

The Perception of Leaderships On Governance In The Extractive Reserves Of The State Of Rondônia

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Abstract—Governance relies on a set of principles, rules and procedures that stakeholders (the ones interested in the results and performance of the organization) establish to optimize the management of organizations. It was developed a research of applied nature and quantitative approach, where bibliographical procedures and surveys were used to reach the descriptive goals. The proposal was developed, in the first stage, by constructing a theoretical framework on governance based on literature and based on institutional documents and regulations. It has been found that Disclosure is an obligation to inform or give transparency of the product of strategies, policies and processes, Accountability is essential in mandatory reports and also as an instrument of transparency of acts spontaneously, and Compliance, that states that managers must ensure for the sustainability of organizations, through the goal of sustainability. The research findings reflect a disturbing reality regarding the involvement of managers in regard of the importance of the information to extractivists, as well as the qualitative nature of the information provided by the institutions. In the observation, the highlighted concept was accountability.

Keywords- Extractive Reserves. Governance. Leadership.

I. INTRODUCTION

The study of Governance has been developed as time passes and the need to seek evolution in the styles of government and administration within the state and federal spheres grows. In the Extractive Reserves of the State of Rondônia it would not be different, there is a great concern with the management, with the frequency of the accountability processes of the participants of the

reserves, with the demands by the communities and organizations on the effectiveness and quality of the practices and with the compliance with the laws, norms, and ethics of those who practice it.

Based on Machado (2012), governance is related to the ability and capacity of the government to develop efficiently and responsibly the management of resources and public policies; to make the government more open, accountable, transparent and democratic; as well as to promote mechanisms that allow the participation of society in the planning, decision and control of the actions that allow the reaching of the common good.

The achievement of effective governance in public entities is linked to fundamental steps such as: leadership, integrity and commitment, that is, personal qualities of everyone in the organization. The other three elements can be responsibility, integration and transparency, which characterize products of the strategies, systems, policies and processes established in the organization, according to Barret (2003).

Public sector governance addresses corporate governance principles, addressing disclosure, accountability, compliance, and fairness (SLOMSKI, 2011, p.132): Disclosure - Obligation to inform or provide transparency of the product of strategies, policies and processes. Fairness - Equity in government policies and actions, with the aim of achieving social welfare. Accountability - Essential in mandatory reports and also as an instrument of transparency of acts. Compliance - Managers must ensure the sustainability of organizations, through the vision of sustainability.

This study was motivated by the following question: what is the perception of the leaders of the

Extractive Reserves in the state of Rondônia on three principles of governance (disclosure, accountability and compliance) in the economic, organizational / cultural, social / cultural, ecological and environmental perspectives?

II. THEORETICAL FRAMEWORK

In order to develop the research, a theoretical study was carried out on the concepts of: governance, extractive reserves in the State of Rondônia, the Governance processes within the extractive reserves and, finally, the study of endogenous development.

2.1 Governance

Governance is comprehended as a process whereby the Public Power, the private sector and the civil society search for sustainable alternatives for the implementation of Public Policies. Governance presupposes democracy, it is not an isolated action of civil society seeking greater spaces of participation and influence. On the contrary, this concept includes "the joint action of the state and society in the search for solutions and results for common problems" (VIEIRA, 2011, 22), but it is undeniable that the emergence of non-state actors is central to develop the idea and practice of governance.

Based on the Brazilian Corporate Governance Institute (2008), the relationship between ownership and management takes place through the board of directors, independent auditors and the fiscal council, which are fundamental instruments for the act of control. Good corporate governance ensures to the partners and members involved in the interests of the organization: equity, transparency, responsibility for the results (accountability) and obedience to the laws of the country (compliance).

In this subject, Andrade and Rossetti (2011) describe three principles of governance, which are:

Accountability: which is accountability in a responsible manner, based on best practices of social control, with responsibility to assume the consequences of their acts and of all the acts.

Compliance: which is compliance with the regulatory norms of the bylaws, internal regulations or legal institutions. It is the need for division of efforts between managers in the process of leading and directing the management and effective performance of the organization.

Disclosure: which is the transparency of the information that impacts the projects (RESEX) and which involves results, opportunities and risks. To act in a transparent way with the goal of to establishing a sensation of trust between internal and external publics.

The study of governance is quite vast and requires a great number of observations, however in order to have a theoretical basis and to carry out the application of the study, the concepts of governance applied to Extractive Reserves were discussed.

2.2 Extractive reserves in the state of Rondônia

Extractive Reserves were conceptualized in 1985, at the First National Meeting of Rubber Tappers, which sought a method of providing greater security to rubber tappers in the practice of their activities, which were threatened by the expansion of large pastures, deforestation and land speculation happening at the time. Being very similar to the Indian Reserves and also lands of the Federal Government, this nomenclature was defined so that the beneficiaries the members of the communities that already there could be better assured (MEMORIAL CHICO MENDES, 2017).

Based in the information given by the Grupo de Trabalho Amazônico (2008) in the state of Rondônia, there are twenty five extractive reserves, with a total of 1,705,257 hectares, which represents 7.15% (seven comma fifteen per cent) of State's surface. In the municipality of Machadinho do Oeste, there are several extractive reserves, with an area of approximately 161,210.90ha: Roxinho, Mogno, Angelim, Ipê, Castanheira, Freijó, Massaranduba, Maracatiara, Seringueira, Garrote, Piquiá, Itaúba, Jatobá, Sucupira, Aquariquara and Rio Preto Jacundá.

The Rio Cautário reserve is located in the municipalities of Costa Marques and Guajará-Mirim, with 146,400ha. The Pedras Negras reserve is located in the municipalities of São Francisco do Guaporé and Alta Floresta do Oeste, with an extension of about 124,408ha; the Curralinho reserve is located at Costa Marques with 1,757.65ha; the Rio Pacás Novos reserve located in Guajará-Mirim has 342,903,5029ha; and the Rio Jaci-Paraná reserve located in Porto Velho, Nova Mamoré and Buritis has 191,324.3118ha.

Besides of State's reservations, it is also located at the state of Rondônia four federal extractive reserves: the Rio Ouro Preto, Lago do Cuniã, the Barreiro das Antas and the Rio Cautário (GTA, 2008).

Although there are several extractive reserves at the state, there are still places like Rio Candeias, that have not been able to formalize the reserve, despite the interest of the local residents.

2.3 Governance in Extractive Reserves

Governance in Extractive Reserves refers to an idea of a territory that has managed to mobilize all the actors involved in the pursuit of sustainable development,

carrying out activities such as collective multi-sectoral actions, so that common rules can be designed to facilitate cooperation. This requires local regulations of local politicians' competence and responsibility. This idea of governance, therefore, imposes itself and refers to a more general problem that highlights the conditions capable of producing effective local action by limiting risks and perverting effects, anticipating unforeseen conflicts and facilitating engagement of local actors. These ideas make more and more sense as there are numerous interactions between public authorities, civil society and all technical actors and experts in conducting local affairs (DURAN, THOENIG, 1996).

Analyzing this reality in the Extractive Reserves shows that these governance actions are concretized through the realization of work that constitutes an opportunity for exchanges within the Deliberative Council and the engagement of its members. There may be three types of representatives individuals in this regard: politicians, civil society representatives and technicians and experts. These debates, then, are marked by the ambientization of local situations and by the change of the mode of production of public action (TEISSERENC, 2010).

Together with politicians lies the diversity and heterogeneity that are filled by the presence of representatives of local power and representatives of the Union within each extractive reserve; technicians are the representatives who have competence and degree of legitimacy to invest in the territory of the Reserve when they are needed; as for the representatives of the social movement, experience shows that one of the effects of the debates is to show the differences of points of view and interests according to the different sub-categories of actors represented.

For governance practices to be effective within extractive reserves, it is necessary for these three individuals to think in a similar way and to have common goals. The relationship between politicians and members of social movements is the main challenge, as politicians must take into account the use of land and the sustainable management of the natural resources of the territory and the benefit of the social movement, since local communities find it very difficult to recognize their right to the land and the management of their resources, as well as the recognition of their identity, which is the foundation of their citizenship.

With regard to the existing relationship between politicians and technicians and experts, is the search for the experiment of new tools and instruments, which are the diagnoses and plans of management elaborated through participatory processes with the intuition of local

actions that are capable of meeting the demands of sustainable development.

Regarding the representatives of the social movement and the technicians and experts, the great question is the support that the technicians and experts could provide to the movement, especially with regard to the defense of their new rights, with the valorization of their competencies and of their qualifications. This challenge calls into question the ability of technicians and experts to recognize the "social" competencies of the actors of the social movement and their willingness to contribute to the appreciation of the local knowledge and practices of these same actors (TEISSERENC, 2010).

The relationships that should exist in partnerships, as described above, end up being influenced negatively and do not happen. So to possibilitate the practice of governance in the extractive reserves, it was necessary to carry out a tripartite interactive work that demands capacities of the three categories of actors - politicians, experts and civil society - to cooperate, as described.

What defines territorial governance It is not only the existence of a Deliberative Council, but rather a set of new practices to which the functioning of the Council and its integration into the local institutional system will possibilitate. Governance is not the result of the works of a new institution that replace those that existed previously to contribute to the management of the territory. It is presented in the form of a set of practices among several actors concerned with promoting a collective capacity of government to face the fragmentation of the local system (Le Gals, 1995), renouncing connections that might exist between governors and governed, that were founded on practices to take advantage, to a new type of relationship that permanently combines issues of inclusion and exclusion. Nevers (1997) states that these practices, which are based on cooperation of work and coordination between local actors, may contribute not only to the renewal of local modes of production but as well as to the recognition and legitimation of the group of actors involved.

Another type of governance that is very relevant within Extractive Reserves is forest governance, which is considered appropriate by FAO (2011) if it is characterized by stakeholder participation, transparency in the decision-making process, accountability of social actors and respect for legislation and predictability of decision-making. In addition, there are aspects such as efficient and effective management of natural, human, financial resources and equitable allocation of resources and benefits that are essential to the success of governance practices.

In this same line of reasoning, FAO (2011) developed a framework motivated by the understanding that governance is the context and product of the interaction of a number of social actors and stakeholders with widely accepted interests in forest governance, since forest management is essential to combat climate change and the context provides alternatives for sustainable forest management to be properly implemented and managed.

2.4 Development in the General Context and Leadership

The term "development", for a long time, was intrinsically linked to the idea of economic growth. Singer (1977) presents the current of scholars who defend or acknowledge the difference between growth and economic development. Growth, therefore, is seen as a process of quantitative expansion, more commonly observed in the relatively stable systems of industrialized countries, while development is a process of qualitative transformations of the economic systems of the underdeveloped countries. In this perspective, development would be the process of moving from one system to another, understanding the historical reality of the world economy. Another contribution to the analysis of economic development is attributed to Shumpeter (1988). This author comprehends the phenomenon of development in the contemporary phase through past development, understanding that the historical factor is a tool for understanding economic development, but, explains it without using the historical factors in a complete way.

Sachs (2000) suggests that the term development is isolated from its potential adjectives, since it has been "sliced" according to the discourses and interests of various currents of thought. In order to satisfy all the stakeholders, the term would always come accompanied by a set of qualities, such as "social-political-human-economic-cultural...". All together to clarify that the term "development" is multidimensional.

Sachs (2004) argues that, first of all, it is necessary to think globally and act locally, that is, to visualize problems of a global nature and to assess the impacts on local processes.

Silva (2005) conceptualizes sustainable development as a process of transformation that occurs harmoniously in the spatial, social, environmental, cultural and economic dimensions from the individual to the global. The society, for the author, is a complex adaptive system where economic and spatial transformations occur, and thus it is not possible to analyze the development process partially. He affirms that the changes are irreversible and continuous, extending the

responsibility of the society towards the present and future generations.

Endogenous development originated in the mid-1970s, when proposals for bottom-up development strongly emerged. From this point of view, a current of study was developed based on the collaboration of new approaches to the problem of unbalanced and unguided growth.

In 1990, the big question that permeated the endogenous development model was concentrated in trying to understand why the level of growth varied across regions and nations, even when provided with the same conditions in the pursuit of productive factors such as financial capital, hand labor or technology. The solution would be to try to find, among these factors, those determined within the region, it was then that endogenous regional development was defined as an internal process of continuous expansion of the capacity of aggregation of value on the production, as well as of the absorptive capacity of the region, whose unfolding is the retention of the economic surplus generated in the local economy and / or the attraction of surpluses from other regions. This process results in the expansion of employment, output, and local or regional income in a defined regional development model (AMARAL FILHO, 1996).

There are two dimensions of endogenous development: economic, in which the local business community uses its capacity to organize, as efficiently as possible, the productive factors of the region; and social-cultural, where values and local institutions serve as a basis for the development of the region (Vázquez Barquero, 1988).

The idea of endogenous development is based on the execution of policies to strengthen and qualify internal structures, always seeking the consolidation of an originally local development, creating social and economic conditions for the generation of new productive activities, within the perspective of an open economy (Amaral Filho, 1996).

The concept of leadership is another one that needs to be addressed so that the positioning of the extractive reserves leaders can be understood. Thus, strategic leadership can be defined as the ability to influence people in their decision making, voluntarily and routinely, being able to maintain financial stability and to increase the organization' long-term viability (Rowe, 2002). Another type of leadership that stands out is managerial leadership, that occurs when leaders adopt impersonal and passive attitudes toward goals that arise from need and are based on the origin of organizations

and are closely linked to the history and culture of the organization (Zaleznik, 1977).

Visionary leadership is directly linked to the authority that the leader has to influence the thinking and people's attitudes, ie the power to delegate at various dimensions, being more proactive, shaping ideas rather than opposing them, exerting influence in a way that determines the direction the organization should take. Visionary leaders work to improve choices and new approaches to old problems (Rowe, 2002).

These concepts are necessary for the comprehension of how development occurs in Extractive Reserves.

III. METHODOLOGY

This research was based on the study of the management of Extractive Reserves, taking into consideration the reflection on the quality of community participation through the use of governance indicators and of the search for understanding of relationships built between communities of extractive reserves and the other governmental and non- governmental institutions. It was characterized as a quantitative research because it was developed within the natural environment of the researched ones, with interpretation of the observed phenomena and attribution of meanings through a numerical scale (GIL, 2008).

Regarding the procedures, this research was characterized as a case study, due to the collection and analysis of information regarding the extractive reserves. Regarding the aim, it is a descriptive research, since records and describes the facts what were observed without interfering on them. It is a study of applied nature, for producing data, generating a product and result.

The readings on governance in extractive reserves of the State of Rondônia were based on observational perspective with the goal of improving the local players in the aspects of: frequency of accountability (managers and controllers) to the other participants of the reserves on the results of the accorded goals (support and scope); frequency of collection and demand by communities and organizations on the effectiveness and quality of practices; and frequency of collection and demand by communities and organizations on compliance with laws, standards and ethics of practitioners.

Initially, documentary analysis of official sources were held. Then, testimony from community leaders, managers, technicians and researchers directly involved in the implementation and management of extractive reserves of the State of Rondônia were collected.

IV. ANALYSIS AND DISCUSSION OF RESULTS

The reading about governance in the extractive reserves of the State of Rondônia was reflected from an observational perspective, favoring the possibility of improving the local performance from the following aspects: frequency of accountability (managers and controllers) to the other participants in the reserves, on the results of the committed goals (support and scope); frequency of collection and demand by communities and organizations on the effectiveness and quality of practices; and frequency of collection and demand by communities and organizations on compliance with laws, standards and ethics of practitioners.

The occurrence on practices on the probability scale was described as high (9 and 10 points), moderate high (7 and 8), moderate (5 and 6), moderate low (3 and 4) and low (0-2). Evidences from the official documents and testimonies of community leaders, managers, technicians and researchers directly involved in the execution and management of extractive reserves in the State of Rondônia were used as a basis. The analysis does not exhaust the discussion; on the contrary, it raises it, emphasizing, simply, the need for more in-depth studies.

Chart 1 – Perception of Leaderships

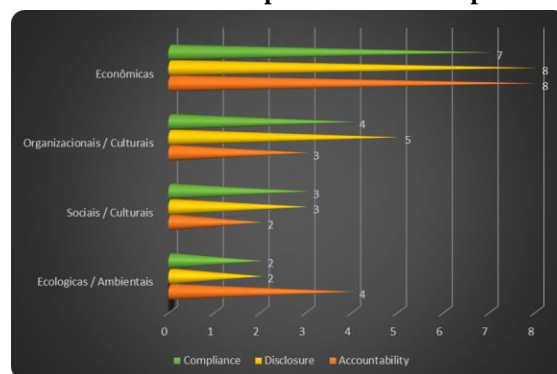


Fig. 1: Perception of Leaderships

According to chart 1, on economic perception, disclosure and accountability are highlighted, in view of the organization in the associations and cooperatives, bringing positive results to the extractivists and their representatives (presidents of the cooperatives), showing transparency in the process of the sale of the extraction. With this, compliance stands out in regard of fulfilling the established standards. In the organizational / cultural perception, the disclosure stands out by the normatization of the extractive reserves documents, then the compliance. It was noticed that the extractivists have notion of the documents that govern the extractive reserve, however, there is no clarity that is a concession of use.

On the Social / cultural perception, compliance and disclosure are highlighted. The extractivists are aware of the rights to the education and health service, as well as cultural activities, but in the matter of transparency in the accountability of actions, it is clear the lack of support. Finally, in ecological and environmental perceptions, the extractivists suffer from the invasions of the loggers, Indians and Bolivians, who, in a way, bring damage to the environment, as well as the lack of structure (toilets, garbage collection) that strongly influences the result.

The extractive reserve communities created grassroots associations and brought together families around common interests and, despite the difficulties, achieved relative success in the process of changing the situation of inequality and social exclusion. The research showed that in the extractive reserves of the State of Rondônia there is dissatisfaction among community dwellers regarding the accountability of the results of ecological / environmental and social / cultural goals traced and moderate satisfaction with organizational / cultural goals.

V. CONCLUSION

With the accomplishment of the research, it is observed the capacity of the population of extractive reserves to gain relevance due the interest on being perceived and valued by the external and internal agents. If, on the one hand, they receive support from public and private entities, on the other hand, it should be emphasized that the endogenous development of communities correlates with their power to decide what they want. Such change can only take place in two ways: local action and institutional action that contribute favorably to effective democratic participation in decision-making spaces.

It is noticed that the governance in the extractive reserve is compromised due to the alteration of documents (natural limit), the farmers disregarding the demarcation and the very existence of the extractive reserve. The Zoning and Management Plan is elaborated and financed by private companies and the lack of compliance with environmental licensing contributes to this fragility.

This study was able to conduct a survey of how those involved in the Extractive Reserves development process are feeling and how management is working, thus leaving as a suggestion for future research the realization of a strategic plan aimed at changing these scenarios and that can be implemented to meet the needs of rubber tappers.

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