



## Production practices and public policies for local development in Vale do Ribeira-SP

### *Productive practices and public policies of local development in the Ribeira Valley-SP*

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#### SUMMARY

In this work, a study was carried out on productive practices and public policies for local development in Vale do Ribeira, SP. The general objective is to describe and discuss productive practices and public policies for regional development in Vale do Ribeira-SP. The specific objectives: conceptualize public policies; promote reflection on public policies in productive practices; address the evaluation of public policies in Vale do Ribeira. As a methodology, a bibliographical research was used. For a better understanding of the topic discussed here, this study was divided into three chapters, introduction, theoretical framework and at the end the conclusions are presented.

**Key words:** Public policy. Productive practices. Vale do Ribeira -SP.

#### ABSTRACT

In this work, a study was carried out on the productive practices and public policies of regional development of vale do Ribeira, SP. The general objective is to describe and discuss the productive practices and public policies of regional development in the Ribeira-SP Valley. The specific objectives: conceptualize public policies; promote reflection on public policies in productive practices; to address the evaluation of public policies in the Ribeira Valley. Bibliographic research was used as a methodology. For a better understanding of the theme treated here, this study was divided into three chapters, introduction, theoretical framework and at the end the conclusions are presented.

**Keywords:** Public policies. Productive practices. Ribeira Valley -SP.

#### 1. INTRODUCTION

In this work, a study was carried out on productive practices and public policies for regional development in Vale do Ribeira, SP. It is believed that the evaluation of public policies is of great importance, considering that from it you can obtain support for decision-making, making the necessary improvements and correcting the flaws so that the results are constantly improved.

The Ribeira Valley is located in the southern region of the state of São Paulo and contains the largest remaining continuous Atlantic Forest in Brazil. It has around 2.1 million hectares of forests, highlighting its importance when it comes to environmental conservation.

It is included in the Mosaic of Jacupiranga Conservation Units (MOJAC). In total, there are 38 conservation units that range from sustainable use to full protection, in addition to 664 quilombola territories and 105 indigenous lands (BERNINI, 2019).

Local development is an endogenous process that favors economic development and consequently an improvement in the quality of life of small territorial units and human groups, therefore, the investment in the social aspect is certainly a guarantee of greater economic development (BUARQUE, 2008).

The local development and economic dynamics of the region under study is predominantly rural, in which the Gross Agricultural Value Added in the link between Vale do Ribeira Paraná and São Paulo are 20% and 22%, in that order, compared to the composition of 10% and 2% of its States (KULISKY, et. al, 2019).

The research was guided by the following question: How can public local development policies be applied to production practices in Vale do Ribeira-SP?

The general objective is to describe and discuss productive practices and public development policies



region in Vale do Ribeira-SP. The specific objectives: conceptualize public policies; promote reflection on public policies in productive practices; address the evaluation of public policies in Vale do Ribeira.

As a methodology, a bibliographical research was used, searching books, magazines and websites specializing in the subject for the theoretical basis necessary for the study. Official websites and legislation were also consulted to obtain necessary theoretical and doctrinal resources.

For a better understanding of the topic discussed here, this study was divided into three chapters, introduction, reference, theoretical framework and at the end the conclusions are exposed.

## 2 THEORETICAL FRAMEWORK

### 2.1 A REFLECTION ON PUBLIC POLICIES

Souza's (2006) article "Public Policies: a literature review" helps to understand the concept of public policies and the relationship between them and the daily lives of each citizen.

Souza (2006, p. 3) explains that public policy is seen in three ways, initially as a balance in the budget between expenditure and wealth, then as a new vision of the state where it becomes a policy restricted to spending, and finally is the relationship between developed countries and developing countries.

However, in the latter case, it is worth highlighting that developing countries, mainly in Latin America, are unable to manage their public resources in a positive way, considering the assets in service of the population.

Public policies had four main founders: Laswell (1936), with the introduction of the expression policy analysis, with the aim of reconciling scientific and academic knowledge with the empirical production of governments;

Simon (1957) introduced the concept of limited rationality of public decisions; Lindblom (1959; 1979), questioned Laswell and Simon's emphasis on rationalism, and proposed the incorporation of other variables into the formulation and analysis of public policies.

In essence, public policies are related to the State, as it defines how resources will be used for the benefit of the citizen, how the money will be collected in the form of taxes and how its investment will be made, and finally it provides accountability. of the money spent on behalf of society.

According to Peters (1986), public policy is the sum of government activities, which act directly or through delegation, and which influence the lives of citizens.

In this context, public policy can be understood as a tool that evaluates actions, targeting citizens who pay their taxes and are interested in knowing how their money is being invested, that is, thinking about public policies is thinking about citizen participation. .

Currently, one of the main characteristics of society is social differentiation, as its members have different values, interests, ideas, as well as performing different functions throughout their lives.

With all these differences, the emergence of conflicts of opinion or interests becomes inevitable, but it is of paramount importance for the survival of the society that these divergences are handled within administrative limits. Souza explains that:

Definitions of public policies, even minimalist ones, guide our gaze to the locus where conflicts around interests, preferences and ideas develop, that is, governments. Despite opting for different approaches, public policy definitions generally assume a holistic view of the topic, a perspective that the whole is more important than the sum of its parts and that individuals, institutions, interactions, ideology and interests count, even though there are differences on the relative importance of these factors. (SOUSA, 2006, p. 6)

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In this way, public policies comprise the set of decisions and actions that involve more than one decision, requiring different strategically chosen actions to implement the decisions made.

The article provides an approach showing the role that governments play in defining and implementing of public policies.

There is a certain autonomy given to the State for some capabilities and these, in turn, generate conditions for implementation of public policy objectives, and all of these depend on many factors and the historical moments of each country (SOUSA, 2006).

Public policies are gaining more and more space in society's conversations and discussions, they can be social, those related to health, housing, education, they can be macroeconomic, related to industry, inspection, exchange, and others such as the scientific area, cultural and agricultural.

In the case of agricultural policy, it is complex to conceptualize it, therefore, it is a broad expression that involves agricultural policy, land policy and agrarian reform, constituting a way of establishing good distribution, good use and good exploitation of land to grant necessary resources and instruments, with the aim of organizing production, marketing, productivity, environmental preservation, socioeconomic development of rural areas and the well-being of society.

According to Buainaim (2003, p. 45):

In relation to agrarian policies, it should only be emphasized that the transformation of the land structure must be a strategic objective towards which a broad set of public sector actions and interventions must converge, through a set of instruments of varying scope and maturity. It is necessary to reform the traditional agrarian reform policy through the expropriation of unproductive lands and settlement of families under the coordination of INCRA; However, it is necessary to recognize that these agrarian reform actions have a limited scope, either due to the cost of acquiring land or due to the need to mobilize human and organizational resources, etc., far above what the public sector has and/or may become available.

Within public policies, there are typologies developed for a better understanding of government attitudes that had repercussions in the daily lives of citizens. Souza (2006) explains in his article which are the main models developed.

The first typology developed by Lowi (1964; 1972) said that "each type of public policy will find different forms of support and rejection and even that the disputes surrounding its decision pass through different areas". (SOUZA, 2006).

According to Souza (2006), government resources come from marginal and incremental decisions that disregard political changes or substantive changes in public programs.

In this context, it can be said that the government's decisions are not sustainable. This is the typology of incrementalism. The public policy cycle sees it as a process consisting of the following stages: defining the agenda, identifying alternatives, evaluating options, selecting options, implementation and evaluation. (SOUZA, 2006)

The model *garbage can* trash can suggests that there are many problems for few solutions and consider that the alternatives are in the trash can.

The defense coalition model contradicts the garbage can model, as it argues that "the beliefs, values and ideas are important dimensions of the public policy formulation process, they are generally ignored by previous models". This model understands that the public policy cycle has little explanatory power (SOUZA, 2006).

Social arenas are initiatives by political entrepreneurs that generally constitute social networks, because as Souza (2006) explains, for a circumstance or event to become a problem, it is necessary for people to convince yourself that something needs to be done. He also states that "the strength of this model lies in the possibility of research of the patterns of relationships between individuals and groups".

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The interrupted equilibrium model emerged from notions of biology and computing, according to Souza (2006) this model says that "public policy is characterized by long periods of stability, interrupted by periods of instability that generate changes in previous policies .

The main objective of any public policy is efficiency, which according to Souza (2006) is combined with the importance of the credibility factor and the delegation of public policies to institutions with political "independence".

## 2.2 PUBLIC POLICIES FOR LOCAL DEVELOPMENT IN THE RIBEIRA VALEY

With the territorial approach widespread in Brazil, and movements aimed at family farming, the regulation of differentiated policies for rural areas was consolidated.

In the 1990s, there was a resumption of the elaboration of participatory development plans, among them, the Program for Strengthening the Vocations of the Communities of Vale do Ribeira, the focus of our study, - Rural Agenda, prepared in 2001, making the policy local social policy converges with territorial policies (GONÇALVES; BACCARIN, 2018).

Between São Paulo and Curitiba, Vale do Ribeira is an important continuous area of Atlantic forest with the presence of quilombola communities, however the absence of effective development policies favors the existence of poverty and lack of access to the basic needs of the local population ( PRADO, 2019).

More than half of its territory is legally protected by the Integrated Mosaic of Conservation Units - UC, which form a protective cordon, among the units, there are the Alto Ribeira State Park (Petar), Jacupiranga State Park and the Juréia-Itatins Ecological Station. There are 470,000ha, spread across 31 municipalities, 7 in Paraná and 23 in São Paulo (KULISKY, et. al, 2019).

It is considered that the policy of the UCs in the Valley, although it contributes to the preservation of natural heritage, is not in accordance with the conditions developed, making it difficult to achieve one of the main purposes of creating UCs, which is socio-environmental development (COSTA, et al. .al, 2014).

Furthermore, the construction of these mosaics reflects a tension that surrounds the nature of capitalism, which indicates a constant struggle to define how and for whom nature is produced in society.

Regarding quilombolas, it is mentioned that the concept of quilombo crosses time and designates the territories where black Africans were organized who, brought with Portuguese colonization, rebelled against the situation of slaves (BRASIL, 2005).

Today they are territories of sociopolitical and cultural resistance, with their own trajectory, endowed with specific territorial relations, with a presumption of black ancestry, related to the fight against historical oppression suffered, they self-determine black quilombo communities, given the customs, traditions and specific social, cultural and economic conditions that distinguish them from other sectors of the national community (Teixeira, 2016).

YouQuilombolas from Vale do Ribeira are descendants of former slaves taken to the place in the 17th century to work in mining. Most communities are located in rural areas that are difficult to access, many still without electricity, treated water or access to basic public policies such as education, health, transportation, making the survival of these populations more difficult due to the lack of access to public actions by governments.

Furthermore, with agricultural exploration being the prominent economic activity in the region, most of the survival of quilombola communities is derived from these activities.

Many farmers had the same family origin as the quilombolas in the region, and appropriated the land by purchasing plots from other farmers. In this way, the territorial conflict between environmental policies and the resistance of small farmers demonstrates power relations fighting for the same space (ALMEIDA, 2007).

The creation of the Mosaic of Jacupiranga Conservation Units originated with Bill No. 638/2007, which was approved by the Legislative Assembly in December 2007 and sanctioned by the State governor on February 21, 2008 (BIM, 2012), being Law 12,810 was enacted, which implemented the recategorization of the PEJ into Mosaic of Jacupiranga Conservation Units (MOJAC).

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In 2007, Federal Decree no. 6,040, which establishes the National Policy on Traditional Peoples and Communities to promote the sustainable development of traditional peoples and communities that contributed to the construction of new relationships in Mosaico UCs. These are the people of the Mosaic, who represent the cultural diversity of the territory.

In general, public development policies are confused with economic growth, however, it goes further, bringing an interdisciplinary approach to developing projects that bring benefits to the location, combining the environment, positive social impact and identification of improvements (SILVA JR, 2016).

In 2003, the National Program for the Sustainable Development of Rural Territories (Pronat) was implemented with a view to participatory consultation on a rural development strategy, based on the policy's territorial framework (PRADO, 2019).

In Vale do Ribeira, it is essential that there is an exchange of information, educational actions to raise awareness of the productive practices of family farming and the existence of public policies that strengthen it (GONÇALVES; BAC-CARIN, 2018).

In the same year, the territorial policy of Vale do Ribeira gained an intersectoral character, becoming part of the Ministry of Social Development and Combating Hunger (MDS) with actions aimed at the Food Security and Local Development Consortium of Vale do Ribeira (Consad/VR) (GONÇALVES; BACCARIN, 2018).

Most of the time, territories are the result of the spatial implementation of public policies and this process can cause the emptying of spaces for participation, resulting in more spending on resources and loss of efficiency of implemented actions, including collegiate bodies and rural forums, APLs, CONSADs, among others created by state governments.

In Vale do Ribeira, only one committee was created responsible for operationalizing the MDS Consad and MMA Agenda 21, advancing the resumption of regional planning (DELGADO, et. al, 2007).

In this collegiate, family farming receives a prominent role since half of the seats are assigned to this category, although relevant sectors such as business and poorer segments of family farming are absent (GONÇALVES; BACCARIN, 2018).

It is important to highlight that family farming, as a promoter of healthy eating, fulfills its role as it is part of the supply process, as in the case of bananas and hearts of palm in school meals in Vale do Ribeira. It is noteworthy that among the typical crops in Vale do Ribeira, bananas are on a larger scale, followed by hearts of palm and cassava (SILVA JR, 2016).

In this way, public policies for incentives for family farming must meet the necessities of farmers, seeking to overcome barriers such as difficulties in obtaining financial credit, poor communication, support for property development and cooperatives, among others.

Its adoption is a demonstration that the public authorities are exercising their function, requiring the involvement of several social actors so that the actions can be effective.

Thus, the main objective of public policies is to promote results on issues that involve the public interest and must therefore be transparent and elaborated in public spaces (KULISKY, et. al, 2019).

It is noted that the territory becomes the conquest of a fraction of space, which is constructed from the movement of subjects. social actors and carry different experiences and development, as a guarantee of social justice and political emancipation of social actors involved in planning, permeates the assumption of respect for the multidimensionality of knowledge (DELGADO, et. al, 2007).

To define local development, it is essential that the social and geographic distribution is correctly done, but this is not always what happens, however, it is a path of decentralizing social development (PRADO, 2019).

The development of a region's productivity depends on the accumulation of capital and the incorporation of technical advances in cultivation, which, in turn, depend on the quality of the institutions that each national society is following (KULISKY, et. al, 2019).

For Perroux, development emerges with disparate acuties and at growth poles, colonizing in the same way, in different ways and providing variable results.

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Perroux, with his theory, bases the greatest perspective of development on industrial hubs, such as regions around an urban center and especially close to sources of raw materials (KULISKY, et. al, 2019).

In the case of Vale do Ribeira, there is a delay in recognizing and titling land processes, in addition, the privatization of parks brought fear of conflicts, given the process of disorderly and irregular occupation in the Valley by farmers, with the support of policies government incentives (PRADO, 2019).

The region has land disputes that hinder local communities, favor deforestation and

irregular land occupation, inefficiency in economic development for the region, implementation of public policies, among others (PRADO, 2019).

Historically, the value of family farming has always been denied, where Silva et al (2013) state that, the ways of the field, has been facing obstacles for a long time to remain active in their spaces, either due to the lack of policies for the family field, or due to the lack of recognition of their potential, thus triggering a devaluation of their struggles and dynamics, which consequently comes linked to the educational models implemented in these spaces, which deny the culture and identity of these subjects, increasingly contributing to the increase in this problem.

### 2.3 EVALUATION OF PUBLIC POLICIES

The term evaluation can be considered as elastic, as it can be used in the most different areas of knowledge, as can be seen in the definition by Aguilar et al, (2008, p. 17-18):

If we consider the term evaluation in its broadest sense, we come across definitions such as that of the Royal Spanish Academy: to evaluate is “to indicate the value of a thing”. And if we take the generic definition of one of the main authors in the field of evaluative research – Scriven – we see that, for him, evaluating is a “process by which we estimate the merit or value of something”. So, then –and alwaysAs a first approximation – we can say that evaluating is a way of estimating, appreciating, calculating. In a broad sense, the word evaluation refers to the term value and presupposes a judgment about something. In other words, evaluation is a process that consists of making a value judgment. It is, therefore, a judgment that involves an evaluation or estimation of “something” (object, situation or process), according to certain value criteria with which the judgment is made.

In this way, evaluation is a way of making a value judgment about a certain object, in the case highlighted here, public health policies.

The concept of social control is quite broad, however, it can be said, based on Cruz Silva (2011), that it has as a function of guaranteeing the explicit and implicit principles of the 1988 Federal Constitution, such as: legality, morality, public purpose, motivation, impersonality and publicity, as well as efficiency.

Therefore, carrying out social control is essential to ensure that such actions be made in accordance with such principles, in fact coming to reach success. It should be noted that the population is responsible for carrying out social control, as highlighted by the Federal Government:

Social control can be carried out individually, by any citizen, or by a group of people. Public policy management councils are effective channels of participation, which allow the establishment of a society in which citizenship is no longer just a right, but a reality. The importance of councils lies in their role in strengthening the democratic participation of the population in the formulation and implementation of public policies. The councils are public spaces with a plural and equal composition between the State and civil society, of a deliberative and consultative nature, whose function is to formulate and control the execution of sectoral public policies. Councils are the main channel for popular participation found in the three levels of government (Federal, State and Municipal). (BRAZIL, 2013).

Thus, social control must be exercised jointly, and is also the responsibility of each citizen, who can demand that their representatives correctly carry out the implemented actions.

There is, therefore, a connection between social control and citizen participation, which can interfere in public management and decision-making, in order to demand and guide the adoption of measures that will actually meet the needs of the public.

6 public interest, and may require the public manager to be accountable for all his actions.

(TRANSPARENCY PORTAL, 2012).

Conceptualizing social control, Correia (2003, p. 85) states that “it is the action of organized sectors of society in the management of public policies, in order to control them so that they increasingly meet social demands and the interests of all classes”.

It is worth highlighting that social control consists of a citizen's right acquired through the Federal Constitution of 1988, which provides for citizen participation both in the formulation of public programs and policies, and

in monitoring how public resources have been applied, being able to closely monitor all the actions of its representatives.

In this way, the evaluation of public policies is a means of carrying out social control, with the results being able to data from this assessment be used to improve the policies implemented.

## FINAL CONSIDERATIONS

After this study it was possible to have an idea about the importance of public local development policies to support production practices in Vale do Ribeira.

It is possible to state that the application of public policies requires constant monitoring of their results, so that their performance is evaluated, so that necessary adjustments and corrections can be made.

Regarding the policies in Vale do Ribeira, it was possible to observe that they cooperated to strengthen the movements of family farmers and mobilize organized civil society.

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