Public Policy on Land Regularization in Areas of Social Interest: An Analysis of Reurb-S in Porto Velho/Ro

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Paper Number: 240295
https://doi.org/10.68089/202609240295

Abstract:

This article analyzes the effectiveness of the public policy of Urban Land Regularization for Social Interest (REURB-S) in the municipality of Porto Velho, Rondônia, Brazil, based on a theoretical framework that integrates the Theory of Sustainable Territorial Development (STD) with the Brazilian urban policy's legal and institutional framework, including land regularization and territorial cadastre. STD conceives territory as a social construction resulting from the interaction among economic, social, environmental, and institutional dimensions, while normative instruments related to land regularization, urban planning, and territorial cadastre provide the analytical basis for evaluating state action. The study adopts a quali-quantitative approach, combining documentary analysis of urban and institutional regulations with the collection and systematization of administrative data from the Municipal Secretariat for City Development (SEMDEC), covering the period from 2021 to 2024. The results indicate a significant expansion of REURB-S in the municipality, with annual processes increasing from 681 to 4,245, evidencing an enhancement in institutional capacity for land regularization. However, only approximately 6% of the regularizations occurred within Special Zones of Social Interest (ZEIS), a central instrument of municipal urban planning. Advances are observed in the social registration of residents, particularly in social housing developments, while normative and operational limitations related to the restrictive delimitation of ZEIS persist. The study concludes that

Porto Velho has expanded its land regularization actions; however, full alignment with legal guidelines and the principles of sustainable territorial development depends on the updating of territorial planning instruments. This research contributes academically to municipal public administration and to stakeholders interested in urban land governance.

Keywords: *Land Regularization, Porto Velho, Public Policies, REURB-S, Sustainable Territorial Development.*

Objective

Urban land regularization is one of the main public policies for social inclusion and territorial planning in Brazil. Established by Law No. 13,465/2017, REURB-S aims to incorporate informal urban settlements predominantly occupied by low-income families into the formal urban system, ensuring legal tenure security and improvements in housing conditions (2017). In Porto Velho, Rondônia, a capital city located in the Amazon region and marked by spontaneous occupations and disordered urban growth, land regularization represents a fundamental challenge for territorial management and sustainable development.

The Municipal Department of Urban Development is responsible for implementing land regularization programs, which involve technical, legal, and social stages. However, despite the relevance of this policy, the effectiveness of REURB-S actions has been little analyzed from the perspective of concrete outcomes and their contribution to sustainable territorial development, especially when compared to the goals established in the Municipal Master Plan approved by Complementary Law No. 838/2021 of Porto Velho, which provides for a territorial instrument known as Special Zones of Social Interest (ZEIS), with ZEIS being prioritized for land regularization actions and infrastructure provision.

Within this framework, the present research is guided by the following central question: to what extent has the municipal public policy of REURB-S in Porto Velho been effective in promoting sustainable territorial development in accordance with the guidelines of the Municipal Master Plan?

Thus, the general objective of this article is to analyze the effectiveness of REURB-S in Porto Velho as an instrument of sustainable territorial development.

The specific objectives are: (i) to investigate the issuance of REURB-S processes handled by the Municipal Department of Urban Development (SEMDEC) between 2021 and 2024; and (ii) to analyze the compliance of these processes with national legislation (Law No. 13,465/2017 and Decree No. 9,310/2018) and the Municipal Master Plan (Complementary Law No. 838/2021), particularly with regard to the implementation of ZEIS.

This document is organized into topics and subtopics, comprising this introduction, a theoretical and conceptual review, a methodological description of the research procedures, the presentation of results according to the objectives outlined above, the conclusion, and the references that support this study.

Literature Review

In this study, the Sustainable Territorial Development Theory (STD) is adopted as the analytical framework, as formulated by Pecqueur (2005), who conceives territory as a socially constructed space in which economic, social, environmental, and cultural dimensions interact. This approach argues that development should be grounded in local potentialities, the valorization of space, and the articulation between public and private actors.

From the perspective of Territorial Development Theory, according to Pecqueur (2005), land regularization is not limited to the titling of properties but also involves promoting infrastructure integration, access to services, social inclusion, and environmental preservation, aspects that are explicitly addressed in the goals of the Porto Velho Municipal Master Plan (2021). Maricato (2014) and Rolnik (1997) emphasize that effective urban policies combine legal instruments with planning actions and infrastructure provision. These authors support the use of STD as an analytical lens to assess whether REURB-S in Porto Velho fosters sustainable territorial transformations.

According to Pecqueur (2005), territory is a “productive space” in which local knowledge and resources are articulated, and sustainable development results from the balance between land use, social inclusion, and environmental preservation.

The application of STD to land regularization makes it possible to understand that the success of REURB-S is not restricted to property titling, but rather involves social and territorial transformation through the expansion of access to infrastructure, citizenship, and sustainability.

Land Regularization Policy in Brazil – REURB-S

According to the 1988 Brazilian Federal Constitution (1988), land regularization policy in Brazil is directly linked to the constitutional principle of the social function of property. Established in Article 6 of Chapter II, the Constitution determines that housing, through urban property, is a social right of Brazilian citizens, demonstrating that access to homeownership is a right guaranteed to all.

José Afonso da Silva, when addressing the topic in his classical work Urban Law, argues that the social function of urban property represents a balance between private and public interests, subordinating individual interests to the collective interest in adequate urbanization (2008).

According to Silva (2008), land regularization under the REURB-S modality, aimed at settlements occupied by low-income populations, should be understood as an essential legal and urban planning instrument to materialize the social function of property, integrate precarious territories into urban planning, and ensure the right to adequate housing.

Urban Land Regularization for Social Interest (REURB-S) is defined by Law No. 13,465/2017 (2017) as a set of legal, urban, environmental, and social measures intended to incorporate informal urban settlements occupied by low-income populations into the territorial planning framework. Its main objective is to guarantee the right to adequate housing, the social function of property, and the integration of precarious settlements into the formal city (2017).

According to Decree No. 9,310/2018 (2018), REURB-S is an essential instrument for consolidating the right to the city, as it aims to regularize occupied areas and promote the permanence of good-faith occupants, provided that technical and social criteria are observed.

Decree No. 9,310/2018 (2018) regulates and details the objectives of REURB within the scope of public administration, complementing the provisions already established by Law No. 13,465/2017. This regulation deepens conceptual definitions, establishes municipal responsibilities, and sets forth essential technical requirements for compliance in land regularization processes. As systematized by Petrarolli (2022), REURB-S processes must mandatorily include a minimum set of elements that ensure legal certainty, urban feasibility, and socio-environmental protection.

Regarding technical requirements, engineering and architectural parameters stand out, such as the descriptive report, georeferenced planialtimetric survey, and urban design project. These documents are essential for characterizing the informal urban settlement and supporting the planning of necessary interventions. In parallel, Law No. 13,465/2017 (2017) requires the preparation of specific studies, including the identification and precise delimitation of the irregular settlement, the analysis of potential environmental restrictions, impact studies in Permanent Preservation Areas or conservation units, as well as geotechnical risk assessments. Additionally, the same law (2017) requires the presentation of a schedule for the implementation of basic infrastructure, including water supply, sewage and drainage systems, public roads, electricity, and public lighting, ensuring compliance with minimum urban conditions.

According to Law No. 13,465/2017 (2017), another mandatory component is the social registry of occupying families, containing information such as name, individual taxpayer identification number (CPF), family composition, socioeconomic status, and, when applicable, registration in the CadÚnico system. This registry is one of the central instruments for

distinguishing the social modality (REURB-S) from the specific modality (REURB-E) and for guiding complementary public policies.

Finally, Law No. 13,465/2017 (2017) establishes that the land regularization project must be formalized by the municipality through a term of commitment, culminating in the application of mechanisms such as property titling, legitimation of possession, land legitimation, or collective titling, and the issuance of the Land Regularization Certificate (CRF). These criteria ensure that REURB-S is configured not merely as a legal procedure, but as an integrated action capable of promoting social inclusion, legal certainty, and sustainable territorial development.

Land Regularization and Territorial Development - ZEIS

As Special Zones of Social Interest (ZEIS) are urban policy instruments established in the Municipal Master Plan of Porto Velho (Complementary Law No. 838/2021). ZEIS are intended to designate specific areas for low-income housing and to prioritize land regularization and urbanization actions (Porto Velho, 2021). According to Article 14 of the aforementioned law, ZEIS seek to ensure access to serviced urban land and to combat socio-spatial segregation.

Rolnik's (1997) discussion highlights that urban regulation in Brazil has historically produced and reproduced territorial inequalities, particularly when public authorities fail to direct planning instruments toward areas occupied by low-income populations. According to Rolnik (1997), defining priority territories for state intervention constitutes a fundamental strategy for reorganizing urban space and promoting greater equity in access to infrastructure and urban rights.

This perspective articulated by Rolnik (1997) is directly aligned with the concept of Special Zones of Social Interest (ZEIS), as they function as territorial planning mechanisms that guide public investment and define priorities for urbanization and land regularization. The delimitation of a ZEIS allows municipalities to concentrate efforts and resources in areas of greater social vulnerability, commonly known as informal urban settlements, which, according to Law No. 13,465/2017 (2017), consist of irregular or clandestine agglomerations in which it has not been possible, by any means, to provide tenure security to their occupants. National and municipal laws and decrees are fully aligned with the criteria for the creation and delimitation of ZEIS, as detailed in the Porto Velho Municipal Master Plan (Porto Velho, 2021):

One. Areas predominantly occupied by low-income populations;

Two. Presence of land tenure irregularities and precarious urban infrastructure;

Three. Habitability conditions that allow for urban and environmental interventions;

Four. Compatibility with urban zoning guidelines and environmental sustainability principles;

Five. Priority for the implementation of land regularization, urbanization, and public facilities programs.

ZEIS therefore constitute the link between urban planning and land regularization policy, enabling municipalities to direct their efforts in a planned and equitable manner to deliver land tenure legitimation and possession legitimation to the most vulnerable and socially disadvantaged populations.

Methodology

The methodology adopted in this study is characterized as a case study with a mixed-methods (qualitative–quantitative) approach, grounded in Creswell (2010) and Sampieri, Collado, and Lucio (2013), who emphasize the relevance of integrating qualitative and quantitative methods in public management research.

The quantitative approach is essential for systematizing numerical information, enabling the identification of patterns, statistics, and trends relevant to the reality under analysis. As highlighted by Sampieri, Collado, and Lucio (2013), the mixed-methods approach is particularly appropriate for research in the field of public management, as it allows for the evaluation of both measurable results and the organizational and contextual elements that condition them.

Research Method

The research is based on documentary and statistical analysis, using legal documents (Law No. 13,465/2017 and Decree No. 9,310/2018) and secondary data obtained from municipal and state public sources.

The qualitative documentary sources include Law No. 13,465/2017 (Brazil, 2017), Complementary Law No. 838/2021 (Porto Velho, 2021), Decree No. 9,310/2018 (Brazil, 2018), the ZEIS map from the Municipal Master Plan, and reports from SEMDEC. Documentary analysis using content analysis techniques (Cellard, 2008) was conducted to identify normative gaps and institutional alignment.

Quantitative administrative data were obtained through the collection and systematization of REURB-S processes from SEMDEC, focusing on the number of titles/Land Regularization Certificates (CRF) issued annually, their location (neighborhood), and the social registrations carried out. These data allow for the calculation of indicators such as annual completion rates (%) and geographic coverage by ZEIS.

Research Procedures

The research adopts a mixed-methods (qualitative–quantitative) approach, structured according to the methodological guidance of Yin (2015), combining a literature review, documentary analysis, and statistical treatment of administrative data.

Initially, a bibliographic review was conducted using secondary sources that address land regularization, urban policies, and territorial development, in order to provide theoretical support for the analysis. Subsequently, documentary research was carried out, including the interpretation of relevant legislation.

The quantitative stage comprised the collection of data from SEMDEC Management Reports, available on the institutional portal, and the systematization of official data regarding the number of REURB-S processes initiated, completed, and in progress between 2021 and 2024, as well as the number of titles issued and the areas covered. The qualitative analysis, in turn, consisted of examining legal and institutional provisions, seeking to identify gaps, challenges, and potentialities of the municipal land regularization policy.

Finally, data treatment was performed using descriptive statistics, applying percentages and simple correlations, as recommended by Hair et al. (2009), allowing for the assessment of the temporal evolution and administrative efficiency of REURB-S in Porto Velho.

Analytical Tool Applied

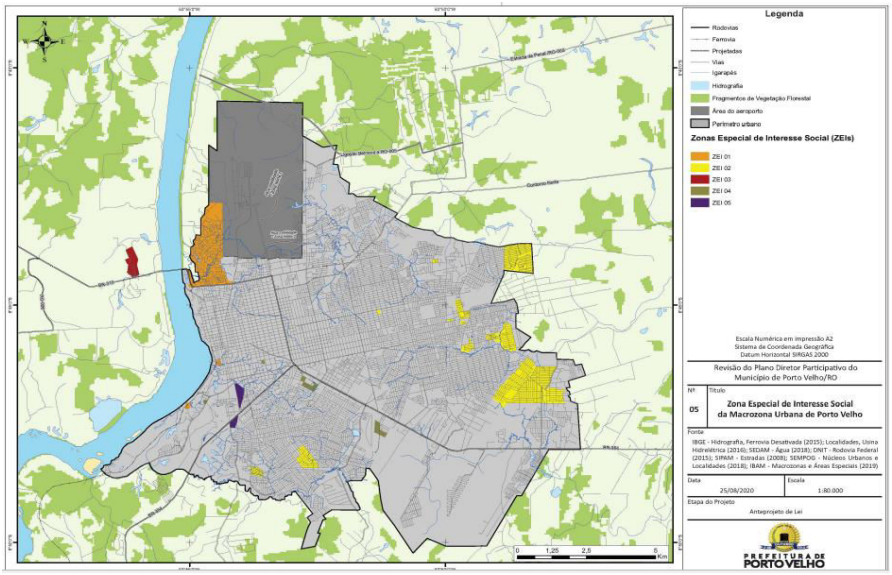
For the conduction of the empirical analysis of this research, the descriptive statistics technique is employed, which, according to Mancuso et al. (2018, p. 4), has the fundamental objective of synthesizing a series of values of the same nature, allowing for a macro-level view of variations in these values. This technique organizes and summarizes data on the annual issuance of REURB-S documents by SEMDEC in the municipality of Porto Velho, Rondônia, between 2021 and 2024, converting these values into means, percentages, and frequencies, and enabling comparison with the ZEIS Map provided in the Municipal Master Plan.

Figure 1 presents the official map of the ZEIS of the Urban Macrozone of Porto Velho, prepared by the Municipal Secretariat of Economy (SEMEC) in the context of the revision of the Participatory Master Plan. The document spatially delineates areas classified as ZEIS, differentiating their typologies through colors, according to the cartographic legend presented. This representation allows for the identification of the territorial distribution of ZEIS in relation to the urban perimeter, the road network, watercourses, and environmentally protected areas. The map constitutes a fundamental technical instrument for urban planning and for the implementation of land regularization policy, as it supports the prioritization of areas for the

implementation of REURB-S and the analysis of conformity between territorial ordering and the guidelines of the Municipal Master Plan.

Figure 1

Map of the Special Zones of Social Interest of the Urban Macrozone of Porto Velho, Rondônia, Brazil



Source: SEMEC/PMPV official website (2021)

In parallel, within the qualitative dimension, as advocated by Cellard (2008), documentary analysis is applied to Complementary Law No. 838/2021, which addresses the Municipal Master Plan, Law No. 13,465/2017, which governs rural and urban land regularization, and Decree No. 9,310/2018, which establishes the general rules and procedures applicable to Urban Land Regularization. The focus of the analysis is to identify compliance with the specifications set forth in land regularization laws and decrees, as well as to assess whether the quantitative outcomes are advancing and aligned with the guidelines of the Municipal Master Plan.

Results and Conclusions

The data collection stage for obtaining the results was conducted within SEMDEC of Porto Velho, Rondônia, through a public digital platform available on the official website of the Municipal Government, covering the period from 2021 to 2024, which corresponds to the same timeframe during which the current Municipal Master Plan of Porto Velho has been in force. It is worth noting that the management report for the year 2025 will only be available in January 2026, which determined the exclusion of these data from the present analysis.

The data were contained in the annual Management Reports of the Secretariat, which typically compile all activities carried out in the previous

year, consolidate them into a report, and make them publicly available in a free and transparent manner.

Evolution of Land Regularization Processes in Porto Velho

In order to better analyze the municipal Management Reports of SEMDEC, data on the number of Urban Land Regularization for Social Interest (REURB-S) processes carried out by the municipality of Porto Velho were extracted and categorized to enable a more detailed assessment, considering: (i) whether REURB-S occurred within or outside a Special Zone of Social Interest (ZEIS); (ii) the neighborhood or housing development to which it belongs; and (iii) the year in which REURB-S was carried out. After this selection and data filtering, it was possible to generate Table 1.

Table 1

REURB-S Processes in Porto Velho, Rondônia, Brazil, from 2021 to 2024

ZEIS (Yes/No)	Location	2021	2022	2023	2024
		QTD			
No	Ayrton Senna	18	-	-	-
Yes	Panair	3	-	-	-
No	Areal	5	-	-	-
No	Jardim Santana I	37	-	-	1.009
No	Arigolândia	11	-	-	-
No	Teixeirão	3	-	-	-
No	Socialista	49	-	-	361
No	Embratel	1	-	-	-
No	Juscelino Kubtichek	1	-	-	-
Yes	Ulisses Guimarães	1	-	-	-
No	Tancredo Neves	1	-	-	-
Yes	Marcos Freire	2	-	-	-
No	Framboyant	2	-	-	-
No	Rosalina de Carvalho	199	-	-	-
No	Agenor de Carvalho	1	-	-	-
Yes	Cristal da Calama	66	-	-	-
No	Loteamento Paraíso	12	-	-	-
Yes	Empreendimento Pró-Moradia Sul	221	-	-	-
No	Lagoa	-	84	-	-
No	Comunidade Vila Calderita	-	109	-	-
No	Distrito de Jaci Paraná	-	1.501	-	-
No	Empreendimento Candelária I, II, III, IV	-	218	-	106
No	Empreendimento Habitar Brasil	-	156	-	-
Yes	Empreendimento Morar Melhor	-	30	-	-
No	Empreendimento Veredas II, III	-	81	-	-
No	Distrito de Extrema	-	-	1.272	-
Yes	Empreendimento Pró-Moradia Leste	-	-	-	158

No	Empreendimento FNHIS I, III, IV, VII	48	-	-	111
No	Jardim Santana II, III	-	-	-	1.376
No	Planalto II	-	-	-	650
No	Parque Amazônia	-	-	-	125
No	Jardim Ipanema	-	-	-	148
No	Park Ceará	-	-	-	201
TOTAL		**681**	**2.179**	**1.272**	**4.245**

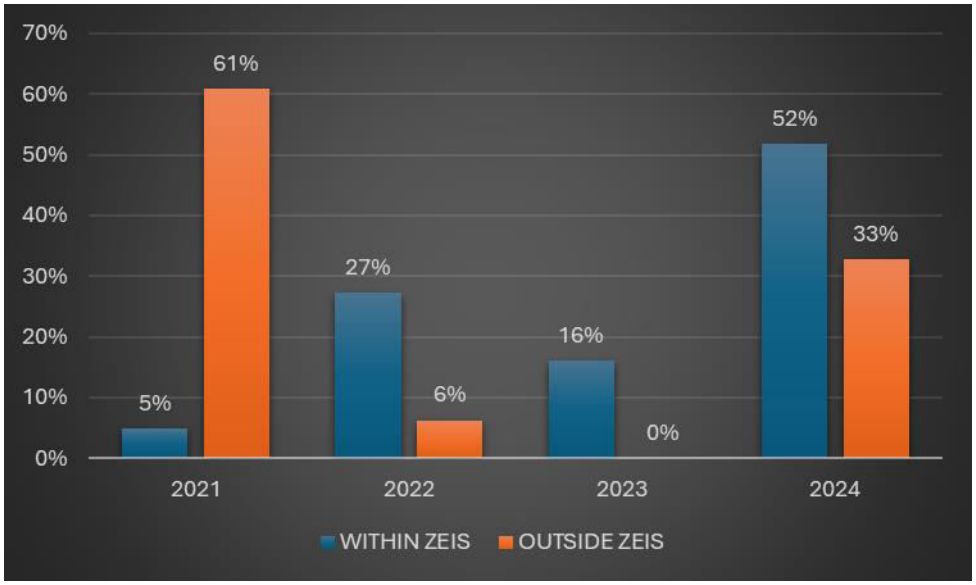
Source: SEMUR Management Report (2024)

As a result of the data presented in this table, it is evident that there has been an advance in the implementation of REURB-S in the city of Porto Velho, Rondônia, with particular emphasis on the neighborhoods of Jardim Santana, Planalto, and Socialista, as well as the districts of Porto Velho, which concentrate the majority of the benefited informal settlements. Additionally, social housing developments built through investments from the Federal Government of Brazil, consisting of low-income housing financed by the National Social Interest Housing Fund (FNHIS), also stand out.

With regard to the assessment of whether the Municipality of Porto Velho follows the guidance of the Municipal Master Plan to preferentially implement REURB within ZEIS, this perception becomes clearer through Figure 2 below, which illustrates the percentage of issuances by year.

Figure 2

Annual Percentage of REURB-S Inside and Outside ZEIS in Porto Velho, Rondônia, Brazil, from 2021 to 2024



Source: Prepared by the authors (2025)

Between 2021 and 2024, a total of 8,377 REURB-S processes were carried out, of which 481 occurred within ZEIS and 7,896 were outside the ZEIS. In other words, approximately 94% of the processes were not located

within areas delimited by the Municipal Master Plan, while only about 6% reached the titling stage within ZEIS.

To assess the consistency of the Municipality of Porto Velho in adhering to the ZEIS guidelines established in the Municipal Master Plan, it is also necessary to tabulate the social registrations of the population applying for REURB. This is because the land regularization process is time-consuming and highly bureaucratic, involving multiple governmental levels and, at times, legal disputes, which hinder immediate issuance. Therefore, medium-term planning for the implementation of REURB within ZEIS is required, and social registration data are fundamental to this process.

Table 2

Social Registrations of Residents Eligible for REURB-S in Porto Velho, Rondônia, Brazil, from 2021 to 2024

ZEIS (YES/NO)	Location	2021	2022	2023	2024
		QTD			
No	Empreendimento FNHIS I	47	-	-	-
No	Empreendimento FNHIS III	50	50	50	50
No	Empreendimento FNHIS IV	47	47	47	47
Yes	Pró-Moradia Leste I	158	158	158	158
Yes	Empreendimento Pró-Moradia Sul	221	-	-	-
Yes	Porto Bello I	-	272	-	-
Yes	Porto Bello II	-	272	-	-
Yes	Porto Bello III	-	272	-	-
Yes	Porto Fino	-	304	-	-
Yes	Porto Madero I	-	304	-	-
Yes	Porto Madero II	-	304	-	-
Yes	Porto Madero III	-	304	-	-
Yes	Porto Madero IV	-	304	-	-
Yes	Porto Madero V	-	288	-	-
No	Empreendimento FNHIS VII	-		84	84
TOTAL		**523**	**2.879**	**339**	**339**

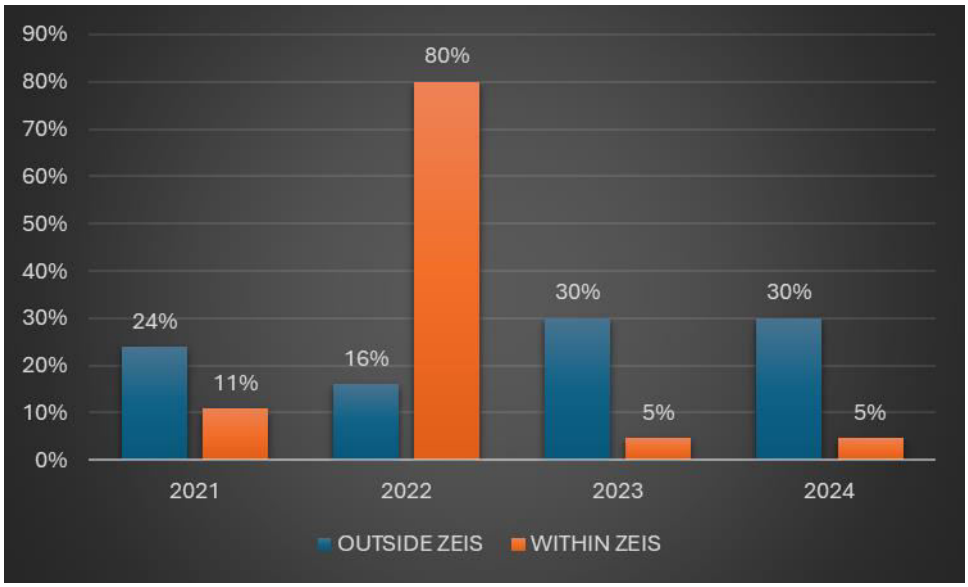
Source: SEMUR Management Report (2024)

As a consequence of the publication of the new Municipal Master Plan, there has been a noticeable increase in the registration of individuals eligible for REURB-S in the city of Porto Velho, Rondônia, with particular emphasis on the social housing developments Porto Bello, Porto Madero, and Morada Leste. These developments were in the final stages of completion and required the social registration process for the implementation of REURB-S, and they concentrate settlements benefiting from ZEIS while sharing investments from the Federal Government of Brazil.

To better assess this advance in social registrations, Figure 3 illustrates a significant increase in the number of registrations of individuals eligible for REURB-S one year after the publication of the Municipal Master Plan.

Figure 3

Annual Percentage of Social Registrations of Residents Eligible for REURB-S in Porto Velho, Rondônia, Brazil, from 2021 to 2024



Source: Prepared by the authors (2025)

Compliance Analysis: REURB-S × Law No. 13,465/2017 / Decree No. 9,310/2018 / Complementary Law No. 838/2021 (ZEIS)

Law No. 13,465/2017 and its regulatory instrument, Decree No. 9,310/2018, constitute the main legal framework for urban land regularization in Brazil, establishing technical, social, and procedural criteria that ensure the effectiveness of the Social Interest modality (REURB-S). Both regulations were developed with a strong social orientation, recognizing that a significant portion of occupants of informal urban settlements face financial constraints, low levels of education, and limited access to legal mechanisms for tenure formalization. By promoting the so-called land tenure reset for situations consolidated up to December 22, 2016, through the aforementioned laws and decrees of 2017 and 2018, the legislation seeks to ensure legal certainty, reduce land tenure conflicts, and provide an accessible pathway for vulnerable families to obtain property titles and urban rights.

However, the full application of these criteria depends directly on the operational capacity of municipalities. In the case of Porto Velho, although the Municipal Department of Urban Development (SEMDEC) plays a fundamental role in the implementation of REURB-S, structural limitations

persist that hinder full compliance with legal requirements. The department lacks sufficient field teams, as well as essential technical equipment such as drones, total stations, and robust georeferencing platforms necessary for producing planialtimetric surveys, urban projects, and social registrations at a scale compatible with territorial demand.

With regard to territorial planning, Complementary Law No. 838/2021, which establishes the Municipal Master Plan of Porto Velho, represents an advance by delimiting and defining Special Zones of Social Interest (ZEIS). The existence of objective criteria in Article 14 of Complementary Law No. 838/2021 such as occupation by low-income populations, infrastructure precariousness, and land tenure irregularity—places Porto Velho ahead of many Brazilian municipalities that lack clear parameters for the territorial prioritization of land regularization.

Nevertheless, the Municipal Master Plan presents limitations in terms of coverage. Its rigid delimitation of ZEIS, based on the land tenure scenario existing at the time of the law's enactment, does not encompass housing developments and informal settlements that emerged or became consolidated subsequently, such as the Porto Madero I–V and Porto Bello I–III residential complexes, which, according to the data presented in Table 2, include hundreds of socially vulnerable registered families.

Despite these limitations, coherence is observed between the foundations of the Municipal Master Plan and the general guidelines of Law No. 13,465/2017, particularly with regard to prioritizing vulnerable areas and upholding the social function of property. The territorial delimitation of ZEIS, although restrictive, presents consistent urban planning logic and aligns with the principle of socio-spatial inclusion advocated by federal legislation.

Conclusions

The analysis conducted demonstrates that the public policy of Urban Land Regularization for Social Interest (REURB-S) in Porto Velho, Rondônia, has achieved important advances, although it still faces obstacles that limit its full effectiveness. Based on the data systematized by SEMDEC and presented in Table 1, a significant increase in the number of REURB-S processes is observed between 2021 and 2024, rising from 681 processes in 2021 to 4,245 processes in 2024, which represents an increase of approximately 524% over the period. This result demonstrates the expansion of the policy's reach and the strengthening of the municipality's capacity to conduct land regularization processes.

Despite this growth, the proportion of REURB-S carried out within ZEIS remains low. As shown in Figure 2, only 6% of the regularizations implemented between 2021 and 2024 occurred in areas previously designated as ZEIS, while 94% took place outside these priority zones. This

scenario reveals a misalignment between policy implementation and the planning guidelines expressed in the Municipal Master Plan, which prioritizes regularization within ZEIS.

The analysis of social registrations reinforces this trend. Data from Table 2 and Figure 3 indicate that, following the enactment of the Municipal Master Plan in 2021, there was a significant increase in the identification of families eligible for REURB-S, particularly in the Porto Bello I–III and Porto Madero I–V housing developments, which concentrate hundreds of residents in situations of social vulnerability. Nevertheless, these developments were not included in the original delimitation of ZEIS, which hinders their institutional prioritization, despite meeting all the criteria required by Law No. 13,465/2017 and Article 14 of Complementary Law No. 838/2021.

The main constraint identified in expanding the implementation of REURB-S within ZEIS is the restrictive delimitation established in the Municipal Master Plan itself. Municipal legislation defined ZEIS based on informal settlements existing at the time of enactment, without providing mechanisms for periodic updating or the automatic inclusion. This limitation is compounded by the absence of ZEIS in the districts of Porto Velho, which restricts municipal action in regions with significant social demand for regularization.

It is therefore concluded that, despite normative limitations and operational constraints faced by the municipality, Porto Velho has been strengthening its social function and moving toward the established planning guidelines, implementing REURB-S in an increasingly consistent manner. However, its full potential will only be achieved when legal and administrative instruments are updated and aligned with recent urban transformations. The municipality demonstrates the capacity to advance but requires structural and regulatory adjustments to effectively comply with the provisions of Law No. 13,465/2017, Decree No. 9,310/2018, and the Municipal Master Plan.

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