

A Critical Reflection on Brazil's Tourism Security Macro-Policy

By Marcelo da Silva Taveira*, Êndel Raul Pachêco da Costa[±]
& Salete Gonçalves[°]

This study aims to discuss and critically reflect upon the content of Brazil's Tourism Security Macro-Policy, considering the premises of the Safe Tourism Program (PTS) and the projects “Brasil, essa é nossa praia!” and “Brasil, Turismo Responsável”. The research is characterized as an exploratory-descriptive study adopting a qualitative approach based on document analysis, a review of the specialized literature related to the central theme of the investigation, and an examination of the technical materials produced by the Federal University of Rio Grande do Norte (UFRN) and the Brazilian Ministry of Tourism. Additionally, consultations were conducted using digital platforms and data provided by international organizations concerned with Tourism Security. The research methodology considered the theoretical-conceptual framework, the Brazilian legal-institutional foundation, and the scientific and technical production surveyed in order to analyze the critical, reflective, and interpretive nature of the ongoing investigation. Particular emphasis was placed on the content of the aforementioned institutional projects and on the Ministry of Tourism's online platform (Digital Hub), which contains the principal policies, strategies, and actions related to tourism development in Brazil and their connections with Tourism Security. The findings demonstrate that, despite the efforts undertaken by the Federal Government and Brazil's Federative Units to promote safe tourism throughout the country, particularly in the most visited destinations, the emerging Tourism Security Macro-Policy remains at an early stage of development. As a result, it has not yet fully or effectively achieved the objectives and targets established by the Safe Tourism Program, nor has it adequately incorporated the contributions of scientific research conducted by UFRN and other teaching and research institutions through the strategies, initiatives, and actions proposed.

Keywords: Brazil; Macro-Policy; Tourism Security; Responsible Tourism.

Introduction

Tourism is both an economic activity and a social practice that emerged and gained prominence in modernity. It materializes within geographic space through territories shaped by the historical and cultural dimensions of human relations and by the (re)production of everyday life among residents, tourism service providers, and the experiences generated through encounters between hosts and visitors.

One of the fundamental elements underpinning travel for tourism purposes is the issue of safety, or safe tourism, at destinations. This factor constitutes one of the

*Professor of the Tourism Program, Federal University of Rio Grande do Norte, Brazil.

[±]PhD in Tourism, Federal University of Rio Grande do Norte, Brazil.

[°]Professor, Department of Tourism, State University of Rio Grande, Brazil.

key determinants that may influence decision-making regarding destination choice (where to go), the timing and duration of the trip (when to travel), the need or motivation for travel (why to travel), the level of investment involved (financial resources), and the logistical aspects of the journey (its material and operational organization). Consequently, the selection of a tourist destination is a complex process involving a combination of rational and emotional considerations, with safety encompassing dimensions that are taken into account before, during, and after the travel experience.

In this regard, a safe destination constitutes a necessary condition for tourism to develop in accordance with the principles of sustainability, inclusion, accessibility, mobility, and connectivity, as well as responsible production and consumption relations throughout the tourist's stay at the destination (Chivandi et al. 2023).

Tourism security, understood in this discussion as a motivational and decision-making factor in the selection of a travel destination, should be ensured not only for visitors but also for host communities and tourism service providers or tourism workers. In other words, it should encompass all social actors and economic agents involved in the tourism dynamics of a destination.

According to the Global Peace Index (GPI), Brazil ranked 131st out of 163 countries included in the international ranking in 2024, obtaining an overall score of 2.59. This ranking is based on a composite index that measures the level of peacefulness of countries, with lower scores indicating higher levels of peace. The GPI comprises 23 indicators related to the absence of violence or the fear of violence. These indicators were originally selected with the assistance of an expert panel in 2007 and have been reviewed annually since then. Scores for each indicator are normalized on a scale from 1 to 5, with qualitative indicators grouped into five categories and quantitative indicators scored from 1 to 5 to three decimal places (Global Peace Index 2024).

Produced by the Institute for Economics and Peace (IEP), the Global Peace Index (GPI) is the world's leading measure of global peacefulness. Its 2024 report provides a comprehensive data-driven analysis of trends in peace, its economic value, and pathways for developing more peaceful societies. Within the South American context, Brazil ranked ahead of only Venezuela (2.82) and Colombia (2.88) in terms of overall score, occupying the 131st position among 163 countries assessed. Venezuela and Colombia ranked 142nd and 146th, respectively. By contrast, countries such as Argentina (1.85), Uruguay (1.89), and Chile (1.97) ranked 47th, 52nd, and 64th, respectively, while the regional average for South America stood at 2.28.

The GPI covers 99.7% of the world's population and is calculated using 23 qualitative and quantitative indicators, including perceived criminality in society, security and police personnel, homicide rates, prison population, access to weapons, internal organized conflict, violent demonstrations, violent crime, political instability, political terror, arms imports, terrorist activity, deaths from internal conflict, military expenditure, armed forces personnel, contributions to United Nations peacekeeping operations, nuclear and heavy weapons capabilities, arms exports, displaced persons, relations with neighboring countries, deaths from external conflict, involvement in external conflicts, involvement in internal conflicts, and indicators associated with domestic and international conflict, security, and militarization. These indicators are

derived from highly respected sources and are used to measure peacefulness across three principal domains: (i) the level of societal safety and security; (ii) the extent of ongoing domestic and international conflict; and (iii) the degree of militarization.

According to the 2025 Brazilian Yearbook of Public Security, which presents consolidated data for 2024, a total of 44,127 intentional violent deaths were recorded, despite a 5.4% reduction compared to the previous year. In the same year, 917,748 incidents involving the theft or robbery of mobile phones were reported. Additionally, 87,545 children and adolescents were victims of rape or statutory rape, representing the highest number ever recorded in the country's history. Brazil's prison system held 909,594 incarcerated individuals, including 218,225 pretrial detainees. The Yearbook further notes that public security policies were supported by investments totaling BRL 153 billion in 2024, representing an increase of approximately 6.1% in comparison with the 2023 budget.

Crimes against women classified as femicide increased by 0.7%, resulting in a total of 1,492 victims in 2024. During the same period, Brazilian courts issued 551,001 emergency protective measures. According to Bloom (2019), Brazil is the second most dangerous country in the world for women traveling alone, ranking behind only South Africa. Cerqueira et al. (2019, p. 35) emphasize that the 2017 edition of the Atlas of Violence recorded a total of 13 femicides per day: "A total of 4,936 women were killed, the highest number recorded since 2007." Simultaneously, there was an increase in hate crimes involving racism (26.3%) and racism motivated by homophobia or transphobia (51.2%), while homicides against LGBTQIAPN+ individuals decreased by 26.3% between 2023 and 2024, according to the 2025 Brazilian Yearbook of Public Security.

Taken together, these indicators reveal a scenario of persistent insecurity in Brazil. Despite public investments and reductions in certain categories of crime, the country continues to rank among the least secure nations in the world, according to reports and statistical data produced by leading international organizations in this field. This assessment is corroborated by a document prepared by the Federation of Industries of the State of Rio de Janeiro (Firjan) during the G20 process and presented in January 2023 through the technical report entitled Overview of the Competitiveness of G20 Countries: Brazil 2024, which highlights the following:

Two dimensions are considered in this analysis: the percentage of the population that feels safe walking alone at night in the area where they live and the number of homicides per 100,000 inhabitants. Although Brazil has demonstrated continuous improvement in these indicators since 2018, enhancing public safety conditions remains one of the country's principal challenges. In 2022, Brazil outperformed only Mexico and South Africa. The country achieved 34% progress toward the security-related targets established under SDG 16—Peace, Justice and Strong Institutions. The index methodology considers the United Nations' long-term targets, which for Brazil correspond to 90% of the population feeling safe and a homicide rate of 0.3 cases per 100,000 inhabitants. Therefore, it is essential that government actions prioritize the integration of police forces, the strengthening of public policies aimed at combating crime, and the exchange of experiences with other nations so that the country may advance toward levels comparable to those of other G20 members, which currently achieve an average of 79% of the targets established for the group (Federação das Indústrias do Estado do Rio de Janeiro 2023).

With regard to Tourism Security, public security constitutes one of the principal dimensions highlighted in both policy analysis and implementation. It is crucial for the sustainable and responsible development, organization, management, and governance of tourism destinations. Nevertheless, other domains—including social, environmental, technical-scientific, educational, cultural, and legal-institutional dimensions—are equally essential for understanding Tourism Security and its practical implications within destinations. From this perspective, and considering the particularities of the Brazilian context, this article emphasizes the national Tourism Security policy through an examination of governmental documents, legal instruments, and practical initiatives currently implemented in the country within the field of safe tourism.

In Brazil, significant governmental, legal, and institutional efforts have been directed toward fostering multi-sectoral and intersectoral public policies focused on Tourism Security in national destinations, particularly those characterized by high visitor flows and international relevance, such as metropolitan regions, state capitals, and destinations where sun-and-beach tourism predominates.

For the purposes of theoretical and methodological analysis, this article focuses on the Safe Tourism Program (PTS) and the projects “Brasil, essa é a nossa praia!” and “Brasil, Turismo Responsável,” all of which are Federal Government initiatives developed through institutional partnerships coordinated by the Brazilian Ministry of Tourism. Accordingly, the study examines the motivations, implementation processes, challenges, and effects of Brazil's emerging national Tourism Security policy and its implications for the country's tourism sector.

It should be noted that this article approaches Tourism Security from the perspective of a macro-policy, insofar as actions and initiatives are developed through coordinated efforts involving multiple public institutions, private-sector representatives, and third-sector organizations. In this context, the macro-policy analyzed herein refers to the set of legal-institutional, financial, technical, and scientific efforts resulting from sectoral, intersectoral, and multisectoral actions implemented by agencies of the Federal Government's Direct Administration, including the Ministries of Tourism, Justice and Public Security, Education, Cities, Human Rights, Culture, Environment, Health, Transport, Defense, Ports and Airports, Indigenous Peoples, Integration and Regional Development, and Social Development and Assistance, as well as the public institutions affiliated with these ministries.

The Ministry of Tourism plays a particularly important role as a coordinating, catalytic, and policy-promoting body in matters related to Tourism Security. Through technical guidance and institutional articulation, the Ministry is responsible for encouraging the effective integration of actions, strategies, and initiatives capable of mitigating or reducing the harmful effects of insecurity throughout the country, particularly in tourism destinations.

The central objective of this article is to discuss the core elements of Brazil's Tourism Security Macro-Policy based on the principles established by the Safe Tourism Program and the projects “Brasil, essa é a nossa praia!” and “Brasil, Turismo Responsável.”

From this problem emerges the following research question: How has the recently established Tourism Security Macro-Policy, conceived and led by the

Brazilian Ministry of Tourism, contributed to the structuring and organization of safe destinations through sustainable and responsible strategies, actions, and initiatives?

Considering the selected theoretical and institutional framework and based on the methodological procedures and techniques applied to the object of investigation, this article seeks to examine how Brazil's Tourism Security Macro-Policy has encouraged the implementation of safety-oriented practices in nationally and internationally significant destinations throughout the Brazilian territory.

Theoretical-Conceptual Framework of Tourism Security

In this discussion, the concept of Tourism Security developed by researchers at the Federal University of Rio Grande do Norte (UFRN) responsible for the projects "Brasil, essa é nossa praia!" and "Brasil, Turismo Responsável" is adopted. These projects are the result of a partnership between the aforementioned Higher Education Institution and the Ministry of Tourism, established in 2019 through Decentralized Execution Agreement (TED) No. 02/2019. Since then, the technical team composed of faculty members and graduate students from the Graduate Program in Tourism (PPGTUR) has worked on developing a theoretical-conceptual foundation for Responsible Tourism, encompassing, at least initially, the dimensions of Sustainability, Community-Based Tourism, and Tourism Security in Brazil. Accordingly, Tourism Security, within the context of Responsible Tourism, is

understood in a broad and pluralistic manner, encompassing the safety of tourists, service providers, tourism professionals, and host communities. Multiple dimensions may affect tourism activity in a destination, including health surveillance, the prevention of the sexual exploitation of children and adolescents in tourism, public security, consumer relations in tourism, civil defense, tourist transportation, and the effective communication of information to all stakeholders involved in tourism-related activities (Brasil 2023a).

Within the framework of Responsible Tourism, Tourism Security is regarded as one of the priority areas for the development of Brazil's tourism sector. It is considered a shared responsibility among the Federative Units and should be planned and managed through integrated, coordinated, decentralized, and collaborative efforts involving multiple sectors of society, state institutions, and private organizations (Brasil 2023a).

Peter Tarlow (2011 & 2014) identifies the following dimensions of protection when discussing safety in tourism activities: (a) protecting tourists; (b) protecting the tourism industry; (c) protecting attractions and tourism spaces; (d) protecting the economy; (e) protecting the natural environment; and (f) protecting the destination's reputation and image. The Ministry of Tourism defines Tourism Security as

the compilation of measures, actions, and attitudes focused on the well-being and physical and emotional integrity of tourists throughout the travel experience, as well as of service providers, suppliers, and resident populations. This means that Tourism Security extends across the entire process, from destination selection to the period of stay, encompassing hospitality and visitor reception, production and consumption

relations, and the sociocultural, political, economic, environmental, sanitary, and geographical contexts of the places visited, in accordance with the principles of Responsible Tourism (Brasil 2023).

The full, sustainable, and responsible development of tourism cannot occur without the promotion of effective Tourism Security policies capable of enhancing the well-being, comfort, accessibility, and quality of life of the individuals directly involved in the travel experience. (Bauzá Martorell FJ 2018).

Structuring Brazilian tourism destinations through collaborative networks involving public authorities, host communities, business owners, social entrepreneurs, and state institutions constitutes a significant challenge, particularly if Tourism Security is conceived as a universal policy detached from local and regional realities. Consequently, a viable alternative is the development of solutions that incorporate intelligence-based strategies, specialized human capital, the integration and engagement of diverse societal actors, and advanced infrastructure and logistics for public security institutions. Such solutions should also address demands related to health, education, public security, infrastructure, environmental protection, sanitary and epidemiological surveillance, civil defense, mobility, accessibility, and connectivity, thereby strengthening the safety of tourism destinations throughout the national territory (Brazil 2023a).

From this perspective, any comprehensive and multifaceted concept of Tourism Security must take into account the diverse premises, nuances, and singularities of the domains and variables inherent to contemporary society and, more specifically, to the dynamics of tourism as both an economic activity and a social practice. In this regard, Tourism Security may also be understood as

the outcome of a set of measures, strategies, and actions coordinated by the public sector in alignment with the demands of the tourism industry and civil society, with the purpose of identifying and addressing the structural elements that generate insecurity. This can be achieved through scientifically validated methodologies aimed at: (a) promoting safety and well-being for individuals (tourists, suppliers, service providers, tourism professionals, and resident populations); (b) protecting public and private property; (c) preserving and safeguarding cultural and environmental attractions; (d) combating and/or preventing the abuse and sexual exploitation of children and adolescents; (e) ensuring environmental safety and civil defense; and (f) strengthening public security policies in national tourism destinations based on the legal principles established in the General Tourism Law (Law No. 11,771 of September 17, 2008), free enterprise, decentralization, regionalization, and a more equitable, inclusive, sustainable, and ethically responsible model of socio-economic development (Brasil 2023a).

According to the Ministry of Tourism, a tourism destination can only be considered safe if it is capable of protecting residents and visitors from both violent and non-violent crime; ensuring the quality of products and consumer services; preventing and responding to environmental disasters and environmental crimes; promoting compliance with sanitary surveillance protocols; regulating tourism- and leisure-related products and services; and ensuring transparent and reliable access to data (Brasil 2023a).

This article argues that Tourism Security constitutes a complex, humanistic, holistic, and interdisciplinary concept whose theoretical-methodological reflection and empirical implications across Brazil's diverse regions and tourism destinations are imperative. This is particularly important given that the government's Tourism Security Macro-Policy remains incipient and requires more systematic data collection, improved evaluation, monitoring, and control mechanisms, the establishment of a robust system of specific indicators, and, above all, a meaningful reduction in the country's social inequalities.

Florestan Fernandes (2008) reflects on the complex issues that reinforce social inequalities in Brazil through entrenched power structures and the roots and manifestations of structural racism. This influential Brazilian sociologist argues that

the social order and the racial order of an inclusive society changed at markedly unequal rates [...]. As if the caste-based model of social organization still prevailed, the sector constituted by the "white" racial stock became integrated into the currents of historical transformations within the social order, while the "black" racial stock remained stagnant, and the interrelations between the two continued to be regulated by old patterns. Excluded from history and from participation in the social struggles that determined its course, the "person of color" remained confined to a stagnant and static zone of society. Therefore, in contrast to the turbulent transformation of the historical-social landscape, the racial order tended to remain in a stationary condition (Fernandes 2008).

Although a significant portion of the literature and conceptual discussions concerning Tourism Security as a global issue—particularly in peripheral or developing countries, where it constitutes a profound social challenge of the contemporary world—recognizes multiple dimensions of insecurity, it often fails to place social inequalities at the center of the debate. Yet inequality remains an aggressive, persistent, and decisive force in the formation of Brazilian society.

Accordingly, this article considers social inequalities and their multiple effects as fundamental elements in both the present discussion and the formulation of a critical-reflective concept of Tourism Security. From this perspective, Tourism Security may be understood as an effective response to complex socioeconomic, political, cultural, and environmental phenomena intensified by the adverse effects of social inequalities and by the inadequacy of public policies aimed at promoting well-being and quality of life for individuals who reside, work, or temporarily circulate through urban centers, localities, and territorial spaces, whether tourism-oriented or not. These spaces constitute the loci of the (re)production of human relations and of enduring or ephemeral social bonds. In this sense, Tourism Security seeks to safeguard the physical, material, and emotional integrity of both residents and visitors, thereby fostering experiences and encounters that are fundamentally safe, meaningful, and enriching within the host–guest relationship.

Based on the foregoing discussion, the social content embedded in the proposed conceptualization of Tourism Security becomes evident. Such a perspective is essential for understanding the phenomena that contribute to the increase or persistence of violence and insecurity in both urban and rural areas of Brazil. Consequently, socioeconomic factors—particularly social inequalities—cannot be disregarded in analyses of this phenomenon. Social inequality, as a legacy of

colonialism, remains present in numerous countries around the world, including Brazil, as emphasized in the Oxfam report “*As custas de quem? A origem da riqueza e a construção da injustiça no colonialismo*”. It reads as follows:

- (i) Colonialism and imperialism not only drained the natural resources of the Global South and left environmental destruction in their wake, but also entrenched poverty, leaving many people vulnerable and unable to respond effectively to climate change and climate-related disasters (Oxfam 2024).
- (ii) Wealth and political power continued to be concentrated among the wealthiest individuals in many countries of the Global South after independence, with extreme poverty and immense wealth separated by electric fences, golf courses, and other barriers. The inequality experienced by these countries today is, to a large extent, of colonial origin (Oxfam 2024).

Thus, the conception of Tourism Security proposed in this article is intrinsically linked to the recognition, affirmation, and reinterpretation of the origins and persistence of social inequalities in Brazil. These inequalities affect all sectors and dimensions of society and, consequently, influence the effectiveness and success of the Tourism Security Macro-Policy throughout the national territory.

Conceptualizing Tourism Security constitutes an intellectual challenge for academics and technical specialists working in the field of security because it transcends the boundaries of any single area of knowledge, professional domain, or sector-specific public policy. In this regard, the Tourism Security Macro-Policy currently being developed in Brazil, although still at an embryonic stage of implementation and consolidation, represents an important starting point for refining the concept itself and for fostering theoretical and methodological connections among scientific, technical, legal, institutional, and empirical forms of knowledge. Furthermore, it provides a foundation for the adoption of effective strategies aimed at enhancing Tourism Security throughout the country, particularly in destinations characterized by high visitor flows and/or exposure to imminent environmental risks.

Tourism Security Macro-Policy: The Case of Brazil

The 1988 Federal Constitution established the Federative Republic of Brazil as a Democratic State governed by the rule of law, intended to ensure the exercise of social and individual rights, liberty, security, well-being, development, equality, and justice as the supreme values of a fraternal, pluralistic, and prejudice-free society, founded on social harmony and committed, both domestically and internationally, to the peaceful resolution of disputes [...].

Within this context, Brazil is among the countries with the greatest and most diverse tourism potential in the world. At the same time, however, it faces significant structural and conjunctural challenges regarding the development of responsible tourism, including issues related to the safety of domestic tourism destinations (Brazil 2023a, 2023b, 2023c, 2023d).

In 2022, the Ministry of Tourism (MTur), through a series of thematic workshops involving representatives of the tourism industry and organizations from various fields of expertise, proposed the formulation of a Tourism Security public policy based on seven strategic areas of action: prevention of the sexual exploitation of children and adolescents in tourism; tourism consumer relations; public security; tourist transportation; civil defense; health surveillance; and positive communication. This institutional effort was complemented by the demands and contributions of the Tourism Security Forum (SEGTur), established by the Ministry of Tourism in 2021.

This collective and representative effort resulted in the production of an institutional document entitled the Safe Tourism Program (PTS), a technical publication issued by the Ministry of Tourism that has since guided the development and implementation of Tourism Security initiatives organized around these seven strategic areas.

The Safe Tourism Program presents a legal and institutional framework that underpins the seven areas of action constituting Tourism Security. It identifies legislative and regulatory instruments that provide legitimacy to this technical document as the principal governmental guideline with the potential to formalize a Tourism Security Macro-Policy aimed at fostering effective actions and initiatives to promote safe tourism throughout the country. A key passage of the document refers directly to the core purpose of the Program, which is “to enhance the perception of safety in tourism activities in order to strengthen tourism in Brazil in a competitive and sustainable manner, thereby contributing to economic and social development” (Brazil 2022).

The document further states:

Among the lessons that the Covid-19 pandemic left for tourists and the tourism sector, the need for safety is perhaps one of the most significant. The global concern generated by the Covid-19 pandemic highlighted the importance of health protection. Nevertheless, it should not be overlooked that Tourism Security is a broader concept encompassing issues related to mobility, public security, consumer protection, the safeguarding of children and adolescents, human rights, gender equality, accessible information, the physical integrity of various stakeholders, food quality, among many others (Brazil 2022).

The Safe Tourism Program represents a watershed in the field of public policy and in the conceptualization of Tourism Security in Brazil. It advances the understanding of the dimensions that constitute safe tourism within the country's destinations by moving beyond the traditional focus on public security and incorporating new areas of governmental intervention and oversight. In doing so, it seeks to plan, organize, and foster managerial, technical, and operational strategies capable of enhancing the perception of safety in destinations located across Brazil's five macro-regions.

Within this context, further refinement of both the conceptual foundation and the Tourism Security Macro-Policy itself became necessary. In particular, it was essential to bring existing technical knowledge into dialogue with emerging theoretical contributions developed by higher education and research institutions in order to support the continued improvement of the policy framework.

Accordingly, the studies conducted by UFRN in partnership with the Ministry of Tourism through the projects "Brasil, essa é nossa praia!" and "Brasil, Turismo

Responsável" resulted in an in-depth reflection on the concept of Tourism Security. Their objective was to qualify and expand the technical understanding of the concept officially adopted in Federal Government institutional documents by considering the following thematic dimensions: public security; prevention of the abuse and sexual exploitation of children and adolescents; business environment; urban and tourism infrastructure; environment; sanitary and epidemiological safety; and reliable data systems (Brasil 2023a).

Consequently, UFRN researchers proposed a set of technical dimensions for Tourism Security, representing an important step toward refining both the understanding of the policy and its complexity within the Brazilian context. While these dimensions were informed by the content of the Safe Tourism Program (PTS), they were developed from a broader perspective in which Tourism Security is conceived as a cross-cutting, holistic, and multidimensional field. The conceptual synthesis of this framework is presented in Figure 1.

Figure 1. Theoretical-Conceptual Basis of Tourism Security



Source: Brasil (2023).

Technical and scientific knowledge production in the field of Tourism Security continues to evolve in Brazil and internationally through the efforts of public institutions, specialized practitioners, and academic researchers. This ongoing process of conceptual and methodological refinement reflects the growing recognition of Tourism Security as an urgent social, political, environmental, economic, and technological imperative for ensuring the sustainable, responsible, and secure development of tourism destinations.

Methodological Procedures

This study adopts an exploratory-descriptive research design with a qualitative approach, based on documentary and bibliographic analyses of the central theme under investigation. The results are presented and discussed using secondary data collected throughout the research process from institutional documents and information available in digital environments, considering the critical-reflective nature of the scientific inquiry.

The study drew upon technical documents produced by the Brazilian Ministry of Tourism, scientific literature on Responsible Tourism and Tourism Security available in academic repositories and digital platforms, as well as bibliographic references from the field of Applied Social Sciences that were theoretically and methodologically relevant to the investigation.

Empirical information was also collected from the Responsible Tourism Map, which compiles initiatives and best practices related to Tourism Security, Community-Based Tourism, and Sustainability across Brazil's five macro-regions. The platform is available at: <https://paineis.turismo.gov.br/sense/app/b3cabded-fdf5-4f0a-822a378c65934901/sheet/5589e238-576d-417c-a1a4-be6ec0087667/state/analysis>.

The Responsible Tourism Map is part of the Ministry of Tourism's Digital Hub platform (Figure 2), which hosts a wide range of services, information resources, and technical products derived from national tourism policies developed by the Federal Government.

Figure 2. *Digital Hub – Tourism Dashboards*



Source: <https://paineis.turismo.gov.br>.

In light of the foregoing, this study presents and discusses the findings concerning Brazil's emerging macro-policy for Tourism Security. Although still at an incipient stage of development, it already constitutes a significant and relevant initiative undertaken by the Federal Government and several bodies of the direct public administration, particularly the Ministries of Tourism and of Justice and Public Security. These institutions have implemented, either jointly or independently, policies aimed at mitigating the adverse effects of insecurity across the country's five macro-regions, especially in tourist destinations with the highest visitor flows, with a

view to strengthening perceptions of well-being and safety among individuals in both urban and rural public and private spaces.

Results Analysis and Discussion

The Safe Tourism Program constitutes an institutional milestone materialized through a technical document that compiles legal and regulatory information, as well as the objectives and guiding principles underpinning the development of actions and strategies aimed at promoting Tourism Security across Brazilian territory. From this perspective, a set of actions has been implemented nationwide under the inspiration of the PTS, representing an outgrowth of the fragmented sectoral policies in place until 2022. With the structuring and public release of the PTS, it is possible to argue that Brazil currently has a prototype of a Tourism Security macro-policy undergoing tactical and strategic experimentation, resulting from the PTS itself and from the actions and initiatives fostered by public and/or private institutions, as well as by representative entities of organized civil society, across the country's 26 states and the Federal District. Thus, the PTS emerges from the genuine need to conceive a Tourism Security macro-policy capable of producing nationwide effects, particularly in tourist destinations with the highest visitor flows, although the document itself essentially retains the features of a tactical-strategic program. Nevertheless, the document (illustrated in Figure 3) provides the foundational content for the establishment of such a macro-policy, given its complexity, scope, and the seven axes of action initially identified as necessary for enabling effective measures.

Figure 3. *Technical Document: Safe Tourism Program*



Source: Brasil (2022).

Concurrently with the development and launch of the Safe Tourism Program (PTS), the Ministry of Tourism has coordinated the projects "Brasil, essa é nossa praia!" and "Brasil, Turismo Responsável" at the national level in partnership with UFRN. These initiatives constitute a Federal Government action aligned with the National Tourism Plan and aimed at promoting Responsible Tourism through two principal lines

of action: one focused on the responsible management of tourism waterfronts and coastal areas, and another dedicated to Responsible Tourism more broadly.

Initially, the activities planned in 2019 focused on the production of scientific knowledge, the development of the Brazilian Responsible Tourism Map in a virtual environment, the preparation of educational and technical materials, and the organization and delivery of professional qualification extension courses through Distance Education (EaD) in strategic project areas, including Tourism Security, Sustainability, and Community-Based Tourism. These courses were designed for a diverse audience composed of tourism stakeholders and social actors involved in Brazil's tourism sector.

In addition, a Graduate Specialization Program in Responsible Tourism (*lato sensu*) was offered through the Distance Education modality. The program commenced on February 19, 2024, with an expected duration of 18 months and was specifically designed for state-level public tourism managers from across Brazil. In 2025, the e-book *Turismo Responsável: saberes, práticas e experiências* was published, bringing together extended abstracts derived from the final projects developed by students and faculty members participating in the specialization program.

In the field of Tourism Security, the partnership between the Ministry of Tourism and UFRN resulted in the production of a substantial body of technical and educational materials, which were made available through extension courses and digital platforms for individuals and institutions interested in the subject. Figure 4 presents the four principal technical products developed within this framework, encompassing the legal foundations, theoretical-conceptual discussions, principles and guidelines, institutional actions and strategies, as well as best practices and initiatives related to safe tourism implemented throughout Brazil.

This body of technical and educational material holds significant scientific and institutional relevance within the field of Tourism Security and public policy for the tourism sector. Prior to its development, the available knowledge on the subject was dispersed across academic and scientific publications, often remaining at an embryonic stage and lacking effective applicability to Brazil's diverse realities, particularly those of the country's most visited tourism destinations and destinations with the greatest international visibility.

In this context, one of the most relevant national publications, entitled *Public Security Planning and Management in Tourism: Theoretical Reflections and Case Studies* (electronic resource), published in 2021 and edited by Jean Henrique Costa, Marcello Tomé, Mozart Fazito, Wilker Nóbrega, and Ivenio Hermes, played a pioneering role in advancing discussions on the implications of public security for tourism and vice versa. The volume constitutes a unique and essential contribution to the emerging body of specialized literature on the subject in Brazil. Structured around cross-cutting themes from a holistic, complex, dynamic, and heterogeneous perspective, the book presents both theoretical reflections and national and international case studies addressing the tourism–public security nexus.

However, due to the period in which it was produced and published, the aforementioned work did not address the topic from the perspective of the technical-institutional conception of Tourism Security currently in force in Brazil, which has emerged from public policies developed by the Ministry of Tourism and its institutional

partners. Nevertheless, the publication remains fundamental for understanding the theoretical implications of safety and insecurity in tourism destinations and, consequently, for supporting the development and consolidation of a Tourism Security Macro-Policy consistent with the country's socioeconomic, cultural, and environmental complexity, as well as with the specific characteristics of Brazilian tourism destinations and territories.

Figure 4. *Technical Material on Responsible Tourism and Tourism Security*



Source: Brasil; UFRN (2023).

Following the country's new political context, and more specifically with the establishment of the Federal Government in 2023, the partnership between UFRN and the Ministry of Tourism was renewed in order to continue the activities originally developed under the project "*Brasil, essa é nossa praia!*". From this renewed collaboration emerged the brand and project "*Brasil, Turismo Responsável*" (see official logo in Figure 5), whose priority objectives include: conducting a nationwide mapping of Indigenous communities; fostering planning and organizational strategies for the development of ethnotourism in Brazil; and producing technical materials related to Responsible Tourism and its implications within the Brazilian context.

Figure 5. *Official Logo of the Project "Brasil, Turismo Responsável"*



Source: Brazil (2023).

In 2024, the technical team of the project "*Brasil, Turismo Responsável*" carried out a broad range of activities involving planning, event organization and implementation, and scientific production. In addition, field visits were conducted to collect empirical data and gain firsthand knowledge of Indigenous territories located across Brazil's macro-regions. These initiatives generated substantial and significant outcomes within the field of Responsible Tourism.

Table 1 below presents the methodological framework used to identify the policies and strategic actions that have had the greatest impact on the structuring of Brazil's Tourism Security Macro-Policy. The table highlights the most significant results achieved through the projects and governmental initiatives promoted by the Ministry of Tourism.

Table 1. Actions That Impact Tourism Security in Brazil

Action/Initiative	Technical/Institutional Product	Result/Impact
Cadastur – Registry of Tourism Service Providers.	Online system and guidance documents established under Brazilian tourism legislation in 2008.	A registration system for individuals and legal entities operating in the tourism sector. Cadastur offers various benefits and opportunities to those registered and also serves as an important source of information for tourists. Its purpose is to promote the organization, formalization, and legalization of tourism service providers in Brazil through the registration of companies and sector professionals. Registration became mandatory in 2008 with the enactment of the General Tourism Law (GTL), Law No. 11,771/08, of September 17, 2008.
“Viaje Legal”	Website created by the Ministry of Tourism in 2009.	“Viaje Legal” is an initiative of the Ministry of Tourism designed to help tourists plan and carry out their trips by providing a wide range of information on transportation, travel documents, necessary precautions, tips, care measures, accident prevention, and general guidance on the precautions tourists should take before, during, and after travel.
Responsible, Clean, and Safe Tourism Seal Program.	Seal created in 2020.	The seal encourages consumers to feel safe when traveling and visiting places that comply with specific COVID-19 prevention protocols, positioning Brazil as a protected and responsible destination. To obtain the seal, companies and tour guides must be duly registered in Cadastur (Registry of Tourism Service Providers). This was the first stage of the Brazilian Tourism Recovery Plan, coordinated by the Ministry of Tourism, with the aim of reducing the impacts of the pandemic and preparing the sector for a gradual return to activities.
Tourist Consumer Publications.	Available in MTur's Content Centers from 2021 onward: - Air travel – before the trip; - Air travel – during the trip; - Air travel – arriving at the destination; - Traveling by car; - Safe tourism in natural environments.	Technical documents intended to guide consumers/ tourists through tips, informational materials, and an overview of consumer rights in order to provide access to useful and reliable information for tourists when purchasing services and planning travel in general.
Creation of the Code of Conduct aimed at preventing and combating the sexual exploitation of children and adolescents in tourism.	Ordinance establishing the Code of Conduct published in 2019.	Intended for the prevention of and response to the sexual exploitation of children and adolescents, to be adopted nationwide by companies and tourism service providers in accordance with the objectives of the National Tourism Policy, as established by Law No. 11,771 of September 17, 2008, and by the National Plan to Combat Sexual Violence Against Children and Adolescents 2013–2020, approved by Resolution No. 162 of January 28, 2014, of the National Council for the Rights of Children and Adolescents.
Creation of the Tourism Security Forum – SEGTur.	Ordinance published in 2021.	Established by MTur Ordinance No. 33 of October 20, 2021, it aims to increase the sense of safety in tourism through the integration of actors with relevant competencies at different levels of action. The Forum is composed of members of the Ministry of Tourism and includes the participation of specialists qualified to act in support of tourism security. The founding regulation provides for two annual meetings of the SEGTur Forum to address security needs in any of the areas of action of the Safe Tourism Program.
Holding of the 1st Tourism Security Forum meeting.	Meeting held in Brasília (DF) on February 1, 2022.	The meeting addressed the Public Security axis and focused on “the importance of public security data for the benefit of tourism security.” During the meeting, the first referrals for the development of actions in the segment

		were also discussed.
Safe Tourism Program.	Official launch document released on February 1, 2022.	Publication of an unprecedented technical document in Brazil, encompassing 59 actions divided into seven areas of action involving public security, the prevention of the sexual exploitation of children and adolescents in tourism, consumer relations in tourism, tourist transportation, civil defense, health surveillance, and positive communication.
Online platform of the Brazil Code of Conduct.	Facilitator's Manual – Project for the Prevention of the Sexual Exploitation of Children and Adolescents in Tourism, published in 2023.	A voluntary commitment instrument whose purpose is to guide and establish standards of ethical conduct for companies and tourism service providers, their employees and collaborators, who work directly or indirectly in the context of tourism so that, in the performance of their activities, they adopt measures to prevent and combat the sexual exploitation of children and adolescents.
National Responsible Tourism Meeting.	Event held on October 23 and 24, 2023, in Natal/RN. On that occasion, the official delivery of technical publications from the project “Brasil, essa é nossa praia!” took place.	A set of technical productions on Responsible Tourism in Brazil, with an emphasis on Tourism Security, the mapping of best practices in Tourism Security across the five macro-regions, and the publication of the results in institutional documents and digital environments.
Accessible Tourism Program.	Launched in 2012 by the Ministry of Tourism, it brings together a set of technical materials on Accessible Tourism, namely: <ul style="list-style-type: none"> • Profile of Tourists with Disabilities. • Mapping of Accessible Attractions, Enterprises, Products, and Services in Brazil. • Mapping of Best Practices in Accessible Tourism. • Tips for Providing Good Service to Tourists with Disabilities. 	The Accessible Tourism Program consists of a set of actions to promote social inclusion and access to tourism activities for people with disabilities or reduced mobility, enabling the use of tourism services, buildings, and facilities with safety and autonomy. By fostering the inclusion of people with disabilities or reduced mobility, the Program aligns with federal government actions and initiatives aimed at defending and ensuring dignified living conditions, full participation and inclusion in society, and equal opportunities for all people with disabilities, including in tourism activities. In this sense, the Program is directed at public and private managers, frontline tourism professionals, tourism enterprises, tourist destinations, and people with disabilities or reduced mobility (tourists and non-tourists).
Navseg App – Safe Navigation.	Free app launched on September 13, 2023.	Created through a partnership between MTur and the Brazilian Navy, the application uses the mobile phone network signal to track in real time the position of vessels using the platform, allowing all data to be monitored by the nearest Harbor Master's Office throughout the navigation period. In the event of a need for assistance or rescue, the functionality makes it easier to identify and locate the vessel in danger and dispatch aid.

Source: authors of Brasil and UFRN (2023).

The table illustrates several recent initiatives promoted by the Ministry of Tourism and its institutional partners to enhance and democratize access to information related to Tourism Security in Brazil. These initiatives are aligned with the seven strategic areas of the Safe Tourism Program (PTS), although some predate the creation of the Program itself.

Particular attention should be given to the development of the Brazilian Responsible Tourism Map, which compiles best practices in Tourism Security implemented across diverse regions and territorial contexts of the country. The platform includes initiatives associated with the strategic areas of the PTS, as well as actions related to Sustainability and Community-Based Tourism. Examples of these initiatives are presented in Figures 6 and 7 below.

Intersectoral and/or multisectoral public policies are implemented at different territorial scales through the actions of state and municipal governments, with particular emphasis on the establishment of tourism policing units in regions and destinations that receive high visitor flows. Specialized police stations, technical and

The Tourism Security Macro-Policy represents a powerful complementary framework that operates alongside existing policies in the areas of public security; prevention of the abuse and sexual exploitation of children and adolescents; consumer relations; urban and tourism infrastructure; sanitary and epidemiological safety; environmental protection and climate emergency response; and reliable data systems (Mchunu NT 2025).

At the same time, this macro-policy must acknowledge the effects of social inequalities and the pervasive criminal activity that continues to affect the country and that manifests itself across both tourism and non-tourism territories. In this regard, effective action by the Brazilian State, in coordination with the national tourism industry and civil society, through the adoption of appropriate legal mechanisms, adequate physical and technological infrastructure, specialized human capital, and an integrated intelligence network, may gradually contribute to improving and democratizing perceptions of safety among those who live, work, and travel throughout the country, including visitors, tourism service providers, and residents.

Final Considerations

The analysis of Brazil's Tourism Security Macro-Policy demonstrates that, despite the existence of an institutional effort involving a substantial number of public organizations—particularly the Ministry of Tourism and its partner institutions—actions continue to be developed in a diffuse and insufficiently integrated manner. Consequently, responsibility for implementing strategies and initiatives remains largely concentrated at the level of the Federative Units and their respective municipalities, with a predominant focus on public security.

The strategic areas proposed by the Safe Tourism Program constitute the starting point for structuring a macro-policy capable of integrating different federal and state government institutions, based on the country's existing legal framework and the good practices already identified across Brazil's five macro-regions.

A considerable body of robust and officially endorsed documents is available to guide the development of a Tourism Security Macro-Policy, taking into account both the strategic areas of the Safe Tourism Program and the technical materials produced within the scope of the projects "Brasil, essa é nossa praia!" and "Brasil, Turismo Responsável", as well as the dimensions and variables identified in the scientific literature.

Initiatives such as the systematization and dissemination of Tourism Security data through the Brazilian Responsible Tourism Map are legitimate and highly relevant. Nevertheless, they are insufficient on their own to mitigate the adverse effects of insecurity throughout the country, particularly in destinations with high visitor flows and in Brazil's major urban centers.

Public security infrastructure and specialized tourism policing constitute strategic and essential measures for enhancing perceptions of safety in tourism destinations, as evidenced by the Brazilian Responsible Tourism Map. However, such measures alone are insufficient to address the multiple and complex demands associated with tourism,

including transportation and mobility, environmental sustainability, consumer relations, and civil defense, among others.

Consequently, the formulation of a macro-policy characterized by broad, democratic, and representative participation, involving governmental and non-governmental governance bodies as well as the agents, operators, and stakeholders engaged in Brazil's tourism sector, emerges as an imperative condition. Such an approach must recognize regions, cities, and territories as spaces of residence, work, lived experiences, social interaction, and exchange that coexist with the dynamics of both domestic and international tourism.

Therefore, this article constitutes a starting point for future discussions and for the further development of the conceptual foundations and technical-operational dimensions of Tourism Security. It also seeks to contribute to theoretical-methodological propositions and to the production of knowledge capable of improving quality of life and collective well-being through the implementation of actions aligned with the Tourism Security Macro-Policy proposed in this reflection.

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