

# The different designs of public participation in Brazil

Deliberation, power sharing, and public  
ratification

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Milano, 2012

# Public participation in Latin America

## The characteristics of participation in Brazil

- Constitution-making
- Articulation between representation and participation
- Variation in participatory designs

# Constitution-making in L.A.

- Long revisable documents
- Specific sections on participation (Brazil, Bolivia and Ecuador)
- Constitutions connected social agenda and participation

# Public participation in Brazil

## Three participatory designs

- Bottom-up
- Power-sharing
- Ratification

# Public participation in Brazil

## Bottom-up design: 4 characteristics

### 1. Open ended at the grass-roots level

- Participatory budgeting is the best example of a bottom-up design

### 2. Low involvement of the government in the decision making process

- government limits itself to being a facilitator of the deliberative process
- the city administration does not have a vote (it only has voice)

# Public participation in Brazil

## Bottom-up design

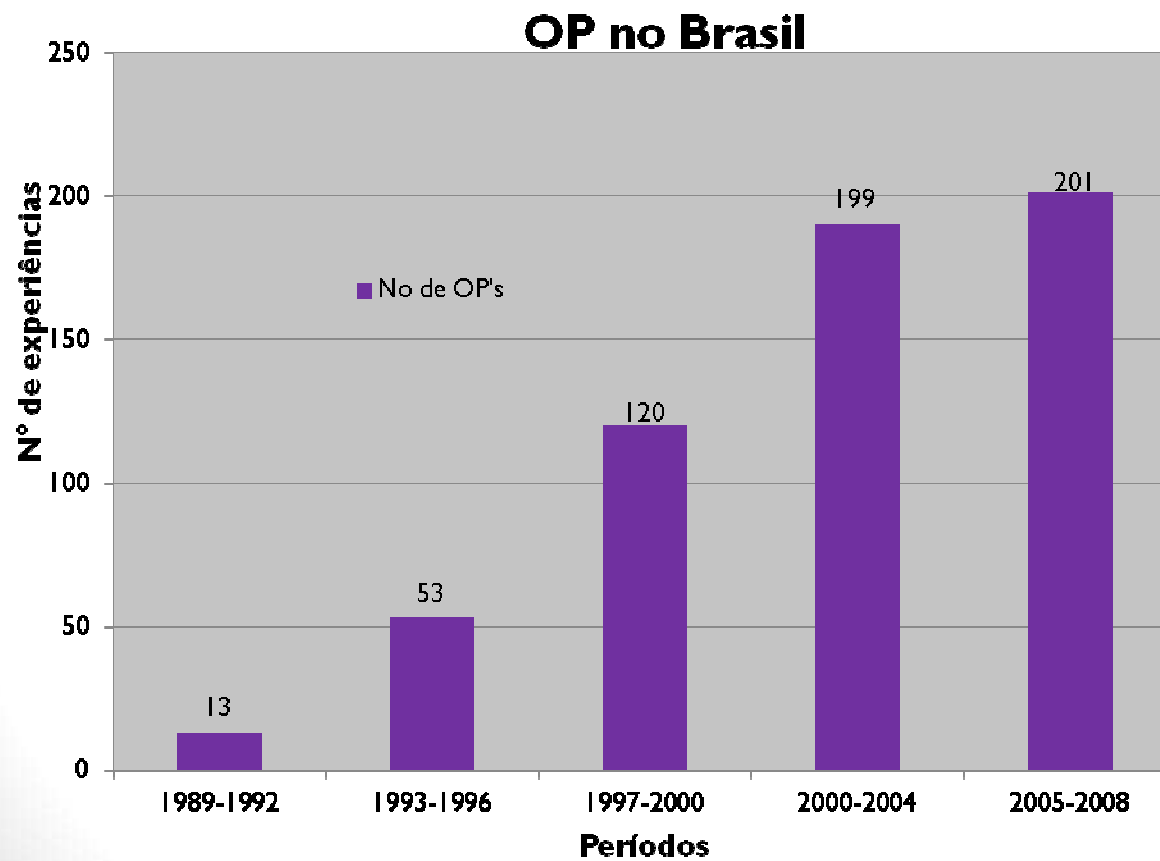
3. Formation of an all-civil society body at the upper level

- Dispute power with the local administration and represents the overall interests of the whole participatory process

4. Effective only in situations of deep agreement between civil and political society actors

# A expansão do OP

- Crescimento numérico



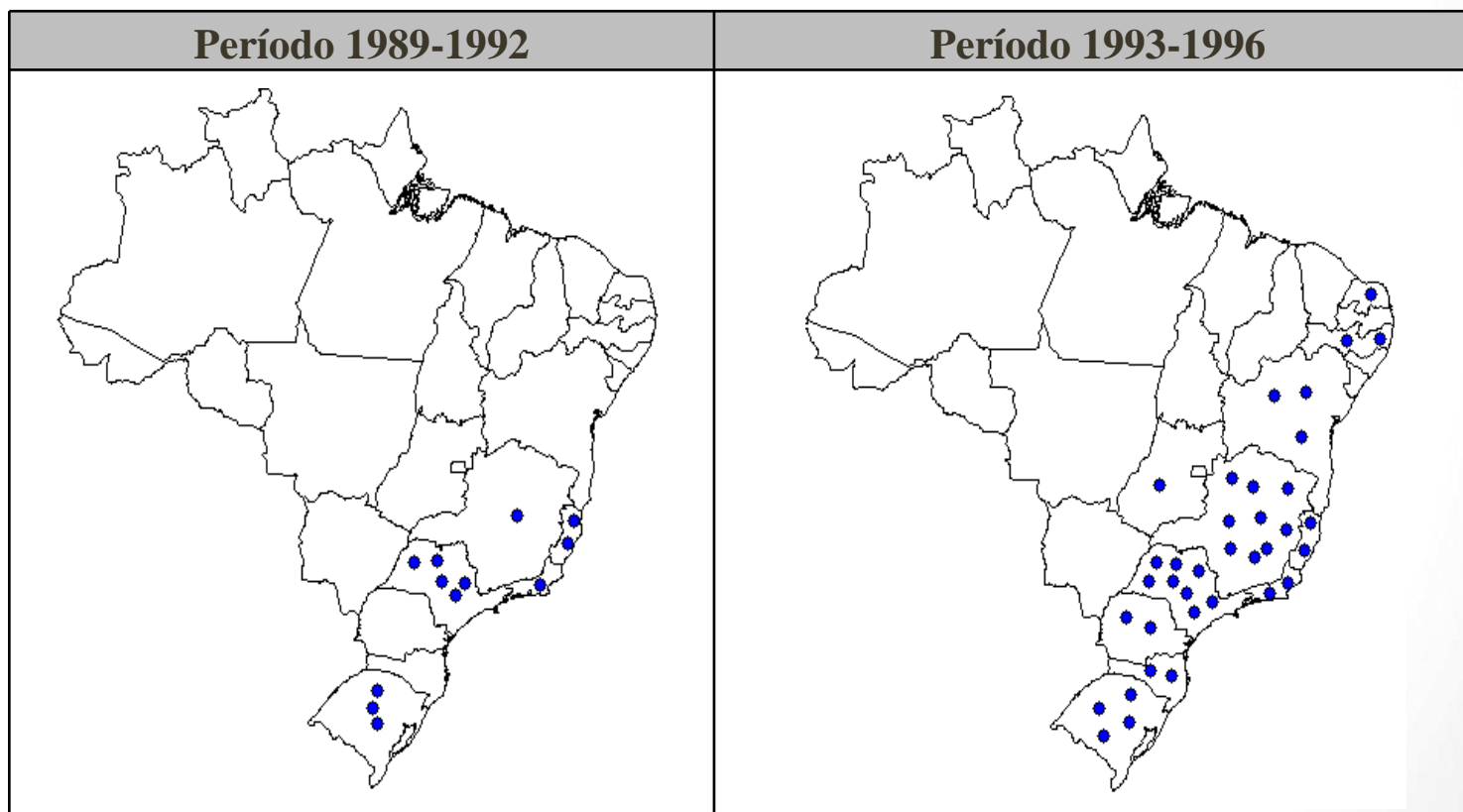
Casos de continuidade

.1997-2008: 36

.2001-2008: 89

# Distribuição territorial do OP

- Expansão geográfica

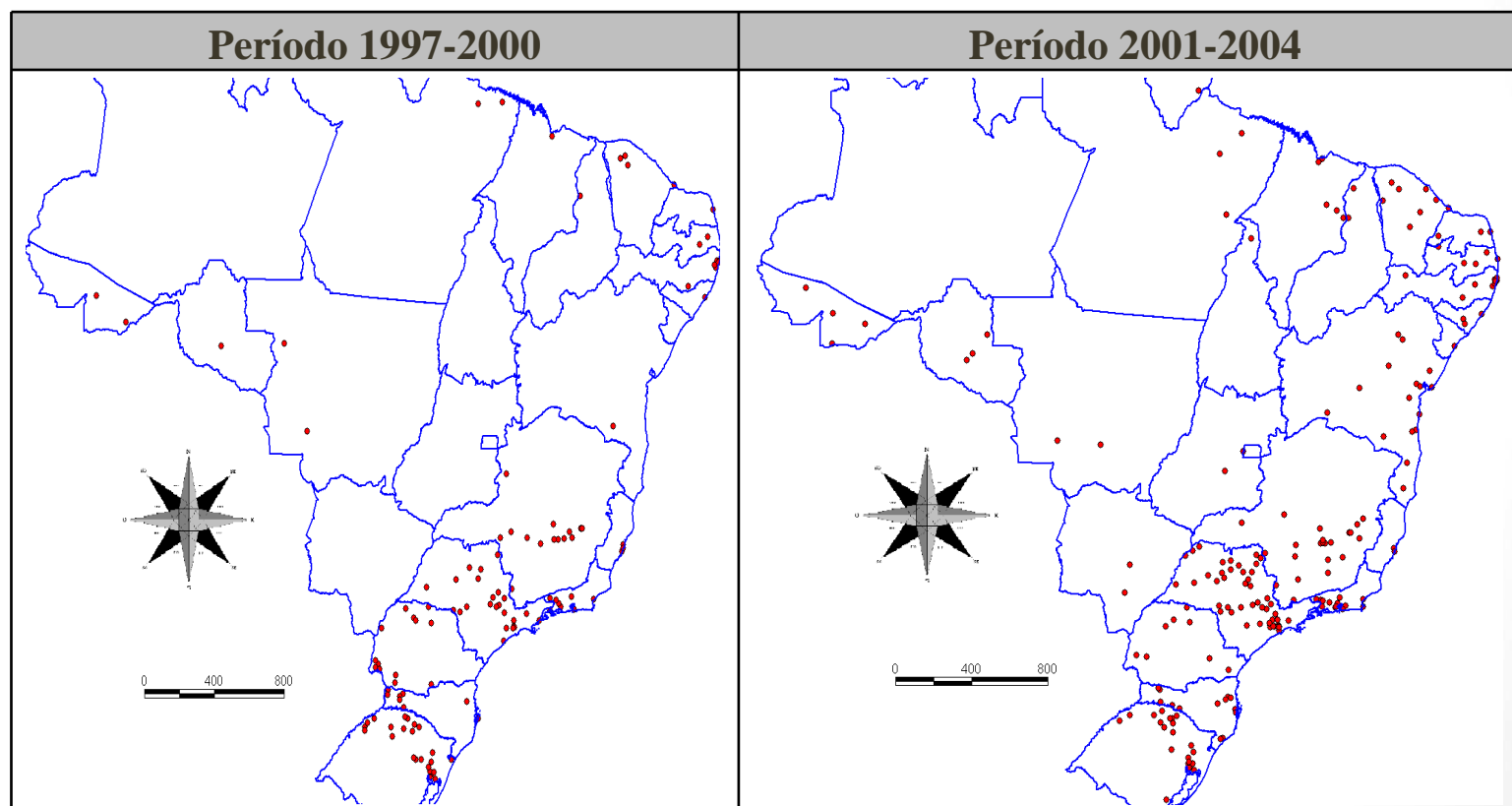


Fonte: Projeto Democracia Participativa, 2004



# Distribuição territorial do OP

- Expansão geográfica



Fonte: Projeto Democracia Participativa, 2004

# Public participation in Brazil

## Power-sharing design: 4 characteristics

1. Less participatory than bottom-up designs
2. Allow for very limited forms of participation at the grassroots level
  - from the very beginning they also include forms of representation by civil society actors
  - Health councils are the most well-known case of a power-sharing design

# Public participation in Brazil

## Power-sharing design

3. Civil society actors share decision-making with state actors within a common decision making framework

4. legally institutionalized, that is to say, they are mandatory and their implementation is required by law

- less dependent upon the will of political society for their implementation

# Policy councils in Brazil

## Local Policy Councils

Número de conselhos municipais no Brasil



Fonte: Pesquisa de Informações Básicas Municipais — IBGE, 2001.

# Public participation in Brazil

## Ratification design: 3 characteristics

1. Participation does not substitute state's prerogative in a specific policymaking process

- participatory act that follows a proposal for public policy made by the state
- best example: the approval process for city master plans in Brazil

2. Mandatory nature

- the state or local administration has to prove that it has carried out the public assemblies
- otherwise, the proposal of a city master plan becomes null

# Public participation Brazil

## Ratification design

3. It is the least empowering among the three designs analyzed

- BUT it is also the participatory institution that is least dependent upon the will of political society

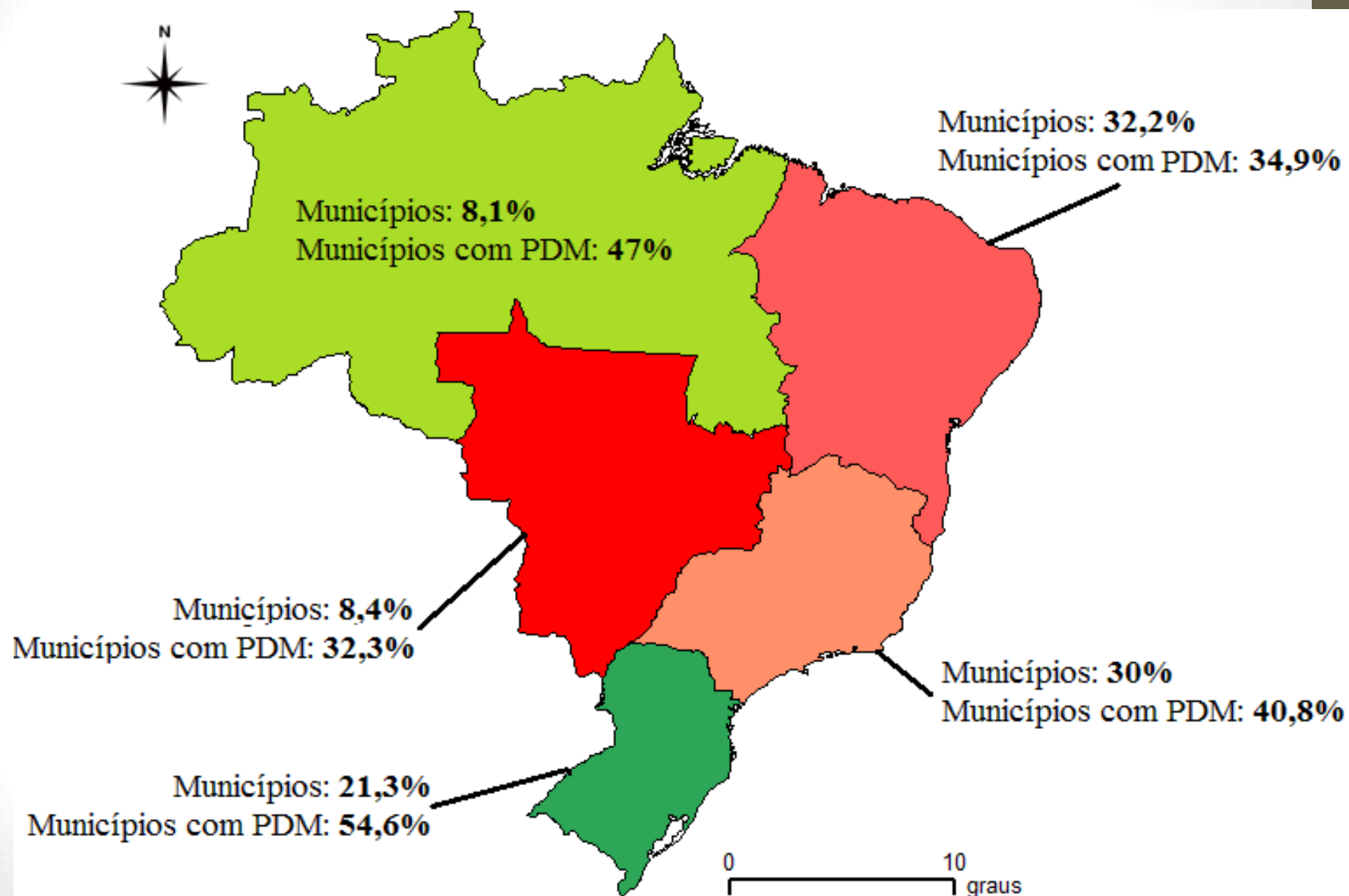
Grandes Regiões e Unidades da Federação	Municípios				
	Total	Com Plano Diretor			Elaborando o Plano Diretor
		Total	Orientado pelas regras previstas nas normas técnicas de acessibilidade para pessoas com deficiência e mobilidade reduzida	Revendendo o Plano Diretor	
<b>Brasil</b>	<b>5 565</b>	<b>2 318</b>	<b>1 653</b>	<b>827</b>	<b>1 203</b>
<b>Norte</b>	<b>449</b>	<b>211</b>	<b>147</b>	<b>64</b>	<b>86</b>
Rondônia	52	21	16	5	11
Acre	22	6	4	1	10
Amazonas	62	30	21	11	14
Roraima	15	5	2	2	7
Pará	143	118	83	34	12
Amapá	16	3	3	2	2
Tocantins	139	28	18	9	30
<b>Nordeste</b>	<b>1 794</b>	<b>627</b>	<b>469</b>	<b>203</b>	<b>397</b>
Maranhão	217	90	68	31	50
Piauí	224	46	33	8	72
Ceará	184	88	67	39	30
Rio Grande do Norte	167	30	27	5	25
Paraíba	223	45	34	12	35
Pernambuco	185	97	82	35	37
Alagoas	102	39	32	14	25
Sergipe	75	27	19	10	25
Bahia	417	165	107	49	98

Grandes Regiões e Unidades da Federação	Municípios				
	Total	Com Plano Diretor			Elaborando o Plano Diretor
		Total	Orientado pelas regras previstas nas normas técnicas de acessibilidade para pessoas com deficiência e mobilidade reduzida	Reverendo o Plano Diretor	
<b>Sudeste</b>	<b>1 668</b>	<b>680</b>	<b>502</b>	<b>217</b>	<b>296</b>
Minas Gerais	853	249	189	65	171
Espírito Santo	78	56	39	22	11
Rio de Janeiro	92	70	54	28	13
São Paulo	645	305	220	102	101
<b>Sul</b>	<b>1 188</b>	<b>649</b>	<b>428</b>	<b>294</b>	<b>319</b>
Paraná	399	245	195	93	145
Santa Catarina	293	177	119	103	68
Rio Grande do Sul	496	227	114	98	106
<b>Centro-Oeste</b>	<b>466</b>	<b>151</b>	<b>107</b>	<b>49</b>	<b>105</b>
Mato Grosso do Sul	78	29	24	7	19
Mato Grosso	141	41	22	18	36
Goiás	246	80	61	24	50
Distrito Federal	1	1	-	-	-

Fonte: IBGE, Diretoria de Pesquisas, Coordenação de População e Indicadores Sociais, Pesquisa de Informações Básicas Municipais 2009.



## Percentual de municípios e de municípios com PDM, por região do Brasil - Brasil 2009



Fonte: IBGE, Pesquisa de Informações Básicas Municipais, 2009

# Cases of Participation (P.B.)

## Bottom-up

- Porto Alegre
- Belo Horizonte
- São Paulo (ineffective because of divisions within
- the P.T. and weak civil society in many regions
- of the city ).

# conclusion

- Variation in the presence of Pis
- P.B. stronger P.I. Limited presence in small cities
- Councils: broad presence effectivity problem in small cities
- C.M.P. growing fast in all regions