

THE 'RECOMEÇAR LAGES' PROGRAMME: AN INTEGRATED MUNICIPAL POLICY FOR PEOPLE LIVING ON THE STREETS

PROGRAMA RECOMEÇAR LAGES: POLÍTICA MUNICIPAL INTEGRADA PARA A POPULAÇÃO EM SITUAÇÃO DE RUA

PROGRAMA RECOMENZAR LAGES: POLÍTICA MUNICIPAL INTEGRADA PARA LA POBLACIÓN EN SITUACIÓN DE CALLE



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ABSTRACT

The homeless population represents one of the most complex social challenges in contemporary cities, involving structural factors such as poverty, unemployment, breakdown of family ties, substance abuse, and insufficient housing policies. This article analyzes the proposal of the Recomeçar Lages Program, a municipal public policy aimed at the social reintegration of the homeless population in the municipality of Lages, Santa Catarina. The study adopts a qualitative approach, with normative analysis, literature review, and a local public policy case study. The program is analyzed in light of the fundamental rights established in the 1988 Federal Constitution, the National Policy for the Homeless Population, and the Sustainable Development Goals of the United Nations 2030 Agenda. The theoretical framework articulates contributions from Lenio Streck, Pedro Serrano, Paulo Freire, Selma Garrido Pimenta, and Slavoj Žižek, in addition to institutional data produced by IBGE and IPEA. It is concluded that integrated public policies combining assisted housing, professional qualification, access to healthcare, and productive inclusion present greater potential to reduce homelessness and promote human dignity. The Recomeçar Lages Program demonstrates legal, institutional, and financial feasibility, constituting a relevant instrument for inclusive sustainable development at the municipal level.

Keywords: Public Policies. Homeless Population. Human Rights. Sustainable Development. Social Inclusion.

RESUMO

A população em situação de rua constitui um dos desafios sociais mais complexos das cidades contemporâneas, envolvendo fatores estruturais como pobreza, desemprego, ruptura de vínculos familiares, dependência química e insuficiência de políticas

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habitacionais. O presente artigo analisa a proposta do Programa Recomeçar Lages, política pública municipal voltada à reinserção social da população em situação de rua no município de Lages, Santa Catarina. O estudo utiliza abordagem qualitativa, com análise normativa, revisão bibliográfica e estudo de política pública local. O programa é analisado à luz dos direitos fundamentais previstos na Constituição Federal de 1988, da Política Nacional para a População em Situação de Rua e dos Objetivos de Desenvolvimento Sustentável da Agenda 2030 da Organização das Nações Unidas. A fundamentação teórica articula contribuições de Lenio Streck, Pedro Serrano, Paulo Freire, Selma Garrido Pimenta e Slavoj Žižek, além de dados institucionais produzidos pelo IBGE e pelo IPEA. Conclui-se que políticas públicas integradas que combinam moradia assistida, qualificação profissional, acesso à saúde e inclusão produtiva apresentam maior potencial de redução da população em situação de rua e promoção da dignidade humana. O Programa Recomeçar Lages demonstra viabilidade jurídica, institucional e financeira, constituindo instrumento relevante para o desenvolvimento sustentável inclusivo em âmbito municipal.

Palavras-chave: Políticas Públicas. População em Situação de Rua. Direitos Humanos. Desenvolvimento Sustentável. Inclusão Social.

RESUMEN

La población en situación de calle constituye uno de los desafíos sociales más complejos de las ciudades contemporáneas, involucrando factores estructurales como la pobreza, el desempleo, la ruptura de vínculos familiares, la dependencia química y la insuficiencia de políticas habitacionales. El presente artículo analiza la propuesta del Programa Recomeçar Lages, una política pública municipal orientada a la reinserción social de la población en situación de calle en el municipio de Lages, Santa Catarina. El estudio adopta un enfoque cualitativo, con análisis normativo, revisión bibliográfica y estudio de política pública local. El programa es analizado a la luz de los derechos fundamentales establecidos en la Constitución Federal de 1988, de la Política Nacional para la Población en Situación de Calle y de los Objetivos de Desarrollo Sostenible de la Agenda 2030 de las Naciones Unidas. El marco teórico articula contribuciones de Lenio Streck, Pedro Serrano, Paulo Freire, Selma Garrido Pimenta y Slavoj Žižek, además de datos institucionales producidos por el IBGE y el IPEA. Se concluye que las políticas públicas integradas que combinan vivienda asistida, capacitación profesional, acceso a la salud e inclusión productiva presentan un mayor potencial para reducir la población en situación de calle y promover la dignidad humana. El Programa Recomeçar Lages demuestra viabilidad jurídica, institucional y financiera, constituyendo un instrumento relevante para el desarrollo sostenible inclusivo a nivel municipal.

Palabras clave: Políticas Públicas. Población en Situación de Calle. Derechos Humanos. Desarrollo Sostenible. Inclusión Social.

1 INTRODUCTION

The homeless population represents a complex and multifactorial social phenomenon, which reflects structural inequalities present in contemporary societies. This phenomenon involves factors such as extreme poverty, unemployment, fragility of family networks, chemical dependency, mental disorders, and insufficient housing and social inclusion policies.

In Brazil, studies produced by the Institute of Applied Economic Research indicate significant growth in this population group in recent decades. Recent estimates indicate that the country has more than 220 thousand people living on the streets, concentrated mainly in urban centers (IPEA, 2023). This scenario highlights the need for structured public policies that go beyond merely welfare approaches.

The Federal Constitution of 1988 instituted a model of State committed to the dignity of the human person and to the realization of social rights. In this sense, social assistance, health, housing and work are fundamental rights whose realization depends on the articulated action of the public power.

From a legal point of view, authors such as Lenio Streck highlight that the Brazilian Constitution has a guiding character, guiding state action in the promotion of fundamental rights and the reduction of social inequalities, as (Streck, 2017).

The Constitution cannot be understood as a mere letter of intent or symbolic document devoid of normative efficacy. In a Democratic State of Law, the Constitution assumes a leading character, establishing normative commitments that bind the public powers to the realization of fundamental rights. This means that state action must be guided by the realization of these rights, especially those related to the dignity of the human person, material equality and the reduction of social inequalities. Constitutional interpretation, therefore, must be carried out in a way that is committed to the effectiveness of rights and the transformation of social reality. (Streck, 2017, p. 94)

Thus, public policies aimed at the homeless population must be understood as instruments of constitutional implementation.

In the field of critical theory, Slavoj Žižek argues that extreme social exclusion reveals structural contradictions in the contemporary socioeconomic system, requiring institutional responses capable of guaranteeing minimum conditions of human dignity (Žižek, 2014).

The most fundamental violence present in contemporary societies is not only that visible in individual actions or direct conflicts, but that which manifests itself silently in the social and economic structures that organize collective life. It is a systemic violence that produces inequality, exclusion and social invisibility, particularly affecting those who are pushed to the margins of society. In these cases, extreme poverty and

exclusion cannot be interpreted as mere individual failures, but as the result of structures that continuously reproduce relations of inequality. (Žižek, 2014, p. 22).

This article aims to analyze the proposal of the Recomeçar Lages Program, a municipal policy aimed at the social reintegration of the homeless population in the municipality of Lages, Santa Catarina. The analysis seeks to understand the legal, institutional and social feasibility of the program, as well as its relationship with the principles of sustainable development and human rights.

2 PUBLIC POLICIES

2.1 LEGAL BASIS AND HUMAN RIGHTS

The implementation of public policies aimed at the homeless population is supported by several constitutional and normative provisions. The Federal Constitution of 1988 establishes, in its article 1, that the dignity of the human person constitutes the foundation of the Brazilian State, while article 6 recognizes social rights such as education, health, work, housing and social assistance.

Pedro Serrano's studies emphasize that the effectiveness of fundamental rights depends on the concrete action of the State in the formulation of public policies capable of reducing inequalities and promoting social inclusion (Serrano, 2016).

In a Democratic State of Law, fundamental rights cannot be understood only as formal declarations inscribed in the Constitution. The effectiveness of these rights requires the concrete action of the State through public policies that guarantee material conditions for their exercise. The 1988 Constitution instituted a model of State committed to the promotion of human dignity, the reduction of social inequalities and the construction of a more just and solidary society. Thus, it is up to the public authorities to formulate and implement policies that ensure social inclusion, access to essential services and protection of groups in vulnerable situations, under penalty of emptying the constitutional project itself. (Serrano, 2016, p. 78).

The infra-constitutional issues include the Organic Law of Social Assistance (Law No. 8,742/1993), the Unified Social Assistance System (SUAS) and Decree No. 7,053/2009, which instituted the National Policy for the Homeless Population. These instruments establish guidelines for ensuring social protection, productive inclusion, and access to essential public services.

The program dialogues with the principles of the United Nations 2030 Agenda, especially with the Sustainable Development Goals related to the eradication of poverty, reduction of inequalities and promotion of sustainable cities.

2.2 EDUCATION, SOCIAL INCLUSION AND EMANCIPATION

The social reintegration of the homeless population requires policies that go beyond welfare and promote autonomy and social emancipation.

Brazilian educator Paulo Freire argues that education is a fundamental instrument of liberation and social transformation, enabling historically marginalized individuals to regain their autonomy and participation in social life (Freire, 1996).

Education does not transform the world alone, but neither does the world transform without it. Educational practice, when guided by democratic and emancipatory principles, allows subjects to critically understand the reality in which they are inserted and develop the ability to intervene in it. In this sense, educating does not only mean transmitting knowledge, but promoting a process of awareness through which men and women recognize their historical and social condition, strengthening their autonomy and their participation in the construction of a more just and egalitarian society. (Freire, 1996, p. 67).

In a complementary way, Selma Garrido Pimenta points out that training processes aimed at social inclusion must consider the life trajectories of the subjects, valuing experiences and promoting integral human development (Pimenta, 2012).

Public policies aimed at the homeless population need to articulate professional training, productive inclusion and access to basic social rights.

2.3 STRUCTURE OF THE RECOMEÇAR LAGES PROGRAM

The Recomeçar Lages Program proposes an integrated municipal policy structured in five main axes:

a. Social approach and registration

It provides for the performance of a multidisciplinary team responsible for identifying and registering beneficiaries, carrying out psychosocial assessment and preparing an Individual Care Plan (PIA). The objective is to ensure that all beneficiaries are included in existing public policies.

b. Assisted living

Inspired by the international model Housing First, the program establishes housing as the starting point of social reintegration. The proposal provides:

- emergency shelter;
- assisted transitional housing;
- referral to permanent housing.

International experiences show that assisted housing policies have more effective results in reducing the homeless population.

c. Professional training and employability

The program provides for partnerships with institutions such as SENAI and SENAC to offer professional courses in the areas of civil construction, logistics, mechanics, carpentry and administrative services. Municipal work fronts and qualification scholarships are also planned.

According to IBGE data, low education and labor informality are recurrent factors among homeless people, which reinforces the importance of professional qualification policies.

d. Comprehensive health and treatment of chemical dependency

The program provides for integration with the Unified Health System, including medical care, psychological follow-up and referral to Psychosocial Care Centers (CAPS).

Strategies for harm reduction and treatment of chemical dependency are also foreseen, respecting legal principles and individual rights.

e. Financial support

The program has an estimated annual cost of approximately R\$ 8.6 million, with funding coming from federal and state resources, parliamentary amendments and partnerships with the private sector.

This strategy seeks to ensure financial sustainability and reduce exclusive dependence on the municipal budget.

2.4 PUBLIC POLICIES AND MUNICIPAL GOVERNANCE

The effectiveness of public policies depends on the institutional capacity for planning and management. In this sense, Lenio Streck points out that the realization of fundamental rights requires constitutional interpretation committed to social transformation (Streck, 2017, p. 94).

The proposal of the Recomeçar Program seeks precisely to materialize this constitutional commitment by articulating different public policies in an integrated model of social inclusion.

3 FINAL CONSIDERATIONS

The homeless population represents one of the most complex social challenges faced by Brazilian municipalities. It is a multifactorial phenomenon that requires structured public policies, capable of integrating social assistance, housing, health and productive inclusion.

The analysis carried out demonstrates that the Recomeçar Lages Program has legal consistency, alignment with constitutional principles and compatibility with the Objectives of Sustainable Development of the 2030 Agenda.

The 2030 Agenda for Sustainable Development is a global action plan aimed at promoting shared prosperity, environmental protection, and social inclusion. The signatory States commit to adopting concrete measures to eradicate poverty in all its forms, reduce inequalities and ensure that all people have access to decent living conditions. In this context, public policies aimed at social inclusion, the protection of vulnerable groups, and the promotion of human dignity represent fundamental instruments for the fulfillment of the Sustainable Development Goals, especially those related to the eradication of poverty, the reduction of inequalities, and the construction of more inclusive and sustainable cities. (UN, 2015, p. 5).

By adopting an integrated approach based on assisted housing, professional training and access to public services, the program contributes to overcoming welfare models and promoting effective social reintegration.

Structured municipal initiatives, when articulated with national policies and with inter-institutional participation, have a high potential to reduce the homeless population and strengthen human dignity as the foundation of the democratic rule of law.

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