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The process of territorial planning in small municipalities and the performance of the Association of Municipalities of Alto Vale do Itajaí in Santa Catarina

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Abstract

In general terms, it is understood that the territory is defined by a set of objects and actions, flows and fixed. So, to think about territorial planning is to accompany/manage the development process of the territories. Based on this premise, the text presents reflections on the performance of the Association of Municipalities of Alto Vale do Itajaí (AMAVI) in promoting Territorial Planning through Terms of Cooperation for the elaboration of Municipal Master Plans in the small municipalities of this region in the interior of Santa Catarina. The theoretical-methodological path used deals with qualitative, exploratory, non-systematic bibliographical research based on analysis of the activities of the aforementioned Association. As a result: i) it was verified the relevance and necessity of AMAVI's performance in conducting the elaboration of the Master Plans of the municipalities that make up the region object of study, in view of its limitations (technical and structural); ii) there was also an indication of improvements in the approach perspectives, for example, with regard to the constitution of multi and interdisciplinary teams; and iii) implementing ideas to increase / encourage social participation in the context.

Keywords: Territorial Planning. Municipal Master Plans. Small Municipalities. Associations of Municipalities. Alto Vale do Itajaí (Santa Catarina).

O processo de planejamento territorial em pequenos municípios e a atuação da Associação de Municípios do Alto Vale do Itajaí em Santa Catarina

Resumo

Em termos gerais, compreende-se que o território é definido por um conjunto de objetos e ações, de fluxos e fixos. Então, pensar em planejamento territorial é acompanhar / gerir o processo de desenvolvimento dos territórios. A partir de tal premissa, o texto apresenta reflexões sobre a atuação da Associação de Municípios do Alto Vale do Itajaí (AMAVI) na promoção de Planejamento Territorial por meio de Termos de Cooperação à elaboração de

Planos Diretores Municipais nos pequenos municípios dessa região do interior de Santa Catarina. O percurso teórico-metodológico utilizado versa sobre pesquisa qualitativa, exploratória, bibliográfica não-sistemática e por base de análise da atuação da Associação supracitada. Como resultados: i) constatou-se a relevância e necessidade da atuação da AMAVI na condução da elaboração dos Planos Diretores dos municípios que compõem a região objeto de estudo tendo em vista suas limitações (técnicas e estruturais); ii) evidenciou-se também indicação de melhorias nas perspectivas de abordagem, por exemplo, no que tange à constituição de equipes multi e interdisciplinares; e iii) na implementação de ideias para aumentar / estimular a participação social no contexto.

Palavras-Chave: Planejamento Territorial. Planos Diretores Municipais. Pequenos Municípios. Associações de Municípios. Alto Vale do Itajaí (Santa Catarina).

El proceso de planificación territorial en pequeños municipios y la actuación de la Asociación de Municipios del Alto Vale do Itajaí en Santa Catarina

Resumen

En términos generales, se entiende que el territorio está definido por un conjunto de objetos y acciones, flujos y fijos. Entonces, pensar en la planificación territorial es acompañar/gestionar el proceso de desarrollo de los territorios. A partir de tal premisa, el texto presenta reflexões sobre a atuação da Associação de Municípios do Alto Vale do Itajaí (AMAVI) na promoção de Planejamento Territorial por meio de Termos de Cooperação à elaboração de Planos Diretores Municipais nos pequenos municípios dessa região do interior de Santa Catarina. La ruta teórico-metodológica utilizada trata de una investigación bibliográfica cualitativa, exploratoria, no sistemática y basada en el análisis del desempeño de la referida Asociación. Como resultado: i) se constató la pertinencia y necesidad de la actuación de AMAVI en la conducción de la elaboración de los Planes Directores de los municipios que integran la región objeto de estudio, dadas sus limitaciones (técnicas y estructurales); ii) también se indicaron mejoras en las perspectivas de abordaje, por ejemplo, en cuanto a la constitución de equipos multi e interdisciplinarios; y iii) implementar ideas para aumentar/fomentar la participación social en el contexto.

Palabras clave: Planificación Territorial. Planes Directores Municipales. Municipios pequeños. Asociaciones de Municipios. Alto Vale do Itajaí (Santa Catarina).

Introductory Notes

The reflection proposed in this study focuses on addressing planning and territorial development, especially through Municipal Master Plans in small municipalities and the role as a mediation agent for the promotion of Territorial Planning played by the Association of Municipalities in the Alto Vale region of Itajaí (AMAVI), in Santa Catarina.¹

In the intended relational perspective, it is necessary to consider that, to think about territorial planning is, initially, to understand it in the light of the conception of the territories. In this sense, the practice in territorial planning is linked to the idea of disposition / distribution of objects and actions (for example: housing, work, leisure and others) in a given space and the ways in which they will be appropriated and used.

However, in order to achieve a positive development, it is fundamental that there is integration between researchers, graduates in different academic levels,

¹An integral part of the doctoral thesis research in the Postgraduate Program in Territorial Planning and Socio-environmental Development in the research line of Territorial Planning and Social, Economic and Spatial Development, at the State University of Santa Catarina – UDESC/FAED – defended in 2019.

professional classes, entities – such as associations of municipalities – and citizens, aiming to idealize and execute projects, programs and plans that encompass multiple points of view, incorporating them in practices. Popular participation in the planning/monitoring process (or processes/stages) is also essential, as provided for in the City Statute (Law 10,257/2001) for the democratic management of cities.

To subsidize the study, qualitative, exploratory and non-systematic bibliographical research was used, based on the analysis of the performance of an Association of Municipalities in the Alto Vale do Itajaí Region, in Santa Catarina, the Association of Municipalities of the Region of the Alto Vale do Itajaí (AMAVI). Thus, the text is divided into four sections, in addition to these introductory notes: i) Theoretical framework; ii) Methodology; iii) Discussions; and iv) Final grades.

Theoretical framework: brief notes on territory, territorial planning and the context of Municipal Associations

Understanding and reflecting on territorial planning and development requires prior understanding of some epistemological issues. Therefore, it is worth thinking about the territory, territorialities and the technical innovations that emerge during the technical-scientific-informational period² (SANTOS, 1994). Thinking about territory also requires understanding space. Both are not equivalent terms or synonyms (RAFFESTIN, 1993).

The basis of the territory is nature or space, which man transforms through his work, his intervention. Mode of production, social background and space are interdependent (SANTOS, 1977), and Space, according to Santos (1978, p. 26)

[...] it is neither a thing nor a system of things, but a relational reality: things and relations together [...] Space must be considered as an inseparable set of which geographic objects participate [...] [...] [and] society in motion (1978, p. 26).

From this perspective, to understand the territory, one can use the category of analysis idealized by Santos (1977), the socio-spatial formation, since the process of development of society over time takes place from flows and fixed points, in a system of actions and objects in a given space. For Raffestin (1993, p. 143), “by appropriating a space, concretely or abstractly [...] the subject territorializes the space”, modifying the territory through work and power relations.

Individuals experience social interactions on a daily basis, create power relations that are revealed in the construction of meshes, knots, networks that, in turn, constitute the territory, manifested in different space-time and social scales, changing over time, including the perspective of cyberspace appropriation, according to reflections proposed by Staloch and Reis (2015).

Haesbaert (2006) emphasizes the existence of a non-hierarchical multi-territoriality in a constant process of transformation. In any understanding, the territory has to do with power, but not just the traditional “political power”. It

² Thinking about this relationship between technical innovations and space, Mamigonian (1999, p. 155) states that the “organization of space under capitalism depended and depends on industrial revolutions, revolutions in transport [...], but also on spatial economic restructuring that occur in depressive periods.

concerns both power in the more concrete sense of domination and power in the more symbolic sense of appropriation.

Thus, Haesbaert (2007) presents at least three approaches to the concept of territory: a) materialistic: where the territory is a natural resource, physical distance or, at the limit, a shelter; b) idealistic: associating territory and culture, a more symbolic view of invisible powers; c) an integrative approach between the different social dimensions: naturalistic and biological, power relations (Modern Nation-State) and economic.

Territoriality and territory are not synonymous: they complement each other. Like territory, territorialities are defined historically and temporally. It is directly related to the subjects' social interactions, whether for political, economic or other purposes. Simultaneously, they are the result, the constraints and give the characteristics of territorialization and territory. Saquet (2007, p. 127) states that “territories are produced spatio-temporally by the exercise of power by a certain group or social class, by everyday territorialities”, and these territorialities are understood by Sack (2011) based on human actions, in the attempt of an individual or group to control/influence others in a delimited area [territory].

In addition to political aspects, Santos (2002) also emphasizes the importance of social, economic and cultural aspects intertwined due to the movement of society over the course of different historical moments and the development of techniques in understanding the territory. Therefore, in summary, it can be said that there is a certain consensus among some authors (Raffestin, 2010; Haesbaert, 2007; Souza, 1995 and 2006; Santos, 1988) on the conception of territory as the space of power relations.

Given the above, in the dimension of development and territorial planning, it can be said that “emphasis is required on processes, structures and the identification of crucial agents and interactions between decisions and those structures, seeking to reveal the concrete interests at stake” (BRANDÃO, 2008, p. 3). For Randolph (2016, p. 56), there is a tripod (triad) in which there is a relationship between Planning, Development and Power/Politics, a contradictory complexity of processes and articulations, evidencing what Lefebvre (1993) reports about the social production of the space.

According to the Basic Document for the Definition of the National Territorial Planning Policy (BRASIL, 2006, p. 16), territorial planning is understood as “a set of guidelines, policies and programmed actions, with a view to achieving a desired spatial order and dynamics. In addition to technical and instrumental consistency, an essential aspect of the three modalities (territorial management, regional development and territorial planning) is the need for political concertation.”

For the Ministry of Cities, territorial planning³ is “to define the best way to occupy the site of a municipality or region, to foresee the points where activities will be located, and all the uses of space, present and future” (BRASIL, 2005, p. 14). Theis (2016, p. 92) conceptualized planning, in general, as “an intervention tool available to populations to mitigate socio-spatial inequalities and meet individual and collective

³ It is not synonymous with territorial ordering. One might think that territorial planning aims to maintain a balanced territorial order. Gudiño (2015) presents a set of methodologies that contribute to territorial ordering: i) diagnosis of the territorial system; ii) prospective to analyze through time: past, present and future; iii) territorial planning and management; iv) participation of actors who make decisions and who exercise different powers in the territory.

needs and interests”. In this sense, it encourages us to think about a relationship between development and planning, as they are influenced by issues of power and politics (STALOCH, 2019).

In the Brazilian context, many territorial planning policies (above all, urban) have a prevailing logic known as technocratic and exclusionary, as evidenced by Maricato (2009). Still, sometimes, these plans are mere formalities, as defined by Rolnik (2001 and 2009). In this interpretation, it is possible to have development without planning, and also, through power relations and adopted policies, to induce planning and the development process through forces and interests, which subverts the possibility of constituting a city/municipality where all meet your expectations in different dimensions, including happiness.

For Sen (2000), from the political point of view, planning constitutes a space for negotiation between civil society and the government, providing opportunities for the reconstruction and reorganization of the power game, allowing the redefinition of the dominant objectives and the expansion of individual and collective freedoms, a projection and programming through negotiation, which makes us think about the relevance of participation in order to reduce existing inequalities.

The primary purpose of territorial planning and management, according to Mafra and Silva (2004, p. 8), boils down to “territorial planning, this expression meaning the analysis of the distribution of places destined for housing and productive activities and others in a given space, as well as the forms of use by the various agents involved”. In turn, the authors remind us, territorial planning is understood as “an analytical and strategic structure, in essence a coherent set of policies that establish or modify territorial planning” (MAFRA and SILVA, 2004, p. 9).

And when one thinks of territorial planning related to the development of cities, “the current ones, we are simultaneously rebuilding their past and their future: it is the form, the attitude, the criticism that we are able to carry out, that your future will depend” (GASPAR, 2016, p. 07). And that, as the author pointed out, depends on good governments, which understand that cities are dynamic, demanding “to generate more information [...] and movements that allow the pursuit of prosperity, knowledge, well-being, who knows? the glimpse of what could be called happiness” (Idem, p. 23).

Through territorial planning:

The city can be converted into a benefit for all; opportunities can be democratized for all residents; satisfactory conditions can be guaranteed to finance municipal development; and the conditions for using available resources in a democratic and sustainable way can be democratized (BRASIL, 2004, p. 14).

For a long time, it was thought that planning the city was to practice “urbanism” (as evidenced in the Agache Plan), supported by the functionalist thinking of cities. In this discussion resides the duality between the city you want and the city you have. For Maricato (2009), due to a technical planning model that excludes participation, ideas are out of place and places are out of ideas. Aiming to fit these perspectives to the regulation of Arts. 182 and 183 of the 1988 Federal Constitution [inserted due to “pressures” from the National Movement for Urban Reform, started in the 1960s] that express the “social function of the city”, in the

2000s, territorial planning advanced with the Statute of the City (Law 10.257/2001), whose innovations are based on:

A set of new instruments of an urbanistic nature aimed at inducing – rather than regulating – the forms of land use and occupation; a new management strategy that incorporates the idea of direct citizen participation in decision-making processes about the fate of the city and the expansion of possibilities for regularizing urban possessions, which until today are situated on the ambiguous frontier between legal and illegal (ROLNIK, 2001).

From the point of view of Territorial Planning, social participation⁴ is essential for achieving the city (and development) that one wants, still thinking in the context of the right to the city described by Lefebvre (2001). In this sense, from Law 10/257/2001 (Statute of the City) a new period begins, inciting us to discuss about a new urban logic – the less technocratic urban reform – including social participation in the planning process. According to the Ministry of Cities, “all citizens are entitled to participate in the planning of their city and can intervene in the reality of their municipality” (BRASIL, 2004, p. 13). Therefore, territorial planning needs to be built based on principles such as participation, solidarity and cooperation, recognizing people's desires and dreams in different temporalities (SAQUET, 2011).

With the entry of the Bolsonaro government, many of these achievements are lost, especially those that began with the creation of the Ministry of Cities in 2003⁵, which facilitated dialogue on policies in the 2000s and was extinguished with that government, returning to being recreated with Lula's return to the Presidency, in 2023, which is very promising for resuming discussions on territorial policies, especially those that are inclusive and that in fact aim at territorial governance, such as encouraging territorial policies (urban or regional) to integration between researchers, trainers at different academic levels and citizens, whether for projects, programs and development plans, which correlates with the characteristic of the area of study in Urban and Regional Planning and Demography (PLURD) evaluated by CAPES in terms of its interdisciplinary essence (RANDOLPH, 2013).⁶

With regard to the elaboration and implementation of Programs, Projects and Actions that involve Territorial Planning in the scope of urbanism, one must think and implement projects that are not of weak / practical thinking as described by Chalas

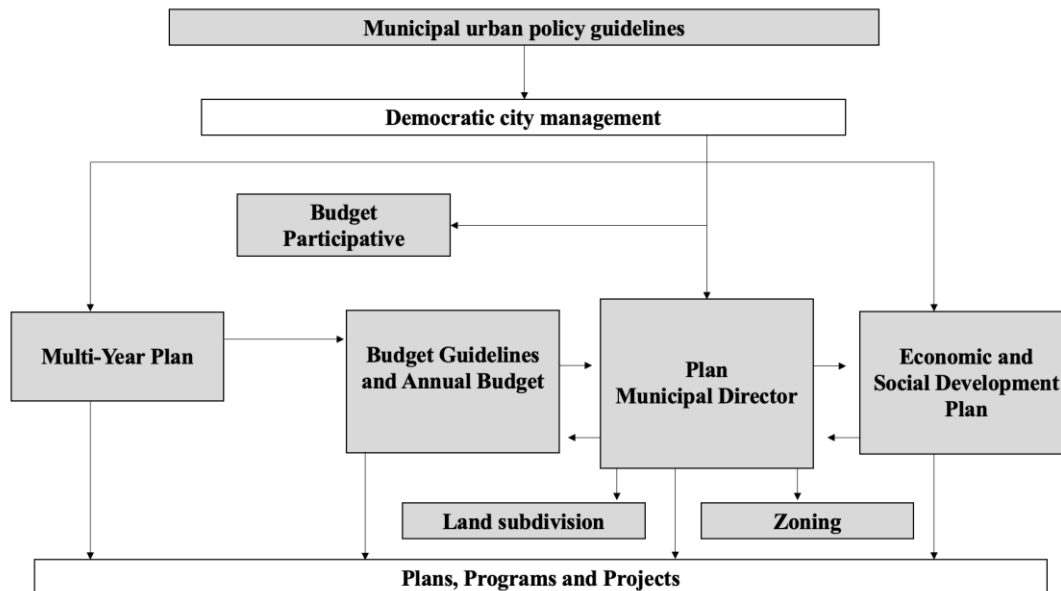
⁴ In understanding participation, it can be related to reflections on social capital, referring to social practices, relationships of trust and norms that are present in a society that, in turn, will determine its level of development, as described by Putnam (1996).

⁵ For the actors linked to the social movement for urban reform, the creation of the Ministry of Cities represented the possibility of advancing in the democratization of urban management, making it one of the institutional pillars of its agenda, expanding the spaces of participatory democracy, until then experienced mainly in the local scope. The response to this demand, within the Ministry's organization process, was through the constitution of a National Council of Cities as an integral part of its structure and a central element in the formulation and negotiation of policies, and in which both government sectors (from three levels of government) how segments of civil society (business sector, trade unions, professional organizations, NGOs, academic and research entities and popular movements) are represented, elected through segmental assemblies, among delegates attending National Conferences (ROLNIK, 2009, p. 35).

⁶ However, for Randolph (2013, p. 26) there is a lack of consolidation of “interdisciplinary perspectives” that arise from practices.

(2008).⁷ For Lacerda et al. “The Plan is, thus, the urban development matrix of the municipality, having for that very reason a necessary interface with all the other planning instruments of the municipal administration” (2005, p. 56). In this sense, a territorial governance is needed that connects knowledge, areas and institutions and that takes into account a relational matrix of policy and territorial management. (Figure 1)

Figure 1 - Guidelines for territorial management and planning policy



Source: extracted and adapted from Staloch (2019, p. 77).

In this format, the PDM assumes a long-term strategic role starting from the city you have, the city you want and the city you can have, including people's happiness considering a perspective of “cities for people” as evidenced by Gehl (2013). In the scope of territorial planning, especially for small municipalities, it is opportune to highlight the role of municipal associations. According to Marcon and Marques (2001), these represent great importance for the development process of municipalities, especially with regard to the territorial planning process.

Associativism between municipalities is a practice in several countries whose objective is to strengthen municipalities at the government level and facilitate the

⁷ Non-spatial urbanism: that which comes from an ideology of built space that implies or develops certain practices of living and censors others; Performative urbanism: that which has neither a true project nor a solution before public debate. It is expected that the project results from public debate, from the contribution of knowledge, information or skills from all the partners involved, politicians, economic authorities, inhabitants and urban planners; Integrative urbanism: that for which the phenomenon of integration [...] means reciprocal adaptation of all the parties involved, large or small, compromise between objectives of any nature, and, more strongly, result with what this last notion supposes of innovation, invention, creation; Apophatic urbanism: the one that no longer cares about happiness for all [...] practical urbanism in its apophatic version. Methodologically it places the emptiness or the enigma as the starting point of its action and not the full or any content; Political urbanism: that in which politicians, more than technicians, respond or offer, listen to or propose and negotiate solutions on the issue of neighborhoods, the city and projects. The formal and technical dimension of the project becomes secondary in relation to its political dimension. In this sense, there is a de-spatialization of the urban issue in favor of its re-politicization.

provision of public services (MARCON and MARQUES, 2001). According to the authors, the practice of municipal associations began in Brazil on March 15, 1946, with the installation of the Brazilian Association of Municipalities linked to the Ministry of Finance. In Santa Catarina the practice was already present, realizing

[...] that the idea of intermunicipal cooperation for the provision of common services was older, as it had already been established in this State, in its Organic Law of municipalities, Law N. 1639, of October 5, 1928, that 'it is licit for the municipalities to make adjustments and conventions among themselves for carrying out works or institution of common utility and mutual collection of taxes'. The Organic Law of Municipalities N. 55, of December 30, 1935, also established that 'municipalities may associate themselves to carry out any improvements or execution of services of common interest, through the acquiescence of the Legislative Assembly (sic) (MARCON and MARQUES, 2001, p. 198).

The practice was instituted by the Federal Constitution of 1988 in its article 29, item X: “*a importância da cooperação das associações representativas no planejamento municipal*” and also instituted by the State Constitution of Santa Catarina of 1989 in article 114 paragraph 3, which says that municipalities may “*criar associações, consórcios e entidades intermunicipais para a realização de ações, obras e serviços de interesse comum*”, as it happens today via Associations of Municipalities listed by Marcon and Marques (2001).

The Associations of Municipalities in Santa Catarina⁸ are configured as legal entities governed by private law, non-profit, with an indefinite duration and with their own statute, approved by the General Assembly. This statute defines the basic purposes of coordination and the implementation of integrated local development plans and the institutionalization of micro-regional planning, the provision of services and technical assistance to associated municipalities, also articulating with the State and the Union (MARCON and MARQUES, 2001, p. 201).

It is also noteworthy that such Associations in the State of Santa Catarina are in different stages of organization and performance and there are difficulties faced by municipal associations in the State and that in order to continue fulfilling their mission, above all to articulate, they must “improve their performance and their competence as an agent of a delegated power and start to intensify its action in urban and regional planning, organizing and articulating these innovative forces [...]” (MARCON and MARQUES, 2001, p. 208).

Finally, by understanding the relevance of the theme and its relationships, this research focuses on evaluating the role played by the Association of Municipalities of the Alto Vale do Itajaí Region (AMAVI) in the articulation of Territorial Planning, mainly focusing on the analyzes and reflections in the process of Preparing Municipal Master Plans.

Methodology

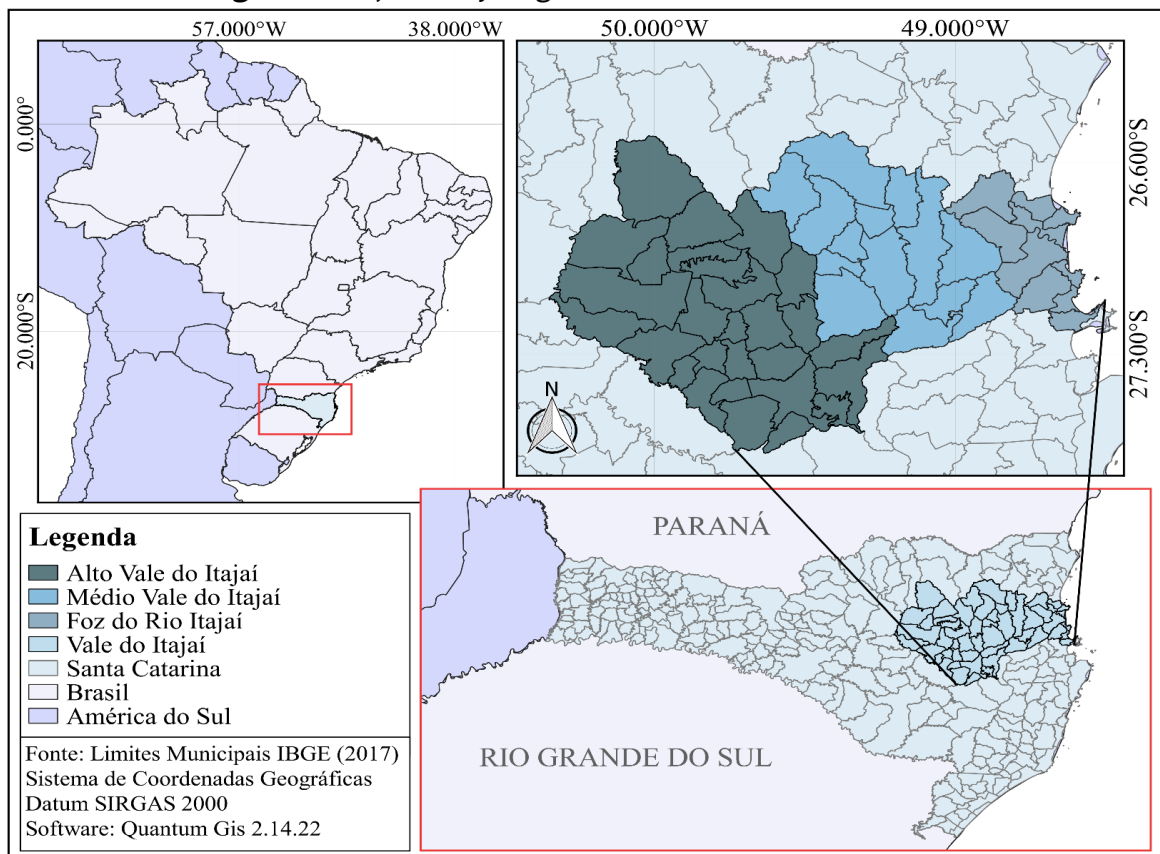
In order for the objectives of the present work to be achieved, a qualitative, exploratory, non-systematic bibliographical research was carried out, based on the

⁸ Currently, there are 21 (twenty one) Associations in the State of Santa Catarina.

analysis of the performance of the Association of Municipalities of the Alto Vale do Itajaí Region (AMAVI) in Santa Catarina (Figure 3).

The region is an integral part of Vale do Itajaí (composed of 53 municipalities), in which three associations of municipalities operate: Association of Municipalities of Alto Vale do Itajaí (AMAVI) – 28 municipalities; Association of Municipalities of the Vale Europeu (AMVE) – 14 municipalities; Association of Municipalities of the Foz do Rio Itajaí Region (AMFRI) – 11 municipalities.⁹ (Figure 2)

Figure 2 - Itajaí Valley Region – Santa Catarina – Brazil

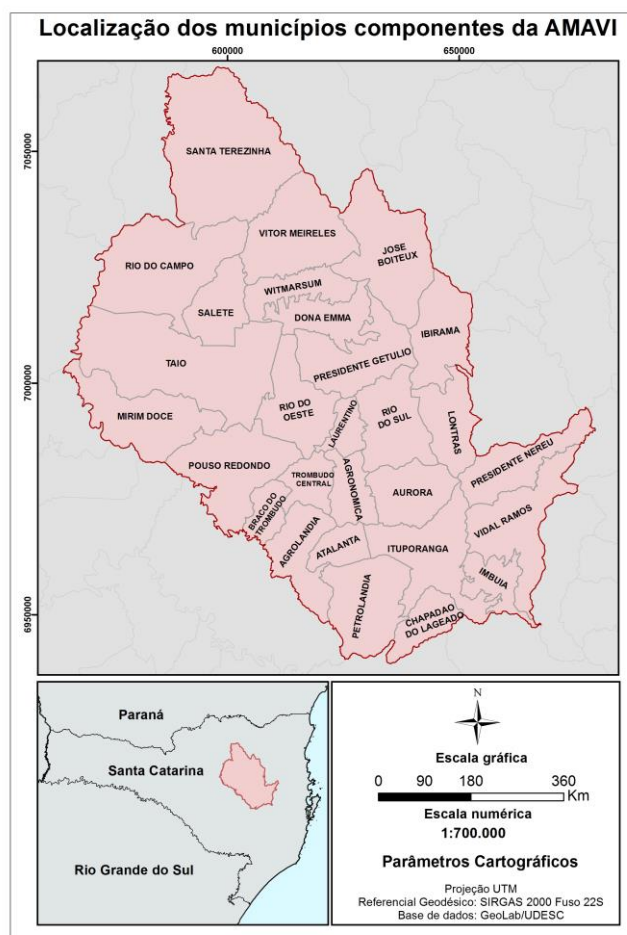


Elaboration: Cristiane Gracieli Kloth.

⁹ Each Association presents a municipality that has polarization functions: AMVE – Blumenau, AMFRI – Itajaí and AMAVI – Rio do Sul. And it is precisely in these municipalities that polarize the others that the headquarters of the aforementioned Associations are installed.

The present work focuses on the AMAVI region, which covers 28 municipalities for operation, that is, it comprises 52% of the total municipalities in the Vale do Itajaí Region, which are distributed as follows: (Figure 3)

Figure 3 - Territorial distribution of the municipalities comprising AMAVI



Elaboration: Guilherme Linheira.

The municipalities are affiliated to the Association of Municipalities of Alto Vale do Itajaí (AMAVI), founded in 1964 (second association of municipalities in the State of Santa Catarina) and which represents, in many cases, important (if not the only) technical support to municipalities, such as, for example, to elaborate the Municipal Master Plans, started in 2005 (MARCON and MARQUES, 2001 and MEURER and VIEIRA, 2010).

The investigative period for the reflections was concentrated from 2005 to 2015¹⁰, a period in which the first municipal master plans (PDM) for the studied region were drawn up, which justifies the time frame. As main methodological procedures, we cite techniques for collecting data and information in primary documents (minutes of meetings in the municipalities and reports produced) and secondary

¹⁰ Several municipalities have already gone through a revision process in their Master Plans, following the same process implemented for elaboration, as demonstrated by Staloch (2019).

documents (publications and reports resulting from the process) and conducting oral interviews with a semi-structured script of questions, which were applied with representatives of AMAVI in the first half of 2017¹¹ - called "E1 and E2" - in order to understand the trajectory adopted for the elaboration of master plans of the municipalities that are part of the Association.

Data and Discussion

It is necessary to analyze, even briefly, the socio-spatial formation process of the Alto Vale do Itajaí Region in the context of the Vale do Itajaí Region. It should be noted that the process of systematic occupation of the territory of Santa Catarina occurred through European colonization. Thus, such ethnic-cultural characteristics decisively influenced the conformation of the social fabric. The immigrants brought great knowledge of their trades performed in Europe with “qualified labor, [...] from immigrants with technical knowledge, who came throughout the history of Blumenau, but especially after 1918 and 1945” (MAMIGONIAN, 1965, p. 80).

Furthermore, immigrants explored the territory and gave rise to the first agricultural activities and, later, to commerce and industry, as listed by Mamigonian (1965; 1986), which gives us the basis for understanding that the development of the territory of Santa Catarina occurred through these constituted “nuclei”, which favored the development of several branches in specific regions, and, consequently, of the export basket itself in that same distribution (ROCHA, 2004).

With the colonization of Vale do Itajaí, after the creation of the colony of Blumenau in 1850, a vast region began to be explored (COLAÇO and KLANOVICZ, 2000), including the region currently called Alto Vale do Itajaí, starting the process of colonization and development from Rio do Sul (initially called Braço do Sul – Südarm in German) (DAGNONI and WARTHA, 2016). More systematic exploration of the Alto Vale do Itajaí Region began in 1892 with the arrival of the first settlers, however, the indigenous presence in the region deserves special mention, especially the Xokleng (or Iaklãñõ), as pointed out by Martins (1995) and Dagnoni (2018).

The region called Alto Vale do Itajaí (AVI) comprises the hydrographic basins of the main sources of the Itajaí-Açu river (Itajaí do Sul, Itajaí do Oeste, Itajaí do Norte or Hercílio rivers). This area was the target of the colonization process in the late 19th and early 20th centuries, with the main economic activities for its development being those linked to logging and small-scale rural and urban mercantile production (MAMIGONIAN, 2011).

The socio-spatial development and formation of the Alto Vale do Itajaí Region resulted from the interests and efforts of the government, colonization companies and entrepreneurial initiative of individuals (DAGNONI and WARTHA, 2016) through the opening of roads - a geographic factor, as it was in the middle of the way from Blumenau to Lages - at first for exploitation and later to dispose of agricultural and extractive production in the region, especially after the Proclamation of the Republic. Thus, “thanks to agricultural establishments, trade was strengthened and companies

¹¹ The names of the interviewees were replaced by E1 and E2, avoiding exposing their identity. The Free and Informed Consent and Authorization documents on the use of information for research purposes are with the interviewing researcher.

were establishing themselves, preparing the transformation of the colony into municipalities” (DAGNONI, 2016, p. 35) – economic factor.

It should be noted that the region's development process is based on the villages and the community, especially through the development of commerce (PELUSO JR, 1948). The author also points out that, in communities, institutions are important, such as: commercial establishments, churches and schools. Another important factor in the region's development process was the Estrada de Ferro de Santa Catarina (EFSC), whose route dates back to 1906, which arrived to modify and reformulate the urban space.

This process of building the EFSC made Rio do Sul the target of planning by engineers, in particular Gino Alberto de Lotto, responsible for the railroad and who drew up the first cadastral map of the municipality, in 1931, also concerned with the city's street layout. EFSC played a prominent role in the region's development process. It began in Blumenau in 1906, arriving in Rio do Sul in 1930 “leading to demographic transformations in places where agriculture predominated” (DAGNONI, 2018, p. 97). With the arrival of EFSC, logging gains prominence and also contributes to regional development, due to the greater ease of transport, attracting the installation of a large number of sawmills in the Alto Vale do Itajaí (DAGNONI, 2018).

It is worth highlighting that the development process, within the scope of urbanization, did not occur homogeneously nor did it incorporate all social classes (characteristic of capitalism according to Marx), since in the early 1950s in Rio do Sul the Favela da Beira was already consolidated on the one hand (Figure 4) and, on the other, the placement of signs, numbering of houses, street names, delimitation of neighborhoods and placement of signs (Figure 5).

Figure 4 - Favela da Beira in Rio do Sul – 1950's



Source: Collection of the Historical Public Archive of Rio do Sul.

Figure 5 - Urbanization Process – Rio do Sul – 1950's



Source: Collection of the Historical Public Archive of Rio do Sul.

With the weakening of logging in the Itajaí Valley, in the late 1970s and early 1980s, there was a diversification of economic activities, such as agriculture and the industrial sector, especially textiles, clothing, metalworking and food processing industries, for example. In the wake of this change, trade and the provision of services also came. As a consequence, the incentive for agriculture diminishes and the rural exodus to the cities intensifies.

In summary, one can understand the process of socio-spatial formation of the Vale do Itajaí Region considering five moments: i) Basically agricultural process, of polyculture and to meet the needs of the family - Century. XIX; ii) The agricultural surplus starts to be commercialized in local commerce - Century. XIX, thus emerging a more dynamic process; iii) Encouraging the arrival of immigrants, aiming to contribute to the region's development process - second half of the 20th century. XIX; iv) More accentuated development of industrialization and consequent more accelerated urbanization process - 19th century. XX; and v) Expansion and export process - Century. XXI.

From the geographical point of view, it should be noted that the process of colonization of the Alto Vale do Itajaí took place on the banks of rivers, which in turn were essential for development, including ferries to cross the Itajaí-Açu river, in Rio do Sul (DAGNONI and WARTHA, 2016). However, due to this factor and the growth of cities in the river plains, there were several consequences, especially floods, which are systematically repeated in the region. One of the largest was registered in 1983¹² and, more recently, in 2011. According to the Ministry of National Integration¹³, of the 28 municipalities in the region, 25 declared a state of public calamity due to the floods in 2011.¹⁴

When considering the population data of the region studied, 25% of the municipalities have less than 5,000 inhabitants¹⁵; from 5 to 10 thousand inhabitants add up to 46% and over 10 thousand inhabitants make up 29%. Rio do Sul, with 70,952

¹² Giving rise to State Law 6502, of December 11, 1984, on floods and aid to those affected.

¹³ Available at <http://www.mi.gov.br/reconhecimentos-em-2013>. Accessed on: Jan. from 2023.

¹⁴ View Flood Maps in Aumond; Sevegnani and Frank (2018).

¹⁵ In the description by Silva (2016), these are called micromunicipalities.

inhabitants, and Ituporanga, with 26,694 inhabitants, are the only ones with more than 25,000 inhabitants, according to preliminary data from the IBGE 2022 Demographic Census.¹⁶

According to studies by Staloch (2019) and Staloch and Rocha (2019), it appears that there is a process of modification in the population structure of the Alto Vale do Itajaí Region over the period from 1970 to 2010: in 1970 the urban population was considered young and the rural adult. Already in 2010, the urban population can be considered adult and the rural population is young/adult.

It is also verified that in 2010 the urban population of the analyzed region is greater than the rural one. However, it is still worth highlighting the urban population polarity of some municipalities, such as Rio do Sul, Ituporanga, Taió, Ibirama and Presidente Getúlio, which proportionally influence the regional analysis for an urban population. Therefore, it should be noted that the total population of the Alto Vale do Itajaí Region is comprised in the urban area; but, when analyzing the municipalities individually, most of them still have a rural population higher than the urban one (STALOCH, 2019).

Even though the total population of the region appears to be urban, the economic sector that stands out – which predominates – especially in those municipalities with up to 10,000 inhabitants, is agriculture/agriculture. Still on the economic aspect, in terms of Gross Domestic Product (GDP), Rio do Sul represents the largest share of the regional GDP composition (about 26%), followed by Ituporanga, Taió, Presidente Getúlio, Pouso Redondo and Ibirama which, together, they represent more than 50% of the regional GDP (STALOCH, 2019).¹⁷

When considering the regional characteristic of Alto Vale do Itajaí of being composed of small municipalities, and the city halls, for the most part, not having an adequate (or ideal) technical structure for planning or even executing plans or programs, especially in the with regard to territorial planning, the constitution of the Association of Municipalities of the Alto Vale do Itajaí Region (AMAVI) is very important. The Association operates based on the provisions of article 5 of its Statute (AMAVI, 2004):

- I - expand and strengthen the administrative, economic and social capacity of municipalities, providing technical assistance in municipal activities.
- II - promote intermunicipal and intergovernmental cooperation.
- III - register deposits and mineral resources in the region necessary for the execution and maintenance of works and public services in general.

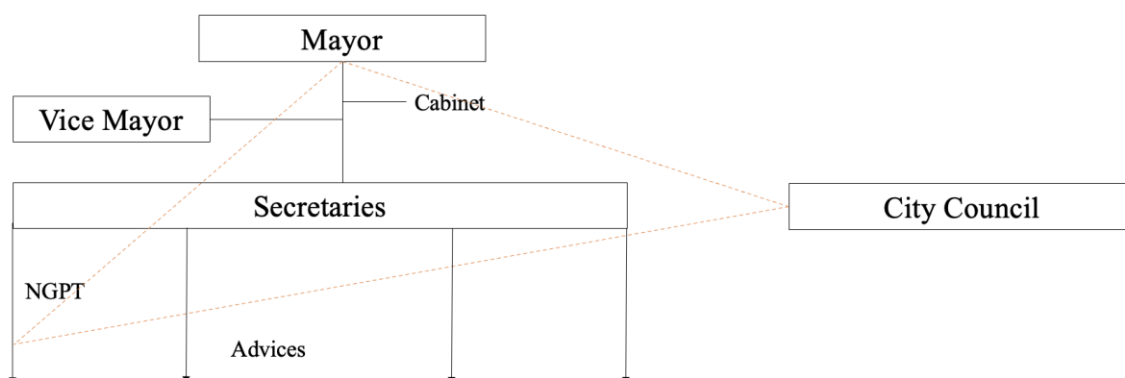
In order to understand the process of municipal territorial planning based on the political-administrative process, it is necessary to understand how the municipal governments of the Alto Vale do Itajaí Region are structured – organizational

¹⁶ Available at: <https://www.ibge.gov.br/estatisticas/sociais/saude/22827-censo-demographic-2022.html?=&t=resultados>

¹⁷ Some complements: Rio do Sul stands out with its production in the industrial area, with a focus on the metalworking, electronics and clothing sector, mainly jeans. Ituporanga stands out with agricultural production, mainly onions, tobacco, corn and beans, in addition to the production of poultry, cattle and pigs. Taió stands out for its industrial production. President Getúlio, for agricultural production, dairy farming, refrigerating, textile and timber industries. Pouso Redondo stands out for its industrial and agricultural production.

structure – in the sphere of action for Territorial Planning, with the following basic structure (Figure 6):

Figure 6 - Organizational structure perceived in city halls



Source: extracted and adapted from Staloch (2019, p. 240).

Generally, the Territorial Planning Management Nucleus (NGPT) is incorporated into the Planning Secretariat, when it exists. With regard to the elaboration of the PDM for the municipalities of the Alto Vale do Itajaí Region, Meurer and Vieira (2010) report that they derived from the priorities listed in the 2nd Regional Conference of Cities in 2005: “seeking greater efficiency in the integration and appreciation of its 28 associated municipalities, AMAVI technicians prepared a proposal for a Participatory Regional Master Plan, presented to the Mayors of the region during one of their Ordinary Assemblies and unanimously approved by those present” (MEURER and VIEIRA, 2010, p. 5). Also according to these authors, the plans were elaborated in a participatory way, especially considering what was suggested in the hearings held.

It should be noted that the majority of the PDM – with the exception of the Rio do Sul PDM¹⁸ – were prepared by AMAVI. In this sense, the Association, via a Technical Cooperation Agreement with the municipalities, conducted the process of preparing the PDM¹⁹ following the terms:

- I - The process of drawing up and managing the territorial organization policy in the municipalities has as its basic principle respect for the democratic order, incorporating the participation of different segments of society in its formulation, execution, inspection and monitoring.
- II - The integrated management of the various municipal public policies will observe guidelines such as: creation of popular participation mechanisms and the exercise of democracy in the deliberative processes of its actions.

¹⁸ Of the 28 municipalities, Rio do Sul is the one with the most robust structure to implement the territorial planning process, whether in preparation or follow-up/monitoring. The Department of Urban Planning is made up of the Director of the Department, Head of Division for Paving, Civil Engineering, Architecture and Urban Planning, Topography and Trainees. This department relates to others, such as the Department of Geoprocessing and Public Works Inspection.

¹⁹ In an attempt to foster discussions, in 2011 AMAVI created the Territorial Planning Collegiate (COPLAN) with the purpose of “discussing matters of interest to municipalities, the combination of efforts for the election and defense of municipal interests and the harmonization of procedures relating to municipal territorial planning areas” (EXTRACTED FROM THE MINUTES OF INCORPORATION OF COPLAN, MARCH 16, 2011).

III - The main objectives of the Municipal Planning and Management System are: to create channels for society to participate in the municipal management of urban policy.

IV - The Municipal Planning and Management System should be composed of planning bodies and instruments that should ensure the participation of the population in all stages of the process of democratic management of urban policy and encourage social participation.

V - It is incumbent upon the Territorial Planning Management Nucleus to encourage social participation.

Still, in an interview with representatives of AMAVI, it was found that during the 2nd Conference of Cities, in 2007, the mayors decided to draw up the master plans of their municipalities, requesting the cooperation of the Association, understanding that they themselves would not have the technical conditions to carry them out. This corroborates what Costa and Favarão (2016) emphasize about the inability of small municipalities with regard to institutional strengthening, access to technical and financial resources, and also what Lacerda et al. (2005, p. 69):

[...] with regard to the municipal administrative structure, what can be seen in most municipalities is a staff that lacks technical and scientific knowledge and lacks up-to-date administrative experience. In short, “scrapped” structures not only in their facilities, machines and equipment, but also in their greatest potential, local human resources.

Arantes et al. (2009) also show the low technical competence of administrators and also of the technical staff. This context was perceived by AMAVI at the beginning of the works to prepare the Municipal Master Plans: when asked during an interview about the technical and administrative capacity of the municipalities, the interviewees (E1 and E2) claimed that before the beginning of the works there was a perspective in the conduction, however, after getting in touch with the reality of the municipalities, they realized that the “coisa era totalmente diferente” (E1), mainly because “a gente sofreu mais foi com a falta de informações [...] não tinha um banco de dados atualizado das informações, eram todas dispersas e muitas vezes a pessoa responsável pelas informações era desorganizada e [...] não tinha nada lá de arquivo” (E2).

The research data demonstrate that, at the beginning of the process of preparing the Master Plans for the municipalities, the AMAVI work team was made up of two professionals from Architecture and Urban Planning. However, upon verifying the low technical capacity of the municipalities to assist in the process, other professionals were recruited to form the team, especially Architects and Urban Planners.

Initially, the schedule for the elaboration was foreseen for about a year. Although,

o tempo médio de fato foi de dois a três anos. Quando o Projeto de Lei foi enviado para a Câmara de Vereadores para aprovação, a média de tempo foi de seis meses sendo que em alguns municípios, por exemplo Petrolândia, o texto / projeto enviado foi lido na íntegra e corrigiram até crases, foram bem minuciosos e por outro lado, tiveram as prefeituras que aprovaram 100%, sem emendas ou qualquer alteração (E1).

Still, according to the reports of the interviewees (E1 and E2), about the context of participation, the great difficulty of participation stands out: the problem pointed out by them is that “as pessoas não se sentem parte do processo” (E2). It is observed, in the data analyzed, that there was a prediction, in the signed Cooperation Agreement, that the process of elaboration and management of the territorial policy in the municipalities should adopt as a basic principle the respect for the democratic order, incorporating the participation of the different segments of society in the formulation, execution, inspection and monitoring of the PDM. However, analyzing the studies by Staloch (2019), it was found that the attempt was not successful in becoming real.

The basic structuring of the work carried out by AMAVI to conduct the elaboration of the participatory PDM of the 28 municipalities was organized in seven stages: 1) structuring of local teams; 2) data collection; 3) Diagnosis (technical and community reading) + first Public Hearing; 4) preparation of proposals and guidelines + second Public Hearing; 5) elaboration of the Bill + third Public Hearing; 6) approval by the City Council; and 7) implementation and management of the Master Plan (MEURER and VIEIRA, 2010).

On a visit to AMAVI and based on the interview process carried out, it was verified that the technical team that coordinated and carried out the elaboration process of the PDM of the municipalities was composed solely of architecture and urbanism professionals. In order to carry out the work in the municipalities, AMAVI teams were divided into micro-poles (headquarters cities) coordinated by a person in charge, usually a hired architect who led the process. The defined micro-poles were: 1- Rio do Sul, 2- Ibirama, 3- Taió, 4- Ituporanga and 5- Trombudo Central, each covering other clustered municipalities. After this division, the first stage was the structuring and training of teams in the city halls, including the Territorial Planning Management Nucleus (NGPT).

Interviewee E2 made a point of emphasizing that the NGPT acted more like a Council than a core itself. In addition to the Nucleus, the discussions (in public hearings) were attended by organized civil society, such as: residents' associations, business associations, unions, universities and NGOs. However, in the study by Staloch (2019), when analyzing the meeting attendance lists, neither such participation nor representativeness was noticed. E2's report also draws attention when he described that one of the major problems in the elaboration process was the non-participation of the population “porque às vezes é pouco divulgado e às vezes as pessoas vêm para audiência pública sem saber do que se trata”.

In summary, the studies by Staloch (2019) show three stages implemented in the process of elaborating the PDM in the municipalities of the Alto Vale do Itajaí Region through the work of AMAVI:

I – Data collection: defined the Master Plan and the stages of elaboration of the Master Plan; collected data (city reading) using the CDP - Conditions, Deficiencies and Potentials - or Metaplan methodology; discussion and identification of the municipality's profile (in about seven meetings).

II – Discussion and diagnosis: establish priorities and strategies for the diagnosis (carried out in about three meetings).

III – Proposal: define Macrozoning, Municipal Zoning and Urban Indexes; define Urban Zoning and Urban Indexes and Parameters; define the zoning

of the rural area, discuss public roads and templates; define the Municipality's Areas of Special Interest; discuss the bill for the municipal Master Plan (in about six meetings).

With the information obtained in the interviews carried out and in the document analyses, it was verified that the first meetings in the municipalities were destined to present the attributions of the Management Nucleus, define its Internal Regulations and elect its members. During the data collection stage, it was exposed and clarified what the Master Plan is and what steps would be necessary to elaborate it. The city we have and the city we want to have”. Topics were discussed on Socioeconomic and Cultural Aspects (Economy, Tourism and Culture); Physical-Territorial Aspects (Geomorphology and Environment); Social Infrastructure (Education, Culture, Health, Social Assistance, Sport and Leisure and Security); Social Infrastructure (Sports and Leisure and Security); Physical infrastructure (Road System); Physical infrastructure (Sanitation, Electricity and Communication).

It was found that the same procedure was used in all municipalities. And more: through the content analysis of the PDM elaborated in the period, the similarity between what concerns the content / wording of the texts was verified (STALOCH, 2019). By reading the minutes of the NGPT and Public Hearings, Rolnik (2009, p. 45) had already noticed:

in many cities, public debates on urban policy issues took place for the first time; in others, it was just a formal procedure – the convening of a public hearing and its recording in the minutes – so that the local political power could not be accused and eventually punished for not complying with the law.

In this context, in 23 municipalities the PDM were approved in the period comprising the years 2008, 2009 and 2010. Rio do Sul, the municipality with the largest population in the region, was the first to conclude, in 2006, meeting the requirements of the City Statute: municipalities with more than 20,000 inhabitants must have PDM. It should also be mentioned that most municipalities in the region were not obliged (and continue not to be) to prepare a PDM, as only two municipalities (Rio do Sul and Ituporanga) have a population of over 20,000 inhabitants. (Table 1)

Table 1 - Institution of the first Municipal Master Plan of the municipalities of the Alto Vale do Itajaí Region - after approval of the City Statute (2001)

COUNTY	POPULATION			LAW AND DATE
	2000	2010	2022	
Rio do Sul	51.650	61.198	72.587	LEI COMPLEMENTAR Nº 163, DE 12 DE DEZEMBRO DE 2006
Atalanta	3.429	3.300	3.227	LEI COMPLEMENTAR Nº 001/2008
Chapadão do Lageado	2.561	2.762	3.950	LEI COMPLEMENTAR Nº. 0035 DE 08.12.2008
Dona Emma	3.309	3.721	4.221	LEI COMPLEMENTAR Nº. 91/2008
Ibirama	15.802	17.330	19.862	LEI COMPLEMENTAR Nº. 73, DE 22 DE DEZEMBRO DE 2008
Imbuia	5.246	5.707	5.982	LEI COMPLEMENTAR Nº 41, DE 12 DEZEMBRO 2008.
Ituporanga	19.492	22.250	26.525	LEI COMPLEMENTAR Nº 021, DE 18 DE DEZEMBRO DE 2008
José Boiteux	4.594	4.721	5.985	LEI COMPLEMENTAR 012/2008
Mirim Doce	2.753	2.513	2.511	LEI COMPLEMENTAR Nº 56 DE 19 DE DEZEMBRO DE 2008
Presidente Getúlio Salete	12.333	14.887	20.010	LEI COMPLEMENTAR Nº. 2.292/2008
Vidal Ramos	7.163	7.370	7.489	LEI COMPLEMENTAR Nº 056, DE 23 DE DEZEMBRO DE 2008
Vitor Meireles	6.279	6.290	6.189	LEI COMPLEMENTAR Nº. 028 DE 15 DE OUTUBRO DE 2008
Braço do Trombudo	5.519	5.207	5.370	LEI COMPLEMENTAR Nº 41, DE 31 DEZEMBRO DE 2008
Petrolândia	3.187	3.457	4.026	LEI COMPLEMENTAR 075/2009
Pouso Redondo	6.406	6.131	6.716	LEI COMPLEMENTAR Nº. 006 DE 25 DE AGOSTO DE 2009
Presidente Nereu	12.203	14.810	17.123	LEI COMPLEMENTAR Nº 002/2009 DE 14 DE JULHO DE 2009
Rio do Oeste	2.305	2.284	2.301	LEI COMPLEMENTAR Nº 002/2009, DE 01 DE JUNHO DE 2009
Taió	6.730	7.090	7.747	LEI COMPLEMENTAR Nº 026 DE 30 DE JUNHO DE 2009
Trombudo Central	16.257	17.260	18.310	LEI COMPLEMENTAR N.º 117/2009
Agrolândia	5.795	6.553	7.274	LEI COMPLEMENTAR 1594 DE 05 DE JUNHO DE 2009
Laurentino	7.810	9.323	10.990	LEI COMPLEMENTAR Nº 085, DE 28 DE SETEMBRO DE 2010
Rio do Campo	5.062	6.004	7.932	LEI COMPLEMENTAR Nº1081/2010.
Santa Terezinha	6.522	6.192	6.452	LEI COMPLEMENTAR Nº. 06 DE 16 DE DEZEMBRO DE 2010.
Agrolândia	8.840	8.767	8.066	LEI COMPLEMENTAR Nº. 11, DE 14 DE DEZEMBRO DE 2010
Lontras	4.257	4.904	6.055	LEI COMPLEMENTAR Nº 062/2011 DE 12 DE ABRIL DE 2011
Witmarsum	8.381	10.244	12.873	LEI COMPLEMENTAR Nº. 41/2012
Aurora	3.251	3.600	4.255	LEI COMPLEMENTAR N.º 47/13, DE 29/04/2013
	5.474	5.549	6.780	LEI COMPLEMENTAR Nº 008 DE 15 DE OUTUBRO DE 2014
Total	242.610	269.424	310.808	

Source: adapted from Staloch (2019). 2022 IBGE Demographic Census.

According to a study by Butzke (2007), AMAVI's performance is based on "demands [...] of economic development of the associated municipalities", which can be seen in the present study and more, it shows a technical performance, so much so that, in the context of social participation, according to Meurer and Vieira (2010), the entire PDM elaboration process was elaborated in a participatory way. However, in a study by Staloch (2019), the weaknesses of community participation and the possibilities for advances in the context of social participation in processes are clear, including the use of cyberspace to promote greater participation, both in elaboration and monitoring.

Final Grades

In the research carried out, with a predominance of small municipalities in the Alto Vale do Itajaí Region, weaknesses were found to perform their functions in relation to municipal territorial planning, evidencing the need for territorial governance, considering that this makes us think of integration for territory management, and thus, the relevance of AMAVI in the context, which implies improving what Butzke (2007) found about the lack of dialogue between associative entities present in the region, which can hinder regional interests.

There is a scenario in which “the immense and absolute majority of municipalities, master plans, when elaborated, and urban policy instruments, when foreseen in the plans, are a mere formality, do not mobilize actors and do not even interest economic and political agents” (COSTA and FAVARÃO, 2016, p. 127) and therein lies a “cause” that AMAVI must also contribute and mobilize so that the Plans, Programs, Projects, Actions, etc. developed are connected with the PDM and prospects for territorial planning that is concerned with people's happiness, including long-term goals.

Therefore, we paraphrase Arantes et al. (2009) when they point out that it is necessary to think not about building a city of single thought where citizens are just consumers of the city and not builders (not in the literal sense). And this makes us analyze and combat what Maricato (2009) lists about out-of-place ideas and out-of-ideas places due to a purely technical planning process and often subordinated to interests, or even based on weak thoughts / practices in terms of Chalas (2008).

It is important to mention and reinforce what Marcon and Marques (2001) highlighted about the improvement of the performance and competence of municipal associations, especially emphasizing here with regard to urban and regional planning: it is of paramount importance to constitute teams in number and appropriate qualification – multi and interdisciplinary – since territorial planning itself and the PDMs situated in this scope cannot be viewed purely from a technical point of view by a single group or professional class (architecture and engineering).

In the course of this text, the objective was not to exhaust the dialogues on the subject, quite the contrary. The intention is to open horizons for new discussions that can contribute to the understanding of the dynamics necessary for the process of territorial planning in small municipalities, stimulating more and more associativism. AMAVI can be understood as an element of territorial development and, in this sense, its consultative action must be included and encouraged beyond the process of preparing or revising the PDM.

Finally, it should be noted that it is necessary to encourage interdisciplinary action in municipal associations in the preparation and/or revision of Municipal Master Plans or, in any aspect of action in territorial planning policies, increasingly including social participation in the processes. It is a challenge, but with positive prospects for incorporating elements present in the technical-scientific-informational period (cyberspace), as pointed out by Staloch (2019).

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