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► **To cite this version:**

Luiz Antonio Machado Vial. Local Governance and Territorial Intelligence. "Development of models for comparison". International Conference of Territorial Intelligence "Local Governance and Territorial intelligence. Development models in comparison". October 2010, Oct 2010, Salerno, Italy. halshs-00844728

**HAL Id: halshs-00844728**

**<https://shs.hal.science/halshs-00844728>**

Submitted on 19 Feb 2014

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# LOCAL GOVERNANCE AND TERRITORIAL INTELLIGENCE. "DEVELOPMENT OF MODELS FOR COMPARISON"

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## **Summary:**

This article presents a brief summary of what is meant by Governance and Territorial Intelligence and present a few reports of experiments carried out by a provision of technical assistance and rural extension – EMATER/RS-ASCAR-which became the official representative of natural rural extension service of the State of Rio Grande do Sul and has worked on a daily basis to meet the needs of rural households, in line with the model set by the State.

Through the analysis of these experiences is sought to highlight the importance of Governance and Territorial intelligence in local development, in the wake of citizenship and the possibility of producing a new paradigm for sustainable development.

**Keywords:** Governance; Territorial Intelligence; sustainable development

**Mots-clés:** Gouvernance; Intelligence Territoriale; développement durable

## 1. INTRODUCTION

According to the World Bank (1992), governance is the way in which power is exercised in the administration of social and economic resources of the country, aiming at the development.

However, governance is not the same as Government. Governance concerns cooperation between civil society and politicians; with lawfulness therefore with institutional arrangements which allow coordinate and regulate the defined transactions. Thus, participation, information, transparency and good management of all that complement the governance issue.

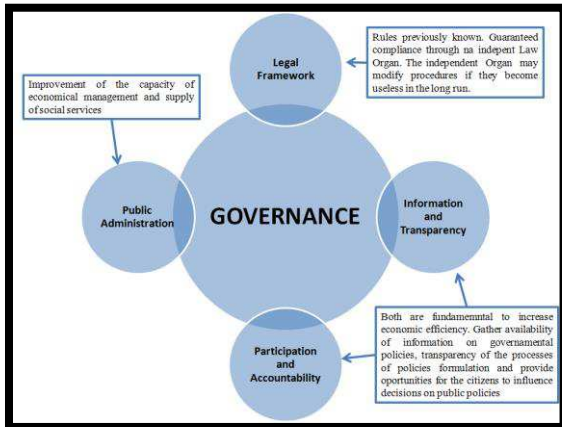


Figure 1: model of Governance according to the World Bank. Interpreting the author

The territorial intelligence helps mobilize local actors with important information, relying on local sustainable development activities. To this end, work systems that combine the management of territorial information systems with the mobilization of participants in the network to work together to create information and turn it into action. The major goal is the development of the territory. In general, this goal can be reached more easily, from my perspective, through the participation of small and medium-sized enterprises, which, according to the Annuary of Work in Micro and Small Enterprises of SEBRAE and DIEESE website (2008) now account for almost 75% of private jobs. As you see in Figure 2.

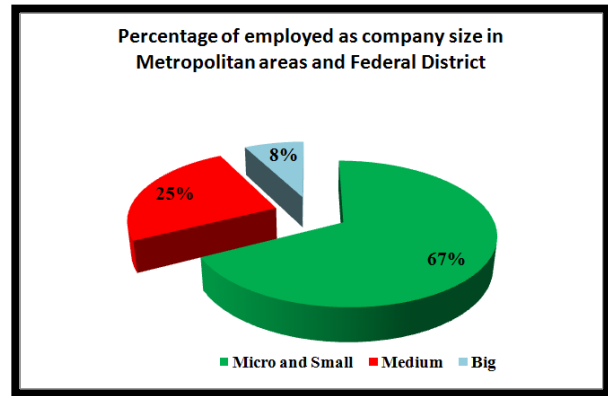


Figure 2: Percentage of employed as company size according to SEBRAE and the DIEESE WEBSITE. Interpretation of the author

Though the literature presents its initial support from enterprises needs such as submitted by COOK, MICHELLE; COOK, CURTIS (2000) in their book, Competitive Intelligence, in which the approach comes from a business perspective, they point out that Competitive Intelligence should be of interest to those involved in promoting innovation, providing them with a more focused approach, as well as for the firm. Thus, one might think, similarly, the question of Territorial Intelligence, which to develop needs some support points, or else, some lines of action, and they should be something like:

-First you must know what you want to work and achieve, so it is necessary to know the territory.

-Afterwards it is necessary to compare it with other cases, locals and actions, therefore it is necessary to know other territories (benchmarking).

-Persons, companies, agencies that can get benefits should realize that, so it is necessary to sensitize local actors.

-And finally, after local actors were sensitized and begin to participate in the process as agents of change, it is necessary to support the local actors in order to make changes happen and to empower them.

To achieve these goals, it is essential the participation of various actors within the process. These actors are both governmental entities, as well as organized civil society, which should work in cooperation, that is the motto of territorial intelligence. The main actors can be:

-The State: Federation, States, Regions and Municipalities. These agents must define Territorial Intelligence policy and provide means for deploying the same.

-Organized Civil Society: Development councils, associations, unions, federations of companies among others. Its goal is to spread the concept on business and society, to facilitate the deployment of Territorial Intelligence and, in some cases, be the organ of deployment.

-Poles of competitiveness: includes companies and universities. Here is where it occurs the cooperation amongst companies, public bodies and universities to generate innovation and growth. In these locals exists the expectation to generate and grow small and medium-sized enterprises with high potential and which may become future large enterprises.

## 2. THE ACTORS

The Federal Government (of Brazil) launched in 2008, the program Territories of Citizenship. The Territories of Citizenship aims to promote economic development and universalize basic programs for citizenship through a strategy of sustainable territorial development. Social participation and integration of actions between the Federal Government, States and municipalities are fundamental to the construction of this strategy.

The State Government of Rio Grande do Sul uses the popular consultation, which is a democratic instrument whereby the Gauchos can choose the priority projects for their region and that will be implemented by the State Government of Rio Grande do Sul.

An institution that helps you work the issue of local governance and territorial intelligence on the State of Rio Grande do Sul is the EMATER/RS – ASCAR, which was founded on June 2, 1955 and is present in the daily life of family farmers. The Institution became the official representative of natural rural extension service of the State. Today, the familiar agriculture gaúcha is a template in Brazil thanks to the work developed by Emater/RS-Ascar.

The Institution meets the daily demands of its public, formed by quilombolas (descendants of slaves), family farmers, artisanal fishermen, indigenous, squatters, a contingent of more than 250 thousand families assisted with more than 490 municipalities, which represents over 9,550 rural communities of these localities through agreement with the Government of the State of Rio Grande do Sul and with the Prefectures.

Emater/RS-Ascar guides the use of technologies in various areas, either in the area of environmental sanitation or to improve the performance of crops. It passes knowledge and experiences through more than eight daily events throughout the State or

through programs in radios and TVs and publications.

The functional framework performs many tasks and these include the training of farmers and rural youth, identification of sanitation as an instrument of public health protection, actions that promote the health of populations and preservation of the environment. Anyway, performs a series of actions, both educational and concrete actions that provide something real, as the water supply for human consumption, the proper disposal of domestic sewage and solid waste of rural properties, and initiatives that ensure the food security of the public assisted, understood primarily as food production on the property.

The Institution believes in sustainable development from the perspective of citizenship without disregarding the need for rescue of self-esteem of the population. And believes that it is in the conquest of self-respect and self-esteem that men, women, youth, seniors and children from rural environment discover permanent collective work possibilities for a better life, greater solidarity and brotherhood.

Due to the fact of having high capillarity, technical capability and agreements concluded between the State Government and also with Municipalities, Associations, other partner institutions such as Unions, Universities and others, EMATER/RS-ASCAR ends up being an organ which promotes citizenship and helps implement governance because it implements public policies defined by the State, municipalities and organised civil society. Thus we return to the beginning of this article that points out that Governance has to do with cooperation between civil society and politicians; with legality, with institutional arrangements that allow coordinate and regulate transactions defined.

In the case of Management period 2006–2010, some central pillars of work were defined, which are in consonance with the programs of the Government of the State of Rio Grande do Sul and were named Programmatic Fronts by Emater/RS-Ascar. All the work that is performed by the Institution is related to the State program and widely discussed with local leaders.

## 3. CASE REPORTS

### 3.1 Valley of Caí River:

The Valley of Caí River is located on the lower slopes of the northeastern State of Rio Grande do Sul. Consists of 18 municipalities, where the main economic activity is characterized by agricultural, with emphasis on production of citrus, flowers, eggs and chickens, pigs, vegetables.

In the social organization of the region, we highlight the Regional Forum of Familiar Agriculture of the Valley of Caí River, which has a trajectory of approximately a decade. In its actions, seeks to involve Family Farmers' associations, cooperatives, women's groups, 'municipal councils, farmers and cattle-breeding, NGOs, unions of farm workers, Municipal Offices of Emater/RS-Ascar and Municipal Administrations.

Three micro regional forums are part of the Regional Forum and they function as decentralized structures which have been formed taking into account the geographical proximity, economic social, cultural and environmental activities of the municipalities. The micro regions have as places of reference the municipalities of Salvador do Sul, Bom Princípio and Montenegro. They have structuring and objectives elaborated jointly at the Regional Forum, but with a procedure that considers the specificities of the municipalities of comprehensiveness.

An experience reported is a process of territorial development held in micro region of Salvador do Sul. This process began, in the municipality, in 1999 and ended up breaking geographical spaces, showing a micro regional dimension, through the formation of the Micro Regional Forum of Tourism and Sustainable Development comprising the municipalities of Barão, Brochier, Maratá, Salvador do Sul and São Pedro da Serra. The Forum has become the guiding throughout the process, having the goal of discussing, developing and forwarding proposals to be implemented by the municipalities involved and which seek to generate development and sustainability for the microregion.

Thus, the Forum has become recognized as the legitimate space of construction of programs and common actions to the five municipalities, having elected tourism as its main axis to trigger the development of other priority areas such as environment, crafts and social assistance (women). As results it can be highlighted the formation and consolidation of touristic sights, municipal and micro regional routes, saving both gastronomic habits and colonial and typical handicrafts, the family agribusiness companies, the campaigns aiming the prevention of diseases, discussion of environmental issues, implementation of collection and proper disposal of garbage, preservation and architectonic recovery, leadership training, organization of groups of production and marketing, solidary commerce, strengthening of family agriculture.

### 3.2 São Miguel's Community:

Another example was the Rural Participative Diagnosis accomplished in the community of São Miguel, municipality of São Vicente do Sul. The community of São Miguel is located 22 km from

the headquarters of São Vicente, in the South Central region of the State and is 375 km away from Porto Alegre. The road Cavajuretã-São Miguel gives access to the community, which is situated in a region with wavy and descending topography, with predominantly sandy and stony soil, situated in a micro basin of 575 hectares. This community was selected for the implementation of Rural Participative Diagnosis (DRP), because it is considered one of the most needy, characterized by the concentration of environmental problems, lack of basic social infrastructure and soil degradation. The conservation of ciliary and native forests provide a reasonable supply of water, but it is necessary, beyond conservation of fountains, an improvement in the quality and distribution of water in properties. The houses are predominantly of wood with zinc roofs or brasilit, with 30% that do not have sanitary installations. All wastewater are thrown open to the sky, causing poor hygiene and environmental problems. 48 families are residents of the community and in their properties cultivate cassava, maize, beans, cattle of cutting and small creations with an average area of planting of 1.8 hectares.

The work of rural extension, developed by EMATER/RS, served as a parameter to the deployment of rural diagnosis in the community.

One of the potentials of the community was the municipal elementary school that served as an educational pole to benefit students from other communities, as well as served as local to promotion of encounters, meetings, lectures and courses favoring the communitarian organization of the community. The community has some facilities as health post, telephone, community health agent, facilitating the organization of individuals and answering some of their needs.

Thus, the community of São Miguel, in the municipality of São Vicente do Sul, the municipal staff from EMATER/RS-ASCAR, community leaders, members of the Municipal Council of Agricultural and Livestock Development (COMDAG), City Hall and Participatory Budget delegates held Rural Participative Diagnosis (DRP). This process conducted a survey of potentials and needs of rural households, aiming for a better knowledge of the local reality for subsequent development of a rural development plan. During the period, it was possible to observe a breakthrough in community organizing, appearing of new leaderships, appropriation of reality by technicians and municipal leaders. Moreover, the process also served as a grant to plan the implementation of the programme resources RS-RURAL in the community.

### 3.3 COOPERVITA –Vila Campos' Community - Tapejara:

The municipality of Tapejara, emancipated in August 1955, located in the northeastern region of Rio Grande do Sul. With an average elevation of 6 meters and territorial area of 240.1 square kilometers, is apart 338 km from the capital. Has a population of 15,123, being 20% residents of rural areas, with a predominance of family farmers. The predominant ethnic group is formed by European descendants, with 60% Italian, and German, with 20%.

The municipality is a regional pole of trade, information, health and industries, being a place of convergence to people from various cities within the region. Sectoral contributions of its economy have the following data: farming with 22.61%, industry with 35.57% and services with 41.82%. Crops of corn, soybeans, wheat, barley and the creations of milk cattle, pigs and birds account for the largest primary sector's contribution to the economy of the municipality.

The topography is characterized by the predominance of wavy areas, which allow the mechanization, but also hilly areas occupy some regions. Tillage practice covers 98% of the cultivated areas of the municipality. Preservationist consciousness is very strongly present in rural areas, but also in the urban, which adopts selective garbage disposal.

COOPERVITA comprises 18 families with 29 members. Is located in the community of Vila Campos, distant 8 km of the seat of the municipality of Tapejara. Families are of Italian descendants, namely Canali, Gaiardo, Seben, Zulian, Posser, Coronetti, Sbardelotto, Manfron, Vidal and Biolo, in a total of 57 people. They occupy 12 rural establishments near each other, in an area of 171.5 hectares, of which 8 families have property title and 4 are tenants.

All installations and villas are built on an area courtesy on lending by one of the associates. Have electricity, artesian and telephone service. The cooperative, with part of the area and facilities has access via a road with cushioning of parallelepiped, which allows the transit at any time.

Families develop a wide range of collective activities such as: creation of piglets (Unit producing piglets with 245 arrays), termination of pigs, diversified orchards, basic gardens for agribusiness, experimental seed crops, production of household livelihoods, seed production for the self-sustenance, feed mill, candy and canning industry, joint marketing, group use of machinery and equipment, group credit and agro ecological production.

Some productive activities are developed individually, as production of corn, soybeans, wheat, barley, beans, fruits, milk and pig

termination. These activities and the production do not pass through planning and apportionment of the cooperative. Families are all Catholic and with active participation in religious acts of the Community (celebrations, masses and holidays). Have an elementary school with nucleation which congregates students of 10 localities of the municipality. All school-age children are enrolled and attending school regularly. The group has also students attending junior and high school, as well as university. There is the involvement of men and women in the productive process. While the men work in their own or in the collective farming and in the creation of pigs, women work in the processing industry of candy and canned or in the garden.

The experiment started in August 1991 and involved the process of organization of 18 families with 29 members of the community of Vila Campos. The group was formed to develop new productive activities that resulted in add-on and improving household income. Encouraged and guided by EMATER/RS-ASCAR, with support from the municipal secretariat of Agriculture, farmers have developed collective production activities in agribusiness, pig production, sustainability and ecological production and produced the following results: creation of COOPERVITA (cooperative farming Land and life), creation of an agribusiness and deployment of a condominium of pigs, joint production of ecological subsistence foods, construction of a residential nucleus, organization of families, employment, income and diversification of productive activities.

3.4 - Association of Residents of Cerro da Jaguatirica - 2nd District of Manoel Viana:

Also the municipality of Manoel Viana, located on the western boundary of the State of Rio Grande do Sul, has agriculture as its main economic activity. According to data from the State Secretariat, in 2002, 83.39% of the value added of the municipality was from livestock and crop production. Another peculiarity of the municipality is that of total 1412 rural properties, 1314, i.e. 93.06% have up to 300 ha, 8.57 tax modules. According to data of IBGE (2000), Manoel Viana has 6995 inhabitants; 1725 of these were in rural areas.

In 2002, Emater/RS-Ascar, along with the Municipal Council of Agriculture and Livestock (COMAP) and partner organizations, held in the municipality a diagnosis, which was disclosed in a document entitled Interpreting Landscapes. From this work it was possible to conclude that the municipality is divided into six regions, according to their social, environmental and economic aspects.

Among the existing locales within Manoel Viana stand out the Rincão dos Saldanhas, Rincão do Tabuleiro and Paredão, with undulating relief with presence of small hills, sandy soil, areas in process, presence of sandinization, outcrop of rocks and erosion. These are areas of family farming with cattle herd and small herds of sheep. The plantations are livelihoods, including maize, potato and cassava. Most are small properties with an average area of 50 ha, some with access to electricity and that count in terms of workforce with 3 persons per family. The roads without paving are not well maintained. An area has school transport and public transportation with easier access; another area is devoid of them. Producers of localities cited formed the Association of Residents of Cerro da Jaguatirica.

The Association of Residents of Cerro da Jaguatirica is 25 km from the seat of the municipality, in the 2nd District of Manoel Viana. The properties that make up the Association of Residents of Cerro da Jaguatirica have from 12 to 100 ha and have in cattle their main source of income, characterized by extensive system. Agriculture practiced is basically to the family livelihood, the cultivation of maize, cassava, sweet potatoes, beans, watermelon, sugar cane, small household gardens and orchards. The labor used is the family, being the exchange of services between the neighbours very common. The existing beef herd is characterized by animals with crosses of zebu, being common each producer to have on his property several categories of animals. The activity is seen as a financial reserve and is not intended for sale of a product as calf, cow fat, etc. 30 families participate of the Association, and mostly have some degree of kinship. The Association has a Board of Directors, elected every two years, which aims to organize the work carried out within the community, and represent it in different situations.

All activities were carried out in partnership with the Municipal Office of Emater/RS-Ascar of Manoel Viana continuously, permanently and organized. According to producers who took part or that are part of the Association, it originated from the need for electric light in the community and from this need multiple results were obtained, including improvement of productive activities related to the matrix, i.e. the cutting cattle.

From the testimony of rural producers, figures which could be collected about what life was like before the foundation of the Association, were as follows: the main economic activity was the production of cattle and agriculture destined for family consumption. Working with the Earth was made with animal traction (small areas were mechanized) through agricultural patrols. Did trade in services and sold workforce, the thinking in the development of these activities was individualized

and did not rely any type of technical assistance. People had good relationship, visited frequently, however, did not have contact with other organizations. Before the emancipation of the municipality of Manoel Viana, the relationship with the public authorities was only every four years in the election petition. The community had many difficulties, their residences was little comfortable, they didn't know to work as a group and, for them, apparently, the biggest problem was the lack of electricity.

The results obtained by the families was lonely and they were land purchase, increase in the number of animals and some equipment. Had more time to rest and to meetings with friends and frequented dances and rodeos frequently. Families pointed as a negative factor the isolation of the outer world in which they lived, the difficulty of access to study and work, losses in livestock and agriculture and little bargaining power with the Government, but positively weighed the union in the community, linked by kinship and/or bonds of long-term coexistence, and willingness to work with little or no resources.

The work reports the experiences as organized group of the Association of the Inhabitants of Cerro da Jaguatirica, of the municipality of Manoel Viana. The Association is constituted by family ranchers, who have in the production of cattle the source of family income. Since the founding of the Association, many difficulties were faced by the producers and the results obtained, such as access to electric power, the representativeness in the Municipal Council of Agriculture and Livestock and the partnership with the Brazilian Association of Hereford and Braford Breeders. The results of the work done in an associated way were evaluated as increase in family relationship, as well as the quality of life of people. They have also obtained the recognition of the Association by public organs and institutions, partnership with the Brazilian Association of Breeders of Hereford and Braford and genetic improvement of livestock producers.

#### **4. CONCLUSION**

Throughout this article, it could be noticed that anticipate, plan, cooperate, seek development, the pursuit of efficiency, profit and well-being are characteristics common to governance and territorial intelligence and they are intrinsically related. The issues of legality, transparency, sustainability and the common good present specific situations and difficulties that need to be evaluated and considered carefully for representing points of leverage in order to provide the definition

of measures to promote their continuous improvement.

Also the Government of the State of Rio Grande do Sul is concerned about the development of public policies based on society involvement through referendum, which is nothing more than a manifestation of the will of the electorate, via voting on plebiscite or referendum (DINIZ, 1998), it is an action that can involve thousands or even millions of people. This action seeks to transform the State, so that its resources are enhanced and directed to solving people's problems. It seeks to rescue the idea of collective project, the ability of embracing thought, of long-term, strategic and wich exceeds the electoral calendar. Thus, nothing more logical than using the popular consultation as a tool to support governance and territorial intelligence.

A model that proposes to carry out actions is to increase the strength of popular consultation, several working empowering points, as described below:

- Identify the weaknesses and the strengths of the actions of public policies, economic infrastructure in general, urban equipments, social and environmental services in a sustainable and participative way.
- Identify new alternatives for the actions of public policies.
- Organize a technical-scientific networking and informational actions and possible outcomes of public policies.
- Establish a network of contact and dialogue between the Managerial Group, representatives of Government Departments and Agencies and organizations such as, for example, the Regional Development Councils (COREDES), Federation of Municipalities (FAMURS), rural extension (EMATER/RS-ASCAR), unions, among others.

For things to occur as planned, it is necessary organization, and as is previewed in the issue of governance, there must be cooperation among organized civil society and politics; with lawfulness therefore with institutional arrangements that allow coordinate and regulate the defined transactions. Thus, participation, information, transparency and good management of all this complements the governance issue, as proposed in Figure number 3.

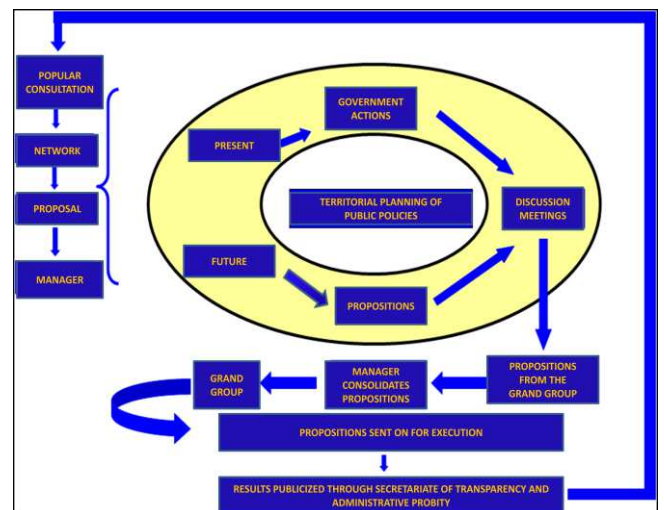


Figure 3: Additional possibilities of territorial planning of public policies and governance for the State of Rio Grande do Sul. Author's Proposition

Thus, what one can think as an appropriate model and its logical structure could be:

- A Managerial Group to coordinate the actions of Territorial Planning of public policies.
- Developing an agenda for the planning of public policies, with two agendas for each chief, deputy chief secretary, coordinator, and directors of departments and State agencies. The agenda is delivered to the Managerial Group with the place, date and the estimation of public.
- Preparation of meetings (or events):
  - Present - Government Actions
  - Future - Proposals and Actions
- Discussion of proposals every 15 days with the Managerial Group and representatives of Departments and Agencies.
- Publish the results through the Secretariat of Administrative Transparency and Probity.
- The results feedback the initial network in conjunction with the referendum.

At the end what is searched are models of development and what is evident is the need to make an allocation of scarce resources as appropriately and fairly as possible. To this end it is necessary that both the Government and civil society cooperate and act in an organized way in order to avoid wasting.



The issues that pop up and should be more deeply researched in order to present consistent responses have to do with the development models, after all, what results the templates used until the present day have generated? How the environment has been affected? What can be done to change? The system presents a new model that is sustainable? What is this sustainability?

The initial events present auspicious signs that this open and participative model is a possible response to the existing worn model, for the return to society, the development of new forms of production, what allows a closer interaction and accompanying by the society of all aspects of legality, transparency, quality, health, environment respect and so on.

One realizes that there is still the need for full interaction between the parts and this only increases the complexity of the system. Therefore, it is necessary to continue searching, reporting, and comparing.

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