



FEDERALISM AS A CONDUCTING ELEMENT FOR POLICY EFFECTIVENESS: THE 2030 AGENDA MOVEMENT FROM THE GLOBAL TO THE LOCAL LEVEL IN BRAZIL, FROM THE PERSPECTIVE OF THE HEALTHY AND SUSTAINABLE STRUCTURAL CITY PROJECT.

O FEDERALISMO COMO ELEMENTO CONDUTOR PARA A EFETIVIDADE DE POLÍTICAS: O MOVIMENTO DA AGENDA 2030 DO NÍVEL GLOBAL AO NÍVEL LOCAL NO BRASIL, NA PERSPECTIVA DO PROJETO CIDADE ESTRUTURAL SAUDÁVEL E SUSTENTÁVEL.

DR. EDWARD T. MAIA

Doutor em Desenvolvimento, Sociedade e Cooperação Internacional pela Universidade de Brasília, Analista de Gestão em Saúde do CoLaboratório de Ciência, Tecnologia, Inovação e Sociedade (CTIS) da Fundação Oswaldo Cruz, Brasil.

edward.maia@fiocruz.br

DR. B. GUY PETERS

Maurice Falk Professor of Government, Department of Political Science, University of Pittsburgh, USA.

bgpeters@pitt.edu

DRA. MAGDA D. L. LÚCIO

Doutora em Sociologia pela Universidade de Brasília, docente permanente do Programa de Pós-graduação em Desenvolvimento, Sociedade e Cooperação Internacional (PPGDSCI) da Universidade de Brasília (UnB), Brasil.

magda@unb.br

DR. WAGNER D. J. MARTINS

Doutor em Saúde Pública pela Escola Nacional de Saúde Pública (ENSP), Coordenador do CoLaboratório de Ciência, Tecnologia, Inovação e Sociedade (CTIS) da Fundação Oswaldo Cruz, Brasil.

wagner.martis@fiocruz.br

Abstract: The article aims to endeavor an analysis comparing the federalist government system as a strategy for the implementation of the 2030 Agenda and its 17 Sustainable Development Goals (SDG), having in the territory a point of public policy intersection. In this sense, the opening of cooperative

potential between State and Society was examined as vectors for improving public deliveries for the Healthy and Sustainable Structural City project in the Federal District (DF), under the lens of practice, in the context of contemporary complexity, whose Empirical data were collected between 2017-2020. Therefore, methodology has Case Study as method, according to Yin (2005) and Ragin and Becker (2009); documental research as technique, according to Kripka, Scheller and Bonotto (2015), for collecting documents; IRaMuTeq software instrument for processing the collected data; and content analysis by Triviños (1987). The results highlight how the 2030 Agenda internalization and institutionalization dimensions contributed to actions to empower citizens as popular researchers in popular surveillance in the territory. Such dimensions have established themselves as strategic movements, since the actions of the aforementioned subnational government may have perpetuity and/or even exceed the limit of political mandates, with a focus on sustainable development, contributing to inclusive policy formulation, considering ex ante decision by managers, in favor of social transformation and democracy to strengthen social participation for territorial governance, even in the face of an adverse scenario set by the federal government with the publication of Decree n.º 9,759, in 2019.

Keywords: Federalism; Territorial Governance; 2030 Agenda; Public Policy; Development.

Resumo: A proposta deste artigo é empreender uma análise cotejando o sistema de governo federalista como estratégia para a implementação da Agenda 2030 e seus 17 Objetivos de Desenvolvimento Sustentável (ODS), tendo no território um ponto de intersecção de políticas públicas. Nesse sentido, examinou-se a abertura de potencial cooperativo entre Estado e Sociedade como vetores para melhoria das entregas públicas para o projeto Cidade Estrutural Saudável e Sustentável no Distrito Federal (DF), no contexto da complexidade contemporânea, cujos dados empíricos foram coletados no período de 2017-2020. Para tanto, a metodologia conta com o Estudo de Caso como método, consoante aos ensinamentos de Yin (2005) e Ragin e Becker (2009); da técnica de pesquisa documental, conforme Kripka, Scheller e Bonotto (2015), para levantamento de documentos; do instrumento software IRaMuTeq para processamento dos dados colhidos; e da análise de conteúdo por Triviños (1987). Os resultados destacam como as dimensões internalização e institucionalização da Agenda 2030 contribuíram para ações de empoderamento dos cidadãos como pesquisadores populares na vigilância no território. Tais dimensões estabeleceram-se como movimentos estratégicos, uma vez que ações do referido governo subnacional poderão ter perenidade e/ou até mesmo ultrapassar o limite de mandatos políticos, com foco no desenvolvimento sustentável, contribuindo com a formulação de políticas inclusivas, considerando atuação ex ante por gestores, em prol da transformação social e da democracia para o fortalecimento da participação cidadã para a governança territorial, mesmo diante de um cenário adverso posto pelo governo federal com a publicação do Decreto n.º 9.759, em 2019.

Palavras-chave: Federalismo; Governança Territorial; Agenda 2030; Políticas Públicas; Desenvolvimento.

INTRODUCTION

This article discusses the understanding over the implementation of the 2030 Agenda and its 17 Sustainable Development Goals (SDG) at a local level and how federalism can present itself as a driving element for the insertion of public policy in territories.

A case study was used as a method to infer qualitative inputs, in order to clarify to what extent the policy effectiveness contributes to an environment of greater coordination and articulation of the state apparatus, understood here as governance strategies. In addition, the opening of cooperative potential between State and Society is examined as vectors for improving public deliveries, in the context of complexity.

For that, the empirical data was collected in the period 2017-2020, in the context of the Healthy and Sustainable Structural City project for 2030 (HSSC 2030), the result of a partnership among the Oswaldo Cruz Foundation (Fiocruz); the Health State Secretariat of the Federal District Government (SES/GDF); the University of Brasília (UnB); the Federal Institute of Brasília (IFB) and representatives of local society in Structural City of Brasília.

Considering, in a systemic way, the movement of the 2030 Agenda of the United Nations (UN) and its SDG for implementation in territories, the aforementioned global pact is an international instrument for claiming policies by governments and societies to seek a balance among social, economic and environmental dimensions (ONU, 2015). Such a movement, which starts at a global level and can be inserted at local levels, takes place in a complex way, given the variables involved that permeate a plurality of actors such as governments, institutions and civil society, in addition to the existing multidimensionalities of relationships (MORIN, 2003)

Although the 2030 Agenda is the result of an agreement amid State Members, which have committed to achieving sustainable development by the year 2030, this pact faces different interests in different governmental layers. In the case of Brazil, in addition to the national government at the federal level, there are also subnational governments, characterized by the state or district levels - 26 states and the Federal

District, and those at the municipal level - 5,580 municipalities, totaling three layers of autonomous governments, according to article 18 of the Brazilian Federal Constitution (BRAZIL, 1988; IBGE, 2020).

These layers, although distinct, have the federative pact as a common element, which guarantees harmony among entities, resulting from the redemocratization of the State, experienced by the country in the 1980s, in favor of decentralization regarding power, both administrative and political, and public policy for federated entities, through a proposal for eventually cooperative action amid them (ABRUCIO, COSTA, 1998).

From this perspective, federalism emerged as an element capable of contributing to development, based on the autonomy of federated entities, in the policymaking for the respective societies, according to their needs and peculiar characteristics to subsidize the orientation of government action (BOBBIO, MATTEUCCI, PASQUINO, 1998). In this way, the State needs to develop sufficient governance capacity for the coordination of actors and institutions involved in the process of driving society in this direction, seeking to build objectives for the benefit of the community (PETERS, 2013; 2018a; 2018b).

Although the conjuncture of the existing federalism and the different interests of the actors is challenging, the State's action is vital for the sustainable development proposed by the 2030 Agenda, in view of the struggle for the survival of the current generation and the next ones in the face of social inequalities and different quality of life levels of societies, factors that generate impacts on individual capabilities and human conditions (ONU, 2015; SEN, 2018).

In this scenario, it is primary that State can generate conditions for the actions in order to meet the needs of society, allowing policies to be more effective and for their formulators to be more assertive in their decisions, based on a system of solutions (PETERS, 2004).

Indeed, understanding how federalism can contribute to the process of policy effectiveness indicates a way to achieve sustainable development, in order to promote a systemic understanding of the 2030 Agenda movement and its 17 SDG, aiming at the elaboration of better solutions for society (HOWLETT, 2011).

In view of the expositions and in order to deepen the discussion of federalism and the role of the State in complex contexts, the question is: to what extent can the implementation of the 2030 Agenda make use of the federalist government system as an ally for action in the territory, in the policy implementation perspective? Therefore,

this article intends to undertake an analysis comparing the federalist government system as a favorable strategy for the implementation of the 2030 Agenda, having the territory as a point of intersection of public policy, from government documents related to the project called “Healthy and Sustainable Structural City: social empowerment for governance and territorial management focused on the 2030 Agenda of the UN SDG” (2030 HSSC) between 2017-2020 (SELLERA et al., 2019).

1. THE AGENDA 2030 MOVEMENT AND ITS 17 SDG: FROM THE GLOBAL TO THE LOCAL LEVEL

The inception of the 2030 Agenda and its 17 SDG occurs in conjunction with the New Public Governance, demanding cooperative actions between the State and society in the search for sustainable development and stimulating social participation as an important contribution element in the search for collective solutions in complex contexts, being the interaction process is a fundamental element for the construction of dialogues in the face of the plurality of actors involved, whether public or private, for this purpose (TORFING et al., 2012).

This agreement was formalized through Resolution A/Res 70/1, of September 25, 2015, referring to the United Nations General Assembly, resulting from a global pact among 193 Member States with 169 stipulated goals to be reached by 2030 (ONU, 2015). It should be noted that, at a global level, the greatest concern expressed in the document is about the survival of generations on the planet, whether current or future, in the context of the search for the proposed balance for sustainable development (ONU, 2015).

Thus, the 2030 Agenda can be seen as a potential element for government actions so that a given State can promote public policy in partnership with society in favor of sustainable development, identifying basic elements for the joint construction of complex public solutions, based on its knowledge. in the different realities experienced in different territories, for the sake of a better understanding of existing phenomena (MAIA, 2021; PETERS, 2021).

Indeed, a perspective of government action closer to society, such as territories - for example, allows translating the global purpose of the 2030 Agenda into local contexts, since they have distinct and specific social realities, allowing the government

to be fed by relevant information from feedback loops for systemic understanding, aiming to properly comprehend the complex reality of certain places, in order to generate solutions that contribute to raising the life quality of populations (ASHBY, 1957; MAIA, 2021, MORIN, 2003).

Such joint action makes it possible to achieve better levels of efficiency in public management, as well as the policy effectiveness for territories, from the generation of information to support the process of policymaking in complex environments (GEYER, 2011).

However, the systemic form of the movement from a structuring global level to a specific local level permeates central elements that the UN does not directly interfere with, such as the way in which the process of internalization of the 2030 Agenda will take place in each of the signatory countries and the respective autonomy in the governance of its actions for this purpose (ONU, 2015). Therefore, the discussion about federalism becomes fundamental for the understanding of this movement in Brazil.

2. FEDERALISM AS A STRATEGY FOR SUSTAINABLE DEVELOPMENT

The process of internalizing the 2030 Agenda, based on the pact established with the State Members in 2015, was at the discretion of the countries, according to the definition of each government for this purpose (ONU, 2015). In Brazil, at the national level, the federal government began the process of institutionalizing the Agenda to materialize the commitment to its implementation. To this end, the National Commission for Sustainable Development Goals (CNODS) was created, formalized by Presidential Decree No 8,892, of October, 27, 2016, whose responsibility was to monitor the actions of this global pact (BRASIL, 2016a).

CNODS presented itself as an equal and consultative space, focusing on the dissemination of the 2030 Agenda and to publicize actions related to the theme (BRASIL, 2016a). In this scenario, the process of developed actions transparency led to the necessary articulations for the construction of dialogue among public and private actors in society.

The following year, the 2017-2019 Action Plan was launched, whose focus was to contribute to the internalization of the 2030 Agenda in Brazil, highlighting what actions were necessary to achieve sustainable development, based on proposals for instruments, strategies and programs (BRAZIL, 2017a). As Brazil is a country with continental dimensions and with the decentralization of power to its States, Federal District and Municipalities (ABRUCIO, FRANZESE, SANO, 2013), this internalization process was in charge of an eventual formalization by its subnational entities, similar to what happened at the national level, given the existing federative pact.

Federalism is understood as a “(...) form of territorial organization of the State that defines how the parts of the nation should relate to each other (...)” (ABRUCIO, FRANZESE, SANO, 2013, p. 130, our translation), representing the dynamics of coordination of governmental actions , with emphasis on social programs, which do justice to the need to correct inequalities amid national and subnational entities, according to the spending capacity and availability of resources for that (ARRETCHE, 2004) .

In this context, the empirical focus of this study concerns the subnational entity Federal District (DF), which considered the continuity in the process of internalization of the 2030 Agenda already existing at the federal level, through the project “Structural Healthy and Sustainable City: social empowerment for governance and territorial management focused on the 2030 Agenda of the UN SDG” - 2030 HSSC (SELLERA et al., 2019). In the DF, the interest in implementing the Agenda was expressed in 2017, in which a working group and a commission were created to make it operational and formalized through Decree N.º 38,006, of February 13, 2017, while the District Commission for Sustainable Development Goals (CDODS) was formalized by Decree N.º 39,322, of September 4, 2018, both of which are responsible for the internalization of this global pact and its dissemination (DISTRITO FEDERAL, 2017a, 2018).

From a systemic standpoint, the commitment made in 2015 by Brazil was being respected, with federalism being strategic for the process of internalization of the Agenda, institutionalized from the publication of government documents, both at the national level in 2016 and at the subnational level, in the case of the DF in 2017.

However, in 2019, there was a change in the management of the federal government with the inauguration of the new President of the Republic. One of the first acts of this new government was the publication of Decree N.º 9,759, of April 11, 2019, which extinguished several existing collegiate bodies in the federal public

administration, including CNODS. The extinction of this Commission could generate impacts on the continuity of the process of internalization of the 2030 Agenda in the country. However, the federalist system itself allowed that there were no serious consequences at the subnational level, given the autonomy of the Federal District Government (GDF), for example, in choosing the 2030 Agenda as a priority agenda of the government agenda.

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Despite the rupture caused and the change that occurred in the management of the new Governor of the Federal District in 2019, the 2020-2023 Multiannual Plan (MP), formalized by Law N.º 6,490, of January 29, 2020, had considered the 2030 Agenda and its 17 SDG in its construction, a fact that expressed the interest of the subnational government in the implementation continuity (DISTRITO FEDERAL, 2020). This fact corroborates the theory of meta-governance, in view of the possible action of a subnational government in partnership with society in the search for a vision of the future, based on relevant and strategic information for the decision-makers' action (TORFING et al., 2012).

The impasse between governments brought about by Decree N.º 9,759/2019 illustrated the importance of federalism as a driving strategy for the continuity of government actions for the policy effectiveness for sustainable development in the country. Despite the different positions of the federal and DF governments, the interest of the subnational entity in internalizing the Agenda was kept (PETERS, PIERRE, 2002).

In view of the context presented, the characteristic elements of federalism allowed a subnational government to move forward with its proposal to implement the 2030 Agenda at the local level, even in the face of a different position from the national government. The continuity in the process of implementing this agenda is fundamental to legitimize this global movement in favor of guaranteeing the society survival, compromised throughout history by the capitalism externalities, the unbridled use of the planet's natural resources and the social inequalities caused by it (ILICH, 1975; LEACH, 2016).

In this perspective, the 2030 HSSC project will be presented for a better understanding of the empirical approach of this study.

3. THE 2030 HEALTHY AND SUSTAINABLE STRUCTURAL CITY PROJECT IN BRAZIL

Formalized by Convention 001/2017, the 2030 HSSC project emerged from a partnership between the Health State Secretariat of the Federal District Government (SES/GDF) and the Regional Management of Brasília (Gereb/Fiocruz) to internalize the 2030 Agenda movement in the territory of the Structural City, a region that reflects the highest poverty rates in the Brazilian capital (DISTRITO FEDERAL, 2017b; 2019). This cooperation instrument involved studies and research, based on the Structural City's experience in promoting the development of territories, from a healthy and sustainable perspective, in addition to studies on the policymaking based on available data, such actions being specified in the Memorandum of Understanding, contained in process 410,000,064/2017 (DISTRITO FEDERAL, 2017c).

The 2030 HSSC project is in line with the GDF intention published in the 2020-2023 MP, which materializes the interest in the 2030 Agenda and establishes the following criteria for choosing strategic partnerships: existence of populations in situations of vulnerability; and availability of data for the purpose of monitoring and tracking indicators by the local population for the popular surveillance project, in cooperative action between the State and society (SELLERA et al., 2019).

The essence of this project is to make use of the participation of local society in a proposal for popular surveillance, based on the training of local researchers who follow the social indices of the region and monitor the available data from the territory in a monitoring room called the Cooperation Room. Social, scheduled to be built (SELLERA et al., 2019). To this end, 2030 HSSC project had several stages: the activation of socio-technical networks; the application of techniques on popular surveillance that involve the identification of risk factors and local vulnerabilities; use of the system in favor of popular surveillance; and the offer of the Specialization course in Territorial Governance to train local actors (SELLERA et al., 2019).

The process of activating networks first occurred with the identification of an existing socio-technical group of people composed of members of the territory -

residents, leaders or actors who work in public facilities, such as managers of Basic Health Units (BRAGA, 2018; MAIA, 2021). The process of identifying risk and vulnerability factors was built together, in a participatory and integrated way amid public and private actors, in a prospective planning workshop and seminar held in the territory itself (BRAGA, 2018; MAIA, 2021). Finally, the Specialization course in Territorial Governance was held, in partnership with the Federal Institute of Brasília (IFB) and the University of Brasília (UnB), in 2019 and 2021 years, focusing on the empowerment of local citizens, in order to act as popular researchers in partnership with the State in popular surveillance of the territory (MAIA, 2021; SELLERA et al., 2019).

Therefore, after a proper understanding of the process of internalization of the 2030 Agenda, from a global to a local instance, the method of this study will be carried out, as well as the discussion of the results obtained.

4. METHOD

To clarify to what extent the federalist government system can be an ally for the implementation of the 2030 Agenda, regarding the insertion of the territory as a central cut of policy implementation, a methodology was developed from the combination of: Case Study as research method and strategy; documentary research as a technique; IRaMuTeq software as an instrument for data processing; and content analysis as theoretical support for the analysis of the results obtained.

The Case Study was defined as a method for establishing the relationship between theory and practice (RAGIN, BECKER, 2009), using empirical data available in existing publications in order to generate a systemic understanding of the 2030 Agenda movement and its respective SDG. In addition, the Case Study can also be a research strategy, given that its investigation process allows the development of inputs to support the understanding of phenomena (YIN, 2005). Thus, it was decided to use the 2030 HSSC project as a reference for the Case Study, with a view to understanding the contemporary phenomenon of implementation of the 2030 Agenda and the necessary dynamics involved amid the global, national, subnational and local levels (HALINEN, TÖRNROOS, 2005).

For the documental research technique, the guidelines of Kripka, Scheller and Bonotto (2015) were followed regarding the corpus construction process, having

government documents as main references to obtain the necessary data to illustrate the movement of the 2030 Agenda, since its inception at a global level until its insertion in the territory of the Structural City.

After defining the corpus, it was submitted to data processing by the software IRaMuTeq (Interface de R pour the analysis *Multidimensionnelles de Textes et de Questionnaires* (Ratinaud, 2008), considering its capacity for statistical analysis from textual excerpts, using the relationship among words and frequency to search for occurrences and the necessary organization of data (CAMARGO, JUSTO, 2013). In this way, the IRaMuTeq software allows the formation of lexical contexts from the established classes (MENANDRO, TRINDADE, ALMEIDA, 2003) so that the interpretations occur according to the researcher's field of research - even empirical (BAUER, GASKELL, ALLUM, 2002).

To contribute to the interpretation of the data processed by the software, the content analysis of Triviños (1987) was used to better reach the obtained classes and generate organization to the corpus construction process and its interpretation, from the following steps: pre-analysis; analytical description; and inferential analysis.

The pre-analysis stage consisted in the identification of government documents and in the elimination of informational duplicity for the processing of texts by the IRaMuTeq software, resulting in 22 documents (Table 1). It is noted that reports that express procedural progress related to the implementation of the 2030 Agenda were excluded, as well as any adaptations or adjustments made by governments (federal and/or district).

Table 1: *Corpus 1: Documental Research.*

Document number	Document's Description
1	Resolution A / Res 70/1 2015 - 2030 Agenda
2	Decree No. 8,892 2016 – CNODS
3	Action Plan 2017 2019 – CNODS
4	Decree No. 38.006 2017 – GTODSDF
5	Decree No. 39.322 2018 – CDOCS
6	Agreement 001 2017 - Work Plan - 2030 HSSC Project
7	Letter of Intents 2017 – Description
8	Technical Cooperation Agreement 71 2017 - Work Plan
9	Inova Fiocruz Program 2018 - Public Notice
10	Inova Fiocruz Program 2018 - 2030 HSSC Project Proposal - Public Promotion
11	Inova Fiocruz Program 2018 - Final Result
12	Decree No. 9.759 2019 - Extinction of Federal Government Collegiate
13	Fiocruz Internal Congress 2018 - Thesis 6
14	Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 773 2017
15	Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 105 2018 GT
16	Technical Cooperation Agreement 04 2016 - Description
17	Technical Cooperation Agreement 04 2016 - Work Plan
18	Announcement CNPq Fiocruz 41 2018 - Public Promotion
19	Announcement CNPq Fiocruz 41 2018 - Proposal
20	Technical Cooperation Agreement 175 2018 - Work Plan
21	Specialization in Territorial Governance course 2019 - Pedagogical Project
22	Specialization in Territorial Governance course 2019 - Fiocruz IFB Public Notice

Source: *Maia, 2021.*

After defining the corpus, data processing was carried out using the IRaMuTeq software, as detailed below.

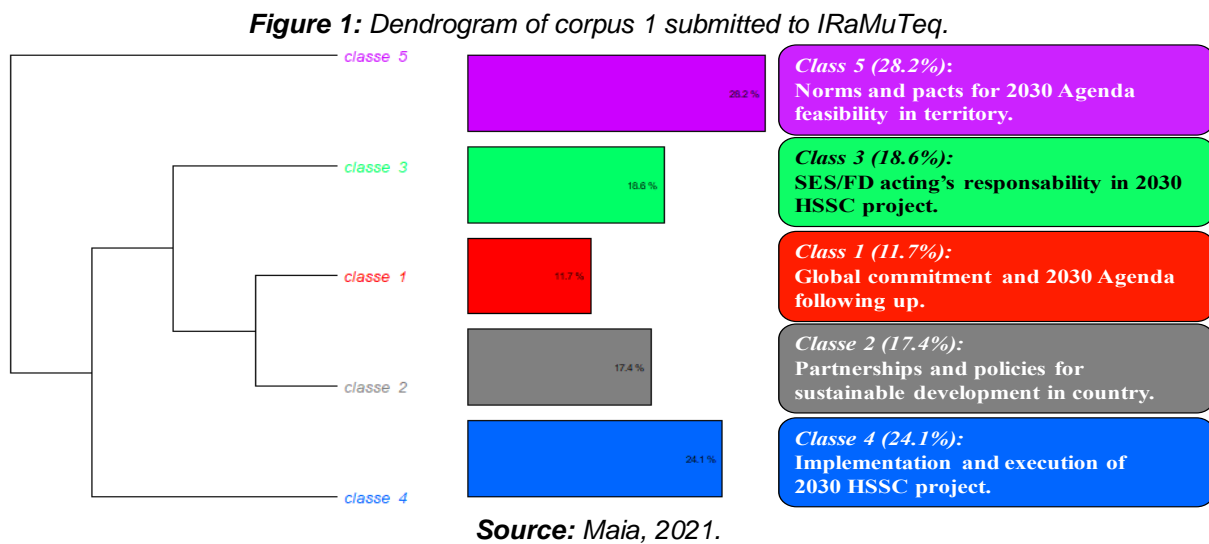
5. DISCUSSION AND RESULTS

The process of analytical content description and inferential analysis by Triviños (1987) allows the detailing of the data obtained for a better understanding of the global movement to the place of the UN 2030 Agenda, having the DF as an empirical cut. After the proper processing of the corpus prepared by the IRaMuTeq software, the following information was generated: 1,215 textual segments; five categorization classes were created (clusters); and classification of 1,095 textual segments. All this information can be seen in the dendrogram contained in Figure 1.

Reinert (1983) establishes the minimum criterion of obtaining 60% of classified segments for the analysis to be feasible, a percentage exceeded by the data

processing by the software, reaching the equivalent of 90.12% for the purpose of elaborated material quality.

The dendrogram presents the following importance relationship according to the classes generated for the construction of its archetype: class 5 obtained 28.2%; class 4 obtained 24.1%; class 3 obtained 18.6%; class 2 obtained 17.4%; and, finally, class 1 obtained 11.7%.



The classification of the most evoked words was therefore based on a descending hierarchy (REINERT, 1983), as shown in Box 1, in order to present the definitions described for each class and provide a better understanding of the five generated clusters.

In this perspective, class 5 points to the movement of the 2030 Agenda from its launch to the process of its internalization in the Structural City, as well as the governmental and procedural aspects related to the 2030 HSSC project, being described as "norms and pacts for the viability of the Agenda 2030 in the territory". This class represented the greatest importance among the generated clusters (28.2%), with the following text segments presented to corroborate this understanding:

InterSciencePlace

International Scientific Journal – ISSN: 1679-9844
 Nº 1, volume 18, article nº 05, January/March 2023
 D.O.I: <http://dx.doi.org/10.6020/1679-9844/v18n1a5>
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Box 1: List of words according to descending hierarchical classification.

Class 1 11.69% - 128 Text Segments			Class 2 17.35% - 190 Text Segments			Class 3 18.63% - 204 Text Segments			Class 4 24.11% - 264 Text Segments			Class 5 21.81% - 1,215 Text Segments		
Word	f	Chi-Sq	Word	f	Chi-Sq	Word	f	Chi-Sq	Word	f	Chi-Sq	Word	f	Chi-Sq
<u>Forum</u>	29	207.09	2030 Agenda	64	151.50	Health	82	177.82	<u>Territory</u>	119	325.28	<u>Agreement</u>	91	195.86
<u>Level</u>	40	259.36	SDG	73	103.12	<u>Regulation</u>	21	93.51	<u>Structural</u>	80	178.26	<u>Associate</u>	67	181.54
<u>Review</u>	20	136.49	<u>Strategy</u>	30	100.07	<u>Attention</u>	21	81.85	<u>Governance</u>	70	160.72	<u>Present</u>	62	127.51
High	20	115.65	Target	43	76.09	SUS	24	80.81	Territorial	55	149.90	<u>Object</u>	38	76.51
<u>United Nations</u>	16	113.66	Agenda	27	61.92	<u>Strategic</u>	27	71.36	<u>Researcher</u>	39	117.40	<u>Execution</u>	38	73.24
Global	23	94.50	<u>Sust. Developm.</u>	28	56.63	<u>Secretariat</u>	21	56.84	City	52	114.76	<u>Protocol</u>	24	62.42
<u>Relevant</u>	17	70.50	Environmental	20	46.85	Management	42	53.44	Social	98	108.34	Candidate	23	55.38
<u>Progress</u>	11	67.78	<u>Implementation</u>	40	43.38	Service	30	45.86	<u>Healthy</u>	50	96.78	<u>Collegiate</u>	23	55.38
Council	11	61.45	Goal	21	41.46	Unity	16	43.34	Local	46	72.89	<u>Term</u>	34	54.46
<u>Interested</u>	11	61.45	Role	14	39.38	<u>Quality</u>	12	42.10	<u>Vulnerability</u>	26	69.95	Law	32	49.62
<u>Group</u>	13	60.28	National	35	38.57	<u>Control</u>	13	42.00	<u>Risk</u>	27	65.43	<u>Specific</u>	29	47.56
<u>International</u>	19	55.97	MDG	8	38.39	Health Ministry	9	39.64	<u>Aplication</u>	28	65.06	<u>Work</u>	43	42.27
Country	25	55.26	<u>Brazil</u>	14	36.31	Planning	23	39.44	<u>Sustainable</u>	46	62.81	Schedule	15	38.69
Technology	20	48.77	<u>Economic</u>	24	34.32	<u>Qualification</u>	12	37.78	IC	22	62.21	<u>Decree</u>	25	37.96
Trade	6	45.58	Brazilian	16	33.90	<u>Urgency</u>	8	35.20	<u>Factor</u>	22	53.29	<u>Subscription</u>	14	36.07
Online	6	45.58	Rio	7	33.56	Local	9	33.91	<u>Collection</u>	19	51.54	<u>Selective</u>	15	34.42
<u>Facilitate</u>	10	44.53	<u>Inequality</u>	8	32.38	<u>Subnational</u>	11	33.61	<u>Specialization</u>	24	49.55	<u>Document</u>	22	33.38
<u>Support</u>	18	41.10	Range	17	31.26	<u>Technological</u>	20	33.48	Popular	17	49.48	<u>Intention</u>	13	29.25
Regional	13	40.27	Peace	6	28.74	<u>Study</u>	19	28.63	<u>Sociotechnical</u>	16	46.26	<u>Make available</u>	18	29.04
<u>Capacity</u>	16	38.69	<u>Effort</u>	11	27.00	<u>Enhancement</u>	13	26.45	AGT	14	44.64	Be	137	26.97

Fonte: Maia, 2021.

"(...) also, how the action will be carried out to reach the proposed object (...) provide documents, information and technical guidelines that help in the use of the information provided to the other participants, as well as provide the necessary clarifications for the execution of this agreement (...)" (DISTRITO FEDERAL, 2017c, p. 3, our translation).

Class 4 is presented as "implementation of the 2030 HSSC project", in view of the processes that made up the phases of the project in question, as well as the formalized partnerships for the training of popular researchers in the Structural City, representing 24.1% between classes and ranking second in importance, according to segment:

"(...) using social tools, the graduate will be able to act in healthy and sustainable territorial governance and management, therefore, they will be able to intervene on the risks and threats to the living conditions of the population in the Structural City/DF (...)" (IFB, 2019a, p. 21, our translation)

Class 3 brings the understanding of the action of SES/DF about its intentions directed to health services in the territory of the subnational entity, with more emphasis on the Agenda internalization in the Structural City, being described as "responsibility for the SES/DF performance in the 2030 HSSC project", equivalent to 18.6% among the categories.

This class presents the intentions of the subnational (district) government and the necessary actions to promote the strategy of internalization of the 2030 Agenda in the Federal District, in addition to guidance for its scope, using the cooperative project between State and society in the Structural City with a focus on in sustainable development.

Here is a text segment that represents this perception:

"(...) this agreement has as its object the development of studies and research aimed at the qualification and improvement of methods for the area of regulation, programming, information management, control and evaluation of the SUS within the DF, with a view to promoting sustainable development in the territory (...)" (DISTRITO FEDERAL, 2017c, p. 12, our translation).

Class 2 expresses the movement of internalization of the 2030 Agenda, itself, at the national level, from governmental strategies designed to formulate policies

aimed at sustainable development, represented as “partnerships and policy for sustainable development in the country”, equivalent to 17.4% among the categories.

This class brings important considerations about the organizational process required by the national (federal) government to promote the institutionalization of the 2030 Agenda and its 17 SDG, aiming at the proper legal support for administrative acts. Some text segments helped this perception, namely:

“(…) which, despite being challenging, represents an opportunity to harmonize the language between the purposes of the public and private sectors of the Brazilian nation (...) to induce the implementation of the SDGs through a collaborative and participatory process to achieve all the objectives and goals of the 2030 Agenda (...)” (BRASIL, 2017b, p. 9, our translation).

Class 1, on the other hand, places the 2030 Agenda in the global space based on the relations between Member States in promoting their due engagement, evidencing elements that contributed to the governance of this action, being called “global commitment and monitoring of the 2030 Agenda” and equivalent to 11.7% among categories.

In this class, the process of building consensus and establishing a pact by the Member States brought variants of political content to the process of formalization with governments, as well as guidelines so that the signatory countries could proceed autonomously with government actions for the internalization of the 2030 Agenda and the respective involvement of societies in this process. The following example of information supports this perception:

“(…) the forum meetings will be co-chaired by 2 State Members and will result in a summary of the discussions prepared by the 2 co-chairs as an input to the high-level political forum meetings in the context of monitoring and reviewing the implementation of the agenda for post-2015 development (...)” (ONU, 2015, p. 36, our translation).

The distribution of the words evoked¹ in Figure 2 shapes two distinct compositions, the first being equivalent to the left pole of the quadrant with classes 1 to 4, in the sense of the movement of the 2030 Agenda from the global to the local level (Structural City), going through the national levels (federal government) and subnational (district government) ones; while the second, linked to class 5, brings more bureaucratic elements, moving to the right.

Such polarities described in the quadrants manifest: terms used in the instruments by the institutions to formalize the interests due to the left; and procedural

¹ All texts processed by Iramuteq were in Portuguese.

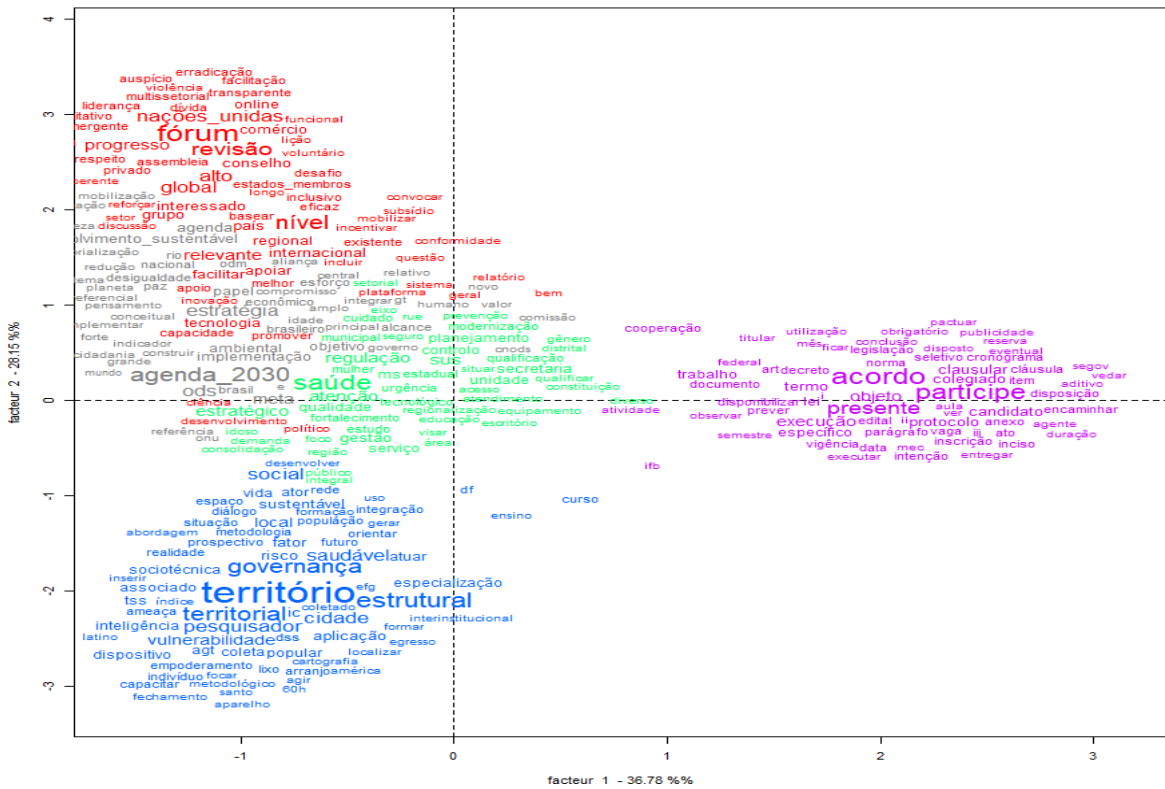
and procedural issues relating to norms and legal documents used for the implementation of the 2030 Agenda at right-wing government levels.

It is noteworthy the similarities between classes 2 and 3 regarding government action on the national and subnational levels, considering the processes for formalizing the internalization of the Agenda, both for the constitution of working groups and for the definition of attributions.

In view of the presented results, it was possible to verify the process of institutionalization of Agenda 2030 by the participating organizations, based on government documents at the national level (Decree N.º 8,892/2016 by federal government and Ordinances 773/2017 and 105/2018 by Fiocruz) and at the district level (Decrees N.º 38,006/2017 and N.º 39,322/2018). Such documents expressed the coexistence in the relationships established by the strategies between the institutions and the due expression of their interests, in favor of the visibility of their actions, with a focus on sustainable development in order to guide governments for the coming years (LATOIR, 2012).

Despite the harmonious line built between the national and subnational entities (GDF) in the years 2016 to 2018, in which the 2030 Agenda was a priority agenda for government action, in 2019 there was a break in this position by the federal government. From the publication of Decree N.º 9,759/2019, several collegiate bodies were extinguished within the scope of the federal public administration, among them, the National Commission on Sustainable Development Goals (CNODS), created to lead the process of internalization of the 2030 Agenda in the country.

Figure 2: *Factorial plan by correspondence of corpus 1 (Portuguese language only).*



Source: Maia, 2021.

The fact brought about by Decree 9,759/2019 meant the fissure in the legitimacy of CNODS and the lack of interest in the 2030 Agenda implementation in the country, inferences corroborated by two other subsequent facts: the presidential veto to the pursuit of the UN SDG goals as for the Bill that established the Union's Pluriannual Plan for 2020-2023 (PPA 2020-2023), published through Message N.º 743, of December 27, 2019; and the publication of Law N.º 13,971/2019 on the PPA 2020 - 2023, whose strategic planning document did not even mention the 2030 Agenda or the 17 SDG in its wording (BRASIL, 2019b; 2019c).

The fact brought about by Decree 9,759/2019 meant the fissure in the legitimacy of CNODS and the lack of interest in the implementation of the 2030 Agenda in the country, inferences corroborated by two other subsequent facts: the presidential veto to the pursuit of the goals of the Sustainable Development Goals of the United Nations United to the Bill that established the Union's Pluriannual Plan for the period from 2020 to 2023 (PPA 2020-2023), published through Message N.º 743, of December 27, 2019; and the publication of Law N.º 13,971/2019 on the PPA 2020 - 2023, whose strategic planning document did not even mention the 2030 Agenda or the 17 SDG in its wording (BRASIL, 2019b; 2019c) If, from the perspective of the federal government, the 2030 Agenda was not presented as a priority agenda for the management started in 2019,

the subnational government (GDF) institutionalized its actions in its Multiannual Plan, which will last until 2023 (Law N.º 6,490 /2020), promoting proper textual alignment with the SDG (DISTRITO FEDERAL, 2020).

Such actions by the federal government can be seen as failures of multilevel governance, given the dispersion of authority between the national (federal government) and subnational (GDF) entities and the consequent break in policy coherence, in the context of the internalization of the 2030 Agenda in Brazil. However, even in the face of the facts that occurred, the continuity of the actions of this subnational entity, in the process of internalization of the 2030 Agenda, was possible due to the federalist system and the organizational autonomy guaranteed by the Constitution.

It is not, therefore, a problem related to the implementation of shared public policy from the perspective of the federalist system, since the actions are not combined between the federal and district entities in an interconnected way, despite being aligned until a certain moment; but of coordination and coherence failures, fundamental attributes of governance (PETERS, 2013).

As a result of the results obtained in the data processing and in the inferences listed, the facts expressed are relevant to comprehend how federalism can be a guiding element for policy effectiveness, since this form of organization existing amid federated entities guarantees their autonomy in action, whether in an administrative, tax, political or financial way, based on the decentralization that exists as an organizational pact in the country (GADELHA, 2018).

Promoting social transformation in the current complex scenario in which the country finds itself is one of the great governmental challenges, in which the policy effectiveness emerges as an alternative to systemic solutions in offering better living conditions for society, having the international 2030 Agenda as a feature to claim public policy for the purpose of sustainable development (PETERS et al., 2018). Therefore, encouraging social participation in the political system is essential, in order to involve society in the policymaking, with a view to “(...) maximize the well-being and participation of all citizens (...)” (PETERS, 2021, p. 2).

CONCLUSION

From the theoretical and methodological construct here presented we showed that federalism, is a strategy for the continuity of the actions of internalization of 2030 Agenda by the Federal District Government (GDF), as reinforced by its insertion in the GDF's Pluriannual Plan for the period 2020-2023, according to Law N.º 6,490/2020; its accessibility at the local level, based on the construction of the Healthy and Sustainable Structural City project by the GDF and Fiocruz, with the respective possibility of training popular researchers in the territory; and conducting research and generating scientific knowledge involving policies in line with existing realities and challenges experienced by local society, focusing on the territorialization of the Sustainable Development Goals (MAIA, 2021).

Indeed, the logic of 2030 Agenda internalization, from a global to a local level, was possible from its institutionalization by the GDF. Thus, both internalization and institutionalization were understood as strategic movements in this study for the implementation of the governmental proposal in the Structural City, since the actions of the aforementioned subnational government had continuity and/or even exceed the limit of political mandates, with a focus on in sustainable development. Therefore, the internalization and institutionalization movements can contribute to inclusive policymaking for social transformation, even with an adverse scenario posed by federal government (PETERS, 2021).

In this context, the territory of the Structural City, understood as a point of intersection of public policy and 2030 Agenda territorialization, is structured as a link between State and society, in which there will be the possibility of acting in a cooperative way, with a focus on monitoring actions and monitoring of their social indicators by trained popular researchers (MAIA, 2021; LIMA, 2020). In this way, social participation becomes fundamental in this action, with a view to generating relevant awareness by the local society, which is deeply knowledgeable about the territory, to reduce uncertainties about the complex environment experienced by local members (GEYER, 2011; PETERS, 2021). To this end, joint action between the State and society will allow the use of an inclusive model of governance, built from dialogue and encouraging social participation, considering that territory may have representatives

capable of understanding its indicators, acting in governance cognitive spaces, with chances for influencing effective policymaking processes for the locals (MAIA, 2021).

Thus, the internalization and institutionalization dimensions of the 2030 Agenda led to the conception of the 2030 HSSC project, allowing to generate actions to empower citizens, as popular researchers inserted in a process of cooperation with the GDF for popular surveillance actions in the territory (SELLERA et al, 2019; MAIA, 2021). Such dimensions may contribute to the ex-ante decisions by policymakers, collaborating directly for the design of collective constructions of solutions for the life of the inhabitants of the territory, raising their human conditions and improving the individual capacities (PETERS, 2018; MAIA, 2021; SEN, 2021; SEN, 2018). Consequently, federalism, per se, was structured as an important vehicle for promoting the internalization and institutionalization of the 2030 Agenda, reflecting democratic elements such as the strengthening of citizen participation, the basis for confronting social inequalities that produce threats and vulnerabilities, in addition to generate resistance and resilience capacities in local communities inserted in any territory.

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