

Territory-Space, Territory-Affection and Federative Solidarity

The spatial territory is the synthesis of the territory-affection. Determined social phenomena only are revealed in the situations of excessive stress that imply a proximity of chaos. The disasters and collective human tragedies are appropriate examples. The increase of the disasters and climate catastrophes, attributed to the global warming and to the climate changes so mentioned in the scientific, journalistic, and political environment, means the destruction of the productive and inhabited space. The capital imposes its accumulation logic in a state of dynamic normality in situations of natural, political, social, and economic predictability. Stagnates and retreats in the natural catastrophe states, as pandemics, when the effective demand for certain goods is reduced considerably, the financial profitability rates decline incessantly, as well as the internal rates of return of productive investment, and oil prices plummet. This happens on local and global scales. On the regional scale, the capital is subsumed to the helm of the society and the state when the catastrophes of regional impacts happen, as the floods in the State of Rio Grande do Sul, Brazil, whereas the installations, the equipment, and the fixed capital of the goods production are destroyed. Subsuming, in these situations of natural catastrophes, means that there are the conditions to retrieve themselves with the national state subvention, as the external entity with the capacity to support the consequent natural impacts.

Keywords: *territory, affection, natural catastrophe, keynesian State*

Introduction

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Could begin this paper¹ saying that the space in the capitalist production mode, is the synthesis of the capital accumulation, having exponents Milton Santos, David Harvey, and others. The capital changes the non-tradeable spaces into goods, creating the rural and urban land markets and submitting the exploration of natural resources to the capitalist production logic. And it appropriates the spaces, changing them into territories. This is confirmed.

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1 Capital is a process and is not a thing. It is a process of social life reproduction
2 through goods production where all the people of the advanced capitalist world are
3 entirely implicated. Its internal operation rules are conceived for the purpose of
4 guaranteeing that it can be a dynamic and revolutionary mode of social
5 organization that changes tirelessly and incessantly the society where it is inserted
6 (Harvey, 2013, translation: the author, 2026).
7

8 The capital imposes its accumulation logic in a state of dynamic normality
9 in situations of natural, political, social, and economic predictability. Stagnates
10 and retreats in the natural catastrophe states, as pandemics, when the effective
11 demand for certain goods is reduced considerably, the financial profitability
12 rates decline incessantly, as well as the internal rates of return of productive
13 investment, and oil prices plummet. This happens on local and global scales.

14 On the regional scale, the capital is subsumed to the helm of the society and
15 the state when the catastrophes of regional impacts happen, as the floods in the
16 State of Rio Grande do Sul, Brazil, whereas the installations, the equipment, and
17 the fixed capital of the goods production are destroyed. Subsuming, in these
18 situations of natural catastrophes, means that there are the conditions to retrieve
19 themselves with the national state subvention, as the external entity with the
20 capacity to support the consequent natural impacts.

21 In this moment, the capitalist entrepreneur person moves away from his
22 condition of economic agent of capital and manifests himself as a human being,
23 associating with the collective demand of the labor people, as well as the state
24 authorities, of justice, the public prosecutor's Office, the military forces, the
25 parliaments, and the leaders and chiefs of the governments. They exit and leave
26 the depersonalization and impersonality and personify themselves in the human
27 condition. All of them are inserted in the same problem: the catastrophe.

28 In the Brazilian case, it is included in the federative solidarity idea, a social
29 institution that is not explicitly conceived in the Federal Constitution of the
30 Federative Republic of Brazil, but it exists in the constitutional tax distribution,
31 in the public security cooperation, in the formation of education, including
32 through the university networks, in the environment and water management, and
33 in the actions for the public policies applied through agreements signed among
34 the federative states. Despite this practice happening punctually in the subject
35 areas, as a social institution, it is opportune that it may be elevated to the
36 constitutional or infra-constitutional juridic institution category for the purpose
37 of strengthening the interstate networks of the federative solidarity destined to
38 the civil defense actions of the humanitarian character arising from the
39 environmental catastrophes.

40 To subsidize consists in the autonomous loss and the own initiative of the
41 economic recovery. Without the State subvention, the economic system tends to
42 collapse or to support itself for a long time in the stationary state or low economic
43 growth. It is to treat the assistance of the social welfare or Keynesian state in
44 these situations of environmental and climate disasters. The ultraliberal state, the
45 one that represents the destructive impacts for the economic infrastructure and
46 the effective demand. Including for the ultraliberal capitalists.

1 J.M. Keynes' ideas are opposed, fundamentally, to the Adam Smith's ideas. For
 2 Keynes, for the purpose of having equilibrium in the economic system, it is
 3 necessary that the state have a constant role for the intervention. This intervention
 4 would be strongest in the moments where the market would not achieve
 5 overcoming the crises... Nowadays the market does not achieve equilibrium
 6 without state intervention (Santos, 2013, p. 100-01). Translation: the author, 2026).

7
 8 What is targeted, in this approach, to affirm that **the space, as territory,**
 9 **becomes space-territory beyond the logic of the capital economic**
 10 **accumulation.** Other dimensions appear from the latency, reappear with the
 11 clarification, and conform to other aspects of the territories beyond **the**
 12 **territory-capital that submerges to the other dimension of the territory: the**
 13 **territory-affection. The territory-capital is obscured in front of the**
 14 **territory-affection.**

15 This phenomenon occurs in the situations of the biggest catastrophes,
 16 caused by the force majeure: nature in its most important sense, insurmountable
 17 and invincible. There is not the possibility to overcome nature; we live together
 18 with it; there is not the possibility to go against hurricanes or earthquakes or to
 19 fight against the droughts and floods... The nature **retreats when lets its**
 20 **message.**

21 22 23 **The territory-affection**

24
 25 The force majeure, when it reaches the human collective, emerges the
 26 territory-affection as the passive reaction of this own collective entity in the
 27 territory, in a first moment, making explicit the inevitable feeling of solidarity.
 28 Or the people stand in solidarity, or nobody survives. In this moment, there is no
 29 space for the capital in the productive logic, because the logic is the collective
 30 survival; later, it recovers a rational production. All, including the capital and the
 31 social economic enterprises, need the collective solidarity of the society. After,
 32 the state, with the public funds, supports the several governmental public
 33 programs for civil defense and later, for investments in general.

34 If not, we see. The social and collective solidarity and the state, as an entity-
 35 synthesis of this social collective, reorganize the capitalist market. It is not the
 36 inverse. It is not the capital that joins the forces to recover the offer and the
 37 demand for products during the movement to come back to the normality.
 38 Absolutely not.

39 In the same way, it is not the politicians, as public agents, that are the
 40 irradiating centers of affection! Neither the state nor its managers, nor the capital.
 41 The affection ties, in front of the collective catastrophe, come from the people,
 42 the affected population, of all those affected regardless of income, social class,
 43 and racial and ethnic group.

44 The managers and politicians answer to this affection for the profession
 45 interests of their careers, to continue or not to be reviled. This does not mean to
 46 affirm that the politicians, when representing their voters, say, represent, or do

1 not have the affection ties with their own original land when acting in the
2 governmental spaces.

3 A politician from another federative state does not act with the same
4 affective intensity as the manager politicians from the State of Rio Grande do
5 Sul, severely damaged by the floods. At maximum, he or she will be a partner to
6 send contingents of humanitarian support and civil defense to the afflicted in
7 many ways. To the external manager politician, there is not the original affective
8 link.

9 The inverse is also revealed. Historically, the manager politicians of the
10 South and Southeast of Brazil were worried about the continued severe drought
11 in the Sertão of the Brazilian Northeast (permanent climate crises) and the
12 affected victims?! The principle of federative solidarity in the situations of
13 humanitarian and climate crises may overcome the regional differences.

14 The capital that has roots and accumulation spaces in the territory affected
15 by a natural catastrophe does not have any condition for rehabilitation; therefore,
16 a social collective endeavor and the entity that guides part of the public funds,
17 the State, to the reconstruction of the infrastructure, of the productive structures
18 with the good offers, and of the demand; public to spend, and private to recreate
19 the conditions for generating the income-salary. Only an external force (national
20 state) jointly with an internal force (local collective solidarity) is capable of
21 reestablishing the normality of the economic system and the laws of the
22 economic system with its general and specific rules in the destroyed territory.

23 The capital needs some time to be rebuilt in the territory and reestablish the
24 capitalist productive logic. It is valued also for the social economic enterprises
25 and the time of necessary, rebuilding to come back to the economic system.

26 From Keynes (1992), this reality, more frequent in the world of the intense
27 climate effects, would be equivalent to the realized expectations in two
28 perspectives: the short-term expectations and long-term expectations.

29 I affirm that, in front of a new event, an environmental catastrophe that is
30 the generator of a regional crisis in the short and medium terms, the expectations
31 of all economic agents are severely changed, modifying the existing conditions
32 of the dynamic stability to a short-term and long-term instability level that affect
33 the psychological behavior of the businessman during the investment decision,
34 of the families for the consumption decision, and of the governments for the
35 decisions to promptly reorder the public finances, supporting the required public
36 investments in the short and long terms.

37 According to Keynes (1992), the changing in the expectations (a short and
38 a long term) will only produce a full effect on the employment after a
39 considerable time period. The price expectations of the goods change as well as
40 the own productive capacity.

41
42 These expectations, which depend on decisions for the economic activity, divide
43 into two groups, there being some individuals or specialized forms in the
44 elaboration of the first type of expectations and others in the elaboration of the
45 second. The first type relates to the price that a manufacturer can wait to obtain for
46 its finished production in the moment when he compromises himself to initiate the
47 process that will produce him, considering that the products are finished (from the

1 point of view of the manufacturer) and set to be used or sent to someone. The
 2 second refers to the businessman that may wait to earn under the future increase
 3 forms, in the case of purchase (or perhaps manufacture) of the finished products to
 4 add to its capital equipment. We will call the first one short-term expectations and
 5 the second one long-term expectations (Keynes, 1992, p. 53). Translation: the
 6 author, 2026).

7
 8 In general, when favorable to the long-term expectations, it is necessary that
 9 there be a certain time for preparation before the employment reaches the level
 10 that would reach if the expectations had been reviewed. In the case of the
 11 favorable long-term expectations, the employment may be at the highest level in
 12 the principle after the necessary time has passed to adjust the equipment to the
 13 new situation: long-term employment according to the expectations state
 14 (Keynes, 1992, p. 54).

15 Keynes (1992) affirms the real trajectory of the events is more complicated
 16 yet, because the expectations state is destined to the variable constants, emerging
 17 a new expectation before the other has produced all its effects, in such a way that
 18 the economic mechanism is always occupied with the several activities that
 19 overlap each other, whose existence is due to the many previous states of
 20 expectations. The employment volume at any moment depends, in a certain
 21 sense, not only on the current state of the expectations but also on all states of
 22 expectation that had existed in the trajectory of a certain previous period.

23 This social collective solidarity comes to the necessary state in front of the
 24 catastrophe that reaches the collective from a territory. This necessity state is
 25 confirmed and overcome by the affection links that exist among the people from
 26 the territory and by the affection feeling in the religious, cultural, economic,
 27 social, collective, and spatial territory that reaffirms, constantly, these collective
 28 links that identify the space-territory, revealing territory-affection. This is built
 29 in the history of the territory by the families, in generations and in communities
 30 until the regional society.

31 The capital and the political society from the territory become powerless in
 32 front of the force majeure that reacts. Only an external political society can
 33 supply humanitarian, productive, and credit public funds, etc., to the affected
 34 local society, as well as the external capital, which also does it through
 35 humanitarian support, and only that, and no more humanitarian help. If it is not,
 36 it lets to be capital and becomes a philanthropic institution.

37 Any enterprise from the external territories to the catastrophes will do a
 38 donation beyond what it considers a humanitarian act, will not unmake its
 39 equipment for this purpose, will not decapitalize itself... Because there are no
 40 affection links among its owners, managers, and the affected territory by any
 41 natural phenomena. Only the local enterprises, beyond the local community and
 42 society from their own hit territory, can act beyond the humanitarian limit as the
 43 condition to maintain the accumulation rules *a posteriori* when the action of the
 44 natural phenomenon ceases; therefore, they need the external public funds.

45 When the catastrophe earns a higher spatial dimension, from the local to the
 46 regional, in multiple events, with the differentiated event origins, as
 47 communities, the regional society, and the capitalist economic agents or social

1 economic agents act in the **territory-affection, but all the action among them**
2 **will be reflexive**, as well as have been consequences of the natural phenomenon
3 of force majeure (act of god).

4 **Only the catastrophic event with an unbearable magnitude that**
5 **requires forces from a collective action, once an individuality, even though**
6 **in the family sphere, does not have the force to overcome it independently**
7 **of the family or individual class condition once more, some are more**
8 **affected, others less**, but all achieve many human dimensions affection,
9 economic assets, social, cultural, environmental, and public explicitly **the**
10 **solidarity approach of the people in front of the common need, moving**
11 **forward the rudeness and brutalization of the society day by day in the**
12 **cyclical Brazilian society.**

13 More than exposed, the chaos emerges from the territory-affection in the explicit
14 dimension, situating the sense of necessary and collective solidarity among
15 generations with the fundamental to the inherited sense of historical and territorial,
16 spatially delimited by the catastrophe dimension and its consequences.

17 Once affirmed, only an external subject to the natural catastrophe can help
18 that achieved society, that community, to overcome the crisis state through the
19 concession of new investments in many ways: the national state, because neither
20 the subnational state, even though it has the credit and instruments,
21 administrative structure, and public policies. It is capable of overcoming the
22 consequent crisis in which it is immersed once this federative state is also part
23 of the crisis, like a direct representative entity of the achieved collectivity.
24 Without the national state, in the Brazilian case, the Federal Union, the recovery
25 inevitably would be more prolonged.

26 Even with this external help, the superation of the crisis will only be possible
27 if there are movements and processes arising from the society, the economic
28 agents, and the citizens, pulsed by the affection sense for the reconstruction of
29 its spatial territory, economic territory, social links, and community life.

30
31 The acknowledgment that the spatial and temporal dimensions are relevant and that
32 there are real geographies of social action, territories, and spaces of real and metaphoric
33 powers becomes essential as organizing forces in capitalist geopolitics. At the same
34 time, they are the central points of several differences and otherness that must be
35 comprehended both in themselves and through the global logical approach to capitalist
36 development. Historical materialism finally begins to consider its geography (Harvey,
37 2013, p. n=io [[321. Translation: the author, 2026).

38
39 Brazil, in its territory, in its current state, has faced in the last five years
40 abrupt climate movements that imply floods in urban centers, extensive regions
41 (Southern and Extreme Southern of the State of Bahia, the mountain region of
42 Petrópolis in the State of Rio de Janeiro, the Araçatuba region in the State of São
43 Paulo, and almost all of the State of Rio Grande do Sul), prolonged droughts (in
44 the semiarid Northeast, in the State of Rio Grande do Sul, Amazon region, etc.).
45
46

1 **The federative solidarity**
2

3 The Federal Constitution of Brazil, in 1988, does not explicitly regulate the
4 principle of federative solidarity, whereby the federative states can establish
5 solidarity actions without the need for intermediation by the Federal Union.
6 Cooperation does not only occur in specific public policies.

7 An increase in the frequency of climate disasters in the country could lead
8 to a constitutional amendment that explicitly states the principle of federative
9 solidarity among the federated states.

10 Joint action by public agents of administrative entities occurs, for example,
11 in the formation of the National Security Force, the National SUS Force, tax
12 officials' collegiates, and other national groupings created with professionals
13 from the federated states. While this is an institutional development at state level,
14 it is insufficient to fully meet the principle of federative solidarity.

15 Specific legislation on mutual aid between the federated states, either
16 directly or via the Federal Union, may be required in the event of civil defence,
17 environmental, water, climate change and humanitarian issues. This legislation
18 should include the principle of federative solidarity in the constitutional text.
19 This would strengthen actions in other subjects of common competence among
20 the federative entities: The Federal Union, the federated states, the Federal
21 District and the municipalities.

22 Although not explicitly detailed, the principle of federative solidarity may
23 be inferred from article 23 of the Federal Constitution for the purpose of
24 cooperation, beyond the articles that correspond to fundamental principles, such
25 as the arts. 1º, 3º and 4º concerning individual rights, as well as arts. 5º and 6º.

26 Article 1 of the Brazilian Federal Constitution states the following:

27
28 Article 1º: The Federative Republic of Brazil is formed by an indissoluble union of
29 States, Municipalities and the Federal District. It is a democratic state based on the
30 following fundamental principles:

31 I – sovereignty;

32 II – citizenship;

33 III – the dignity of the human person;

34 IV – the social values of work and free enterprise;

35 V – political pluralism.

36 (Translation: the author, 2026).
37

38 In this article, it should be noted that item III relates to the actions of all
39 administrative entities to guarantee and protect human dignity, particularly in
40 humanitarian matters.

41 Article 3º states the following:

42
43 Art. The fundamental objectives of the Federative Republic of Brazil are as follows:

44 I – to build a just, free and socially inclusive society;

45 II – to guarantee national development;

46 III – to overcome poverty and marginalisation, and reduce social and regional
47 inequalities;

1 IV – to promote the well-being of all, regardless of origin, race, sex, colour, age or
2 other forms of discrimination.

3
4 This article highlights the concept of a free, just and social society, based on
5 the principle of solidarity. From this item, the explicitation and details of
6 federative solidarity are presented in articles addressing the regions and the
7 competences of the federated states and the Federal Union.

8 Items III and IV of this Article 3 also embody the principle of solidarity
9 among the federated states.

10
11 Art. 4º The Federative Republic of Brazil is governed by the following principles
12 in its international relations:

- 13
14 I. National independence;
15 II. Prevalence of human rights;
16 III. Self-determination of peoples;
17 IV. Non-intervention;
18 V. Equality among states;
19 VI. Defence of peace;
20 VII. Peaceful resolution of conflicts;
21 VIII. Repudiation of terrorism and racism;
22 IX. Cooperation among peoples for human progress;
23 X. Granting of political asylum.
24
25

26 The items II and IX could be included under the principle of federative
27 solidarity, which would require the materials to be specified in the federated
28 states' solidarity actions.

29 Article 5º presents the following constitutional rule:

30
31 Art. 5º All people are equal before the law, without distinction of any kind, and the
32 Brazilian people and foreign residents in the country are guaranteed the
33 inviolability of the right to life, freedom, equality, security and privacy.
34

35 This article opens with the constitutional text concerning individual rights
36 and also subsidises constitutional and legal norms regarding solidarity of actions
37 among the federated states.

38 Article 6º, in its opening clause, states that:

39 Art. 6º Social rights include education, health, employment, housing,
40 entertainment, public security, social security, protection for motherhood and
41 childhood, and assistance for the disabled, as set out in the Constitution.

42 In the social rights approach, the subjects of this article are those who
43 require social cooperation in humanitarian and external migration actions, for
44 example:

45 Article 23 states the following:

46
47 Article 23: It is the joint responsibility of the Union, the States, the Federal
48 District and the Municipalities:

- 1
2 I – safeguarding the Constitution, laws and democratic institutions, and
3 conserving the public patrimony;
4 II – caring for health and public assistance, and protecting and guaranteeing
5 people with disabilities;
6 III – protecting documents, artistic works and other goods of historical, artistic
7 and cultural value, monuments, notable natural landscapes and archaeological
8 sites;
9 IV – avoiding the evasion, destruction and decharacterisation of artistic works
10 and other goods of cultural, artistic and historical value.
11 V. Provide ways to access culture, education and science.
12 VI. Protect the environment and fight pollution in all its forms.
13 VII. Preserve forests, fauna and flora.
14 VIII. Promote agricultural production and organise food supply.
15 IX. Promote the construction of housing and improve housing and basic
16 sanitation conditions.
17 X. Fight the causes of poverty and the factors of marginalisation, promoting the
18 social integration of disadvantaged groups.
19 XI. ...
20 XII – ...
21 Single paragraph: The Complementary Law will establish the rules for cooperation
22 between the Union, the States, the Federal District and the Municipalities, taking
23 into account the balance of development and welfare at a national level.
24 (Translation: Author, 2026).

25
26 The subject of food supply appears in this article and is also to be
27 comprehended within federative solidarity actions, beyond forest, fauna and
28 flora preservation, joint strategies to overcome poverty and extreme poverty,
29 protection of collective cultural goods, and indiscriminate access to social rights
30 in relation to culture, education and science for people with special needs, as
31 well as preservation of the public patrimony.

32 The interstate consortium of the Northeast and South-Southwest are
33 examples of filling institutional gaps and voids around problems that transcend
34 the scope of a federated state and require dialogue, participation and joint
35 decision-making with other federated states. Each consortium addresses
36 common issues faced by the federated states.

37 One of the subjects that could be included in the Federal Constitution or in
38 complementary legislation relates to municipal and state institutional public
39 consortiums for federative solidarity on issues such as humanitarianism, civil
40 defence, the environment, water and climate change, among others, with spatial
41 and common repercussions among the federative entities.

42 It should be noted that the federated states, as well as the municipalities,
43 establish institutional cooperation links, whether formal or informal, according
44 to the political and ideological affinity of these governments in national or state
45 collegiate administrative events, for example.

46 In the face of climate change and the consequences of natural disasters and
47 catastrophes, the implementation of federative solidarity in public policies on

1 related subjects such as civil defence, climate, the environment, water,
2 humanitarian issues and human rights is crucial.

3 4 5 **The Federal Union support**

6 7 *Floods in the state of Rio Grande do Sul*

8
9 One of the most recent catastrophic events was the flooding in the state of
10 Rio Grande do Sul. The Federal Government responded quickly to the demands
11 of the local people with a set of measures, including tax benefits, loans, social
12 policies, investment, the elimination of bureaucratic procedures and the
13 allocation of resources to the State of Rio Grande do Sul and its municipalities.
14 The Federal Government also renegotiated the debts of these administrative
15 entities, in an attempt to reduce suffering and economic losses.

16 Among the measures adopted by the Federal Union for the State of Rio
17 Grande do Sul are the following: mobilising groups to save lives; the President
18 of the Republic requesting a Legislative Decree from the National Congress
19 recognising the public calamity in the State of Rio Grande do Sul and authorising
20 the federal government to invest the necessary resources in the State's recovery;
21 and a provisional measure to guarantee credit for affected businesses and
22 authorise the purchase of rice, including from external markets.

23 Only the national state, with its institutional means and credit generation
24 instruments (tax revenues, loans for public works, and profitable enterprises in
25 which it is an investor), and, in the case of a federation, the federated states, can
26 interfere and act as a provider of agents for rebuilding destroyed infrastructures,
27 promoting regional effective demand through job and income generation, as well
28 as acting as a buyer in institutional markets on a regional scale, and a supplier of
29 credits to small and medium-sized enterprises and large corporations, with the
30 aim of boosting the economy and removing it from crises and environmental
31 catastrophes. The objective is to obtain multiplier effects from investments, re-
32 establishing regional income and guaranteeing income transfers to families, with
33 the aim of maintaining adequate psychological levels of propensity to consume,
34 while maintaining the regional aggregate offer from the productive capacity of
35 family and enterprise farming, as well as industry. commerce of food and
36 consumer goods.

37 Basing on Keynes to address the state action in front of the crises of any
38 types with the economic impacts, any environmental crisis and any provoked
39 catastrophe by the natural phenomena produce economic crises with the direct
40 social impacts in the family lives and in the economic activity, reducing the
41 effective demand, in the case, in the regional dimension (in those achieved
42 regions by the natural disasters The market, where the economic agents who
43 have the means of production (the companies) and the worker economic agents
44 act, cannot emerge only from an environmental and economic crisis situation
45 without a regulator and coordinator agent through its institutions: the State.

1 In the environmental and economic crisis situation, for the purpose of
2 attending to the postulates of the Keynesian theory, only the intervener State is
3 able to act for:

4
5 d) under certain technical conditions, resources and costs, the income (monetary
6 and real) depends on the employment volume N;

7 e) The relation among the community's income and what can wait is that it spends
8 in consumption, designating for D1, and will depend on the psychological
9 characteristics of the community, which we will call marginal propensity for
10 consumption. The consumption depends on the amount of aggregated income and,
11 thus, of the employment volume N, except when there would be some change in
12 the propensity for the consumption.

13 f) The quantity of labor N that the entrepreneur decides to employ depends on the
14 sum (D) of two quantities: D1, the amount that is waited to be spent by the
15 community in consumption; and D2, the amount that is waited to be destined for
16 the investments. D corresponds to the effective demand (Keynes, 1992, p. 40.
17 Translation: the author, 2026).

18
19 The Keynesian state acts mainly in the moments of crises of any origin and
20 non-economic nature; that environment, of public health, for example, has the
21 economic impacts in the reduction of the economic activity, in the employment
22 diminution, in the fall of tax revenues, in the destructuring of productive chains
23 and the own production and the direct public spending, achieving the located and
24 systemic problems.

25 The President of the Republic of Brazil, Luis Inácio Lula da Silva, published
26 the Provisional Measure (Decree) n. 1.218/2024 with the objective to open the
27 extraordinary credit of almost R\$ 12 bilhões (US\$ 2.4 billion) [1] for the several
28 institutions of the Federal Government to execute the necessary actions for the
29 service to the affected municipalities by the floods in the State of Rio Grande do
30 Sul, corresponding to more than R\$ 60 bilhões (US\$ 12 billion) available with
31 the federal resource in the federated state.

32 The first extraordinary credit brings the following actions for the initial
33 servisse to the State - to guarantee the credit for the micro, small and averages
34 enterprises of the affected cities with the zero interest rate for the small
35 businessman; credit guarantee for the family farmers and averages rural
36 producers with the zero interest rate for the small producers; payment in two
37 extra installments of the unemployment-insurance; purchase of rice to
38 guarantee access to the product by the population; guarantee to servisse in the
39 health centres and hospitals; replacement of lost medications during the floods;
40 welcoming and care for the families in the shelters; reconstruction of the road
41 infrastructure; operations of the Civil Defense, Ministry of Defense. Federal
42 Police, Federal Road Police and National Security Force; resources for school
43 foods and reform of the schools.

44 The federal government has also announced the suspension of the debt payment of
45 the State of Rio Grande do Sul for 3 years and the exemption of the interest over the
46 sum of the debt for the same period, totaling R\$ 23 billion (US\$ 4.6 billion) to help the
47 state Later the Federal Government published a Provisory Measure 1.223/2024
48 (Executive Decree), opening new extra credit in the value of almost R\$ 2 bilhões (US\$

1 400 milhões) for the support and reconstruction actions in the State of Rio Grande do
2 Sul, totaling R\$ 62,5 bilhões (US\$ 12,5 bilhões).

3 The Provisory Measure (Executive Decree) consists of expenses in works
4 and services for the following: extra installment of the Municipalities
5 Participation Fund (FPM); reconstruction support; returning to the activities in
6 the universities and federal institutions; strengthening the full and free law
7 assistance; support for the emergency and connectivity services; actions for the
8 supervision and environmental emergency; purchase of equipment for the
9 Guardianship Councils; Civil Defense actions; and integrated actions of the
10 Federal Police, Federal Road Police, and Public Security National Force.

11 Beyond these measures, there is the sum of R\$ 620 milhões (US\$ 124
12 milhões) for the payment of federal congress amendments for the State of Rio
13 Grande do Sul, made effective by the Federal Government of a total of R\$ 637
14 milhões (US\$ 127 milhões) for the expenses as emergency support, basic food
15 baskets, oil expenses, reconstruction and cleaning of roads and bridges of 10
16 meters, beyond the transfers for the social assistance and health fund. There is
17 the possibility of reallocation of amendments from the federal parliamentarians
18 of the State of Rio Grande do Sul for civil defense, health, and social assistance,
19 which can be the sum of R\$ 560 million (US\$ 112 million).

20 Transfers of direct federal resources to the affected municipalities also were
21 done by the Regional Development and Integration Ministry, destined for water,
22 food, perhaps chemical toilet rental and oil purchase. The Federal Government
23 has made available the sum of R\$ 5,100 (US\$ 1,020) for each affected family to
24 acquire furniture and household appliances.

25 The Marine of Brazil also sent the Atlantic Multipurpose Aerodrome-Ships
26 to the *gaúcho* state with physicians, equipment, water purifiers, 40 vehicles, 6
27 containers, 11 boats and 3 helicopters. Eight ships, 11 helicopters, 74 vehicles
28 with equipment for clearing roads, 2 thousand troops, two treatment stations of
29 potable water, a field hospital with 40 beds, 15 physicians, 35 health
30 professionals, beyond oil and water, 300 tonnes of donations and boats of several
31 natures. The Brazilian Army and Air Force's actions are added in a permanent
32 way.

33 The Health Ministry sent 132 kits of toilet emergency supplies to the health
34 units that had lost their drug stocks. Each health kit may attend to almost 3
35 thousand people during 15 days, and it is composed of 32 drug types and 16
36 input types, such as gloves, syringes, bandages, and others, in the value of R\$
37 282 million (US\$ 56.4 million) of pharmaceutical assistance for the *Gaúcho*
38 municipalities. The values are equivalent to the monthly transfers of all of 2024.

39 The total of affected municipalities had risen to 441, with 71,409 people
40 without shelters, 339,928 displaced, and 1.9 million people affected by the rain.
41 Beyond the deaths and disappearances above one hundred and a half, more than
42 71,000 people were saved and 10,000 animals were rescued.

43 The international airport of the Gaúcha capital was flooded by the flood, as
44 well as the ports having their activities suspended during the Guaíba Lake and
45 Patos Lake floods. On the roads and bridges, 80 excerpts and 49 highways were
46 totally and partially blocked, among the roads and bridges, according to the

1 Departamento Nacional de Infraestrutura de Transportes - DNIT (National
2 Department of Transport Infrastructure).

3 In the public security dimension, it involved more than 15 thousand troops,
4 policemen and agents, and 80 agents from the National Force were sent by the
5 Ministry of Justice and Public Security, totalling 330 men with experience in
6 victim rescue from floods but also in population security, being the federal forces
7 effective in the state, going from 1,000. To the National Force are added 370
8 agents of the Federal Police; 354 from the Federal Road Police (PRF); and 17
9 from the Federal Criminal Police (FPF). The logistics of the ministry mobilize
10 108 common vehicles, 106 special pickup trucks, 39 rescue boats, 11 jet skis, 6
11 tow trucks, 5 helicopters, 2 trucks, 3 buses and 1 fuel tanker truck.

12 In the Reconstruction Assistance, R\$ 174 milhões (US\$ 34,8 million) are
13 destined for the payment of R\$ 5,1 mil (US\$ 1,000.00) in only one installment
14 for the purchase of the lost items during the floods.

15 There were the payment in advance of the Programa Bolsa Família (Family
16 Bourse Program) for 619,741 beneficiary families, through the direct transfers,
17 in the total value of R\$ 793 milhões (US\$ 159 millions). Over than 21,7 thousand
18 families are included in the Programa de Benefícios de Prestação Continuada
19 (Continuous Benefit Payment Program), in total of 95,109 families, with the sum
20 of R\$ 134 milhões (US\$ 27 millions).

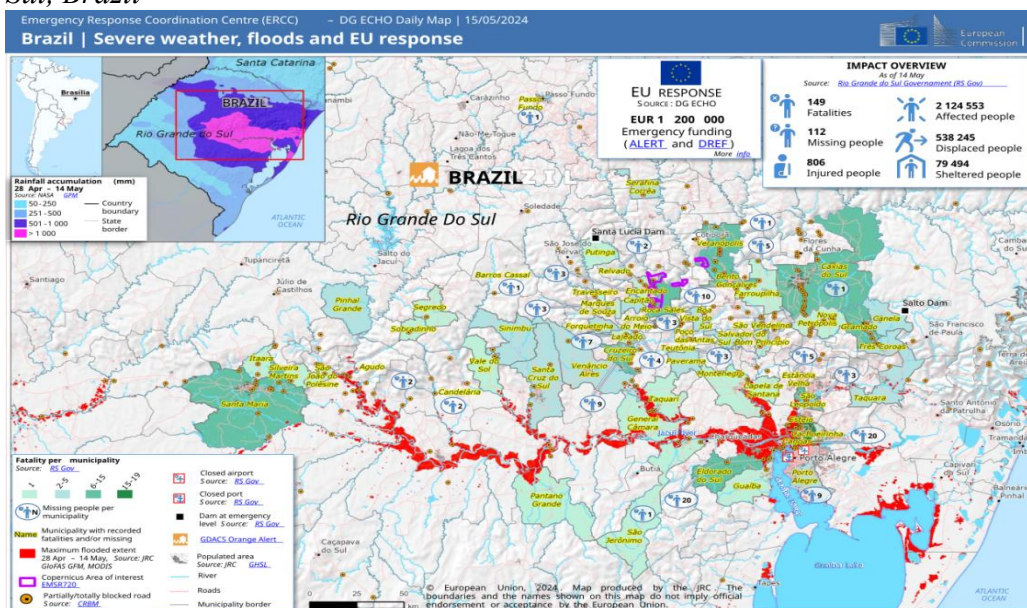
21 The amount of R\$ 715 milhões (US\$ 143 milhões) was liberated from FGTS
22 – Fundo de Garantia por Tempo de Serviço (Service Pay Guarantee Fund) for
23 228.5 thousand workers in 368 municipalities. The unemployment insurance
24 was paid in two added installments to 6,336 workers in the amount of R\$ 11
25 million (US\$ 2.2 million). The salary bonus was liberated for 756,121 workers
26 with the value of R\$ 793 million (US\$ 159 million).

27 For the middle class, there was the anticipated restitution of the income tax
28 for 900 thousand people, totaling R\$ 1.1 bilhão (US\$ 220 milhões). Social
29 security benefits attended to 2 million people with the amount of R\$ 4.5 billion
30 (US\$ 900 million). In higher education, post-graduation scholarships were
31 liberated for 17 thousand students with the amount of R\$ 50 million (US\$ 10
32 million).

33 The areas affected from the floods in the State of Rio Grande do Sul are
34 presented in the Figure 1:

35

1 **Figure 1.** Map Areas affected by he floods of 2024 in the State of Rio Grande do
 2 *Sul, Brazil*



3
 4 Source: WIKIPÉDIA (2025).

5
 6 Beyond the measures mentioned above, the Federal Government has
 7 adopted the following measures: R\$ 22 milhões (US\$ 4.4 million) are destined
 8 for the school meals, cleaning and reforms of schools, and support for the
 9 enterprises of all sizes affected by the floods. - R\$ 15 bilhões (US\$ 3 billions);
 10 special credit for small and averages enterprises; credit of R\$ 4 bilhões (US\$ 800
 11 millions) for family farming and average producer; extension of tax collection
 12 deadline for to three months for individuals and legal entities in na amount of R\$
 13 4,8 bilhões (US\$ 960 millions); anticipation of the installments of the Piso
 14 Nacional de Enfermagem (National Nursing Salary Floor) int the amount of R\$
 15 12,9 milhões (2,58 millions); extra installments of the Fundo de Participação dos
 16 Municípios (Municipal Participation Fund) in the amount of R\$ 190 milhões
 17 (US\$ 38 millions), destined to the 47 municipalities; R\$ 310 milhões (US\$ 62
 18 millions) in Civil Defenses actions, approved for 207 municipalities; R\$ 22
 19 milhões (US\$ 4,4 millions) already paid in support for the welcoming of 120
 20 thousand people in 88 municipalities; credit analysis with the Union
 21 endorsement for 14 municipalities in the amount of R\$ 1,8 bilhão (US\$ 360
 22 millions); suspension of the financial payment of Programa Minha Casa, Minha
 23 Vida (My House, My Life Program) during six months for 17,4 thousand
 24 families; suspension of financial payments during 12 months for public banks:
 25 BNDES, Caixa Econômica Federal, Banco do Brasil e Finep.

26 Beyond the total investment, the federal government accounts for 38.8
 27 thousand involved professionals; 8.5 thousand pieces of available equipment; 12
 28 field hospitals; 1.1 thousand tonnes of food given to the population; and 4.9
 29 thousand tonnes of donations transferred by the Correios.

30
 31

1 *The support of the federated State of Rio Grande do Sul*

2
3 Among the actions from the Government of the State of Rio Grande do Sul,
4 there are the following:

- 5
- 6 • **Programa Volta por Cima (Comeback Program): to give financial**
7 **support for the victim families from the intense rains and floods in**
8 **the State of Rio Grande do Sul with the donations of R\$ 50 milhões**
9 (US\$ 10 million) to benefit 20 thousand families, with the only
10 installment of R\$ 2.5 mil (US\$ 500) for the homeless family units.
 - 11 • disponibilization of R\$ 2 mil (US\$ 400) for the 428 families of the Vale
12 do Taquari, totaling the distribution of R\$ 856 mil (US\$ 171 thousand)
13 in the first installment.
 - 14 • The Programa Todo Jovem na Escola (**Every Young Person in School**
15 **Program**) consists of the payment of the scholarship with the objective
16 to auxiliate the students and their families, benefiting 83,018 students
17 with the transfer of R\$ 12,9 milhões (US\$ 2.58 million);
 - 18 • Water and sanitary exemption fare, being that about 900 thousand clients
19 in 90 affected municipalities from the floods were exempt from the
20 payments during six months;
 - 21 • Free for emission of certificates for affected people;
 - 22 • Debt negotiation: Banrisul has announced a repactuation of three
23 installments in the personal credit operations, in addition to suspending
24 the billings for two months on its credit cards. In relation to the mortgage
25 loan, the clients with active contracts could request the payment
26 suspension of three installments and extend the amount in the remaining
27 time.

28
29 According to Santos (1996), there are different levels of state: the federation,
30 the federated states, and the municipalities. Many times, the interest of one of
31 these levels is not the interest of the others, and the results of the same action
32 are not the same for the different levels. There is, in all cases, a dialectical
33 relationship between the State and the Market, but this does not eliminate that
34 the State gives its support to the market (Santos, 1996, p. 101). Translation: the
35 author).

36
37 *The support of the other federated states of Brazil*

38
39 Federal Government on the State of Rio Grande do Sul, many federated
40 states of the Union also decided to supply humanitarian support, mainly sending
41 equipment and guys from its administrative structure in the areas as Civil
42 Defense and Military Police, beyond the supply of food, clothes, shoes, hygiene
43 and cleanliness materials, and mattresses made by family donations, non-
44 governmental organizations, enterprises, and churches of other federated states.

45 The Correios (The Post) increased the receipts of donations to those
46 affected by the strong rains in the State of Rio Grande do Sul. More than 10
47 thousand houses received water, basic food baskets, hygiene and cleanliness

1 materials, cleaning supplies, bedroom and shower clothes, and pet food. The
2 entity collected 1,500 donations to distribute to the affected population. The
3 donations are sent to the state by trucks of the enterprise without costs to whom
4 the donation goes.

5 Command from the Military Police of the State of São Paulo. Governments
6 of ten states of the Federation had announced the shipping of the humanitarian
7 help to the affected municipalities of Southern Bahia.

8 Many governments of the Northeast region sent firemen, as did the states
9 of Piauí, Maranhão, Paraíba, Pernambuco, Rio Grande do Norte, and Sergipe. In
10 the Southeast region, the governments of the states of Espírito Santo and Minas
11 Gerais sent aid to the affected regions.

12 Volunteers of all countries had manifested to help the cities affected by the
13 floods with the SOS Bahia Project. Several organizations got items such as
14 water, non-perishable foods, and clothes destined to help thousands of homeless
15 people.

16 17 *The floods in the State of Bahia (Brazil)*

18
19 The floods started in the beginning of December 2021 with strong rains that
20 affected the Southern region of Bahia and the North of Minas Gerais. Among
21 the cities most affected in the south of Bahia are Itamaraju, Eunápolis, and
22 Itabela, where a great elevation of the river level and landslides were registered.
23 Other cities also are affected, needing the air assistance for the rescue and supply
24 of basic items. The government of the State of Bahia had decreed the emergency
25 situation in 165 municipalities in January 2022. More than 850 thousand people
26 were affected by the rains, with three dozen deaths, more than five hundred
27 injured people, and two people disappeared, according to the information from
28 the Superintendência de Proteção e Defesa Civil da Bahia (Sudec) -
29 Superintendency of Civil Protection and Defense of Bahia (Sudec).

30 The rains also concentrated on the State of Minas Gerais, where the rains
31 had also caused the floods and landslides of historical proportions. Until the end
32 of February 2022, there were 30 confirmed deaths, 425 municipalities in an
33 emergency state, 9,521 homeless people, and 60,497 displaced people.

34 Because of the floods in the South and extreme South of Bahia at the end
35 of 2021 and the beginning of 2022, the position of the Federal Government was
36 criticized when the president of the Republic, Jair Bolsonaro, only flew over the
37 affected region and did not cancel his vacation to visit the entertainment center
38 in the State of Santa Catarina.

39 The Federal Government enacted a provisional measure on 31st December
40 2021, giving around R\$ 700 million (US\$ 140 million) from the Ministry of
41 Citizenship, with R\$ 200 million (US\$ 40 million) for the distribution of foods
42 to specific traditional population groups and R\$ 500 million (US\$ 100 million)
43 for structuring of the service network in the Unified Social Assistance System
44 (SUAS).

1 The Southern Bahia got only 2.1% of the federal resources to prevent natural
2 disasters. For the affected cities, R\$ 156.9 million (US\$ 31.4 million) of an
3 amount of R\$ 700 million (US\$ 140 million).

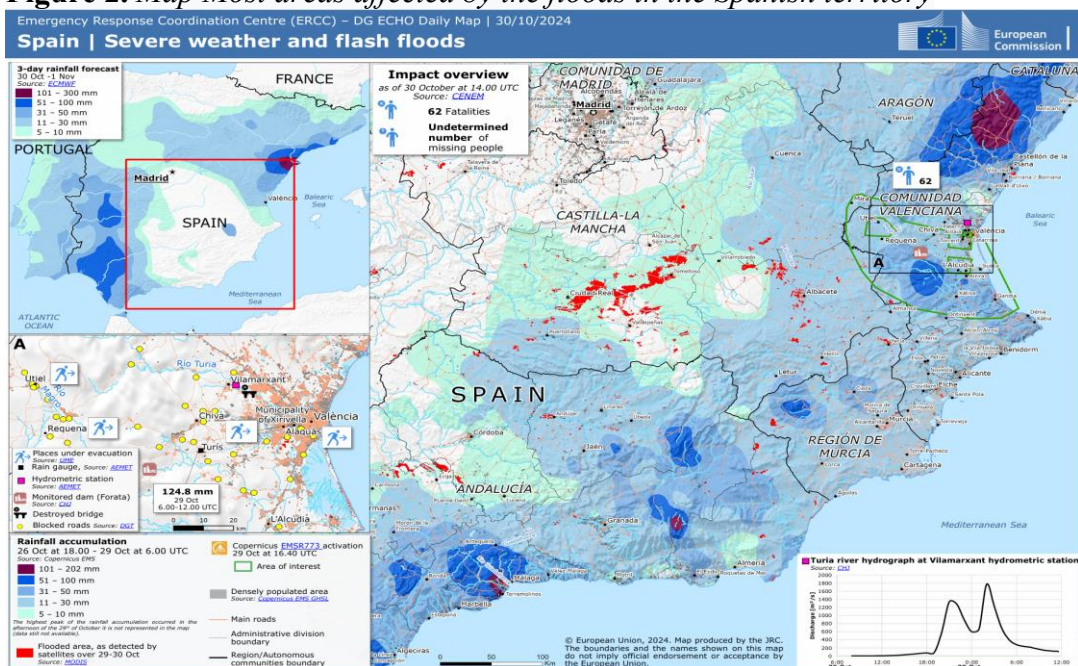
4 The Federal Government had rejected the humanitarian help offered by the
5 Government of Argentina, whose president was opposed to the Brazilian
6 president in that period, which consisted of the shipping of equipment with ten
7 people from the Cascos Blancos (Capacetes Brancos) entity, linked to the
8 Ministry of International Relations of Argentina. The government of the State of
9 Bahia had contested this federal position, reaffirming the acceptance of the
10 international help.

11 12 13 **The floods of 2024 in Spain**

14
15 Another example that is mentioned is the floods of 2024 in Spain for the
16 purpose of demonstrating the dimension of the territory-affected category,
17 restricted to the regional dimension of a country. Spain does not have a
18 federative state but is structured in autonomous administrative regions. This state
19 organization does not modify or change the relationship between cause and
20 effect; the reflective behavior and actions of the people in its territory from the
21 floods; the response of the Spanish central state; or the transfers of public
22 resources from this central state to the local administrations.

23 Strong rains during 8 hours correspond to the volume of annual precipitation
24 in the regions of the Valenciana, Castela-Mancha, and Andaluzia Communities,
25 causing the death of 205 people (202 in the Valenciana Community and 3 in the
26 Andaluzia and Castela-La Mancha Communities) and a provisional number of
27 1900 disappeared people and public and private patrimonial damages, according
28 to Wikipédia (2024). Overflow of the Magro, Júcar, and Poyo rivers,
29 characterizing the floods without precedent according to the local authorities.

30 In Figure 2, there are the areas affected by the floods in the Spanish territory.
31
32

1 **Figure 2. Map Most areas affected by the floods in the Spanish territory**

2
3 Source: WIKIPÉDIA (2025).

4
5 In the Andalusia Community, the storm caused landslides and damage to
6 buildings, roads, bridges, and agricultural lands, with the people rescued by the
7 Civil Guard.

8 After the initial days and in the following days of the disasters, thousands
9 of people, as volunteers, organized themselves to help the affected cities with
10 material and food help as much as physical help, cleaning the streets and
11 removing the rubble with the troops' mobilization. The Spanish government
12 created a crisis committee to coordinate the national response to the disaster.

13 Although the inevitable action of the public powers to give assistance for
14 the affected communities and questionables, it may be possible to observe that
15 the local population had mobilized as volunteers to act with first aid before the
16 civil defense agents' actions from the Spanish State.

17 **The dimension of the territory-affected, mainly in the moments of**
18 **community crisis, specifically in consequence of the natural disasters,**
19 **implies for the territory-space extension,** highlighting only the affected
20 population, and in any Spanish region, could reunite immediately efforts to
21 establish the actions, although the actions of the State institutions and the
22 solidarity and voluntariness of the Spanish people from other regions are in less
23 quantity, as well as in the case of the floods in Rio Grande do Sul State in 2024
24 and in the State of Bahia in 2021, related to the solidarity of part of the
25 populations of the other Brazilian federative units.

26
27
28

1 **The differentiated federative treatment**

2

3 All the tragedy is unique. Any tragedy is bigger than another. It is not
4 inappropriate when environmental and human tragedies are compared
5 statistically. It is evident that the sum varies as well as its scales and impact on
6 society, individual and family life, space, the economy, and the environment.

7 The federative treatment of the consequences arising from the floods in the
8 Rio Grande do Sul State, in Brazil, was differentiated from other analogous
9 situations, for example, the floods in the south of the State of Bahia by the
10 Federal Union, through the federal government. It was not the same federal
11 government in May 2024, the period of the peak of floods in the State of Rio
12 Grande do Sul.

13 In the gaúcho case, the sum of the adopted measures by the Federal Union
14 through the federal government was relevant, impacting different problems,
15 subjects, and ministerial actions, and with timely responses without the existence
16 of any discriminate conduct that could characterize the neglect for the political
17 and regional reasons. In any hypothesis, there was such conduct by the social
18 and progressist federal government in 2024.

19 In the State of Bahia case (Brazil), although the federal government had
20 liberated some of the hundreds of millions to the achieved municipalities, this
21 value and the adopted actions are near to the amount and efforts destined for the
22 gaúcho case. Without doubt, the proportions of the catastrophes in the Rio
23 Grande do Sul State were extensively gigantic; the values of the federal
24 government support were in billions of reais (Brazilian national currency), but
25 the extension of the natural disaster and its consequences in the south of Bahia
26 were too high.

27 And why the differentiated treatments in situations with similar
28 characteristics and consequences? Two reasons are said. The first is that there is
29 a legal anomie to discipline the public actions (state and society) of treating the
30 climate problems, natural phenomena, force majeure reasons, and the actions on
31 their impacts beyond the negligible amount of funds in federal and state budgets.

32 There is no legal normative that establishes the criteria of the actions and
33 distributions of the funds in the humanitarian actions and civil defense in the
34 binding mode. All stay according to the discretion criteria, the leader's intention,
35 and sensitivity. In the case of the State of Bahia, the federal government, in that
36 period, does not have the commitment and social identification with the Bahian
37 population. So there is the regional question: the northeastern question as the
38 second reason.

39 In 2021, the ultra-conservative ideology of the federal government consisted
40 of the old thinking of Brazilian social sectors to discriminate against populations
41 from regions of federated states that they did not belong to. This antidemocratic
42 feeling exists, although it is less intense than it was in the past; however, it was
43 revealed and made explicit during the permanence of the conservative federal
44 government.

45 Since the civil and humanitarian defense actions may be immediate, it is
46 necessary to progress in a legal framework about the subject with fixed criteria,

1 administrative structures of fast adaptation, the civil defense national force, the
2 strengthening of the municipal, state, and federal defense, and the set of
3 institutions that act in humanitarian actions, comprehending the formation of
4 social agents.

5 6 7 **Conclusion**

8
9 **The territory-capital is subsumed to the other dimension of the**
10 **territory, the territory-affection.** The territory-capital becomes obscured in
11 front of the territory-affection. In the same way, **the State, represented by the**
12 **governments, submitted to the inevitable circumstances of destruction**
13 **arising from the natural catastrophe.** The government has to concentrate
14 efforts, which, by the way, would be destined for other purposes, to aid the
15 humanitarian-needing state. Nature is invincible. It is the force majeure, the
16 nature in its sense most imposing and insurmountable. Nature withdraws after
17 letting its message.

18 From a most spatial dimension, from local to regional, in front of the
19 multiple events with the differentiated event origins, the communities, the
20 regional society, the capitalist economic agents, and the social-economic
21 enterprises act **in the territory-affection; each action among them will be**
22 **reflective**, as well as will be the consequences of the natural phenomenon of
23 force majeure.

24 The chaos emerges from the territory of affection in explicit dimension,
25 situating the feeling of collective necessary solidarity with the fundament in the
26 feeling of historical, ancestral, and territorial affection among generations,
27 establishing the spatial limits arising from the catastrophe and its consequences.

28 Only an external subject to the natural catastrophe, the national State, may
29 aid the affected society, the community, to overcome the crisis state through the
30 concession of new investments in different ways because neither the sub-
31 national State, even though it has the tax and credit instruments, administrative
32 structure, and public policies, will have alone the conditions to overcome the
33 crisis where it is immersed, since it is a direct representative of the affected
34 collectivity. Without the national state, in the Brazilian case, the Federal Union,
35 the recuperation, inevitable, would be most prolonged.

36 In this context, in the Brazilian and Spanish cases, for example, with the
37 similar characteristics to others on the planet, it is considered in light of the
38 frequent reality of the climate impacts on the inhabited space, destroying and
39 deconstructing the collectivities, day by day, and the need to strengthen the
40 instruments of federative solidarity among the entities of internal public law,
41 developing constitutional and legal norms that reaffirm the social character of
42 the humanitarian aid and the environment, civil defense, and human rights.

43 From all the external help, the overcoming of the crisis will be possible if
44 there will be movements and processes arising from the society, the economic
45 agents, and the citizens, driven by the affection felt for the reconstruction of its

1 spatial territory, economic territory, social links, and community reflective
2 coexistence.

3

4

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