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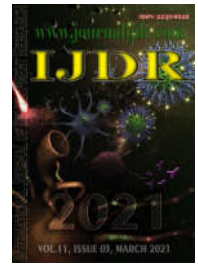
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URBAN FUNDING REGULARIZATION AS A DRIVER FOR INCREASING MUNICIPAL REVENUE AND LOCAL DEVELOPMENT

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ABSTRACT

The disorderly growth of cities has generated land tenure irregularities in Brazil. To mitigate the problem, the legislator created the Federal Law, which deals with regularized residential rural-urban lands. In this perspective, the legislative advances, urban development has become the responsibility of the municipalities, which have assumed the leading role in the realization of urban public policies by Federal Law no. 13465/2017. However, for public administration to be able to enforce the social function of the city, property, and the guarantee of fundamental rights, financial resources are necessary for its planning and implementation. Thus, the study aims to analyze academic productions that deal with urban land regularization, to identify their contribution to the increase in municipal revenue and local development. The chronological parameter of publication 2016-2020 was used to search scientific journals. The main results found were that there are signs of improvement in municipal revenue, therefore, of local development in the short, medium, and long term.

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INTRODUCTION

The theme of the present work addresses the positive and negative impacts of the application of Reurb for urban development. Urban management is exercised by the federal, state, and municipal authorities and must be carried out through urban planning through innovative processes, which organize the growth of cities, minimizing disordered urban expansion, avoiding the formation of new precarious settlements (Rolnik *et al.*, 2007 p. 8). The Reurb is an instrument that corrects land irregularities and reconstructs the urban fabric, with the organization of urban planning being one of the main factors. However, the public manager fails to prioritize it, due to the simple omission of the State or due to the lack of financial resources directed to this end. Given this, the research problem consists of verifying: how does the implementation of Urban Land Regularization contribute to the increase in the municipality's revenue and to local development? Certainly, the Public Administration finds it difficult to keep up with social changes, namely, the growth of cities with the occupation of areas in an irregular way, occurring the formation of a

legal city and an informal city (Malherios; Duarte, p. 1096-1097). In the last decades, there has been a considerable legislative advance in the urban development of cities (Santin; Comiran, 2018, p. 1598; Barbosa, 2019, p. 311) and a new perspective for Brazilian cities, and a new legal framework for the urban policy, recognizing the need for municipalization of competence over legislation and the implementation of urban policies (Arruda; Lubambo, 2018, p.6). In this way, the legislator sought to follow the changes in society, observing sustainable development and millennium development goals, such as poverty eradication, inequality reduction, sustainable cities and communities (Torres, 2019, p. 129), since growth disorder of the urban fabric removes from the citizen the right to decent housing and property (Piva, 2019, p. 1677), a constitutional guarantee (Vargas *et al.*, 2020, p. 50690), the basis of land regularization for conferring social function to property (Figueiredo Junior; Nunes, 2018, p. 899). In this perspective, the housing deficit has become a problem that affects the entire community and must be faced by the State through urban policies and by the entire population through effective social participation in political decision-making, in order to guarantee democratization. the right to the city, decent housing, and

reduction of social inequalities (Machado *et al.*, 2017, p. 334, Oliveira *et al.*, 2019, p. 04). As an assumption, Reurb can be a public policy that heals social inequalities and from the point of view of local economic development, the property becomes tradable (Malheiros, 2018, p. 143). Given this premise, the research aims to analyze academic productions that deal with urban land regularization, to identify their contribution to the increase in municipal revenue and local development.

Literature Revision

Legislative developments in recent decades: Historically, the irregular and heterogeneous occupation of Brazil has made it one of the most unequal countries in the world (Marçal, *et al.*, 2020, p.34). Faced with this irregular occupation, the legislator sought to accompany the transformation of society. In this sense, the law 6.766/79 was sanctioned, which represents an important milestone for Brazilian Urban Law, since the norm required the involvement of the Public Power in the definition of acceptable conditions limits for the parceling and use of the land (Figueiredo Junior; Nunes, 2018, p. 890). For Figueiredo Junior and Nunes (2016, p. 888, 890, 898, and 897), following this evolutionary stage, the 1988 Federal Constitution, as a result of its federative arrangement, included municipalities transferring responsibilities, autonomy, and resources, with repercussions municipal planning and management. In this context, to regulate arts. 182 and 183 of the Constitution and to establish general urban policy guidelines, the City Statute, Law 10.257/01, was drafted. Then, Law 11,977/09, which provides for land regularization of urban settlements, as amended by Provisional Measure No. 759, of December 22, 2016, which is currently Law No. 13,465/17 that defines urban land regularization as a public policy instrument that covers legal, urban, environmental and social measures aimed at incorporating informal urban nuclei into urban spatial planning and the titling of its occupants (Brasil, 2017, not paginated). This norm gives prestige to the Constitution as a true fundamental landmark of the Brazilian urban reform, even with some criticisms (Correia, 2017, p. 217), once again it is up to the praxis to demonstrate the concreteness of these emerging treatments, which altered some structures of the property institute in Brazilian Private Law (Tartuce, 2018, p. 22), being able to perform the social function of property, when private property is removed from those who do not use it and formally transmitted to those who are already in possession with the regularization of urban property (Piva, 2019, p. 1698-1699; Castro; Sauer, 2016, p. 113). Thus, through land regularization, the welfare state can correct land irregularity and contribute to a sustainable and resilient path, defined in Agenda 2030 (UN, 2012) as the enhancement of sustainable development (Torres, 2019, p. 132-133). Since for the development of sustainable cities, the regularization program cannot be just for securitization (CRUZ, 2018, p. 75-76), sustainable urban governance is necessary, avoiding the setback in urban issues (Machado, *et al.*, 2017, p. 347; Allebrandt, *et al.*, 2018, p. 40-42).

Municipal autonomy and urbanism: We know that it is the responsibility of the State to promote public urban planning policies that grant dignity to housing to the population in an irregular situation, unable to receive investments and basic infrastructure for dignified survival, “a fundamental right that is opposed to all”. In this perspective, urbanism is a set of measures adopted to organize the urban space, making it more livable to guarantee a better quality of life. For its development through land regularization, it is necessary to observe fundamental rights and guarantees, such as the right to property expressly provided for in art. 5, XXII, of CF/88 (Machado *et al.*, 2017, p. 338). Santin and Comiran (2018, p. 1618-1619), found that state omission, the lack of government planning, and the irrational actions of human beings caused an unfavorable land occupation and the underdevelopment of urbanism in cities. Corroborating with the understanding, Barbosa (2019, p. 320) adds that the urban policy for the realization of the right to the city must be broad, aiming at collective interests and democracy (Barbosa, 2019, p. 320). In this perspective, land tenure regularization is an instrument of state decision that aims at the fulfillment of models assuring a

dignified existence (Costa; Segnanfredo, 2018, p. 330). In this sense, the democratic management of the city has been improved with a Neighborhood Impact Study, combined with environmental concerns (Battaus, *et al.*, 2016, p. 103, 104) to guarantee the protection of the social function of public lands as inspection and control, which can improve if there is a single registry, at least one regional. Likewise, the granting of real rights of use and special use for housing purposes can be used as a solution for land tenure regularization of social interest (Mercier; Carriço, 2020, p. 26-27). For example, the governmental insurance models, the Federal Government launched the Terra Legal program to regularize land titles to prevent spurious appropriations of land such as illegal deforestation and land grabbing in the Amazon (Oliveria, 2016, p. 66-68) seeking effectiveness from the human right to dignified housing, combating inequalities, full land regularization, in the urban, legal and registry aspects (Lisboa; Lima, 2016, p. 289-290).

Urban land regularization and economic growth: In search of the effectiveness of rights, land regularization in Brazil is expressed in the contemporary by a capitalist logic and inserts the urban and the cities as the locus of reproduction (Silva, 2018, p. 1341-1342). In this perspective, the realization of land regularization with the title of informal communities has several positive effects, generating greater potential for economic growth (Ferreira Filho, 2018, p. 1479) and increases the market of real guarantees. (Malheiros, 2018, p. 149), being a solution to at least minimize the problems resulting from irregularities in occupations by low-income populations (Rocha; Silveira, 2017, p. 84-85). Given the relevance of this urban policy, a positive impact is that the granting of rights over the property makes the beneficiary use the asset as a guarantee for the payment of a loan or any other activity that develops the economy, as well as reducing costs of credit. In the words of the author Ferreira Filho (2018, p. 1463), “Reurb would increase the Brazilian real estate heritage and the insertion of capital in the economy, adding value to regularized properties, which would become the target of taxation and collection of public prices, improving the fiscal situation” (Castro; Sauer, 2016, p.112; Ferreira Filho, 2018, p.1463; Alfonsin, *et al.*, 2019, pp. 172, 173). Finally, besides, as a legislative incentive, depending on the regularization modality, beneficiaries classified as low income will be exempt from paying fees and notary fees for certain registrations and annotations (LIMA, *et al.*, 2020, p. 01) to facilitate citizen access to urban public policy.

MATERIALS AND METHODS

The hypothetical-deductive method was chosen to elaborate the research as an approach and guidance for its development. The bibliographic research technique provided support for the method to find out what has been published on the subject in recent years. In this sense, Lima and Miotto (2007, p. 44) stated that this “research requires a high degree of epistemological surveillance, observation, and care in choosing and referring methodological procedures [...] and need clear criteria is well”. From this method, the type of research as to nature was applied, as it aimed to generate knowledge for practical application aimed at solving specific problems and involves local truths and interests. As for the purposes, this is an exploratory study, as it seeks to collect concrete data and has a definition and design with flexible planning through bibliographic research. In the investigation, the survey prepared by secondary sources (scientific articles) and primary sources (laws) was used (Prodanov, 2013, p.51, 52). For data collection, criteria were used to delimit the study, such as a) journals of scientific journals, ordered by relevance; b) inclusion criteria, such as thematic parameter (works related to urban land regularization), linguistic parameter (works in Portuguese and English) and chronological publication parameter (where the period to be searched was defined, last five years - 2016-2020) (Lima; Miotto, 2007, p. 41); c) exclusion criteria were articles over five years of publication that do not specifically refer to urban land regularization, theses, and dissertations. In its first stage, a problem was identified, a general objective was defined and a search key was created ([land regularization OR urbanism] AND [collection OR

finance OR investments OR quality of life OR heritage OR property right]). Then, scientific journals were searched and 9970 references were found. Of these, after reading the knowledge of the bibliographic material, 75 articles were selected with titles and abstracts referring to the topic of land title regularization. After the selective reading of knowledge of the bibliographic material, 33 were discarded and 42 interesting articles on the subject were used.

In the second stage, through a reflective reading, its abstracts, introductions, and conclusions or final considerations were examined, which pointed out issues of the problem, central objectives, methodologies, and fundamental results of each work. Finally, in the third stage, an in-depth interpretive reading of the selected articles was carried out to relate the ideas of the researchers expressed in the works and to summarize the data collected for writing the results.

RESULTS AND DISCUSSION

Below we will present the themes that make direct dialogue with urban land regularization, brought together by approximation, through the integration and discussion of the readings, a fact that resulted in the synthesis below.

Social participation in regularization programs: Mendonça (2020, p. 8 and 14-15) reported that previous legislation regulated that land regularization should be carried out with effective social participation by the recipients of public policy and by the Executive, and must observe social, cultural, historical, and environmental issues. He believes that democratic participation is necessary for social adherence and effective result of the housing program. In this perspective, regardless of insertion expressed in the new regulatory framework, the participation of the occupants of informal settlements is a fundamental element to grant legitimacy to the assessment of public authorities. However, Barbosa (2019, p. 320), using the technical methodology of literature review by Creswell, concludes that urban land regularization policies may have more control with the deliberative participation of affected residents in their planning, realization, and evaluation. Likewise, Santin and Comiran (2018, p. 1618-1619) undertook a similar effort and as a result, they found that only with the collaboration of society, from the moment that the Public Power has greater legal certainty to implement the policies and necessary instruments for land tenure regularization is that there will be real protection of the right to housing.

In addition, Silva (2018, p. 1341-1342) inferred that:

“[...] the success of Policies, Plans, Programs, Projects and land regularization actions is associated with the access of the user population as a subject of law to other public policies, in an articulated, structured and participatory way. But, for that to happen, there must be an ideological and political rupture with the bases of private property and the proper fulfillment of the social function of the land”.

In this perspective, exemplifying the need for democratic participation, Arruda and Lubambo (2018, p. 25) analyzing the process of land regularization in Roda de Fogo found obstacles such as popular participation limited by political disbelief, because of the incomplete experiences of land tenure regularization policies in the State of Pernambuco in which the population was organized, participated, and the process was not finalized due to political factors; the limited technical difficulty of municipal bodies; territorial limits restricted by the impossibility of regularizing some properties; categorization of properties incompatible with the process of land tenure regularization of social interest, such as commerce, services and churches; and finally, the fear of payment of IPTU in exempt areas, as well as its increase in tax in non-exempt areas.

Realization of the right to housing and the social function of property: Additionally, Reis and Oliveira (2017, p. 52) identified that the regularizations aim at the effectiveness of the right to socially

and environmentally sustainable housing. This instrument focuses on the legalization and insertion of property and possession in the regular structure of cities, while the second aims at the legalization and insertion of property and possession in the production structure in the countryside. Likewise, Castro and Sauer (2016, p. 113) identified that land tenure regularization of social interest in private property, introduced in Law 11.977/09, serves as a mechanism for the effectiveness of the constitutional principle, listed in article 5, item XXIII, of CF/88. Costa and Segnfredo (2018, p. 330) describe in their research that the instrument of land legitimation foreseen in the new regulatory framework of urbanism starts to configure an important instrument that the public authorities can use to give social function to urban property, legalizing people who were on the margins of society. Regarding the social function of property, Malheiros and Duarte (2019, p. 149) correlated Law no. 13.465/17 with the regulation by the TJSP Internal Affairs and identified that the São Paulo Service Norms sought to avoid obstacles to land regularization. The procedures have been made less bureaucratic, contributing to the concrete reach of the social function of property, with the increase in the effectiveness of regularization, overcoming the focus of “individual right”, evolving to “collective right”, with the reinterpretation of the system, rescuing the principles of reality and the effectiveness of the wills. Bataus, *et al.*, (2016, p. 103,104), observed that the land regularization in large centers seems to have suffered the regrowth, since the Statute had subsidized the municipal administrations through effective urban instruments in facing the “urban ailments”, however, little is found about the fulfillment of the social function of urban property.

Urban land regularization and new regulatory framework: As you can see, Cruz (2018, p. 75-76) points out that the regularization process is a major challenge and should be carried out effectively and fully so that it is not only focused on titling, as it would hinder the implementation of actions that promote a structural project of a sustainable city in the Brazilian urban space. Differently, Alfonsin, *et al.*, (2019, p. 187-189) observed in their study that the new legal framework for the land broke with the City Statute, and the changes promoted represent a severe blow to Brazilian Urban Policy, making it a facilitator of land regularization processes. Finally, it indicates that Brazil is part of an international movement for the financialization of housing. On the one hand, Vanin and Hermany (2017, p. 512-513) through the method of dialectical, structuralist, and documentary research, observed in their results that the new regulatory framework represents a change in the central focus of informality policy, there will be no increase in the formal market, not even in the supply of credit; which will contribute to the formation of land gains in favor of irregular land subdivisions and owners of areas with informal occupations. Likewise, Correia (2017, p. 217) understands the ineffectiveness in the operationalization of the standard, in the author's words, “there will still be many generations for the black, descendant of a slave, slum dweller, without access to higher education, with a roof, title, can get rid of this intergenerational cycle of poverty”. Marçal, *et al.*, (2020, p. 48-49), observed that the system of implantation of urban public policies such as land tenure regularization can be expanded and regionalized through inter-federative governance, to expand the possibility of reaching fundamental rights over urban spaces. However, as an objection, Public Administrations do not prioritize this instrument. In the words of the authors, “land tenure regularization has been conducted historically from a patrimonial and clientelist point of view, which treats the problem as an expense for public administration, even though there are indications that this policy promotes regional development”. Finally, Correia (2020, p. 21) found that it is necessary to carry out land regularization in a cautious way so that it does not compromise future urban planning, with local regulation of the regulatory framework and improvement of urban and environmental mechanisms.

Land tenure regularization and local development

Silva (2018, p. 1341-1342) observed in his study that:

"[...] the model adopted by the governments for the Brazilian economy promoted an intense process of urban transformation in the country, under the logic of capitalist and production relations, identified in urban proposals that boosted the constitution of unequal cities that, by their organization space with an emphasis on periphery, reproduce: social segregation, urban violence, environmental degradation, precarious housing without basic infrastructure and away from social facilities, and without public transport."

Silva (2018) argument that "land tenure regularization presents itself as a fraction of capital, organized around investments in land occupation, the line is aimed at materializing the process of capitalist development of space". Additionally, Marçal, et al., (2020, p. 44) believes that the acts of planning and implementing regularization contribute to urban development and to the increase in municipal revenue. The municipalities that implemented it, increased their revenue from the collection of Property and Urban Territorial Tax (IPTU), Tax on the Transmission of Intervening Goods (ITBI), and Tax on Services of Any Nature (ISSQN), as well as reducing the dependence on inter-federative transfers. and boosted its development. However, Malheiros (2018, p. 149) identified in his study that Reurb serves as an instrument for economic development and induces investments in the improvement of the properties themselves, enabling access to financing to promote small businesses. Likewise, Ferreira and Filho (2018, p. 1463-1479) found that the titling of informal communities brings greater potential for economic growth. The land regularization programs, if well-executed, reflecting the social norms of the benefited community, can have many positive impacts. For Ferreria and Filho (2018) land regularization should be a priority because it is an "[...] inducing factor for the achievement of the goals established for the application of resources, coming from several federal programs, destined to the development of urban infrastructure actions, as popular housing, sanitation, and urban mobility ". Besides, regarding the possibility of local development occurring, Lisboa and Lima (2016, p. 289-290) showed that Reurb contributes to the sustainable development of a nation and also provides the economic development of the benefited community. Likewise, Machado, et al. (2017, p. 347) identified that the effectiveness of the right to balanced social and environmental housing encompasses the entire community and that local governments must effectively pursue the right to a sustainable city.

PERSPECTIVE OF URBAN LAND REGULARIZATION IN BRAZILIAN CITIES ((São Luís (MA); (Porto Alegre and Pelotas (RS); (Araguaína (TO); São Miguel (RN); Londrina (PR); Recife (PE); Goiânia (GO)); Belém (PA); São Mateus (ES)); (Florianópolis (SC), STATES (Rio Grande do Sul, Rio Grande do Norte and Ceará) and the Amazon and Cerrado Region. The planning and execution of land regularization at the State and Municipal levels has several variables. In this sense, to verify how this political instrument is being used, we will observe what has been studied on the subject. In a first study, Ramos Junior and Sousa (2017, p. 1085-1100) analyzed the progress of the Municipality of São Luis - MA, which carried out Reurb during the period of the federal law of n. 11,977/09 and the law of no. 13,465/17. It was identified that the municipality's land tenure irregularity can be solved if the proposal of the new regulatory framework is used, which even provides for real estate credit for land tenure carried out by the respective law. On the one hand, through an interdisciplinary analysis, Gomes and Steinberger (2016, p. 293) analyzed the city of Porto Alegre in the Lomba do Pinheiro region, which developed a project for sustainable development and the execution of its urban land regularization participation channels were used, developing greater citizenship through the participation of civil society in decision-making. In contrast, Bazolli, Pereira, and Oliveira (2017, p. 229-230) carried out an analysis using the qualitative approach and analysis of documents on urban planning in the city of Araguaína-TO and identified that there is administrative inefficiency concerning the instrumentalization of public urban planning policies, that land regularization is not a priority and that municipal management does not have urban planning to face the problem. On the other hand, Lima Junior, et al., (2020, p. 50699) through a case

study with interviews, in the City of São Miguel (RN), verified the post-social Reurb, verified the expansion of the right to the city, housing, the minimum conditions of habitability and reduction of social discrepancies, as well as the favoring of the real estate registry office and the municipality's taxation sector.

In the municipality of Recife - PE, in the Roda de Fogo community, where the Reurb implementation of social interest was carried out, Arruda and Lubambo (2018, p. 27-29) looked at the My Legal Property Program, realized that the Execution of land ownership regularization of social interest (RFJDIS) demands a joint and integrated work of public bodies, the mitigation of legal and financial barriers in the registration of properties subject to regularization. Finally, land regularization is just one of the alternatives that aim to minimize the developmental impacts of current urban standards. Then, bringing an overview of the *Chão Legal* program, developed by the Companhia de Desenvolvimento Metropolitano (CODEM) for urban land regularization in the city of Belém - Pará, in the neighborhoods Jurunas, Cidade Velha, and in the watershed Estrada Nova, Cruz, and Alves (2016, p. 221) through a bibliographic analysis and case study identified a conflict of interest between the formal real estate market, city hall and residents. In this perspective, it is necessary to facilitate access to land regularization for the population. Otherwise, the program will reproduce more informality, exclusion, and socio-spatial segregation. According to the researchers, "What is going on in Chão Legal is a recurrent reproduction of exclusion, the dispersion of the poor to other peripheral areas of Belém and metropolitan cities" (Cruz; Alves, 2016, p. 215, 220).

Following the programs My Legal Property and *Chão Legal*, Oliveira (2016, p. 66-68) studies the Legal Land Program in this key area of transition between the Cerrado and the Amazon. As a result, the author identifies the consolidation and capitalist exploitation of the southern fringe of the Amazon, points out that the efforts of state-building allow the Brazilian government to facilitate foreign investments and spurious appropriations of land in a region. Oliveira et al., (2018, p. 268) through a bibliographic and exploratory review, identified that urban land regularization in the city of Goiânia-Go, in the Jardim Nova Esperança neighborhood, caused the legal, social, and economic irregularities to be corrected and introduced urbanization actions to improve housing. Concomitantly, the inefficiency of the public authorities to manage regularization programs was identified, causing a vicious cycle of irregularities. Complementing the author's findings, the case study of the land regularization process in the city of São Mateus - ES, in the Nova Conquista neighborhood, Figueiredo Junior and Nunes (2018, p. 912-913). In their study, it was identified the need to complete land regularization in that city, to provide basic infrastructure to serve the beneficiaries of the regularized nucleus as it is an instrument of social inclusion, offering the right to housing and greater security legal ownership of the population (Correia, 2020, p. 02). Considering the study by Pagani, Alves, and Cordeiro (2016, p. 191), of informal settlements in the city of Londrina - Paraná, União da Vitória, which emerged in the 1980s, it has been a great challenge to ensure the right to the city and housing in the various precarious settlements. Through qualitative research (bibliographic and documentary, focus group), urban land regularization has not been fully completed by the municipal government and its implementation goes beyond securitization. Likewise, the Soares and Moraes (2020, p. 2019) verified the urbanization process of Morro Santa Cruz - Florianópolis, SC. Land tenure regularization has also not been completed, as it has landslides and inadequate housing in its core. Thus, urban planning must be developed in a synchronized manner between the Government, the technical base, and the needs of the affected population, considering numerous strategies to offer social justice. Urban management must be reformulated to consider the rights to a sustainable city. For the improvements in the Santa Cruz hill, some variables were not considered, showing incompatibilities between the original goals and their execution. It is known that the interest in land tenure regularization is not just for municipalities. The State through its secretariats can implement this policy. In this sense, with the

evolution of Urban Law, the promulgation of the 1988 Federal Constitution and the legislative innovations of the land tenure regularization institute in Brazil, the Oliveira, *et al.*, (2019, p. 11) carried out a case study of the State of Rio Grande do Sul, which since 1999 has been carrying out the state program for land tenure regularization of irregularly occupied public areas. According to the City Statute, this state program is an appropriate public policy object to promote the compatibility of social, urban, and environmental policies, offering the residents of the consolidated nucleus the social function of the property. Likewise, Oliveira (2019, p. 28-29) notes an obstacle of the state entity, such as scarcity of financial resources, lag in the number of professionals in the technical staff, the territorial domain of the plots, and negotiations with the community for the implementation of urban land regularization. Vargas, *et al.*, (2020, p. 01) in the State of Rio Grande do Norte, in the territory of Potiguar, identified that depending on the regularization modality, by the new regulatory framework for urbanism, seeking greater effectiveness and feasibility of the program, established that the beneficiaries classified as low-income, they will be exempt from the payment of fees and notary fees for certain registrations and annotations, on the properties that were subject to regularization in the territorial planning of Rio Grande do Norte. In addition to the exemptions during the regularization process, there was a breakdown of properties subject to land regularization in the collection of the Tax on Transfer Causa Mortis and Donation (ITCD), consisting of a type of exemption that applies to certain transactions in the regularized property. Thus, in the absence of public policies that safeguard fundamental rights and guarantees such as housing, Kruger, and Ribeiro (2019, p. 63) analyzed the factual situation of the Municipality of Pelotas, Rio Grande do Sul, where they have a certain area they were being forced to withdraw due to urban planning aimed at the formal market. It was found that the property right is being applied at the expense of the larger right. This contrary relationship is the result of economic and political alliances that wish to accelerate the processes of real estate speculation in Brazilian municipalities. Mendonça (2020, p. 15), on the other hand, verified in his study that to inhibit irregularities and injuries to rights, such as displacement, effective social participation of the public policy recipients is necessary.

Considerations

The discussion raised by this work contributes to better understand the institute of land regularization in cities, its legislative evolution, municipal autonomy to develop urbanism, democratic social participation, and the land tenure regularization program, in which social and cultural issues must be considered, historical and environmental aspects for its effective implementation, taking care not to compromise urban planning. The results show that Reurb is the main pillar of urban public policy to correct land irregularities. Society has increasingly demanded services from municipal administrations and to meet the new challenges, this instrument contributes significantly to the increase of the municipal own tax collection, and in some cases, it can even make the municipality less dependent on inter-federative transfers, generate local development and improve the quality of life of the benefited population.

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