Working Group 34:
Civil society participation in sustainable territorial development approaches

The participation of family farmers in the 'territorial sustainable rural development' program in Brazil: trajectories, projects, networks/coalitions (Territory Aguas Emendadas)

Gilles Massardier, Eric Sabourin, Lauren Lecuyer, CIRAD, UMR Art-dev

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1/ Case study
- Brazil: Program of Territorial Rural Development and Sustainable Development (PDTRS)
- Participants studied: ‘family’ farmers, rural extensionists, and administration agents
- Territory: Aguas Emendadas (3 Federated States, 11 municipalities)
- Specific situation: Includes Federal District (DF and Brasilia)
Territory « Aguas Emendadas »

[Map depicting the territory with labels for Mimoso de Goiás, Água Fria de Goiás, Formosa, Vila Boa, Buritis, Cabecelras, Cabeceira Grande, Padre Bernardo, Planaltina, Brasília, Unai.]
2 / **Objectives of the communication:**
Reintegrating the participative procedures into the configuration of actors who make public policy and in social and institutional structures

3/ **Theoretical goal:** to cross two complementary political sociologies:
- One that focuses on the system: sociology of public action/policy process
- Another about the actors: sociology of militant trajectories and repertoires of action of participants’ collective action.

4/ **Literature mobilized** (political science):
   a) Asymmetries in participation procedures, "hard core", circles of participative democracy : Blondiaux, J. Talpin
   b) Blatrix: influence of the representative logic in participative logic
   c) Tilly: repertoire of collective action
   d) “institutional activism”
   e) Chisholm; Nay/Smith: multi-level coordination and transactional leadership
   f) Sabatier, Jenkins: “coalitions”
Contents:

I/ Some elements of context

II/ A “representative participation” dominated by a group of communities notables

III/ Highlights participants are networkers. Social and political resources distribute very unevenly the chances of family farmers to integrate and stay in participation procedures

IV/ Institutional activism of ‘family’ farmers and rural entrepreneurs in an advocacy rural development coalition: negotiations and formalization with the technicians and officials to select “good” policy projects
I/ Quick overview of brazilian rural development policy


- Decision and Projects’ process:
  - staged according to subsidiarity principle
  - federal government permeates the program (PDRTS) structure

- Stages of participatory mechanism:
  - 1st stage: some farmers are selected in their own community to sit on regional board
  - 2nd stage (from 2008): highlith participants have created an informal Council ("great council") at the federal District Level to decide about family farmers’ own strategy and projects
  - 3rd stage: some of regional board are selected to sit on the territorial level (COTAE)
2/ Participatory process : a very representative participation

- Legitimacy of the participants of the rural "civil society" is based on their capacity to represent farmers' communities:

  - Each community elects a Bureau of family farmers, including a president (community leader)
  - To enter in the participatory system : obligation to be president of a rural community (or a group of farmers in an administrative area)
  - But in fact: only some presidents of some communities can be selected to enter into participation process and access to the “great council” and territorial council (COTAE)

- What are the criterias of this selection process ?
II/ A “representative participation” dominated by a group of community notables

1/ From leadership to notability
- Farmers involved in all arenas of participatory device are involved in a series of elections and combines representative and participatory mandates
- Their community Legitimacy is resulting from a process of investment in the struggle for land regularization (60's-70 in Brasilia) : triggers early activist investment (MST / Unions of the AF / community association):
  - Common « repertoire of collective action » + sense of belonging to a fighting group
  - « advocacy coalition » of family farmers interests of Federal District
- « Cause entrepreneurs » that seize the opportunity window that represents the program PTDRS and his participatory system
- Notable of family farmer for almost 20 years in the participatory circuit → Strengthening their position of community representative
2/ Participatory continuity in activist trajectories of PDRTS participants

- experience of participatory budgeting implemented by the DF PT administration in 1995 ... 

- .... Through the first Territorial Rural Development initiatives in 1996 (Pronaf Infrastructure) at the municipal level .... 

- .... PDSTR in 2004 

➤ Participatory mechanisms: 
➢ Select and strengthen leaders of policy sector ... 
➢ ... Who have the capacity to seize the opportunity window that represents the program PTDRS to strengthen their “sectorial” leadership to become “notables”
III/ Highlights participants are networkers
Social and political resources distribute very unevenly the chances of family farmers to integrate and stay in participation procedures
The participatory system is monopolized by a particular type of family farmers: the networkers

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1\textsuperscript{st} TYPE of notable: profile based on associative activism, political and social movements and a struggle experience with the MST

2\textsuperscript{nd} TYPE: profile based on associative activism, professional and institutional activism

3\textsuperscript{rd} TYPE: profile more focused on professional and institutional activism and on autonomy of their activist trajectory
IV/ Institutional activism of family farmers and rural entrepreneurs: negotiations and formalization with the technicians and officials to select “good” policy projects

1/ Traditional transactional leadership

- participatory procedures strengthen a classical phenomenon of territorial policy making: the emergence of “transactional leaders” who represent sectorial interests (communities of farmers, production sector)
- “transactional leadership” between:
  ® levels of the participatory system
  ® Communities of farmers and agricultural technical system (coalition)
  ® Sectorial logic of “family” agriculture and other sectors (since 2008)

- ... while taking into account the requirements of the new participatory and territorialized policy process ...
- ... especially institutional activism
2 / Institutional Activism:

- Select the "good" community projects

- negotiate project content with the extension agents: formatting technical and financial project

- Implementation of community and productive sectors projects (for ex: organic market)
Institutional activism and transactional leadership: selecting and formatting projects of family farmers with public institutions

- Council of territory
- Council of state (leadership)
- Agriculture technicians EMATER
- Civil servants and elected representatives of state level
- Participants tipe 2
- Communities of producers/farmers

Formatting
Representing

Formatting
Representing
CONCLUSION

Participatory democracy: procedures integrated into the policy process

- A participatory system fits into an existing system of legitimacy:
  - Legitimacy of the representation system of agriculture (neo-corporatist)
  - Legitimacy technical actors of rural extension

- A participatory system fits into a set of practices to participate in policy making:
  - Access to “windows”
  - Public policy networks/coalitions
  - Neo-corporatism

- Procedure which reaffirms the notables already established:
  - Empowerment sectoral leaders
  - Institutional activism and transactional leadership

- ➔ This participatory policy making is an hybridization between several models of public action and between several political practices of participation

- ➔ It is impossible to understand a participatory device and his repertoires of collective action without re-entering them in the policy process

=> Analyst have the obligation to leave the analysis internist participatory arenas
Thank you for your attention