered a powerful educational tool capable of stimulating and reinforcing skills such as concentration, observation, reflection, responsibility, logical reasoning, and decision-making. The game stands out as an innovative approach to education, promoting improvements in school learning in connection with various subjects, and fostering the personal, intellectual, and social development of students.

This led to the creation of the School Chess Project, inspired by a concrete and successful experience implemented at

**Figure 22 - Capoeira class at Sinhá Capoeira, in Boston**

Source: RS Seguro Program. Credits: Elisângela Veiga, 2022.



the Dom Diogo de Souza Municipal Elementary School, in the Valença neighborhood of Viamão, which began in 2015 in math classes with teacher Bruno Rogério Régio, involving approximately 30 students. Since 2016, chess has been included in the school's Political Pedagogical Project, reaching all 650 students, from early childhood education onwards. In 2021, the school won its fourth consecutive Brazilian School Chess Cup.

The School Chess Project aimed to use chess as an instrument of social change, being implemented in 196 prioritized schools in the 23 municipalities that are part of the RS Seguro Program. The initiative was carried out in partnership with the State Department of Education and the SSP, which financed the project through the Program to Encourage the Equipping of Public Security in the State of Rio Grande do Sul (PISEG/RS)<sup>19</sup>. Furthermore, Professor Bruno and the Rio Grande do Sul Chess Federation helped structure a training course for managers, directors, and teachers, with the distribution of materials (games - boards and pieces - and chess

<sup>19</sup> PISEG/RS, created by Complementary Law (LC) N. 15.224/2018, allows companies that pay the Tax on Circulation of Goods and Services (ICMS) in Rio Grande do Sul to allocate resources to public security. According to Decree N. 54,361/2018, part of these resources must be used to finance prevention programs in education, aimed at children and adolescents in vulnerable situations.

clocks). In total, more than a thousand people, including educators and members of the school community, participated in the initiative, which culminated in a final inter-school tournament among the students.

## 2.2 SECOND PHASE: RS SEGURO COMUNIDADE

After four years of implementation, an internal evaluation was conducted which indicated the need for improvement of Axis 2 for the 2023-2026 cycle. This improvement involves strengthening the monitoring and refining of process and outcome indicators. The analysis revisited the focus of the preventive and cross-cutting social policies in addition to the prevention actions already developed, and it was found that the State's capacities were insufficient in several aspects for the execution of a systemic and multidisciplinary prevention program.

In this new phase, the premise was that acting in more specific territories than neighborhoods can allow more efficient allocation of public resources, thus increasing the social impact of the actions. For this purpose, a territorial database was created that provides a more precise approach than dividing the territory by neighborhoods. A detailed process was carried out to identify these territories with high rates of violence, using outcome indicators for mapping. Furthermore, a survey was conducted of violence prevention programs with the greatest potential to generate social impact and influence violence rates, with a view to their implementation.

Thus, the RS Seguro COMunidade program was created and launched on December 15, 2023, with an initial investment of R\$310 million to be executed between 2024 and 2026. The second phase of the program aims to focus on micro-territories within the 23 municipalities prioritized by the RS Seguro Program, which have experienced the highest number of completed and attempted ILVCs in the last five years (2018 to 2022) and are vulnerable from a socioeconomic standpoint. In total, 44 territories (clusters) were mapped where strategic actions focused on evidence-based social prevention programs are being developed.

### 2.2.1 Clustering

To identify areas with similar high density of ILVC, a spatial clustering procedure was employed. The territory was divided into regular hexagonal-shaped cells, all with the same area (25,000 m<sup>2</sup>). Each record of completed or attempted ILVC that occurred between January 1, 2018, and December 31, 2022, was associated with one of these cells.

This procedure enables homogeneous analysis of the phenomenon across space, without relying exclusively on pre-existing administrative boundaries (neighborhoods, districts, etc.), and reduces the influence of size variations between these administrative units. Next, the cells were grouped according to similarity of behavior, that is, cells with similar patterns of criminal occurrence were brought together in the same spatially continuous set (clusters).

This process resulted in 313 clusters at different hierarchical levels. Among these clusters, 152 belong to the most concentrated level, which accounts for approximately 52.1% of the total victims. This result demonstrates that crime incidence is not uniformly distributed across the territory but tends to concentrate in specific areas.

#### 2.2.1.1 Hotspots – areas of intensity

To identify areas with a higher concentration of crime (crime hotspots), the Getis-Ord  $G_i^*$  spatial statistical method was used, as presented by Getis and Ord (1992). This methodology allows assessing whether certain areas have a higher than expected number of occurrences compared to their immediate surroundings.

First, all crime records were organized into a grid formed by hexagonal cells of 25,000 m<sup>2</sup>. Next, the  $G_i^*$  indicator was calculated for each cell, taking into account the cell itself and its direct neighboring cells. The result of this calculation is a standardized value (z-score), which indicates whether that area and its surroundings have a concentration of events above or below the overall average.

Cells with positive and high z-score values represent areas where there is a significant accumulation of criminal occurrences. These areas were classified as hotspots. Negative values indicating areas with a relatively low concentration of occurrences were named coldspots. For planning and prioritization purposes, only cells with positive and statistically relevant values were considered as areas of interest. In the map (Figure 23), these areas appear in warm (reddish) tones, while areas with low intensity appear in cool (greenish or bluish) tones.

Based on this identification, the cells were organized into intensity ranges, according to their deviation from the overall average. This procedure allows identifying not only where crime is concentrated, but also the degree of that concentration, as detailed below.

### 2.2.1.2 Classification of regions

Based on the results of the Getis-Ord  $G_i^*$  method, each cell of the hexagonal grid received a standardized value (z-score) that indicates how much the concentration of occurrences in that area, along with its neighboring areas, deviates from the average observed in the territory as a whole. Based on these values, the cells were organized into intensity ranges. Seven ranges were defined, with increasing levels, based on the following thresholds: 3, 6, 9, 12, 15, 20, and 25 standard deviations above the mean.

Next, all cells with values equal to or greater than the minimum threshold (3 standard deviations) were grouped together when they formed continuous areas. This

procedure made it possible to identify regions that exhibit different degrees of concentration of criminal occurrences. The upper ranges represent areas of higher intensity and therefore of higher relative priority.

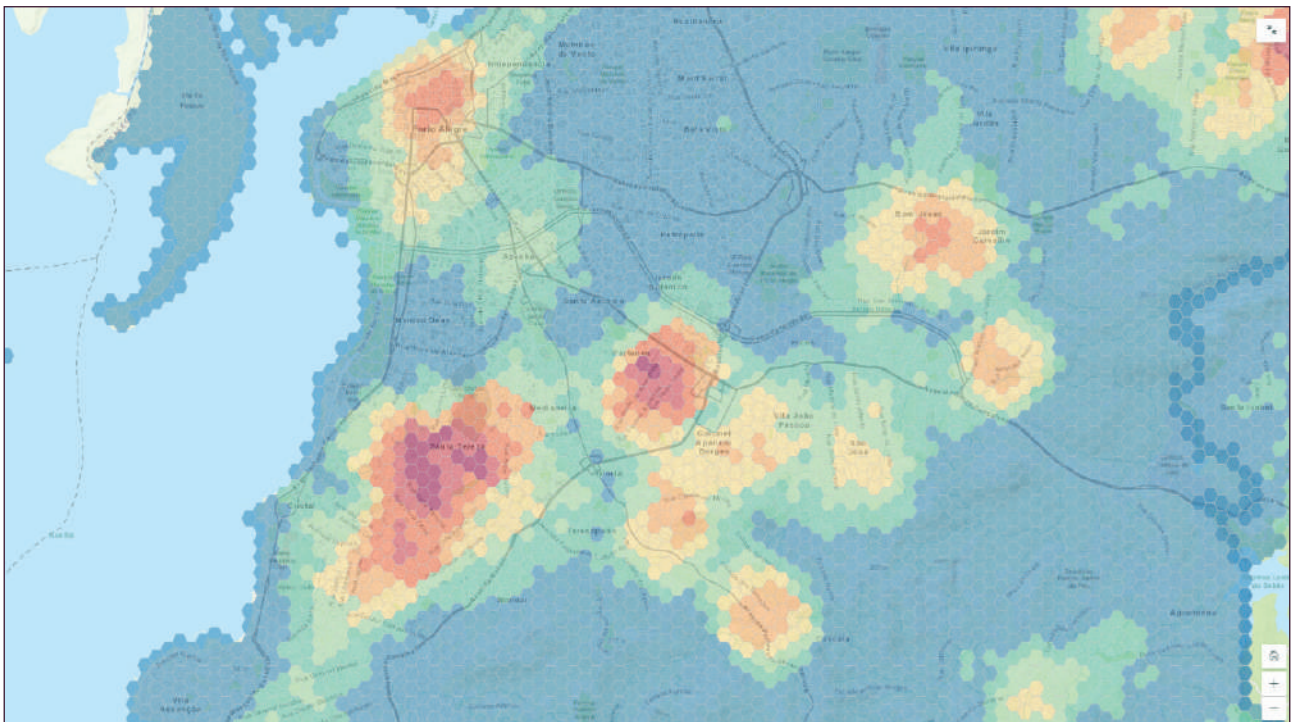
This graded classification made it possible to define regions with distinct levels of criticality and provided the basis for the creation of clustered territorial units, presented in Figure 24 below.

### 2.2.1.3 Territorial delimitation

The definition of the territories of interest was carried out using the SKATER method (Spatial 'K'luster Analysis by Tree Edge Removal), as developed by Assunção *et al.* (2006),

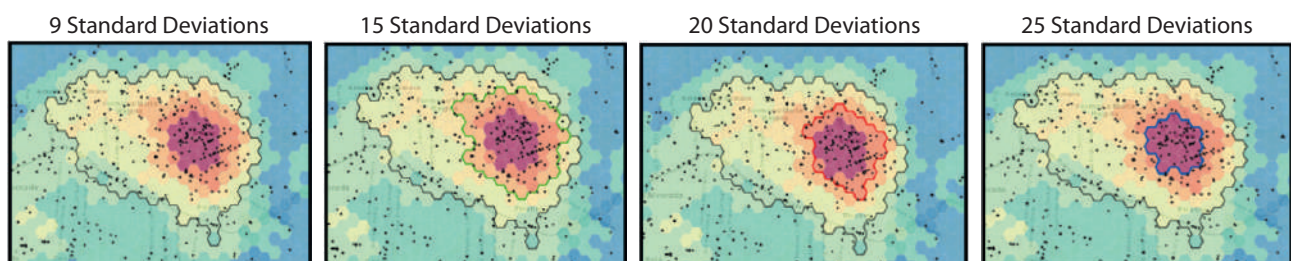
## Figure 23 - Illustration of the z-score value of each cell

Source: Prepared by the author.



## Figure 24 - Demonstration of the distribution of cells by standard deviations

Source: Prepared by the author.



which groups together areas that are close to each other and have similar characteristics. This method considers both the spatial proximity between the cells in the grid and the level of crime intensity associated with each of them.

For this step, the hexagonal cells previously classified into intensity ranges obtained with the Getis-Ord  $G_i^*$  method were used. Cells with similar intensity levels and that were spatially contiguous were grouped into continuous regions. The result was the formation of territories that represent priority areas for both analysis and action planning.

In addition to the general boundary, an internal critical area was identified in each territory. This critical area corresponds to the subset of cells that presented the highest values of crime intensity (according to the  $G_i^*$  statistic), that is, the points of greatest concentration within the territory itself. This area is of particular interest for more targeted prevention and repression actions.

After this initial identification, based on hexagonal cells, the boundaries of the territories were adjusted to match the actual urban layout. This adjustment took into account the road grid and the location of relevant urban elements, such as schools, health units, squares, and undeveloped areas. The aim of this adjustment was to make the territorial boundaries consistent with the effective use of public space, facilitating the integrated action of security policies and other public services.

Figure 25 below illustrates this process. The blank areas represent the original boundaries directly drawn from the cell clusters with high crime intensity according to the  $G_i^*$  statistic. The yellow area shows how these boundaries are adapted to the road grid layout in order to match the urban organization. Within the territory, the critical area is highlighted in blue, and its conversion to road boundaries is shown in red, representing the nucleus of highest operational priority.

### Figure 25 - Conversion of hexagonal cells to road grid

Source: Prepared by the author.



## 2.2.2 Defining hierarchies and selecting territories

Defining the hierarchies and selecting the territories to be prioritized are key steps of the adopted methodology. Based on the clusters generated from the spatial analysis of crime data, the most appropriate hierarchical levels were identified to represent the concentration of violence in each municipality, considering its specific characteristics. Based on this definition, technical criteria were established for the selection and ranking of the clusters, with a view to designing strategic actions and prioritizing territories. The following subsections describe the process of defining the hierarchies, the criteria used for choosing the territories, the construction of the ranking index, and finally, the classification of the clusters selected in priority groups.

### 2.2.2.1 Hierarchy of clusters

Considering the methodology as a whole, 313 territorial clusters were identified across different hierarchical levels. Of these, 152 belong to the first hierarchy, concentrating 45.9% of the total number of victims registered in the period analyzed (Chart 3).

The concentration of victims at each hierarchical level varies significantly between municipalities. Thus, in order to define the most appropriate hierarchy for each local context, a coverage analysis of the distribution of victims according to the clustering levels in each municipality was carried out, based on the available data (Chart 4). This analysis allowed observing the degree of concentration of violence at different territorial scales, supporting the definition of the most appropriate hierarchical level to be used for each of the municipalities.

Based on this assessment, it was possible to identify three distinct groups of municipalities regarding the concentration of victims in the higher hierarchies. Porto Alegre and Alvorada are the only cities where more than half of the victims are concentrated in clusters from the second hierarchical level (six deviations), and more than a third in clusters from the third hierarchical level (nine deviations). For this reason, in these two municipalities, the analysis and selection of territories were carried out based on the clusters from the third hierarchical level (nine deviations).

Among the other cases, Santa Maria stands out, with a distribution of victims that also differs from the main pattern. Excluding Porto Alegre and Alvorada, Santa Maria is the only municipality where more than half of the victims are concentrated in clusters from the first hierarchical level (three deviations), and more than a third in clusters from the second hierarchical level (six deviations). Thus, in this municipality, clusters from the second hierarchical level (six deviations) were used.

In the other municipalities, a concentration considered low was observed at the higher hierarchical levels. In these cases, the first hierarchical level (three deviations) was adopted as a reference for selecting the territories. In summary, the use of clusters belonging to the third hierarchical level was defined for Alvorada and Porto Alegre, to the second hierarchical level for Santa Maria, and to the first hierarchical level for the other municipalities.

**Chart 3 - Quantity and percentage of clusters and victims according to hierarchical levels**

Source: Prepared by the author.

HIERARCHY		QUANTITY		PERCENTAGE	
Level	Deviations	Clusters	Victims	Clusters	Victims
1º	3	152	7921	48.6	45.9
2º	6	80	4269	25.6	24.8
3º	9	41	2377	13.1	13.8
4º	12	19	1420	6.1	8.2
5º	15	12	836	3.8	4.8
6º	20	7	319	2.2	1.8
7º	25	2	104	0.6	0.6

**Chart 4 - Number and percentage of victims, total and by hierarchical level, according to the municipalities prioritized within the scope of the RS Seguro Program**

Source: Prepared by the author.

MUNICIPALITY	QUANTITY OF VICTIMS, TOTAL AND BY HIERARCHY								HIERARCHY PERCENTAGE IN THE TOTAL OF THE MUNICIPALITY							UTILIZED IN THE CLUSTERIZATION			
	Total		Hierarchical Level (Deviation)						Hierarchical Level (Deviation)							Hierarchical Level (Deviation)	Quantity of Victims		
	Quant.	Percent.	3	6	9	12	15	20	25	3	6	9	12	15	20		25	Total	Percent.
Alvorada	1,042	6.8	887	529	388	261	189	146	87	85.1	50.8	<b>37.2</b>	25.0	18.1	14.0	8.3	9	388	7.0
Porto Alegre	4,603	29.8	3,342	2,444	1,627	1,087	639	173	17	72.6	53.1	<b>35.3</b>	23.6	13.9	3.8	0.4	9	1,627	29.5
Santa Maria	938	6.1	513	315	135	62	8	-	-	54.7	<b>33.6</b>	14.4	6.6	0.9	-	-	6	315	5.7
Novo Hamburgo	486	3.2	112	79	47	-	-	-	-	<b>23.0</b>	16.3	9.7	-	-	-	-	3	112	2.0
São Leopoldo	570	3.7	228	83	44	5	-	-	-	<b>40.0</b>	14.6	7.7	0.9	-	-	-	3	228	4.1
Canoas	806	5.2	360	129	54	-	-	-	-	<b>44.7</b>	16.0	6.7	-	-	-	-	3	360	6.5
Viamão	895	5.8	399	131	41	-	-	-	-	<b>44.6</b>	14.6	4.6	-	-	-	-	3	399	7.2
Caxias do Sul	1,085	7.0	474	185	32	4	-	-	-	<b>43.7</b>	17.1	2.9	0.4	-	-	-	3	474	8.6
Pelotas	683	4.4	237	83	6	-	-	-	-	<b>34.7</b>	12.2	0.9	-	-	-	-	3	237	4.3
Esteio	141	0.9	31	1	1	-	-	-	-	<b>22.0</b>	0.7	0.7	-	-	-	-	3	31	0.6
Rio Grande	706	4.6	374	52	2	1	-	-	-	<b>53.0</b>	7.4	0.3	0.1	-	-	-	3	374	6.8
Farroupilha	192	1.2	94	39	-	-	-	-	-	<b>49.0</b>	20.3	-	-	-	-	-	3	94	1.7
Bento Gonçalves	322	2.1	130	62	-	-	-	-	-	<b>40.4</b>	19.3	-	-	-	-	-	3	130	2.4
Tramandaí	206	1.3	84	30	-	-	-	-	-	<b>40.8</b>	14.6	-	-	-	-	-	3	84	1.5
Cruz Alta	265	1.7	113	37	-	-	-	-	-	<b>42.6</b>	14.0	-	-	-	-	-	3	113	2.1
Gravataí	724	4.7	222	45	-	-	-	-	-	<b>30.7</b>	6.2	-	-	-	-	-	3	222	4.0
Passo Fundo	544	3.5	106	20	-	-	-	-	-	<b>19.5</b>	3.7	-	-	-	-	-	3	106	1.9
Cachoeirinha	204	1.3	73	5	-	-	-	-	-	<b>35.8</b>	2.5	-	-	-	-	-	3	73	1.3
Sapucaia do Sul	302	2.0	67	-	-	-	-	-	-	<b>22.2</b>	-	-	-	-	-	-	3	67	1.2
Guaíba	250	1.6	50	-	-	-	-	-	-	<b>20.0</b>	-	-	-	-	-	-	3	50	0.9
Lajeado	158	1.0	25	-	-	-	-	-	-	<b>15.8</b>	-	-	-	-	-	-	3	25	0.5
Ijuí	161	1.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Capão da Canoa	138	0.9	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>TOTAL</b>	<b>15,421</b>	<b>100.0</b>	<b>7,921</b>	<b>4,269</b>	<b>2,377</b>	<b>1,420</b>	<b>836</b>	<b>319</b>	<b>104</b>	<b>51.4</b>	<b>27.7</b>	<b>15.4</b>	<b>9.2</b>	<b>5.4</b>	<b>2.1</b>	<b>0.7</b>	-	<b>5,509</b>	<b>100.0</b>

#### 2.2.2.2 Criteria for selecting clusters

After defining the analysis hierarchy in each municipality, the total number of distinct clusters (without overlap or double counting) was reduced from 313 to 148 units. Subsequently, a minimum area of 100,000 m<sup>2</sup> (ten hectares) was established to exclude very small areas. For comparison, Farroupilha Park (Redenção), in Porto Alegre, has 37.5 hectares, equivalent to about 15 hexagons.

Based on this criterion, 54 clusters were excluded, leaving 94 that, together, accounted for 36.5% of all victims registered between 2018 and 2022, in the 23 municipalities analyzed. However, an additional filtering step was necessary to exclude clusters with a low absolute number of victims.

The 94 remaining clusters were then arranged in descending order based on the number of victims. From this, the clusters responsible for 80% of the victims in this subset were selected, according to the Pareto Principle. Additionally, clusters located in central and highly urbanized regions were disregarded, as the project's focus is on territories with greater socioeconomic vulnerability. After these steps, 44 clusters remained, which represented 29.2% of all victims registered in the period considered.

#### 2.2.2.3 Criteria for ranking selected clusters

After the final selection of territories, it was necessary to establish a technical criterion for ordering (prioritizing) the clusters, in order to guide the phased implementation of the Program's strategic actions. The selection of this criterion required special attention, as different metrics can lead to different results in defining territorial priorities.

Two main alternatives were considered: absolute quantity of victims per cluster and density of victims per area unit. Each of these approaches has advantages and limitations:

- absolute quantity: although it directly represents the volume of victims in each area, this criterion tends to favor bigger clusters, which occupy a larger territorial area, so they naturally tend to register more occurrences. Therefore, prioritizing solely based on quantity can divert attention from smaller clusters that have a high concentration of violence;
- victim density: this criterion highlights the regions with greater spatial concentration of violence. However, it may neglect areas with intermediate density, but with significant absolute numbers, which would not be desirable from a strategic point of view.

Given the inherent limitations of approaches based solely on quantity or density, it was decided to develop a Selection Index capable of integrating both dimensions (quantity and density) in a balanced way. For this purpose, two sub-indices were developed: the Quantity Index and the Density Index, which underwent mathematical transformations to eliminate disparities in scale, unit, and distribution among variables. As a complementary step in the construction of the index, additional measures were adopted to mitigate the impact of outliers. The final Selection Index was obtained from the simple average between the two transformed sub-indices.

#### 2.2.2.4 Definition of priority groups

Although the territories had already been ordered by the Selection Index, it was decided that they needed to be grouped into priority ranges in order to facilitate the implementation of the Program's strategic actions. Groups

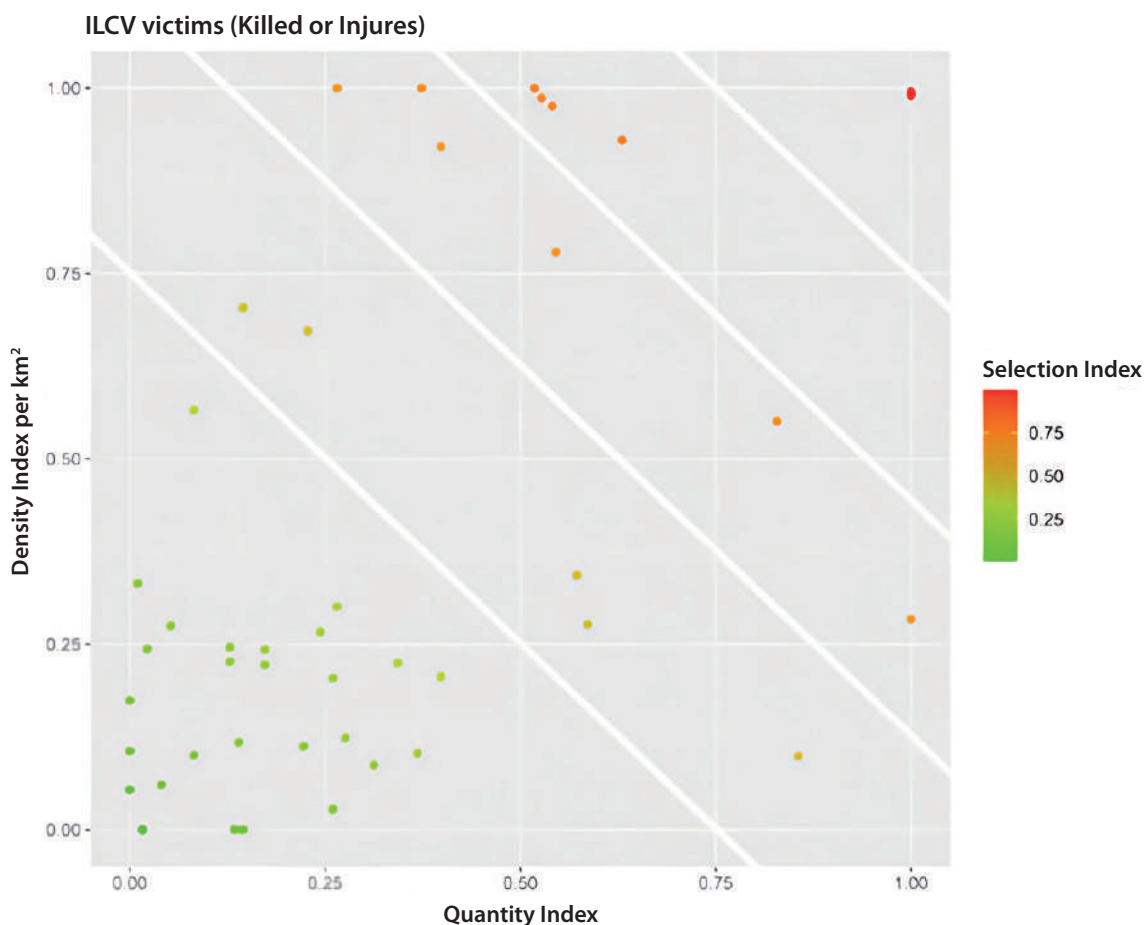
of territories with different priority levels were then defined, so as to visually and operationally translate the results of the clustering process and the calculation of the index.

The distribution of the clusters in terms of quantity and density is illustrated in the scatter plot below, which visually highlights the territories with the highest priority. Shades of red indicate clusters with higher index values and shades of green represent those with lower priority. To support decision-making, the territories were grouped according to their values in the Selection Index, resulting in distinct priority ranges, as shown in Graph 16.

The first stage of the RS Seguro COMunidade Project includes 17 territories, classified among Priority Groups 1 to 4 — those with the highest selection index values — and distributed across the municipalities of Alvorada, Canoas, Caxias do Sul, Novo Hamburgo, Porto Alegre, Santa Maria, São Leopoldo, and Viamão, as shown in Chart 5.

**Graph 16 - Quantity Index and Density Index per km<sup>2</sup> of ILCV victims, killed or injured, from the 44 selected territories, according to priority groups**

Source: Prepared by the author.



**Chart 5 - List of the 17 territories classified in Priority Groups 1 to 4, according to their municipality of location**

Source: Prepared by the author.

MUNICÍPIO	TERRITÓRIO	RANK
Alvorada	Umbu	1
Porto Alegre	Santa Tereza (Tronco e Cruzeiro do Sul)	2
Porto Alegre	Rubem Berta	3
Porto Alegre	Partenon (Maria da Conceição)	4
Porto Alegre	Bom Jesus	5
Porto Alegre	Restinga	6
Santa Maria	Nossa Senhora do Rosário, Divina Providência, Salgado Filho e Carolina	7
Porto Alegre	Farrapos (Nossa Senhora da Paz)	8
Porto Alegre	Glória e Cel. Aparício Borges (Dona Veva e Chac. das Bananeiras)	9
Porto Alegre	Santa Rosa de Lima (Nova Santa Rosa)	10
Novo Hamburgo   São Leopoldo	Santo Afonso, Santos Dumont e Rio dos Sinos	11
Porto Alegre	Cascata (Alto Embratel e Canudos)	12
Viamão	Jari e Augusta	13
Canoas	Guajuviras	14
Porto Alegre	Passo das Pedras (Jardim dos Coqueiros)	15
Caxias do Sul	Santa Fé e Nossa Senhora de Fátima	16
Santa Maria	Nova Santa Marta	17

### 2.2.3 Governance

The RS Seguro COMunidade Program has a coordinating function within the structure of the State Government. It is responsible for organizing, in cross-cutting manner, the implementation of main actions of each state secretariat in the prioritized territories. It is also responsible for activities with other branches of government and various institutions, such as the Judiciary Branch, the Public Prosecutor's Office of the State of Rio Grande do Sul (MPRS), municipal governments, civil society organizations, among others. These coordinated and focused actions are essential for the Program to achieve practical and measurable results in reducing violence.

With the goal of integrating and evaluating actions in the territories, an internal governance system was established, with monthly meetings attended by all the departments involved in the Program. In these meetings, the established goals and progress of the actions are evaluated. Challenges are identified and strategies aligned to ensure the

effectiveness and coordination of initiatives for the benefit of the community.

Another important aspect of the RS Seguro COMunidade program is the participation of the population of these territories in the design of public policies, as well as in monitoring the implementation and evaluating the results of the policies. Community participation has intrinsic value, as it recognizes people's right and autonomy to engage in decisions that directly impact their lives. Furthermore, community involvement in public policy design fosters new initiatives, strengthens accountability, and contributes to the sustainability of change, while reinforcing the fundamental sense of belonging.

The contribution of civil society organizations in formulating innovative strategies and technologies to fight violence and promote a culture of peace, expanding the access of vulnerable social groups to prevention and social

promotion actions, is undeniable. These organizations also play a crucial role in guaranteeing human rights in territories marked by violence.

To involve community stakeholders in the territorial governance process, two initial mobilization strategies were used: Expo Favela and Favela Cup.

#### 2.2.4 Expo Favela

The Brazilian National Common Curriculum Base (BNCC), implemented in 2021, defines essential competencies for student education, such as critical thinking, creativity, communication, and autonomy. In line with this guideline, entrepreneurial education fosters innovation and decision-making skills, preparing young people for the job market and encouraging student leadership, contributing to the re-engagement of those who feel disconnected from the school environment.

In this context, CUFA designed the Expo Favela, a business fair that fosters connections between entrepreneurs from marginalized communities and investors. The event aims to give visibility to initiatives originating from the communities and attract investments capable of boosting them. In 2023, Expo Favela was held for the first time in Rio Grande do Sul, between September 1<sup>st</sup> and 2<sup>nd</sup>, at the Events Center of the Pontifical Catholic University of Rio Grande do Sul (PUCRS), in Porto Alegre, with the support of the Government of the State of Rio Grande do Sul.

In its 2023 edition, Expo Favela registered the participation of 12,787 people, featured 92 exhibiting entrepreneurs previously selected from approximately 4,000 applicants, and brought together representatives from 25 cities in the State<sup>20</sup>. Additionally, 106 lectures were delivered, along with more than 24 hours of discussions, and the participation of 108 mentors and 19 investment funds. The event received media coverage from RBS TV and reached over 2 million people on social media. It is also worth highlighting that ten entrepreneurs reached the national phase in São Paulo, with one finalist making it into the National Top 10, participating in a reality show on Rede Globo TV network.

The total cost of the project was R\$1,442,989.00, of which R\$558,300.00 were financed by the State of Rio Grande do Sul. Of these resources, R\$248,300.00 came from PISEG, of the State Secretariat of Public Security, and the remaining R\$310,000 came from the Secretariats of Culture (R\$150,000), Social Development (R\$30,000), Tourism (R\$80,000) and Labor and Professional Development (R\$50,000).

Expo Favela has established itself as a strategic action within the RS Seguro COMunidade Program, reinforcing Axis 2 of the RS Seguro Program. In addition to recognizing entrepreneurs from the outskirts of the city, the event provided training through lectures, workshops, business rounds and presentations of startups. In 2024, the fair was once again held in Rio Grande do Sul, covering the 23 priority municipalities of the RS Seguro Program, in addition to Frederico Westphalen and Montenegro. For this edition, the State allocated R\$898,300.00 for the purchase of materials, and promoted training, transportation, food, publicity, and hired a mobilization team.

Thus, Expo Favela fulfills its purpose by offering educational and cultural experiences to vulnerable communities, stimulating the economic growth of entrepreneurs, and bringing investors closer to innovative projects. The event contributed to the democratization of access to culture, the mitigation of hunger and unemployment rates, and the encouragement of private social investment in initiatives aimed at fighting socioeconomic inequalities in Brazil. In 2025, the third edition of Expo Favela took place in Rio Grande do Sul.

#### 2.2.5 Favela Cup

The integration of sports and education has proven to be a powerful tool for breaking down barriers and promoting the holistic development of young people, preparing them to face challenges, manage expectations, and achieve their aspirations. In contexts of social vulnerability, sport emerges as an important agent of change, broadening horizons and fostering the opening of new opportunities.

The Favela Cup, organized by CUFA, is a tournament that transcends the sporting realm, promoting social inclusion and community development. The first edition, held in Rio Grande do Sul in 2023, had the support of the State Government of Rio Grande do Sul. The event brought together 540 teams from 25 cities<sup>21</sup>, involving more than 6,000 young people. The final was held at SESC Protásio Alves, with live broadcast on RBS TV, and the total state investment reached R\$676,639.28, of which R\$450,164.00 were provided by PISEG and R\$126,475.00 by Pró-Esporte RS.

As part of the actions of the RS Seguro COMunidade Program, the Favela Cup is more than just a sporting event, as it promotes the values of education, respect and citizenship, and has become part of the sporting calendar of the participating cities.

<sup>20</sup> Among them are the 23 cities in the RS Seguro Program.

<sup>21</sup> Among them are the 23 cities in the RS Seguro Program.

In 2024, the competition was expanded to include 37 municipalities, 23 of which were prioritized by the RS Seguro Program. The State contributed a total of R\$800,000 to the 2024 Favela Cup for the purchase of materials, infrastructure, refereeing, security, transportation, food, and mobilization. Of the total invested, R\$400,000 came from the SSP's PISEG program, while the remaining R\$400,000 were raised through the Sports Incentive Program (Pró-Esporte RS) and the Sports Incentive Law (LIE) of the Secretariat of Sport and Leisure (SEL). In addition, the event was sponsored by companies such as Equatorial State Company for Electric Energy (CEEE), Arbaza Alimentos and Silva Atacarejo.

In addition to the competition, the Favela Cup promoted workshops and lectures aimed at empowering, informing and guiding young people, reaffirming the commitment to education and social prevention. Thus, the project is a fundamental instrument for community development, encouraging social inclusion, cultural dissemination, and the expansion of opportunities for thousands of young people.

It is important to highlight that the champion teams in both editions – one male and one female – participated in the national phase of the Favela Cup, competing with the winners from other states of the Federation. In 2025, the third edition of the Favela Cup took place in Rio Grande do Sul, with the participation of 867 teams and approximately 10 thousand athletes.

### 2.2.6 Social urban development projects

Preventive actions also extend to the urban environment. Over the past few decades, studies have demonstrated the strong influence of the urban environment on human behavior, including aggression, violence, and the forming of violent groups. Small urban interventions in vacant lots and abandoned urban spaces, such as improved cleanliness and lighting, beautification, and small recreational facilities, community gardens, among others, are highly effective in reducing robberies, rapes, disturbance of the peace, and in significantly improving the sense of security and mental health of the surrounding communities, especially when the projects are developed in collaboration with the communities.

Community participation in urban development projects is essential to ensure that actions meet the needs and expectations of the local population. Through meetings, workshops, and public consultations, communities have the

opportunity to contribute their experiences, suggestions, and priorities, promoting more inclusive and democratic planning. This active participation strengthens the feeling of belonging and responsibility, in addition to ensuring that urban improvements truly reflect the interests of those who live and work in the region.

### 2.2.7 Community survey

A community survey was conducted in partnership with Comunitas<sup>22</sup> titled: *Listening to the population: perceptions about public services and facilities in selected territories*. Executed by Data Favela, it sought to map the local needs and obstacles identified by the population of the 17 territories prioritized in the first stage of RS Seguro COMunidade, in relation to public services and facilities, as well as to test solutions to be included in public policies in these territories. In order to guarantee maximum impartiality in the respondents' answers, Data Favela was instructed not to disclose that the survey had been commissioned by the RS Seguro Program.

The survey was conducted in two phases<sup>23</sup>. The first covered eight territories and the second, nine. It was a quantitative survey conducted at high traffic points within the territories, with 1,600 interviews in the first phase and 1,575 in the second, for a total of 3,175 interviews. Quota sampling<sup>24</sup> was used, considering the following categories for the composition of the quotas: sex, age group, education level, and work status (economically active and economically inactive population).

The interviews were conducted with men and women over 18 years of age, residents of the 17 prioritized territories and with a per capita household income of up to R\$1,942.42. In the first phase of the research, 52% of respondents identified as Black and 48% as non-Black. In the second phase, 49% identified as Black and 51% as non-Black.

The survey results reveal a critical perception regarding the availability of some public services and facilities. Cultural facilities, community centers, and security equipment were identified as the least available resources. In 15 of the 17 territories surveyed, the lack of cultural facilities was particularly highlighted. Furthermore, the research identified significant pent-up demand: 91% of respondents said they would use public facilities more if they were located closer to their homes.

22 A Technical Cooperation Agreement was signed between the State of RS and Comunitas: Partnerships for solidarity-based development. Published in the Official Gazette (DOE-e) N. 193, dated October 5, 2023, with its addendum published in the Official Gazette (DOE-e) N. 66, dated April 5, 2024.

23 Field period: first phase: October 12 to October 29, 2023; second phase: April 22 to June 16, 2024 (suspended on May 6<sup>th</sup> due to flooding in Rio Grande do Sul and resumed on June 10).

24 Quota sampling is a non-probability sampling technique widely used in social and market surveys, especially when the goal is to ensure that the sample reflects certain characteristics of the population of interest and there is limited access to the entire population of interest.

**Table 5 - Distribution of quotas used for the territories in the first phase**

Source: Prepared by the author based on data from Comunita, 2024, online.

Variable	Category	%
Sex	Women	53%
	Men	47%
Age range	18 to 29 years old	24%
	30 to 49 years old	39%
	50 years or older	38%
Education	Elementary education	59%
	High school	35%
	Higher education	6%
Work status	EAP	62%
	Non EAP	38%

**Table 6 - Distribution of quotas used for the territories in the second phase**

Source: Prepared by the author based on data from Comunita, 2024, online.

Variável	Categoria	%
Sex	Women	55%
	Men	45%
Age range	18 to 29 years old	29%
	30 to 49 years old	34%
	50 years or older	37%
Education	Elementary education	46%
	High school	42%
	Higher education	12%
Work status	EAP	61%
	Non EAP	39%

Regarding the evaluation of existing services, garbage collection and daycare centers/schools were the items with the best ratings, while rainwater drainage, street paving, and public security equipment had the worst ratings. By cross-referencing the perceived impact on residents' lives with the assessment of the availability and quality of services, it was possible to identify the interventions with the greatest potential to improve the quality of life in the communities analyzed.

Finally, residents also geographically indicated the priority areas for carrying out public works in their territories. Among the main demands were squares, sports courts, and recreational areas near schools or community centers. Active listening to the population is a strategic tool for public management, enabling the mapping of needs, prioritization of actions, and planning of urban interventions that are more aligned with the expectations and real needs of low-income communities.

### 2.2.8 Integrated Urban Development Projects

Integrated Urban Development Projects (IUDPs) are urban planning initiatives aligned with the concept of social urbanism, aimed at transforming the three selected territories, i.e., the first in the ranking shown in Chart 5 (List of the 17 territories classified in Priority Groups 1 to 4, according to the municipality where they are located): Umbu, in Alvorada; and Santa Tereza and Rubem Berta, in Porto Alegre. These projects involve coordinated interventions for infrastructure improvements, seeking to promote sustainable development and quality of life for the population. Unlike isolated actions, the IUDPs consider the relationship between different urban and social aspects to create effective and lasting solutions.

The IUDPs follow a structured process that ensures the quality and feasibility of interventions in the territories covered. The first step consists of diagnosing the areas, relying on active participation of the community, through community leaders, and allowing precise mapping of the population's needs and demands. Based on this survey, a needs assessment plan was created to establish guidelines for the development of the projects.

To ensure innovative and viable solutions, the State Government, with technical assistance from the Brazilian Institute of Architects (IAB) – RS Section, launched three national public architecture and urban planning competitions for specialists to submit their proposals for the territories. The winners of these competitions were hired to develop the detailed engineering projects, which provide technical details of the planned interventions. The final stage involves the bidding process and execution of the works according to the projects, ensuring that the proposed solutions meet the identified needs and promote effective improvements for the population.

Next, Figures 27, 28 and 29 illustrate the winning projects for the Umbu, Santa Tereza and Rubem Berta competitions, respectively.

The benefits provided by the IUDPs include modernization of urban infrastructure, enhancement of vulnerable areas, and strengthening of social cohesion. In addition to improving quality of life, these projects contribute directly to public security, since social urbanism – with well-planned, well-lit, accessible spaces that reflect the desires of the local population – helps to reduce crime and promote greater community integration. Thus, the IUDPs have proven to be an essential tool for more efficient, inclusive, and safe urban development.

#### Figure 26 - Workshop held in the Alvorada area with residents and community leaders

Source: RS Seguro Program. Credits: Elisângela Veiga, 2024.



### Figure 27 - Current image and image of the IUDP Umbu project

Source: Developed by the author based on images from the competition's winning project, Ateliê Coletivo de Projetos.



#### 2.2.9 International Technical Cooperation Agreement – UNESCO

The International Technical Cooperation Agreement RS Seguro COMunidade, signed on August 30, 2024, is an initiative between the Government of Rio Grande do Sul and the United Nations Educational, Scientific and Cultural Organization (UNESCO), with the objective of reducing violence and improving the quality of life in territories prioritized by the RS Seguro COMunidade Program. The project, lasting 36 months and with a total investment of R\$8 million, seeks to strengthen the development, implementation, and governance of prevention and promotion programs in these locations.

Evidence-based social prevention strategies against violence are designed according to the World Health Organization's Socio-Ecological Model, addressing the main risk factors to which children, adolescents, and young people are exposed. Prevention efforts also extend to the

urban environment, with interventions in vacant lots and abandoned spaces. UNESCO, as an integral part of the United Nations system, supports its member states in building a culture of peace, reducing poverty, promoting sustainable development, and fostering intercultural dialogue. Its work focuses on improving planning processes, expanding and strengthening institutional capacities, formulating and evaluating programs and projects, and structuring strategies to implement concrete actions.

The goal of RS Seguro is to make Rio Grande do Sul a safer and better state for everyone. To achieve this goal, the Project aims to improve methodological, operational, and management aspects necessary for the expansion and enhancement of intersectoral public policies for early childhood; to promote new technologies, processes and methodologies for preventing youth violence; to develop a strategy for urban interventions aimed at socio-environmental change and social and territorial inclusion; and to develop a governance model for the RS

**Figure 28 - Current image and image of the IUDP Santa Tereza project**

Source: Prepared by the author based on images from the competition's winning project, Sauermartins Arquitetos Ltda..



COMunidade Project, with tools and methodologies for monitoring, controlling, and evaluating its execution.

In the context of early childhood, the aim is to advance and improve the public policy of the Better Early Childhood Program (PIM) in monitoring and promoting comprehensive development during this stage of growth, considering the physical, intellectual, social, emotional, and language dimensions. The aim is also to strengthen positive parental interaction, considering the best interests of the child and the family's capabilities, bonds, and active participation, and to promote networking, primarily within the scope of Primary Health Care, Basic Social Protection and Education fields, also considering educational and community networks.

Regarding the youth violence prevention actions, structuring public policy around individual development programs aimed at preventing violent behavior has proven effective in tackling violence and crime. Thus, the goal is to develop a new technology for preventing youth violence among key populations, based on an individual development program.

In urban development, the intention is to build an urban intervention strategy that, through coordination between state and municipal public policies, the urbanization of open public spaces, and social participation, has the main goal of developing territories and transforming them into welcoming, resilient, and safe spaces, in order to reduce their socio-spatial inequalities. Intervention projects should

be unique, designed to meet the specific needs identified in each territory.

And, in terms of governance, the aim is to improve integrated management between the local population, civil society organizations, the state, and municipalities, applying strategies for mobilization and social participation. The RS Seguro Program works with the concept of public security as a right and responsibility of all, aiming to stimulate dialogue between various public and private institutions, understanding that citizen participation is a tool for social change through the design of public policies capable of influencing various areas, such as health, education, citizenship, urban planning, etc.

Cooperation with UNESCO is essential, as it brings its vast international experience in promoting peace, human rights and sustainable development, contributing to the transfer of knowledge and innovative technologies. The International Technical Cooperation Agreement seeks to consolidate a lasting, connected, and participatory public policy that involves governments, communities, and social organizations. With the goal of reducing violence, especially among young people, and promoting safer and more inclusive urban environments, the RS Seguro COMunidade intends to transform the reality of vulnerable territories, promoting social development and building a lasting culture of peace. This initiative also reinforces Brazil's commitment to the Sustainable Development

### Figure 29 - Current image and image of the IUDP Rubem Berta project

Source: Developed by the author based on images from the competition's winning project, Ateliê Coletivo de Projetos.



Goals, especially “SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels.” (UN, 2025).

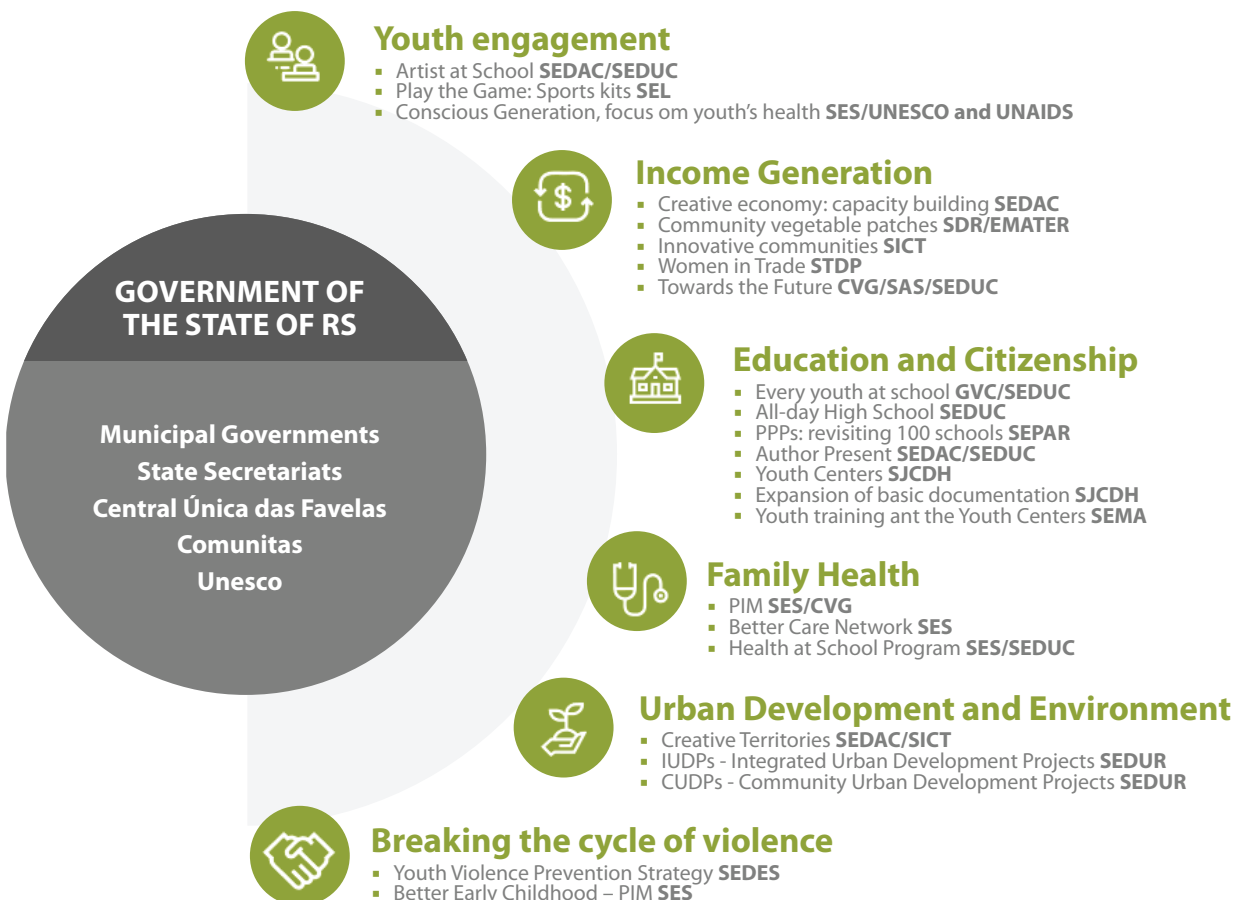
### 2.2.10 Mobilization of all state secretariats

The RS Seguro COMunidade aims to coordinate preventive and cross-cutting social actions, recognizing that public policies focused on violence prevention and the promotion of a culture of peace contribute significantly to improving public security. It has therefore adopted a preventive approach, based on cross-cutting themes, bringing together diverse stakeholders around a common cause.

With the engagement of all state secretariats and the eight municipalities served by the Program, through the signing of a Memorandum of Understanding, the RS Seguro COMunidade prioritizes, in these areas, programs focused on income generation, youth engagement, education and citizenship, family health, and the environment. To enable these actions, investments of state resources in the order of R\$90 million are planned between the years 2024 and 2026, as shown in Figure 30.

**Figure 30 - Mandala of RS Seguro COMunidade actions**

Source: Prepared by the author.







## **AXIS 3 – UPGRADING OF CITIZEN SERVICES AND PROFESSIONAL DEVELOPMENT** ■■■

Axis 3 of the Program addresses strategic actions to upgrade citizen services, enhance services aimed at more vulnerable groups, adopt new technologies, and develop projects to modernize institutional structures – including renovation and construction of new facilities. Furthermore, it aims to value public security and social defense professionals, improving their working conditions, quality of life, professional qualification (including continuing education programs), and biopsychosocial health, with an emphasis on suicide prevention. These initiatives have a direct impact on the interaction between public security and the community, promoting more qualified service and appreciation of the professionals involved.

To this end, between 2019 and 2024, R\$1.2 billion was invested in vehicles, aircraft, infrastructure works, weaponry, Personal Protection Equipment (PPE), digitalization of radio communication, and implementation of new technologies. By the end of 2026, the total investment is projected to reach R\$2.3 billion.

### **3.1 UPGRADING OF SERVICES AND PROCESSES**

Two lines of action guide the upgrading process. The first of these is aimed at promoting specialization and broadening the scope of services provided directly to citizens, aiming, for example, to increase in the number of incidents that can be reported through the Online Police Station, allowing citizens to formally file police reports online; to expand the number of CBM rescue vehicles available to the municipalities prioritized in the RS Seguro Program; and to submit online request for a duplicate of the identity card.

The second line of action, following the objectives of Axis 1 of the Program, incorporated new processes, methodologies, and technologies to improve the investigation of ILVCs,

such as the acquisition and implementation of the Ballistic Indexing System, enabling automatic correlation between ammunition and firearms collected at different crime scenes; integration and interoperability with the National Firearms System (SINARM); and expansion and qualification of the Genetic Profile Database (BPG);

#### **3.1.1 Ballistic indexer for the General Institute of Forensics**

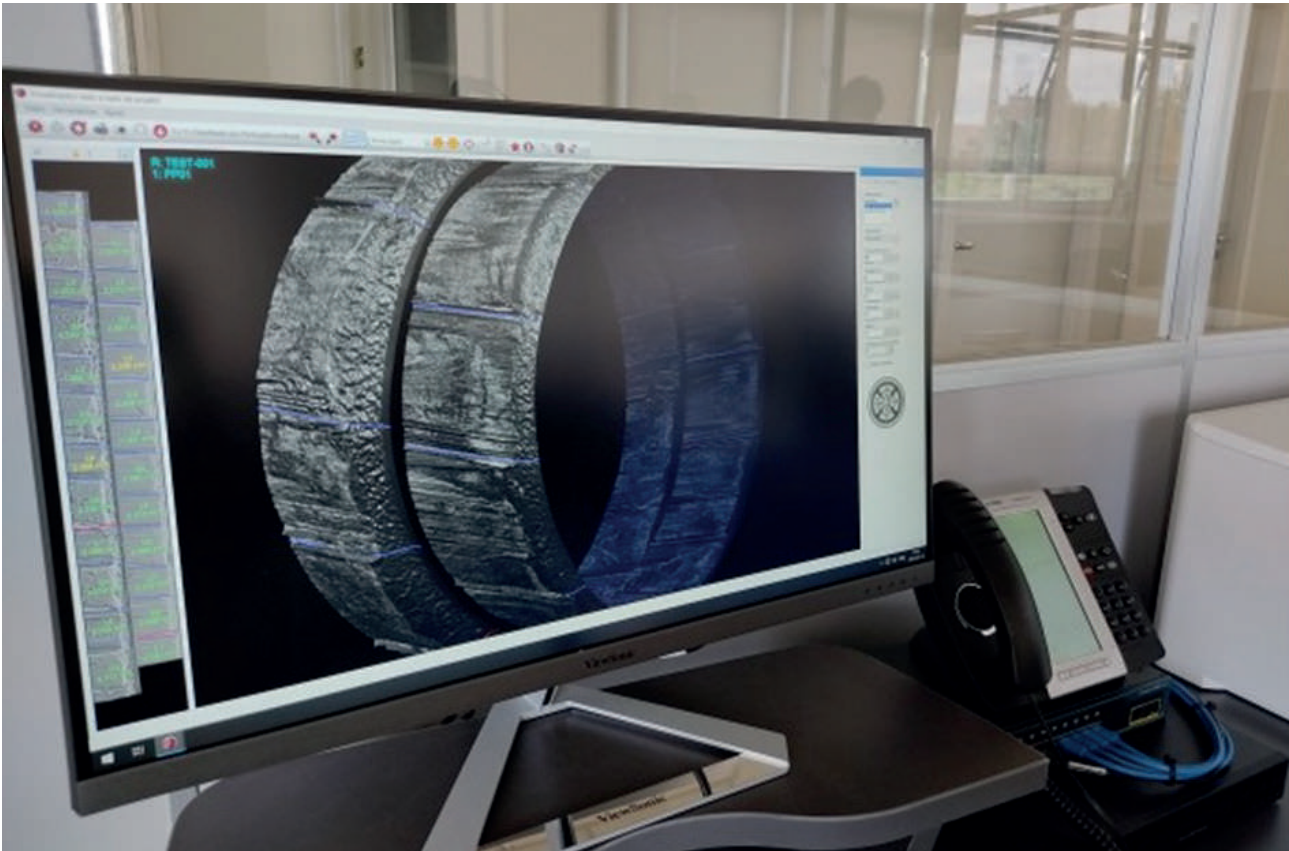
The Ballistic Indexer is a solution provided by the Integrated Ballistic Identification System (IBIS) brand. It consists of a tool that enhances forensic ballistics examinations carried out by the Criminalistics Department (CD) of the IGP, and has resulted in significant gains to the entire CJS. The system is among the most advanced in the world, used by security forces in more than 80 countries, including the USA, Canada, Argentina, Denmark, Scotland, the United Kingdom, Norway, and Sweden, in addition to the International Criminal Police Organization (INTERPOL).

The Ballistic Indexer enables automated correlation between ammunition and weapons collected at different crime scenes, generating greater efficiency and speed in the IGP's ballistic investigations. Prior to acquiring the equipment, the IGP had only ten forensic experts assigned to meet the demand for ballistic micro-comparison examinations throughout the state in 2020, with a backlog exceeding 4,200 examinations.

The purchase of the first equipment for operating the system was finalized through an agreement signed in January 2020 between the Executive Branch of the State of Rio Grande do Sul, the Court of Justice of Rio Grande do Sul (TJRS), and the Public Prosecutor's Office of the State of Rio Grande do Sul (MPRS). This acquisition is part of the

**Figure 31 - The equipment allows comparing projectiles fired from different locations**

Source: IGP files.



measures outlined in Axes 1 and 3 of the RS Seguro Program, which aims to use intelligence in the fight against crime and improve the services provided by the state's public security forces. The TJRS and the MPRS provided R\$4.5 million, with R\$3,328,840.00 coming from the Monitoring and Oversight Group of the Prison System (GMF) of the TJRS, linked to the General Inspectorate of Justice (CGJ); and R\$1,111,287.75 were provided through the Fund for the Restoration of Damaged Assets (FRBL) from the Public Prosecutor's Office.

The Ballistic Indexer, an essential tool in criminal forensic examinations in the field of Forensic Ballistics, has resulted in significant progress for the CD/IGP, as listed below:

- 1 reduction in the time required to perform ballistic comparisons with a large number of materials to be examined;
- 2 gradual reduction of the backlog of expert reports;
- 3 creation of an image bank digitalized from the examined materials that allows determining any correlation

between them and, consequently, between different occurrences, a capability that the CD/IGP did not possess. It should be noted that this is the system used by the National Institute of Criminalistics (INC) of the Brazilian Federal Police Department;

- 4 assisting the police in the study of *modus operandi* of the gangs and the weapon trafficking routes in the state before seizure.

With the implementation, especially of the digital image bank, experts are able to identify whether ammunition collected at one crime scene came from a weapon collected at another scene. Technology has also enabled the State to integrate with the National Ballistic Analysis System (SINAB), by joining the National Ballistic Profiles Database (BNPB), similar to what already occurs with the BPG.

According to data released by the Ministry of Justice and Public Security, Rio Grande do Sul, in May 2025 (Brazil, 2025a), already had 11,361 entries – representing 13.6% of SINAB – and 205 confirmed connections – representing 4% of SINAB.

### 3.1.2 Genetic profile database

The state of Rio Grande do Sul was one of the first Brazilian states to establish its own BPG/RS in 2011, and it is part of the Integrated Network of Genetic Profile Banks (RIBPG), as per Decree N. 9,817/2019, which regulates Law N. 12,654/2012, coordinated by the Ministry of Justice and Public Security (MSJP), with a view to sharing genetic information among Brazilian states. This integration allows genetic profiles to be compared nationwide, increasing the chances of identifying missing persons and assisting in criminal investigations.

The BPG/RS is an initiative of the IGP/RS, which has stored genetic profiles of unidentified human remains and of relatives of missing persons since 2011. The main objective of this database is to assist in the identification of missing individuals, providing answers to families searching for loved ones. For example, in the United Kingdom (UK), between 2021 and 2022, the overall Deoxyribonucleic Acid (DNA) matching rate between the crime scene and the individual under investigation was 64.8%, demonstrating the effectiveness of the national DNA database as a vital and effective tool in supporting the CJS (GOV. UK., 2023).

In this context, crime solving must be understood in its various dimensions, through the improvement of identification techniques that allow for the improvement of evidence production, resulting in acquittals and convictions in criminal proceedings, as well as identification of missing persons.

It is important to mention that modern methods used for collecting genetic material are minimally invasive and offer greater accuracy regarding the individualization of people. Specifically in criminal investigations, the BPG/RS helps reduce cases of misidentification of individuals, which can lead to legal proceedings, convictions, and imprisonment of innocent people, in accordance with the guidelines of the National Criminal and Penitentiary Policy Plan (PNPCP) – 2020-2023 –, prepared by the National Council for Penitentiary and Criminal Policy (CNPCP).

It should be noted that the genetic material collected is not used for identification purposes that reveal physical characteristics, somatic traits, or behavioral traits of individuals, except for the genetic determination of gender. Constitutional and international standards regarding human rights, the human genome, and genetic data are respected, in compliance with the principles contained in the texts of the UNESCO Universal Declaration on the Human Genome and Human Rights (29<sup>th</sup> session, 1997), the International Declaration on Human Genetic Data (32<sup>nd</sup> session, 2002) of the UNESCO General Conference, and the provisions of Law

N. 12,654/2012 (article 1, paragraph 1). Furthermore, genetic profiling is performed via DNA extraction using a suitable and painless technique.

In light of these considerations, and fostered by the RS Seguro Program, in 2021 the State of RS signed a Cooperation Agreement with the SSP, IGP, PC, SSPS, PP, TJRS and MPRS, aiming at mutual cooperation among the aforementioned participants in the development of strategic and coordinated actions to promote the collection of biological material from prisoners in the State, with a view to expanding the BPG/RS.

Prior to the formalization of this agreement, the purpose of the collections was directed towards the identification of human remains and linking them to missing persons, with no priority or systematization for the collection of genetic material from prisoners in Rio Grande do Sul. Genetic material was collected from prisoners, but only sporadically. In August 2020, according to BPG/RS data, there were 4,298 criminally identified individuals in RS.

Thanks to this unprecedented partnership and cooperation, involving the Executive, the Judiciary, and the Public Prosecutor's Office to intensify the collection and analysis of genetic material for crime solving, facilitating the flow of collections in prison units, in May 2025 Rio Grande do Sul ranked third in the national ranking of collection of genetic material from convicts, with the entry of 21,744 profiles, representing 11.6% of the National Bank.

### 3.2 CONSTRUCTION AND NEW BUILDINGS

Improving public buildings, especially those focused on security, is a matter of great importance that directly impacts the quality of service to the public and the working conditions of public employees. Investing in the infrastructure of these spaces is not just an aesthetic issue, but a functional necessity that can transform the experience for everyone involved.

A suitable and accessible physical environment contributes to more efficient and welcoming service. When public buildings are renovated and modernized, the population feels safer and more respected when seeking essential services. Dedicated service areas, equipped with adequate lighting and adaptations such as ramps and accessible restrooms, among others, facilitate circulation and interaction, reducing stress and anxiety for citizens who are often facing difficult situations. Furthermore, the implementation of modern technologies can streamline processes, enabling faster and more efficient service to the population.

On the other hand, the working conditions of employees are also deeply affected by the quality of the facilities. Professionals who work in inadequate environments, lacking resources and with deficient infrastructure, tend to experience higher levels of stress and dissatisfaction. This can result in a negative impact on productivity and the quality of service provided. By improving public buildings, it is possible to provide employees with a more comfortable and functional workspace, resulting in more humane and efficient service to the population.

Thus, the RS Seguro Program facilitated the improvement of public buildings focused on security in the region of the 23

municipalities prioritized by the program. Some projects have already been completed, such as the renovations of the police stations in Guaíba and Esteio, as shown in Figures 32 and 33.

Furthermore, attention should be drawn to the establishment of the Identification Post at the João Pessoa Shopping Center and the modernization of the autopsy room at the Medical-Legal Department (DML) in Porto Alegre. These initiatives reinforce the commitment to improving the infrastructure of public security services, as shown in Figures 34 and 35.

In addition to the completed projects, there are others in progress: The 33<sup>rd</sup> Battalion of the Military Brigade and the

### Figure 32 - Before and after - Guaíba police station

Source: Civil Police Archive.



### Figure 33 - Before and after - Esteio police station

Source: Civil Police Archive.



**Figure 34 - Identification Post, João Pessoa Shopping Center /IGP POA**

Source: IGP Archive.



**Figure 35 - Legal Medical Department Necropsy Room /IGP POA**

Source: IGP files.



Police Station, both in Sapucaia do Sul; the Central Police Station in Bento Gonçalves; the Central Police Station in Lajeado; and the Advanced Expertise Center in Bagé. Also within the scope of the Program, projects are being developed at the 31<sup>st</sup> Battalion of the Military Brigade and the CBM Platoon in Guaíba; the CBM Kennel in Santa Maria; and the Public Security Complex in Alvorada, composed of the 24<sup>th</sup> Battalion of the Military Brigade, the 1<sup>st</sup> District Police Station, and the Homicide and Personal Protection Police Station (DPHPP). The investment will total R\$82.8 million.

### 3.3 INTERINSTITUTIONAL COMMITTEE FOR FIGHTING VIOLENCE AGAINST WOMEN

Attention should be drawn to the creation of the Interinstitutional Committee to Fight Violence against Women (Comitê EmFrente, Mulher), through Decree N. 55,430, of August 7, 2020, with the core objective of strengthening the support network for women in situations of violence and promoting a cultural shift between generations to value women's protection in society in all its forms. The Committee relies on the active and direct participation of representatives from the three branches of government, as well as autonomous bodies, entities, and civil society organizations. The Judiciary is represented by the TJRS and the TRF4.

The MPE, the MPF, and the Labor Public Prosecutor's Office (MPT), as well as the State Public Defender's Office (DPE/RS), participate as autonomous institutions essential to the jurisdictional function of the State.

The Legislative Branch participates through representatives who work in coordination with the Committee, strengthening institutional dialogue and the development of integrated public policies.

The Executive Branch is represented by various secretariats and associated institutions: Secretariat of Justice, Citizenship and Human Rights (SJCDHs); Secretariat of Social Development (SEDES); SSP, through the BM, CBM, DETRAN, IGP and PC; SEDUC; SES; Secretariat of Labor and Professional Development (STDP); State Secretariat of Culture (SEDAC); and SSPS, through the Penal Police (PP); in addition to the Commercial, Industrial and Services Board of RS (JucisRS) and the Reference Center for Violence Against Women (CRAM) of the Porto Alegre City Hall.

The Committee also includes autonomous bodies such as the State Court of Audit (TCE) and the OAB – RS Section; representative entities, such as the Council of Municipal Health Secretariats of RS (COSEMS/RS), the Federation of Associations of Municipalities of RS (FAMURS), the Federation of Business

Entities of RS (FEDERASUL), the Federation of Trade of Goods and Services of RS (Fecomércio-RS) and the Retailers' Union of Porto Alegre (Sindilojas Porto Alegre); in addition to civil society organizations, such as Rede Minha Porto Alegre, the Walter Peracchi de Barcellos Foundation (FUNPERACCHI), and NA'AMAT Porto Alegre, among other institutions that have applied for membership in the Committee.

This inter-institutional group identified the challenges to be tackled – from the perspective of both victims and aggressors – and validated the lines of action (Support Network; Access to information; Women's Empowerment; and Protective Policies, focusing on the aggressor) and proposed strategic projects to be developed. In total, to date, the following projects have been created: Monitoring the Aggressor; Actions in Schools; Inform, Prevent and Protect; Gender Reflection Groups; EmFrente, Mulher Seal; and the Rede Mulher (Women's Network) National Employment System/Rio Grande do Sul Foundation for Labor and Social Action (SINE/FGTAS).

#### 3.3.1 Monitoring the Aggressor

The Monitoring the Aggressor Project aimed to develop a standardized public strategy to improve the monitoring network for domestic violence cases in the State of Rio Grande do Sul, providing the justice system with technological solutions that enable dual monitoring of both the aggressor and the victim, including the use and cross-referencing of existing technologies (electronic ankle monitor). This action is justified by the need to provide maximum possible protection for victims and greater effectiveness to Emergency Protective Measures (EPM), minimizing risks and increasing the safety of victims by offering resources/technologies for their protection, with a view to preventing femicides.

The project delivered important results aimed at improving the fight against domestic violence. Among these, attention should be drawn to the strategic guidelines for the development of the Terms of Reference (ToR), which served as the basis for procurement of an aggressor monitoring solution. Furthermore, the Electronic Monitoring Service Flow was developed, based on two main premises: the prerogative of the Judiciary to decide on electronic monitoring in cases of domestic violence; and the need to address the different structures and contexts of the state's judicial districts, considering the provision of services and the mobilization of public agents to confront situations of violence against women.

Under the coordination of the RS Seguro Program, this Project involves the combined use of electronic ankle

### Figure 36 - Kit with cell phone and ankle monitor and the first device being installed on an aggressor

Source: Prepared by the author based on photos by Gustavo Mansur. Piratini Palace and SSP Press Release, 2023.



monitors on aggressors and a portable monitoring unit for the victim (cell phone). The measure ensures the tracking of aggressors' movements to prevent them from approaching victims protected by court-ordered emergency protective measures. This technology aims to increase the safety of victims under protective measures. The Project also included a monitoring implementation schedule, which was applied in all regions of the State, from May 2023 to December 2024, ensuring a comprehensive and effective approach to fighting violence.

The implementation of this Project in the state of Rio Grande do Sul has resulted in preventing and reducing cases of femicide and other forms of violence against women; greater safety, control, and mobility for the victim, with the possibility of informing, in addition to the public security system, a friend/relative/secondary protection network when in danger. Furthermore, improvement of the quality of service provided by the public security and justice system aims to encourage victims to report situations of domestic and family violence by strengthening the network.

#### 3.3.1.1 Risk analysis system

Alongside this project, within the scope of the RS Seguro Program, in partnership with the London School of Economics and Political Science (LSE), a Risk Analysis Tool for Domestic Violence was developed with the aim of supporting the work of police chiefs, public prosecutors and judges in prioritizing protective measures. Integrated into the GEsSeg System, this technological solution allows

predicting the risk of serious revictimization in cases of domestic violence, offering technical support for more informed and preventative decisions.

Inspired by methodologies applied to urban contexts of violence, such as the study by Heller *et al.* (2022) on the risk of victimization by shootings in Chicago, the risk model identifies, on average, 0.89% of dyads as cases of severe revictimization over the 2015-2022 period. The predictive model was based on administrative records from official databases of Rio Grande do Sul. Using historical data from 2010 onwards, the model was trained, validated, and tested to calculate the probability that a victim of domestic violence will suffer another serious assault (bodily injury or attempted femicide) within a six-month time window from the date of the estimate.

The model incorporated 1,331 prediction variables, encompassing sociodemographic characteristics (such as age, education, and marital status), the criminal history of victims and aggressors, as well as their interactions, covering not only domestic violence crimes but also other offenses such as drug trafficking and illegal possession of weapons. For the creation of the database, dyads composed of male aggressors and female victims, aged 18 to 90 years old, alive at the end of the observation period, and with a record of at least one occurrence of domestic violence in the last five years, were selected.

The tool is accessed via the GEsSeg System. The user can search for victims or aggressors by entering their name,

CPF (Brazilian Individual Taxpayer Registry) number, or RG (Brazilian Identity Card number), and view the pair formed by the victim and their last aggressor. The tool presents the current estimate of revictimization risk, categorized as Medium Risk, High Risk, and Very High Risk (Figure 37). The information provided includes the most recent occurrence of domestic violence and a detailed risk analysis, indicating the most influential variables in calculating the probability (Figure 38).

The predictions are updated daily, and the platform allows for the generation of auditable reports, which include user identification and a record of the date and time of the query. This traceability aims to ensure accountability in the use of sensitive information.

By incorporating Data Science into the fight against domestic violence, the Risk Analysis Tool offers innovative support for the protection of women in vulnerable situations, enabling the anticipation of risks and preventive action by justice and public security institutions.

### 3.3.2 Actions in Schools

The Actions in Schools Project aims to raise awareness in school communities and empower teachers to address the topic of fighting violence against women by including cross-curricular themes aimed at preventing domestic violence and gender-based violence.

To speak about the theme of equal rights between men and women is to speak about human rights, and there is no more fundamental place than school for this discussion to take place. Addressing the issue of gender equality in schools is a way to fight violence against women. Furthermore, ensuring more awareness through child and adolescent education can break the cycle of violence in the future.

The project also seeks to implement Law N. 14,164 (Brazil, 2021), which amended Law N. 9,394, of December 20, 1996 (Law of Guidelines and Bases of National Education) to include content on prevention of violence against women in basic education curricula and established the School Week to Fight Violence against Women.

#### 3.3.2.1 Girls and Boys: Challenges of Equality Course

The Girls and Boys: Challenges of Equality (*Gurias e Guris: Desafios da Igualdade*) training course aims to train teachers on gender equality and violence against women, integrating these topics into school curricula. The course addresses the importance of education in social change and in fighting domestic violence, covering gender concepts and the

relationship between power and empowerment, as well as the cycle of violence and its cross-generational nature. It also presents the main laws that protect women, such as the Maria da Penha Law and the Protective Measures, it informs about the care network, and offers strategies for addressing gender equality in schools, promoting critical thinking among students.

With a courseload of 60 hours in the Distance Education (EaD) modality, the course is available on the Education Portal of the State Secretariat of Education of Rio Grande do Sul (SEDUC), with more than 2,000 enrollments in four classes.

Alongside the delivery of the Training Course, the RS Seguro Program established a partnership with the Postgraduate Program in Psychology of the School of Health and Life Sciences (PPGP) at PUCRS to develop the research project “Evaluation of training on violence against women for teachers,” coordinated by Professor Luísa Fernanda Habigzang. The goal was to evaluate the impact of training on violence against women and practices in the school environment available to teachers.

#### 3.3.2.2 Maria da Penha Week in Schools

Fighting the cycle of violence against women goes beyond criminal punishment. Working in the field of education from early childhood is one of the key elements in tackling this type of crime. Rethinking the culture that belittles feminine traits, emphasizing the responsibility of girls and boys, men and women in maintaining or eliminating relationships that generate violence, studying the topic, discussing it, carrying out cultural activities, and continuously mobilizing school communities are some of the proposed actions to understand this problem and contribute to enabling everyone to act in promoting lives free from violence.

The State of Rio Grande do Sul, with a view to strengthening its policies for preventing violence against women, enacted State Law N. 15,702 (Rio Grande do Sul, 2021b), aimed at contributing to the knowledge of the school community about the Maria da Penha Law by establishing the Maria da Penha Week in Schools. According to the first article of this state law, the event must be held annually in the last week of November in public and private schools in Rio Grande do Sul and is part of the Official Calendar of Events of the State of Rio Grande do Sul.

In 2021, the Interinstitutional Committee for Fighting Violence against Women (EmFrente, Mulher Committee) held the First Maria da Penha Week in Schools online. Projects and/or actions carried out by state schools addressing the theme of violence against women and/or

Figure 37 - Screenshot of the risk analysis tool for domestic violence

Note: Screenshot of the Domestic Violence Risk Analysis Tool. Source: Public Security Secretariat of Rio Grande do Sul. Fictitious data.

The screenshot shows the 'Análise de Risco para Violência Doméstica' interface. It includes sections for 'Dados da Vítima' and 'Dados do Agressor' with fields for name, birth date, RG, CPF, and address. On the right, there are three risk level indicators: 'Altíssimo Risco para a reincidência de Violência Doméstica', 'Alto Risco para a reincidência de Violência Doméstica', and 'Médio Risco para a reincidência de Violência Doméstica'. Below these is a 'Histórico das Estimativas' section showing four previous estimates with dates and risk levels (e.g., 15/01/2026 - Altíssimo Risco, 26/11/2025 - Médio Risco, 04/10/2025 - Alto Risco, 06/07/2025 - Médio Risco).

Figure 38 - Screenshot of the domestic violence risk analysis tool showing the most influential variables in calculating the probability of revictimization

Note: Screenshot of the Domestic Violence Risk Analysis Tool. Source: Public Security Secretariat of Rio Grande do Sul. Fictitious data.

The screenshot displays a table titled 'Detalhamento da Análise de Risco' with the following data:

Variáveis mais importantes na estimativa de risco	Valor	Interpretação
01) Caso de violência doméstica mais recente entre vítima e agressor ocorreu há menos de 180 dias em relação à data da estimativa de risco do par	Sim	O 'Sim' Aumenta o Risco
02) Quantidade de ocorrências nos últimos 5 anos de Violência Doméstica entre a vítima e o agressor	2	Quanto Maior o Valor, Maior o Risco
03) Quantidade de ocorrências nos últimos 5 anos de CVLI ou lesão corporal entre a vítima e o agressor	0	Quanto Maior o Valor, Maior o Risco
04) Quantidade de ocorrências nos últimos 5 anos de Violência Doméstica em que a vítima era diferente da atual e em que o agressor participou como agressor	1	Quanto Maior o Valor, Maior o Risco
05) Quantidade de ocorrências nos últimos 5 anos que não eram de Violência Doméstica em que a vítima era diferente da atual e em que o agressor participou como agressor	3	Quanto Maior o Valor, Maior o Risco
06) Quantidade de ocorrências nos últimos 5 anos de Violência Doméstica em que o agressor era diferente do atual (ou não foi informado) e em que a vítima participou como vítima	1	Quanto Maior o Valor, Maior o Risco
07) Quantidade de ocorrências nos últimos 5 anos de Lesão Corporal em que o agressor era diferente do atual (ou não foi informado) e em que a vítima participou como vítima	1	Quanto Maior o Valor, Maior o Risco
08) Idade do agressor na data da estimativa de risco do par vítima/agressor (arredondada para o próximo número inteiro - 'para cima')	28	Quanto Menor a idade, Maior o Risco
09) Idade da vítima na data da estimativa de risco do par vítima/agressor (arredondada para o próximo número inteiro - 'para cima')	52	Quanto Menor a idade, Maior o Risco
10) A vítima completou, no máximo, o Ensino Fundamental	Sim	O 'Sim' Aumenta o Risco
11) O agressor completou, no máximo, o Ensino Fundamental	Não	O 'Sim' Aumenta o Risco

the Maria da Penha Law during the year were presented on November 22, 24, and 26. There were 57 entries with nine presentations.

In 2022, the Second Maria da Penha Week in Schools was held in person on November 30, from 9 am to 4 pm, in the TCE auditorium. The state and municipal schools, which developed projects and actions on the theme of violence against women and/or the Maria da Penha Law, presented their work. The week featured 47 registered projects, 28 presentations, and 100 participants.

In 2023, the Third Edition of Maria da Penha Week in Schools took place on November 28 and 29, at the Mondercil Paula de Moraes Auditorium, in the Public Prosecutor's Office of the State of Rio Grande do Sul, in Porto Alegre. In addition to recognizing and sharing the work of schools in preventing gender-based violence and promoting gender equality, acknowledging actions already carried out and inspiring more teachers and principals to address the issue in the school environment, this edition also empowered participants through discussions on the topic and interactive activities. There were 108 registered projects, 20 presentations, 40 exhibitions, and 300 participants.

In 2024, the Fourth Edition of Maria da Penha Week in Schools, exceptionally brought forward to November 12 and 13, took place at the Bill Hewlett-David Packard Auditorium, at TECNOPUC, in Porto Alegre. There were 100 participants, and 30 projects were presented and

exhibited. In 2025, the Fifth Edition of the Week took place on November 25 and 26, at the Auditorium of the RS Court of Accounts, with the participation of 60 schools and the launch of the "Maria da Penha in Stickers" album. As in previous years, recognizing and valuing the role of schools in preventing gender-based violence and promoting gender equity, the participants discussed the topic and engaged in interactive activities.

Maria da Penha Week in Schools is an ongoing and permanent initiative, scheduled to take place annually as part of the Official Events Calendar of the State of Rio Grande do Sul. With each edition, the commitment to education for gender equality and prevention of violence against women is reaffirmed, consolidating itself as an essential public policy for civic education and cultural change in school communities.

In 2023 and 2024, the project received funding from PISEG/RS. In 2023, R\$55 thousand were invested, in 2024, R\$31 thousand, and in 2025, R\$38 thousand were invested.

### 3.3.3 Inform, Prevent and Protect

The Inform, Prevent and Protect Project is a strategic communication initiative that aims to promote a change in culture and thinking in society, addressing domestic and gender-based violence, as well as emphasizing the importance of preventive actions. The main goal is to broaden the dissemination of the network of services

**Figure 39 - Fourth edition of Maria da Penha Week in Schools, with students and teachers from various public schools in Rio Grande do Sul presenting their work**

Source: Archives of the State Secretariat of Public Security. Credits: Ricardo Morais, 2024.



available to support women in situations of violence, through the creation of a series of information products.

Among the actions developed, attention should be drawn to awareness campaigns and initiatives that are shared in the media and on social networks, all of which are organized in an integrated dissemination calendar by the institutions involved.

The social actions carried out over the years demonstrate the continuous and permanent nature of the project, which remains active in promoting awareness and fighting violence against women. In 2020, an informative talk and a social action were promoted; In 2021, there were six informative talks, three social actions, and two training sessions; in 2022, a training session, a seminar, and three musical discussion panels were held with public employees; in 2023, two seminars, three musical discussion panels in women's prisons, and one in a state school, were held; in 2024, two social actions were carried out; and, up until the first half of 2025, three social actions were carried out.

### 3.3.4 Gender Reflection Groups

The Gender Reflection Groups Project aims to create a public policy to expand reflection groups for men involved in domestic and family violence to all judicial districts in the state of Rio Grande do Sul. This action results from the implementation of Law N. 13,984 (Brazil, 2020), which amended Article 22 of Law N. 11,340 (Brazil, 2006) – the Maria da Penha Law, to include Gender Reflection Groups in the list of urgent protection measures. The Judiciary of Rio Grande do Sul is already developing the Gender Reflection Groups project in 50 judicial districts<sup>25</sup> of the State.

The Project aims to re-educate men who have been involved in situations of domestic, family or affective violence against women, and provides support to women's care and protection actions within the scope of the Maria da Penha Law (Brazil, 2006). It is a space for listening and reflection that allows the offender to acknowledge the practice of gender-based violence, going through a process of self-accountability and, ultimately, transforming behaviors and attitudes, with a view to promoting gender equality.

The participation of men in the group can be determined by the judge at more than one procedural moment: as an urgent protective measure (art. 22, VI, of the Maria da Penha Law), as a condition for granting freedom (in case of arrest in *flagrante delicto* or preventive arrest), or by virtue of a criminal conviction. In the latter case, in addition to

the sentence, the offender is ordered to attend the group as a non-custodial sentence (art. 44 of the Penal Code), as a conditional suspension of sentence (art. 77 of the Penal Code), or during the execution of the sentence (art. 45 of the Maria da Penha Law and 152 of the Penal Execution Law). Participation in the group can also have positive repercussions in case of conviction, since, at the judge's discretion, it may be acknowledged when the sentence is applied, under the circumstances of article 59 of the Penal Code or as a generic mitigating circumstance (art. 66 of the Penal Code) (State Coordination for Women in Situations of Domestic and Family Violence of the TJRS, 2025).

In order to validate Gender Reflection Groups as a state public policy and to enable the effective expansion and implementation of this action in Rio Grande do Sul, a Cooperation Agreement was signed on March 2, 2022, between the Executive Branch of the State of Rio Grande do Sul (through the Office of the Vice-Governor), the SSP (with the participation of the Civil Police and the Military Brigade), the SSPS (with the participation of PP), the Secretariat for Equality, Citizenship, Human Rights and Social Assistance (SICDHAS), the State Secretariat of Health (SES), the Judiciary of the State of Rio Grande do Sul, the MPRS, the DPE/RS, FAMURS and the Rede Minha Porto Alegre.

Valid for 60 months, the agreement aims at cooperation among the participants in establishing measures that will enable effective expansion and implementation of Gender Reflection Groups in all judicial districts of the State of Rio Grande do Sul, ensuring implementation of the provisions of item VI of article 22 of Law N. 11,340 (Brazil, 2006).

### 3.3.5 EmFrente, Mulher Seal

It is very difficult for the female population to achieve inclusion and equality in the labor market, which is a key field for social life and the establishment of dignified citizenship. According to a 2019 study by the Department of Economics and Statistics (DEE) (Rio Grande do Sul, 2019), women, despite being more educated on average, are at a disadvantage when it comes to labor income in Rio Grande do Sul, compared to men. At the end of 2018, male workers in the state earned, on average, 36.8% more than women. This difference was even greater than the total for Brazil (28.4%).

A 2020 study by the World Bank Group concluded that legal reforms in favor of public policies aimed at increasing inclusion of women in different spheres of society are crucial to achieving equality between men and women. This means

<sup>25</sup> Reference date: March 14, 2025.

that when women receive legal incentives, such as proactive laws aimed at targeting, awareness raising, and recognition of women's labor, they are able to obtain more tools for their full development as individuals and, consequently, they are more likely to achieve individual and economic freedom, generating wealth for themselves and for society.

Understanding that violence against women should be seen not as a private or individual issue, but as a structural phenomenon that is the responsibility of society as a whole, it is up to the State to promote and create public policies to ensure coordinated and collaborative efforts with society, aiming to build a true network to fight the various forms of violence against women.

Thus, the EmFrente, Mulher Seal was created by State Law N. 15,916, of December 23, 2022, with the goal of further increasing engagement to fight this problem, strengthening the defense of women's rights and fighting violence against women and inequality between men and women. Therefore, collaboration between the Public Sector and businesses in this State is strengthened so that, through a sense of social responsibility, good practices aimed at systematic development of programs, projects and actions can be increasingly valued by giving visibility to companies that are concerned with equal opportunities for men and women.

The Seal is awarded to companies that systematically and continuously develop programs, projects, and actions in favor of women's empowerment and fighting violence against women. To participate, interested companies must be registered with the National Registry of Legal Entities (CNPJ) of the State of Rio Grande do Sul and register on the website <https://emfrentemulher.rs.gov.br/inicial>. Registration takes place annually throughout the month of March.

To obtain the Seal, interested companies must meet a minimum number of criteria, according to their respective size. Individual Microentrepreneurs (MEIs) must meet at least two criteria; Microenterprises (ME) and Small Businesses (SB) must meet at least four criteria; and the other companies must meet at least ten criteria. Upon registration, documents must be submitted that prove they have met these criteria, listed in Law N. 15.916 (Brazil, 2022), which created the Seal, and in Decree N. 56.932, of March 14, 2023, which regulates it. In addition, companies must also submit official certificates proving their tax and labor compliance.

The announcement of the winning companies that will be awarded the EmFrente, Mulher Seal certification takes place during the month of August each year – art. 4<sup>th</sup> of State Law N. 15,916 (Brazil, 2022) –, valid for a period of two years (art. 4<sup>th</sup> of State Law N. 15.916 (Brazil, 2022)).

**Figure 40 - Event where the governor presented the EmFrente, Mulher Seal certificates to representatives of the awarded companies**

Photo: Archives of the State Secretariat of Communication. Credits: Maurício Tonetto, 2024.



### 3.3.6 Rede Mulher SINE/FGTAS

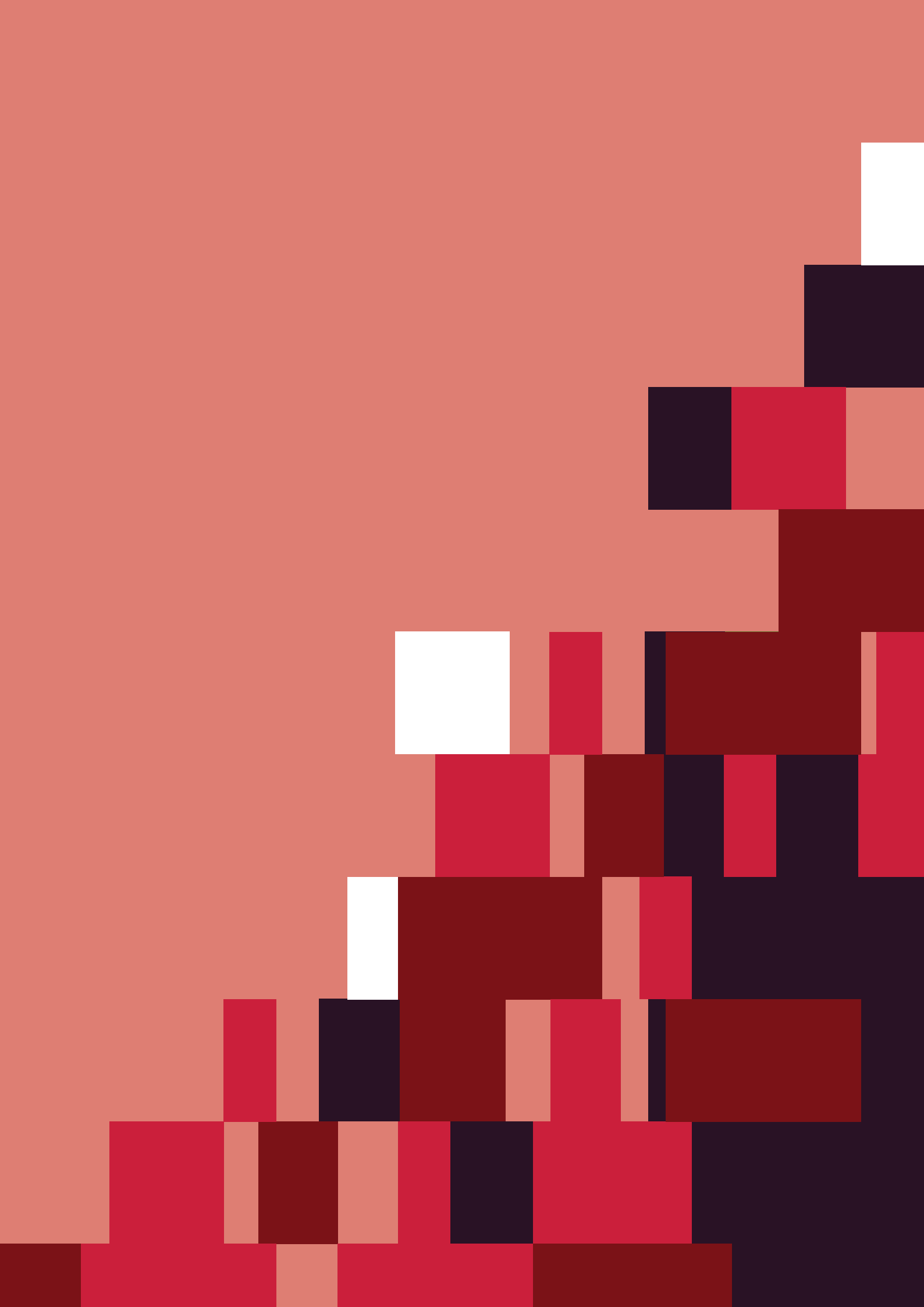
This project's goal is to welcome and provide assistance to women experiencing violence, with the goal of integrating or reintegrating them into the workforce. The initiative aims to assist women referred by the Support Network for Women's Integration into the Labor Market, promoting employment, work, and/or income generation opportunities through coordination and awareness raising among socially responsible companies and partners.

The target audience is women experiencing violence who arrive through the aforementioned support network. The actions include addressing the requests submitted, with individualized assistance, aimed at insertion or reintegration into the labor market. Furthermore, the project promotes collaboration with the Network for Fighting Violence – composed of Health, Social Assistance, Justice, and Public Security sectors – and with socially committed companies, seeking to sensitize them to the opening of job opportunities, training, and workshops aimed at these women.

These actions began with a pilot project in Porto Alegre and Santo Ângelo in November 2024, allowing for the development and validation of strategies for action with local networks and the partners involved.

Women's integration is also encouraged by actions to provide opportunities for professional qualification, training and productive inclusion, especially through alternatives such as handicrafts and entrepreneurship. The project also works with strategic partners to identify and enable concrete opportunities for entry or re-entry into the workforce, strengthening the autonomy and dignity of the assisted women.

This initiative is aligned with Federal Law N. 14,542/2023, which ensures priority assistance to women in situations of domestic and family violence through the National Employment System (SINE), reserving 10% of the available job openings for them.





## AXIS 4 – PRISON SYSTEM ■ ■ ■

Axis 4 of the RS Seguro Program stems from the recognition that the Prison System necessarily requires a different approach. Therefore, for the first time in the history of Rio Grande do Sul, a specific State Secretariat was created, with autonomy from the SSP, to handle matters related to the execution of sentences and socio-educational measures. The creation of a specific secretariat was a milestone in the management of the state's prison system, allowing for a more focused and specialized approach to prison and socio-educational issues.

Initially called the Secretariat of Penitentiary Administration, the SSPS establishes procedures, guidelines, and resolutions to which the PP and FASE are bound, with the following highlights:

- to promote and implement the penal policy of the State of Rio Grande do Sul;
- to organize, run, coordinate, inspect and supervise prison establishments;
- to monitor and oversee the enforcement of prison sentences, rights-restricting sentences, and community service orders;
- to promote and implement penal treatment policies aimed at raising the educational level and providing vocational training to the prison population, as well as encouraging prison labor, especially paid labor;
- to propose actions for the biometric, documentary, and professional identification of prison inmates, in addition to improving the registration database of the prison population and their families;
- to promote and implement actions for the biometric, documentary, and professional identification of adolescents in conflict with the law subject to socio-educational measures, in addition to improving the registration database of detainees and their families;

- to conduct research to identify the factors that lead young people to the juvenile justice system and to identify the various social and economic groups and profiles to which they belong. This strategic initiative stems from the need to address fundamental issues in the prison system, such as the lack of available places.

### 4.1 OPENING NEW PLACES IN THE PRISON SYSTEM AND IMPROVEMENTS TO PRISON INSTITUTIONS

Tobón (2022) conducted a study on the effects of prison quality on prisoner re-offending using data from Colombia and concluded that prisoners held in newer, less overcrowded prisons with provision of good services are significantly less likely to re-offend. For inmates housed in newer facilities, the likelihood of re-offense is 36% lower. Since the mid-1990s, the prison system has faced several crises, leading the Colombian government to initiate an extensive program to build ten new prisons in different parts of the country. This resulted in an increase in capacity of about a third in just three years, leading to significant improvements in terms of space and services compared to older prisons, which had overcrowding levels about six times higher and a limited provision of rehabilitation programs.

In this context, the Government has implemented several initiatives to expand the capacity and improve the conditions of the prison system in the State. Between 2019 and 2024, Rio Grande do Sul significantly expanded its prison capacity with the inauguration of new units, reflecting efforts aimed at modernizing and expanding the prison system, enabling the construction of units that meet security needs and provide work and education opportunities for persons deprived of liberty (PDL). During this period, six prison facilities were opened, and two prison

**Figure 41 - Units opened and expanded**

Bento Gonçalves State Penitentiary – opened in 2019, 324 places, investment of approximately R\$30.8 million.

Source: Collection of the Penal Police.



Sapucaia do Sul State Penitentiary – began operating in 2020, 600 places, investment totaled approximately R\$45.6 million.

Source: Felipe Dalla Valle – Piratini Palace.



Strategic Management Center of the Prison System – inaugurated in 2022, 708 places, with an investment of R\$48.8 million.

Source: Jurgen Mayrhofer – SSPS.



Canoas State Penitentiary I – expanded in 2022, adding 188 new places to the unit, with an investment of R\$13.2 million.

Source: Luís André – Piratini Palace.



Charqueadas State Penitentiary II – opened in 2023, 825 places, investment of R\$92.4 million.

Source: Joaquim Carvalho – Penal Police.



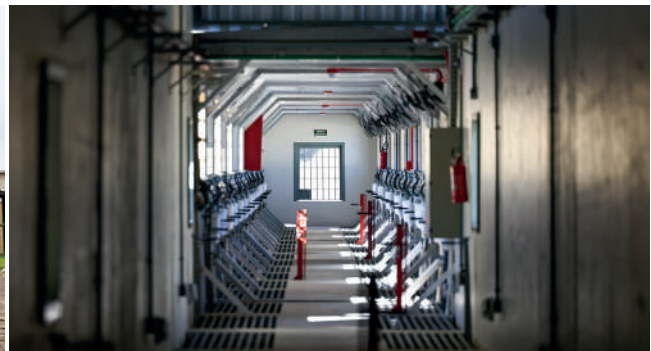
Charqueadas State Penitentiary III – opened in 2024, 825 places, investment of R\$92.4 million.

Source: Joaquim Carvalho – Penal Police.



PASC Maximum Security Module – Opened in 2024, 76 places, investment of R\$29.3 million.

Source: João Pedro Rodrigues – SSPS.



Nova Cadeia Pública de Porto Alegre (CPPA), inaugurada em 10 de setembro de 2025.

Fonte: Vitor Rosa – Secretaria Estadual de Comunicação.

units were expanded, totaling 5,430 new places. The total investment to create these places exceeds R\$492.9 million. Below, photographs of the newly opened and expanded units are presented.

These inaugurations are the result of a combined strategy of expanding and specializing the system, focusing not only on the number of places, but also on more effective management models better suited to the current needs of prison administration.

In addition to these actions, the State of Rio Grande do Sul has implemented a program to expand and modernize the prison system for the coming years. With contracts already signed and construction underway, the new units will significantly expand custody capacity, as well as provide better conditions for prison management. Nine prison units are currently under construction, listed below, totaling 6,020 places, with an investment exceeding R\$811.1 million.

1. The São Borja State Penitentiary, with 800 places, relies on an investment of approximately R\$125.3 million.
2. The Passo Fundo Public Prison, with 800 places and an investment of R\$125 million.
3. Rio Grande State Penitentiary II, with 855 places and an investment of R\$120.8 million.
4. Rio Grande State Penitentiary III, also with 855 places and an investment of R\$120.8 million.
5. Caxias do Sul State Penitentiary II, with 825 places, with an investment of R\$130.9 million.
6. Caxias do Sul State Penitentiary III, also with 825 places and an investment of R\$130.9 million.
7. The Alegrete Public Prison, with 388 places and an investment of R\$33.1 million.
8. The Guaíba State Penitentiary for Men has 672 places and represents an investment of R\$25.2 million.

The expansion of prison capacity in Rio Grande do Sul demonstrates the State's solid commitment to modernize and strengthen the prison system. During this period, 11,450 places are being created, with investments exceeding R\$1.3 billion. This significant effort reflects not only a response to the growing demand for custody, but also the commitment to ensure better management conditions, security, and dignity in prison facilities.

By consolidating this cycle of infrastructure expansion and improvement, the State is moving towards a more efficient, structured system aligned with the guidelines of a modern and humane penal policy. Among the new units,

attention should be drawn to two in particular: the Strategic Management Center of the Prison System (NUGESP) and the CPPA.

#### 4.2 STRATEGIC MANAGEMENT CENTER OF THE PRISON SYSTEM

The CJS faced significant difficulties related to the custody of pretrial detainees, a situation frequently reported in the press. Recurring cases of people handcuffed in police vehicles or even to garbage cans, waiting for places to become available in prison units, highlighted the seriousness of the problem.

For this reason, in an unprecedented initiative in Brazil, a Cooperation Agreement<sup>3</sup> was signed between the Executive Branch of the State of RS, through the SSPS and the SSP, with the participation of PP, Military Brigade, the IGP, the Civil Police, the Judiciary Branch of RS, the Public Prosecutor's Office of RS, the Public Defender's Office of Rio Grande do Sul, the Bar Association of RS, the National Council of Justice (CNJ); the Federal Government, through the Ministry of Justice and Public Security (MJSP), with the participation of the National Penitentiary Department (DEPEN)/MJSP; and the municipality of Porto Alegre, aiming at the creation, structuring and operation of NUGESP/RS.

After the design, planning, and strategic action phases were completed, the State Government enabled the construction of a new physical structure, with an investment of R\$48.8 million, using resources from the State Treasury and the Avançar Program. The unit was created with the goal of being a large triage center, operating 24 hours a day and with the capacity to process 708 detainees awaiting placement in prison facilities.

NUGESP was established by Decree N. 56,587, of July 11, 2022, and its creation was published in the Official Gazette of the State (DOE) N. 132, of July 12, 2022. Since then, it has been operating as a prison facility intended for the temporary detention of arrested individuals sent from police stations in Porto Alegre and the Metropolitan Region, with the purpose of carrying out identification, registration, documentation, classification, triage, custody hearings, referrals compatible with the detainee's profile, and the application of non-custodial measures, classified in the Special House category, within the scope of the PP.

The center centralizes all initial incarceration procedures, such as biometric identification, custody hearings, medical and psychosocial care, and provides cells for the temporary detention of prisoners. With a capacity of 708 places, distributed across four male modules and one female

**Figure 42 - Compilation of news reports on the situation of prisoners awaiting placement in police vehicles and stations**

Source: SSPS Archive. Prepared by the author.



**Figure 43 - Strategic Management Center of the Prison System**

Source: SSPS Archive. Credits: Jurgen Mayrhofer.



module, NUGESP meets the demands of the Porto Alegre Metropolitan Region, as demonstrated in the flow below (Figure 44).

In addition to the PP, the following entities operate within NUGESP: the Military Brigade, the IGP, the Civil Police, the Public Prosecutor's Office of RS, the Court of Justice of RS, the Public Defender's Office of RS, the Bar Association of

RS, and the municipality of Porto Alegre. The joint action of these institutions allows for the integration of processes related to entry into the prison system, from detention to the final referral of the detainee.

The new triage center aims to provide a technical reception that is compatible with the operational needs of the prison system and the demands of the work carried out

**Figure 44 - NUGESP workflow**

Source: SSPS Archive.



by the professionals involved in this stage. The operation of NUGESP solved a recurring problem for police stations, which, in addition to registering incidents, often had to hold prisoners indefinitely in inadequate conditions while waiting for places in the prison system.

The creation of NUGESP expedited the process significantly, since the organizations responsible for custody and analysis of the situation of detainees began to operate in a coordinated manner in the same physical space.

Centralizing the initial stages of detention has contributed to greater efficiency in referrals and a reduction in operational obstacles faced daily by police stations.

NUGESP brings together in its facilities all the basic procedures carried out after detention, such as identification, triage, custody hearings, and temporary placement. Upon arrival at the unit, the arrested person is directed to Module 1, which is designated for detainees awaiting a court hearing. During this period, it is common for them

to receive psychosocial support, aimed at guidance and preliminary assistance prior to the hearing.

After this stage, the individual is taken to a custody hearing, where the judge decides whether to maintain the detention, apply a precautionary measure with monitoring, or release them. Those who are not released are transferred to Modules 2, 3, or 4, depending on the profile of each case. The length of stay at the Center is generally up to 15 days, although there may be variations depending on the individual situation.

In October 2024, an operational base for the installation of electronic ankle monitors was implemented on the premises of NUGESP. This eliminated the need to transfer prisoners to other units to put on the device, increasing the efficiency of the custody flow and contributing to greater security in the monitoring process.

#### 4.3 PORTO ALEGRE PUBLIC JAIL

The Porto Alegre Public Jail (CPPA), formerly known as Central Prison, has a history marked by challenges and transformations. Opened in 1959, the prison unit faced significant problems related to overcrowding and poor

conditions over the decades, being considered one of the worst prisons in Latin America. Brazil and the state of Rio Grande do Sul had been denounced, since 2013, for human rights violations before the Inter-American Commission on Human Rights (IACHR) at the Organization of American States (OAS). In Brazil, Public Civil Action (ACP) N. 5078117-49.2016.4.04.7100/RS, filed by the Federal Public Prosecutor's Office (MPF) together with the State Public Prosecutor's Office of RS (MPRS), was being processed at the 3<sup>rd</sup> Federal Court of Porto Alegre.

The ACP's purpose was the enforcement of Precautionary Measure N. 8, of January 13, 2013, from the IACHR/OAS, implementing "[...] in an effective manner, the necessary measures to stop the serious human rights violations that were occurring at the Porto Alegre Central Prison". In 2018, for example, 1,572 cell phones were seized, representing more than four seizures per day. In March 2019, when the CPPA had a capacity for 1,905 prisoners, there were 4,428 held in a facility designated for pretrial detainees, representing an occupancy rate of 232%.

Housing prisoners in numbers exceeding engineering capacity is, unfortunately, not an exception in the Brazilian prison system, and the reasons are multiple, involving

#### Figure 45 - Gallery of the Central Prison of Porto Alegre

Source: Personal archive.



### Figure 46 - Visit of the governor and his team to the old Public Jail

Source: State Secretariat of Communication. Credits: Itamar Aguiar, 2019.



responsibilities that must be attributed, without exception, to all branches of government and institutions. It is for this reason that the Supreme Federal Court (STF), in a landmark plenary judgment, ratified a structural procedure in the Argument of Non-Compliance with Fundamental Precept (ADF) N. 347<sup>4</sup>, recognizing the pressing need to establish a National Plan to overcome the Unconstitutional State of Affairs of the Prison System.

In the specific case of the CPPA, it should be acknowledged that the structural problems were so serious that they far exceeded what was reasonable regarding the number of prisoners exceeding the available capacity (Figure 45).

That is precisely why, on March 21, 2019 – just 21 days after the launch of the RS Seguro Program – a surprise visit to the CPPA was organized, with the presence of, among other authorities, the Governor of the State, Eduardo Leite; the Vice-Governor of the State and Secretary of Public Security, Ranolfo Vieira Júnior; the Secretary of State for Planning, Leanny Lemos; the Secretary of State for Finance, Marco Aurélio Santos Cardoso, the then Commander-General of the Military Brigade, Colonel Mário Yukio Ikeda (current

Public Security Secretary, and the Executive Secretary of the RS Seguro Program, Antônio Carlos Pacheco Padilha.

In response to these conditions, the State Government initiated, in July of 2022, a project for the complete demolition of the containment areas and construction of a new CPPA. With an investment of R\$140.9 million for reconstruction, the project aims to modernize and expand the institution's capacity, seeking to solve historical problems in the state prison system (Figure 47).

The year 2023 is a memorable one for the state's prison system. On August 31, there was a strategic and symbolic transfer of command of the CPPA from the BM to the PP. In December, the system experienced a historic day that changed the landscape of the eastern zone of Porto Alegre and marked the definitive transformation of what was once considered the worst penitentiary in Latin America, with the demolition of the last two pavilions (A and B) of the CPPA.

From then on, the State Government began the final stage of the complete reconstruction of the prison. To allow the work to proceed, the SSPS and SSP finalized the evacuation

**Figure 47 - Demolition of the old pavilions and assembly of the new modules at the CPPA**

Source: Jurgen Mayrhofer – SSPS.



of the CPPA on the previous day, transferring a total of 1,980 PDLs from the prison unit since the first operation in 2022.

These initiatives reflect an ongoing effort to improve conditions within the state prison system, offering a safer and more dignified environment for both inmates and the professionals who work there. Next, in Figures 48 and 49, the stages before and after the work are presented (Figures 48 and 49).

On September 1, 2025, Federal Judge Thais Helena Della Giustina, in a hearing held within the CPPA, delivered a judicial sentence – which deserves to be framed for its historical symbolism – in a highly complex case. In dismissing the case, the judge mentioned that the “[...] new prison was designed to rescue lives, restore dignity, and reaffirm that every person deserves a second chance”.

And finally, on September 10, 2025, the new CPPA was inaugurated, an important step in creating new opportunities for pretrial detainees. Below, in Figure 50, an image of this important moment for the entire society of Rio Grande do Sul is presented.

The prison system in Rio Grande do Sul, through the SSPS and the PP (Penal Police), has implemented several measures to fight illegal communication within prisons, with the aim of reducing crime and weakening criminal organizations. The PP has been conducting constant searches in prison facilities, based on decisions made at the A2 Meetings – held every Monday – resulting from strategies defined with other public security forces.

These actions aim to seize mobile devices and other illicit materials within prisons, as a way to fight illicit communication by organized crime and thus reduce crime rates. To carry out these actions, it was necessary to invest in the Special Actions Group (GAES) and implement the Rapid Intervention Groups (GIR).

#### 4.4 SPECIAL ACTIONS GROUP

The GAES (Special Actions Group) of the PP of Rio Grande do Sul, established by Decree N. 53,931 of February 2018, has the main mission of acting in highly complex incidents within the prison system, such as riots, rebellions with or without hostages, high-risk escorts, execution of arrest warrants, patrolling the security perimeters of prison units, and direct actions against organized crime.

Since 2019, GAES has been undergoing a continuous process of evolution and improvement, seeking to strengthen its operational, tactical, and strategic capabilities to meet the growing demands in the areas of public security and the prison system.

In 2023, GAES underwent significant structural, material, and logistical advances, notably the restructuring of its operational base and the procurement of modern tactical equipment, armored vehicles, and standardized uniforms, consolidating its transformation into a highly equipped and prepared specialized unit.

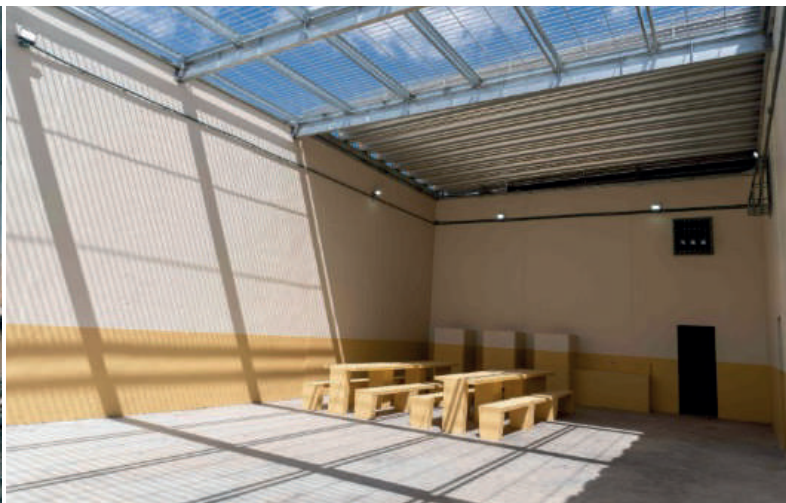
**Figure 48 - Before and after – CPPA galleries**

Source: Jurgen Mayrhofer - SSPS.



**Figure 49 - Before and after – CPPA courtyard**

Source: Jurgen Mayrhofer – SSPS.



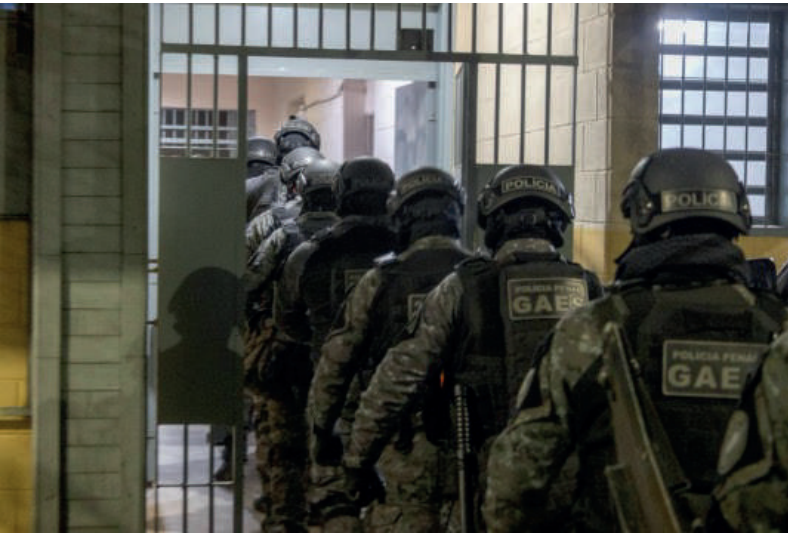
**Figure 50 - Inauguration of the new CPPA**

Source: Archives of the State Secretariat of Communication. Vitor Rosa from Operations to Combat Illicit Communication, 2025.



### Figure 51 - GAES Operation

Source: Rafael Marin – Penal Police.



GAES operation at the Venâncio Aires State Penitentiary



GAES operation at Charqueadas State Penitentiary II

### Figure 52 - GAES Headquarters

Source: GAES Collection – Penal Police.



Former headquarters of GAES



New headquarters of GAES

## 4.5 RAPID INTERVENTION GROUPS

The GIRs (Rapid Intervention Groups) are regionalized groups whose purpose is to act preventively and repressively, quickly and effectively, in maintaining and restoring order and discipline in the prison system of Rio Grande do Sul. Currently, there are groups operating in various regions of the state, covering all ten prison regions.

In 2023, Normative Instruction (IN) N. 13/2023 GAB/SUP was published establishing the GIRs within the scope of PP, providing for their organization, regulations, entry criteria, permanence, technical qualification, equipment, uniforms and performance.

Since then, the GIRs have been undergoing a continuous process of training, capacity building, and investment in

**Figure 53 - GIR Operation**

Source: Rafael Marin – Penal Police.



Operation of GIR-8 at the Venâncio Aires State Penitentiary



Operation of GIR-10 at the Porto Alegre State Penitentiary

human, material, and technological resources. Currently, the group relies on more than 380 professionals, carrying out searches, escorting prisoners, monitoring prisoners under house arrest, and providing rapid response in crisis situations.

**4.6 RADIO COMMUNICATION  
SIGNAL BLOCKING SYSTEM**

In addition to other initiatives, in 2024 the PP procured a BSR System Solution for installation in the main prison units of the State, in order to prevent transmission and reception of cell phone, wi-fi, and radio frequency signals, thus inhibiting the use of cell phones for communication with the outside world.

The goal is to prevent communication between gang leaders and external members, hindering the coordination of criminal activities from inside prisons. In November 2024, the PASC was the first unit to receive this technology, which also included the unit’s new Maximum Security Module.

The State Government is in the process of expanding and implementing this measure in 23 other prison units, prioritizing those located in municipalities with high rates of violent crime, according to data from the RS Seguro Program.

**Figure 54 - Signal blocking equipment at the Charqueadas State Penitentiary II**

Source: Jonathan Silva - Penal Police.



#### 4.6.1 Antidrone

With the increasing use of drones to smuggle illegal goods into prisons, it became necessary to adopt specific measures to monitor and neutralize these actions. In 2025, the Rio Grande do Sul Penal Police began using a portable, immediate response system against drones, aimed at addressing this type of incident.

The equipment combines detection, identification, and neutralization capabilities, allowing for more effective action in perimeter security areas. Through this equipment, it is possible to identify the presence of drones operating in the vicinity of prison facilities; to monitor the drone's

position in flight, the takeoff point, and the pilot's location; and to neutralize and block communication between the drone and the pilot. The technology employed allows for recognition and reaction to the presence of drones in real time before they can accomplish their objective.

This structure was implemented in response to the growing challenge of the use of unmanned aerial vehicles for illicit purposes within the prison environment. The intention is to reinforce the security of the units and reduce operational risks with a specific, rapid-response tool.

**Figure 55 - Anti-drone equipment of the Penal Police**



Delivery of anti-drone equipment to the Penal Police  
Source: Rafael Marin - Penal Police.



Operation at the Charqueadas State Penitentiary II  
Source: GAES Collection - Penal Police.

#### 4.7 CHARQUEADAS HIGH SECURITY PENITENTIARY (PASC)

PASC is a prison unit located in Charqueadas (RS), intended for the custody of highly dangerous prisoners, especially leaders of criminal organizations. The occupation of PASC began in 1992, although its official inauguration took place in 1998.

Recently, PASC underwent a series of improvements that are part of a strategy of the Government of Rio Grande do Sul to strengthen the prison system and increase public security by isolating criminal leaders and preventing their communication with the outside world.

The improvements included the implementation of a modern and robust video surveillance system, covering the

entire prison complex, replacing the old system which had only nine functioning cameras. In addition, the BSR System was installed, preventing the transmission and reception of cell phone and wi-fi signals, and anti-drone technologies have been implemented.

Also included were the procurement and installation of screens on the cell windows of the prison unit, the renovation of the general kitchen, and the installation of a laundry facility to implement the use of uniforms in the prison. Furthermore, a significant number of new staff were assigned to the prison unit, with ongoing and continuous training provided to them, and weekly general searches within the unit have been implemented.

**Figure 56 - Screened windows of the PASC pavilions**

Source: Luis Moraes – Penal Police.



PASC window screens



PASC with the pavilion windows screened

**Figure 57 - PASC with screened pavilion windows**

Photo: Luis Moraes - Penal Police.



**Figure 58 - PASC kitchen and laundry**

Source: Luis Moraes - Penal Police.



PASC kitchen renovated



Laundry facility installed at PASC

On November 29, 2024, a new MSM was inaugurated at PASC, with 76 individual cells. This module aims to isolate leaders and masterminds of criminal groups involved in intentional homicides, preventing any type of communication. The construction involved an investment of approximately R\$29.3 million.

To reinforce security, the module is surrounded by screens that prevent the delivery and throwing of illicit items. Sunbathing takes place in isolated courtyards, on a schedule of two hours per day per prisoner, carried out individually.

As part of the strategy to strengthen institutional security, a Medical Specialties Center was implemented at PASC, allowing for the provision of primary care and, especially, secondary care services within the unit itself. The service offers specialized consultations in physiotherapy, traumatology/orthopedics, cardiology, pulmonology, neurology, ophthalmology, and gastroenterology, significantly reducing the need to leave the facility for external medical care. This results in a significant decrease in the number of escorts, which translates to less exposure to risks, optimization of the Penal Police's personnel, and greater control over the internal and external movement of detainees. The structure also contributes to the operational stability of the unit and reinforces the isolation of the criminal leaders held there.

#### 4.8 TRANSITION OF THE EXTERNAL GUARD

The external security of prison establishments in Rio Grande do Sul, historically assigned to the Military Brigade, has undergone a structural change in recent years. Starting in 2023, this function was gradually transitioned to the Penal Police, representing a new moment in the state's public security policy.

This transformation stems primarily from Constitutional Amendment N. 104 of 2019, which created the PP (Penal Police) at the federal, state, and district levels. With this amendment, penitentiary officers were recognized as members of the public security forces, with specific duties, including guarding, surveillance, and custody of PDLs.

Based on this new constitutional framework, Rio Grande do Sul initiated an institutional restructuring process. The goal was to strengthen the PP as a specialized force in the security of penal establishments, while at the same time seeking to relieve the Military Brigade, allowing its personnel to be redirected to patrolling the streets – its core activity.

The transition process began in 2023 and progressed in stages. By August 2025, the transition had already been implemented in 75 units. Currently, out of the 101 prison units in the state, 96 rely entirely on the PP in guard

**Figure 59 - Transition of external security duties of the PASC from the Military Brigade to the Penal Police**

Source: Diego Mendes – Penal Police.



towers and other external security structures. The transfer of responsibility involved logistical planning, technical training for the PP officers, and reorganization of the Military Brigade force. The remaining five units are expected to be fully transitioned by 2026, consolidating the process.

This change represents a significant step forward in consolidating the PP as an essential institution for public security, in addition to allowing the Military Brigade to focus more on crime prevention and suppression. This measure is aligned with the Federal Constitution, national guidelines for the prison system, and best practices in contemporary public security management.

#### 4.9 ELECTRONIC MONITORING

For many years, Rio Grande do Sul faced a serious backlog of pending court orders for the installation of electronic ankle monitors. The shortage of equipment, breaches of contract by companies, and the continuous growth in demand resulted in a waiting list that reached thousands of inmates awaiting the start of electronic monitoring. This situation,

which lasted for more than a decade, directly compromised the effectiveness of judicial decisions and the management of penal enforcement in the State.

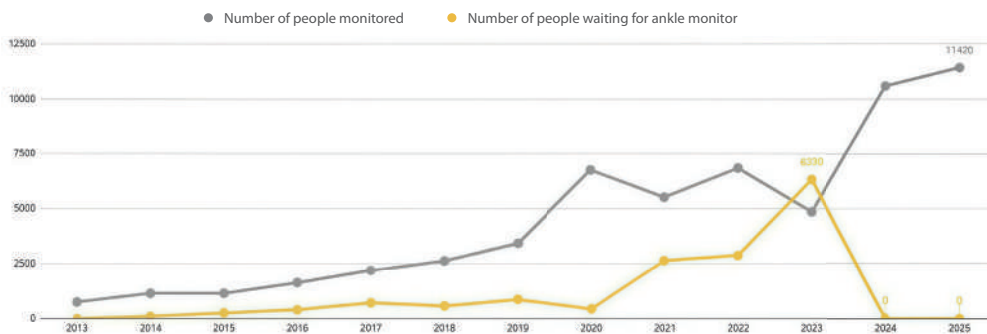
In 2024, all court orders for the installation of electronic ankle monitors were fulfilled by the PP, eliminating a historical backlog that reached approximately 6,000 convicts. This was achieved in just four months, between January and April, thanks to a task force comprised of staff from the Electronic Monitoring Department (DME) and the Penal Monitoring Institutes (IPME), operating in the state's ten prison regions.

The court orders were enforced thanks to a contract signed in November 2023, which quickly guaranteed the necessary supply of equipment. The current contract allows the simultaneous use of up to 14,000 electronic monitoring devices.

In June 2025, the PP's electronic monitoring system tracked 12,361 people, representing a monthly investment of R\$3,200,870.12 by the State.

### Graph 17 - Growth in the number of people being monitored

Source: Electronic Monitoring Department - Penal Police.



#### 4.9.1 Monitoring of house arrests

In 2023, the State began a firmer and more structured approach to monitoring individuals held under simple house arrest, that is, those serving sentences at home without the use of electronic ankle monitors. The main objective of this measure is to strengthen public security, ensure effective enforcement of sentences, and prevent the occurrence of new crimes.

The competent bodies began to coordinate and carry out the aforementioned actions in an integrated manner throughout the State, enabling more effective and comprehensive monitoring. This strengthened the credibility of the penal system and expanded the State's capacity to respond to potential violations, ensuring greater protection for society.

#### 4.10 PENAL TREATMENT AS THE FOUNDATION OF SECURITY: WORK, HEALTH AND EDUCATION

Penal treatment, when based on sound public policies, represents one of the most effective strategies for promoting security, human dignity, and a culture of peace.

The construction of new prison units in the State provides structured and improved environments for the integrated implementation of work, health, and education policies, with classrooms, production workshops, and spaces for health care, reinforcing the importance of penal treatment as an instrument of citizenship.

### Figure 60 - New workspace structures in the prison system

Source: Jürgen Mayrhofer – SSPS.



Laundry room of the Charqueadas State Penitentiary II  
Source: Jürgen Mayrhofer – SSPS.



Work Pavilion, Canoas Penitentiary I  
Source: Rodrigo Borba - Penal Police.

**Figure 61 - New education space structures at the Charqueadas State Penitentiary II**

Source: Jürgen Mayrhofer – SSPS.



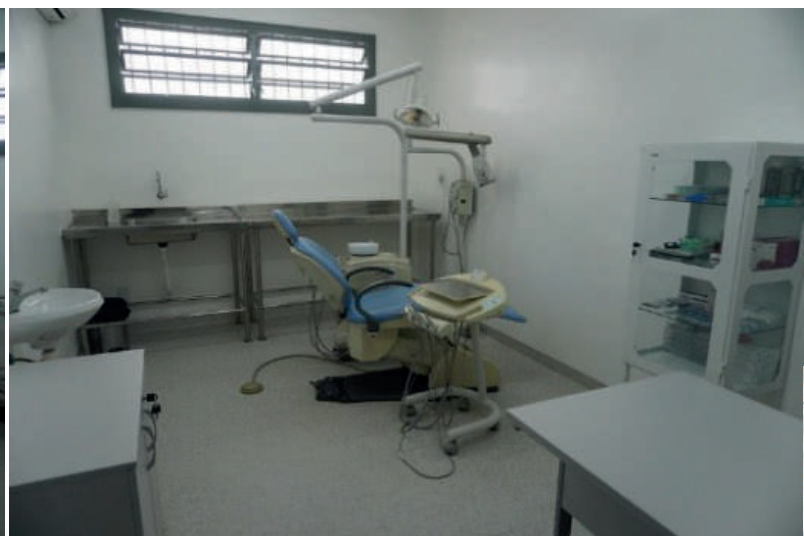
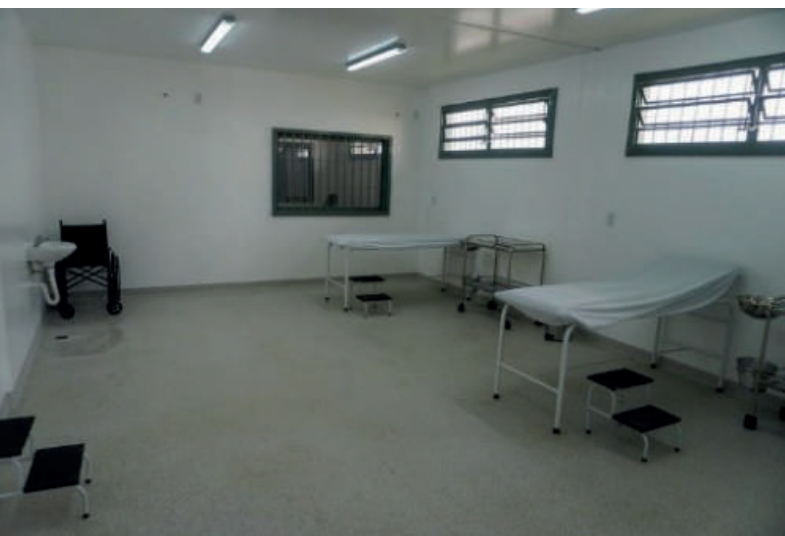
Classroom at the Charqueadas State Penitentiary II



Library of the Charqueadas State Penitentiary II

**Figure 62 - Primary Health Care Unit at Charqueadas State Penitentiary II**

Source: Jürgen Mayrhofer – SSPS.



Investing in effective public policies within the prison system represents not only compliance with the law, but also the notion that work, health, and education can transform lives. When properly managed, the penal system allows for the return of better individuals to society, with greater autonomy, restored emotional bonds, and the ability to rebuild their lives in a dignified manner. Promoting social reintegration is, above all, about preventing re-offense and strengthening social peace.

**4.10.1 Prison labor**

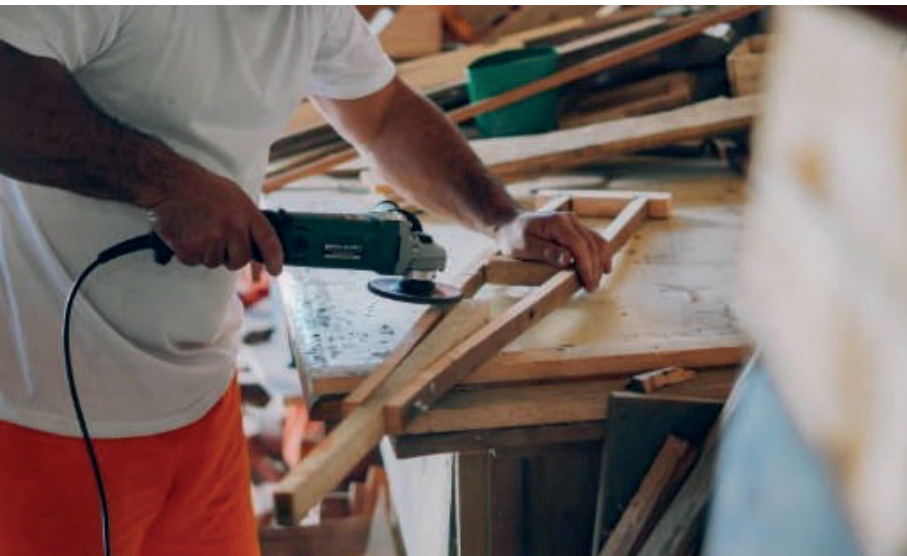
In Brazil, prison labor is conducted under the National Policy for Labor in the Prison System (PNAT), which seeks to ensure qualification, income generation, and citizenship for PDLs. In Rio Grande do Sul, this commitment is materialized through the State Plan for labor and income within the Prison System, which sets targets and organizes inter-institutional partnerships.

Labor can be carried out both inside and outside the prison facility, depending on the legal and operational conditions of each prison unit. The activities carried out are diverse, including product manufacturing, administrative services, handicrafts, vegetable farming, among others. In some cases, the work is paid, in accordance with current legal regulations, while in others it is carried out on a voluntary basis. It is worthy of note that work, when recognized and formalized, can contribute to the remission of sentence, that is, to the reduction of incarceration time.

In 2025, the state ended the year with a prison population of 52,891 inmates, of which about 16 thousand were engaged in some type of work. Of those engaged in these activities, more than 5,500 are paid. The PP maintains 241 Cooperation Agreements with private companies, 79 with municipalities, and 30 with public agencies and non-profit organizations, allowing inmates to work in various activities.

A notable example is the Basic Health Unit Revitalization Program, which enables municipalities to recover or

**Figure 63 - Prison labor**



Santa Maria State Penitentiary  
Source: SSPS Collection.



Concrete Products Factory at  
the Pelotas Regional Prison  
Source: Collection of the Penal Police.

**Figure 64 - Prison labor in the municipality of Canoas**



Canoas State Penitentiary I  
Source: Rafael Marin - Penal Police.



Canoas Prison Complex  
Source: SSPS Collection.

maintain health facilities with the support of PDL labor. To participate, incarcerated workers must be serving their sentences in semi-open or open regimes.

This Program, established by Administrative Order GM/MoH N. 1,698/2021, aims to improve and revitalize the physical structure of Basic Health Units (UBSs), as well as promote access to work and social reintegration for PDLs.

#### 4.10.2 Health

In the field of health, the National Policy for Comprehensive Healthcare for People Deprived of Liberty (PNAISP) guarantees access to primary care within the Unified Health System (SUS). Rio Grande do Sul is a pioneer in this area: it has relied on state co-financing since 2006 and municipalization of basic prison healthcare, inspiring the national model.

Currently, 51 prison units have Primary Health Care Units (UBS Prisional), reaching approximately 86.2% of the population in closed custody. Prison Primary Care Teams (EAPP) provide continuous and humane care, with an emphasis on controlling diseases such as tuberculosis, hepatitis, and

syphilis. They also play an essential role in the anti-asylum policy, according to CNJ Resolution N. 487, preventing compulsory hospitalization practices and guaranteeing the right to mental health in freedom, respecting the dignity and fundamental rights of incarcerated individuals.

#### 4.10.3 Education

Prison education is ensured by the National Policy for Education in Prisons, which focuses on providing regular education, literacy programs, vocational training, and access to reading programs.

In 2025, Rio Grande do Sul took a decisive step by consolidating its State Prison Education Plan, which coordinates the justice, education, and prison administration systems to guarantee the right to learning. In December 2025, the prison system registered 11,430 persons deprived of liberty (PDLs) engaged in educational activities. Of this total, 5,915 were attending formal education, which included elementary, secondary, technical, under-graduate and graduate education. There were 415 PDLs participating in vocational training activities, and 5,636 were participating in sentence remitting by reading programs.

### Figure 65 - Graduation ceremony for NEEJA students at the Porto Alegre State Penitentiary

Source: Rafael Marin - Penal Police.



**Figure 66 - Closing ceremony of the creative sewing course at the Guaíba Women’s State Penitentiary - “Envolve-se” Program of Sesc /RS**

Source: SESC/RS.



During the same period, there were 29 State Youth and Adult Education Centers (NEEJA), one state elementary school in a semi-open regime (Miguel Dario) and 39 Decentralized Youth and Adult Education Classes (TDs) in operation. In total, 69 prison establishments had spaces for provision of formal education, either at the elementary or secondary level. In addition, 21 establishments referred inmates to external schools — including all Monitoring Institutes and some semi-open regime units. Higher education was also present in the prison system: 20 establishments provided facilities for inmates to take undergraduate or graduate courses through distance learning.

The expansion of available places, the promotion of reading projects, and access to the National Examination for Certification of Competencies of Young People and Adults (ENCCEJA) are evidence of this transformation. For example, in the 2025 edition of ENCCEJA PDL, a total of 10,585 PDLs in the Rio Grande do Sul prison system enrolled to take the exam - a growth of about 26% compared to 2024, reaching the highest number in the state’s history.



## FINAL CONSIDERATIONS

“We might lack the necessary distance in time to understand the historical importance of this moment!” I first uttered that phrase, overcome by undisguised emotion, in the then packed and sought-after Negrinho do Pastoreio Hall of the Piratini Palace, headquarters of the Government of the State of Rio Grande do Sul, during the launch of the RS Seguro Program, on February 28, 2019.

It is well known that there is no magic formula for dealing with the issue of crime, especially violent crime, as multiple factors contribute to this social phenomenon. In fact, the social world is an interactive entity of enormous complexity in which any particular social intervention can only have a limited effect on other social events. Furthermore, one cannot ignore that calculating this effect is always difficult.

Therefore, it is essential that these phenomena be observed through careful and scientific analysis of the data. Clearly, it’s not just about dealing with numbers, because behind them are people, a lesson in empathy and humanity left by Hans Rosling in *Factfulness*. But it seems crystal clear that we need to invest in consistent public policies that deliver better results.

It is also important to consider that political and financial systems are generally based on powerful financial and social incentives aimed at the short term, at immediate results. We often avoid questions whose answers would be inconvenient truths, something we intentionally refuse to acknowledge: “the unknown known,” as defined by Slavoj Žižek. It is indeed necessary to opt for long-term investments to avoid problems before they become larger or more difficult to solve, as Michele Wucker (2021) explains

in her book *O Rinoceronte Cinza*. Good decisions, made well in advance, can make all the difference, especially when based on long-term planning.

For this reason, the RS Seguro Program is based on the premise of directing efforts towards qualified repression – in its entirety – but also towards prevention, involving all branches of government, institutions, and community stakeholders, with strategic planning and actions in the short, medium, and long term. And, especially in prevention efforts, the aim is for the people who will benefit from the State’s actions to be able to actively participate in the decision-making process, experiencing the necessary sense of belonging.

Undoubtedly, there is still much to be done, as the topic deserves constant and relentless monitoring. Furthermore, it is necessary to maintain constant progress in strategic actions, especially those that will enable true social change.

In seven years, the RS Seguro Program strengthened the integration between security forces and the Criminal Justice System, with investments in intelligence and Data Science. It has become a national and international benchmark in public security management, establishing itself as one of the most successful models in Latin America. By prioritizing the preservation of life, it has reduced all major crime indicators. But the Program went further: it understood that public security involves not only policing, but also prevention in the most vulnerable areas and improving the prison system. The results show that we are on the right track. Accurate diagnosis, well-founded decisions, and historic investments have made Rio Grande do Sul a safer state.

**Antonio Carlos Pacheco Padilha**

Executive Secretary of the RS Seguro Program

## Quotes from authorities about the RS Seguro Program

I am very honored to undertake the mission of opening these pages that document RS Seguro, a program that sprang from practical experience in security and a commitment to science-based public policies. Throughout more than three decades of public service as a Civil Police commissioner, directing investigation departments and working on the front lines in emblematic cases in Rio Grande do Sul, I learned that results are only achieved through technical work, institutional discipline, and dialogue among stakeholders. This journey has allowed me to understand, from the inside, the weaknesses and potential solutions of our security system.

In 2017, upon taking office as Public Security Secretary for the municipality of Canoas, I began to implement what I called the three “I’s”: integration, intelligence, and qualified investment. These three practical words have proven essential in increasing the efficiency and impact of security actions.

During the 2018 campaign, I participated in designing, within the government plan, the framework of what would later become the RS Seguro Program. In 2019, upon taking office as vice-governor and accumulating the position of State Public Security Secretary, I had the opportunity to turn this design into a structuring program — the first major program launched during the administration I led alongside Governor Eduardo Leite. The launch, on February 28, 2019, marked the beginning of a cross-cutting and long-term strategy.

Why did RS Seguro work? Because it was an institutional construction supported by clear pillars:

- creation and maintenance based on scientific evidence;
- efficient and committed governance;
- complete integration between security forces and government branches;
- institutional maturity of security structures;
- stripping down and modernization of the prison system;
- dedication of security personnel;
- the largest investment in security in the recent history of Rio Grande do Sul: more than R\$3 billion.

These elements, combined with technical rigor and administrative discipline, have led to a reduction of crime rates to the lowest levels in history and established security as a driver of social and economic development in our state. What we present here is not just a report of measurements, it is a political and technical handbook on how we turned the game around in Rio Grande do Sul.

More than just reducing crime rates, the RS Seguro Program has left a legacy: proof that security can be a state policy, not just a government policy. A victory for society! May this book serve as a reference for managers, researchers, and citizens committed to development, for this is the path to guaranteeing a freer, fairer, and more prosperous future for the next generations.

### **Ranolfo Vieira Junior**

Former governor and former Public Security Secretary

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The primary function of any state, as is widely known, is to guarantee the security of its citizens. The pacification of social tensions to safeguard individuals and their rights is the foundation upon which human, economic, and social development is built.

However, atypical behaviors lacking in a sense of community continue to undermine peace and the full exercise of citizenship. This reality requires attentive and decisive action from public authorities in the search for solutions to conflicts,

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responding to identified needs, promoting effective improvements for the well-being of the community, and contributing to a more just and peaceful society.

It is in this context that the RS Seguro Program exhibits its greatest virtue. Through a well-structured governance process, with regular meetings to integrate all state security forces, the management mechanism introduced a cultural shift. Now institutionalized through daily practice, the ongoing coordination of efforts at all levels of public security management allows for the coordination and use of resources in a selfless, agile, and timely manner.

The results speak for themselves. Countless records in the reduction of violence and crime indicators demonstrate that the governance of RS Seguro, combined with the daily efforts of public security staff, results in effectiveness. Moreover, they allow for a virtuous cycle in which today's security meets tomorrow's development, allowing the population to hope for ever better times.

### **Mario Yukio Ikeda**

Former commander-general of the Military Brigade and current Public Security Secretary

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The RS Seguro Program has been establishing itself as an important tool in the fight against crime. It is an example not only nationally, but also for the world. Among its four pillars, the one focused on reducing crime rates has been a benchmark for researchers and scholars, and the figures have been falling considerably in Rio Grande do Sul. Homicides, robberies resulting in death, and thefts of pedestrians, vehicles, commercial establishments, banks, or even in public transportation have been plummeting year after year since its implementation in 2019.

Throughout its seven years, the RS Seguro Program has been breaking historical records in terms of reductions in indicators, which began to be measured in 2010. In 2023, many said that Public Security statistics had already reached a plateau and that it would be impossible to further reduce violence indicators. Nevertheless, we ended 2023 as the safest year. And the year 2024 also followed the same trend and was even better than the previous one.

But what is the impact of this? A safer environment where citizens can move around more peacefully, whether to study, go for a walk with their family, or work. And on this last point, it's also worth highlighting that the business sector feels more comfortable to invest, produce, and create new jobs. Currently, this is perhaps the most important variable, apart from the country's economic scenario, affecting credit ratings from risk rating agencies, the volatility of the dollar and the euro, tax rates, and even the political landscape.

With these results now consolidated, it is already possible to see many new investments in Rio Grande do Sul. Businesses are being attracted in important sectors for the economy of Rio Grande do Sul, such as automotive, aviation, tourism, metalworking, winemaking, furniture, among others.

Finally, it is worth highlighting that when entrepreneurs choose a location to establish their business, they assess the safety of that neighborhood and city. Ultimately, just as important as analyzing the available workforce, proximity to suppliers and consumers, viable logistics, and taxes compatible with their activity, is ensuring that staff can work in an environment where they can arrive and leave safely.

### **Sandro Luciano Caron de Moraes**

Former Public Security Secretary

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“By joining the RS Seguro Program, the Judiciary is contributing to a very well-structured action plan by the State Government. It is developed along four axes, with strict adherence to the areas of operation, in addition to demonstrating a great level of maturity of the institutions, confirming the harmony between the Branches. It provides, in an unprecedented way, a theoretical basis for public security policy, which involves various institutional actors. We acknowledge the State Government and all those involved in this beautiful construction.”

**Justice Alberto Delgado Neto**

President of the TJRS (Court of Justice of Rio Grande do Sul)

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“The RS Seguro Program represents a milestone in public security in Rio Grande do Sul. Its importance lies in the coordination of multiple institutions, creating a unified front against crime. In this scenario, the participation of the Public Prosecutor’s Office of Rio Grande do Sul is fundamental. The partnership between our institution and the security forces, combined with the engagement of other entities, has generated significant results in crime reduction. This strategic partnership, which is a pillar of the Program, shows that inter-institutional collaboration is the path to a safer State.”

**Alexandre Sikinowski Saltz**

Attorney General of the Public Prosecutor’s Office /RS

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“The RS Seguro Program inaugurates a new chapter in the history of public security in the State, integrating the security forces, the Judiciary and the Public Prosecutor’s Office to identify problems in the fight against violent crimes and address them, every day. The work is carried out using a method aimed at clear objectives, in a coordinated and integrated manner, implementing measures to improve the investigation of crimes and ensure timely judicial processing in order to eliminate impunity. The program includes special attention to prisons, adopting practical and effective measures to reduce the risks of escape and the use of cell phones by inmates. RS Seguro represents a commitment of the institutions that comprise it, with a view to reducing violent crime and promoting the common good. It deserves to become a State program, so as to guarantee its continuity, regardless of who is elected governor.”

**Ana Luísa Chiodelli von Mengden**

Regional Prosecutor of the Republic of the Federal Public Prosecutor’s Office of the 4<sup>th</sup> Region

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“The success of RS Seguro lies in its methodology for generating statistics with concrete applicability, transforming and monitoring scenarios efficiently. The difference it has made in the area of public security since its implementation is undeniable. The program has significantly reduced violent crime rates, brought more peace of mind to the people of Rio Grande do Sul, brought closer together the institutions that are key to addressing this issue, won the unconditional support of the State Government, and debunked the idea that crime cannot be significantly reduced through effective public policies. Finally, one cannot overlook the Program’s capacity to generate individual incentives for professionals in the field, promoting healthy and productive competition to achieve the best results in each neighborhood, city, or region. The Federal Police feels privileged to be part of this select and competent group of institutions participating in RS Seguro.”

**Aldronei Antônio Pacheco Rodrigues**

Regional Superintendent of the Federal Police in Rio Grande do Sul

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“Brazil needs hope in the area of public security. In the context of rising crime, rife with populism, disordered emotions, and “more of the same” electioneering bravado, Rio Grande do Sul presents us with the RS Seguro Program, a living experience of citizen-focused security, based on data and evidence and intersected with social urban development practices that generate opportunities for the most vulnerable. Seriousness, competence, and innovative boldness to inspire the country and make a difference.”

**Ricardo Balestrieri**

Coordinator of the Center for Social Urbanism and Public Security  
at Inspere Cidades, and former National Secretary of Public Security

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“In our RS Seguro Program, the prison system is one of the key pillars. Therefore, the positive results in public security are also a consequence of record investments and the government’s attentive focus on this area. We have already completed the historic work on the CPPA, the prisons of Sapucaia do Sul, Bento Gonçalves, Charqueadas II and III, Rio Pardo, Canoas I, NUGESP and the MSM of PASC. We are still building the new units in Rio Grande, Passo Fundo, São Borja, and Caxias do Sul. We will also build a new prison in Alegrete, in Cachoeira do Sul, and, in an innovative way, a public-private partnership (PPP) in Erechim. Since 2019 until the end of this administration in 2026, the investment will exceed R\$1.4 billion in the purchase of equipment and the construction of new prison facilities, where more than 12,000 places will be created and upgraded. In addition to fighting crime, our work is also focused on social reintegration, and this has been consolidated and strengthened through the project Hands that Rebuild: Every new beginning deserves a chance.”

**Jorge Cladistone Pozzobom**

Secretary of State for Penal and Socio-Educational Systems

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“The RS Seguro Program proves that it is possible to overcome violence. The Program brings together the best research practices, but its greatest value lies in its three-layered governance: the executive committee provides guidelines and engagement from senior management; the thematic chambers produce scalable solutions; the local committees bring the knowledge of the neighborhood. There is no magic; there is good management, respect for the public, and the passion of the professionals involved.”

**José Cesar “Zeca” Martins**

Sociologist and technology investor

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“The RS Seguro Program is one of the best Public Security experiences ever implemented in Brazil and throughout Latin America. Integration, targeting, proactivity, and the intensive use of crime analysis are examples of Evidence-Based Public Security. Furthermore, the simultaneous implementation of prevention programs and law enforcement points to a very important path in overcoming violence.”

**Alberto Kopittke**

Executive Director of the Cidade Segura Institute

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“RS Seguro is today one of the most consistent public security policies in the country. This is a results-oriented management policy that promotes integration between the police forces and other bodies within the justice system, as well as other relevant secretariats, ensuring intersectoral coordination in public security policy. Furthermore, it is a methodology based on information management and the use of criminal and public security data. The success of the policy also stems from the direct involvement of the governor, who presides over and coordinates the monthly meetings with all the stakeholders, demonstrating his commitment and leadership regarding the topic. RS Seguro is a great example for Brazil!”

**Carolina Ricardo**

Executive Director of Sou da Paz Institute

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"In recent decades, Brazil has realized the importance of integrating the efforts of different public security forces to improve the State's capacity to guarantee rights, prevent violence, and fight crime. RS Seguro is one of the programs that helped raise this awareness and, without a doubt, is an example of inter-institutional dialogue and how the priority given by political leadership makes a huge difference in building an environment of cooperation and modernization of public policies".

**Renato Sergio de Lima**

CEO of FBSP and professor at FGV EAESP

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"RS Seguro is the best designed results-oriented management program in the area of public security in Brazil. Its designers drew inspiration from the New York CompStat model and its Brazilian versions to create a program with very successful elements: focus on municipalities with the highest rates of violence and coordination of agencies, through periodic meetings, for data analysis and discussion of best practices and areas of concern."

**Joana Monteiro**

Professor at FGV /EBAPE and director of Leme – Laboratory for Violence Reduction

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"RS Seguro represents the joining of efforts towards public security based on intelligence, integration and prevention. As Commander-General of the Military Brigade, I see in this Program a historic opportunity to transform lives, breaking cycles of violence and inequality. It is a commitment that strengthens public trust and projects a safer, fairer, and more humane future for generations to come."

**Colonel Cláudio dos Santos Feoli**

Commander-in-Chief of the Military Brigade

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"The RS Seguro Program, through its integration, intelligence, and qualified investment guidelines, has enabled the CBMRS to truly interact with other state public security agencies in reducing the main crime indicators in our state, while emphasizing institutional intelligence, the inclusion of fire prevention and protection inspections in integrated operations, and the formulation of the RS Government's investment and modernization plan."

**Julimar Fortes Pinheiro**

Commander-General of the CBM

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"The RS Seguro Program is crucial to the significant reduction in crime rates in the State. Through integration between government entities, it promotes structural measures in the pursuit of permanent solutions. In this context, Detran RS plays a leading role in programs such as Peça Legal, which contributes to reducing crime through the regulation of the auto parts trade, and Balada Segura (Safe Night Out), which promotes systematic actions aimed at reducing traffic accidents."

**Edir Pedro Domeneghini**

Director-General of DETRAN of RS

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“In the RS Seguro Program, implemented by the Government of Rio Grande do Sul in 2019, the forensic examinations carried out by the General Institute of Forensics (IGP) have been, and are being, increasingly valued given their importance in public security policies. Throughout these years, within the four pillars of RS Seguro, the IGP has received massive investments in equipment, vehicles, and personnel, consolidating itself as an essential activity in the production of robust technical evidence capable of providing the necessary support to investigations and judicial processes. The work of the IGP therefore contributes directly to reducing crime rates by supporting the actions of other security forces involved, increasing public confidence in public institutions. RS Seguro, a comprehensive strategic management plan, fosters the integration of all those involved in public security actions, proving to be extremely effective, as evidenced by the excellent results obtained.”

**Paulo da Cruz Barragan**

Director-General of the IGP

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“The RS Seguro Program integrated public security forces, mainly the Civil Police and the Military Brigade, for an effective fight against violence and to confront organized crime, and in these six years we have had important results with the reduction of crime indicators.”

**Heraldo Chaves Guerreiro**

Chief of the Civil Police

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“The RS Seguro Program has established itself as a landmark in public management, going beyond traditional actions and promoting an unprecedented coordination among different forces and state policies. The prison system in Rio Grande do Sul was included in the fourth axis, which provided for strategic constructions and structured planning, resulting in concrete progress. This evolution has strengthened internal discipline and expanded state control in establishments, resulting in a greater sense of security for the population of Rio Grande do Sul.”

**Sergio Ilha Dalcol**

Superintendent of the PP of Rio Grande do Sul

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“As a public security researcher for over 25 years, I am pleased to welcome RS Seguro, one of the most promising programs currently underway in the country and a true nautical chart indicating the direction to safe harbor: results-oriented and evidence-based management; strategic planning for the short, medium, and long term; qualification of police work; promotion of cross-sectoral actions for the social prevention of crime and, primarily, strong investment in early childhood; and all of this under the direct leadership of the governor himself. Long live RS Seguro!”

**Daniel Cerqueira**

Researcher at IPEA, coordinator of the Violence Atlas, and advisor to FBSP

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“The RS Seguro Program, which is celebrating its sixth anniversary, has produced a small revolution in public security in Rio Grande do Sul. Based on extensive information sharing among various levels of administration and intelligence, it has achieved a significant reduction in crime rates. Homicides fell from 28 per 100,000 inhabitants in 2017 to 13 in 2024, a 54% reduction. The positive figures are also seen in vehicle robberies, with an 87% decrease; robbery of pedestrians, a 78% drop; home burglary, a 71% drop; and burglary of commercial establishments, an 83% drop; always comparing 2024 to 2017. This is an extraordinary reduction in such a short period of time. Hopefully, this experience will be replicated in other states”.

**Samuel Pessoa**

Researcher at BTG Pactual and FGV IBRE

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