

THEMATIC ARTICLE

Forecasting of relationship between university extension and social participation in social and solidarity economy: the case of the Rural Territory Collegiate of Ilha Grande Bay (RJ)

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Abstract

The relationship between social and solidarity economy (SSE) and social management (SM) in the case of the Rural Territorial Collegiate of Ilha Grande Bay/RJ (IGB Collegiate) covers teaching, research, and extension activities. The research question is “What is the influence of SM in breaking the cycles of “insertion and dismantling” of public policies of SSE?”. The objective is to analyze the scalability of the SSE in the context of the IGB Collegiate, with intermediate objectives: to establish references to think about the theoretical categories of the SM and to qualify a field of relations between SSE and SM. The hypothesis is the possibility of building a pact for water sustainability, with a counterpart in payments for environmental services (PES), configuring social currency. The theoretical-methodological axis discusses the theoretical categories of SM, the field of power and relational analysis. The methodology used participatory field research with prospective tools. The procedures consist of a retrospective of the legal framework of environmental policies and the influence of social movements on Territorial Development policies. The analysis of the results includes four sessions: Key variables of collegiate management at IGB since the dismantling of the policies of the Ministry of Agrarian Development (2000-2016); Relations between traditional communities and university extension organizations; Scenarios of the pact for the sustainability of the territory with reference to the SDGs and verification in practice of the categories of SM. The answer to the research question is configured in the paradigm of SM in PES.

Keywords: Social and solidarity economy. Social management. Social participation. University extension.

Forecasting of relationship between university extension and social participation in social and solidarity economy: the case of the Rural Territory Collegiate of Ilha Grande Bay (RJ)

Resumo

A relação entre economia social e solidária (ESS) e gestão social (GS) no caso do colegiado territorial rural da baía da Ilha Grande (Colegiado BIG) abrange atividades de ensino, pesquisa e extensão. A questão de pesquisa é a influência da GS na ruptura dos ciclos de “inserção e desmantelamento” das políticas públicas de ESS (Silva, 2021). O objetivo é analisar a escalabilidade da ESS no contexto do Colegiado BIG, tendo como objetivos intermediários estabelecer referências para pensar as categorias teóricas da GS e qualificar um campo de relações entre ESS e GS. A hipótese é construir um pacto pela sustentabilidade do território baseado na disponibilidade de água, com contrapartida em pagamentos por serviços ambientais (PSA), configurando uma moeda social. O eixo teórico-metodológico é a discussão das categorias teóricas da GS, do campo do poder e da análise relacional. A metodologia foi a utilização da pesquisa de campo participativa, com as ferramentas da prospectiva. Os procedimentos metodológicos consistem em retrospectiva do marco legal das políticas ambiental e da influência dos movimentos sociais nas políticas de desenvolvimento territorial. A análise dos resultados comporta 4 sessões: variáveis-chave da gestão colegiada na BIG desde o desmantelamento das políticas do Ministério do Desenvolvimento Agrário (2000-2016); relações entre comunidades tradicionais e organizações de extensão universitária; cenários do pacto pela sustentabilidade do território com referência nos ODS; verificação na prática das categorias da GS. A resposta à questão de pesquisa está configurada no paradigma da gestão social em pagamentos por serviços ambientais.

Palavras-chave: Economia social e solidária. Gestão social. Participação social. Extensão universitária.

Devenir de la relación entre vinculación universitaria y participación social en la economía social y solidaria, caso del colegiado territorial rural de Baía da Ilha Grande, RJ

Resumen

La relación entre economía social y solidaria (ESS) y gestión social (GS) en el caso del Colegiado Territorial Rural de Baía da Ilha Grande, RJ (Colegiado BIG) abarca actividades de enseñanza, investigación y extensión. La pregunta de investigación es la influencia de la GS en la ruptura de los ciclos de “inserción y desmantelamiento” de las políticas públicas de la ESS (Silva, 2021). El objetivo es analizar la escalabilidad de la ESS en el contexto del Colegiado BIG, teniendo como objetivos intermedios: establecer referencias para pensar las categorías teóricas de la GS y cualificar un campo de relaciones entre ESS y GS. La hipótesis es la posibilidad de construir un pacto por la sostenibilidad del territorio basado en la disponibilidad de agua, con una contrapartida en pagos por servicios ambientales (PSA), configurando la moneda social. El eje teórico-metodológico es la discusión de las categorías teóricas de la GS, del campo del poder y del análisis relacional. La metodología utilizada fue la investigación de campo participativa, con las herramientas de la prospectiva. Los procedimientos metodológicos consisten en una retrospectiva del marco legal de las políticas ambientales y la influencia de los movimientos sociales en las políticas de desarrollo territorial. El análisis de los resultados incluye cuatro sesiones: variables clave de la gestión colegiada en BIG desde el desmantelamiento de las políticas del Ministerio de Desarrollo Agrario (2000-2016); relaciones entre las comunidades tradicionales y las organizaciones de extensión universitaria; escenarios del pacto por la sostenibilidad del territorio con referencia a los ODS y verificación en la práctica de las categorías de la gestión social. La respuesta a la pregunta de investigación se configura en el paradigma de la GS en pagos por servicios ambientales.

Palabras clave: Economía social y solidaria. Gestión social. Participación social. Vinculación universitaria.

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INTRODUCTION

Federal Rural University of Rio de Janeiro's (UFRRJ) decision to continue graduate extension activities in the rural territorial collegiate of Ilha Grande Bay (BIG Collegiate), after the dismantling of the territories' policy of the Ministry of Agrarian Development (2000-2016), is a case of breakdown in the cycle of "insertion and dismantling" of the social and solidarity economy, as observed by Silva (2021). Another rupture occurred during the COVID-19 pandemic, when social networks changed the relationship of university extension between the Teaching, Research, and Extension Program in Territorial Development and Public Policies (PEPEDT) and the members of BIG Collegiate.

The research question is the potential influence of social management (SM) on breaking the cycles of "insertion and dismantling" of social and solidarity economy (SSE) public policies (Silva, 2021). This article analyses the scalability of SSE in the context of the BIG Collegiate, with the intermediate goals of establishing references for thinking about theoretical categories of SM and qualifying a field of relations between SSE and SM. The hypothesis is to build a pact for the sustainability of the territory based on water availability, with a counterpart in payments for environmental services (PES), setting a social currency. The research field is delimited by the performance process of university extension at the BIG Collegiate, which covers 6 cities in the south coast of the state of Rio de Janeiro. The collegiate body includes social organizations, municipal agents, advisors from environmental management systems, and university extension workers. This was participatory post-doctoral research carried out between the end of 2019 and the beginning of 2023.

The theoretical approach and methodological procedures enable building a grid for analysing the relationships between SSE agents and the theoretical categories of SM, to configure the field of power and establish the parameters of SSE scalability. The chosen methodology was participatory field research. We used foresight tools, based on Boolean algebra, to define the key variables of the future of the BIG Collegiate, the relationships between extension organizations and traditional communities, the scenarios for agreeing on the territory's sustainability, and the displacement over time in level of influence of these parameters. From this perspective, a selection of research references showed long-term retrospectives, in order to deepen the discussion of concepts such as minimum income, emancipation, interest rightly understood, critical analysis, and value.

The analysis followed the framework of social management, the reference subject of PEPEDT. The observations came from the meetings of BIG Collegiate since December 2019, and from other online activities that started during the pandemic, such as "chats with the collegiate" (Maury, 2022) and workshops. In the first stage, we identified the key variables of collegiate management since the dismantling of the territories' policy of the Ministry of Agrarian Development (2000-2016), which led to the goal of building a "pact for BIG's sustainability", with reference to an SDG matrix.

In the second stage, discussions included relations between traditional communities and university extension organizations, which resulted in several publications by the extension team.

In the third stage, we built the pact as a territorial observatory (TO) of the collegiate, involving social and university observers, regarding micro-river basins. We built scenarios of the pact for the sustainability of the territory, with reference to the United Nations Sustainable Development Goals (SDG). The results have contributed to dissertations and theses.

In the fourth stage, we began checking the theoretical categories of SM in practice, establishing the relationship between university extension and social participation, from the perspective of SSE scalability in river basins, considering the influence of the recognition by the United Nations Educational, Scientific and Cultural Organization (Unesco, 2019) of part of the area as a natural and cultural heritage of humanity – that is, the 'caíçaras', indigenous, and 'quilombolas' communities –, as well as the various conservation units.

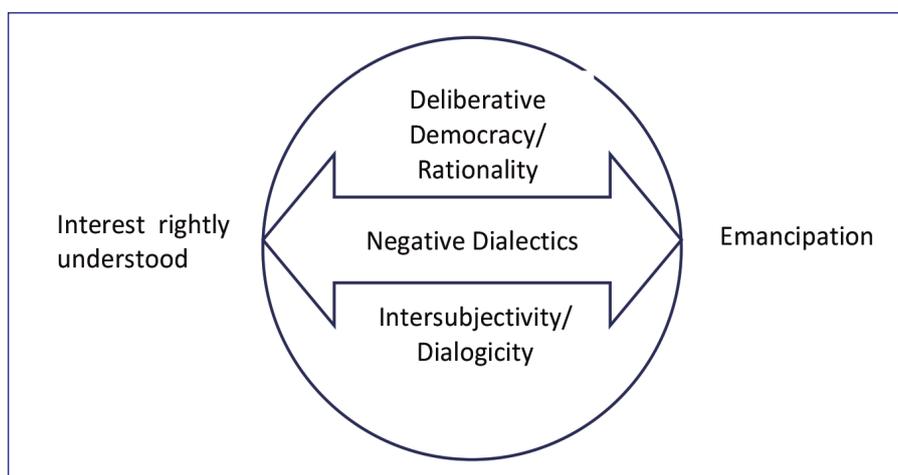
THEORETICAL AND METHODOLOGICAL ASPECTS

Social Management, a reference of university extension at the BIG Collegiate, is a genuinely Brazilian discipline, organized as a national network of researchers in social management (RGS) which began to form in the 1990s and is progressively expanding into a Latin American Network of Social Management (RELAS). It consists of “collective decision-making, without coercion, based on the intelligibility of language, on dialogicity, and on clarified understanding as a process, transparency as an assumption, and emancipation as the ultimate goal” (Cançado et al., 2022, p. 135).

In Figure 1, these authors outline the theoretical categories of SM in a relational paradigm mediated by the negative dialectics between the interest rightly understood (IRU) and emancipation, which in turn influences the historical context of IRU. Thinking is, in itself, before any particular content, denying, resisting what is imposed on you; thought inherited this trait from the relationship of labour with its material, with its archetype (Adorno, 2009, p. 25).

This relationship involves two other theoretical categories: intersubjectivity/dialogicity (dialogic) and deliberative democracy/rationality (collective decision).

Figure 1
Proposal for a theoretical approach to SM, based on theoretical categories and their interactions

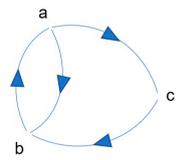


Source: Cançado et al. (2022, p. 158).

Negative dialectics, the central concept of SM, is applicable to the concepts themselves (Nobre, 1998). Anticipation, a discipline classified on the Lattes platform as part of political science, in the large area of human sciences, seeks to qualify and quantify this becoming as the process by which change takes place, not a future configuration of reality. Social participation brings expectations as a dimension of becoming. The theoretical-conceptual axis is the relational analysis in Bourdieu’s sociology (2014), the concept of field of power. In that field, the relevant analysis is not the agent, but the social space where he must be located, and which gives him his competencies (Bourdieu, 2012).

The concept of ‘field of power’ is discussed by Garcia et al. (2021), based on the level of influence of the relations between social participation, accountability, and transparency, and the evolution of that influence over time. The results stem from the properties of matrix multiplication (Boole, 2009) (Box 1), and were interpreted by using graphs obtained through the use of foresight tools (Godet & Durance, 2011).

Box 1
Properties of matrix multiplication



	a	b	c
a	0	1	1
b	1	0	0
c	0	1	0

Looking at the graph on the left, the arrows indicate the direct influence of “a” on “b”, of “b” on “a”, of “a” on “c” and of “c” on “a”. These influences are recorded in a matrix: multiplication shows the indirect influences, as is the case of “c” on “a” through “b”, as well as of “a” on itself through “c” and “b”.

Source: Adapted from Godet and Durance (2011).

The methodology’s simplicity and transparency contribute to SM in practice. Box 2 shows the specifics of each tool/application and its respective utility.

Box 2
Foresight Toolbox

Function > Tools	Purposes
Structural Analysis > Micmac program	To identify key variables
Actors’ Analysis > Mactor program	To classify convergences and divergences
Morphological Analysis > Morphol program	To establish possibilities and preferences
Multicriteria Analysis > Multipol program	To evaluate combinations and resource use

Source: Elaborated by the authors based on Godet and Durance (2011).

Retrospective is a methodological procedure used to situate historically the context of rural extension (Peixoto, 2008) and environmental legislation. The emergence of key concepts in sustainable rural territorial development projects (PDTRS), promoted by the Ministry of Agrarian Development (MDA), such as agroecology, family farming, and sustainability, has taken place since the middle of the 20th century. These concepts allow identifying and differentiating the logics of production chains and territorial development.

The initial period of extension activities was between 1948 and 1974, with the creation of the national network of Associations of Rural Credit and Assistance (ACAR). The network was coordinated by the Brazilian Association of Rural Credit and Assistance (ABCAR) and became a reference in rural extension.

Within the context of political, economic, and military polarization of the Cold War, the creation of the associations was mainly due to incentives from the American International Association for Social and Economic Development (AIA), a philanthropic entity linked to the Rockefeller family, which was then very close to the US government (Peixoto, 2008, p. 18).

The emphasis on ‘rural credit’ in the name of the associations shows the process of inducing agricultural activity, which has been in force since then. Disciplines such as ‘domestic economy’ and ‘rural construction’ became part of the curricula of agronomists and veterinarians. Confessional and public agricultural colleges provided most of the technicians hired by the associations.

A second phase of agricultural extension in Brazil started formally with Law No. 6,126/1974 and its regulation by Decree No. 75,373/1975. The Law nationalized all ACAR into state-owned Technical Assistance and Rural Extension Companies (Emater). The Decree transferred the system’s national coordination to the Brazilian Company for Technical and Rural Assistance (Embrater) and rescued the whole institutional process until Embrater was finally incorporated by the Brazilian Agricultural Research Company (Embrapa) in 1990 (Peixoto, 2008).

The increasing dependence of producers integrated into production chains is also associated with the risks of the set 'rural credit-technology package'. This situation was noticed by rural workers' organizations, unions, and cooperatives. In 1972, during an interview with a rice farmers' cooperative in the São Francisco delta (Maury, 1972), members commented on limiting the use of agricultural credit to ensure the availability of subsistence products. Ten years later, in the assessments of the Integrated Rural Development Projects (PDRI) in the Northeast, the threat to food security posed by rural credit became clear to consultants from international organizations. It was only with the "coexistence with drought" projects that the reduction of social risk became a differential of family farming and its role in sustainability, especially regarding the ability to adapt to the natural environment and to climate change.

At the end of the 1970s, as a result of criticism on the lack of environmental and socio-economic sustainability of the technological standard of the modernization model, in addition to the resurgence of the environmental movement, the alternative agriculture movement began to resurface, subdivided into organic, natural, biological, and biodynamic currents. This movement faced great resistance from various sectors – both from the State and the academic and business environment – and only gained strength after the first and second Brazilian Meeting on Alternative Agriculture, held in 1981, in Curitiba, and 1984, in Petrópolis. With the end of the military regime and the advent of the New Republic, in 1985, academic debates on agroecology, agrarian reform, and the mission of public service increased (Peixoto, 2008, pp. 24-25).

Between 1970 and 1985, the rural workers' union movement was consolidated on a national scale, as well as the movement for agrarian reform, started by the Peasant Leagues, formed by the Brazilian Communist Party (PCB) as of 1945. The first state organization was the Federation of Agricultural Workers of Pernambuco (Fetrape), and the National Confederation of Agricultural Workers (Contag) was created on December 22, 1963. In that movement, women won recognition for their struggles, which they named Margaridas, in memory of the leader murdered in 1983. Law nº 4,330/1964, which regulates the right to strike, established objective conditions for this right and created a basis for lawyers to act in workers' causes.

In the 1990s, the Landless People Movement and the rural workers' union organized within Contag developed actions that legitimized politically academic studies that proposed a new category of analysis: the family farmer (Peixoto, 2008, p. 30).

During the period of MDA (2000-2016), Brazilian rural extension, especially from 2004 onwards, incorporated the environmental debate, agroecology, sustainability, and family farming into its guidelines. Also, during that period came the first attempts to measure quantitatively the family farming economy, led by the Institute for Applied Economic Research (Ipea) (Silva, 2015).

On the other hand, from the 1990s, an institutional framework was enacted, which redesigned the relationship between cities and their territory of influence, at all scales. The changes were initially established by characterizing rural areas, in the City Statute (Law No. 10,527/2001), and in a rule issued by the Brazilian Institute of Geography and Statistics (IBGE), which included in the category of urban municipalities those with a population over 20,000 inhabitants, demographic density above 80 inhabitants per square kilometer, or still with less than 15% of their Gross Domestic Product (GDP) coming from agricultural activities.

The issue of sustainability is shaped by the relationship between natural resource management and water resource management. The laws listed in Box 3 delimited a new institutional field, with its own governance (councils) and fundraising mechanisms, involving shared management with public banks or instances of the judiciary.

Box 3 Legislation on natural and water resources

- Law No. 9,433/1997, establishing the National Water Resources Policy and its management system.
- Law No. 9,984/2000, creating the National Water Agency (ANA), which later was entrusted with dam safety and then basic sanitation. In January 2019, ANA became linked to the Ministry of Regional Development (MDR) (Law No. 14,026/2020).
- Law No. 9,985/2000, regulated by Decree nº 4340, of August 22, 2002, creating the National System of Conservation Units (SNUC).
- Law No. 11,516/2007, creating the Chico Mendes Institute for Biodiversity Conservation (ICMBio).
- Law No. 12,651/2012, known as New Forest Code, establishing general standards on native vegetation protection, including areas of permanent protection (APP), legal reserve, and restricted use.
- Resolution CNE/MEC No. 7, of December 18, 2018, which establishes the curriculum of extension in undergraduate courses.
- Law No. 14,026/2020, Legal Framework for Sanitation, with a view to universalization, through the provision or concession of services.
- Law No. 14,119/2021, which regulates payment for environmental services.

Source: Elaborated by the authors.

This institutional framework built up over the last 25 years allows to outline, from the standpoint of the retrospectives of the BIG Collegiate and rural extension in Brazil, the key variables of a territorial, social, solidarity, and popular economy, along with a set of technical regulations (Cardoso et al., 2023).

A more accurate perception of the distribution of rural territories on a national scale appears in Embrapa’s analysis of CAR (Rural Environmental Registry) data. The perspective of a new rural (Graziano, 1997), which prevailed during the MDA period, becomes inconsistent.

The territory “in practice” appears objectively dimensioned in the table of land use and occupation in Brazil, updated in 2018, as a result of data analysis from CAR, carried out by territorial Embrapa.

Table 1
Land use and occupation in Brazil

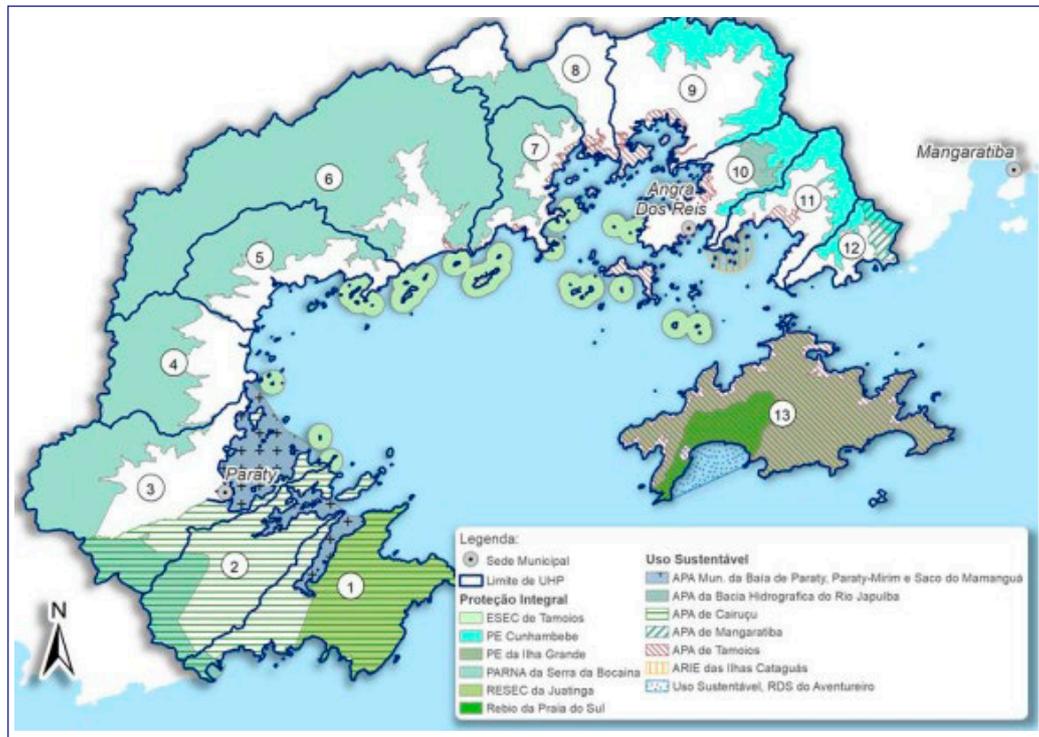
Categories of use and modes of land occupation	Area (ha.)	% territory
Registered areas for the preservation of native vegetation	218,245,801	25.6
Units of integral conservation	88,429,181	10.4
Indigenous land	117,338,721	13.8
Native vegetation on vacant and unregistered land	139,722,327	16.5
Native pastures	68,022,447	8.0
Planted pastures	112,237,038	13.2
Crops	66,321,886	7.8
Planted forests	10,203,367	1.2
Infrastructures, cities, and other anthropized areas	29,759,821	3.5
TOTAL	850,280,588	100

Source: Embrapa (2018).

Data show that cities and other infrastructures occupy just 3.5% of the national territory. Even adding planted forests (1.2%), crops (7.8%), and planted pastures (13.2%), the share reaches 33.5%. On the other hand, integral Conservation Units and indigenous lands account for 24.2%, while areas set aside for preservation of native vegetation account for 25.6%, reaching 48.2%, just under half of the national territory.

In the territory of Ilha Grande Bay (Figure 2), located between the two largest national conurbations – Rio de Janeiro and São Paulo – and headquarters of a hub of industrial and logistics mega-ventures, the high proportion of Conservation Units in the CBH-BIG area is evident, indicating that national distribution also takes place in highly urbanized areas.

Figure 2
River basins of Ilha Grande Bay: conservation units



Source: Comitê de Bacia Hidrográfica Baía da Ilha Grande (2020), as cited in Instituto Estadual do Ambiente (2018).

INTERPRETATION AND USE OF RESULTS

The process of participatory research (2019-2022) with the BIG Collegiate included three stages and their respective publications: self-evaluation of the collegiate, in December 2019 (Maury et al., 2021); networks between traditional communities and extension institutions (Maury et al., 2020); and building the BIG sustainability agreement process, in December 2020, at the sub-river basins scale, involving the exchange of knowledge organized in the collegiate’s rural TO (Lima et al., 2022).

The initial milestone in the retrospective of the BIG Collegiate is a characterization of the territory – comprised by the cities of Paraty, Angra dos Reis, Mangaratiba, Itaguaí, Seropédica, and Rio Claro, on the southern coast of Rio de Janeiro state – drawn up by a family farming cooperative, Unacoop (União das Associações e Cooperativas de Pequenos Produtores Rurais do Estado do Rio de Janeiro, 2011), hired by MDA to support the collegiate’s organization. However, when the university extension policy was launched by the Centers of Extension in Territorial Development (Nedet), in 2013, a Project for Sustainable Rural Territorial Development (PDTRS) had not yet been created. The relationship between university extension and the organizations in the territory that make up the collegiate is a SM process, much more complex than a support. The development of the institutional framework of collegiate organizations in Brazil took place initially in the area of state health policy. In Brazil, the tradition of collegiate organizations has developed within the landmark of the so-called health reform movement, at the 8th National Health Conference, held in 1986.

MDA’s policy, although national, is different due to the decentralization of territories’ management. Ramos (2019, pp. 96-113) indicates the origin of the process in the creation, in 2003, of the National Program for the Sustainable Development of Rural Territories (PNDSTR), to continue a line of the National Program for Strengthening Family Farming (PRONAF), to fund municipal infrastructure and services (1997-2002). The territorial configuration began to take effect at the end of that period.

With the creation of SDT (Secretariat for Territorial Development) and the autonomy of Pronaf’s infrastructure, now under its jurisdiction, two movements occurred. On one side, all investments in infrastructure support were made in clusters of municipalities. In addition, the framework for social participation in the program’s management also changed. Instead of municipal councils, the creation of territorial collegiats was encouraged and required (Favareto, as cited in Ramos, 2019, p. 97).

The collegiate model adopted by SDT/MDA establishes a relationship of territorial deliberative democratic power. Macedo (2014), in his master’s thesis, analysed the role of community councils in monitoring and citizen participation in the sustainable development master plan for the municipality of Itaguaí, showing the limitations of effective participation due to the poor qualification of councillors for their duties, given the limited opportunities for protagonism. In the case of territorial collegiats, the concept of collegiate body was the same as that adopted for health councils.

A collegiate means a group of people who come together around a common goal, in order to discuss and decide on proposed issues, and must seek consensus in their deliberations (Kronemberger et al., 2016, p. 161).

Although the permanent nature of the BIG Collegiate remained formally unchanged after the incorporation of MDA into other instances of the Federal Government, its institutional assignments were left without ballast. The central issue of the new institutionalization is territoriality, as Favareto (2010) mentions. In practice, this makes rural territorial collegiats the coordination bodies of public policies related to family farming, decentralized in the municipalities.

The interpretation of the results of the participatory research activities is organized in four sections: key variables in the becoming of BIG Collegiate; networks between traditional communities and extension institutions; sustainability agreement scenarios of BIG territory; and checking of SM categories in practice.

Retrospect of the BIG Collegiate: identification of key variables

The evaluation was carried out at a collegiate meeting, where each member presented his/her analysis of strengths and weaknesses, threats and opportunities, considering the whole period since its creation in 2011. The statements were organized in a SWOT matrix (Box 4).

Box 4
SWOT matrix of the BIG Collegiate: retrospect and expectations (2019)

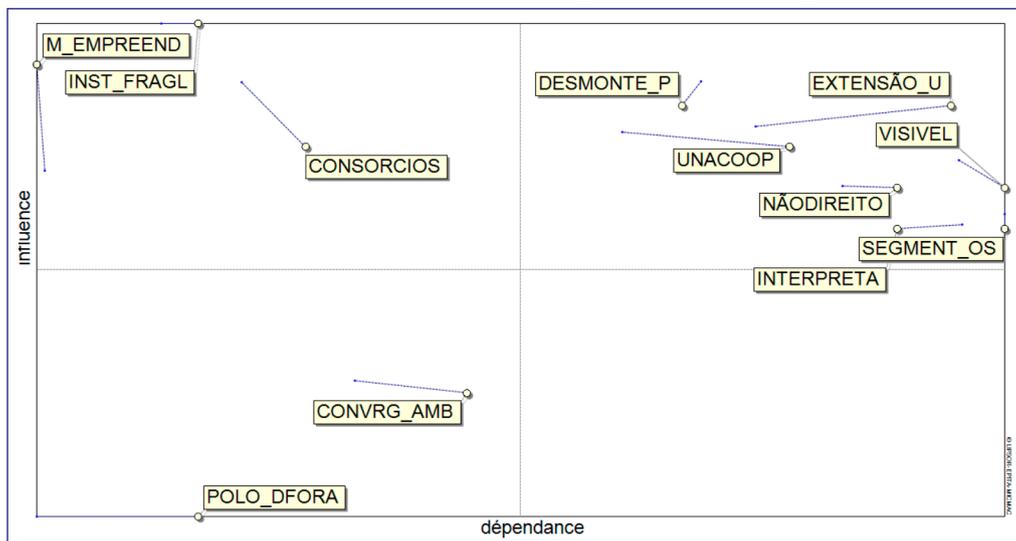
Strengths	Weaknesses
UNACOOP is present since the constitution of the territories and is the basis of the state network for marketing and supplying family farming.	MEGA-DEVELOPMENTS without knowing Collegiate expectations provide only welfarism.
VISIBILITY of social organizations, of institutional purchases, of family farming fairs, of agroecology and rural tourism.	COLLECTIVE ORGANIZATION with low profile, in cooperatives induced by public policies.
Continuing university EXTENSION from NEDET.	LOW TRANSPARENCY of the sea technology center.
Opportunities	Threats
Social organizations’ CAPACITY OF INTERPRETATION in tourism, marketing, certification, tracking, and other processes.	DISMANTLING POLICIES and instruments to support family agriculture and traditional populations, and urban and environmental planning.
ENVIRONMENTAL CONVERGENCE gathering antagonistic interests and different territorialities for coastal management at BIG – pilot project.	DENIAL OF RIGHTS of traditional populations regarding land guarantees and the right to come and go and receive visitors.
TERRITORIAL ORGANIZATION from the cooperation between cities and UFRRJ: Inter-municipal consortia and PEPEDT support in Social Management platform.	WEAK INSTITUTIONAL FRAMEWORK at the municipal secretaries of agriculture, Conservation Units, and Agrarian Reform Settlements.

Source: Maury et al. (2021, p. 774).

The first result of the retrospective, obtained by evaluating the direct influences of each of the 12 variables in the SWOT matrix on the others, is shown in Figure 3. The highest influence is indicated by the position at the top of the figure; the highest dependence, by the position at the right of the figure.

The arrows indicate the probability of displacement over the next 15 to 20 years. Among the variables on which the collegiate can have a direct influence, the one that stands out the most is the formation of inter-municipal “consortia”. The variables “Extensão_U” and “Unacoop” are among the most influential and show a trend of strong growth in autonomy. The convergence of social and environmental agendas, “convr_g_amb”, appears as emerging, but with strong and increasing autonomy.

Figure 3
Influence of SWOT variables on the dynamics of BIG collegiates



Source: Maury et al. (2021, p. 775).

Networks between traditional communities and extension institutions

The second result that the retrospective sought to obtain was to characterize the network dynamics between the extension organizations that operate in the territory, according to their level of interest in the agenda of SM main lines (Box 5).

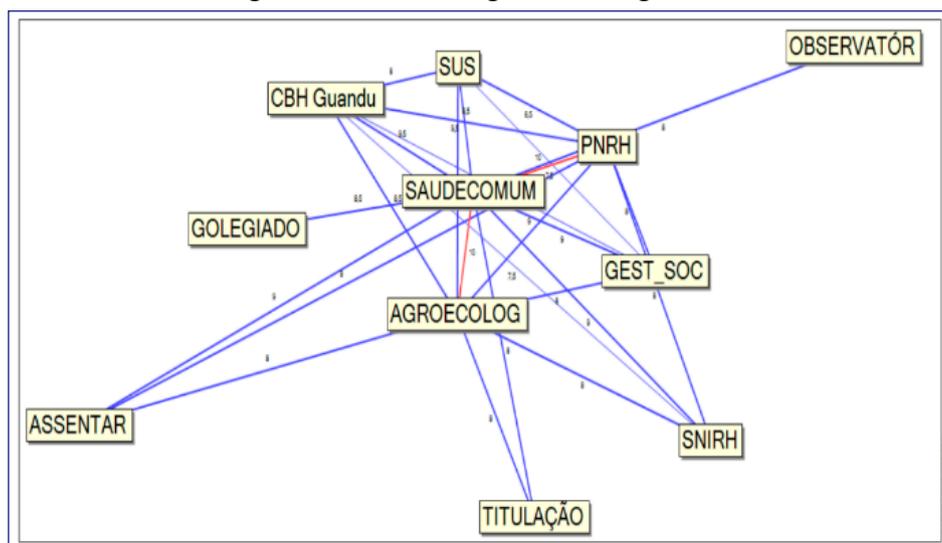
Box 5
Action matrix for extension institutions

Fields / Agents	FIOCRUZ	CBH	UFRRJ	MST
Political organization	SUS	PNRH	Agroecology	Title
Sustainable territorial development (DTS)	Common Health	CBH	PEPEDT	Settlement
Scientific-Technological Development (DCT)	Observatory (Common Health)	SNIRH	Social Management (Gest_Soc)	MST School
Deliberative Citizenship	Forum	X	Collegiate	Collective

Source: Maury et al. (2020 p. 111).

The graphical result of the analysis (Figure 4) indicates strong convergence between the extension organizations on the community health agenda, followed by and strongly related to agroecology ('agroecolog'). The next two agendas are related to water: the River Basin Committee (CBH Guandu) and the National Policy for Water Resources (PNRH).

Figure 4
Convergence of extension organizations' agendas at BIG



Source: Maury et al. (2020 p. 114)

In the first two stages, the shifting trends of the key variables and the convergence/divergence of the interests of actors/agents involved contribute mainly to improving collegiate agendas, and, at the end of the analysis, checking the coherence and congruence between the retrospective and the guidelines adopted.

Scenarios for the Sustainability Pact in the BIG Territory

The workshops that followed led to a goal and a method: to build a pact for the sustainability of the collegiate territory, using the United Nations SDG, organized in a matrix of agents and sub-processes, as well as transferring the activities of participant organizations by analogy to each SDG, building up objective parameters for establishing indicators to check the influence of activities and actions on the sustainability of the territory (Box 6).

Box 6
Association of SDG to axes and organizations in building the pact for BIG's sustainability

Axes / Organizations	City administration	Territorial articulation	University extension	Social Organization	Effectiveness / Results
Food safety, agroecology, territory	SDG 2 Zero hunger	SDG 15 Earth life	SDG 13 Climate change	SDG 12 Responsible consumption and production	Solidarity ACCESS to resources
Identity, culture, education	SDG 11 Sustainable cities	SDG 1 Eradicating poverty	SDG 4 Quality education	SDG 5 Gender equality	INCLUSION of fights and knowledge
Sanitation, waste, health	SDG 3 Health and well-being	SDG 6 Drinking water and sanitation	SDG 14 Life on the water	SDG 7 Clean and accessible energy	CARE life and risk control
Participation, organization, policy	SDG 16 Peace, Justice, and effective institutions	SDG 9 Industry, Innovation, & infrastructure	SDG 8 Decent work, growth	SDG 10 Reducing inequalities	AGREEMENT and resource control
Resource monitoring					SDG 17 Partnerships and implementation

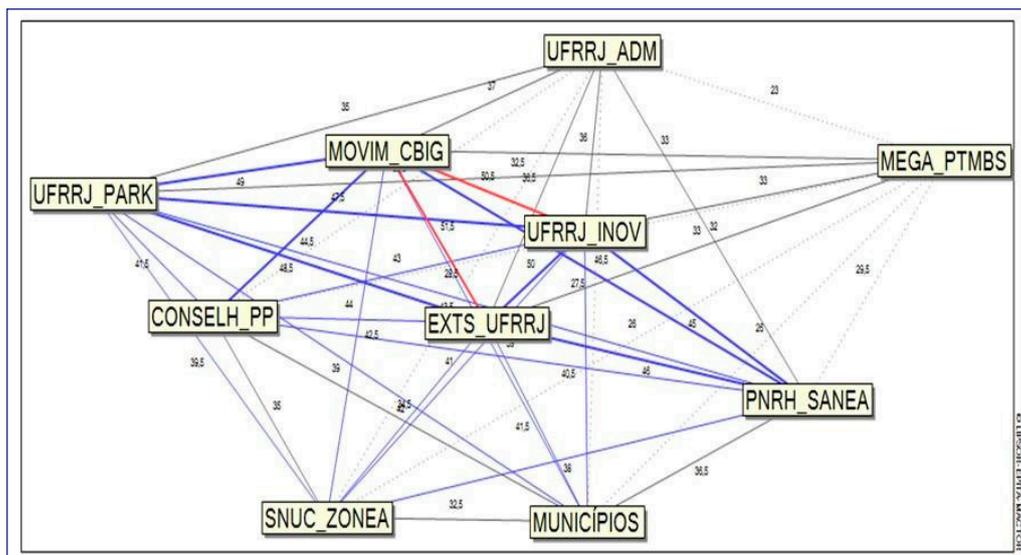
Source: Letter for the BIG pact.

The results are still a reference in the current OT-BIG discussions. The first result is the perception of SDG as a system of requirements for sustainability. The second is the possibility of transposing SDG into actions carried out in the territory, forming a sustainability management system. This perspective is being applied at Ilha Grande by the Solidarity Education Association, as a proposal of a monitoring and evaluation system for a Community-Based Tourism (CBT) project, submitted to the public funding agency Brazilian Biodiversity Fund (Funbio).

In 2021 and 2022, the main developments for building a pact for the sustainability of the territory were operational and academic. First, by organizing a process of observation and field information collection by members of social organizations and by extension workers, acting together at OT-BIG, according to the process described by Lima et al. (2022). Then, through a master's thesis and a scientific article selected for an international congress, that analysed the Sepetiba Bay Sea Technology Center (PTM-BS) project, from the standpoint of technology demands for the territory sustainability, and the valuation of technological resources at the UFRRJ campus (Cardoso, 2022; Cardoso & Maury, 2022).

Using the Mactor application, we obtained a graph (Figure 5) that allows understanding the dynamics favourable to the prospect of a technology park at UFRRJ (UFRRJ-PARK), by observing the indirect relationships between the university administration staff (UFRRJ-ADM), research laboratories (UFRRJ-INOV), and extension programs (UFRRJ-EXT), with the organizations and social movements acting at the BIG Collegiate (MOVIM-CBIG).

Figure 5
Results of convergences and divergences between PTM-BS agents, regarding SDG



Source: Cardoso and Maury (2022).

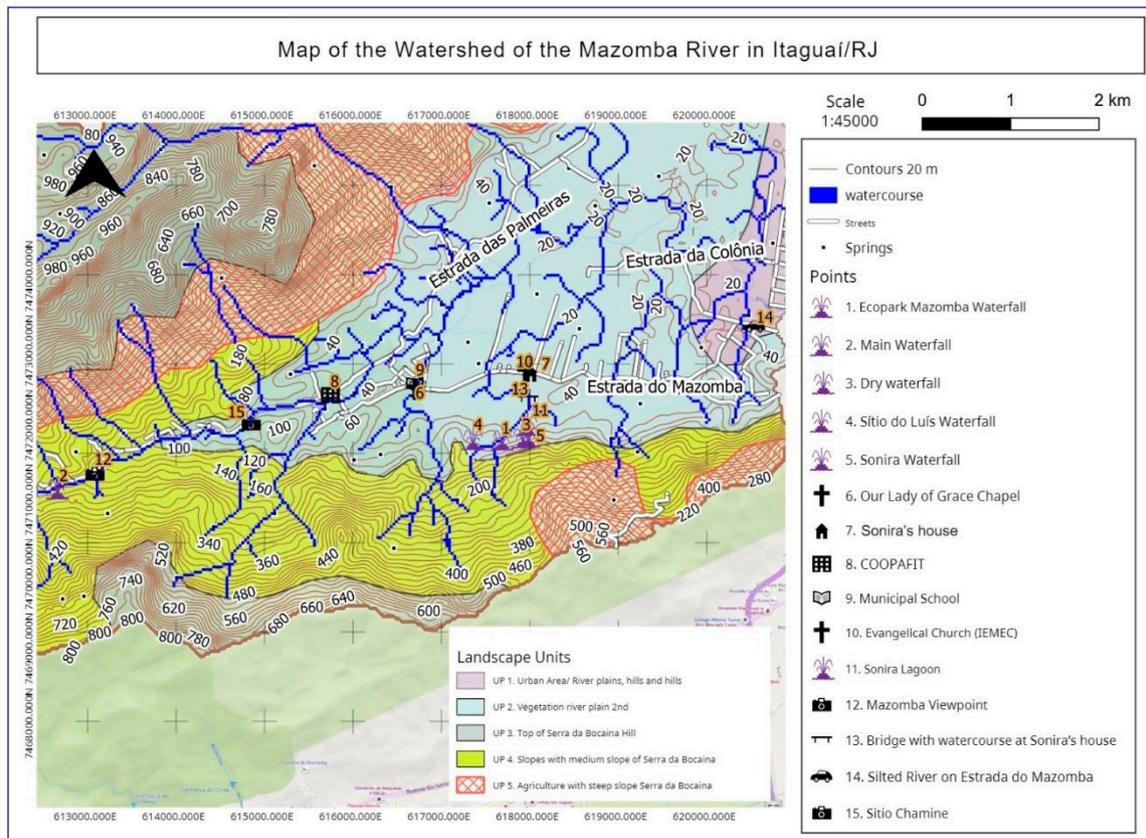
In the same graph, we can see strong direct relationships from UFRRJ-PARK, from the mega-venture promoters of PTM-BS (MEGA_PTMBs), and their relations with other agents of strong influence, especially the national policy for water resources and sanitation (PNRH_SANEA). Finally, the weakest relationships indirectly affect the variety of their relationships with municipalities (MUNICIPIOS), the public policy councils of those same municipalities (CONSELH-PP), and the management councils of conservation units (SNUC-ZONEA).

The unfolding of this article began in 2023, in a doctoral research project that examined transparency in public policies and their relationships with mega-venture agents in the field of sustainability, regarding the management of water resources, conservation units, and municipal policies. Scalability, in addition to that observed in the subject of this study, refers to its relation in OT-BIG with another text, using georeferenced participatory cartography to implement the social management of water resources, based on payment for environmental services (PES) (Law nº 14,119/2021), and in calculating the scalability of PES by using objective parameters of conservation and revitalization of water resources, such as vegetation cover, terrain slope, land erodibility and hydrography, associated with data from the Rural Environmental Registry (CAR).

We highlight the scale of the participatory mapping in Figure 8 (1.45 centimeters = 1 kilometer), which allows all participants to locate their homes, the boundaries of the properties already registered at CAR, springs to be protected, where and how to act collectively to control erosion, mainly from production systems, and the possibility of measuring at a single point – the place where the studied river meets another – the results of social management, in terms of water availability in quantity and quality.

The hypothesis of this study is the possibility of making water availability the ballast of a social currency, evolving PES to support “water producers” as a social currency of territorial sustainability management. This perspective is based on the scientific objectivity of delimiting river basins (Otto-basins); on the effectiveness of water as a vector of social identity; on the convergence of water, social, and environmental management in these conditions; and on the possibility of using collectively produced cartography to negotiate sustainability pacts at all scales, by adding or subtracting Otto-basins.

Figure 6
Mapping for sizing up payments for environmental services



Source: Carvalho (2023).

The articulation of a new perception of rural territory is organized in the legislative framework, where a converging dynamic emerges between water resource management and environmental management at the scale of river basins, more specifically Otto-basins, named after Otto Pfafstetter, a Brazilian engineer who, in 1989, developed a methodology for codifying micro-basins, turned federal by the National Water and Sanitation Agency (ANA). This management unit adopted by OT-BIG, at this scale, extends the dialog between agents, making the production and service areas converge with a view to BIG sustainability (Carvalho et al., 2022).

Therefore, the issue of scalability is based on two public policy instruments: the Rural Environmental Registry (CAR) and the Payment for Environmental Services (PES), which comes from the “water producer”, an ANA program. The precision of the conservation and repair criteria, such as vegetation cover, slope, riparian forests, and roadsides, among others, enables an objective budget, establishing priorities and negotiating pacts by means of interpersonal relationships between service providers and those interested in the results, through objective means of checking.

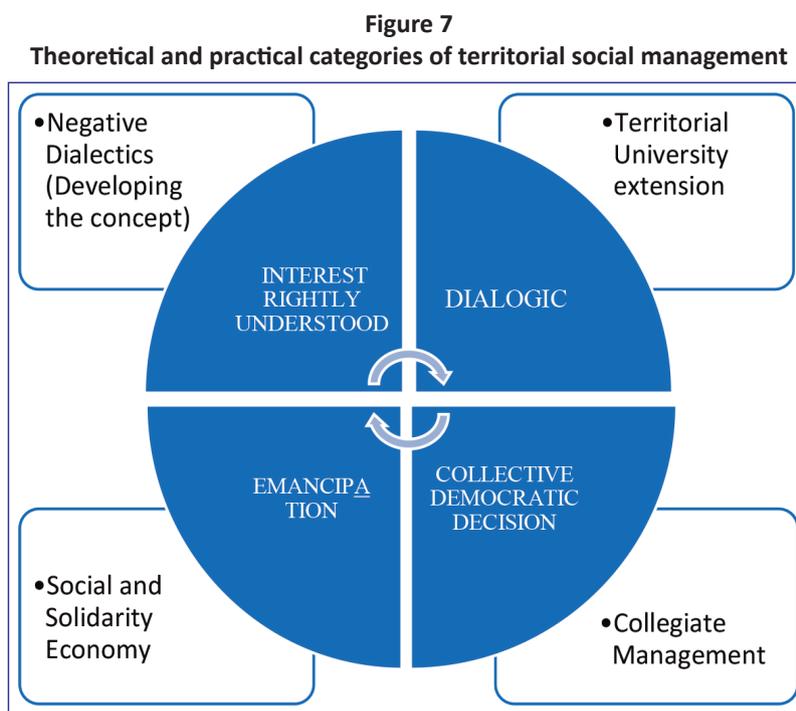
Participatory georeferenced cartography, together with the SDG matrix, helps facilitate dialog, and therefore social participation, enabling visual and graphic communication and the creation of narratives.

Checking the categories of social management in practice

Associating the theoretical categories of SM with the elements discussed in this article indicates potential axes of SM in practice. First, collegiate management, with its historical framework in the management of public health policy and becoming the configuration given by SDT/MDA. This axis corresponds to the category of “democratic collective decision”, involving both the coordination of municipal public policies and the agents of policies, for managing natural, water, and land resources, in addition to indigenous and traditional populations, among others. It also includes project formulation, as in the case of the Sepetiba Bay Sea Technology Center (PTM-BS).

Another axis is the nature of university extension and its differentiation in the organization of rural extension in Brazil. This part of the retrospective showed a difference in logic: vertical in production chains, horizontal territorial in agroecology and social participation. This axis corresponds to the “dialogic” associated by Paulo Freire to the concept of extension, and by Habermas to communication in theory of Critic. The dialogical nature of extension has resulted in organizing, at BIG Collegiate, a territorial observatory where watchers in the field - from social organizations and extension – gather their observations and skills to develop integrated processes on a river basin scale. At this stage, there is another issue of interest for territorial collegiates and SM: the future development of indicators of the relationship between transparency in public accounts and social control.

Using as a reference the suggestion for a theoretical approach to SM, based on theoretical categories of SM and their interactions, and on two other retrospectives carried out in the study, it was possible to draw a cycle associating concepts and practices of SM from the territorial perspective adopted in this research (Figure 7).



Source: Elaborated by the authors.

In the proposal outlined in this figure, the first two elements, direct results of the research, point to participation from the perspective of emancipation, bringing the critical capacity necessary to recognize the 'interest rightly understood' (IRU) as a reference for a democratic society.

Understanding that emancipation necessarily includes an economic dimension, the reference chosen for the retrospective was 'The Great Transformation' (Polanyi, 2012), especially chapters 7 ('Speenhamland, 1795') and 8 ('Background and consequences'), where the author looks back at the public policy of minimum income in England, from its introduction in the formation of mercantile and capitalist economies until its suspension, resulting in the formation of the labour market. The issue of minimum income, besides its political relevance, puts a permanent challenge to the social, solidarity, and popular economy: to demonstrate its potential to overcome its cyclical nature and perpetuate itself beyond the stages of economic crisis.

The proposed cycle is logically inserted in its origin: the concept of "interest rightly understood" (Tocqueville, book 1, 1835; book 2, 1840), and in the application of negative dialectics. Honneth (1999) is the suggested reference for the retrospective of critical theory in which SM highlights the negative dialectics. Applying it to the concept of "interest rightly understood" makes sense when reading Weber's articles (2002): the formation of the ethics of capitalism between the 16th and 19th centuries shaped the building of an ethics that became the ontology of democracy in America. Therefore, we can consider that there is a becoming of IRU, a concept historically situated in retrospect of the ontologies of human societies, raising the question of a theory that relates the inseparable concepts of economic, social and linguistic value (Graeber, 2002).

FINAL REMARKS

The issue of SM influence on breaking the cycles of insertion and dismantling of SSE public policies is made up of various lines of action:

1. Collegiate management of the territory, different from the management of production chains by its multidisciplinary and cross-sectional nature, as well as by concepts such as agroecology and sustainability, which emerged in the 1970s and are reshaping production systems.
2. Requalification of the concept of territory in terms of field of power and physical extension allocated to the conservation of natural resources and the knowledge of traditional communities.
3. Legislation on public policies and their implementation instruments (Enclosure 2), which include valuation parameters and remuneration mechanisms.
4. Inclusion of university extension in undergraduate courses, bringing the social management paradigm to students' pathway and contributing to the scalability of knowledge exchange through virtual and graphic communication (graphs and maps).
5. Incubation of SSE ventures by territorial social organizations using SM theoretical categories in PES modelling.

These lines of action exert strong direct and indirect influences on the system configured by the field of this study, as a result of the action of the categories of SSE agents in the fields, corresponding to the theoretical categories of SM.

Thinking about SM in practice can be facilitated by using a grid to analyse the relationships between categories of SSE organizations/agents (Box 7) in the categories/fields of SM. With this grid, it is possible, among other uses, to analyse the formation of *habitus* in the field of territorial power (diagonally), establish other parameters for the actions of agents in other fields, build narratives on the territory's sustainability, monitor the parameters, and evaluate the coherence and congruence of the results through foresight tools.

Box 7
Grid for analysing the relationships between SSE agents and SM fields

SSE Agents / SM Fields	Public controls	Public policy councils	Territorial social management	SSE venture	Collegiate
Dialogic	<i>Public accountability</i>				
Collective decision		<i>Social control</i>			
Emancipation			<i>Path to inclusion</i>		
IRU				<i>Access to Resources</i>	
Paradigm					<i>SDG 17</i>

Source: Elaborated by the authors.

This analysis grid can be filled in with the SDG and their transposition into territorial lines of action for collegiate management, the management of university paths, the evaluation and comparison of public policies, and the building of territorial sustainability pacts, among others.

The basic guidelines that can contribute to the discussion of SSE/SM relationship are found in some of the references used, related to theoretical categories of SM and SSE venture.

IRU related with minimum income (Polanyi, 2012), to discuss the analogy between minimum income and SSE, and the degree of autonomy of these instruments of public policy.

Emancipation (Honneth, as cited in Giddens & Turner, 1999), to situate critical analysis in a cote retrospective of Marx's method and the other disciplines of social theory.

Dialogical in the hypothesis of an anthropological theory of value (Graeber, 2002), which shows the relationship between economic, social, and linguistic value.

These recommendations are an invitation to deepen the discussion of scalability and emancipation of SSE in the long term, from the criticism of the influence of the relationship between SM and SSE in other fields of social theory.

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Lamounier Erthal Villela: Conceptualization (Supporting); Formal analysis (Equal); Methodology (Equal); Project administration (Equal); Supervision (Equal); Validation (Equal); Writing - review & editing (Equal).

Rafaela Chaves Cardoso: Data curation (Supporting); Formal analysis (Supporting); Investigation (Supporting); Project administration (Supporting); Validation (Supporting); Writing - review & editing (Supporting).

Isabella Dias de Carvalho: Data curation (Supporting); Methodology (Supporting); Software (Equal).

DATA AVAILABILITY

All data supporting the results of this study were published in articles and book chapters, whose first author is one of the co-authors listed in the references of this article.

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