

Popular and Citizen Participation State System

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Secretariat of Planning,
Management and Citizen Participation



Vice Governor's Office
Secretariat of Planning,
Management and Citizen Participation
Federative Relations
and Mayors' Office



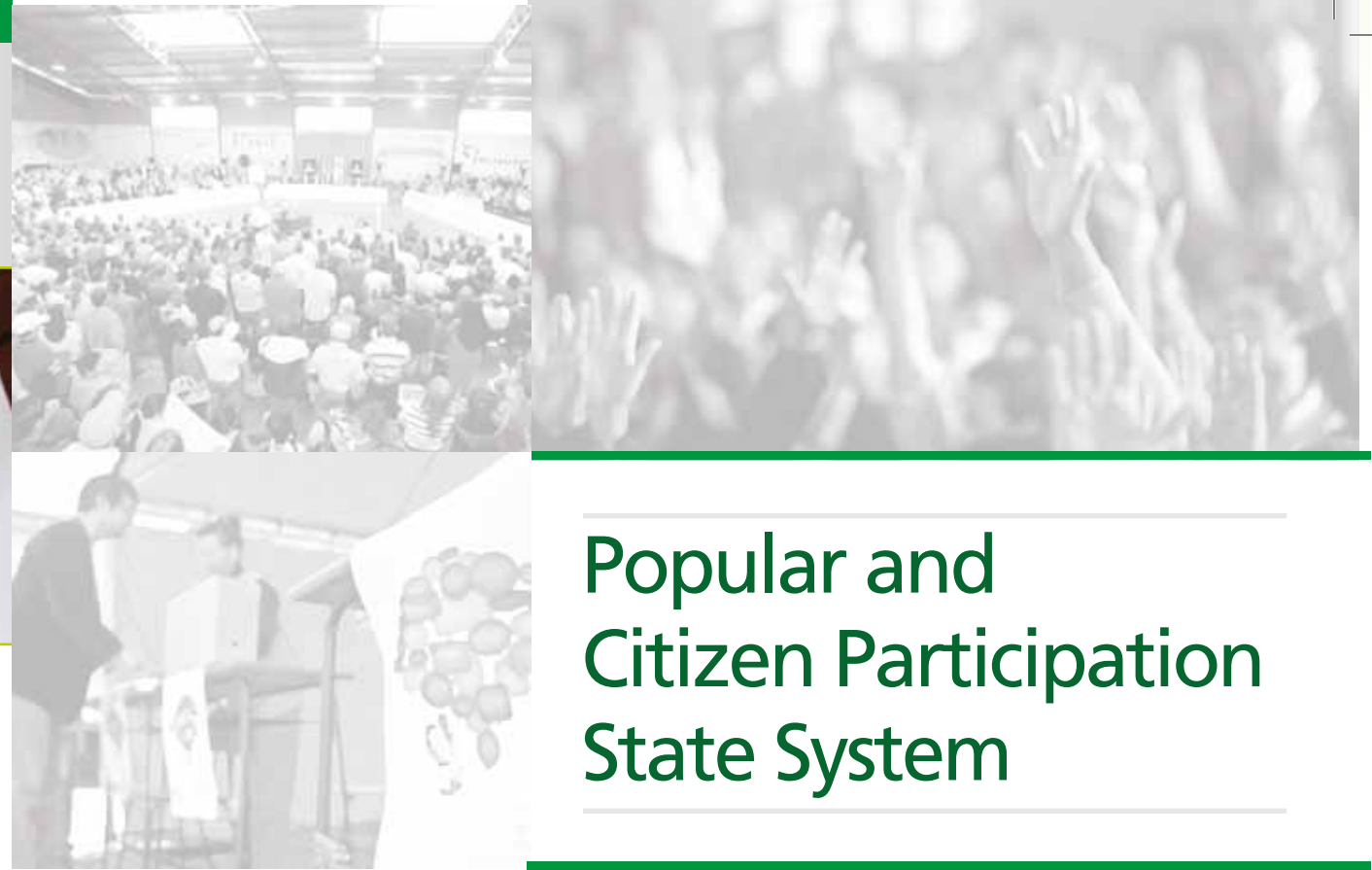


Signatory Institutions

5



Voting priorities - August/2011



Popular and Citizen Participation State System

- Governor's Office
- Vice-Governor's Office
- Secretariat of Planning, Management and Citizen Participation
- Governmental General Office
- Federative Relations and Mayors' Office
- Social and Economic Development Council Executive Office
- Social Development Council – CDES
- Regional Development Councils – COREDEs
- Public Policy and Rights State Councils
- Social Movements
- Civil Society Organizations

Porto Alegre,
January 2013

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Secretariat of Planning,
Management and Citizen Participation



Rio Grande do Sul State Government

Governor

TARSO GENRO

State Secretariat of Planning, Management and Citizen Participation

State Secretary of Planning, Management and Citizen Participation

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Secretariat of Planning,
 Management and Citizen Participation



April to August

2014 Budget

Presentation and Debate on the Budget Matrix
 Regional Public Hearings
 Micro-regional and citymunicipal assemblies
 Regional Forums
 Priority Vote day

September

BUDGET PRESENTATION

Sep 15

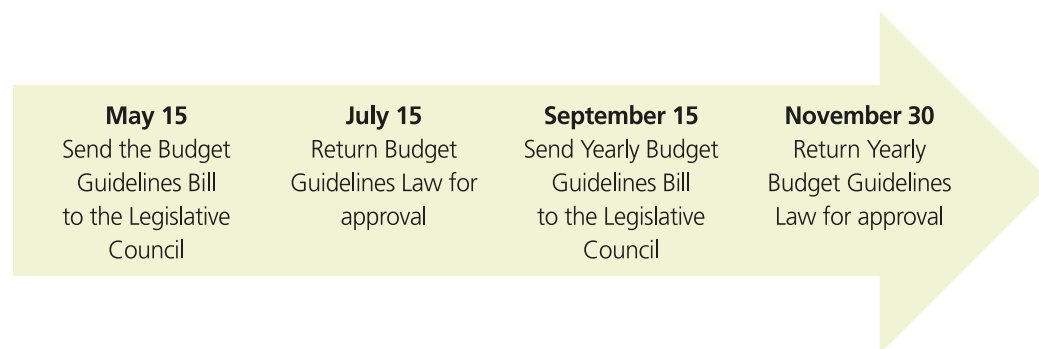
November / December Sanction of Budget 2014

"The Participation System concept has been discussed for some time in Latin America, but from the project's point of view proposed by the (Rio Grande do Sul) state government, we, as a pioneer state in implementing the Participatory Budget, still have the merit of innovation."

Alfredo Gugliano, teacher at UFRGS (during the 2nd Popular and Citizen Participation State System Seminar, on November 17 and 18, 2011)



2nd Popular and Citizen Participation State System Seminar



Period	Activity	Objectives
January / February	Seminars Internal Organization of Government	Systemize society's demands collected at several moments of interaction by the different governmental offices to incorporate them to the PPA and Budget process and establish the 2013 participation calendar. Development of guidelines for the budget cycle 2013/14.
March / April	III International Seminar on Popular and Citizenship Participation	Establish the 2013 participation calendar

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Changes taking place in the Brazilian social fabric indicate that we are going through a transition phase; much has changed and will still change in terms of political participation. After all, how will underprivileged youngsters who benefitted from the ProUni express themselves politically? Which social groups will the Brazilians served by the Family Allowance identify themselves with in the future? Where is the new middle class heading?

Therefore, an up-to-date participation system must be sophisticated, multifaceted, and prioritize sharing by increasing access to State codes and acknowledging several forms of mobilization and participation. There is no reason to define an instrument more or less important. In-person participation must be combined with virtual presence.

In addition, sharing decisions in a fragmented society also means acknowledging identities, which makes decisions more complex. Deciding on health nowadays does not mean deciding only on the health budget, for instance. We have many different problems to face, and an enormous number of people to serve and listen to.

The popular and citizen participation state system proposed by the (Rio Grande do Sul) state government must face these topics by expanding the discussions on public investment and prioritizing regional development programs. This methodology involves reinforcing instruments, such as the Participatory Budget and Popular Consultation, besides adopting new consultation and deliberation technologies. Social control over the State and participation must be even more associated. It is fundamental to allow people to monitor the government's actions.

Finally, participation is also about helping renew the democratic agenda on a global scale. It is not an easy task, one that is carried out without a certain utopian appeal. Whether we will be able to advance that much we cannot know now, but let this utopia at least take us towards it.

**State Secretary of Planning, Management and Citizen Participation*

***Chief of Office of the Governor and Digital Office Coordinator*

Published in "Zero Hora" on September 30, 2011

Article: “A new democratic utopia”

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Introduction



Photo: Eduardo Seidl

João Motta* / Vinícius Wu**

Nowadays, thinking about citizen participation also means seeking answers to the representation crisis, which disturbs democratic regimes worldwide. This crisis is the foundation of the protests and uprisings that marked 2011. The impasse between formal representatives and those represented, more and more distant from traditional political processes, clearly manifests in the streets of Madrid, Santiago or London.

Perhaps the greatest challenge of the democratic agenda at the beginning of this century is exactly

to open State structures to the new social protagonists, rising from the deep changes experienced by global society in the past few decades.

In Brazil, the 1988 Constitution increased the number of traditional representations in the labor world. By means of councils, conferences and other instruments, it has been possible to absorb political participation from organized sectors who did not use to have the current dialogue channels with the State before. However, new social players do not see themselves within this process.

Participation in the State of Rio Grande do Sul

Building a democratic State based on the right of law in Rio Grande do Sul, with participatory democratic processes strongly present, has accumulated in the past two decades a nationally and internationally acknowledged heritage. Stimulated by the 1988 Constitution and the energy of popular movements, several participatory processes have been launched and tried, such as the Participatory Budget, Popular Consultation, Regional Development Councils (Coredes) and their corresponding municipal ones (Comudes), Public Policy and Rights Councils, and the Thematic Conferences that bring together civil and governmental public policy specialists to evaluate and propose new objectives and targets.

This heritage, together with modern communication instruments, bridges the gaps between citizens and institutions, and at the same time it challenges the government to create a higher synthesis that integrates and

advances the consolidation of participatory processes as the profile of public management. That way, the Popular and Citizen Participation State System is the possibility of a higher phase of State organization to deepen citizen participation and consolidate public life and State democratization.

Message from the Governor to the State House of Representatives (February 2011)

“Our administration will be marked by a permanent and respectful relationship with the House, as well as by an intense relationship with civil society and citizen participation, and by respect towards organized communities, social movements, associations, the several industry and regional councils and all those who are willing to improve public control mechanisms over the State.” (Page V).

The Government's Proposals for the Next Four Years

"Making it viable to resume the development of Rio Grande do Sul on a sustainable foundation while reducing social and regional inequalities imposes the assumption of collective challenges supported by representative democratic mechanisms and a citizen participation system, boosted by digital communication technologies, and combining mechanisms such as the Industry Councils, Social and Economic Development Council, Participatory Budget, Regional Development Councils and Popular Consultation." (Page 9)

"Democracies in crisis show us that if we stick to practicing political representation without a dialogic relationship with society that allows communities to interfere in their leaders' behavior through participatory and transparent mechanisms, we will have increasingly authoritarian States and governments increasingly deprived of their legitimacy.

This is the key issue in our Popular Participation System, which combines representative democracy – stable and indeclinable – with direct citizenship participation, not only in management mechanisms but in political decision structures as well."

Tarso Genro, *Governor of Rio Grande do Sul, on June 15, 2011, upon installing the Participatory PPA Council*

VI. Launch and development of the Regional Inequality Action Program

Coordinated by the Vice-Governor's Office and executed transversally within the Government, the Program technically elected nine regions with low Social-Economic Development Indexes (Idese) and of less development potential for a special action. The Vice-Governor's Office, besides coordinating the Regional Inequality Action State Program, dedicated themselves to preparing the Multiannual Plan together with the State Secretary of Planning, Management and Citizen Participation.

VII. Federative Relations and Mayor's Office

Federative Relations and Mayor's office established a privileged site for municipal coordination, besides attending the Participatory PPA regional seminars.

VIII. Rights and Industry Conferences

In the area of State Industry Policy Councils, we find a situation that requires us to rebuild relationships with the state government, create operating conditions for most of the councils, and prepare governmental representatives to represent public policies. Meanwhile, state conferences take place throughout the year, preceded by a significant number of municipal conferences.

"The participatory process is improving. We have been participating for 14 years, and in this current administration we are willing to expand our discussions with other models. The System has been working, since over one million people participated in a voluntary poll. This provides evidence of the exercise of citizenship not only to the State, but also to the world."

Hugo Chimenos, *president of the Coredes Forum (December 28, 2012, in a meeting at the State Secretary of Planning, Management and Citizen Participation)*

I. Legal and Conceptual Foundations of the System

IV. Digital Office

The State Government created the Digital Office, connected to the Governor's Office, a virtual participation instrument that has already won awards in Brazil. By using tools for relationship with society, such as The Governor Answers, The Governor Asks, The Government Listens, and the Collaborative Agenda, the Digital Office has established itself as new model of dialogue with social networks and virtual practices, having received five national awards, such as the E-Gov, granted by the Brazilian Association of State Communications and Information Technology Entities (Abep), and ARede 2011, presented by the ARede magazine.



Photo: Cláudio Fachel

Participation bus traveled around the state collecting questions for the Governor Asks

V. Taking to the Countryside and Meetings for Development

Taking to the Countryside and Meetings for Development, presided by the Governor, took thousands of people to the meetings when the State Government was installed in countryside cities. The Taking to the Countryside was held in 11 cities in 2011, and they were installed as means of bringing the government closer to the civil society and providing opportunities for in-person participation.



Photo: Cláudio Fachel

Taking to the Countryside in Cacequi



Photo: Cláudio Fachel

1st Popular and Citizen Participation State System Seminar

- **Law 13601/2011**, assigns the Office of Planning and Management the task of Citizen Participation – a Bill sent to the House for approval and sanctioned by the current Administration, attributing to the Office of Planning the task of coordinating Participation in the Government;

- The institution of the Office of the Social and Economic Development Council, and the creation of the Rio Grande do Sul CDES – A campaign promise that culminated with the law being passed in the current Administration's first month in office and allowed the Social and Economic Development

Council of Rio Grande do Sul to start with ninety members from the civil society;

- The creation of the Federative Relations and Mayors' Office – An institutional arrangement that establishes the Mayors' Office as the front door for federative relationship;

- The existence and operation of the Regional Development Councils (COREDES) – In operation for over 20 years, instituted by State Law and entrenched in 28 regions in the State (Law # 10283/94 – organizes the creation, construction and operation of the COREDES);

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Building the Popular and Citizen Participation State System in practice

- The existence and operation of the rights and public policy industry Councils – around 20 councils in operation in the state, with strong participation in the evaluation and deliberation of public policies;
- The various experiences of Popular Participation in existence – The Participatory Budget experience, carried out for over twenty years in several cities, and already tried in the state administration, the Popular Consultation, with permanent and regular participation in the last two state administrations (Law # 11179/98 – regulates direct consultation to the population regarding the allocation of part of Rio Grande do Sul's Budget for regional investments – Popular Consultation / Law # 11920/2003 – amends Law # 11179/98 – Popular Consultation, Law # 12376/2005 – amends Law # 11179/98 – Popular Consultation and PL # 312/2006 – Regulates the participation of the population to prepare, define and monitor the execution of the PPA, LDO and LOA);
- Holding the 1st Popular and Citizen Participation State System Seminar – Conceptual Foundation (February 2011);

- Holding the 2nd Popular and Citizen Participation State System Seminar (November 2011);
- Directive #17 and #21, Decree 49.765 (10/30/2012) - establishing the Popular and Citizen Participation State System meant to systemize the popular participation process regarding its basic structures, unify nomenclature, and propose the definition of regular participatory instances of the Government.
- Decree 49.765 - 30/10/12, Establishing the State System of Popular Participation and Citizen.

"We already have evidence that the Government needs to listen more to the society, and also of the importance that the population attributes to participatory instruments. Ideally, we must commit to creating the System as a State institution, and the challenge is to build the methodology of this process."

João Motta, *Secretary of Planning, Management and Citizen Participation*, (on 11/17, at the 2nd Popular and Citizen Participation State System Seminar)

I. Participatory PPA

In March, April and May, the PPA Multiannual Plan was prepared in a participatory manner for the 2012 – 2015 period by nine regional seminars that brought together 6,000 State leaders and 350 institutions. Those meetings produced 12,000 suggestions, which were translated into 23 areas and 86 PPA programs, delivered to the Legislative Council.



Participatory PPA Regional Seminar in Passo Fundo

II. CDES

Inspired by the experience of the National Council, the (Rio Grande do Sul) state government installed the Social and Economic Development State Council (CDES). With 90 councilors, Thematic Chambers, and regional meetings, the CDES worked the first year to prepare directives on State development and sent them to the Governor, establishing an important concentration between several industries and the Government about themes of great relevance.



CDES Full Meeting at Palácio Piratini

III. Popular and Citizen Participation State System in the 2012 and 2013 Budgets

In May, June and July, the 2012 Budget was prepared with 130 thousand people participating in the first three phases – regional public hearings, municipal and micro-regional meetings, and regional forums. The process reached its pinnacle with more than three million voters participated in two years on Priority Vote day.

II. System Directives

“A large-scale participation in the decision-making has a limit that must be considered. People do not recognize the State as having the same role the city has. They do not consider the State a close friend. In addition, cities are representative instances below the State. Their leaders have been elected and therefore they have the right to speak. That generates a constant clash and can happen in a state like Rio Grande do Sul.”

Giovani Allegretti (*2nd State Participation System Seminar – November 17 and 18, 2011*)



Giovani Allegretti, teacher and researcher at the Universities of Florence and Coimbra

- ▶ - Citizens' direct participation, whether in person or digital, in the preparation, monitoring and evaluation of public policies developed in the state of Rio Grande do Sul;
- ▶ - The crosswise execution of public policies developed in the state of Rio Grande do Sul;
- ▶ - The coordination between participatory democracy and representative democracy;
- ▶ - Holding public meetings open to the population's participation;
- ▶ - The expression of people's will through universal, direct vote;
- ▶ - The Government's structured presence in several Rio Grande do Sul regions;
- ▶ - Seeking greater efficiency to execute public policies developed in the state of Rio Grande do Sul;
- ▶ - Fostering a quality, systematic dialogue with society.

III. The Popular and Citizen Participation State System Project

under construction

“The five main challenges to create a Participatory System are:

- civil society players must be able to monitor budget execution;
- the unit participating in the preparation of the budget must be the regional unit;
- coordinating regionally to integrate the existing entities with popular movements;
- coordinating the forms of participation;
- holding a yearly or half-yearly conference to integrate popular participation.

We need to prevent the multiplication of industry-restricted forms of participation. Rio Grande do Sul is the state best prepared to create a statewide participation system and I believe that its creation should include those five points.”



Leonardo Avritzer, teacher at UFMG

Leonardo Avritzer

(1st Participation System Conceptual Foundation Seminar – February 24 and 25, 2011)

Popular and Citizen Participation State System

Society and Government Joint Managing Committee

Executive Coordination of State Secretary of Planning, Management and Citizen Participation

