

# Qualitative Aspects of the Cycle of Municipal Public Policy to Promote Cooperativism

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**Abstract**—This article aims to analyze the institutional dynamics of the municipal public policy to promote cooperativism, between 2013 and 2017, in the municipality of Gurupi-TO, to qualitatively evaluate the dynamics of the institutional cycle of municipal public policy for cooperativism in Gurupi-TO based on the perception of public managers, managers and beneficiaries in relation to the qualitative performance of the municipal public policy and to identify the challenges and propose guidelines for the consolidation of the management of the public policy to foment the cooperativism in the municipality of Gurupi-TO. This is qualitative research, with data collection through bibliographical and documentary research and semi-structured interviews with ex-managers and managers who participated in and participated in the conduct of this policy and with the beneficiaries (small producers of family agriculture). Therefore, he envisaged the convergence of public management interests with local cooperativism, highlighting elements that may contribute to the consolidation of the public policy of fomenting cooperativism in Gurupi-TO by means of the political evaluation considering the aspects of the legitimacy of the process of elaboration of the actions, the perception of the beneficiaries of the public policy with the indication of the benefits and impacts in the conduct of the public policy of foment to the cooperativism.

**Keywords**—Cooperativism, Public Policy Management, Analysis of Municipal Public Policy.

## I. INTRODUCTION

The present work has a local scope since the nuance of research aims to address the dynamics of public policy to promote the cooperativism of the municipality of Gurupi-TO. The municipality is located to the south of the State on the margins of the BR-153, is the third-largest in the population contingent of the state of Tocantins, with an estimated population in July 2017 of 85,523 habitants (IBGE, 2018).

In Brazil, there are public policies that are born as the theory predicts, that is, starting with a broad process of diagnosing the situation to be treated, going through a planning phase, by establishing guidelines, by defining the model of Implementation, by conducting tests, by the implementation of the policy itself and, finally, by its evaluation and monitoring, among other phases (DIAS, 2012; FREY, 2000). However, the emergence of public policies, which do not consider several of these important steps is something that happens frequently.

What is observed, in summary, is that the descriptors of the public policy cycle rarely reflect the real dynamics of public policy (SECCHI, 2010). Generally speaking, the process of public policy is uncertain, and the boundaries between its various phases are unclear, and these are

overlapping, and some steps anticipate others.

In many cases, public policies may arise to address existing problems identified, without considering the underlying causes of these problems. The government does not always have the time to make an appropriate planning process for its policies.

Thus, the appropriate study on the implementation process of a policy is not sufficiently accomplished, putting in check the quality of expenditure and public investment in general, which relates to the context and the way in which public policies are formulated, implemented and evaluated.

In view of these observations, it is necessary to clarify that this study is aimed at the management of public policies in the construction/conduction of public policies for the promotion of cooperativism.

For this reason, it proposes to qualitatively evaluate the municipal public policy dynamics of fostering cooperativism, in the municipality of Gurupi-TO in order to guide the actions of governance, with a view to contributing to the formation of a safer environment and Favorable for the public policy of local and regional cooperativism to present effectively transformative results, at the height of society's expectations and in the

realization of social rights, provided for in the Magna Carta-Federal constitution of 1988.

The research is part of the following problems: How does an institutional dynamic of the municipal public policy of cooperativism contribute to the consolidation of cooperativism in the municipality of Gurupi-TO? What are the challenges and possibilities of the management of public policies and cooperativism in the municipality of Gurupi-TO? To this end, it seeks to demonstrate the convergence of the interests between the management of public policies and the cooperativism for the effective consolidation of the municipal policy of fostering cooperative activism in the municipality of Gurupi-TO.

As cooperativas vão além dos padrões de políticas de responsabilidade social adotadas pelas empresas mercantis, uma vez que “a participação democrática e a educação cooperativista pretendem construir novas relações entre as pessoas, o que também repercutiria na comunidade, contribuindo, assim, para o desenvolvimento e a promoção da cidadania” (MILAGRES; AMODEO e SOUZA, 2011, p.72).

Thus, it aims to analyze the institutional dynamics of the municipal public policy of fostering cooperative activism, between the years 2013 and 2017, in the municipality of Gurupi-TO, specifically to qualitatively evaluate the dynamics of the institutional cycle of municipal public policy for cooperativism in Gurupi-TO based on the perception of public managers, leaders and beneficiaries in relation to the qualitative performance of municipal public policy and to identify the challenges and propose guidelines for the consolidation of public policy management to promote Cooperativism in the municipality of Gurupi-TO.

The research is justified by the low density of scientific papers on public policy management at the municipal level, especially in the municipalities of the state of Tocantins, intending to contribute in the theoretical aspect to the political and social actors Involved with cooperativism and public policy management.

The methodological part brings a qualitative approach, with data collection via bibliographic and documentary research and conducting semi-structured interviews with former managers and leaders who participated and participate in the conduction of the aforementioned policy and with beneficiaries (small producers of family farming). The collected data were categorized and submitted to content analysis.

The work is structured in sections being the first such introduction. The second section deals with the conceptual definition of public policies, addressing the

importance of this area of knowledge its conceptual delimitations and the evaluation of public policies.

The third section deals with cooperativism, establishing historical evolution and the current state of cooperative principles, cooperativism in Brazil, in the state of Tocantins and in the municipality of Gurupi-TO.

The fourth section describes the methodology used in the research and form of data collection and analysis. In the fifth section brings the analysis, discussion of the results and finally are presented the final considerations of the study.

### 1.1. DEFINITION OF PUBLIC POLICIES

Brazil is a country historically marked by its natural and cultural diversity. similarly, the existence of social and economic inequalities is evident, as demonstrated by official requirements (PEREIRA, 2011).

Despite the different phenomena, poverty, inequality, and social exclusion are intimately interrelated, since poverty in Brazil is not determined by the scarcity of resources, but by inequality in the distribution of income and opportunities for economic and social inclusion, as shown by Barros (2004).

Neste sentido, importante frisar as definições e fundamentos das políticas públicas, bem como as formas de consecução de seus objetivos.

According to Secchi (2015), the policy, based on the term American policy, refers to the positioning and orientations for decision and action, a fact that gives it a more practical dimension and thus facilitates understanding its function in the social context.

The author also mentions that in the political decisions instituted at the State level, there is the participation of several actors, among which stand out the political parties, government agents and various other social actors, such as representatives of social movements, non-governmental organizations (NGOs) and private enterprise.

One can understand public policies based on two currents of thought: the North American focused on the action of analyzing public policies within a utilitarian logic, from the point of view of costs and results. And there is the other aspect, the European one that analyzes public policies as a political and collective process. Thus, there is a need for discourse between government action and the theory of the state, especially the one that values the collective since public policies aim to meet the welfare of society.

Public policies are directed at solving collective demands, which may affect the private life of citizens, and private entities may participate in their formulation or

share their implementation, and the possibility of doing so is supported by public decisions, in decisions taken by government agents, emanating from the imperative power

of the state. And, for academic purposes, a conceptual theoretical synthesis is presented in **Table 1 below**.

*Table1. Theoretical and Conceptual Structure of “Public Policy”*

Author	Definition
Laswell (1950)	"public policies were, in fact, the realization of the Government in action, almost an act of <i>governing</i> , conjugated with the verbal time in the Gerundian), its studies should also assume the intentionality of such actions adopting a prescriptive perspective, so that Public policy decisions and analyses converge to answer the following questions: Who gains what, why and what difference does it make."
Dye (1972)	Public policy emerges as "everything a government decides to do or not to do".
Jenkins (1978)	"set of interrelated decisions made by an individual actor or set of actors regarding the selection of objectives and the means to achieve them in a situation where actors are able to achieve those objectives."
Souza (2006)	"Field of knowledge that seeks, at the same time, to "put the government into action" and/or to analyze this action (independent variable) and, when necessary, to propose changes in the course or course of these actions (dependent variable)".
Souza (2007)	"There is no single better definition of what public policy is. Mead (1995) defines it as a field within the policy study that analyzes government in light of major public issues and Lynn (1980) as a set of government actions that will produce specific effects. Peters (1986) follows the same vein: public policy is the sum of the activities of governments, acting directly or through delegation, and influencing the lives of citizens. Dye (1984) epitomizes the definition of public policy as 'what the government chooses to do or not to do'. The best-known definition remains Laswell, that is, public policy decisions and analysis imply answering the following questions: who gets what, why, and what difference it makes".
Rua (2013)	(...) Public policies (policy) are one of the resulting political activity (politics): they comprise the set of decisions and actions related to the mandatory allocation of values involving public goods. "It is important to develop the understanding that public policies are the result of political activity and that this consists in the peaceful resolution of conflicts, a process essential to the preservation of life in society."
Amabile (2012)	"Are decisions that involve issues of public order with broad scope and aimed at satisfying the interest of a collectivity. They can also be understood as strategies of public action, structured through a decision-making process composed of complex variables that impact in reality. They are the responsibility of the formal authority legally constituted to promote them, but this burden has been increasingly shared with civil society through the development of various mechanisms of participation in the decision-making process."
Howlett et al. (2013)	"The <i>policy-making</i> deals fundamentally with actors surrounded by constraints that have to reconcile ( <i>policy goals</i> ) with ( <i>political means</i> ) in a process that can be characterized as "applied problem resolution" in Decision making process".
Secchi (2015)	"An elaborate guideline to tackle a public problem [...], a policy is a guideline for someone's activity or passivity; The activities or passivities deriving from this guideline are also part of the public policy".

**Source:** Elaborated by the author (2018).

From the definitions of ' public policy ' outlined elsewhere it is perceived that, until then, the government acts as the main actor to achieve the purposes of a fair and egalitarian society and for both public policy plays a central role in life of people, because it is a key factor in contributing to the welfare of society.

Therefore, it is assumed that public policies are formulated to provide better welfare conditions for the population, and society, as an end to public policy, has a

substantial role in its process of definition, elaboration, implementation, and evaluation.

In this respect, Brazil stands out as a country that has benefited, in the last decade, by adopting policies to promote growth with equity, even if it still needs to advance to improve the reach of these policies (DEDECCA; THUNDER SOUZA, 2014), as shown in **Figure 1 below**.

### EVOLUTION OF GROSS DOMESTIC PRODUCT AND PER CAPITA FAMILY INCOME (%) BRAZIL, 1999-2011 \*

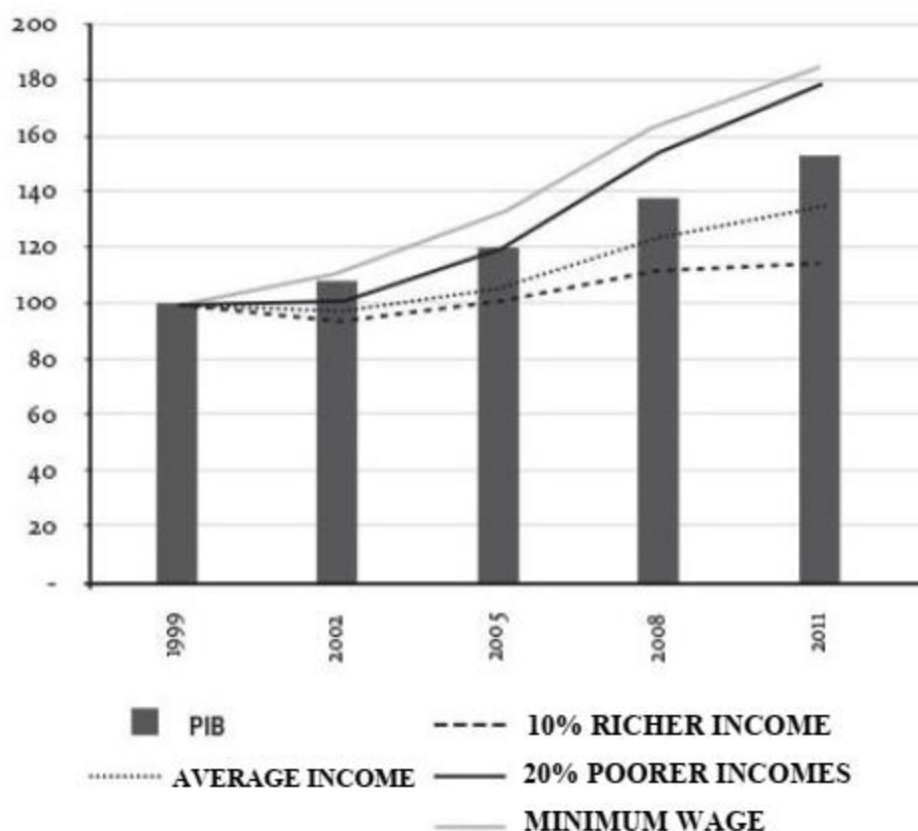


Fig.1: Evolution of gross domestic product and per capita family income (%)

Source: IBGE, Directorate of Research, Coordination of work and income, a national survey by continuous household sample, 2014.

Thus, in order for society to meet its needs, the Government needs to be effective in the production of public policies, fulfilling them satisfactorily, because good public policies are built consciously, that is, governments need to efficient processes to allocate and balance demands in order to solve the core of problems.

Given this complex relationship between government and society, the political process is fraught with irrationalities, inconsistencies, and reasons for lack of coordination. These short comings often derive from poorly resilient sources of policy, since if both those who participate and those who do not participate in governments are no longer familiar with the nature and functioning of the political process, they are unlikely to imagine strategies for success in influencing their course and ensuring that they produce effective results (HOWLETT; RAMESH; PERL, 2013).

Although public policies are indispensable to society, they occupy a central place in the world of public management, as managers need resources to perform their

tasks at high levels of intelligence, sophistication, and competence. A disjointed political process influences the functioning of policies and in the meantime, managers are unable to devise effective strategies to positively influence the direction of the process to ensure an integrated set of outcomes (WU et al., 2014).

Thus, the disarticulation of the public policy process has caused, over the decades, problems caused by the existence of a range of fragmented policies, as will be explained in the next section.

Rather, it should be noted that, as seen, the concept of public policy is transversal to several areas or sectors of public intervention, adjusting according to the identified public problem, establishing a causal relationship. In other words, depending on the type of public policy at stake, the structuring of conflicts, coalitions and the balance of power change, determining the political dynamics and perhaps the political process.

Therefore, for the desired purposes of this study, the concept of Secchi (2015) is the most appropriate, because

it understands that public policies should be developed to face a public problem in order to guide activities to solve the problem or even in cases of omission or passivity, public policies are also able to meet these needs.

## 1.2. THE DYNAMICS OF THE PUBLIC POLICY CYCLE

Public policy (policies) occurs in a tense and high-density political environment (politics), marked by power relations, extremely problematic, among actors of the state and society, among intersectoral agencies, among the powers of the State, between the national level and sub-national levels, between political community and bureaucracy.

The process of drafting public policies (policy-making) is also known as the Public policy cycle (policy cycle). Such a cycle is a visualization and interpretation scheme, which organizes the life of public policy in sequential and interdependent phases.

It can also be said that the cycle is an approach to the

study of public policies, which identifies sequential and interactive- iterative phases in the production process of a policy, and the model of the "cycle of public policies" is an abstract conception of Political process, which although it does not exactly correspond to what happens in practice, acts as a resource for the analysis of public policies. This is why it is called the "Heuristic Model" (RUA, 2014).

Saravia and Ferrarezi (2006) distinguish the following stages: formation of the agenda, elaboration of alternatives, formulation, implementation, execution, monitoring, and evaluation.

However, Secchi (2010, p. 44) understands that the "visualization of the public policy cycle is restricted to seven main phases: 1) Identification of the problem, 2) Agenda formation, 3) Formulation of alternatives, 4) Decision making, 5) Implementation, 6) Evaluation, 7) Extinction", proposing the scheme shown in **Figure 2, below:**

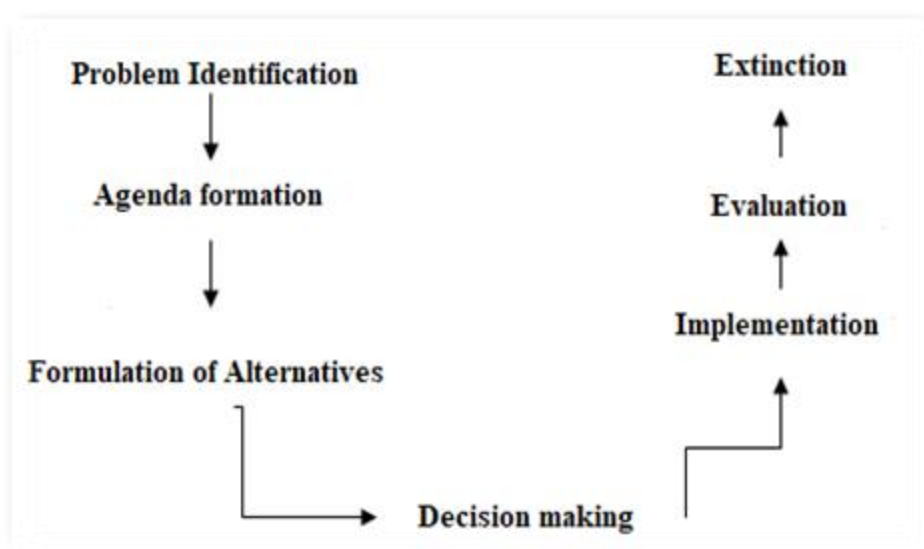


Fig.2: Public Policy Cycle

Source: Adapted from Secchi (2015, p.43).

In general terms, the main phases of public policy are as shown in table 6 below:

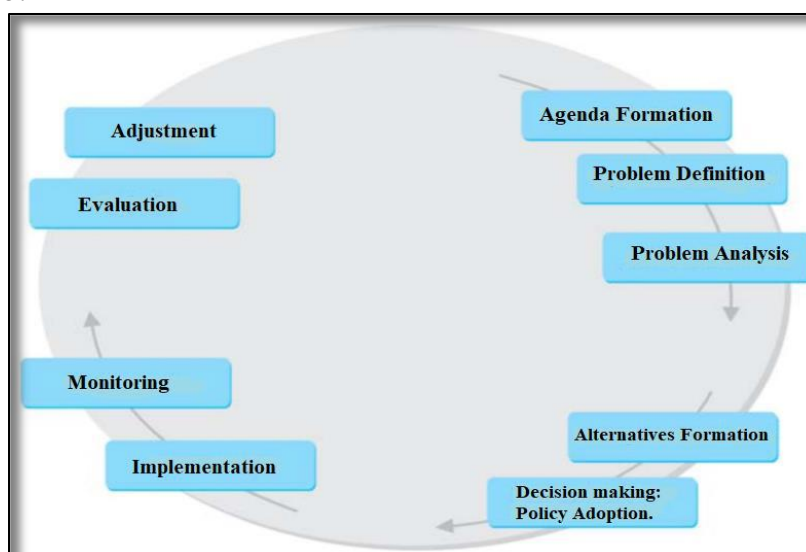
Table.2: Main stages of a public policy

STAGES	DESCRIPTION
Agenda formation	recognition and definition of a given situation as a relevant collective political problem and may take the form of a government program and/or budget planning;
Alternatives formation and decision making	From the definition of the problem on the agenda, efforts to build and combine solutions to the problems are essential, and the objectives, strategies and the study of the potential consequences of each solution alternative need to be established. This is the time when methods, programs, strategies or actions that can achieve the established objectives are elaborated. Decision making is seen as the next step in formulating solution alternatives, where decision makers have problems at hand and chase after solutions.



Implementation and monitoring	This phase follows decision-making and precedes the first evaluative efforts, where the concrete results of public policy are produced, the rules, routines, and social processes are converted from intentions into actions, analyzing performance against the objectives set;
Evaluation	At this stage of the public policy cycle, the implementation and monitoring process is examined in order to better understand the state of the policy and the level of reduction of the problem that generated it, that is, a crucial moment for producing feedback on the previous phases.

As for Rua (2013, p.36) “one way to deal with this complexity, without disregarding the systemic dynamics, is to associate the systemic model with the policy cycle model, which addresses public policies through its split into sequential steps ”as shown in **Figure 3**:



*Fig.3: Public Policy Cycle associated with the systemic model*

**Source:** RUA (2009, p.36).

Secchi (2010) differs from Rua (2013) in considering that the steps are not understood as a linear process since the starting point is not clearly defined and the activities of different stages may occur simultaneously or the stages themselves may present themselves partially overlapping.

However, the correct way to understand the public policy cycle is of paramount importance to the manager, because understanding this process can contribute to clear reflections on how and which policy instruments can be employed and refined. In addition, it helps to organize ideas, makes the complexity of public policy simplified, and helps actors create a comparative framework for heterogeneous cases (SECCHI, 2010).

With respect to the objectives outlined in this paper, especially in the intermittent/cyclical dynamics of the public policy of fostering existing cooperativism, the development of the research is related to municipal management and the government platform.

Notably in Gurupi-TO, within the administrative structure of municipal public management, there is the secretariat of government directed to cooperativism,

despite being linked to other structures (Municipal Secretariat of Production, Cooperativism, and Environment).

Thus, considering that the importance of the conception of the “public policy cycle” stems from the fact that its stages correspond to a sequence of elements of the political-administrative process and can be investigated with regard to the actors, their relations, their resources of power, political and social networks, and the practices or actions that are typically at each stage, let us address how an existing public policy can be measured and analyzed, what affects society or group has on public policy, especially what it concerns the achievements achieved and the expected and unintended consequences (SARAVIA; FERRAREZI, 2006).

Given this, the objectives and actions implemented in the area of cooperativism by the local government secretariat as well as the national and state guidelines are indispensable for the evaluation of the existing policy, in order to identify the challenges that guide it and its qualitative assessment.

Therefore, to understand the context of the implementation of municipal public policy to foster cooperativism, we begin to explain about local cooperativism.

### 1.3. COOPERATIVISM ON THE LOCAL ASPECT

Cooperatives are vehicles for mobilizing resources in the communities where they are located, given the commitment to promote actions that promote the production of goods and services, and consequently benefits the circulation of resources within the community, as well as social and economic development.

And among the aspects of local development, the cooperative activity also promotes job and income generation, because through the cooperative system citizens are able to engage in the purchase, sale, use, and supply of goods and services, benefiting from better working conditions and income, generating opportunities and quality of life in the environment.

According to data from SESCOOP on the cooperative landscape in the state of Tocantins, 2015 closed with a total of 45 cooperatives distributed in the branches listed in **Table 3**, as follows:

*Table.3: Branches of cooperatives in the Tocantins*

COOPERATIVE BRANCHES	ANO DE 2015
Farming	14
Consumption	0
Credit	03
Educational	04
Special	0
Housing	0
Infrastructure	0

*Table.4: Active cooperatives in Gurupi - TO.*

N.	COOPERATIVES
1	UNIMED GURUPI MEDICAL WORK COOPERATIVE (Continued)
2	COOPERATIVE MEAT PRODUCERS AND GURUPI DERIVATIVES – COOPERFRIGU
3	SOUTH TOCANTINS AGRICULTURAL PRODUCERS COOPERATIVE – COOPERSUL
4	COOPERATIVE OF HEALTHCARE USERS - USIMED GURUPI
5	REGIONAL CO-OPERATION OF AGRICULTURE PRODUCERS FAMILY – COORPAF
6	COOPERATIVE BRAZILIAN CENTER FOR ECONOMY AND MUTUAL CREDIT OF HEALTH PROFESSIONALS LTDA
7	SICOOB CREDIPAR - COOPERATIVA DE CRÉDITO E LIVRE ADMISSÃO DO PARAÍSO DO TOCANTINS E REGIÃO - LTDA
8	SICREDI - RURAL CREDIT COOPERATIVE AND TOCANTINS STATE PUBLIC SERVANTS

Source: OCB/Sescoop (2018, s/p).

During this work was realized the degree of relevance of the performance of these cooperatives for local development, considering their social and economic impact.

Next, the methodological aspects used in this study will

Mineral	03
Production	01
Health	07
Work	06
Transport	07
Tourism and Leisure	0
<b>TOTAL</b>	<b>45</b>

Source: SESCOOP (2018, s/p).

In the municipality of Gurupi-TO, to which this work is addressed, Cooperativism is conceived as a pillar in public management, such as the edition of Municipal Law Nº. 1.188 of June 30, 1997, which brought the need for strengthening cooperativism, as Articulation of measures to improve the population of the rural environment. From then on, cooperativism is the basis of support for the implementation of the municipal developmentalist public policy.

In the municipality, local potentialities can be evaluated in order to diagnose the conditions for the economic, social and cultural development of the community involved. In this way, cooperativism can contribute to the improvement of the quality of life of those who are in vulnerable economic and social conditions.

In the case of Gurupi-TO, The local potential is linked to agricultural activities, due to the promising potential of the region and its consolidation in the market, as a regional pole of the South Tocantinense.

According to data from the OCB/Sescoop system in Gurupi there are 08 (eight) active cooperatives, as listed in Table 4.

be presented.

## II. MATERIALS AND METHODS

This is a research of qualitative approach, through the deductive method, comprehensive, explanatory, thinking

in the evaluation with the political connotation of the municipal public policy to foster cooperativism in the municipality of Gurupi-TO.

The research was divided into three basic stages: in the first, documentary and bibliographic researches were developed; In the second, the data collection technique was used (in this study we adopted the semi-structured interview using the techniques, snowball, and theoretical saturation); and in the third and last step, it consisted of data analysis, using as support Bardin (2016) content analysis technique. Both evidenced the evaluation categories in the construction of the research result.

Having defined the problem, the objectives of the original research and the methodology to be employed, it started, therefore, to collect the research data.

The collection of documentary data consisted of bibliographic research and documentation, in, search for laws and models of public policies of coping existing in the country, in its governmental and institutional databases. Searches were performed using the following main search indexes: Public Policies; Public Policy Cycle; Public Policy Evaluation; Cooperativism. Therefore, the sources of information are official and public and are basically immediate documentary (Legislation, Projects, Articles and Scientific Journals).

From the models of public policies aimed at cooperativism, existing in Brazil, if the public policy in the municipality of Gurupi-TO is similar and specifically aimed at fostering cooperativism. Once identified the

municipal public policy with this design it was selected as the object of the proposed study, as well as the actors involved in its conduction and those benefited by its actions, who participated after the necessary approval of the project by the Research Ethics Committee. UnirG University (CAAE: 83357518.7.1001.5518), upon acceptance and signature of the TCLE, to conduct semi-structured individual interviews. The sample quantity for individual interviews followed the theoretical saturation technique of Fontanella et al., (2008, p.17) which implies the “theoretical saturation closure is operationally defined as the suspension of inclusion of new participants when the data obtained now present, in the researcher’s evaluation, some redundancy or repetition, and it is not considered relevant to persist in data collection ”.

The perception of the theoretical saturation point is “when the obtained data start to present, in the researcher’s evaluation, a certain redundancy or repetition, and it is not considered relevant to persist in the data collection” (FONTANELLA; RICAS; TURATO, 2008, p.17). Thus, there being repetition and no innovation in the theoretical reflection in the interview is a sign that saturation has been achieved.

For example, the table showing the theoretical saturation regarding the category of actions developed by the municipal policy of fostering cooperativism in family farming in Gurupi-TO was formulated, as shown in **Table 5 below**.

Table.5: Actions of the municipal policy of fostering cooperativism in family farming

Actions	Interviews													Total of Recurrences
	B1	B2	B3	B4	B5	B6	B7	B8	B9	B10	B11	B12	B13	
Soil Preparation (machinery)	X	X		X		X		X	X	X	X	X	X	10
Inputs (seed/limestone)		X												1
Technical assistance by professionals	X													1
Small Farmers Fairs Infrastructure		X	X	X	X									4
Purchase school Lunch	X	X				X	X	X					X	6
Transport	X	X		X		X			X		X	X		7
Total new categories of utterances for each interview.	4	2	0	0	0	0	0	0	0	0	0	0	0	

Source: Based on data from interviews with beneficiary actors based on Fontanella et al. (2008).

Table 5 shows the theoretical saturation of the “Developed Actions” category since the new statements

appeared only in the first two interviews and in the others there were repetitions of the statements and no innovation



to this category of the applied semi-structured interview.

The data collection effort was also carried out through semi-structured individual interviews with the municipal managers (secretaries and managers), for which authorization was required from both the municipal manager and the person responsible at the time by the Municipal Secretariat of Production, Environment, and Cooperatives from the municipality of Gurupi-TO. Once the authorizations were obtained, it was time to contact by telephone or in-person (considering the availability of the participant) with the former managers who directed the municipal public policy between 2013 – 2017, explaining the research objectives, and the who agreed to participate, a date was scheduled for TCLE collection and semi-structured interview, which were conducted with 03 (three) former managers and 01 (one) director, with an average duration of 35 minutes, being identified by G1, G2 , G3 and G4 to preserve the confidentiality of identities and information. The interviews were recorded and later transcribed for analysis.

From the data collection, these were analyzed through Content Analysis, with the formulation of categories which explain the findings of the specific objectives set and found together with the description of public policy evaluated and the final conclusions of the research through the interpretation that required in this methodological technique.

It is important to emphasize that for the purpose of this research, the sequence of steps was adopted to perform the content analysis recommended by Bardin (2016), in view of its wide use and popularity in qualitative research analysis, as they came to the researcher, that is, the analysis grid was open type.

The results were obtained from the content analysis of the documental and bibliographic research and the interviews with the social actors in the total of 17 actors, being 04 former managers and 13 beneficiaries associated with the associative/cooperative organizations in the municipality of Gurupi-TO.

Now the results of the work are presented.

### III. RESULTS AND DISCUSSION

Based on the methodology employed, the institutional dynamics of the municipal public policy cycle of fostering cooperativism between 2013 and 2017 were qualitatively analyzed and evaluated in order to identify the challenges and propose guidelines for the consolidation of municipal management of the public policy of fostering cooperativism existing in Gurupi-TO.

Evaluation is the phase of the public policy cycle where the implementation process and public policy

performance are examined to better understand the state of the policy and the level of reduction of the problem that generated it.

The present work privileged an evaluation with political connotation, according to (SECCHI, 2015), considering the aspects such as: the legitimacy of the elaboration process of the actions, the perception of the beneficiaries of the public policy with the indication of the benefits and impacts, and the participation of the actors in the conduct of public policy to foster cooperativism.

With regard to the legitimacy of the process of elaborating the actions, G3 and G4 pointed to the existence and relevance of the Sustainable Rural Development Council in which the existing problems faced by the management as well as the producers/beneficiaries of the existing policy are discussed and confirmed by the beneficiary. B2, note:

The Sustainable Rural Development Council, which was also created already in this administration, we, for example, analyzes the actions developed and those that did not work very well this year what we may be doing to improve (...); Listening to them, the Associations are represented on the Board and have participated in the meetings, we make a planning with their participation, it is not a planning that comes only from the Board (G4). It has the relevant entities that participate in the actions developed as the Rural Development Council (G3).

(...) We have a Sustainable Rural Development Council that I think is the one that takes care of these actions the most, determines (B2).

The statements demonstrate the existence of a legitimate and evenly organized channel for deliberations concerning existing public policy, allowing the influence of citizens in the decisions taken.

Regarding the perception of the benefits and impacts generated by the existing public policy to foster cooperativism, the mentioned benefits are: improvement of work and income through governmental product purchase programs, improvement in productivity through technical assistance and support with infrastructure with the improvement of the roads, the offer of transportation of products for sale and of the inputs. Such benefits and impacts are thus reported by the beneficiaries.

We had a lot of encouragement from the city in both beekeeping and agriculture (...); the city gave beekeeping courses, gave some material, gave the boxes, overalls, was 4 boxes for each producer, that's where the production of honey began in the Gurupi region

(...); Look they [the management] always give us

technical assistance, the technician goes there to help in the planting, in the preparation of the land (B1).

Has the rural development program through family farming to assist us in the case of tillage. We have the driving [trans- portation] to pick up our products here because we sell it to City Hall for school lunches (B2).

We have to benefit the fair of the producer that is very good to sell (B3).

The benefits we have is that with the fair increased the producer's income, improved a lot (B4). We have courses to improve production and this fair is too good (B5).

She [the management] tidying up the roads when she has to, sending the machines to the railings, throwing limestone, that's very good for us (B6).

The fairs came at the right time, so we could sell the products from the farm (B7). Increase income because we start selling more at fairs and for school meals (B8).

They bring tractors to help prepare the land and the roads, send cars to dispatch the goods to schools and fairs (B9). She [management] and the tractors to harrow the land, gives us a lot of support and benefit (B10).

They [management] give the tractor, the bus to pick up and take us, bridge and tidy up the roads (B11). We have a tractor and bus to help us (B12).

Direct purchase greatly improved our income, tractors at the time of planting is very good to help with planting (B13).

Former managers also report on the benefits of existing policy

(...) Today the result we have here is an organized fair that happens 3 times a week (G1).

(...) public policies, for example, of direct (purchase), with a simultaneous donation, of government purchases by the education department itself, were at least 30% of the school meals it has to come from family farming origin then these public policies they exist here (...) (G2).

(...) mechanized patrol was an important acquisition to promote local production, management offers the operator of the machine, fuel all to make life easier for the small producer (G3).

(...) producers today they receive support from soil preparation, guidance, courses, beekeeping, organic farming, and various other costs even of NCR (right rural business), learn how to plan their production, until the time to market, they have logistical support, three fairs were created for them [beneficiary] (G4).

The statements above show that the existing policy generates benefits and consequently positively impacts the lives of these beneficiaries, or better, provides a better quality of life. Therefore, it is noticeable the progress in

relation to the effects of public policy analyzed as an alternative in solving the social problem related to labor supply and income of this portion of the population, namely family farming.

Regarding the participation of actors in the conduct of politics, most expressed their freedom to exercise their participation, speaking, listening, giving suggestions in collective deliberations, following the testimonials.

Many times they [managers] already get the project ready, present and guide us to participate because it is good for us. They often set up meetings, the association invites staff and often they [beneficiaries] do not go (...); Management whenever they have something to do they invite and participate and most producers only listen (B1). Whenever you are meeting with us, I always participate (...) (B2).

I always talk and sometimes they ignore me because I don't come to meetings to be quiet because if I don't talk they won't know what we are feeling or needing (B3). Sometimes we have a meeting, yes, we participate (...) (B4).

I have attended some meetings, but I am not talking much, just listening (B5). Whenever you have a meeting, it is very good and helpful (B6).

The city hall has frequent meetings, had one (last) month and I have participated (B7). They always have meetings with us, there are some that I went to and some not (B8).

For this criterion, according to Tenório (2010, p.6) is defined as: "endowed with information and with free access to channels of deliberation, any individual (citizen) or organization is able to influence decisions taken through the deliberative process".

Therefore, the above statements show the importance of people's participation in the pursuit of their rights, the more people participate, the more they seek knowledge of their rights and duties, but without acting, it is difficult to improve the quality of life in all sectors. , whether at work, in education or in health.

In the semi-structured interviews conducted with both actors, they were asked: "On a scale of 1 to 5, being: 1- bad; 2- regular; 3-good; 4- Very good and 5-Excellent, what would be your assessment of the existing policy.

The result of the evaluation concludes that the interviewed audience was divided in the result, and 52.93% considered Gurupi-TO's policy of fostering cooperativism satisfactory and 41.18% considered it fair (poor to fair). ), except for aspects of the policy to be refined.

I think it should improve communication between managers and producers because many meetings are scheduled and city hall staff do not go (B1).

We have to have a better commitment to implement CEASA for us, it would be an incentive to produce and sell more (B3). Management could follow associations more closely and see how they work and need help improving (B5).

Improve the roads (B6 / B7 / B8 / B12 and B13). In the perception of former managers

The policy needs to have continuity if with each management you have an interruption you have a return to the past, then the motivation, everything you do has to have a sequence, persistence, you have to persevere because if you suffer interruption you have a setback (G1).

(...)the culture of cooperation it has to be excellent for Gurupi and region, now today it is not excellent so we have an opportunity to advocate a different culture and then I believe the secretariat itself, the work done will make it possible for us to become excellent that today I see as insipient that people do not talk, is shy, people, in fact, when you talk about a culture of cooperativism people, they tarnish that old image of cooperative that did not work in our region, we need to have an instrumentalizing public policy, now this is a big challenge because not everyone wants the organized and

structured production system (G2)

(...)managers have no affinity for working with the cooperative side. There is no director of cooperativism here. So how do you promote this if you don't have people in a position to work. This is how putting people in the right place will develop the right things. Then you will put the wrong people they will not develop. The secretaries here are politicians, which is the most ridiculous thing I've ever seen, this should be a technical position (G3).

We still have much to improve on this issue of cooperativism and make the population and the productive classes understand the importance of cooperativism for the social and economic development of the region. Our advantage at the moment is that we have a manager with this vision aimed at encouraging cooperativism (G4).

Among the aspects mentioned by the interviewees for the improvement of existing public policy are: communication between management and beneficiaries, infrastructure, monitoring of beneficiary associations, continuity of actions in succession between managements, education and culture for the improvement of local cooperativism and appointment of managers and technical servants trained to develop local **cooperativism**.

Table.6: Summary of Public Policy Assessment from the actors' point of view

Criterion	Description
The legitimacy of the process of elaboration of actions	The functioning of the Municipal Council for Rural Development, its equal formation with society, has an impact on the legitimation of the deliberative process of the existing public policy.
Perception of benefits and impacts generated	Some of the benefits mentioned by the interviewees were: investment in road infrastructure, technical assistance for producers, mechanized patrol for tillage, provision of free public transport by producers and production; direct purchase and for school meals of the production, generating impact in the improvement of the work and increase in the income of the producers.
Stakeholder participation in policymaking	They expressed their freedom to participate, speaking, listening and giving suggestions in collective deliberations, with the possibility of compliance with management.

Source: Research data, 2018.

The existing policy is directed to the development of local production from family farming the beneficiary public is concentrated in the formation of local associations that have representatives before the Municipal Council of Rural development as well as promotes the intermediation of municipal public management actions for members, providing positive impacts on job generation and increased family income.

Therefore, the municipal public policy for cooperativism in Gurupi-TO based on the perception of

public managers, leaders and beneficiaries can be assessed as partially satisfactory since their idealization and conduction are guided in Legitimacy of the actions developed which are decided by collective deliberation in Council formed for this purpose, being this sphere constituted in a joint form between public actors, beneficiaries and organised civil society and the Participation of beneficiaries.

On the conduct of public policy was mentioned by the beneficiaries that participation took place freely and

without coercion, despite the caveat that not all manifestations and requests are not accepted by the municipal management, since it is up to this Decide, based on discretion, which actions are really necessary at the lowest cost.

As for the benefits and impacts promoted by the policy analyzed, they consist of most of the beneficiaries' opinions, in infrastructure actions that enable local production from family farming to generate positive impacts and Relevant in working and income conditions and consequently in improving the quality of life of the beneficiaries, as shown in the recurrent literature.

Tem- Whether as challenges to be faced by the management of public policy: the consolidation of the effectiveness of the public policy of fostering cooperativism through continuous actions of cooperative education and culture, maintenance of a public management directed by Skilled actors and governmental and institutional commitment to the consolidation of rural cooperatives, in particular covering activities of family farming.

Regarding the improvement of communication channels between management and beneficiaries, the dissemination of actions and deliberations as well as the effective participation of beneficiaries in the management of public policy are issues of collective deliberation and that in the sessions both Actors can manifest and in collective consensus analyze what best meets the needs.

Therefore, it is understood that the consolidation of public policy management to promote cooperativism through the analyzed indicators can be effected through the editing of municipal law that regulates cooperativism and the actions developed by Municipal management as a strategic tool in promoting the economic, social and political strengthening of the beneficiaries of the municipal policy of fostering cooperative activism.

#### IV. CONCLUSION

The main objective of this paper is to analyze the institutional dynamics of the municipal public policy of fostering cooperativism, between 2013 and 2017, in the municipality of Gurupi-TO, specifically to qualitatively evaluate the institutional dynamics of the municipal public policy for cooperativism based on perception of public managers, managers and beneficiaries regarding the qualitative performance of municipal public policy and identify the challenges and propose guidelines for the consolidation of public policy management to foster cooperativism in the municipality of Gurupi-TO.

With the interpretation and inference from the semi-structured interviews, it was possible to evaluate the

qualitative performance of municipal public policy through political connotation indicators (SECCHI, 2015) indicating that the existing policy of fostering cooperativism is satisfactory, however, it needs to improve the channels of cooperation communication between the management and the beneficiaries, infrastructure and monitoring of the beneficiary associations / cooperatives, which can happen through the consolidation of a legal instrument that can guarantee the continuity of the actions in the succession of the municipal administrations, to effect the education and culture for the improvement of the local cooperativism and enable the appointment of managers and technical servants trained to develop local cooperativism.

Regarding the challenges and possible guidelines for the consolidation of public policy management to foster cooperativism in the municipality of Gurupi-TO, the following challenges can be seen: the effectiveness of public policy for fostering cooperativism through continuous actions of cooperative education and culture, maintenance from a public management directed by trained actors and governmental and institutional commitment to the consolidation of rural cooperatives, especially covering family farming activities.

With regard to the objective that was outlined this was achieved by offering subsidies for the resolution of the initial problem (how the institutional dynamics of the municipal public policy of cooperativism contributes to the consolidation of cooperativism In the municipality of Gurupi-TO? What are the challenges and possibilities of managing public policies and cooperativism at the local level?)

It is important to emphasize that public policy for the promotion of cooperativism in Gurupi-To promotes important actions to improve the quality of life in rural areas, especially for small producers who develop their agricultural activities In the collective (settlements) and family scope, and as members of local associations declared in most of the speeches that know the cooperativism. However, the form of organization and realization of production is exercised in a manual way with the help of public management in the increase of production and the intellectual work is guided by the organization to which they belong, characterizing self-management and equalling to popular cooperatives (CANÇADO, 2005).

In the course of the research, it was possible to classify the organizations of the beneficiaries of the public policy of fostering cooperativism as popular classes less favored in situations of unemployment and social exclusion, which adds them even more to the class of

popular cooperatives.

Public actions, developed in favor of beneficiaries with the supply of means of production, also constitute another element that is present in the organizations of family farmers.

The public policy analyzed rescues the role of the State, in this case, the municipality of Gurupi-TO, as an inducer of the economic process, boosting the economic and social responses to the claims of the beneficiaries, namely, the family farmers.

The management of public policy analyzed emphasizes the direct creation of work opportunities for organized workers, providing social emancipation, guaranteeing citizenship and social inclusion.

With these woven considerations, it was possible to highlight elements that can contribute to the consolidation of public policy to promote cooperativism in Gurupi-TO through the elaboration of guidelines, objectives and instruments capable of developing Management strategies in conducting the existing public policy with the purpose of implementing skilled human resources aimed at improving the rural population living in family farming.

Thus, it can be affirmed that despite the challenges listed, the promotion of cooperativism promotes relevant influence and possibility in the process of social inclusion not only in the pursuit of economic growth but also as the social and political strengthening of Beneficiaries of the municipal policy of fostering cooperativism.

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