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Urban Security Operations and Major Events in Brazil: Risk Management and Experience Military personnel in Law and Order Guarantee Operations
Urban Security Operations and Major Events in Brazil: Risk Management and Military Experience in Law and Order Assurance Operations

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SUMMARY

The use of the Armed Forces in Law and Order Guarantee (GLO) operations constitutes an exceptional mechanism for the Brazilian State's response to situations that compromise public order, demanding planning, intelligence, logistics, and inter-institutional coordination capabilities. This study analyzes urban security operations and the use of the Armed Forces.
This study examines the role of armed forces in GLO (Guarantee of Law and Order) operations in Brazil, with an emphasis on experiences developed in Rio de Janeiro and the security of the Rio 2016 Olympic Games, seeking to identify risk management capabilities applicable to different operational contexts. It is a bibliographic and documentary research study, with a qualitative and descriptive-analytical approach, based on academic publications, institutional documents, and studies on GLO, urban security, and major events. The results highlight an evolution of the capabilities employed in Operations Rio, Arcanjo, São Francisco, and Rio de Janeiro, in the 2018 Federal Intervention, and in the Rio 2016 Olympic Games in the fields of intelligence, operational planning, log Interinstitutional coordination. The analysis demonstrates that these capabilities have the potential to be transferred to the security of large events, provided they are adapted to the temporal, territorial, and institutional characteristics of each context. It is concluded that risk management is a relevant tool for systematizing operational experiences, anticipating threats, and guiding preparation and response to complex security scenarios.
Keywords: Law and Order Enforcement; Armed Forces; Risk Management; Urban Security.

ABSTRACT

The use of the Armed Forces in Law and Order Guarantee (GLO) operations is an exceptional mechanism for the Brazilian State's response to situations of public order compromise, requiring planning, intelligence, logistics, and interinstitutional coordination capabilities. This study analyzes urban security operations and the use of the Armed Forces in GLOs in Brazil, with emphasis on the experiences developed in Rio de Janeiro and the security of the Rio 2016 Olympic Games, seeking to identify risk management capabilities applicable to different operational contexts. This is a bibliographic and documentary research, with a qualitative approach and descriptive-analytical character, based on academic productions, institutional documents, and studies on GLO, urban security, and major events. The results show an evolution of the capabilities employed in Operations Rio, Arcanjo, São Francisco, and Rio de Janeiro, in the 2018 Federal Intervention, and in the Rio 2016 Olympic Games in the fields of intelligence, operational planning, logistics, specialized preparation, population protection, and interinstitutional coordination. The analysis demonstrates that these capabilities have the potential to transfer to the security of large events, as long as they are adapted to the temporal, territorial and institutional characteristics of each context. It is concluded that risk management is a relevant instrument to systematize operational experiences, anticipate threats and guide the preparation and response to complex security scenarios.
Keywords: Guarantee of Law and Order; Armed Forces; Risk Management; Urban Security.

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1. Introduction

The use of the Armed Forces (AF) in Law and Order Guarantee (GLO) operations constitutes one of the exceptional mechanisms used by the Brazilian State in the face of serious situations compromising public order, in which ordinary public security instruments are They prove insufficient to respond to the circumstances. Over the last few decades, this type of The operation came to integrate different contexts of military action within the national territory, encompassing urban security actions, support for public security agencies, protection of strategic areas and Participation in the security of large events. In this context, military action began to require... Planning, threat assessment, risk management, and coordination between different institutions. The use of the Armed Forces in activities related to public security falls within a... dynamics of federative cooperation between the Union and the states, observing the principle of subsidiarity, according to which subnational entities have priority in actions ordinary public safety operations, while federal employment occurs in exceptional circumstances. and within the established legal parameters (De Lima; Euclimar Menezes, 2023). In this way, the GLO operations should be understood as instruments of state response to situations. specific needs that require additional planning, mobilization, and coordination capabilities. Brazilian history demonstrates that the use of the Armed Forces in operations of this nature... It has taken on different configurations throughout the evolution of security scenarios. In Rio de Janeiro, operations carried out in urban areas marked by the presence of criminal organizations These constituted important experiences in military employment in highly complex environments. Operational. Operations such as Rio, Arcanjo, São Francisco and Rio de Janeiro, in addition to the Intervention. Federal law of 2018 provided experiences related to territorial control and protection of population, coordination with public security agencies, operational planning and Crisis management.

In parallel with operations focused on urban security, the holding of major international events. The FIFA World Cup increased the demands on Brazilian defense and security systems. The 2014 Olympic Games and the Rio 2016 Olympic Games demanded design structures capable of integrating different elements. government bodies and levels, taking into account the presence of authorities, athletes, tourists and large groups. population contingents, as well as the protection of sports facilities, transportation systems and other strategic infrastructures.

The Rio 2016 Olympic Games, in particular, represented a significant security challenge. national due to the international scope of the event and the need for preparation for different threat scenarios. The security structure adopted involved coordination between Defense and Security.

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Public and Intelligence, as well as inter-institutional cooperation and the sharing of Information. The Armed Forces' actions in this context also required specific preparation. for terrorist threats, cyber incidents, emergencies and potential occurrences capable of to compromise the functioning of the competitions and the safety of participants and spectators. In this environment, risk management plays a strategic role. The identification of threats, the vulnerability analysis, scenario building, contingency planning, and preparation. The forces are fundamental elements for the prevention and response capacity of State. The accumulated military experience in urban operations and large events demonstrates that Contemporary security depends on an integrated approach, in which information and resources... human resources, technological means, logistics, and inter-institutional coordination should be articulated to characteristics of each operational scenario.

The relevance of this discussion is therefore related to the need to understand how Military experiences developed in different Brazilian contexts contributed to the improving security capabilities in situations involving high concentrations of people population, asymmetric threats, criminal organizations, strategic infrastructure and The need for a quick response. Analyzing these experiences also allows us to identify operational skills for the immediate deployment of force, including intelligence, risk management, Interagency coordination and preparedness for crisis situations.

Given this context, this study aims to analyze urban security operations and the Participation of the Armed Forces in Law and Order Guarantee operations in Brazil, with emphasis based on experiences developed in Rio de Janeiro and in the security of the Rio 2016 Olympic Games, highlighting the risk management mechanisms and integrated action employed in these different scenarios.

Despite the experience accumulated by the Brazilian Armed Forces in urban and large-scale operations events, it remains little explored how the knowledge developed in these two environments They can be systematized from a risk management perspective, and what capabilities are transferable? between permanent urban operations and temporary events with high population concentration. Given this gap, the study seeks to answer the following research question: what capabilities of risk management strategies developed by the Armed Forces in urban security operations in Rio de Janeiro Can these issues be identified and transferred to the security planning of large events in January?

To achieve this objective, a bibliographic and documentary research was carried out, using an approach... Qualitative and descriptive-analytical in nature, based on academic productions and documents. institutional studies and research related to Law and Order Guarantee operations, and the actions of Armed forces in urban environments and the security of large events. The analysis was organized to

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starting with the historical and operational evolution of GLOs in Brazil, followed by an examination of the main... experiences developed in Rio de Janeiro and analysis of the security structure adopted in the Games. Rio 2016 Olympics.

The study is structured in eight sections. The first presents the introduction, the research problem, the objectives and methodological procedures. The second develops the theoretical framework on Military employment in internal security and risk management. The third presents the historical context and The regulations governing Law and Order Guarantee operations in Brazil. The fourth section analyzes the main... Operations carried out in Rio de Janeiro. The fifth examines the security of the Rio 2016 Olympic Games. through the application of the proposed risk management model. The sixth section presents a discussion of Results. The seventh section presents the study's limitations, and the eighth section contains the final considerations.

2. Theoretical Framework

2.1 Military employment in internal security

The use of the Armed Forces in activities related to internal security constitutes a measure exceptional, the use of which is conditional upon the circumstances provided for in the legal system. Brazilian. In the context of Law and Order Guarantee (GLO) operations, military action occurs. episodically, in a defined area and for a determined period, with the purpose of preserving the Public order, the safety of people and property. This characteristic differentiates the job. military personnel in internal security, within the ordinary duties of public security agencies, and establishes specific limits for the actions of military institutions (Brazil, 2014; Diniz Rocha, 2022).

The exceptional performance of the Armed Forces must also be understood from the principle of subsidiarity. In the Brazilian model, state agencies and other institutions responsible for Public security forces are the ordinary actors in preserving order, while the employment of Armed forces are deployed when available instruments prove insufficient to respond. a given situation. Subsidiarity, therefore, functions as a delimiting element of military action and as a mechanism for coordination between different levels of government (De Lima; Euclimar Menezes, 2023).

The distinction between defense and public security constitutes another relevant aspect for understanding... employment model. Although they have distinct institutional functions, the two fields can... to introduce areas of intersection in exceptional situations, when threats to public order require it. capabilities that exceed the resources available to civilian agencies. In these circumstances, the The Armed Forces' actions require coordination with the institutions responsible for security.

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public, avoiding the permanent replacement of these structures and prioritizing complementarity of capabilities.

In this context, interagency operations take on a central role. Joint action between Defense, Public Security, Intelligence, and other institutions allow for the sharing of information and integration. Resources and coordinate responses to threats that have multiple dimensions. Experience Brazilian expertise in urban operations and large events demonstrates that response capacity depends of the military personnel employed, the capacity for institutional integration, joint planning and the flow of information between the different actors involved.

Military operations in urban environments also generate debates about the militarization of security. public. The prolonged presence of the Armed Forces in activities assigned to civilian bodies may to raise questions about the boundaries between defense and public security when the action involves Direct contact with the civilian population. For this reason, the analysis of GLO operations must consider the operational capabilities developed, the results achieved, and the legal parameters and institutional factors that condition the use of force.

2.2 Risk management in security operations

Risk management applied to security operations can be understood as a process. A systematic approach designed to identify threats, recognize vulnerabilities, and estimate the probability of... occurrence of adverse events, assess their impacts and establish prevention and response measures. and recovery. In environments characterized by high population density, infrastructure Criticism and multiplicity of institutional actors, this process allows for the organization of information and Establish priorities for decision-making.

In this study, risk management is operationalized through five analytical steps: threat identification, vulnerability identification, probability assessment. occurrence, assessment of potential impact, and definition of prevention and response measures. A The combination of probability and impact allows us to establish the relative risk level of each. The scenario analyzed allows for the comparison of threats of different natures according to common criteria. Applying this procedure does not imply assigning statistical probabilities to events when The documents analyzed do not present sufficient data for this type of measurement. In these In these cases, the classification is qualitative and comparative in nature, being constructed based on... characteristics of the scenarios identified in documentary and academic sources. In this way, the The model allows for systematizing the analysis without producing numerical estimates that cannot be... empirically supported.

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For the purposes of this study, risk analysis will be applied to the threat scenarios identified during The planning for the Rio 2016 Olympic Games. Based on these elements, the following will be considered. relationships between threat, vulnerability, potential impact, preventive measures, capacity of response and resources mobilized. The model will also be used as a reference to identify Which capabilities developed in urban security operations have transfer potential? for the security of large events.

2.3 Analytical model for comparing operations

For the comparison of the urban security operations analyzed in this study, the following were established: categories related to the operational environment, objective of the operation, personnel employed, main risks, developed capabilities, and key lessons learned. These categories allow organizing information from different experiences into a comparable structure, considering the specificities of each operational context.

The comparative analysis therefore considers the quantitative use of the Armed Forces, of planning procedures, intelligence, logistics, inter-institutional coordination, territorial control, population protection, and response capacity developed or improved throughout the operations.

The categories used guide Table 1 and allow for the identification of patterns in the evolution of Military capabilities employed in urban environments. The objective is to verify which capabilities They have a cross-cutting nature and can contribute to the security planning of large events. events.

3. Historical and regulatory context of Law and Order Guarantee Operations

3.1 Historical evolution of GLOs

Law and Order Guarantee Operations (GLO) constitute a modality of employment of Armed forces in exceptional situations that compromise public order, characterized by- whether through the temporary and limited actions of military institutions in activities related to Internal security. In the Brazilian context, the participation of the Armed Forces in maintaining the Order and internal security has become a recognized responsibility in situations where ordinary public safety instruments prove insufficient to respond to certain crises (Diniz Rocha, 2022).

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The development of this operational model dates back to the 1990s, a period in which the use of
The Armed Forces' involvement in public security activities has gained greater visibility. Their actions...
The military presence during the ECO-92 conference in 1992 and Operation Rio in 1994 contributed to consolidating, in
During the New Republic period, there was a perception that public security is one of the functions...
performed by the Armed Forces in exceptional situations. According to Diniz Rocha (2022), the
Operation Rio was also important for legitimizing the military institution in the eyes of society.
by reinforcing its role in fulfilling constitutional duties related to maintaining the
order.

According to Diniz Rocha (2022), from the 2000s onwards, a greater frequency of employment was observed.
of GLOs as a mechanism to respond to crisis situations and disruptions of order, which broadened
The presence of the Armed Forces in contexts attributed to civilian public security agencies.

3.2 Legal and doctrinal framework

The institutionalization process advanced during the second term of the Fernando Henrique Cardoso administration.
Henrique Cardoso, with the enactment of Complementary Law No. 97, of June 9, 1999, which
It established general rules for the organization, preparation, and employment of the Armed Forces.
This legislation constitutes an important regulatory framework for defining the conditions of employment for
military institutions in subsidiary activities related to national security and maintenance of
public order (Diniz Rocha, 2022).

Subsequently, Decree No. 3,897 of 2001 regulated the employment conditions of the Armed Forces.
in the Guarantee of Law and Order, establishing parameters for its actions in matters of a civil nature.
preventive and repressive. In this type of deployment, the Armed Forces can carry out actions of
visible policing, within constitutional and legal limits, when the conditions are met that
They authorize their actions (Pinheiro, 2020).

The legal framework was complemented by Complementary Law No. 117 of 2004, which amended the Law.
Complementary Law No. 97/1999 established that the use of the Armed Forces in GLO operations...
one must consider the depletion of resources intended for maintaining public safety.
(Brazil, 2004).

In doctrinal terms, Law and Order Guarantee operations are defined as operations
military operations determined by the President of the Republic, conducted by the Armed Forces in a manner
Episodic, in a defined area and for a limited period. Its purpose is the preservation of
public order, the safety of people and property, in the face of the actions of Agents of
Disturbance of Public Order (APOP) (Brazil, 2014, pp. 14-15). Authorization for the use of

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The creation of the Armed Forces therefore stems from a presidential decision and is linked to the existence of circumstances that justify exceptional military action (Brazil, 2013).

The actions carried out by troops employed in GLO operations may take on a character...

Preventive or repressive. Preventive actions are aimed at identifying and containing potential threats.

threats to public order, the civilian population, and public property, while repressive actions

They are aimed at neutralizing concrete threats to the established order (Diniz Rocha, 2022).

This distinction highlights that the operations are not limited to a direct response to situations of violence.

It may also involve presence, monitoring, and prevention activities aimed at reducing

the possibility of certain risk scenarios worsening.

The Armed Forces' actions in GLO (Guarantee of Law and Order operations) occur in urban areas where the presence of civilians and the

The actions of agents who disrupt public order impose specific requirements on the use of

strength. Under these circumstances, troop training must include procedures aimed at

graduated and selective use of force, standards of conduct and rules of engagement consistent with the

legal parameters applicable to situations of constitutional normality. This characteristic

It differentiates GLO operations from operations carried out in international armed conflicts.

in which other legal and operational parameters are applied (Souza; Gorrilhas; Neo, 2023).

The unique characteristics of the urban environment also have repercussions on military logistics. The temporary nature

The emergency nature of operations requires rapid and flexible mobilization capabilities, involving the

human and material resource management, troop transportation, maintenance of

equipment and the establishment of the conditions necessary for the continuity of activities.

operational (Vespa; Silva, 2024).

3.3 Expansion of employment contexts

The complexity of GLO operations became evident during the 2014 FIFA World Cup.

when Brazil hosted one of the largest international sporting events ever held in the country.

The event's security required planning, coordination, monitoring, and cooperation between

different institutions, structured through national integration mechanisms. In this context,

Coordination centers were established, including the Integrated Command and Control Center.

National Center for Integrated Command and Control (CICCN), in Brasília, and the Alternative National Integrated Command and Control Center.

(CICCNA), in Rio de Janeiro, while the Armed Forces acted within the established limits.

for Law and Order Guarantee operations. On January 31, 2014, the manual was approved.

A specific GLO (Guarantee of Law and Order) operation aimed at preserving public order during the World Cup.

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Within the Brazilian Navy, the Command of the 1st Naval District (Com1DN) was designated as the Commander of the Naval Component Force, subordinate to the Rio Area Defense Command. Their responsibilities included carrying out presence actions in areas of interest, and employing Naval Patrol (PATNAV), conducting reconnaissance operations in support of naval assets and Monitoring maritime traffic in the vicinity of the Port of Rio de Janeiro in the areas close to the accommodation locations of the foreign delegations (Franco, 2018). The experience contributed to the development of security operations coordination capabilities in major events, expanded during the Rio 2016 Olympic Games.

The use of the Armed Forces in GLO (Guarantee of Law and Order) activities has also been expanded to situations... related to environmental protection. In 2019, in response to the increase in forest fires in In the Amazon region, the Federal Government authorized, through Decree No. 9,985, of August 23, 2019, as amended by Decree No. 10,022, of September 20, 2019, regarding the use of the Armed Forces in actions Law and Order Guarantee efforts focused on environmental protection in the Legal Amazon, in conjunction with public security agencies and institutions responsible for environmental protection (Costa, 2023). The initiative was named Operation Green Brazil, developed in areas along the border strip, lands indigenous lands, federal conservation units, and other federal areas of the member states of Legal Amazon. The actions included preventive and repressive measures aimed at combating environmental crimes, illegal deforestation and wildfires (Brazil, 2019). The first edition It took place between August 24 and September 24, 2019, and was extended for another 30 days, with a duration of... until the end of October of that year (Costa, 2023).

In 2020, the Armed Forces' role in emergency support operations under the Guarantee of Law and Order (GLO) was expanded. due to national security and protection demands. On May 6 of that year, through Decree Operation Green was launched pursuant to Decree No. 10,341, as amended by Decree No. 10,394 of June 10, 2020. Brazil 2, maintaining the structure of the previous operation, but placing greater emphasis on combating deforestation and forest degradation, as a way to prevent fires associated with these practices. Originally planned for 30 days, the operation was extended to 60 days, beginning on May 11th and The deadline was originally set for July 10, 2020. Decree No. 10,421, of July 9, 2020, extended the... Employment of the Armed Forces until November 6 of that year (Costa, 2023; Moreira et al., 2024).

Still in 2020, in the face of the health emergency caused by the COVID-19 pandemic, the Navy Brazil employed specialized capabilities of the Marine Corps through a Group Nuclear, Biological, Chemical and Radiological Defense Marine Corps Operation (GptOpFuzNav-DefNBQR), in coordination with the Eastern Joint Command. The group carried out more than one hundred disinfection actions in areas considered critical, including hospitals, Public facilities and essential infrastructure. These activities were part of Operation COVID-19.

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coordinated by the Ministry of Defense, which mobilized the Armed Forces for prevention and actions.
response to the health emergency (Souza Júnior, 2023).

The evolution of Law and Order Guarantee operations therefore demonstrates an expansion.
progressive contexts in which the Armed Forces can be employed in situations
exceptional, ranging from public safety actions in urban environments to the protection of
major events, environmental protection, and emergency response to health emergencies. This process
It also highlights the need for constant adaptation of military capabilities, with regard to
to training, logistics, inter-institutional coordination, and response capacity in scenarios
characterized by different levels of risk and operational complexity.

4 Urban Security Operations in Rio de Janeiro

Rio de Janeiro has a history of challenges related to public safety, marked by...
The actions of criminal organizations, due to the high population concentration in vulnerable areas and
due to the complexity of the urban environment. In this context, the use of the Armed Forces became
used by public authorities as an exceptional instrument to support security agencies.
public in situations considered critical. The evolution of these operations reveals a process of
expansion and improvement of military capabilities employed in urban environments, in what regard
This refers to planning, troop preparation, and coordination with civilian institutions.

The first major Law and Order Guarantee operations in the fight against crime.
In Rio de Janeiro, these events occurred in 1994, through Operations Rio I and II, with a total force of
Approximately 16,500 members of the Armed Forces were involved. The operations were divided into two phases.
distinct, encompassing 12 favelas in Rio de Janeiro, with a concentration of siege operations and incursions of
short duration, between two and three days.

These operations aimed to cooperate with public security agencies in reducing
of the actions of organized crime. However, the experience also revealed limitations related to
doctrinal preparation of the troops and the inadequacy of the equipment in relation to the characteristics and of
challenges imposed by the urban operational environment (Valente, 2022). The experience gained in this
This period contributed to the subsequent development of the skills necessary for the employment of
Armed Forces in public security operations.

In 2010, the security landscape in Rio de Janeiro remained marked by the presence and actions of
criminal groups. Data presented by the Legislative Observatory of the Federal Intervention in
Public Security officials in Rio de Janeiro recorded 763 favelas in the municipality during that period, which
It represented about 22% of its population, totaling 1,393,314 inhabitants. This data helps

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to assess the social and territorial complexity faced by the institutions responsible for public security (Rio de Janeiro, 2019).

In this context, between 2010 and 2012, Operation Archangel was carried out, with the objective of supporting the Public security agencies in operations carried out in the Penha and Alemão complexes. A The operation represented a new experience in the use of the Armed Forces in urban areas. characterized by the presence of criminal organizations and high territorial complexity, contributing to the development of procedures and capabilities used in other GLO operations carried out in the state.

The preparation of the Armed Forces to operate in large events also gained importance in this context. period. In 2013, the Brazilian government acquired Gepard 1A2 armored vehicles from Germany, having Among its objectives is the use of these resources in the protection of large-scale events held in country, including the Confederations Cup, the FIFA World Cup, the Olympic Games and the visit of Pope Francis (Diniz Rocha, 2022). The acquisition of this equipment demonstrates the effort of adapting military capabilities to new security demands, in light of the need for support for facilities and strategic areas during events with a high concentration of people and international visibility.

The experience gained in previous operations was applied in a significant way in Operation [Operation Name]. The mission to explore São Francisco, carried out between 2014 and 2015 in the Complexo da Maré, aimed to... to contribute to the preservation of public order and to the protection of the population and property in region. The deployment of the Armed Forces was authorized by means of a Presidential Notice, based on... in the Statement of Reasons No. 39, from the Institutional Security Office, dated March 28, 2014, Based on Article 142 of the Federal Constitution and Complementary Law No. 97. The authorization established the deployment of the Armed Forces in the Complexo da Maré region from April 5th. July 31, 2014.

Starting April 5th, the Parachute Infantry Brigade and the Marine Corps Group They participated in the initial effort of the operation, carrying out actions of closure and investment in region and replacing the Military Police personnel employed there. During the initial period, On average, 18 soldiers were deployed for every thousand inhabitants of the Complexo da Maré, which This highlights the scale of military deployment in a densely populated area. This density allows to determine the degree of concentration of personnel adopted in the operation considering the high population concentration in the region (Santos; Migon, 2020).

The adoption of these procedures, while related to operational safety needs, It also raises legal and human rights issues due to military intervention in certain areas. private entities and the need to balance public protection with effectiveness.

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operational. The specialized literature on the Armed Forces' role in GLO confirms, in this
In this sense, the legitimacy of operations depends on the ability to neutralize threats,
compliance with legal parameters and the protection of the civilian population.
The characteristics of the operating environment required specific procedures to reconcile the
security and protection needs of the civilian population. During operations in the Complex of
In Maré, between 2014 and 2015, administrative requests were made for access to certain areas.
residences and the upper areas of buildings. As reported by Souza, Gorrilhas and Neo
(2023), the procedure was formalized by the platoon commander through a document.
Prepared in duplicate, numbered and signed by the Task Force commander, containing the
Street and property identification. One of the lanes was given to the resident, also to reduce risk.
of reprisals from local criminals. Experience demonstrates the need for procedures
operational systems adapted to the specific characteristics of the urban environment and risk conditions.
challenges faced by the population.

The Armed Forces' operations in Rio de Janeiro intensified again starting on July 28th.
in 2017, when, at the request of the Executive Branch, Operation Rio de Janeiro was initiated,
intended to support police institutions in the state's public safety (Fenocchio; Littlefield,
2021). The military deployment of 10,240 security agents occurred in a context of worsening tensions.
of the public security crisis, associated with economic, institutional and social difficulties that
contributed to the deterioration of security conditions in the state (Sá, 2020).
The crisis reached a new stage in 2018, when federal intervention in security was decreed.
public sector of the State of Rio de Janeiro, under federal leadership and with direct participation of the Armed Forces
Armed forces. The measure represented an expansion of the level of state intervention in the area of security.
public, differing from previous operations by the degree of federal participation in conducting the
State security structures. Both Operation Rio de Janeiro and the Federal Intervention.
They were closed on December 31, 2018, which constitutes an important experience in the relationship.
between civilian power and the Armed Forces in the field of public security (Fenocchio; Littlefield, 2021).
Based on the analyzed experiences of the Armed Forces' employment, the following were organized...
main characteristics of urban security operations carried out in Rio de Janeiro,
considering the period, the operational environment, the objectives, the workforce employed, the main
risks, capabilities mobilized, and lessons learned. The systematization of these elements.
It allows for a comparison between different experiences and the observation of their evolution.
The capacities employed throughout the analyzed period are presented in Table 1.

Table 1 – Comparison of the main urban security operations in Rio de Janeiro

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Operation	Period	Environment/area	Objective	Effective/density	Main risks	Skills employed	Key lessons
Operation Rio I and II	1994	Urban areas of Rio de Janeiro January	Support for public security agencies in confronting to organized crime	Approximately 16,500 military personnel (total strength)	Crime and organized and limitations of the urban environment	Military employment, operational support and territorial control	Need for doctrinal preparation and equipment adaptation.
Operation Archangel	2010–2012	Organ complexes Penha and German	Support for security guard public	Not identified in the sources analyzed.	Crime and organized complexity and territorial	Territorial control, planning and institutional coordination	Improvement the role of military action in an urban environment
Operation Francisco	2014–2015	Complex of Tide	Preservation of public order and protection of the population and property.	inhabitants to the population density (18 per 1,000 inhabitants).	Crime and adaptable deployment of personnel per 1,000 population environment and initial period. This involves procedures based on risks to interinstitutional the population civil	Control: 18 military coordination to protect l	Need for organized, territorial, urban population
Operation Rio de January	2017 2018	State of Rio de Janeiro	Support for police institutions in security public	10,240 intelligence and security	Operational support, escalation, crisis agents public safety	institutional coordination	Expanding on accumulated experience in security operations.
Intervention the Federal	2018	State of Rio de Janeiro	Federal intervention in public safety	Not identified in the sources analyzed.	Crisis Coordination Institutional expanded planning, military structures and deterioration of security	integration between civil and Armed Forces	experience, federal,

Source: Prepared by the author based on Valente (2022), Santos and Migon (2020), Souza, Gorrilhas and Neo (2023), Fenocchio Azzi and Littlefield (2021) and Sá (2020).

The comparison highlights a progressive expansion of the capabilities employed in operations of urban security. While the first experiences presented limitations related to With doctrinal preparation and available equipment, subsequent operations incorporated greater planning ability, intelligence, inter-institutional coordination, logistics and adaptability to urban environment. It is observed, therefore, that the evolution occurred due to the increase in employment. military, to the progressive incorporation of planning mechanisms and risk management.

The experience accumulated by the Armed Forces in operations carried out in Rio de Janeiro contributed for the development of specific skills for working in complex urban environments.

In the case of the Marines, participation in Law and Order Guarantee operations. demonstrated the importance of continuous preparation for employment in scenarios characterized by high population density, presence of criminal organizations, need for control territorial and coordination with different security agencies. According to Souza Júnior (2023), the

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GLO operations carried out in Rio de Janeiro in 2018 demonstrated the capabilities of the Marines.
Naval forces contribute to restoring order and combating urban crime.
The trajectory of GLO operations carried out in Rio de Janeiro therefore reveals an evolution.
progressive deployment of military capabilities in urban security, from the first
experiences from the 1990s to the most complex operations carried out in the years
The following are the experiences of Operation Rio, Operation Arcanjo, Operation São Francisco, and...
Operation Rio de Janeiro and the Federal Intervention contributed to the development of
knowledge related to operational planning, troop deployment, logistics, and
Territorial control, protection of the civilian population, and inter-institutional coordination. This process
It also provided relevant experiences for the Armed Forces' role in security.
major events, such as the 2014 FIFA World Cup and the 2016 Rio Olympics.

5. Security at the Rio 2016 Olympic Games

The hosting of the Rio 2016 Olympic Games represented a significant challenge for the systems.
Brazilian defense and security professionals, considering the international scope of the event, the presence of
Athletes, authorities, tourists and spectators, the need to protect sports facilities,
transportation and other structures related to the competition. The preparation for an event of this kind.
The magnitude of the project required integrated planning and coordinated action before, during, and after its execution.
considering different risk scenarios and the possibility of threats to public safety and defense.
national.

Among the main challenges identified during the planning of the Games was...
possibility of terrorist threats occurring. In this context, the role of the Brazilian Agency
Brazilian Intelligence Agency (ABIN), in conjunction with specialized counter-terrorism structures,
contributed to the identification and assessment of potential threats related to the event. In the same
During that period, the enactment of Law No. 13,260, of March 16, 2016, established the legal definition.
of terrorism and investigative and procedural provisions related to this type of threat,
composing the institutional context of the country's preparation for the Olympic Games (Rodrigues, 2023).
The security structure adopted for the Games was organized based on the integration of three pillars.
The main areas are: Defense, Public Security, and Intelligence. Within this model, the Committee was established.
Strategic Integrated Security Committee (CESI), with representatives from the Ministry of Defense,
Ministry of Justice and the Brazilian Intelligence Agency. The coordination between these institutions.
It facilitated the sharing of information, the coordination of security actions, and the expansion.

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coverage of competition venues, given the need for prevention and response to possible [events/complications]. terrorist threats.

Interinstitutional cooperation was accompanied by the creation of the Integrated Response Committee. Regarding Terrorism at the Rio 2016 Olympics, responsible for coordinating prevention and response actions. Response to the terrorist threat. The structure helped to integrate the different bodies involved in the response to the terrorist threat. event security, allowing for information sharing and coordination of procedures designed to protect athletes, spectators, authorities and other participants in Games (Ruiz, 2023).

The experience of the Games allows us to observe that the prevention of serious incidents resulted from... anticipatory intelligence, institutional integration, specialized preparation, and the capacity to answer. Among these elements are the integration of information and the anticipation of threat scenarios. They allow for guiding the allocation of personnel and resources to critical points.

Operational planning also includes identifying and evaluating different scenarios. risk. Among the possibilities considered were attacks carried out by individuals Isolated attacks, actions involving firearms or explosives, and multiple attacks targeting specific locations. public spaces, Olympic facilities, and other critical urban infrastructure. To respond to these scenarios, specialized units of the Marine Corps, including the Operations Battalion Special Marine Corps units, the Combat Divers Group (GRUMEC), the Marine Corps Engineering Battalion and the Nuclear, Biological, Chemical and Nuclear Defense Battalion Radiological (DefNBQR), carried out specific preparations, joint exercises with other Armed forces, exchanges with allied countries, and interagency activities with security agencies. public. The risk analysis considered 25 possible forms of attack, ranging from isolated actions. including combined attacks using firearms and explosives (Souza Júnior, 2023).

5.1 Risk Matrix for the Rio 2016 Olympic Games

Based on the threat scenarios identified in the security planning for the Rio Olympic Games In 2016, a qualitative matrix was developed to organize the main risks according to their probability of occurrence and its potential impact. The classification presented represents a analytical systematization of the scenarios described in the consulted sources, allowing each to be related. threat to the respective prevention and response measures. Table 2 presents this classification.

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Table 2 – Qualitative matrix of risks identified in the planning of the Rio 2016 Olympic Games

Category	Scenario threat	Probability level	Impact potential	Qualitative risk	Prevention/ response measures
Physical	Terrorist attack Media		Very high	High	Intelligence, monitoring, specialized units, and inter-institutional response.
Physical	Attack with firearms	Average	High	High	Facility security, intelligence, and expert response
Physical	Attack with explosives	Average	Very high	High	Detection, area isolation, and deployment of specialized units.
Physical	coordinated/multiple attacks IPLO	Low/Medium	Very high	High	Intelligence integration, joint planning, and coordinated response.
Cybernetics/information national	False alerts and misinformation	Medium/High	High	High	Monitoring, institutional communication and incident response
Cybernetics/information invasion	National systems	Average	High	High	System protection and incident monitoring
Cybernetics/information	National leak documents	Low/Medium	High	Medium/High the	Access control, information protection and intelligence.
Operational	Transportation disruption	Average	High	High	Logistics planning and alternative routes
Operational	Communication failure	Low/Medium	High	Medium/High the	Redundant systems and integration of command centers.
Operational	Excessive concentration of people	Average	High	High	Flow control, monitoring and contingency planning

Source: Prepared by the author based on threat scenarios identified in Souza Júnior (2023), Franco (2018), Rodrigues (2023) and Ruiz (2023). The probability, impact and risk level classifications are qualitative and analytical in nature, and do not correspond to statistical estimates of occurrence.

The military forces' preparedness also took into account the need for rapid responses to incidents. capable of affecting the security of the Games. Among the planned technical activities was the evaluation risk management, incident detection, information research and analysis, analysis and handling of occurrences, response coordination, incident recovery, and alert distribution. recommendations and statistics. This set of procedures highlights the importance of management. continuous risks for maintaining security during an event characterized by high concentration of people and the need for different structures to function simultaneously criticism.

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5.2 Cyber and information risks

Cyber and information risks identified in the planning of the Olympic Games.
They exhibit distinct characteristics from physical threats, although they can produce similar effects.
Regarding event security. While physical attacks can compromise people and facilities,
Information incidents can produce indirect effects, such as panic and disordered displacement.
of spectators, disruption of activities and erosion of trust in institutions.
responsible for security.

In addition to physical threats, the plan considered risks in the cyber environment. Among the
Scenarios considered included the spread of false information, such as false bomb alerts.
in sports facilities, content intended to incite disorder on official websites and eventual
Leaks of classified documents. These situations could cause panic among...
spectators, causing riots and disrupting competitions, as well as control and monitoring systems.
Therefore, the security of the Games required attention to the protection of essential technological infrastructure.
to the functioning of the event (Franco, 2018).

In the risk matrix presented, these events were classified considering the possibility of
This occurrence, the effects on the continuity of activities and on public behavior. This
This aspect highlights that risk management in large events must incorporate protection mechanisms.
of information, incident monitoring and crisis communication.

Within the Brazilian Navy, the action has been in place since the beginning of the competitions, with the institution
Deployed as a Contingency Force for the security of the Games. The Command of the 1st Naval District
(Com1DN) served as Commander of the Copacabana Sectoral Defense Command (CDSCOP), subordinate
to the Rio General Area Defense Command (CGDA Rio). The General Staff
The CDSCOP was composed of military personnel from different sectors of the Brazilian Navy, while the Force-
The task was organized into three Task Groups, with the distribution of activities according to the
operational needs identified (Franco, 2018).

Among the responsibilities assigned to the Naval Force were the control of waterway traffic in the following locations:
In the interest of the Games' security, the role of public security agencies as a contingency plan.
in sports facilities and providing transport and logistics support to the Ground Task Force.
The plan called for the use of the allocated resources throughout the 65 days of the operation, with
Rotation of available resources, preserving the capacity of the 1st Naval District Command.
to meet other operational demands. This structure demonstrates the need to reconcile the
Employment of military resources in event security while maintaining operational capabilities.
Regulars of the Force (Franco, 2018).

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The experience of the Rio 2016 Olympic Games demonstrated, therefore, that the security of large events is crucial. International events require a structure based on the integration of intelligence and security. public and defense, associated with systematic risk analysis and the preparation of forces for different threat scenarios. In the case of the Brazilian Navy, the use of naval assets and units. specialized expertise, combined with interagency operations, has expanded its capacity to contribute. for the protection of facilities, people, transportation systems and strategic areas related to event.

The preparation undertaken for the Games is an important opportunity for improvement in Military capabilities in the face of contemporary threats. The combination of planning, specialized training, scenario analysis, international exchange, cooperation Interinstitutional collaboration and the use of intelligence structures have enabled the development of responses to threats. conventional and unconventional, including terrorism, cyber incidents, and situations capable of... to compromise critical infrastructure. In this sense, the Rio 2016 Olympic Games consolidated a relevant experience of integrated employment of the Armed Forces in a major event internationally, contributing to the development of knowledge that can be replicated in future security and crisis management operations.

6. Discussion

6.1 Permanent urban security versus temporary event security

A comparison between urban security operations carried out in Rio de Janeiro and the structure employed at the Rio 2016 Olympic Games, it highlights relevant differences regarding the nature and duration. and spatial distribution of risks. In the urban operations analyzed, the Armed Forces acted in environments characterized by the permanent presence of the population, by the activity of organizations criminals, due to the territorial complexity and the need for prolonged maintenance of actions security. In this context, planning was associated with territorial control, with the protection of civilian population, mobilization of personnel, and continuous coordination with security agencies. public.

At the Rio 2016 Olympic Games, on the other hand, the risks were concentrated in one period. determined and in locations related to competitions, accommodation, transportation and circulation of participants. The presence of athletes, authorities and tourists, combined with the international visibility of The event created an environment where anticipating threats and the ability to respond quickly were crucial. They have taken on particular importance.

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The main difference between the two contexts therefore lies in the temporality and distribution of risks. While urban security demands the ability to act continuously in the face of threats. Persistent and geographically distributed, the security of large events requires a concentration of resources at critical times and points. Despite this difference, both contexts demand intelligence, planning, logistics, inter-institutional integration and adaptability to Changes in the operational scenario.

In this way, the experience gained in urban operations can contribute to planning. Large-scale events are achieved through the transfer of methods and capabilities, not through direct reproduction. of the procedures used in a given territory. This distinction is important to avoid Generalization of experiences in different operational contexts.

6.2 Transferable Capabilities

Comparative analysis allows us to identify a set of developed or developed capabilities. Improved techniques in urban security operations that show potential for application in security. of major events. The first of these is intelligence, understood as the capacity to produce, integrate and to use information to anticipate threats and guide decision-making. The experience of Urban operations demonstrate the importance of prior knowledge of the operational environment. while the Olympic Games highlight the need to integrate information from different institutions to anticipate threat scenarios.

The second capability relates to operational planning. In urban operations, the Planning needs to consider territorial characteristics, population dynamics, and... The behavior of the groups involved. In large events, this knowledge is adapted to the... specific installations and temporary or strategic structures. In both cases, anticipation The scenario planning allows for the distribution of resources according to identified priorities.

Interinstitutional coordination is another transferable capability. Both operations Events held in Rio de Janeiro during the Olympic Games required coordination between different bodies. public. The integration of Defense, Public Security, and Intelligence allowed for the sharing of public information. To gather information, coordinate resources, and organize responses to multidimensional threats.

Logistics and mobilization capacity are also cross-cutting issues. The need for Deploying troops, maintaining equipment, organizing resources, and ensuring operational continuity was present in the experiences analyzed. In the Olympic Games, this capacity took on characteristics own due to the need to serve different areas and preserve the regular activities of Armed Forces.

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Finally, risk management constitutes the integrating element of the identified capabilities. identifying threats, assessing vulnerabilities, defining priorities, and... Response planning allows you to transform operational experiences into useful information. for new scenarios. Thus, the main possibility for transfer lies in processes of Risk-based planning and decision-making.

6.3 Limits to capability transfer

Although there are capabilities common to the different contexts analyzed, the transfer of Experiences combining urban security operations and large events have limitations. The studies conducted in urban areas of Rio de Janeiro were developed in environments marked by threats, due to the presence of criminal organizations, the resident population, and the need for prolonged territorial control. The Rio 2016 Olympic Games, in turn, presented threats. concentrated within a specific period in competitive and high-exposure locations. International.

Therefore, it is not appropriate to consider that the procedures employed in urban operations These capabilities can be replicated at large events. What can be transferred are capabilities of a specific nature. cross-cutting, such as intelligence, planning, inter-institutional coordination, logistics, preparation specialized and risk management. The way these capabilities are applied, however, must be tailored to the characteristics of each environment.

The comparison therefore demonstrates that institutional learning depends on The ability to systematize past experiences and adapt them to new scenarios. In this sense, the Risk management constitutes a mechanism for transforming operational experience into applicable knowledge, allowing identification of which elements can be reused and which They need to be modified according to the characteristics of each operation.

7 Limitations of the study

This study has limitations related to the documentary nature of the sources used and to heterogeneity of the indicators available for the different operations analyzed. The absence of Standardized result bases for all experiments prevent quantitative comparisons. homogeneous across cases. Therefore, the findings should be interpreted as an analysis comparative, qualitative and documentary analysis of the identified capabilities and practices.

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Final considerations

The results of this study indicate that the employment experiences of the Armed Forces in Urban security operations in Rio de Janeiro contributed to the development of capabilities related to threat anticipation, intelligence, operational planning, logistics, Specialized preparation and inter-institutional coordination. Analysis of Operations Rio, Arcanjo, São The situation in Francisco and Rio de Janeiro, and the 2018 Federal Intervention, demonstrates an evolution in practices. employed in highly complex urban environments.

The analysis of the Rio 2016 Olympic Games showed that these capabilities can be relevant in major events when linked to integrated structures of Defense, Public Security and Intelligence. In this context, risk management has made it possible to organize different threat scenarios. to guide preventive measures and structure response capabilities in the face of physical risks, cybernetic, informational, and operational.

The comparison carried out demonstrates, however, that the transfer of capabilities does not mean the Direct reproduction of the procedures used in urban operations. The temporal characteristics, The territorial and institutional aspects of large events require specific adaptations. Thus, the capacities of a cross-cutting nature, such as intelligence, planning, logistics, inter-institutional coordination and Risk management tools have greater potential for application in different operational environments.

It can be concluded that the main contribution of the experiences analyzed lies in the possibility of... to transform knowledge gained in previous operations into systematized elements for the Planning for new security situations. Risk management constitutes, in this process, a an instrument for linking operational experience, threat assessment, decision-making and Preparation of forces, contributing to the improvement of urban security and security at major events. in the Brazilian context.

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