REACTIVATION OF THE NATIONAL COUNCIL OF THE LEGAL AMAZON: PROTECTIVE OR MERELY PROTELATORY MEASURE?

Marcelo Macedo Guimaraes 1
Haroldo de Sá Medeiros 2
Gleimiria Batista da Costa Matos 3

ABSTRACT

Objective: to identify the actions developed by the National Council for the Legal Amazon - CNAL that had an impact on the fight against deforestation and fires in the Brazilian Amazon.

Theoretical framework: it is based on the literature through public policies aimed at combating deforestation and fires in the Amazon region.

Method: documentary research was carried out through normative and management acts, totalling 90 documents in the form of minutes of council meetings, decrees, resolutions, ordinances, reports, plans and reports.

Results and conclusion: the results obtained identified the protective and postponing measures of the CNAL, the evolution of deforestation in the Amazon region, the main actions applied by the CNAL. However, even though the council has existed for more than 27 years, its actions gained prominence after an act of “reactivation”. The research thus provides inputs for new academic studies that seek to analyse the role of the National Council for the Legal Amazon, the policies and actions implemented by the collegiate in the Amazon biome.

Research implications: supports in practical terms, the effectiveness and efficiency of public policies, going through two aspects, one of them being the use of information by the public and the press, with severe criticism of the government, and on the other hand, the government being able to make use of information for political gain through the legitimization of public policies.

Originality/value: broadens the understanding of public policies, considering that the CNAL, together with other environmental agencies, proposes policies and initiatives related to the preservation, protection and sustainable development of the Legal Amazon

Keywords: Public Policies, Combating Deforestation and Fires, Protective Actions.

REATIVAÇÃO DO CONSELHO NACIONAL DA AMAZÔNIA LEGAL: MEDIDA PROTETIVA OU MERAMENTE PROTELATÓRIA?

RESUMO

Objetivo: identificar as ações desenvolvidas pelo Conselho Nacional da Amazônia Legal - CNAL que tiveram impactos no combate ao desmatamento e queimadas na Amazônia brasileira.

Referencial teórico: se apoya na literatura por meio de políticas públicas voltadas para o combate ao desmatamento e queimadas na região amazônica.

1 Universidade Federal de Rondônia, Porto Velho, Rondônia, Brasil. E-mail: mngpyh@gmail.com
Orcid: https://orcid.org/0000-0001-6196-8857

2 Universidade Federal de Rondônia, Porto Velho, Rondônia, Brasil. E-mail: haroldo.medeiros@unir.br
Orcid: https://orcid.org/0000-0002-8410-9913

3 Universidade Federal de Rondônia, Porto Velho, Rondônia, Brasil. E-mail: gleimiria@unir.br
Orcid: https://orcid.org/0000-0002-9426-3172
Método: realizou-se uma pesquisa documental por meio de atos normativos e de gestão, totalizando 90 documentos nas formas de atas de reuniões do conselho, decretos, resoluções, portarias, relatórios, planos e informes.

Resultados e conclusão: os resultados obtidos identificaram as medidas protetivas e protelativa do CNAL, a evolução do desmatamento na região amazônica, as principais ações aplicadas pelo CNAL. No entanto, mesmo o conselho existindo mais de 27 anos, suas ações ganharam destaque após um ato de “reativação”. A pesquisa fornece, dessa forma, insumos para novos estudos acadêmicos que procurem analisar o papel do Conselho Nacional da Amazônia Legal, as políticas e ações implementadas pelo colegiado no bioma amazônico.

Implicações da pesquisa: respalda em termos práticos, a efetividade e eficácia das políticas públicas, passando por duas vertentes, sendo uma delas a utilização de informações pelo público e imprensa, com críticas severas ao governo, e por outro lado, o governo podendo fazer uso de informações para ganho político através da legitimação das políticas públicas.

Originalidade/valor: amplia a compreensão sobre políticas públicas, tendo em vista que o CNAL, juntamente com os demais órgãos ambientais propõe políticas e iniciativas relacionadas à preservação, à proteção e ao desenvolvimento sustentável da Amazônia Legal

Palavras-chave: Políticas Públicas, Combate ao Desmatamento e Queimadas, Ações Protetivas.

1 INTRODUCTION

With the image of Brazil being exposed abroad and the major public questions to the environmental management of the federal government, national and international pressures, President Jair Messias Bolsonaro reactivated the National Council of the Legal Amazon (CNAL), through Decree No. 10,239/20, of February 11, 2020, with the objective of coordinating and integrating government actions related to the Legal Amazon (Monteiro, 2020; Mendes, 2020).

Initially, the Council of the Amazon was created through Decree No. 1,541, of June 27, 1995 by former President of the Republic Fernando Henrique Cardoso, being a subordinate body to the Ministry of the Environment. Among its competences was the coordination and articulation of the actions of the integrated national policy, together with the state and municipal governments, considering the social and economic dimensions, guaranteeing sustainable development, the protection and preservation of the environment and the improvement of the quality of life of the populations.

Although the Amazon Council has been in existence for 27 years, the effectiveness of its powers and responsibilities has not been evaluated over time, and there is a need for studies that explore the performance and importance of the actions that this council performs in the Amazon biome. Earlier studies mention that the said council did not actually run, becoming inoperative until 2019, existing only on paper (Monteiro, 2020), or showing itself only as a political currency movement for commercial relations with the outside (Barbosa, 2021).

Other researchers highlight the Action Plan for the Prevention and Control of Deforestation in the Legal Amazon (PPCDAm), created in 2004, as the main instrument of Brazilian public environmental policy. The objective of this plan was to reduce deforestation and create the conditions for establishing a sustainable development model in the Amazon Legal (Trancoso, 2021).

In this sense, faced with the process of recreating the CNAL, the present research aims to identify the actions that have had an impact in the fight against deforestation and burning in
the Brazilian Amazon by the CNAL. Thus, the relevance of identifying and evaluating policies is correlated with the effectiveness, effectiveness and efficiency of policies and public management, enabling managers to have access to results in order to improve the implementation of actions, assisting in government planning and management (Cunha, 2018; Ramos; Schabbach, 2012).

This research is justified by the socioeconomic relevance of the theme, since the CNAL, together with the other environmental bodies and society, have as its focal point, propose policies and initiatives related to the preservation, protection and sustainable development of the Amazon Legal in order to contribute to the strengthening of the policies of State and ensure the cross-cutting and coordinated action of the Union, States, Municipalities, civil society and the private sector.

To this end, the article is divided into sections. In section 2, he brings the concept of public policies and the link between actions directed towards the Amazon concerning deforestation and forest fires. Section 3 shows how documentary research will be developed. Section 4 identifies the actions of the NAC and the results found; and in section 5, the final considerations.

2 THEORETICAL FRAME

The theoretical benchmark is composed of the definitions and discussions about public policies and the actions directed towards the Amazon region, more specifically about the measures of incentives and actions with protective effects of public policies on deforestation and forest fires. Thus, it is understood that the fundamental conceptions on the theme will be presented to guide the analyzes that follow in this study.

2.1 Public Policies and Deforestation in the Amazon

Public policies are conceptualized as mechanisms of action, the State being the representative with the role of agent promoter, having as functions the development and implementation of Public Policies (Penteado; Fortunato, 2015). Once formulated, the policies "unfold into plans, programs, projects, databases or information and research systems. When they are put into action, they are implemented, and from there they are submitted to monitoring and evaluation systems" (Souza, 2006, p. 26).

The public policies aimed at the Amazon region present a scenario of regional economic integration to the rest of Brazil, that is, for being an extremely relevant geopolitical space with so many natural resources and with a wide biodiversity (Nogueira; Osoegawa; Almeida, 2019). Since the mid-1960s, government interventions, colonial plans, incentives for agro-industrial enterprises, mining and the implementation of infrastructure, especially for highways, have been implemented in the Brazilian Amazon (Trancoso, 2021; Menezes; Barbosa, 2021).

Thus, politics has as its preponderant factor the relationship of power to resolve conflicts as far as public goods are concerned. Having in public policy a process that involves the most different groups of society, which, although they have divergent interests and objectives, jointly seek to make decisions that concern the collective (Rodrigues, 2010).

Government actions in the Amazon have generated quite diverse evaluations from institutions, bodies and experts dedicated to the study of the region. These considerations focus on the opportunity and effectiveness of government action, especially in two aspects: in the fight against deforestation and forest fires; in the proposition of a planning in the use and occupation of the territory and in the formulation of a new model of development, effectively sustainable and that goes beyond the predatory exploitation of natural resources (Miragaya, 2013).
The effect of public policies on deforestation and forest fires in the Brazilian Amazon can be seen in two ways: 1) actions with incentive effects and 2) actions with protective effects (Diniz et al., 2018).

2.2 Public Policies and Deforestation in the Amazon Region

As regards the incentive measures on deforestation and forest fires, one can mention the period of the Military Dictatorship, where several policies were unleashed, among them the creation of two laws aimed at the development of the Amazon region. The first, Law No. 5,173, of October 27, 1966, created the Superintendence of the Development of the Amazon (SUDAM). The second, Law No. 5,174/66, provided for the granting of tax incentives in favor of the Amazon region, conferring exemptions from income tax and federal taxes on industrial, agricultural, livestock and basic services activities, import of machinery and equipment (Gonçalves, 2013).

Also in the military period other organs were emerging: (1) the government creates the ministries of Planning and General and Interior Coordination (Decree-Law No. 200, 1967), conferring greater political and institutional capacity to act in the actions of regional planning. (2) the creation of the Superintendence of the Manaus Free Zone (Decree-Law No. 288, 1967); (3) the Coordinating Committee for Energy Studies of the Amazon (Decree No. 63,952, 1968); (4) the Research Company of Mineral Resources (Decree-Law No. 764, 1969); (5) Amazonia Radar Project (RADAM) in 1970, which aimed to collect basic data necessary for a rational planning of integrated use of resources natural resources of the amazon region.

In 1970, Decree-Law No. 1106 (1970) was signed, creating the National Integration Plan (PIN), with the specific purpose of "financing the plan of infrastructure works in the regions included in the areas of activity of the Superintendence of Development of the Northeast-Sudene and Sudam and promoting their faster integration into the national economy". In the Amazon, the first stage of the PIN comprised the construction of the Trans-Amazonian highways and Cuiabá-Santarém (Ribeiro, 2019).

Mahar (1979), in one of the pioneering studies for the Amazon region, addresses the importance that fiscal incentive policy had for the expansion of livestock in the region in the 1970s, while diminishing the negative comparative advantages that the Amazon had in terms of infrastructure and distance to the main consumer markets.

In fact, these actions were factors responsible for the improvement in the profitability of these activities in the region over time, enabling cost reduction, scale gains, access to credit for producers, and indirectly contributes to the evolution of deforestation (Diniz et al., 2018).

These successive developmental plans in the Amazon have led to an unprecedented worsening of environmental degradation, with alarming rates of deforestation, social disintegration, growing conflicts for land ownership, land disorganization and violence against indigenous peoples, communities and local leaders (Albert, 1991; Loureiro, 2002; Ribeiro, 2019).

2.2.1 Protective actions

It is also important to point out that in the 1980s, changes in relation to environmental perceptions and the implications of forest fires and deforestation began to be divulged and debated, and the problem gained international prominence. Significant changes have occurred in the regulatory framework in the use of forests, as well as in the environmental regulation aimed at controlling, monitoring and combating illegal deforestation, whose institutional actions, denote differences in the degree of efficiency regarding the reduction of deforestation (Ribeiro, 2019; Diniz et al., 2018).
Brazil took the first steps in the legal field towards a change in the vision about the future of its largest forest, with the approval of the National Environment Policy in 1981, and the promulgation of the 1988 Constitution that, in its article 225, paragraph 4, defined the Amazon as national heritage (Moraes; Ramos; Pachecho, 2021).

Some authors such as Mello (2006) considered such actions as a propaganda piece to placate international pressures. However, others state that in a short space of time, there was a rapid evolution in the institutional and legal landmarks in Brazil, among which stand out: (1) conception of the Brazilian Institute for the Environment and Renewable Natural Resources (IBAMA) in February 1989; (2) interruption of fiscal incentives for projects that implied deforestation in the Legal Amazon, in April 1989 (Decree 97,637); (3) the creation of the institution of the Monitoring of the Brazilian Amazon Forest by Satellite (PRODES), by the National Institute for Space Research-INPE also in 1989.

These initiatives, with the mounting of the Brazilian legal and institutional framework in the environmental area, have generated positive results in the control of the forest degradation of the Amazon for a short period of time. However, the increase in deforestation soon returned to its peak and reached its historical record in 1995 (Capobianco, 2019), the year in which the National Council of the Legal Amazon (Decree 1541) was created by former President of the Republic Fernando Henrique Cardoso. Such a measure is considered as a symbolic act to calm international pressures (Barbosa, 2021).

Thus, in spite of national and international criticism regarding initiatives and actions to combat deforestation, environmental degradation continued in the Amazon, since the public policies launched until then lacked synergy and effectiveness, and the resources destined to these actions were derisory (Little, 2003). Likewise, up until the end of the 1990s, it was characterized by a new and intense movement of society and strong pressures on the federal government, by the solutions and implementations of actions against an increase in deforestation.

In the 2000s, to face the problems of deforestation, there was a reorganization in the performance of the Federal Government in the region, with the objective of overcoming disarmonic and inefficient actions and establishing a model capable of favoring economic growth, to attend to the local population. The Ministry of Environment - MMA, organized three integrated and complementary actions: (1) the Sustainable Amazon Program - PAS; (2) the BR-163 Sustainable Plan; and (3) the Action Plan for the Prevention and Control of Deforestation in the Legal Amazon - PPCDAm.

The major highlight in this period was the PPCDAm, created in 2004, which became the main instrument of Brazilian public environmental policy, being carried out in 6 phases, being: monitoring of deforestation through satellite images; effective surveillance to inhibit illegal extraction; combating land grabbers; creation of forest reserves; demarcated indigenous lands; and, suspension of credits to producers who did not possess the ownership or did not comply with environmental standards (Barroso; Mello, 2020).

However, the main policy against Brazilian deforestation, did not prosper in the current government and on April 11, 2019, the executive commission of the PPCDAm, which had the role of monitoring, proposing measures and preparing the reports of its implementation, ceased to function by Presidential Decree No. 9.759/19. The PPCDAm integrated the public policies of combating deforestation of the states, and its implementation counted on actions of more than a dozen ministries, articulated around four thematic axes: 1) land and territorial planning; 2) environmental monitoring and control; 3) promotion of sustainable productive activities, and 4) economic and normative instruments (Brazil, 2020).

With the destructuring of the PPCDAm, Brazil was left without a plan, without targets and actions against deforestation. In the same year 2019, the Amazon region experienced the explosion of the number of fires and exploitation initiatives in preservation areas and indigenous lands, composing one of the main focuses of wear and tear of the first year of the
Bolsonaro government ahead of the executive. Deforestation in the region increased by 29.5% compared to the previous year (INPE, 2021).

After suffering strong judgments in relation to its environmental policies, the federal government revoked, on February 11, 2020, the decree 1.541/95 that regulated the National Council of the Legal Amazon, a body that was left without expression for several years and reactivated the same council transferring its responsibility from the Ministry of the Environment to the Vice-Presidency of the Republic, with the mission of coordinating and integrating government actions related to the Legal Amazon. (BRAZIL, 2020)

The transfer of the National Council of the Legal Amazon (CNAL) to the vice-presidency of the republic means giving a holistic vision about the region, allowing the measures to be applied to achieve the synergy inherent in strategic planning (Santos; Ribas, 2021)

Thus, it is expected that the policies, plans and actions of the new CNAL will be with rationality and adaptation to natural resources, optimizing conservation and preservation, enabling significant gains in sustainability, and favoring the achievement of results.

3 METHOD

To identify the actions developed by the National Council of the Legal Amazon that had effective impacts in combating deforestation and burning in the Amazon, a documentary research was conducted from the qualitative and descriptive approach, being used some steps of content analysis according to Bardin (2016) to codify and categorize the data.

This study considered the following public documents, available in electronic media (https://www.gov.br/planalto/pt-br/conheca-a-vice-presidencia/conselho-da-amazonia), being: the minutes of the CNAL meetings held in March 2020, July 2020, February 2021, May 2021, August 2021 and November 2021, the annual report of the Board of Activities for the financial year 2020, Decree No 10.239 of 11 February 2020, the CNAL’s 2020 Immediate Action Plan 20, of the Amazon plan 2021/2022 of the CNAL, and other documents and resolutions available on the official website of the CNAL. This time cut is due to the recreation of the CNAL in 2020 and the data collection in 2021.

The data collection was carried out in the month of December 2021, 90 documents were found, of these, 15 minutes of meetings of the CNAL, 7 decrees, 38 ordinances, 4 resolutions, 1 activity report and 25 informative notes. The distribution of documents by year can be seen in Table 1.

Table 1. Distribution of documents produced by the CNAL

<table>
<thead>
<tr>
<th>ANO/DOCUMENTO</th>
<th>2020</th>
<th>2021</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atas de Reuniões CNAL /Governadores /Grupo Gestor</td>
<td>5</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>Decretos CNAL</td>
<td>6</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>Portarias CNAL</td>
<td>29</td>
<td>9</td>
<td>38</td>
</tr>
<tr>
<td>Resoluções CNAL</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Relatório de Atividades CNAL</td>
<td>-</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Notas Informativas do CNAL</td>
<td>16</td>
<td>9</td>
<td>25</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>57</strong></td>
<td><strong>33</strong></td>
<td><strong>90</strong></td>
</tr>
</tbody>
</table>

Source: Prepared by the authors (2022)

The preliminary analysis of the documents was carried out considering five dimensions, as Poupart et al 2008: (1) The context, when the overall social aspects of the documents were considered; (2) The author - identity of the document and interests in its issuance; (3) The authenticity and reliability of the text - quality of the information transmitted by the document
4 RESULTS AND DISCUSSIONS

Based on documentary research through regulatory and management acts, available electronically on the official website of the National Council of the Amazon, one can identify the protective and procrastinating actions applied in the Brazilian Amazon region.

4.1 The NAC as a protective and protective measure

Although the Council of the Amazon was created for the first time in 1995, through Decree No. 1,541, by the then President of the Republic Fernando Henrique Cardoso, no records of minutes, documents or actions and programs of the CNAL in the period 1995 to 2019 were found in databases or official websites of the Federal Government.

The CNAL did not play a leading role in the development of actions after its creation, being inoperative until its repeal in 2020. Corroborating with the analysis, some studies Assunção et al., (2015), Ferreira; Coelho (2015) show that policies restrictive to deforestation (based on command and control policies) were more efficient from 2004 until 2012, period in which the Action Plan for the Prevention and Control of Deforestation in the Legal Amazon - PPCDAm, was the major responsible for the 83% drop in deforestation, as illustrated in figure 1.

![Figure 1. Deforestation rates - Legal Amazon](Source: PRODES/INPE (2022))

However, the PPCDAm was discontinued by the Bolsonaro government and its governance structures suppressed. In this way, attention is turned to the CNAL. And based on the documents that dealt with the recreation of the National Council of the Legal Amazon, in
2020, it was realized the importance that the body has for combating the deforestation of the Amazon forest, having as its competence the coordination of government actions related to the Amazon, being able to propose policies and actions related to preservation, protection, and sustainable development, in order to contribute to the policies of State. Table 2 shows the old and new organization of the NAC.

Table 2. Comparison of the CNAL structure

<table>
<thead>
<tr>
<th>Decretos nº 1.541/95 - Criação do CNAL</th>
<th>Decreto nº 10.239/20 - Reativação do CNAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Aeronáutica</td>
<td>3. Defesa</td>
</tr>
<tr>
<td>5. Ciência e Tecnologia</td>
<td>5. Economia</td>
</tr>
<tr>
<td>6. Comunicações</td>
<td>6. Infraestrutura</td>
</tr>
<tr>
<td>7. Cultura</td>
<td>7. Agricultura, Pecuária e Abastecimento</td>
</tr>
<tr>
<td>8. Educação e do Desporto</td>
<td>8. Minas e Energia</td>
</tr>
<tr>
<td>9. Exército</td>
<td>9. Ciência, Tecnologia e Inovações</td>
</tr>
<tr>
<td>10. Fazenda</td>
<td>10. Comunicações</td>
</tr>
<tr>
<td>11. Indústria, do Comércio e do Turismo</td>
<td>11. Meio Ambiente</td>
</tr>
<tr>
<td>12. Justiça</td>
<td>12. Desenvolvimento Regional</td>
</tr>
<tr>
<td>16. Previdência e Assistência Social</td>
<td></td>
</tr>
<tr>
<td>17. Relações Exteriores</td>
<td></td>
</tr>
<tr>
<td>18. Saúde</td>
<td></td>
</tr>
<tr>
<td>19. Trabalho</td>
<td></td>
</tr>
<tr>
<td>20. Transporte</td>
<td></td>
</tr>
<tr>
<td>21. Estado-Maior das Forças Armadas</td>
<td></td>
</tr>
<tr>
<td>22. Secretaria de Assuntos Estratégicos da Presidência da República</td>
<td></td>
</tr>
<tr>
<td>23. Secretaria Especial de Políticas Regionais do Ministério do Planejamento e Orçamento</td>
<td></td>
</tr>
<tr>
<td>24. pelos Governadores dos Estados que compreendem a Amazônia Legal</td>
<td></td>
</tr>
<tr>
<td>25. Lideranças regionais e representantes dos meios acadêmicos, científicos, empresariais e dos trabalhadores, ligados à região</td>
<td></td>
</tr>
<tr>
<td>Órgão colegiado integrante da Estrutura Regimental do Ministério do Meio Ambiente</td>
<td>Órgão transferido do Ministério do Meio Ambiente para a Vice-Presidência da República</td>
</tr>
</tbody>
</table>

Source: Prepared by the authors (2022)

Environmentalists and researchers have harshly criticized the composition of the new CNAL, by eliminating the representation of important members in its founding decree, such as the National Indian Foundation - FUNAI and the Brazilian Institute of Environment and Natural Resources (IBAMA), the governors of the Amazon and representatives of civil society in the region of its composition (Barbosa, 2021).

In relation to the exclusion of the governors of Amazonia, it was possible to identify 05 (five) minutes of specific meetings only with the governors of legal Amazonia. It is clear that, despite not being a member of the council, the CNAL has sought dialog with the representatives of the States in order to obtain details about the regional reality. There are also several informative notes with on-site meetings in the states of Amazonia.
As for the inhibition of representatives of civil society of the regions, it was possible to verify in the documents that the President of the CNAL has participated in hearings and meetings whose agendas are converging with the objectives and competences of the council, meetings are held with 07 (seven) academic institutions (UFAM, UFMG, USP, UFRJ, INPA, INPE and Center for Defense Studies); meeting with 36 (thirty-six) institutions of Civil Society and 26 (twenty-six) audiences with Senators and Federal Deputies clarifying the role and attributions of the council.

By means of Resolution No. 2, of 09 April 2021, the strategic map was approved covering the period from 2020 to 2030, with the vision of being the Federal Government's forum for articulation, effectiveness and potentialization of the results of multisectoral public action, ensuring the preservation, protection and sustainable development of the region.

Thus, with the Strategic Plan, the council began to have a concrete normative document to increase the actions of the participating ministries, covering the objectives at the strategic, sectorial and operational levels, making more and more visible the importance of the council for the Brazilian Amazon and can be analyzed by the cycle of public policies.

### 4.2 CNAL's actions in the Amazon

The first actions of the council were elaborated still in the financial year 2020, through the Plan of Immediate Actions of the National Council of Amazonia Legal - PAI/CNAL, establishing a calendar of implementation and pointing out the ways of reporting results, so as to allow synergy by the convergence and opportunity of the actions carried out by the various ministries that make up the CNAL.

The Plan itself defined immediate actions as "all those taken to ensure effective results, of urgent and/or emergency timber, to prevent, remedy and even eliminate the consequences and adverse effects arising from an identified non-compliance with national interests" (PAI/CNAL).

The documents examined show 16 actions of the Council that were articulated with the Ministries of which it is composed, as shown in Table 3.
Table 3. Actions taken and in progress of the NAC

<table>
<thead>
<tr>
<th>Ação</th>
<th>Órgão Responsável</th>
<th>Cronograma</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ordenamento Territorial</td>
<td>MAPA</td>
<td>DEZ/2021</td>
</tr>
<tr>
<td>2. Ativação do Gabinete de Prevenção e Combate ao Desmatamento e às queimadas</td>
<td>GSI / MD</td>
<td>JUL/2021</td>
</tr>
<tr>
<td>3. Reativação no combate ao desmatamento e queimadas</td>
<td>MMA / MISP / GSI / MD</td>
<td>OUT/2021</td>
</tr>
<tr>
<td>4. Reativação do Fundo Amazônia e Financiamento Internacional</td>
<td>MRE</td>
<td>DEZ/2020</td>
</tr>
<tr>
<td>5. Acompanhamento da execução do Programa Floresta+</td>
<td>MMA</td>
<td>SET/2020</td>
</tr>
<tr>
<td>6. Articulação de esforços para aprovação de legislação pertinente</td>
<td>SEGOV/PR</td>
<td>Imediato</td>
</tr>
<tr>
<td>7. Fortalecimento da Organização do Tratado de Cooperação Amazônica - OTCA</td>
<td>MRE</td>
<td>DEZ/2020</td>
</tr>
<tr>
<td>8. Fortalecimento do Núcleo da Força Nacional Ambiental</td>
<td>MISP</td>
<td>MAI/2021</td>
</tr>
<tr>
<td>9. Fortalecimento do Plano de Comunicação Social</td>
<td>ASCOM/VPR</td>
<td>Continua</td>
</tr>
<tr>
<td>10. Ações de prevenção à expansão do COVID-19 na Amazônia Legal</td>
<td>MS</td>
<td>Pós-Pandemia</td>
</tr>
<tr>
<td>11. Fortalecimento dos Órgãos de Combate aos Ilícitos Ambientais</td>
<td>MISP / MMA / MAPA</td>
<td>DEZ/2020</td>
</tr>
<tr>
<td>12. Utilização do Fundo Amazônia e Novas fontes de financiamento</td>
<td>ME</td>
<td>Continua</td>
</tr>
<tr>
<td>13. Emprego das Forças Armadas na Garantia da Lei e da Ordem (GLO Ambiental) - Operação Verde Brasil 2</td>
<td>MD</td>
<td>DEZ/2021</td>
</tr>
<tr>
<td>14. Integração de Sistemas</td>
<td>MD / MCTI</td>
<td>OUT/2020</td>
</tr>
<tr>
<td>15. Monitoramento a Ilícitos Ambientais e Apoio à Decisão</td>
<td>MD</td>
<td>Continua</td>
</tr>
<tr>
<td>16. Implantação de ambientes de inovação e de estímulo a biocombustíveis</td>
<td>ME / MAPA / MCTI / MINFRA</td>
<td>DEZ/2022</td>
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Source: Prepared by the authors (2022)

The first action "territorial planning" under the responsibility of the Ministry of Agriculture, Livestock and Supply - MAP, has as actions the updating of the cartographic bases of the States of the Amazon Legal, land regularization, the expansion of the Rural Environmental Cadastre (CAR), elaboration of pilot project land regularization with delivery of title deeds and decree of the moratorium of the land, however, until the date of the last meeting of the CNAL, 23/11/2021, these actions had not been implemented.

The action "Activation of the Office of Prevention and Combat Deforestation and Burns" was duly implemented in April 2020, with the activation of the Central Office in Brasília-DF, as well as activation of the Advanced Command and Control Centers in Belém, Porto Velho and Manaus. The action "Effectiveness in combating deforestation and forest fires" has as its main actor the Ministry of Environment - MMA. This action was detailed in the document entitled Amazon Plan 2021/2022 presented at the sixth meeting of the CNAL, on 24/08/2021.

The effectiveness in combating illegal deforestation and forest fires took into consideration the areas called "humanization arc", as shown in figure 2. The municipalities of Porto Velho-RO, São Félix do Xingu-PA, Altamira-PA, Lábrea-AM, Pacajú-PA, Portel-PA, Itaituba-PA, Novo Progresso-PA and Rurópolis-PA, are considered priorities for showing higher rates of deforestation.
In relation to the fourth action "Reactivation of the Amazon Fund and International Financing", it was found in the documents several meetings with the National Bank for Economic and Social Development - BNDS, organ of the government structure responsible for the analysis of the projects and receipt and application of the Amazon Fund resources, some of them with the participation of the President of the CNAL. There were also meetings with the Vice-President of the Commission of the European Union; the Head of the Delegation of the European Union; the Heads of the European Union Diplomatic Missions; the World Bank and the Ambassadors of Norway and Germany, but there was no evidence in the documents of the unlocking of the Amazon Fund.

As for the action "Monitoring the implementation of the Forest+ Program" is an action of the Ministry of the Environment to create, foster and consolidate the market of environmental services, recognizing and valuing environmental activities carried out and encouraging their monetary and non-monetary consideration. And on July 2, 2020, the national program of payments for environmental services - Forest + was established by MMA Ordinance No. 288. However, this action was not detailed in minutes and reports of the CNAL, and further verification is needed in future research.

The sixth action "Articulation of efforts for the approval of pertinent legislation" had as its fruit the Ordinance creating the national program for environmental services and the Decree 10.341, of May 6, 2020 (Environmental GLO), which authorizes the employment of the Armed Forces in the Guarantee of Law and Order and in subsidiary actions in the border strip, indigenous lands, federal units of environmental conservation and other federal areas in the States of Amazônia Legal. Another Council initiative was decree 10.424 of July 2020, prohibiting for 120 days the use of forest fires in Brazil, even legal burning.

As a seventh action "Strengthening the Organization of the Amazon Cooperation Treaty - OTCA", it had as objective the reestablishment of the National Commission of the Amazon Cooperation Treaty Organization. This commission was recreated under the CNAL, by Decree 10.450, dated August 10, 2020. The main overall strategic objective is to enhance the Amazon Cooperation Treaty Organization as a forum for Brazil’s coordination and cooperation with member countries and with the international community for the benefit of the Amazon Region.

The action "Strengthening the Nucleus of the National Environmental Force", under the responsibility of the Ministry of Justice and Public Security - MJSP, had no progress in the documents analyzed. The action “Strengthening the Social Communication Plan” was prepared by the Vice-Presidency’s Social Communication Office. Since then, information concerning the CNAL, notes and briefs have been indexed. However, there is a need to organize documents for external users.

The action "Actions to prevent the expansion of COVID-19 in the Legal Amazon" resulted in the availability of 2,000 ventilators for the states of the Legal Amazon; 940 quick
kits; 1,874 boxes of chloroquine and 1,222 units of Oseltamivir; transferred around R $ 3 billion to the region; Provision of hospital in Manaus / AM specialized in indigenous health.

The eleventh action had as its object the "Strengthening of the Organs to Combat Environmental Illicit", in this said action the objective is to present studies of the necessity of the renovation of the structure of personnel, logistics, budget of federal government bodies, such as: FUNAI, INCRA, IBAMA, ICMBIO and ANM. However, the CNAL did not present any guidelines for the mentioned action, limiting itself to inform in the Amazon Plan 2021/2022, the importance of strengthening and integrating the organs that act in the Amazon Legal, thus allowing the Ministry of Defense to close its emergency actions in the Amazon.

In relation to the action "Use of the Amazon Fund and New Sources of Funding" despite several meetings of the CNAL and bodies, heads and representatives of states it was not evident the release and use of the Amazon Fund by the council.

Already in the eleventh action the "Employment of the Armed Forces in the Guarantee of Law and Order (GLO) - Operation Green Brazil 2" was approved by Decree 10.341, of May 6, 2020, authorized by the President of the Republic, the establishment of the Law and Order Guarantee (GLO) in the Amazon, in the period from May 11 to June 10, 2020, in the border strip, indigenous lands, federal environmental conservation units and other areas in the states of Amazônia Legal, aiming to carry out preventive and repressive actions against environmental offenses, directed to deforestation illegal dumping and firefighting, and subsequently extended employment until 30 April 2021 by Decree 10.539 of 4 November 2020.

The figures for this action are: 105,135 inspections, surveys, magazines, land and naval patrols, 16,435 outbreaks of fires fought, seizures of 2,131 vessels and 990 vehicles and tractors, seizures of 506,136 m³ of wood and 751 kilos of narcotics, destruction and destruction of 843 vehicles, tractors, mining engines, excavators and other equipment, 335 arrest records in flagrante delicto, application of 5,480 fines generating the amount of R $ 3,35 billion reais.

The "Systems Integration" action, under the responsibility of the Ministry of Development - MD, created the Integrated Group for Amazon Protection - GIPAM, with the participation of experts from MD / INCRA / PRF / ICMBio / PF / ABIN / SFB / ANM and FUNAI, being the coordination in charge of CENSIPAM. The group met from the beginning of Operation Green Brazil 2 and as a result 34 weekly reports were generated, which pointed to 4,600 priority points for action by the teams of Ibama, ICMBio and other participating bodies of the operation. Regarding the "Monitoring of Environmental Illicit Traffic and Decision Support" action, GIPAM provided 825 deforestation targets and 379 fire targets for Operation Verde Brasil 2.

Finally, in the last action "Implantation of innovation environments and stimulus to the Bioeconomy", the CNAL did not present concrete actions and limited itself to allocating in the Amazon Plan 2021/2022 to the Ministries of the Environment; Ministry of Justice and Public Security; Ministry of Agriculture, Livestock and Supply and Ministry of Defense, identifying opportunities and promoting actions of its competence, aiming at encouraging innovation and bioeconomy in the region until December 2022.

5 FINAL CONSIDERATIONS

This study aimed to identify the actions developed by the CNAL that had impacts in the fight against deforestation and burning in the Amazon. To carry out the research, 90 documents related to the new Amazon council were identified and analyzed in the period 2020 and 2022. It should be noted that the objective of the study has been achieved and as a result 16 actions have been identified by the Council, with deadlines set, the ministries responsible for the actions and the results achieved.

The study concludes that the main action in combating deforestation and burning in the Amazon with direct impact was the operations with the use of the armed forces in the Law and
Order Guarantee, called Operation Green Brazil 2, in the period from May 11 to April 30, 2021, in the border strip, indigenous lands, federal environmental conservation units and other federal areas in the states of Amazônia Legal, with preventive and repressive actions against environmental crimes, directed to illegal deforestation and to combat fire outbreaks.

Some actions have contributed significantly to the scope of the actions of the CNAL, such as: (2) activation of the Office of Prevention and Combating Deforestation and Forest Fires; (6) articulation of efforts for the approval of relevant legislation, which had fruit the Decree of use of the armed forces in the guarantee of law and order and the ordinance creating the national program for environmental services; (7) strengthening of the Amazon Cooperation Treaty Organization - OTCA; (9) strengthening of the media plan and (10) actions preventing the expansion of COVID-19 in the Legal Amazon; (14) integration of systems, under the Ministry of Development-MD (15) monitoring of environmental offenses and support for the decision managed by the Integrated Group for the Protection of the Amazon - GIPAM.

Other actions proposed by the CNAL should be monitored and evaluated, as they still do not present results until the present work, being: (1) territorial planning; (3) effectiveness in combating deforestation and forest fires; (4) reactivation of the Amazon Fund and international financing; (5) monitoring of the implementation of the Forest+ Program; (8) strengthening of the core of the national environmental force; (11) strengthening of the organs for combating environmental crimes; (12) use of the Amazon Fund and new sources of financing and (16) implementation of environments for innovation and stimulation of the bioeconomy.

These results increase and favor studies about the CNAL. The research thus provides inputs for new academic studies that seek to analyze the role of the National Council of the Legal Amazon, the policies and actions implemented by the collegiate in the Amazon biome. They also support, in practical terms, the effectiveness and effectiveness of public policies, going through two strands, one of them being the use of information by the public and the press, with severe criticism of the government, and the other, the government can make use of information for political gain through the legitimation of public policies.

The research, however, presents its limitations, by restricting the documentary evaluation, being that not all acts can be published on government websites, and the lack of interviews with the main actors of the CNAL, factors that can compromise the results of the collegiate. However, the available documents presented data essential for the development of the research and, above all, provided the basis for opposing the question outlined for the present study. For future research, it is suggested to explore the data collected in comparison with the pending actions and actions established in the Amazon Plan 2021/2022, as well as the strategic planning of the board stipulated in 10 years, besides verifying its applicability with field research.

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