

# Articulation and Negotiation in the Rural Territorial Council of Ilha Grande Bay for Productive inclusion

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**Abstract**— *In order to understand the dynamics of the relations between the actors of the Rural Territorial Council of the Ilha Grande Bay (BIG) in search of productive inclusion based on sustainable rural development, the objective of this article, their actions are analyzed from the network shaped by these actors after three and a half years of research. It is a case study with participant observation, action research, bibliographical and documentary; and semi-structured interviews. The said Council became a space of articulation and negotiation of strategies of public interest with protagonism of the civil society. This arena has been strengthening as it has been presenting positive results regarding the productive inclusion of rural communities. The BIG Council has promoted the approach among the institutions widening its opportunities. And it has advanced in the conquest of distribution and commercialization spaces in the market.*

**Keywords**— *Civil Society, Network, Productive Inclusion, Social Management, Sustainable Rural Territorial Development.*

## I. INTRODUCTION

The Territorial Council of Sustainable Rural Development (Codeter) of Ilha Grande Bay (BIG), the BIG Collegiate as it's known among the members and partners, as well as the other Councils of the 164 rural territories distributed throughout Brazil, were created in the institutional design of the Programa de Desenvolvimento Sustentável dos Territórios Rurais (PDSTR) of Brazil, situated in the Ministério de Desenvolvimento Agrário (MDA) and implemented by the Secretaria de Desenvolvimento Territorial (SDT). The program guidelines indicated a concern in strengthening the participation of civil society through the creation of these spaces under the bases of social management. The program guidelines indicated a concern in strengthening the participation of civil society through the creation of these spaces under the bases of social management.

The PDSTR started in 2003 but was only regulated in 2005. The Codeters were the central axis of the PDSTR implementation as a space where local actors would participate, negotiate and settle on local actions, plan actions sustainable territorial development; and would still exercise social control in the territory. In this way the governmental actions would be legitimized through agreements signed after deliberation in these participatory spaces[1].

The rural territory of Ilha Grande Bay (BIG) is located in the federative state of Rio de Janeiro, Brazil and consists of five municipalities: Seropédica, Itaguaí, Mangaratiba, Angra dos Reis and Paraty. In the BIG Council, both the ordinary meetings and the other activities defined by it are advised by the team of the Programa de Ensino, Pesquisa e Extensão em Desenvolvimento Territorial e Políticas Públicas (PEPEDT) of the Federal Rural University of Rio de Janeiro (UFRRJ) since 2016, assuming the role of the BIG's Núcleo de Extensão em Desenvolvimento Territorial (NEDET), which the same UFRRJ team has been following since 2015. The NEDETs would not only provide technical advice to the Codeter, would also assume the role of disseminator of knowledge and methods for a participative action of productive inclusion in the Rural Territories [2].

The Codeter remained under the aegis of the MDA until May 2016, when President Dilma Rousseff suffered withdrawal and then impeachment. From then on, there was an immediate interruption of the PDSTR, at the same time that the bureaucratic structures that supported it were dismantled. Six months later, the financial contribution that was passed on by the federal government to support the Codeter also ended.

However, the BIG Collegiate is still active in promoting the development of the territory and in facing the external threats imposed on rural communities, counting on the fundamental support of PEPEDT/ UFRRJ. Large industrial, port, residential, including high-

standard, logistic and extractive enterprises, provoke, under different scales and forms, harmful effects to those who live on small rural property in the BIG territory. Rise in land prices, gentrification, environmental degradation and expulsion, veiled or expressed; loss of quality of life are examples of these effects. This prevents or creates difficulty for the rural population to exercise their productive activity and way of life in their space of reference where their identities are built [3].

The objective of this paper is to analyze the dynamics of the relations between the actors of the BIG Council, space of negotiation and articulation, to think about strategies of productive inclusion considering the sustainable development [4] of the rural territory of BIG as a form of resistance to remain in the territory. This paper may stimulate other territories to strengthen their networks when they realize that their maintenance and possible articulations through it are favorable to productive inclusion actions of rural communities.

The article is divided into five sections, including this introduction. The second part discusses the theoretical framework of social management that guided the PDSTR and the management of the BIG Council, as well as the theoretical framework of the relational approach, which proposes to explain the territorial development based on the fact that it depends on the social and political relations that extrapolated the structure proposed by the PDSTR [5]. The section three discusses the methodology and techniques applied in the research. In the fourth section the results are presented considering the new structure of the network shaped by the actors between 2016 and 2018, whose expansion and strengthening led the BIG Council to become a space of negotiation of public interest. In the last section the conclusions are presented.

## II. THEORETICAL FRAMEWORK

Social management is based on communicative action and dialogue among actors in the public sphere that discuss issues of collective interest. When affirming that a space of discussion in the public sphere acts under the bases of social management, it means that it is practiced (or should practice) deliberative citizenship, [6] where the process of discussion is revealed in a communicative action between individuals consciousness and the decisions are taken from the understanding of the actors involved.

The principles of inclusion, pluralism, participatory equality, autonomy and the common good are guiding the practice of social management in participatory spaces that seek to respect the leading role of civil society. Civil society, in this context, is that opinion-maker that resounds in the public sphere and, therefore, capable of

deciding its destiny for the positive results that its political participation can bring to the private sphere. It is strengthened by forms of contemporary organizations: social movements, organizations and associations etc. [7].

In summary, inclusion presupposes that all actors who may be affected or benefited from a topic under discussion must be inserted in the public space that proposes it. Pluralism must encompass the tripod: public power, market and civil society be observed in these spaces so that the discussion can have concrete results, although not tangible, given the density of the network formed. Pluralism is effective when there is participatory equality, that is, isonomy among subjects so that they can express themselves without coercion [8]. Autonomy refers to the real potentiality of representative actors of institutions to make decisions in a public space of discussion. The common good reflects not only the results of the actions of a public space, but the capacity of the actors to suppress their particular interests to the benefit of the collective.

Business relations mix with social ones, because there is no market where agents never meet; in contrast, they behave and make decisions in a given social context [9] [10]. From these relationships arise networks, that is, structures of interpersonal relations shaped by the actors, considering economic and social interests, collective or private. The recurrence of the transactions and the social conviviality result in mutual trust between actors to act jointly, forming a coalition in the economic life.

In this context, the BIG Council network is defined as the set of actors that interact in it or through it, that is, members of the plenary and not members that have ties with the Council. The network is an expression used to verify the quality of interpersonal relations from the investigation of a case, while it is a tool to understand the articulations between actors to reach an end [11]. Social networks in the relational approach also enable to know the field of forces and the institutional potentialities in the territory, considering the actors involved and what type of relationship connects them [5].

## III. METHODOLOGY

Through the exploratory research carried out during the activities of the researchers in the BIG Council, social facts that could be investigated were observed. Based on a theoretical basis, based on the social management of public spaces of discussion [6](TENÓRIO, 2008) and relational approach [9] [12](GRANOVETTER, 2000, 2007), these social facts were scientifically analyzed according to the inductive method. The assumption raised is that the existence of a network shaped by the actors themselves in the BIG Territory and the articulations

established therein may result in alliances between private and public institutions from different spheres of government to promote actions for productive inclusion based on sustainable development.

As a field method, the case study was used, since it contributes to the understanding of contemporary organizational, social and political phenomena [13]. This is a unique case study because, although it is only one more council among 164 other rural territories, the Council continued its activities, even with the closure of the public policy that created it, the PDSTR. His actions as well as his results are deeply linked to the actors that make up the Council. In addition, there are no scientific publications dealing with the continuity of other Codeter activities.

To base the research and confirm the data collected, a bibliographical and documentary research was done. The following were consulted: norms, regulations, regiments, minutes of the ordinary meetings of the BIG Collegiate and research diary. In the field, data collection included participant observation [14], action research [15], and semi-structured interviews between 2015 and 2018. For this, he counted on the support of the members of PEPEDT / UFRRJ, of which the researchers are part. An important facilitator of the research was also the fact that one of the researchers is a member of the BIG Council, representing UFRRJ.

The actors involved in the survey are all those who were present in at least one of the 15 regular meetings of the BIG Council. This is composed by: civil society, represented collectively or individually; (representatives of municipalities, the nucleus of technical assistance, teaching, research and extension, the state and federal spheres); the PEPEDT and market representatives.

#### IV. ANALYSIS AND DISCUSSION OF RESULTS

The dynamics of the relations between the actors of the BIG Council allowed the conformation of a network shaped by them. The result of this interaction is measured by: the performance of its members during the decision-making process in this political arena (assiduity and propositional statements); the actors' actions to provide the productive inclusion of rural communities; and by the joints that break the boundaries of the BIG Council in events promoted by this space.

The BIG Council network was formal until May 2016, as it was based on a bureaucratic consultative structure under administrative rules [16]. Today it could be classified as semi-formal.

Fig. 1: BIG Council Composition in December 2018.

<b>SOCIEDADE CIVIL</b>
Associação de Prod. Rurais Unidos de Assentados da Fazenda (Batatal)
Associação de Pescadores e Maricultores da Ilha da Marambaia - APMIM)
Associação da Comunidade dos Remanescentes de Quilombos da Ilha da Marambaia (AQUIMAR)
Associação dos Agricultores Familiares das Glebas Coletivo e Santa Alice (AACSA)
Associação dos Agricultores da Agroindústria de Doces de Mangaratiba (AAADM)
Associação de Moradores e Amigos de São João Marcos - Serra do Piloto (AMA-SERRA)
Associação de Pequenos Produtores Orgânicos de Seropédica (SERORGANICO)
Associação de Maricultores de Paraty (AMAPAR)
Associação de Produtores Rurais do Vale Mambucaba - Angra dos Reis (ASPR)
Associação Rural Agrícola Pecuarista - Assentamento União, Terra e Trabalho (AATT)
Associação de Pequenos Agricultores do Vale do Rio Sahy (APAVRS)
Associação Comunitária Indígena Guarani (ACIGUA)
Associação Comunitária Indígena do Bracuí (ACIBRA)
Associação dos Trabalhadores Rurais da Serra do Piloto (ATRSP)
Cooperativa dos Produtores Rurais de Paraty (PACOVA)
Cooperativa de Trabalho, Consultoria, Projetos e Serviços em Sustentabilidade (CEDRO)
Colônia de Pescadores de Paraty - Z18
Conselho Comunitário de Mazombinha e Rio Preto
Conselho das Associações da População e Povos Tradicionais Paraty (CONAP)
Sindicato dos Trabalhadores Rurais de Angra dos Reis
Sindicato Rural de Itaguaí
Sindicato dos Trabalhadores Rurais de Paraty
Sindicato dos Trabalhadores Rurais de Mangaratiba
União das Associações e Cooperativas de Pequenos Produtores Rurais do Estado do RJ (UNACOOOP)
<b>PODER PÚBLICO</b>
Empresa de Assistência Técnica e Extensão Rural do Rio de Janeiro (EMATER-Rio)
Empresa Brasileira de Pesquisa Agropecuária (EMBRAPA) - Agrobiologia
Empresa de Pesquisa Agropecuária do Estado do Rio de Janeiro (PESAGRO)
Fundação Instituto de Pesca do Estado do Rio de Janeiro (FIPERJ)
Fundação Nacional do Índio (FUNAI)

Fundação Oswaldo Cruz - Observatório dos Territórios Sustentáveis e Saudáveis da Bocaina (OTSS)  
 Parque Estadual Cunhambebe (PEC)/Instituto Estadual do Ambiente (INEA)  
 Instituto Chico Mendes de Conservação da Biodiversidade (ICM-Bio) - Parque Nacional da Serra da Bocaina (PNSB)  
 Instituto de Terras e Cartografia do Estado do Rio de Janeiro (ITERJ)  
 Programa Luz para Todos/RJ (PLT)  
 Secretaria de Agricultura, Aquicultura e Pesca de Angra dos Reis (SAAP)  
 Secretaria Municipal de Meio Ambiente e Agricultura - Itaguaí (SEMAAP)  
 Secretaria Municipal de Meio Ambiente Agricultura e Pesca de Mangaratiba (SEMAP)  
 Secretaria de Pesca e Agricultura de Paraty (SEPA)  
 Secretaria de Ambiente e Agronegócios de Seropédica (SEMAMA)  
 Universidade Federal Rural do Rio de Janeiro (UFRRJ)

The same formal structure remains to be regimented and much of the rules of conduct established by the late MDA are maintained. On the other hand, there is currently nothing bureaucratic to control, unless the

decision of the plenary, which is sovereign. That is why it is a network of complicity, based on trust between actors.

The relationships established between the institutions seek to support rural communities through sustainable proposals that promote productive inclusion and social control actions in the territory. Fig. 1 lists the members of the BIG Collegiate.

The network shaped by the actors of BIG Council promotes a bridge with other actors in the same network or outside. In the latter case, approaching the actors when they do not have previous links. The expansion of the network occurs even if the BIG Council is not a bridge because it is not the only possible way, but the network is used because it is a shorter route so that there is an approximation among the actors.

As shown in Fig. 2 the actors of the BIG Council were organized in a network - molded by the actors after the end of the PDSTR - according to the arrangements that made up the nuclei of each municipality. The nuclei of "technical assistance", "new partnerships" and "market" were allocated separately because they are supra-municipal.

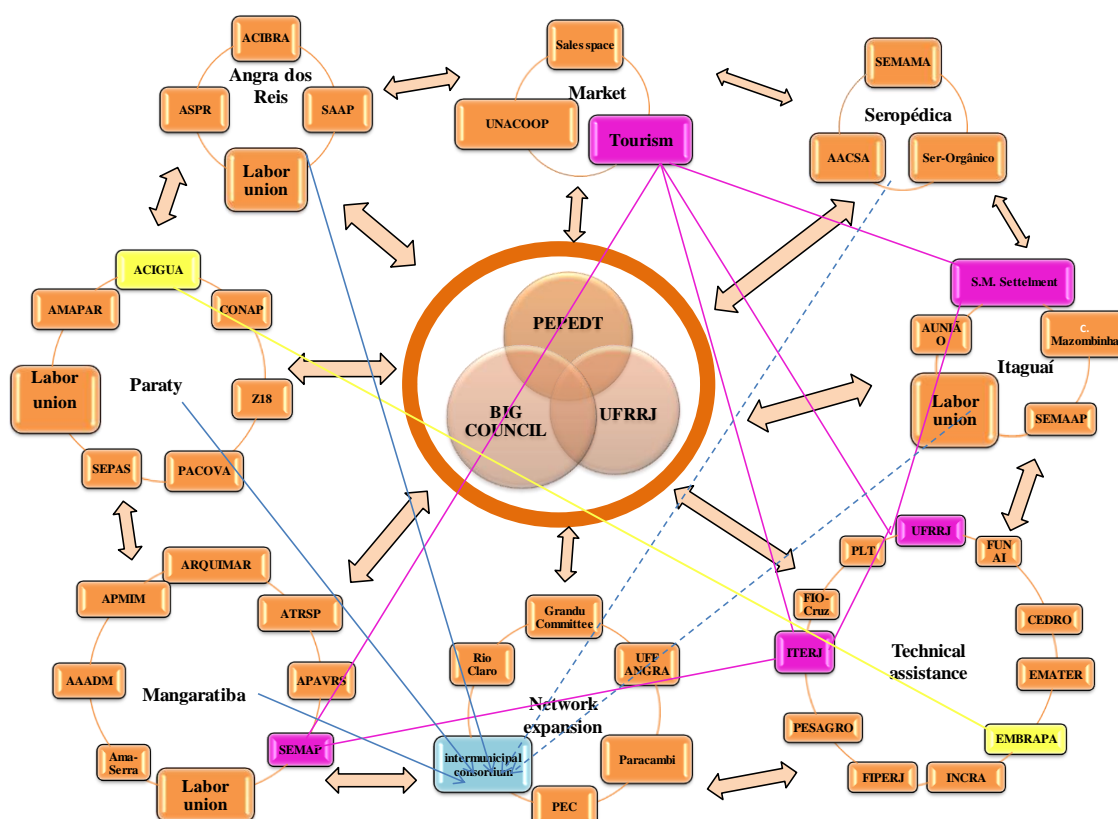


Fig. 2: BIG Council Network

The positioning of the nucleus of the network in the center of Fig. 2 symbolizes the immersion of the PEPEDT in the BIG Territory as a non-hierarchical network, because in the BIG Council space, the social management is practiced. The PEPEDT seeks to stimulate interlocution between the nuclei.

In order to evaluate how the dynamics of relations in the BIG Council stimulated the greater integration of technical assistance, research and extension agencies with municipal governments in order to productively include rural communities, it was asked to the representatives of the most frequent and/or participatory institutions of public power at ordinary meetings, whether they observed developments and actions in favor of these communities from their participation in the meetings of this Council.

The respondent from the Municipal Government of Angra dos Reis/RJ stressed that the maintenance of the BIG Council WhatsApp Group as a channel for disseminating information is now one of its two main contacts with other representatives of technical assistance and extension. In this way, he is kept informed of his actions, interests and opportunities to work with rural communities.

The ITERJ representative stated that some accomplishments in his work came from his interlocution with the BIG Council. He considers that this space is a creative field of exchange of ideas, where it observes and reaches the means and the specialists that can take subjects capable of solving the needs in the communities of the field with which it works, especially in the settlement Rubião in Mangaratiba/RJ. As an accomplishment, he highlights the technical skills offered by a UFRRJ's professor and intermediated by PEPEDT regarding good milk production practices in that locality.

The PEPEDT also established contact with professors of the UFRRJ' Bachelor of Hospitality Course to provide knowledge transfer in the community-based tourism area. The representative of ITERJ also mentions the BIG Collegiate as mediator of the articulations for the realization of tourist projects in the mountains of Piloto and Matoso, in Mangaratiba/RJ and Itaguaí/RJ, respectively. Community-based rural tourism has been supported by the Council as a way to promote sustainable development and the inclusion of rural communities in the market.

The EMBRAPA member highlighted as a result of his participation his approach with the FUNAI representative, enabling him to join the Associação Comunitária Indígena Guarani (ACIGUA) situated in Paraty/RJ, for technical assistance purposes. He worked with FUNAI to deepen the concepts of agroforestry. From this work he obtained the donation of 1,500 seedlings of the "Caixeta"

tree, whose wood is used in the handicrafts of the Indigenous. Part of their craft is marketed.

The member representing the PEC/INEA affirms that their participation in the Council allowed a perception of the demands of the communities and an approximation with the users of the Park. It did increase the connection of the park with the local community. It facilitated the dialogue of the family farmers with the Environmental Protection Area of Mangaratiba/RJ to mitigate the problems within the legality. In this sense, the research revealed that the Guandu Committee sees in the Council the possibility of getting closer and better acquainted with the demands of rural communities and increasing the participation of civil society in their discussion forums.

Both representatives of the municipal government of Angra dos Reis/RJ and Mangaratiba/RJ mentioned the importance of their participation in the dissemination of information and motivation for the rural communities to win the SEAD's Public Call for the acquisition of the fair kit. In Mangaratiba/RJ, it was also noticed by its representative that the talk about productive inclusion and direct sales; as well as exposure of some traditional communities in the Central Pavilion of UFRRJ at the 8th Ordinary Meeting of the BIG Collegiate helped municipal managers to understand the potential that the fairs have as a channel of a direct sale, especially when well structured and supported by municipalities, impelling a project that has been working since 2014. Reinforcing the speech of the respondent of the municipal public power of Mangaratiba/RJ, the representative of ITERJ states that the idea of the fair opened doors for the participation of the Rubião settlers at this municipal fair.

A very specific case that the BIG Council became a network that shortens the way for access to other actors or networks was that this network facilitated the approximation between the municipalities, in the figure of the municipal secretaries of agriculture with the rectory of UFRRJ, both newly sworn in. It is recalled here the importance of the strength of weak ties [12], since they can provide the approximation between actors with the potential to contribute to the objectives of the BIG Council.

A second example of the potential for negotiation of this discussion space is the fact that it has enabled a rapid rapprochement between UFRRJ and SEAD. This approach redeemed the University a Financial Execution Term (TED) in the amount of approximately 150 thousand dollars for the implementation of the project for the training of young family farmers in agroecology, where part of this resources was transformed into 60 scholarships for young knowledge multipliers. The project ended in January 2019 and involved different



research centers, including PEPEDT, which gained visibility, credibility and institutional support at UFRRJ, including a place in the House of Family Agriculture, Sustainability, Territories and Popular Education (CASTE), created to be a center of research and extension involving the theme.

The third example is revealed in the fact that the SEAD delegate in Rio de Janeiro used the BIG Council as a way to meet and contact the BIG collegiate actors at the time of the government transition, especially the Municipal Agriculture's Departments.

The market's nucleus is still a challenge to be worked on in the Council to promote the productive inclusion of tangible or non-tangible products of rural communities. For the first time, at the 15th Ordinary Meeting, two market representatives were present to discuss the tourism project together.

The UNACOOOP Cooperative did not reach the expectation regarding the establishment or extension of the approach of the rural producers with the market in a strategic territorial and collective perspective transforming the capacity to organize the productivity and the quality of the production able to close agreements with groups of consumers that sympathize with the way of being and doing of the rural communities of the territory. However, the importance of this Cooperative, which assists in the distribution of production and in the insertion of producers in the institutional markets, is acknowledged.

PESAGRO's response was the only negative among respondents. Although there was a frequency of the respondent in the discussion space, his performance was considered weak and not profitable in the two moments of reference. Often, to have actions and results with the institutions, the actor's capacity for action in the sense of autonomy is very important [17] [18]. No proposal came from this member considering the competences of this institution that involves: transferring knowledge and technologies to society, from issues such as product quality and environmental issues for rural development in the federative State of Rio de Janeiro.

As important as the institutional arrangement involving a political project, is the institutional capacity to effect it [19]. In this context, it was found in this research that the ties established between institutions also depend on the profile of the occupant of the position. But one can't ignore the fact that it is a state body and that its activity depends on the structure, resources and equipment intended for the institution.

In addition to the results already mentioned, they also reflect the achievements of productive inclusion articulated by the BIG Council: the mediation for the

inclusion of family farmers in the UFRRJ fair, who were motivated to innovate and diversify the products offered; access to the UFRRJ Food Acquisition Program (in this case the municipalities of Itaguaí/RJ and Seropédica/RJ benefited), dissemination of information that encouraged the submission of projects to compete for SEAD's public Calls, which included the municipalities of Mangaratiba / RJ, Angra dos Reis / RJ and Paraty / RJ; articulation with the Guandu Committee; this approach may bring resources to finance the Collegiate meetings in 2019; articulation for the establishment of cooperation agreement of the city of Mangaratiba / RJ with UFRRJ; and finally, the articulation for the creation of the territorial consortium.

## V. CONCLUSION

Field research has shown that the links between BIG Collegiate actors are affected by: empathy, trust, actors' autonomy, existence of political culture and interests (individual or collective, institutional or private). The alliances established from the new structure made it possible to achieve productive inclusion actions that contribute to the sustainable development of the rural territory and the strengthening of the space itself, since it was a network dense enough to attract strategic players to use as a bridge or shorten the way to establish connection between actors.

The current absence of sustainable rural territorial development policies at the national level should not mean the halting of initiatives to promote it. Therefore, the importance of the protagonism of civil society and the plurality of actors in spaces such as the BIG Council for the development of the territory is even more striking. Just as it is fundamental that institutions such as the UFRRJ shelter this type of organization of civil society in the public sphere.

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