DENUNCIATION, CRIME AND PUNISHMENT
THE CYCLE OF VIOLENCE IN THE CITY OF RIO DE JANEIRO

SECURITY AND CITIZENSHIP
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Rio de Janeiro, 2016
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This new study reveals a geography of urban criminality in the city of Rio, showing the spatial reality of the cycle of violence. In this sense, the cycle of violence is understood as the different moments analyzed between denunciation, crime, prison and conditional release. Therefore it is possible to point to clear and strategic public policies for the different moments in this cycle of violence.

Specifically, for the municipality of Rio de Janeiro, this study reveals areas in which the city government should implement support policies for public security in addition to state level decisions. The debate and the establishment of a municipal public security agenda demand actions by the municipal secretariats in priority areas for the prevention of violence through social actions, urban maintenance and planning, and especially the use of technology and intelligence.

In this sense, based on a territorial analysis of this cycle of violence, it is clear that the City Government must have an active role in a connected public security policy, which is transversal to other secretariats and which is equipped with result monitoring tools. Therefore, public choices in the municipality can be supported by an alignment between public resources and efficiency in strategic and intelligent public security.

*OVERVIEW*

**Municipalities are important agents in the public security agenda to the extent that they are called to support efforts to implement public security with funding, public services and, increasingly, by providing municipal guards. In this scenario, FGV/DAPP believes that municipalities should assume an active role in the definition of directives for public security policies in their territories jointly with the state administration.**
Elaboration of local plans to combat violence: Bangu (in absolute terms) and Bonsucesso (in relative terms) stand out in all stages of the cycle of violence. As a result, it is therefore justified to elaborate local plans to confront violence, prepared with the aim of preventing the development of criminality, to repress it when necessary, and mitigate its effects. These plans could involve the strengthening of their respective administrative regions and the coordination of efforts in other areas, such as: education, health, transport, urbanism, housing, public order, social work, and employability and income.

Deployment of the Municipal Guard in areas where there is a significant perception of insecurity and a high concentration of crimes, especially against property: The Municipal Guard (GM) can complement the conspicuous policing work of the Polícia Militar, even without firearms. Centro and Madureira, neighborhoods which stood out in the spatial analysis of the distribution of crimes against property, in absolute terms and weighted by population, could benefit significantly from preventive action by the Municipal Guard, in the sense of occupying the streets to reduce the opportunities to become involved in small thefts or burglaries. Anchieta and Guadalupe also stand out as neighborhoods where this type of action by the GM could significantly impact on the feeling of security.

Policies for preventing crime and the social reinsertion of those leaving the penitentiary system: Cidade de Deus stands out, both in absolute terms and in rates per thousand inhabitants, in the concentration of the original self-declared residence of prisoners and their destination when given parole. Although it is not the only neighborhood where these two stages are important, it is the only one where only these two stages stand out. Furthermore, analyses of the 2010 Census indicate a low intermediate level of social development in the neighborhood, as well as an average household income which does not reach a minimum monthly wage. For this reason, it is a neighborhood where qualification and employability policies could have a significant impact on security in the city.

Use of data for planning and identification of successful practices: Planning based on daily information from the city can help to replicate successful practices to contain criminality. For example, the neighborhood of Grajaú is the territory with the highest incidence of crimes which led to imprisonment in the period studied, but it does not stand out as a neighborhood where reported crimes are concentrated. This can point to the greater effectiveness of police investigation in the locality, resulting in a high rate of completed investigations and judgements.

Creation of a unified public security database: Standardization and obligatory fields are recommendable in crime reports and records, in criminal records and forms, as well as in any information system in the institutions which are part of the public security system.
In absolute numbers, Bangu had the highest incidence of crime in the cycle of violence analyzed.

The following maps present the numbers, in absolute terms, of what we call the cycle of violence in the municipality of Rio de Janeiro between 1st January and 31st July 2015. Based on this we can build an interpretation of perceptions of insecurity which lead the population to take part in the fight against violence (whose proxy in this study is Disque-Denúncia); about the spatial distribution of reported crimes; about the neighborhoods of origin of those imprisoned after having engaged in illegal activities; and about the neighborhoods to which those who leave the prison system on parole return.

It is important to make a remark here about the data used. The crime category does not incorporate all crimes committed in Rio de Janeiro, rather specific types of crimes reported in police stations. In the methodological notes of this research, we explain in a detailed manner the choice of crimes. However, in general terms we selected types of crimes what had an acknowledged impact on the perception of security and the quality of life of the population. These are: murder, robbery followed by death, assault followed by death, rape, apprehensions of drugs and weapons, and various types of robbery (of passersby, mobile phones, and in groups).
The previous maps call attention for the concentration in Bangu of all the stages of this cycle of violence, considering absolute terms. This indicates a strong perception of insecurity which is compatible with rates of crime, as well as that this neighborhood produces — and there return to it — a significant quantity of individuals institutionalized in the prison system. Bangu, therefore, in relation to the diversity of issues linked to security, is presented as a priority neighborhood for the intervention of public authorities in all stages: preventive policies, conspicuous policing policies, and social reinsertion policies. Although not standing out as much as Bangu, other neighborhoods are also of importance in this sense, namely: Campo Grande, Santa Cruz, Realengo, Centro, Bonsucesso, Pavuna, Tijuca, and Copacabana.

On the other hand, the map highlights the neighborhoods which stand out from the others in relation to the universe of denunciations and crimes (Anchieta and Guadalupe) — or just crimes (Irajá, Madureira, Barra da Tijuca, Recreio dos Bandeirantes, Taquara, Cascadura, Botafogo, Bento Ribeiro, Rocha Miranda, Coelho Neto, and Brás de Pina). In these cases, investment in conspicuous policing policies and urbanistic crime prevention policies should be a priority, and probably more efficient in relation to the reduction of violence.

There is also the case of the neighborhood of Jacarepaguá, which has a high incidence of denunciations, of the original residence of the imprisoned populations, and of those leaving the penitentiary system on parole, but which does not stand out in relation to crimes reported in police stations. In addition, there exist cases of neighborhoods which stand out in the concentration of the origin of the imprisoned population and/or people on parole, but in none of the other stages of the cycle of violence — Senador Camará, Mangueira, Padre Miguel, Costa Barros, Inhaúma, Jacaré, Rocinha, and Cidade de Deus. In these cases, given the lack of resources, the characteristics of the cycle of criminality of the neighborhoods in question points to the need for the prioritization of social insertion and reinsertion policies — such as education, training, and employability — instead of just conspicuous policing policies.

Finally, there are also the cases of São Cristóvão and Penha, which have significantly high rates of crime, original residence of prisoners, and those leaving the penitentiary system on parole.
DENUNCIATION, CRIME AND PUNISHMENT (PER THOUSAND INHABITANTS)

Data obtained between 1st January and 31th July 2015

Bonsucesso is the neighborhood in relative numbers, per thousand inhabitants, with the highest incidence in the cycle of violence;

Centro and Cidade Nova stand out in relative terms in the stages of denunciation and crime.

As important as spatial perspectives of the cycle of violence in absolute terms is the analysis weighted by population. While absolute numbers help to identify the most affected neighborhoods, the incidence per thousand inhabitants helps to identify tendencies which lie outside the normality of determined phenomena. In this sense, absolute numbers are a good measure for understanding a problem which affects the population of that neighborhood as a whole, while the incidence per thousand inhabitants shows the chances which each individual from that neighborhood would have in general of encountering some of the phenomena studied, simply by being in that space. The following maps show the same incidence as the previous maps, weighted by the population of each neighborhood.

Denunciation (per thousand inhabitants)

Source: Disque-Denúncia RJ between 1st January and 31th July 2015
Prepared by: FGV/DAPP

Nota: Cálculo não realizado para o bairro da Lapa por ausência de dados sobre população. Ver detalhes nas notas metodológicas.
Crime (per thousand inhabitants)

Punishment (per thousand inhabitants)

Source: ISP between 1st January and 31st July 2015
Prepared by: FGV/DAPP

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.

Source: Disque-Denúncia RJ between 1st January and 31st July 2015
Prepared by: FGV/DAPP

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.
With this weighting significant differences can be noted. Bangu, which previously had been outstanding in all areas, is now outstanding in none. Only Bonsucesso and Cidade Nova have outstanding rates in all stages of the cycle of violence. Centro stands out among denunciations and crimes, but not among the residence of convicts nor among the residence of those on parole. Jacaré and Saúde stand out both among denunciations and the residence of prisoners and those on parole, but not among reported crimes. Cidade de Deus and Mangueira appear among the neighborhoods with the highest rates of self-declared residence of prisoners and those on parole.

On the other hand, some neighborhoods have significant rates of crimes: Grumari, Campos dos Afonsos, Campinho, and Cidade Universitária. Finally, there are also neighborhoods which have significant rates of denunciations, but not of the other stages of the cycle of violence: Anchieta, Ricardo de Albuquerque, Guadalupe, Costa Barros, and Cocotá.

A wide-ranging and integrated public security policy requires not only a profound comprehension of the territorial dispersal of the cycle of violence, but also the understanding of a set of socio-economic characteristics of neighborhoods where the preventative and social reinsertion policies should be implemented. Below, we present some examples of these characteristics.
Social development index (2010)

Household income per capita in minimum monthly wages (2010)

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.

Source: IPP/IBGE 2010
Prepared by: FGV/DAPP
A rapid comparison between this map of socio-economic characteristics of neighborhoods and the map of the cycle of violence in absolute terms shows a significant concentration of all stages of this cycle in the areas which have lower levels of social development and lower per capita household income. This concentration is even stronger when we talk about the self-declared residence of people who are imprisoned or on parole.

In this sense, the comparison between the cycle of violence and the attributes of the neighborhoods cited here points to the central role which the Carioca municipal executive can assume in the public security agenda. The Social Development Index constructed by the Pereira Passos Institute (IPP), for example, aggregates information about urban conditions in each neighborhood, literacy, and the income of residents. Municipalities are responsible for acting in the following three areas: guaranteeing the expansion of urban infrastructure to guarantee access to water, sewage, and garbage collection for all residents; universalizing access to basic education; and making the economy dynamic throughout the city in order to include the economically active population. Here, what calls attention is the case of Bangu – first in absolute terms in the stages of denunciation, crime, residence of prisoners, and residence of those on parole -, which has low/intermediate levels of social development and formal labor positions, and low levels of average household income. The neighborhood could therefore be made a privileged space for urbanization policies, policies aimed at stimulating economic dynamization, and income complementation policies.
After analyzing the general spatial cycle of violence, we decided to present some other characteristics of each stage, which can help understand them.

Below we show the themes of the universe of denunciations dealt with here — which also follow the more general tendencies from January 2015 to March 2016 as demonstrated in a previous FGV/DAPP study. In the first figure there are the more general categories which encompass the denunciations, while the second figure refers to the activities directly denounced — which, as can be seen, can be either a crime or an infraction of municipal bye-laws.

Observed jointly, these highlight for us the most important concerns which mobilize the population to become engaged in the denunciation of crimes are related to the drug trade, armed violence, and crimes against property.

### Types of denunciation (general category)

- **Narcotics**: 13006
- **Crimes Against Property**: 9278
- **Firearms and Weapons**: 6256
- **Crimes Against De Administration**: 5454
- **Disturbing the Peace**: 4003

### Type of denunciation (specific subject of denunciation)

- **Drug Trafficking**: 1100
- **Illegal Possession of Firearms**: 7642
- **Noise**: 2117
- **Obstruction of Public Roads**: 1800
- **Robbery/Burglary of Passersby**: 1663

Data obtained from anonymous denunciations received by Disque Denúncia RJ between 1st January and 31th July 2015.

Source: Disque-Denúncia RJ between 1st January and 31th July 2015
Prepared by: FGV/DAPP
In the maps of the cycle of violence, we present the data about the reporting of crimes by the ISP as a whole. However, we know that there exist specificities in the public security planning. Crimes against life possess different characteristics and tendencies from crimes against property. For this we will focus on the universe of crimes analyzed here.

- **35,851** Crimes against property
- **1,621** Rapes reported
- **6,034** Apprehensions of drugs and firearms
- **1,711** Crimes against life

Source: ISP between 1st January and 31st July 2015
Prepared by: FGV/DAPP
Following the tendency of denunciations in the same period, the registrations of crimes which most stand out are those related to crimes against property and drug use and dealing. In relation to these, the spatial analysis of crime registrations identifies the prominence of Centro, both in absolute terms and in rates weighted by neighborhood population. Bangu is also of importance, but only in the absolute accumulation of occurrences.

In addition to Centro, Jacaré, Bonsucesso, Cidade de Deus and São Cristóvão also stand out in terms of the registration of apprehension of drugs and weapons, both in absolute terms and in the incidence per thousand inhabitants. In relation to the registration of crimes against property, only Centro and Madureira lead the ranking of neighborhoods in absolute terms and in rates per thousand inhabitants.

Finally, the map of crimes against life registered in the same period follows tendencies relatively different from the rest. In absolute terms, Bangu and Centro are still prominent, together with Santa Cruz, Campo Grande, and Realengo — thereby placing an accumulation of crimes against life in the Zona Oeste of the city. Nevertheless, when the incidence per thousand inhabitants is counted, the axis of crimes against life is partially altered with Grumari and Gardênia Azul, in Zona Oeste, and Zumbi and Catumbi in Zona Norte being of most importance.
Apprehensions of firearms and drugs (absolute numbers)

Crimes against property (absolute numbers)

Source: ISP between 1st January and 31st July 2015
Prepared by: FGV/DAPP
Apprehensions of firearms and drugs (rate per thousand inhabitants)

Source: ISP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.

Crimes against property (rate per thousand inhabitants)

Source: ISP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.
Apreensão de armas e drogas (por mil habitantes)

- No value
- Até 1
- 1,01 a 2
- 2,01 a 4
- 4,01 a 10
- Acima de 10

Crimes contra patrimônio (por mil habitantes)

- No value
- Até 5
- 5,01 a 10
- 10,01 a 20
- 20,01 a 50
- Acima de 50

Crimes contra a vida (por mil habitantes)

- No value
- Até 0,50
- 0,51 a 1
- 1,01 a 1,40
- Acima de 10

Apreensões de armas e drogas (absoluto)

- No value
- 1-10
- 11-50
- 51-100
- 101-500
- Acima de 500

Crimes contra patrimônio (absoluto)

- No value
- 1-150
- 151-500
- 501-1000
- 1001-2000
- Acima de 2000

Crimes contra a vida (absoluto)

- No value
- 1-10
- 11-20
- 21-40
- 41-100
- Acima de 100

Source: ISP between 1st January and 31th July 2015
Prepared by: FGV/DAPP

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes.

Source: ISP between 1st January and 31th July 2015
Prepared by: FGV/DAPP
There is also another level of information about the occurrence of crimes which has to be highlighted. Using the sources and data available, we can compare the places where crimes were reported and where crimes were committed by the imprisoned population. It is immediately noticeable that the neighborhood which was most identified as the territory of the crimes of those imprisoned, Grajaú, does not stand out at all in relation to the quantity of records of criminal occurrences, while Realengo, Anchieta, Coelho Neto, Irajá, Cascadura, and Brás de Pina, which are in the second category of neighborhoods which most report criminal occurrences do not appear among the neighborhoods of the crimes of those imprisoned.

In the weighted analysis per population, once again Grajaú has a leading place in the category of the neighborhood where crimes which resulted in imprisonment were committed, but which is not of importance in the weighted incidence of crime reported by police stations in the city. On the other hand, Grumari, Campos dos Afonsos, and Cidade Universitária, which have significantly high rates of reported crimes, do not have crime reports leading to imprisonment in the same period.

The number of crimes which led to arrest in Grajaú can be related to a Polícia Militar project in that neighborhood, launched in February 2015, called Integrated Neighborhood Police Company, which may have significantly increased arrests of people caught in the act in the region.
CRIMES REPORTED IN POLICE STATIONS X CRIMES WHICH LED TO IMPRISONMENT

Crimes ISP (absolute numbers)

Crimes SEAP (absolute numbers)

Source: ISP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP

Source: SEAP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP
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Crimes ISP (rate per thousand inhabitants)

- Orange: Until 5
- Yellow: 5.01 to 15
- Green: 15.01 to 30
- Blue: 30.01 to 60
- Black: Above 60
- ***: No value

Note: Calculation did not include Lapa neighborhood due to absence of population data. See details in methodological notes

Source: ISP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP

Crimes SEAP (rate per thousand inhabitants)

- Grey: No value
- Orange: 0.01 to 10
- Yellow: 10.01 to 20
- Green: 20.01 to 50
- Blue: 50.01 to 100
- Black: Above 100

Source: SEAP between 1st January and 31st July 2015; IBGE (Censo) 2010
Prepared by: FGV/DAPP
The following figures show the crimes which led to arrests of people in Rio de Janeiro city between 1st January and 31th July 2015. Presented in the first figure was the population deprived of their liberty during that period and in the second the population who obtained parole. As we can note, in both cases what stand out are the so-called crimes against property and crimes associated with the drug trade. The only difference is in the presence of murder as the fifth most committed crime by the imprisoned population, which does not appear among the five most committed crimes by those on parole — it is replaced by burglary.

Most practiced crimes which led to detention in the municipality

Source: SEAP between 1st January and 31th July 2015
Prepared by: FGV/DAPP
Finally, we present below some characteristics of the population on parole in the period studied, since we believe that it can help to construct specific policies aimed at preventing violence and social reinsertion for this group.

**Average profile of convicts on parole**

- **22 years old**
  5.6% of convicts on parole in the period studied were 22 years of age - composing the most representative age at that moment. However, the average of the population was 30 years old.

- **18 years old**
  14.5% of those on parole had entered the prison system at 18 years of age. The average entrance to the system, in turn, was 25 years.

- **Mixed Race**
  46.3% declared themselves as being of mixed race.

- **Incomplete Basic Education**
  47.2% had incomplete basic education.

- **Student**
  49.7% declared their profession as students.

- **Robbery**
  38.8% were condemned to imprisonment for robbery.

- **Repeat Offenders**
  44% were repeat offenders.

*Source: SEAP between 1st January and 31th July 2015*

*Prepared by: FGV/DAPP*
The municipal government of Rio de Janeiro needs to be an important actor in the design and planning of integrated public security policies. The need for strengthened municipal participation, through its strategic knowledge, in decision making in relation to public security policy is obvious. With the monitoring and assessment of local policies, programs, and projects, city government should intervene focused at the local level on social prevention, the modernization of monitoring systems and intelligence, and social reinsertion.

The participation of the municipality in the prevention of violence is essential for public security. The implementation of a municipal citizen security agenda goes beyond the Secretariat of Public Order and the Municipal Guard, which, in turn, should assist the actions of the police, thereby increasing the capillarity of the on-site and preventative scope of security agents. City governments can and should support the elaboration of public security through localized prevention actions, community oriented activities, and projects aimed at youth.

Municipal programs such as Agents of Liberty, which support those leaving the penitentiary system, should be expanded and publicized, though reallocated to strategic regions of the city. Social policies and actions to support and insert those leaving the prison system in the community and in the labor market are fundamental and have to be incorporated at the municipal level.

A critical alignment is necessary between public resources, efficiency, and public security through the intensive use of data, technology, intelligence, and methodological rigor.

Cleaning and standardizing the data used in this research for the state of Rio de Janeiro, adopting it to the level of specific addresses.

Publication of the study Denunciation, Crime, and Punishment for the state of Rio de Janeiro.

Studies about the Municipal Guard using the raw material of this research.
This new research from FGV/DAPP drew on data from three different sources: Disque-Denúncia Rio de Janeiro (DD-RJ), the Institute of Public Security (ISP), and the State Secretariat for Penitentiary Administration (SEAP). Through the spatial analysis of data, maps were constructed of the concentration of denunciations, crimes, and origins of convicts in Rio de Janeiro city per neighborhood. The temporal scope adopted was 1 January - 31 July 2015.

As different databases are combined, it is important to explain some characteristics of each one. First, the data coming from Disque-Denúncia is not about the occurrence of crimes in themselves, but the suspicions of part of the population that some illicit activity could be occurring. However, this does not signify that they are not important. They constitute interesting indicators of feelings of insecurity that are often diffuse, and which are capable of mobilizing people to denounce suspicions of crimes or problematic situations. In addition, they can be very useful in re-planning public security policies and various types of urban planning, as well as, in the case of denunciations of known criminals, are an important instrument of intelligence, capable of preserving the lives of public security agents and the population in general.

Another important specificity about the DD-RJ database is that it is composed of anonymous calls which often contain more than one denunciation. The attendants of Disque-Denúncia who receive the calls hear the anonymous report and record in the agency's database as many denunciations and themes that are mentioned. In other words, each denunciation can be related to others. In this sense, a call can contain multiple denunciations. For this research, we use as a reference the lowest unit possible, in other words, the denunciations, which allow us to produce a richer analysis.

The data obtained from the Institute of Public Security (ISP) is related to criminal occurrences reported to the Civil Police. Similar to what occurs with DD, although less commonly, an event reported in a police station can contain more than one crime. Therefore, we once again privilege the lowest analytical unit possible, that of crimes and not events. Even more specifically, the counting of the crimes adopted takes into account the quantity of victims involved. Therefore, a crime with multiple victims is counted multiple times. For this research the following crimes were counted: murder, robbery resulting in death, assault followed by death, rape, robbery of vehicles, robbery of mobile phones, robbery of passersby, robbery in groups, apprehensions of drugs, and apprehensions of arms. The choice of these types of crimes, specifically followed as a criterion the analysis of crimes which formed the Integrated Target System of the State Secretary of Public Security, complementing them with some crimes which had a recognizably high impact on the quality of life of the Carioca population.

Finally, in relation to the SEAP database, we used two analytical categories: the declared neighborhood of residence of origin of convicts and the neighborhood of residence of those on parole.
Taking into account the differences between each database, it is important to make some comments about their quality. For various reasons, the construction of public security information presents many problems. In analyzing the "neighborhood" field, in all the databases, we can find errors which run from the mistyping of the name of the neighborhood to the non-existence of the name itself, also covering the identification of sub-neighborhoods, administrative regions, or favelas. Furthermore, when we compare the information of the address with the neighborhood, cases in which the data conflicts are not rare.

For this research we observed only the "neighborhood" field — admitting probable errors of addresses identified in wrong neighborhoods in a later stage of research. For each of the databases, we carried out a standardization process of the names of neighborhoods, adopting as a model the neighborhoods recognized by the Pereira Passos Institute (IPP). Typing errors were corrected, in order not to lose neighborhood information. It was not possible to identify the neighborhood in approximately 0.97% of records in the Disque-Denúncia database, 7.87% in the case of ISP, and 8.38% in that of SEAP.

To estimate the rates per thousand inhabitants, we used the neighborhood population according to the last IBGE Census (2010). An observation should be made here: in 2010, the neighborhood of Lapa was still a sub-neighborhood of Centro, and for this reason we do not have the estimated population of Lapa, preventing the calculation of rates for this neighborhood.