



Public transportation as a tool for the democratization of the right to the city: Public Policies for Urban Mobility in a medium-sized city in Rio Grande do Sul

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ABSTRACT

The general objective of this study is to verify the effectiveness of public policies for urban mobility, with bibliographic bases adopted in a medium-sized city, based on Law nº 12.587/2012, having as the focus of study the municipality of Passo Fundo, in the state of Rio Grande do Sul, Brazil. The methodology adopted consists of bibliographical research on laws, documents, books, scientific articles, dissertations and theses related to urban public policies and sustainable urban mobility, as well as the theme of the right to the city. Through this bibliographical study, especially of the legislation analyzed, it was possible to list and categorize the guidelines of the National Urban Mobility Policy, in addition to verifying compliance with the guidelines by the Plano de Mobilidade da cidade de Passo Fundo – PlanMob (2014). The results demonstrate that public transport can be understood as one of the main agents for urban development in the city of Passo Fundo / or other Brazilian cities, with the possibility of more efficient displacements, better use of the road network, as well as an important connection between users and their activities. The city's main challenges overcome physical barriers such as infrastructure works, it still has to overcome ideological positions, prejudices and eventual resistance on the part of users to more drastic changes that may be implemented in favor of urban sustainability.

KEYWORDS: Middle City. Public Policy. Urban Development. Urban Mobility.

1 INTRODUCTION

The right to the city is a common and collective right for all civil society and the city inhabitants, and is understood as an essential tool for achieving an adequate standard of living, including the promotion of human, social, economic, cultural, civil and political rights through the production of fairer, more inclusive, democratic and sustainable cities (PAES *et al.*, 2017, AMANAJÁS; KLUG, 2018).

Discussions related to the topic of the right to the city had already been debated previously, resulting in significant advances represented, for example, Law Nº 10.257, of July 10, 2001, which established the City Statute (BRASIL, 2001). The City Statute began to regulate the Urban Policy chapter of the Federal Constitution (BRASIL, 1988); in addition to the formulation of the World Charter for the Right to the City (FÓRUM SOCIAL MUNDIAL POLICÊNTRICO, 2006); a document drawn up during the Americas Social Forum in Quito in 2004. Subsequently, it was rectified and signed by Brazil at the V World Social Forum in Porto Alegre, in January 2005 (AFFONSO, 2012); and by Law Nº 12.587, of January 3, 2012, which instituted the National Urban Mobility Policy. These documents aimed to ensure society the "right to the equitable enjoyment of cities" (FÓRUM SOCIAL MUNDIAL POLICÊNTRICO, 2006, p. 3), also guaranteeing the right to urban mobility and circulation in cities through an accessible public transport system, especially for the most vulnerable sections of society.

Ensuring the fundamental right to public transport and urban mobility means guaranteeing society the right to participate not only in the economic, cultural, political and social activities that are part of life in the city, but also to guarantee the right to access basic services such as health and education (VASCONCELLOS, 2000). Understood as an important social right in the Constitution of the Federative Republic of Brazil, collective public transport has the character of an essential public service, mainly due to its integrative role, which performs an indispensable function in the daily movement of people in the complex structure of cities, in particular, for the less well-off classes who, because they do not have their own vehicle, demand public transport services (VASCONCELLOS, 2000; PAES *et al.*, 2017); that make up the

perspective of urban Mobility.

According to Vasconcellos (2013) and Dal Pozzo *et al.* (2014), urban mobility can be understood, above all, as ensuring that people can move around easily in the urban environment, through different modes (cars, buses, subways, bicycles, etc., including pedestrian movement) and by various means (streets, avenues, sidewalks, cycle paths, cycle lanes, etc.). In other words, through the infrastructure that enables this mobility. However, in Brazil, the conditions related to urban mobility are unsatisfactory and insufficient. This can be seen, above all, through the high volume of traffic congestion in urban centers, the precariousness of collective public transport, the long travel time, the lack of accessibility in urban areas, as well as various obstacles on the way, such as potholed roads, non-standard sidewalks and sidewalks and/or in poor condition, among others (ABRAMOVAY, 2011).

As seen over the last few years, it is increasingly noticeable how cities grow at a dizzying rate and new neighborhoods are often created in areas far from the central area of the city where workplaces are generally located, study and leisure (NADER, 2019). As a consequence, it becomes necessary to travel long distances daily and a lot of time is spent on these routes, negatively impacting the population's quality of life indexes (NADER, 2019; COELHO, 2020). According to Pires and Pires (2016, p. 4), “urban mobility constitutes one of the problems to be faced in large urban centers, essential both for economic productivity and for guaranteeing citizens’ quality of life”.

According to Rubim and Leitão (2013), the city is a space for everyone, considered as the urban core and which must offer well-being to the community that is part of it. In this “well-being”, it is extremely important that access to public services, commerce and industry, leisure, health, education and housing are included, which, in turn, occurs through efficient urban mobility (NADER, 2019). The discussions that involve the contemporary city, and that address urban mobility, go beyond technical and economic issues, and urban mobility becomes an essential element for achieving urban and sustainable development, as well as the quality of life of the population, the social inclusion, local development and the right to the city (NADER, 2019; COELHO, 2020).

Public policies related to urban mobility and public transport are characterized not only as important instruments with the function of reducing the levels of socio-spatial inequalities in society and in urban centers, but also as essential instruments for the democratic integration of urban life and inducers of measures that guarantee the enjoyment of the right to the city (DRAIBE, 1993).

According to the Ministry of Cities (BRASIL, 2012), in recent years, urban mobility has been gaining more relevance in the management of contemporary cities, given the need to find solutions to problems related to the intense traffic of vehicles that circulate daily on urban roads around the country. In this context, the elaboration of Law Nº 12.587/2012, which established the National Urban Mobility Policy (PNMU), is considered a milestone in the management of public policies, being responsible for guidelines that guide public urban mobility actions and that municipalities adopted as an instrument to improve mobility conditions in several Brazilian cities (DALPOZZO *et al.*, 2014, NADER, 2019).

As an example of the implementation of public urban mobility policies in medium-sized cities, the case of Passo Fundo stands out, a Brazilian municipality located in the north of the

state of Rio Grande do Sul, which has a population of approximately 206.000 inhabitants (IBGE, 2022). In order to mitigate and remedy the urban mobility problems present in the municipality, the Passo Fundo Mobility Plan - PlanMob (2014) was drawn up and approved on January 3, 2018, by Law No. 5305, based on the National Urban Mobility Policy. In order to mitigate and solve the urban mobility problems present in the city, the Passo Fundo Mobility Plan - PlanMob (2014) was drawn up and approved on January 3, 2018, by Law Nº 5305, based on the National Urban Mobility Policy. This Plan became one of the main instruments for guiding urban policy “to deal with the process of consolidation, renewal and control of urban expansion” (PASSO FUNDO MOBILITY PLAN, 2014, p. 6).

Given the importance of public policies aimed at urban and sustainable mobility and the essential role of public transport as a tool for democratizing the right to the city for the population, this study aims to verify the effectiveness of public urban mobility policies adopted in a mid-size city, as Passo Fundo, located in the state of Rio Grande do Sul, according to Law Nº 12.587/2012. The basis of the methodological procedures adopted consists of bibliographic and documentary research (laws, books, scientific articles, dissertations and theses) related to the themes of urban public policies and sustainable urban mobility, as well as the right to the city.

Based on the data gathered from the bibliographical research and, above all, from the legislation analyzed, it was possible to list and categorize the guidelines of the National Urban Mobility Policy and verify how the Passo Fundo Mobility Plan - PlanMob (2014) complies with these guidelines.

2 THE RIGHT TO THE CITY AND PUBLIC TRANSPORTATION

The terminology “right to the city” was originally conceived in the 1960s by the French sociologist and philosopher Henri Lefebvre in his homonymous work “The right to the city”, in which the author characterizes the city as a space for social encounter, so that the right to the city is not understood as a mere right to visit, but rather as a “right to urban life, transformed and renewed” (LEFEBVRE, 2001, p. 118). Thus, it is understood that the city should not constitute a segregated space between different social classes, privileging part of the population with the full right to enjoy urban equipment and services that are concentrated in urban centers, at the same time as another part of the population is excluded, remaining on the margins of the city (PAES *et al.*, 2017).

Based on discussions about the unequal process of urbanization and the right to the city, on July 10, 2001, Law Nº 10.257 – City Statute, was created, regulating Articles 182 and 183 of the Federal Constitution of 1988, in addition to become an important tool in the search for the protection and promotion of the right to the city (PAES *et al.*, 2017). As Fernandes (2007, p. 204) points out, “this law represented an important development in the materialization of the right to the city in legal terms, and not just as a political notion”. In addition to the City Statute, the World Charter on the Right to the City, drawn up in 2004 at the Americas Social Forum in Quito (July 2004), later amended at the World Urban Forum in Barcelona (September 2004), and finally, being signed by Brazil at the V World Social Forum in Porto Alegre (January 2005), it was another important reference document for promoting the right to the city and social justice on an international level (OSÓRIO, 2006; AFFONSO, 2012).

According to Article 6 of the Federal Constitution (BRASIL, 1988), the right to transportation is a fundamental social right and, therefore, public policies regarding urban public transportation are important tools not only to reduce levels of social inequality, but also as tools to promote the right to accessibility, and thus achieve broader social objectives (VASCONCELLOS, 2000). Also, according to the Federal Constitution, municipalities are responsible for managing public transport, the road and circulation system, giving the Union the duty to establish guidelines for urban development policy (BRASIL, 1988).

Although the 1988 Federal Constitution indicates that transport is a social right, and public transport is defined as an essential public service, it is still unsatisfactory and unable to adequately serve the most economically vulnerable sections of the population, essentially due to the high price of the ticket fares, incompatible with their income, but also due to the precarious provision of public transport services and urban infrastructure, especially in the most peripheral areas of cities (GOMIDE, 2006; PAES *et al.*, 2017).

Although discussions about urban mobility are not necessarily new, over time and due to the significant growth of cities in the country, these issues have expanded in scale and in the complexity of techniques and systems that support people circulation. Thus, it can be said that cities are made up of static and mobile elements, which are constantly redefining themselves. Static elements, with regard to mobility, are not determinants, but rather promoters of possibilities and limitations regarding movement (CACCIA, 2015).

In the context of the city, mobility has a dimension that permeates different social practices, so that in order to carry out any action in the consolidated urban space, movement and use of urban public spaces must occur (CACCIA, 2015). Therefore, cities have as one of their fundamental roles to promote the exchange of basic goods and services, culture and knowledge among their users. Thus, mobility is understood as an essential attribute associated with the city and which corresponds to the ease of movement of people in urban centers (PAPPA; CHIROLI, 2011). These movements are influenced by several factors (in addition to static and mobile elements), such as, according to Pappa and Chirolli (2011, p. 1): “dimensions of the urban space, complexity of the activities present there, (...), the way the city is planned and the characteristics of the population”.

The mobility conditions present in certain urban centers also directly affect the economic and social development of cities, and can be a stimulating factor both in attracting and driving away people, investors, industries and jobs. Therefore, insufficient and/or inadequate investments in urban mobility, combined with the absence of public policies that prioritize public and non-motorized means of transport, are not only the main aggravating factors of mobility-related problems found in urban centers, but also the factors that slow down the process of economic and social development in cities (MACÁRIO, 2005; ABDALA and PASQUALETTO, 2013).

In Brazil, the production of a transport system that prioritizes the use of individual cars and in which motorized modes overlap collective and non-motorized modes, especially due to policies encouraging the purchase of private vehicles in recent decades, was responsible for profound transformations in cities and intensifying environmental impacts in urban areas, such as increased noise and air pollution (VILLAÇA, 2012). In addition to contributing to segregation between social classes – due to which only the economically privileged portion of the population

effectively has access to private vehicles, the intense use of individual vehicles resulted in collective problems, such as increasing congestion, which began to require new road infrastructure to accommodate the increase in vehicles on roads in urban areas. As a result, spaces that should preferably be reserved for pedestrians, such as sidewalks and public spaces, were reduced to accommodate the widening of roads, parking spaces, etc. (CACCIA, 2015; RODRIGUES, 2018). In this way, public authorities, through mobility policies, have become the main agent to discourage the use of private vehicles and make users choose to use public transport over individual transport. To this end, an assertive collective public transport system is necessary, which in addition to having a wide scope connecting strategic points and regular schedules, is also efficient, safe, comfortable and accessible, especially for the population belonging to the most vulnerable sections of society (BORGES, 2012).

Faced with the worsening of problems related to mobility and the need for new methods to implement a more effective urban mobility system, managers, planners and public bodies began to search for strategies and concepts of sustainable urban mobility, with the main objective being a better use of resources and greater management of environmental issues (COSTA, 2008). As a result, premises and guidelines for planning sustainable urban mobility began to be incorporated into municipal master plans, covering environmental, economic and social areas, with the aim of enhancing urban travel, facilitating access to basic services - such as health, education and employment, and promoting inclusion and social justice, in addition to reducing the impacts of urban transportation modes on the environment (ABDALA and PASQUALETTO, 2013).

Based on these guidelines and strategies, several advances and improvements have occurred in some cities in relation to public transport and urban mobility, such as the creation of lanes exclusively for cyclists and buses; the implementation and integration of different modes, such as trains, subways and LRVs (Light Rail Vehicles); the creation of shared bicycle systems; the implementation of consortia for integrated service management; the creation of the single-ticket system, which, based on the payment of just one fare, allows the use of different modes within the same trip, among others (GOMIDE; GALINDO, 2013).

Therefore, among the laws and urban public policies aimed at promoting fairer and more inclusive cities, can be mentioned Federal Law N^o 10.257, called City Statute, created in 2001, which now regulates Articles 182 and 183, of the “Urban Policy” chapter of the Federal Constitution (BRASIL, 1988), establishing “standards of public order and social interest that regulate the use of urban property in favor of the collective good, security and well-being of citizens, as well as of environmental balance” (BRASIL, 2001, Art. 1^o, s/p). Such aspect was fundamental for urban policies at the Federal level to become more integrated into territorial planning plans at municipal levels. The Statute also specified the responsibilities of municipalities in planning, which should occur in an open and collaborative manner, with the Master Plan being the main legal tool for implementing urban mobility guidelines and strategies from then on (BRASIL, 2001, Art. 4^o, s/p).

In addition to the City Statute, Federal Law N^o 12.587, also known as the National Urban Mobility Policy, was granted in 2012, supported by section XX of Articles 21 and 182 of the Federal Constitution, “aiming at integration between different modes of transport and improving accessibility and mobility of people and cargo in the Municipality's territory” (BRASIL,

2012, Art. 1º, s/p), passing on to municipalities the responsibility for ensuring inclusive access to cities and the power to take measures and adopt tools for prioritizing non-motorized and collective modes of transport (BRASIL, 2012).

Among some of the principles, guidelines and objectives of the National Urban Mobility Policy are universal accessibility, sustainable development, equity in access to collective public transport and the use of public space, effectiveness in the provision of urban transport services, the integration between urban transport modes and services and urban development policy (BRASIL, 2012). Article 24 of the aforementioned Law also determined that municipalities with more than 20.000 inhabitants were now required to prepare and approve the Urban Mobility Plan, which should be integrated and compatible with the respective Master Plans and Integrated Urban Development Plans of the municipalities. Urban Mobility Plans, in turn, should include collective public transport services; road circulation; the infrastructure of the urban mobility system, including cycle paths and cycle lanes; accessibility for people with disabilities and mobility restrictions; the integration of public transport modes and these with private and non-motorized ones; the mechanisms and instruments for financing collective public transport and urban mobility infrastructure; among others (BRASIL, 2012).

3 PUBLIC POLICIES ON URBAN MOBILITY IN A MEDIUM-SIZED CITY: Passo Fundo/RS

The city of Passo Fundo is located in the northern region of the state of Rio Grande do Sul, being considered the largest city in the north of Rio Grande do Sul, with a population of approximately 203.000 inhabitants (IBGE, 2020). Its economy is mainly based on the agribusiness, health, commerce and education sectors, presenting in 2020 a GDP of R\$10 billion and a GDP per capita of R\$ 49.084,77 (IBGE, 2020).

To understand the urban layout of Passo Fundo, it is necessary to understand the process of formation of the city, dating back to the mid-19th century, and its formation on the banks of Estrada de Tropas – also called Rua do Comércio, an important road axis that formed the connection between the interior of Rio Grande do Sul and the state of São Paulo (KNACK, 2007; FERRETTO, 2012; DINIZ; ALMEIDA, 2021). The implementation of the railway line in the late 1890s and the installation of a railway station in the 1920s symbolized the beginning of economic and population growth by becoming an important economic interconnection between Passo Fundo and the rest of the state and country, representing a new vector of urban expansion. Along with Rua do Comércio – already consolidated as an important structuring axis of the city, and Avenida Presidente Vargas, the Railway Station was also responsible for the new urban layout, with the city developing in the vicinity of the Station, and defining the location of numerous establishments industrial and commercial (KNACK, 2007; FERRETTO, 2012; DINIZ; ALMEIDA, 2021).

This phase of occupation and urban expansion, which occurred in a disorderly manner, resulting from the formation of new areas subdivided by the private sector between the 1920s and 1930s, the installation of industries and the disorderly formation of peripheral neighborhoods, led to a scenario of profound urban transformations and specific needs related to population growth, so that a solution was urgently needed to chart an expansion path for the city (KNACK, 2007; DINIZ; ALMEIDA, 2021). Thus, the first actions undertaken by the municipal

public authorities to mitigate the problems arising from unordered growth emerged, and resulted in new methods for conceiving urban space through the first laws and guidelines instituted in the municipality, such as the Code of Postures of Passo Fundo in 1924 and 1950, the first Passo Fundo Master Plan, in 1953; the first Urban Development Master Plan (1979) and its revision in 1984, considered the second PDDU; and the Integrated Development Master Plan – PDDI (2006) (KNACK, 2007). Thus, with the urban layout of the central area already consolidated – with Avenida Brasil and Avenida Presidente Vargas as the main articulating axes, the aforementioned laws were responsible for restructuring and directing the horizontal expansion of the city, and for promoting the process of verticalization in the central area, intensified around 1950 (KNACK, 2007; FERRETTO, 2012; DINIZ; ALMEIDA, 2021).

The urbanization process as a result of the urban restructuring promoted by the Master Plans, resulted in a city with a spatial configuration consisting of a central, highly dense and vertical area, equipped with infrastructure and large urban equipment, and which concentrates the majority of jobs and commercial buildings; as well as areas peripheral to the center, with essentially horizontal neighborhoods, of a residential nature, and equally dense. In this way, the spatial configuration generates a series of impacts on urban mobility in the city, especially in the central area, which is unable to accommodate the large demand for vehicles and pedestrians, resulting in congestion and traffic accidents.

Due to the urbanization and densification process seen, mainly in the central area of the city in the last decade, Passo Fundo recorded an increase in the motorized fleet, going from 65.256 vehicles in 2006, to 141.636 in March 2023, a significant increase of 117% (DETRANRS, 2023). According to the Passo Fundo Municipal Mobility Plan (2014), only 22,9% of municipal trips are carried out by public transport, while 54,8% are carried out by individual transport and only 22,2% by means of non-motorized transport, which expresses the population's preference for individual transport over collective transport, and consequently, further aggravates the problems of congestion and urban mobility.

Regarding the urbanization and planning of Passo Fundo, the importance of creating the Municipal Planning Secretariat – SEPLAN, in 1993, should be mentioned, with the aim of resolving possible problems arising from previous Master Plans regarding concrete actions aimed at the needs of the population. From then on, it became possible to collect and analyze information about the city, promoting more efficient actions for the city's development and planning (ROSSETO, 2003). In 2000, through SEPLAN, a new planning process took place, reformulating the current Master Plan, which came to be called Integrated Development Master Plan – PDDI (2006), aiming at strategic planning for local and regional development, in addition to include guidelines for the preparation of a Municipal Mobility Plan. The process of reformulating the Master Plan, which directly involved the population in decision-making, represented a significant advance with regard to municipal urban planning, and was responsible for the Passo Fundo Mobility Plan, introduced in 2014 (PASSO FUNDO, 2014).

3.1 Public Policies on Urban Mobility in a Medium-Sized City: Passo Fundo/RS

The Passo Fundo Mobility Plan – PlanMob, drawn up in 2014, has as its main objective to provide “the provision of adequate conditions for the exercise of population mobility and the

logistics of circulation of goods” (PASSO FUNDO, 2014, p. 6). The aforementioned Plan was drawn up based on concerns regarding the promotion and expansion of mobility in a qualified and appropriate way, improvement of the quality of life of the urban population, adequate conditions for the circulation of goods, inputs, products and cargo in general, in order to contribute with local economic development and, finally, with the urban sustainability of Passo Fundo (PASSO FUNDO, 2014).

The document also expresses the fundamental principles of mobility for the city, based on the concept of sustainable mobility and follows guidelines such as: integration between mobility policy and other sectoral policies; prioritization of public collective transport; priority for the safety and quality of life of its residents to the detriment of the fluidity of vehicle traffic; valorization of non-motorized transport; guaranteeing access for people with mobility restrictions; mitigating the environmental, social and economic costs of travel; and strengthening the role of public authorities as regulator and manager of transport services (PASSO FUNDO, 2014).

The Plan also presents a broad urban prognosis for a period of 15 years, with 2030 as the “horizon year”, with the aim of predicting the impacts of transport infrastructure, the growth of the vehicle fleet and the demand for travel, considering that appropriate measures are not taken. Thus, the Plan foresees two future demographic scenarios for the year 2030. One of them specifies that Passo Fundo would have a population of approximately 166.000 inhabitants, and in the worst-case scenario, it would have a population of approximately 185.000 inhabitants (PREFEITURA DE PASSO FUNDO, 2014).

Regarding the growth in demand for transport in Passo Fundo, the Plan predicts that in the period 2015-2030, there would be a growth in trips of 12%, where 71,5% of them would occur individually and only 28,5% of collective mode, in the worst-case scenario evaluated. Furthermore, in relation to the road system, the Plan foresees an overload of passengers on the city's bus lines, due to urban growth, increasing service saturation by 140% by the horizon year, 2030. As a result, the Plan presents guidelines ranging from intra-urban circulation to regional circulation (PASSO FUNDO, 2014).

Therefore, with the verification of public urban mobility policies adopted in Passo Fundo, as well as the measures already developed, below are some of the principles, objectives and guidelines established by Law Nº 12.587/2012, the National Urban Mobility Policy, compared to the Passo Fundo Urban Mobility Plan (Charts 1 and 2).

Chart 1 – Comparison of the Principles of PNMU and PlanMob of Passo Fundo.

Law Nº 12.587/2012	Passo Fundo Mobility Plan	Executed by the Mobility Plan
Universal Accessibility	Adaptation of the fleet in operation to universal accessibility requirements. Qualification of the care system for people with special needs. Some specific areas and sections must be delimited, priority areas for the process of regularizing sidewalks and building ramps for universal accessibility.	Insertion of some buses adapted for wheelchair users. Legislation to standardize sidewalks was included in the latter. City Building Code.
Sustainable development	Significantly expand the participation of public transport means in the modal division matrix, as a medium-term goal Encourage the use of cycling transport.	Creation of cycle paths. Implementation of bicycle parking lots. Implementation of a shared bicycle system.
Equity in access to public transport	Reducing social inequalities and increasing the population's quality of life through the valorization of collective and non-motorized modes.	There are incentives for cycling (shared bicycles, cycle paths, bicycle parking).
Efficiency, effectiveness and effectiveness in the provision of transport services and urban circulation	Improvement of public management conditions for public transport, with structuring and training of STSG and use of technological resources to control supply (GPS) and electronic ticketing. Implementation of permanent control mechanisms (operational indicators). Establishment of a periodic process for evaluating user satisfaction (opinion surveys). Attract users to the public transport service and increase the share of public transport in the modal division matrix; Make the public transport service more attractive to users, with quality, regularity, speed and comfort. Reduce system operating costs by passing on productivity gains to users. Implementation of temporal tariff integration. Implementation of an exclusive corridor for public transport on Av. Brasil. Implementation of measures to prioritize bus circulation on the main roads.	-
Democratic management	Improve public management conditions for public transport.	Public consultations were carried out during the Mobility Plan development period.
Travel safety	Creation of Ring Road. Construction and recovery of interchanges for crossing and accessing highways at points of high risk of accidents, saturated or in a critical state of conservation. Creation of new medians on excessively wide roads to increase pedestrian crossing safety and organize vehicular flow. Maintenance of sidewalks. Implementation of a program to requalify stopping points, with construction of sidewalks, installation of shelters and benches, public lighting and availability of information to users.	Ring road has already been implemented. Some bus shelter stops have already been redeveloped.
Equity in the use of public circulation space, roads and public spaces	Elimination of barriers to intra-urban circulation. Establishment of quality standards on sidewalks. Improvement of the conditions of spaces intended for pedestrians.	<i>Parklet</i> installation in the central areas of the city.

Source: Adapted from data from Passo Fundo City Hall (2014).

Chart 2 – Comparison of PNMU and PlanMob Guidelines in Passo Fundo.

Law Nº 12.587/2012	Passo Fundo Mobility Plan	Executed by the Mobility Plan
Integrated Planning with other sectoral policies	Integration of mobility into local development policy.	The Mobility Plan was developed in an integrated manner with the city’s other Plans.
Priority of non-motorized transport modes	Encourage the use of bicycles as a means of transport and leisure. Implement initiatives to encourage bicycle use and develop educational campaigns. Reorganize and signpost the existing road network, in order to enable the coexistence of different modes. Encourage the use of bicycles as a complement to public transport (integration with buses). Implement a cycling network, with adequate infrastructure and compatible with the dynamics of the Municipality.	Vai de Bici program: implementation of cycle paths and cycle lanes, bicycle parking, completely free bicycle sharing system. Implementation of rotating parking as a way of discouraging car use.
Integration between different modes and services	Establishing integration of bicycles with other forms of transport.	Shared bike stations were positioned close to bus stops.
Mitigation of environmental, social and economic costs	Reduction in distances to travel, travel needs, travel times and operational costs. Reduce system operating costs by passing on productivity gains to users. Prioritize active movements over motorized ones.	There is encouragement to use bicycles.

Source: Adapted from data from Passo Fundo City Hall (2014).

As noted in Tables 1 and 2, in general, the Principles and Guidelines provided for in the Passo Fundo Mobility Plan are in accordance with Law Nº 12.587/2012, highlighting the need for guidelines aimed at the use of renewable and less polluting energies, not yet addressed by the Plan. The Plan has several considerations regarding mobility in Passo Fundo, with a series of objectives, guidelines and short, medium and long-term actions, so that some are already being implemented, while a large part still requires some maturity and large investments for the implementation (PASSO FUNDO, 2014).

Among some of the strategies that are already implemented in the city, can be mentioned the ring road, formed by the West and South Perimetral (RS 324), East Perimetral and North Perimetral (BR 285) roads, which restricted circulation of heavy vehicles from it to urban areas at certain times of the day. The ring road also makes it possible to make urban routes without the need to travel along central roads, using alternative perimeter routes, reducing road overload. In addition, the review of traffic light schedules, the review of some parking areas and turns have already been implemented - eliminating left turns on Avenida Brasil, in addition to the creation of rotating parking on a large part of the city's central roads, and the implementation of parklets to the detriment of parking spaces along Rua Bento Gonçalves (WIKERT, 2015; SARAIVA; SANTIAGO; RIBEIRO, 2017).

Prioritizing public and non-motorized transport in the city to the detriment of individual vehicles, investments have already been made in new bus shelters, in addition to the creation of a 1,5km long cycle path, located next to Avenida Brasil. Still aiming to encourage active mobility, Passo Fundo Vai de Bici was launched in 2016, a shared bicycle system for the

population, with several stations spread across the city, in addition to the implementation of a cycle lane along Avenida Brasil (SARAIVA; SANTIAGO; RIBEIRO, 2017).

4 CONCLUSIONS

The right to the city is a right guaranteed by the Federal Constitution to all citizens, so that they can fully and completely enjoy basic services, such as health, education, culture and work, in addition to other urban facilities. Equitable access to infrastructure, law and citizenship are rights legally guaranteed by the Federal Constitution. Since, in the vast majority of cities, these facilities are located in the most central areas, involving users' mobility, the promotion of the right to the city is directly linked to urban mobility. Thus, the right to the city must be interpreted as a positive obligation of the State, whose purpose is to guarantee the collective well-being of citizens in the face of spatial and territorial exclusion, reinforced by the inaccessibility of urban public transport (TRINDADE, 2012).

Urban mobility is an attribute of cities and refers to the ease of movement in urban space, and for this to occur, integrated planning is necessary between the planning plans, allowing the implementation of an efficient and effective ecosystem (sustainable, cheap and accessible) of urban mobility. Public transportation policies become indispensable for the realization of the right to the city, and aligned with accessibility policies, guaranteeing fair and equitable access and social inclusion of users from different social strata – especially the most economically vulnerable strata.

Therefore, the City Statute and the National Urban Mobility Policy are two essential tools to guide municipalities regarding the implementation of urban guidelines and strategies aimed at adequate and sustainable urban mobility in the short, medium and long term. The elaboration of the Passo Fundo/RS Urban Mobility Plan and the implementation of the guidelines and objectives, aligned with the City Statute and the PNMU, although it has not yet been implemented in its entirety, are good practical examples of urban transformation through public policies related to mobility, transport and traffic. The search for improving the population's quality of life is part of improving the quality of traffic in cities and sustainable urban mobility is a means for managers to achieve such results.

From what was exposed in this article, it can be seen that public transportation can be understood as one of the main agents for the urban development of Passo Fundo and other cities, since through it, there is the possibility of more efficient travel, better use of the road network, as well as important connections between users and various activities. This presents itself as one of the city's main challenges, so that, in addition to overcoming physical barriers such as infrastructure works, it still has to overcome ideological positions, prejudices and possible resistance on the part of users to more drastic changes that, perhaps, could be implemented.

In this way, only with due qualification and full implementation of urban mobility guidelines and strategies will it be possible to achieve the quality envisioned for cities, boosting the 2023 Agenda in favor of urban sustainability.

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