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**ENVIRONMENTAL  
REGULATION AND  
INSTRUMENTALIZATION  
POLICY AS A  
POSSIBILITY FOR  
SUSTAINABLE  
PRACTICE**

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**Abstract:** This work focuses on the theme of territorial environmental management, through the municipalization of environmental licensing. The theoretical focus falls on Brazilian environmental policy, the decentralization of regulatory instruments, the need for practical actions based on environmental municipalization, with emphasis on the legislation of Rio Grande do Sul (RS). As a methodological strategy, it uses a bibliographic review of the main instruments of environmental policy and digital document analysis of the regulatory regulations for environmental management in the municipality of Santo Cristo (RS), as well as the presentation of performance indicators and data from licensed local enterprises. It is intended to address the instruments of environmental management policy of the territory, at the national, state and local levels, with emphasis on municipal licensing, bringing with it the discussion of the bias of local sustainability. The objective is to contribute to the discussion that small local actions can support the Sustainable Development Goals proposed in the 2030 Agenda (UN). It is believed that actions to regulate territorial policies can be disseminators for the adoption of a behavior favorable to the environment, of obedience of entrepreneurs regarding sustainable production practices.

**Keywords:** Territorial Management. Environmental Licensing. Sustainable Practice.

## INTRODUCTION

The theme of sustainability is widely discussed at present and many studies, from the most diverse areas of knowledge, are being disseminated and published in the academic and organizational environment, in the perspective of a redirection of the current development model. In this context,

sustainability and development intertwine with the awakening of ecological awareness around the 1960s and gain amplitude, especially in the 2000s. Theories of development were gradually permeated by sustainability issues, particularly with regard to environmental sustainability (TUMOLO NETO, 2013).

The capital-oriented development system is an unprecedented event, in which the subordination of all levels of society to the productive system that does not recognize environmental limits and there are no autonomous institutions in relation to the capitalist production model prevails. This way, social and economic processes evolve towards more complex structures, where the current moment presents infinite paths of development. However, one of the points of consensus regarding sustainable development is the recognition of the unsustainability of development patterns in contemporary society, as well as the need to reconcile economic growth with social justice and ecological coherence. And this pressure has direct repercussions on sustainability in its various aspects, whether social, economic, political, cultural or environmental.

According to Costa et al. (2017) economic and social development depends on productive and infrastructure investments, whether to generate energy, favor information networks or even allow production to flow. These investments take place in a geographic space inserted in a certain environment and involved by relationships that shape a particular territorial dynamic, which will be affected by the projects that are located there. In view of the impacts on the environment, both aspects associated with the inventory, characterization and planning, as well as issues related to the way in which these impacts will be received and managed in their territory of influence, are decisive for the projects to

fulfill their purposes. and collaborate with the country's development.

Environmental problems, due to their urgency and clear consequences, seem to demand new approaches, so that solutions can be produced, which inevitably involve the formulation of alternative policies or sustainable development policies for such problems. The environment becomes the agenda in state planning strategies of public development policies, without environmental degradation and the opportunity to be inclusive; from the perspective of these policies being aligned with sustainability (PEREIRA, 2014).

Bursztyn and Bursztyn (2012), approach the Hobbesian formula in their work (in reference to its creator, Hobbes, 1651) as a reflective moment about man, society and nature, which will serve to corroborate the approaches around management territorial environmental focused on productive activities and environmental impacts on society. Elements of nature, such as ants and bees, unlike humans, are not guided by faculties such as reason and speech, and communicate spontaneously, participating harmoniously in complex societies. On the other hand, humans, intelligent beings, live constantly in the conflict of their existence, sustaining the rational maxim through the instincts of survival and dispute over their territories. Thus, according to Hobbes, each must renounce a part of their individual sovereignty, in favor of a greater and external power, in order to protect the other's primary instincts for survival. The basis of this notion of authority also serves as a reference for the conceptual understanding of government, authority and regulation.

Considering the premise of the individual's relationship with the social and environmental environment, this work intends to present the theme of territorial environmental

management of instrumentalization and regulation, with a focus on environmental licensing. The objective is to highlight the municipalization policy for an obedience and practice that the enterprises have with the environment where they are inserted, under the perspective of local sustainability. An analysis of municipal environmental public policy will be part of this speech, through the digital document of the normatizing regulations and legislation pertinent to the theme, presenting data regarding the practice of municipalization of enterprises and licensing. A contribution of small local practices to the great challenges of the Sustainable Development Goals (SDGs) proposed by the Global Agenda 2030 (UN).

## **METHODOLOGY**

This paper presents the theme of environmental policy of land management, instrumentation and regulation with a focus on environmental licensing, through a bibliographic and digital documental research. To carry out the study, qualitative exploratory and descriptive research was used, with an explanatory character. As for the approach, it is a qualitative-quantitative research. This way, in addition to outlining an overview of the municipal environmental public policy, data are presented regarding the practice of municipalization of enterprises and licensing, whose focus is on the municipality of Santo Cristo (RS). It is also considered for analysis the SDGs proposed in the 2030 Agenda (UN), as a reflexive mechanism of the global and local context, in particular, the alignment of this work to SDG 12- Sustainable Production and Consumption.

## **ENVIRONMENTAL REGULATION POLICY AND INSTRUMENTS**

Environmental policy is characterized as a set of coordinated governmental initiatives, involving different bodies and sectors of

public intervention, in articulation with non-governmental and productive actors, aimed at the protection, conservation, sustainable use and restoration of environmental resources (BURSZTYN; BURSZTYN, 2012). The focus of environmental policy according to the authors is not only the biophysical environment, but also the way in which populations and productive activities interact with different ecosystems, including the built environment, which includes cities and infrastructure in general.

Environmental policies emerged in the Brazilian panorama from the 1930s onwards, focusing on environmental issues, initially focused on the regulation of environmental goods.

Some pioneering actions for Brazilian environmental policy (BURSZTYN; BURSZTYN, 2012) deserve to be highlighted: Water Code, Forest Code, Hunting and Fishing Code, Animal Protection Law, National Sanitation Policy. Since 1970, already institutionalized and marked by the command and control strategy, there are: PNMA (National Environmental Policy), Environmental programs and territorial development with Planaflo, Prodeagro, Pantanal Program, Coastal Management, Protection of Tropical Forests, Education Environmental Protection, Protected Areas in the Amazon, Ecotourism, Fighting forest fires, National Agenda 21, Local Agenda 21, Bolsa Verde, Environmental Impact Assessment and Environmental Licensing System, National System of Nature Conservation Units (SNUC), Ecological Zoning- Economic (ZEE), Economic instruments with Ecological ICMS, payment of royalties, Environmental audit and certification, National Water Resources Policy, Forest Policy; Urban environmental with the Cities Statute, with the Basic Sanitation Law and National Solid Waste Policy (PNRS).

The practice of delimiting territories for conservation, already carried out since the end of the 19th century in countries such as the USA, began in Brazil in 1934, with the Forest Code. The consolidation of a single legislation that encompassed the main aspects of creation, implementation, maintenance, management and inspection of protected areas would only take place in the year 2000, after fierce discussions of proposals between the ruralist caucus and representatives of different environmentalist tendencies (PECCATIELLO, 2011).

For the effectiveness of public policies and their implementation, it is important that factors such as geographic, historical, cultural, scientific, economic and political are considered. The choices to be made must be based on criteria that vary according to the nature of the environmental problems, causes and dimension, economic, social and political impacts. Many of the measures and decisions taken by governments and international organizations are then translated into national legislation or international agreements and thus into general legal instruments and administrative acts (BURSZTYN; BURSZTYN, 2012). This way, the policy is introduced into society and becomes decisive for the interaction with the environmental territory, compliance with sustainable actions and practices.

According to Bursztyn and Bursztyn (2012, p. 187), environmental policy is based on principles, which consist of a "proposition accepted as a basis for reasoning, a general rule that conditions behavior, an elementary rule of a science, of an art, of a technique". They can also be the product of ecological damage and threats, the development of science, various economic interests, relations between States, pressure from civil society organizations, social demands, scientific findings, expert analysis and diplomatic agreements, among

other aspects and are summarized as follows:

**Polluter Pays:** oldest and best known of the general principles that underlie environmental policies. It was first defined in May 1972, in the recommendations of the Council of the Organization for Economic Cooperation and Development (OECD), as a guiding principle in the economic sphere, for the establishment of environmental policies in its member countries. It combines the demand for efficiency, internalizing externalities and equity, that is, attributing the environmental cost to the polluter. It is not aimed at punishing polluters, but at modifying the behavior of producers and consumers.

This principle takes on a new guise today, that of the Protector-Receiver, based on the National Policy for Payment for Environmental Services (PNPSA), aiming to discipline the performance of the Public Power in relation to environmental services, in order to promote sustainable development and increase the provision of these services throughout the national territory. The advantage lies in not generating environmental damage through mechanisms of financial retribution to those who protect an environmental asset.

**Prevention:** found in international environmental treaties since the 1930s and is provided for in several international conventions such as the Basel Convention on Transboundary Movements of Hazardous Waste and its Disposal, of 1989, and the Convention on Biological Diversity, of 1992. private sector to take actions to prevent proven, serious and irreversible environmental damage, at an economically acceptable cost. As an example, the Environmental Impact Assessment (EIA) makes it possible to associate environmental concerns with social and economic development strategies, and constitutes an important means of operationalizing a preventive policy in a short, medium and long term perspective.

**Precaution:** extends and completes the principle of prevention and makes it possible to act even in situations of uncertainty regarding the risk, due to the absence of all scientific certainty. The idea of precaution is referenced in the Ministerial Declarations on the Protection of the North Sea in 1984, 1987 and 1990. It is in the Declaration of 1987 that it appears for the first time explicitly in an international normative text. It also includes the areas of food and health safety, in addition to the environmental area. Over the last few decades, it has become a major reference in risk management. It was widely debated on the occasion of the spread of transgenic crops.

**Participation:** explicitly included in the Rio-92 Declaration, when it states that environmental issues are more effectively addressed when they involve the participation, at an appropriate level, of all the citizens involved. It also affirms that States must facilitate and encourage public awareness and participation, through the wide dissemination of appropriate information.

In Brazil, the principle of public participation in the environmental sphere is inscribed in the Federal Constitution of 1988 and also provided for in Law 6,938 of 1981, which established the National Environmental Policy (PNMA). This law created the National Environment Council (Conama), the consultative and deliberative body of the National Environment System (Sisnama), which has, in the composition of its plenary, different representatives of society. Conama still has the following main functions: to implement the National Environmental Policy; establish an articulated set of bodies, entities, rules and practices responsible for protecting and improving environmental quality; and guarantee the decentralization of environmental management, through sharing among federal entities, states and municipalities.

The introduction of environmental policy instruments took place on the basis of a planetary scenario of growth and development of industries, processes of rural exodus and increase in the size of cities and, as a result, a significant increase in human needs. On the scene, the uncontrolled and unconscious use of the environment, the use of natural resources in the production of goods and services, generating negative externalities, which in most cases are absorbed by society instead of falling on the agent generating the damage (MARTORELLI, 2015).

The need for State interference in productive activities, as a mechanism to minimize social costs and thus make the allocation of natural resources (public goods) more efficient, meets the emergence of these instruments to reduce the negative impacts of human activities on the environment. natural environment. The use of instruments in environmental policies is justified mainly because the price mechanism does not reflect the scarcity and values corresponding to natural resources, therefore, they are used to prevent the borrower of these resources from using these public goods and/or generating negative externalities without bear its costs.

Externalities are basically defined as the costs or benefits transferred from certain units of the economic system to others, or outside the market, and can be positive or negative. They are positive when they generate benefits for third parties, such as the maintenance of an area of forest, which regulates the rainfall regime and the quality of the soil of nearby properties, and environmentally sustainable agricultural practices that refrain from the use of agrochemicals with a cumulative effect. environment degrading. Negative when they generate costs for third parties, such as an industry that releases effluents into a river, affecting communities located on the banks of its flow, where waste is responsible

for reducing activities such as fishing and requires higher water treatment costs by the community riverside.

Resolving these negative externalities, resulting from economic activities, without jeopardizing the sustainability of the environment is one of the most important propositions that environmental policy aims to contemplate through its instruments. The types of environmental policy instruments can be: regulatory command and control, economic and voluntary agreements (BURSZTYN; BURSZTYN, 2012). Some authors introduce the communication tool (MARTORELLI, 2015).

The regulatory instruments of command and control of the environmental policy oblige society and the productive sector to behave in a favorable manner to the environment, obeying the legislation and, consequently, its inspection (courts, police, fines, etc). It is divided into four major groups: standards (emissions, environmental quality, technology, performance, product and process); environmental impact studies (EIA reports); licensing (economic exploitation in a private area, widely used in Brazil for the release of projects); zoning (regulating the use in private natural areas or in the public/private domain, through the determination of ecological reserves or permanent preservation areas, in a certain proportion of the total area, aiming to protect river sources, vegetation on slopes, etc.).

Economic instruments foster in society in general and in the productive sector in particular, ecologically correct behavior. They are used through fees (taxes, taxes, fines), pollution rights (negotiable permits) and subsidies (subsidies). Applied for water pollution, air quality, waste treatment, use of fertilizers, cars, batteries, among others.

Rates can be divided into: emission, where values are proportional to load or

volume (liquid effluents, atmospheric emissions, noise and hazardous substances); user, public or collective effluent treatment services (domestic solid waste, sewage treatment waste); by product, added to the price of polluting products (high sulfur fuels, pesticides, batteries and CFCs); administrative costs, cover government costs of licensing, control, registration and other services.

Pollution rights, called tradable permits, determine a maximum level of pollution or degradation for a given region and, from there, distribute permits among polluters. The implementation involves emission quotas (individually distributed to producers when added up, but that do not exceed the maximum level of desirable/acceptable pollution) initially allocated among the installed industries and these can be traded between those industries that do not fully use them and those that need or want to surpass them. The economic agent that reduces the emission of effluents to the environment can sell the surplus.

Subsidies, called subsidies, help polluters to bear the costs of pollution control when externalities are difficult to internalize. A reverse instrument of taxation, economic agents receive some kind of incentive to adhere to the desired behavior, instead of paying to carry out their production and consumption activities. They can take the form of concessions or low-interest loans, in the creation of funds for environmental projects or in the form of tax incentives. Importance of inspection by the competent body or authority, so that it constantly measures the levels of pollutants emitted and sold by economic agents, so that the levels are not higher than those established by the environmental policy in force.

The deposit and refund system, considered a negotiable pollution permit, consists of placing a surcharge on the price of a potentially polluting product, so that when pollution

is avoided by returning that product or part of its waste to authorized recycling or reuse, the surcharge is refunded to the consumer. Widely used for aluminum cans, batteries, pesticide and fertilizer packaging, glass, soda packaging, tires, among others.

The instruments called voluntary agreements have grown in the last twenty years and are adopted in several environmental areas and economic sectors. Used, among other areas, for solid waste and toxic waste policy, agricultural and energy policies, and for the reduction of greenhouse gases. They are part of a set of measures that combine one or several other instruments: eco-fees and other fees, negotiable licenses, return deposit systems, subsidies (technology development, for investments in physical capital, among others), standards (environmental quality, and the technologies or management system to be used), information campaigns, based on the diffusion of technologies and consumer behavior, or liability rules.

Communication instruments are used to raise awareness and inform polluting agents and the population about the most diverse environmental issues and sustainable development. Education and information play a very important role in preserving the environment, as it is often due to a lack of information about nature and the extent of polluting emissions from companies that acts of pollution persist, even more so when local communities they are not aware of the potential risks of pollution and the actions that can be taken to reduce them.

In Brazil, environmental policies are institutionally regulated and articulated by the Federal Government through the Ministry of the Environment. Some criteria are considered important for the effective use of environmental policy instruments: environmental effectiveness, static efficiency, dynamic efficiency, flexibility,

ease of implementation, low operating costs, integration of environmental policy with sectorial policies, reduction of regressive effects on the distribution of income, international competitiveness, compliance with international trade agreements and rules, political acceptance, economic effects (BURSZTYN; BURSZTYN, 2012).

In addition to the current legislation framework, the protection of biodiversity is ensured by the National System of Nature Conservation Units (SNUC), a set of official norms and procedures that allow the federal, state and municipal government spheres, as well as the private sector, to create, implement and manage in the country the conservation units protected areas at different levels, thus systematizing the conservation of nature in Brazil. The SNUC has a set of conservation units made up of 12 categories whose specific objectives differ in terms of the form of protection and permitted uses, ranging from full protection to sustainable use.

The Conservation Units are divided into: Federal Conservation Units for integral protection, Federal Conservation Units for sustainable use, Federal Conservation Units and biomes, Federal Conservation Units and priority areas for conservation, Federal Conservation Units and municipalities, State, State and Municipal Conservation Units, Municipal Units, Municipal Conservation Units and Priority Areas for Conservation. Another important environmental management tool at the national level is the Rural Environmental Registry (CAR). Until January 31, 2020, 6.5 million rural properties were registered, totaling an area of 543,703,650.46 hectares entered in the system's database (BRASIL, 2020).

The Brazilian Institute of Geography and Statistics (IBGE) presents data on the mapping of Brazilian municipalities that have implemented environmental legislation,

as shown in Figure 1. The variables used by the IBGE survey in the construction of this indicator are the number of municipalities with specific environmental legislation and the total number of Brazilian municipalities. There are 5,570 municipalities that have environmental legislation (IBGE, 2015), with a greater concentration in the municipalities of the South, Southeast, Pantanal Matogrossense, North Amazon and South Northeast regions.

The search for basic municipal information has the city hall as its main informant, through the various sectors that compose it. For the elaboration of this indicator, the affirmative answer (yes) of the representative of the environmental agency, or of another qualified person from each of the Brazilian city halls, was considered. The historical series represented in Figure 1 is restricted to the years in which this information was investigated in the survey, that is, 2002 and 2009. The relevance of this indicator can be highlighted due to the focus that has been given to environmental issues at the local level (IBGE, 2015).

Environmental legislation, and the various documents that constitute it, represent the most important regulatory instruments and contribute to revealing the institutional capacity in dealing with environmental issues (IBGE, 2015). A high number of municipalities that have specific legislation is an indication of the insertion of managers and the population in this debate and the importance that the environmental issue has been assuming in recent years for municipal management, as perceived in the states of Rio Grande do Sul, São Paulo, Rio de Janeiro, Espírito Santo, Ceará, Acre, Amapá, which have a significant percentage of 60% (and higher) of the municipalities that have developed their own environmental laws with attention to the place, and as much as



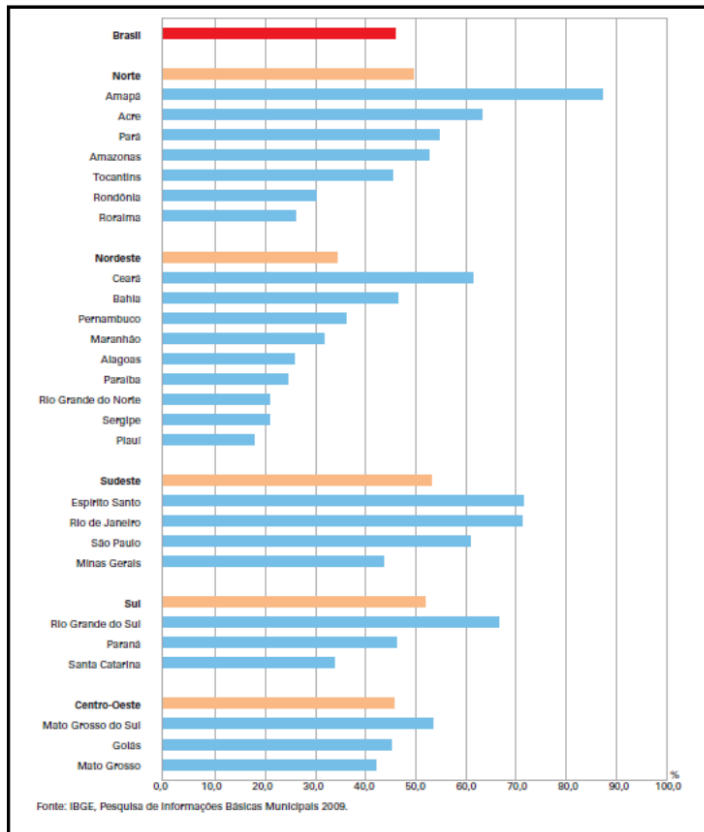


Figure 1: Proportion of Brazilian municipalities in each state with specific legislation to address environmental issues

Source: IBGE, 2015.

to comply with federal and state legislation (figure 1).

Another data that IBGE presents in its publications and that deserves to be highlighted here, given its relevance and importance as a participatory instrument of the local community on environmental issues, is the number of municipalities with periodic meetings of the Environment Council, of only 2,873. (IBGE, 2015). It certainly demonstrates that education and environmental information efforts are needed in general society, reinforcing the importance of the communication instrument, as an environmental management mechanism, which can trigger the awareness of polluting agents and help to promote the participation of the actions of the local community.

## MUNICIPALIZATION AND SUSTAINABLE LOCAL POSSIBILITIES

Environmental licensing has become in recent decades one of the most important instruments of Brazilian environmental policy, being increasingly decentralized to the level of Brazilian municipalities, especially after the encouragement of Complementary Law LC 140/2011 (NASCIMENTO; FONSECA, 2017). Although the Federal Constitution of 1988 defines that the protection of the environment is a competence common to the three federative entities, there was some legal confusion regarding the municipal competence to license until this LC 140/2011 regulated the competences of the federative entities in the environmental protection.

It becomes clear that municipalities can implement a licensing system complementary to the state and federal ones for activities and projects with potential for local impact, as well as acting in a subsidiary or supplementary way to the states and the Union (NASCIMENTO et al., 2020).

Environmental licensing is an instrument of territorial environmental management that seeks to effectively apply the principle of sustainable development, as it has a preventive character and aims to avoid, or minimize, environmental damage through preventive administrative control of entrepreneurial activities (REIS, 2012), with the aim of guaranteeing ecological balance and defending the community's quality of life (FARIAS, 2014).

Oliveira Junior (2020) recognizes environmental licensing as an instrument of preventive police power, to make entrepreneurial activity compatible with the sustainable use of natural resources. Costa et al. (2017) clarifies that the projects take place in the geographic space, involving communities and local socio-historical contexts and alter, interfere, produce effects and impacts on the territories where they will take place, and may even change the physical-geographical attributes and/or the socio-spatial configurations of these territories, compromising their environmental and cultural heritage.

In environmental licensing, impacts caused by the enterprise, its potential or capacity to generate polluting liquids (waste and effluents), solid waste, atmospheric emissions, noise and risk potential, such as explosions and fires, are evaluated. It must be noted that some activities cause damage to the environment, especially in their installation. To this end, environmental licenses establish the conditions for the activity or enterprise to cause the least possible impact, and any

change must be submitted to a new license, with the request for the sequence of licenses: Preliminary License, Installation License and Operation License ( REIS, 2012).

LC 14/2011 set rules for cooperation between the three powers, and it is up to the municipalities of the State of Rio Grande do Sul to license local impact ventures/activities as defined by the State Council for the Environment (CONSEMA). FEPAM (State Environmental Protection Foundation) delegates to some municipalities, through agreements, the competence for licensing activities originally under its attribution. The approval of the State Environmental Code (State Law No. 11520/2000) establishes that the municipalities will be responsible for the environmental licensing of undertakings and activities considered to have a local impact, as well as those delegated to them by the State by legal instrument or Agreement, allowing municipal administrators to be responsible for environmental licensing.

Environmental licensing at the municipal level seeks the local interest from a planning guided by urban policies that satisfy the needs of local communities in the long term. This way, municipalities are faced with an explosive situation that requires agile interventions in areas that go beyond traditional urban routines and basic services (DOWBOR, 2016), with discussions and analyzes of the local and global impact of their actions (REIS, 2012).

In municipalities where there is no minimum qualified technical team for administrative actions for licensing activities with a local impact, FEPAM carries out the licensing on a supplementary basis. Through the SOL (Online Environmental Licensing System) online system, the framework of the enterprise can be carried out and verify if the licensing must be carried out with the municipal environmental agency, FEPAM,

SEMA (Secretariat of the Environment and Infrastructure) or IBAMA (Brazilian Institute of Environment and Renewable Natural Resources).

With the administrative act of the municipalities to be licensed, a process of 'municipalization' appears, a term that, despite not being synonymous with decentralization, is confused with the same, when used to refer to the adoption of instruments at the municipal level that historically were centralized in state and federal governments. This process of environmental municipalization is the effective exercise of the competence of municipalities on matters of interest to the local community (NASCIMENTO et al., 2020), pointed out as an important evolutionary step in decentralized environmental management and in the institutionalization of popular participation (ÁVILA; MALHEIROS, 2012).

Some research developed under the theme of environmental municipalization (NASCIMENTO; FONSECA, 2017; NASCIMENTO et al., 2020), emphasize a low institutional capacity in Brazilian municipalities, lack of human and financial resources in municipal environmental agencies, with a sharp contrast in relation to the efficiency of municipal licensing. It is worth mentioning that in many cases this efficiency depends on the analysis of the municipality in question, its location, its culture, its local indicators. It is in the municipality, together with local authorities, the space where social actors know their problems, can articulate creatively, organize their information systems and follow-up projects and so on. No one better than the local population who knows their priorities (DOWBOR, 2016).

It is through the municipalities that the ecological principle of acting locally and thinking globally can be implemented, since every economic activity, even if authorized or licensed, in principle generates some

environmental liability, which must be evaluated in the light of local peculiarities (REIS, 2012). Municipalities are at the forefront of problems, even though they are the last echelon of public administration (DOWBOR, 2016).

## LICENSING MANAGEMENT IN THE MUNICIPALITY OF SANTO CRISTO

The set of institutional, business and state actions aimed at reducing environmental impacts caused by economic ventures (PEREIRA, 2014) encourage the carrying out of localized studies, of a municipal nature, with a view to improving both local public policies and the instrumental character of solving environmental liabilities.

The approach of environmental municipalization in this work focuses on the municipality of Santo Cristo (RS). Located in the Northwest Mesoregion of Rio Grande do Sul, Santa Rosa Microregion of the State of Rio Grande do Sul (RS), it has approximately 367,202 km<sup>2</sup> of land area and an estimated population of 14,257 people (IBGE, 2019). Its Human Development Index (IDHM/2010) is 0.738 (Atlas, 2013), which places this municipality in the High Human Development range, between 0.700 and 0.799, and the dimension that most contributes to this index is longevity, income and education.

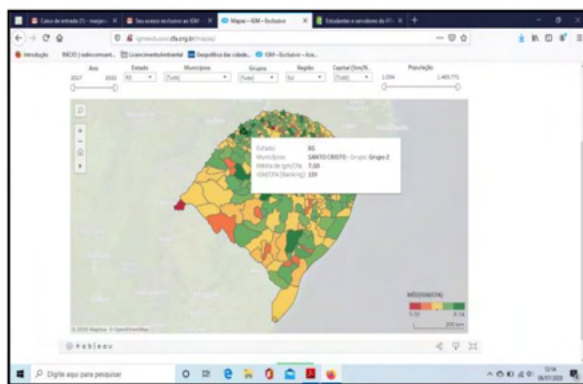


Figure 2: Map of Municipalities:IGM/RS.

Source: IGM/CFA, 2018.

The Municipal Governance Index (IGM) of the Federal Board of Directors (CFA, 2018), represented in Figure 2, is a metric of public governance in Brazilian municipalities based on three dimensions; finance, management and performance. The municipality of Santo Cristo has an IGM of 7.50, occupying the 15th position of the municipalities in the second group of Rio Grande do Sul (Brazilian municipalities with up to 20 thousand inhabitants and with a GDP Per Capita above R\$ 15,028.00). This Brazilian index serves to measure municipal performance as it contemplates a broader view on the dimensions of public governance, and in particular, on the relationship between the fiscal, management and performance dimensions.

In an organizational setting, aspects of environmental public policy actions are considered, whose analysis falls on the environmental licenses issued in 2019 and made available on the website of the Municipality of Santo Cristo. It starts from Municipal Law No. 3,689, of December 30, 2014, which deals with the Municipal Environment Policy, as well as creates the Municipal Environment Council and the Municipal Environment Fund. LC 140/2011, CONSEMA/RS 372/2018 resolution, as well as municipal decrees and regulations are also considered.

As for the operational aspects, in order to obtain the license for a potentially polluting enterprise or activity, the interested party must direct their request to the competent environmental agency to issue the license. In this case, the City Hall through its environmental agent, which is linked to the Agriculture, Livestock and Economic Development Coordination. In 2019, eighty-seven (87) environmental licenses were recorded among swine, poultry, cattle breeding, industrial furniture activities, waste

treatment, household sewage, while in 2018 only seventy-two (72) licenses were registered.

The number of environmental licensing is increasing, according to data collected on the City Hall website, indicative of the mobilization of local managers and entrepreneurs regarding the importance of regulating their productive activities in the face of territorial environmental impacts. Many of these activities are linked to enterprises outside the local territory, such as pig farmers and dairy farmers; In this regard, the municipality has been standing out significantly as one of the largest producers in the State of Rio Grande do Sul (Atlas, 2018).

Other municipal environmental public policy actions that are important for the effectiveness of environmental management with the community include environmental education periodically carried out in schools in the city and some that remain in the interior of the municipality, the selective collection of garbage weekly, and periodically of electronic waste, the urban afforestation campaign with beautification of squares and parks, the practice of the Municipal Environment Council, inspection and allocation of fines to the Environment Fund.

## **SUSTAINABLE OBEDIENCE AND THE SUSTAINABLE DEVELOPMENT GOALS (SDGS)**

The document produced by the Rio+20 Conference, entitled “The future we want”, proposed the creation, within the scope of the UN, of an open working group (GTA) to develop a set of objectives for sustainable development, coherent and integrated with the United Nations development agenda beyond 2015. The government of Brazil was one of the main advocates of the SDG strategy in the multilateral negotiations held since the Conference until its formal launch in September 2015 (RESENDE; KRAUSE, 2016).

Considering the SDGs of the 2030 Agenda for World Sustainable Development (UN) could be significant at a time when local municipalization practices help both the activities of the communities that live in them and in the relationship with the activities with neighboring communities. This also means introducing the practice of community participation in issues surrounding their environment, around their environment. A community that sees itself as part of the whole in which it lives, also understands that a little can be a lot if you consider that everyone does their part.

In this sense, it is believed that the environmental municipalization practices of this study will be able to support SDGs nº 6 and nº 12, contributing to the locally and globally sustainable quality of life, aligning the SDGs with municipal actions in the following way (UN, 2015). ):

Objective 6. Ensure the availability and sustainable management of water and sanitation for all, improving water quality, reducing pollution in production processes, treating waste and waste from urban and rural enterprises.

Objective 12. Ensure sustainable production and consumption patterns, achieved through environmental management with the various environmental education awareness actions promoted in schools as a means of prevention, reduction, recycling and reuse; promoting the environmentally sound management of chemicals through the electronic waste collection point, consequently significantly reducing their release to air, water and soil, to minimize their negative impacts on human health and the environment.

As is already happening in other institutions, the municipality could promote, together with the community, through the Municipal Council, the creation of a working group (WG) focused on actions and activities

in partnership with other representative entities of municipal management. Articulate the cooperatives, together with their representatives, events alluding to practices of awareness about sustainable production and management, improvement of lifestyle and harmony with nature. Another important relationship would be the partnership between the secretary of agriculture and the secretary of health, promoting, through family health agents, effective environmental awareness about responsible consumption, involving and strengthening selective garbage collection campaigns and environmental education practices.

## **FINAL CONSIDERATIONS AND REFLECTIONS**

Although the environment is part of everyone's life, the emphasis on its approach, in different fields of knowledge and science, has changed and the relationship between society and the environment has become one of the great world concerns, having repercussions in the spheres of public policies (PEREIRA, 2014), with emphasis on the interlocutions of environmental management of the territory, at different spatial scales.

The theme of the environmental management policy of instrumentalization and regulation expresses in the municipal environmental licensing the indirect possibility of obedience to life in the community and favorable prospecting for sustainable territorial development. Considering this premise, territorial environmental management strategies in the state planning of public policies for development and sustainability, condition the analysis of productive and infrastructure investments that are there in the geographic space, in a certain environment (COSTA et al. 2017). These are enterprises that are involved in multifactorial relationships in a particular

territorial dynamics and that consequently affect the lives of agents in society.

In view of this, when the alignment of environmental municipalization provokes in local enterprises, which use both public goods and natural resources, a responsible, committed and engaged posture, a path to environmentally sustainable development can be prospected. This contribution can be effected with the environmental licensing of the projects as a possibility to guarantee an ecologically balanced environment and the defense of the community's quality of life (FARIAS, 2014), in a significant portion of small local practices in relation to global practices.

In this local space where social actors know their problems (DOWBOR, 2016),

articulations can arise in a creative way, organizing their information systems and monitoring of projects, becoming increasingly involved in public dialogue, which will positively influence the exercise of educational practices in the collective environment in which they live. The case presented in this work, an inland city, having significant and representative results at the state level, considering more central cities, provides an indication of the insertion of managers and the population in the environmental debate, building municipal territorial management. It also expresses the capacity for local institutional development in a context of valuing society's collective learning in the management of its regional space.

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