


## ORGANIZATIONAL STRUCTURE OF THE COLLEGIATE(S) FOR SUSTAINABLE TERRITORIAL DEVELOPMENT (CODETERS) OF THE TERRITORIAL DEVELOPMENT POLICY OF BAHIA (2010 TO 2018)

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### ABSTRACT

The analysis of the structure and functioning of the CODETERs (Collegiate for Sustainable Territorial Development) was based on the documentary analysis of the legal instruments that regulated the Territorial Policy of Bahia and the plans prepared within the scope of this policy, revealed that, despite their importance for participatory territorial development, many faced limitations and stagnation due to management problems, financing and capacity building. The lack of empowerment of civil society and the lack of articulation in the Collegiate Bodies were highlighted, resulting in difficulties in the elaboration of public policies. The investigation also showed the absence of thematic Chambers in five CODETERs, indicating less articulation. From 2010 to 2018, most of the members were from civil society, with a few exceptions, such as the Recôncavo. While some CODETERs increased the number of members, others showed a reduction, such as Velho Chico and Irecê. Despite the intention of listening to diversity, the practice did not fully reflect the theory attributed to these Collegiates. To strengthen the CODETERs, the hiring of development agents and consultancies should be expanded, making the Collegiate bodies central structures in the promotion of public policies. The strengthening of CODETERs represents an opportunity for the development of public policies more aligned with social needs, considering the participation of both civil society and public authorities.

**Keywords:** CODETERs. Territories of identity. Territorial policy of Bahia. Social participation.

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## INTRODUCTION

The composition of the Territorial Development Policy in the state of Bahia in the PT (Workers' Party) governments is linked to a series of institutional mechanisms aimed at effective popular participation. One of these mechanisms is the Territorial Collegiate for Sustainable Development (CODETERs), which should be constituted by representatives of civil society and public authorities for the elaboration of programs, projects and actions that provide development to the respective and new spatial cutouts called identity territories that were established from 2007 onwards, with the election of Jaques Wagner.

The institution of CODETERs was carried out by Decree 12. 354/10, which in its tenth article, establishes:

Art. 10 – The Territorial Collegiate Bodies for Sustainable Development – CODETERs are the consultative forums for local discussion of territorial development actions and projects, composed equally of representatives of the state and municipal public authorities, and by organized civil society, present in the sphere of each territory.

(...)

Paragraph 2 - It shall be incumbent upon the CODETERs to prepare and approve, in a plenary session specially convened for this purpose, by means of a simple majority vote of its constituent members, its internal regulations, to be ratified by CEDETER, which shall contain the duties and attributions of its components, the organization and the manner of its operation. (DIAS, 2016, p. 203).

The specifications of the CODETERs were detailed in resolution 02/11 that provides for the organization of CEDETER (State Council for Territorial Development) and by Law 13.214/14 that provides for the guidelines of the territorial policy of Bahia, its instruments and instances, considering the CODETERs as a reference space for the monitoring and discussion of territorial policy, but not necessarily exclusive (BAHIA, 2014).

The coverage of all municipalities in Bahia by the CODETERs, already consolidated since 2010, associated with the expansion of the participation of rural workers' unions in several municipalities, as well as the expansion of the elaboration of the Territorial Plans for Sustainable Development (PTDS) between 2010 and 2017, as highlighted by Vieira (2018) show that the structure that sustains Bahia's territorial policy has been achieving its objectives (at least from the point of view of the structure and operation).

Dias (2016) recognizes that there are obstacles to the consolidation of territorial policy as a driver of social development in fact, but highlights that there are important advances and lessons learned in the attempt to organize society for participation, as well as in the adjustment of the state apparatus to make participation viable.

In this sense, this text aims to analyze the composition of the Collegiate(s) of Territorial Development (CODETERs), which is one of the main instances of the territorial development policy of the state of Bahia, in order to help the understanding of the State System of Territorial Development of Bahia, since there is (re)creation of normative and methodological instruments by the government of the State, in order to implement the intended territorial (participatory) policy.

Knowing the details of the functioning of this instance is important to know about the distribution of the different social agents involved, as well as to provide instruments to unveil whether such concertation results, in fact, in broad popular participation in the state management carried out by the PT governments until 2018.

## **METHODOLOGY**

The research synthesized in this article is part of the broader research entitled Territorial Policy and Rural Development: the action of the State and Social Movements, carried out within the scope of the Research Group on Geography and Social Movements of the State University of Feira de Santana.

As the Territorial Development Policy in the state of Bahia was driven by actions at the federal level, it was initially necessary to review the literature on the theme of territorial policy, rural territories and also the references on the process of implementation of rural territories from the Territories of Citizenship Program, by the Secretariat of Territorial Development of the extinct Ministry of Agrarian Development; The elaboration of the theoretical framework was thus the initial procedure.

The main methodological procedure adopted was the documentary analysis of the materials listed below:

- ✓ Specific legislation of CODETERs (Law No. 13,214 of 12/29/2014);
- ✓ Decree No. 12,354 of 08/25/2010;
- ✓ Resolution No. 02 of 01/22/2011;
- ✓ Internal regulations of the CODETERs;
- ✓ Minutes of some meetings of the CODETERs;
- ✓ Sustainable Territorial Development Plans (PTDS) or Territorial Plan for Sustainable and Solidary Development (PTDSS) available between the years 2010 and 2018;

- ✓ Social networks of CODETERs and/or identity territories (websites, blogs and social networks - facebook).

The Territorial Development Plans stand out as a primary source - documents that must count on the participation of the collegiate for their elaboration, as they have the function of conducting the territorial planning of each Identity Territory for a few years. The PTDSS made it possible to identify the composition, organizational structure and attributions of the CODETER, in addition to the characteristics that guide and support the functioning of the collegiate bodies.

To expand the sources, contact was made with some territorial collegiates, based on the social networks identified throughout the research, but the difficulties in accessing the documents produced by the CODETERs ended up creating barriers to a complete analysis of their functioning and performance in the period analyzed (2010-2018).

The websites, blogs and social networks (facebook) of the CODETERs or the identity territories, in many cases, did not present continuous information regarding their performance and when they did, they were superficial (with rare exceptions).

There were few CODETERs, such as the Piemonte do Paraguaçu, Recôncavo Baiano, Médio Rio das Contas, Vale do Jiquiriçá, with more compelling information that made it possible to monitor the performance of the collegiate bodies.

The scarcity of the database referring to essential documents of the collegiate bodies, such as internal regulations and minutes, were obstacles to the research. Many blogs and social networks were outdated and had almost no information on the Collegiate Bodies (Jacuípe Basin, Southern Lowlands, São Francisco Sertão, Chapada Diamantina, Sisal, South Coast, Southern Lowlands, São Francisco Sertão, Rio Grande West Bahia Basin, Jacuípe Basin); did not present any type of information disclosed on the internet, making it unfeasible to monitor the performance and development of their activities.

Throughout the research period, several attempts were made to obtain the regiments and minutes of CODETERs, but the institutional return did not happen, some materials were made available by technicians or located on the internet. Thus, due to the breadth of the research object with such magnitude: 27 identity territories that aggregate 417 municipalities, it is necessary that the data be systematized in tables and synthetic analyses, in order to be able to establish analogies and related and logical inferences.

## **TERRITORIAL POLICY OF THE PT GOVERNMENT IN BAHIA: A BRIEF DEBATE**

It can be inferred from Dias (2016) that, in 2003, the creation of the so-called rural territories, a term adopted by the National Secretariat for Territorial Development (SDT) based on the planning and execution of public policies with a relevant participation of society, made the discussions about the participation of society notable.

The SDT has established its own definition for working with territorial planning; thus the territory for the SDT is a:

[...] physical space, geographically defined, not necessarily continuous, characterized by multidimensional criteria, such as the environment, economy, society, culture, politics and institutions, and a population, with relevant distinct social groups, which relate internally and externally through specific processes, where one or more elements can be distinguished that indicate identity and social cohesion, cultural and territorial (SDT, 2003, apud DIAS 2003).

In this perspective, the territory within the conceptualization formulated by the SDT began to be thought of as a focus of administrative public planning, initiating a process of territorial development based on social management.

The analysis of the relationship between territory and power presented by Silva (2018, p. 32) highlights the need to overcome the close relationship that was made between "[...] the issue of territory from the relationship between the concept and the appropriation of space by the State, defining the territory from the limits of the administrative units", in a mistaken relationship, because according to Andrade (1994, apud SILVA 2018, p. 33) the notion of management of a given area must be linked to the idea of territory and the idea of power, whether reference is made to public or state power, or to the power of large companies, considering elements such as identity, as can also be seen from Haesbaert (2014) and Santos (2009).

Therefore, in the decision-making process, there are hegemonic agents that, in the dispute for power, can exert greater influence on the establishment and assembly of policies than the counter-hegemonic agents, as demonstrated by Araujo da Silva (2018).

With the inauguration of Governor Jaques Wagner in 2007 and the alignment with the federal government's planning policy, territories of identities were created as spatial cutouts, with the following understanding:

[...] public policy planning unit of the State of Bahia, consisting of municipal identity groupings, generally contiguous, formed according to social, cultural, economic and geographical criteria, recognized by its population as the historically constructed space to which they belong, with an identity that expands the possibilities of social and territorial cohesion (BAHIA, 2014).

For Souza (2008), the implementation of the Identity Territories enabled the development of more effective policies, in addition to a new territorial planning of the state of Bahia. Also according to the author, such changes structure the general lines of the Territorial Policy, which are based on the conception of a model to be followed by the State that must take into account the effective participation of civil society in all its stages of development.

According to Bahia (2014c), the adoption of Identity Territories as planning units allowed advances in public planning in Bahia, since it considered not only the existing diversity (cultural, environmental, economic and social), but also established a new formulation of public policies, because, instead of the Government planning FOR society, it started to do so WITH society.

However, it should be considered that there are limitations within the political environment that delimit the extent to which this participation should occur, since it is established from the power relations existing in society, which ultimately establish the dynamics of the territory (Silva, 2018).

According to (BAHIA, 2014d) territorial policies have provided a new stage in the way public policies are constructed, making them more democratic, transparent and participatory.

For Vieira (2018), territorial policies play an important role in terms of the attributions of territories, as they are presented as a broad public policy, which encompasses a greater denomination in the sense of policies, "[...] a choice of government practice directed to the management of conflicts in the respective scales of action" (Vieira, 2018, p.69) which are caused by the interests of the use of the territory from three social groups: the State, private agents and civil society, in the search for a resolution for the use and exploitation of the territory.

The territorial policy for Souza (2008) works as an action of the State to equip the space with elements that provide the most effective implementation of the various technical apparatuses. For Costa (2011), territorial policies go beyond the idea of planning activities of the State "[...] encompassing any and all state activities that imply, simultaneously, in a



given conception of the national space, a territorial structure and, finally, in concrete mechanisms that are capable of making these policies viable" (Costa, 2011, p. 13).

Considering the analysis carried out by Vieira (2018) on territorial policy as a government practice and its management instruments, which are pointed out by Fonseca (2005, apud VIEIRA, 2018) as institutional mechanisms that regulate government action, covering laws, decrees, programs and plans, it can be highlighted in Bahia, in the Jaques Wagner government, the institution of the State Council for Territorial Development (CEDETER) and the formalization of the Territorial Collegiates or Sustainable Development Collegiate Bodies (CODETERs) by Decree No. 12,354/10 and later sanctioned by Law 13,214/14 (BAHIA, 2014), as institutional mechanisms for the implementation of popular participation strategies.

The two bodies were established as a mechanism of the Wagner government's solidarity governance plan, seeking to meet the democratic and spatial dimension listed in the plan, as understood by Vieira (2018).

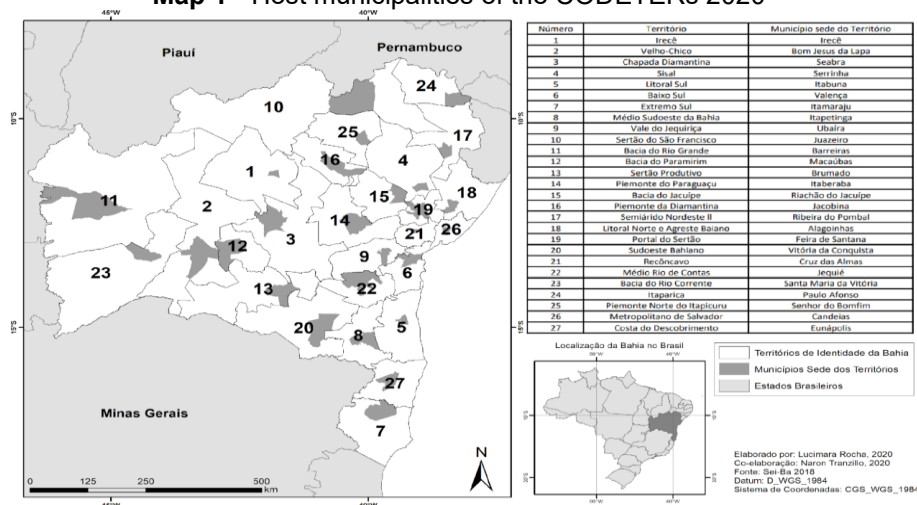
CEDETER is a consultative space for the social debate between the State and civil society; one of its attributions is the approval of the territorial collegiates and their internal regulations, so that CODETERs is a space for collaboration for the planning and management of public policies. In this sense, knowing its organization and composition helps to understand how the different social agents in each territory of identity were organized for the participatory process in state management.

## **RESULTS AND DISCUSSIONS**

The Territorial Collegiates for Sustainable Development (CODETERs) are forums for discussion and social participation, present in all Identity Territories of Bahia and are instances of planning, co-management and concertation of public policies, programs and projects (Bahia, 2018). Composed of representatives of the public authorities and civil society, they seek to promote discussions about sustainable and solidary development actions and projects, assisting CEDETER in fulfilling its competencies in accordance with article 14 of Law 13.214/14 (BAHIA, 2014).

Bahia has 27 Territorial Collegiates and all of them are headquartered in their original Territory of Identity (Map 1).

**Map 1 - Host municipalities of the CODETERs 2020**



Legally and theoretically, the notion of Territory of Identity adopted by the Government of the State of Bahia seeks much more than a simple division by toponymy, intending to stimulate the strengthening of ties, whether economic, social, environmental and cultural, which provide solidary governance with society, adopting more democratic forms and tools for the management and development process of the State of Bahia, which should promote adherence to the different territorial needs, in addition to increasing the effectiveness of government actions, strengthening democratic participation (BAHIA, 2014).

This new form of governance began to be established at the beginning of the government of the PT Jaques Wagner (2007) and its practice resulted in the creation and insertion of mechanisms that provided effective social participation with the government, whether through councils, collegiates, consortiums or the development of new territorial development plans for the state of Bahia.

Among other instruments, the State Council for Territorial Development (CEDETER) and the Territorial Collegiates for Sustainable Development (CODETERs) were created. The two bodies must work in a conciliated way, through constant dialogues between CEDETER and the CODETERs, as CEDETER is responsible for creating procedures for the process of homologation, elaboration and approval of the internal regimes of the CODETERs, and is also responsible for analyzing and systematizing the proposals of the Territories of Identity, in accordance with items IX, X and XI of Law 13. 214 of December 29, 2014 (Bahia, 2014).



According to Decree 12. 354/10, in order for there to be a recognition of these Collegiates, it is essential that the CODETER comply with the following guidelines (Bahia, 2018):

- ✓ Diversity of its members, thus understood as the plurality of the participation of all public and private actors belonging to the territories of identity;
- ✓ Representativeness of its composition, which must bring together regionally organized segments.

The CODETERs must have an equal division of their representatives: 50% of civil society and 50% of the public power and can be composed of trade union representatives, social movements, public institutions, non-governmental organizations, private initiative, municipal, state and federal public institutions (Resolution No. 02, 2011). The choice of these representatives occurs from voting, for a term of 02 (two) years, and reappointment may occur (BAHIA, 2014).

The principle of parity, as well as social management, should guide the activities that will be developed by the Collegiates, seeking to involve the different dimensions of participation both in the social, cultural, environmental and other spheres that make up the structure of the territories. Therefore, CODETERs must seek to implement and expand mechanisms and strategies that qualify their functioning and composition.

According to Section III, article 11 of Resolution 02/11 (Bahia, 2011f), for these Collegiate Bodies to function in an organized manner, it is necessary to compose and put into operation management bodies that respect democratic principles. Figure 1 demonstrates how the Collegiate Bodies should organize their instances.

The different instances work from the Plenary, which has a deliberative and consultative character, which gives it a certain "freedom" in decision-making in their respective territories.

The Directive Nucleus has a directive and executive character structured in the coordination of the development process to be inserted in the Territory, through the articulation of institutional arrangements formed to allow the execution of the planning. Unlike CEDETER, CODETERs gain greater representation from civil society in the conduct and elaboration of their policies.

The Technical Center acts as a space for technical support in the process of planning, elaboration and management of development, especially in supporting the

materialization of the proposals contained in the plans, programs and projects prepared by the Territorial Collegiate (Bahia, 2011f).

The process of ratification of the Collegiate Bodies goes beyond the elaboration of the development plan, relying on events that provide the introduction of measures that guarantee the structuring and restructuring of the Collegiate Bodies with democratic principles (Bahia, 2011f). In this way, the Territorial Collegiates should contribute to the planning, management, monitoring and improvement of public development policies, at the federal, state and municipal levels, which should be based on the needs debated and agreed upon with the social agents involved in the sustainable development of the territories (Bahia, 2011f).

Each CODETERs has a differentiated organization both in the management structure and in the attributions and operation, meeting the specificities of its economic, social, cultural and environmental sectors. In some cases, there is no parity among its members - representatives of the government and civil society - especially in the composition of the Collegiate, as revealed in table 01.

**Table 1** - Summary of the organizational structure of the CODETERs of Bahia (2010 to 2018)

<b>CODETER Management Instances: based on the Internal Regulations and Territorial Development Plans of the State of Bahia</b>				
<b>Territory</b>		<b>Instances: Organizational structure</b>	<b>Composition of the Collegiate</b>	<b>Composition of Management Instances</b>
<b>01</b>	Irecê	I General Assembly	2010	2010
		II Steering Committee	88 representatives: 44 from civil society 44 from the public power	Steering Committee 14 representatives: 07 from the public power 07 from civil society
		III Technical Nucleus		
		IV Working Groups	2017 78 representatives: 39 from civil society 39 from the public authorities	2017 Steering Committee 16 representatives: 07 from the public power 07 from civil society 01 Territorial coordinator of civil society 01 Territorial articulator of public power
<b>02</b>	Old Chico	I Territorial Plenary	2010	2015
		II Executive Coordination	72 representatives: 31 from the public power (among them 16 city halls) 41 from civil society	Executive coordination (minimum 5 and maximum 13 organizations)
		III Technical Nucleus	2018 42 representatives: public, private and civil society	Technical core: (professionals hired or on loan for a fixed period).

		IV Technical Chambers		Chambers (minimum 03 and maximum 05 members)  2018 8 representatives Public Power civil society
03	Chapada Diamantina	I Plenary	2010 32 representatives: 15 public power institutions 17 from civil society	2010 Steering Committee: 10 representatives  Technical Core: 18 institutions
		II Board of Directors		
		III Technical Chambers		
		IV Thematic Committees		
04	Sisal	I Collegiate	2010 41 representatives: 27 from the public authorities 24 from civil society	2010 Board of Directors: 09 entities and institutions
		II Board of Directors		
		III Counselors	2016 45 representatives: 26 from the public power 29 from civil society	2016 Board of Directors: 10 entities and institutions Fiscal Council: 03 entities and institutions
		IV Fiscal Council		
05	South Coast	I Executive Management Group	2016 70 representatives: 35 Public authorities 35 from civil society (among them 10 associations)	2016 Management Group: 18 members
		II Executive coordination		
		III Technical Nucleus		
		IV Thematic Chamber		
06	Southern Lowlands	I Collegiate	2010 116 representatives: 58 from the public power 58 from civil society	2010 Management Group: 40 entities
		II Territorial Management Group		
		III Board of Directors	2016 115 representatives: 57 from the public authorities 58 from civil society	Executive Core: 18 entities 09 from civil society 09 from the public power
		IV Executive Nucleus		
07	Far South	I Plenary	2016 96 representatives Public Power civil society	2016 Steering core 18 entities 09 from civil society 09 from the public power Unidentified
		II Technical Nucleus		
		III Steering Nucleus		
		IV Thematic Chambers		

08	Mid-Southwest of Bahia	I Plenary	2016 43 representatives: 17 from the public power 26 from civil society	Unidentified
		II Thematic Chambers		
		III Technical Nucleus		
		IV Board of Directors		
09	Jequiriçá Valley	I Collegiate	2015-2017 113 representatives: 22 from the public power 91 from civil society	2015- 2017 Board of Directors: 04 representatives 02 from civil society 02 from the public power  Technical core: 03 representatives
		II Board of Directors		
		III Technical Nucleus		
		IV Technical Chambers		
10	Sertão do São Francisco	I Plenary	2013 70 representatives: 35 from the public power 35 from civil society  2018 68 representatives: 34 from the public power 34 from civil society	2013 Board of Directors: 08 institutions 04 of the public power 04 from civil society  2018 Board of Directors: 12 institutions 06 from the public power 06 from civil society
		II Board of Directors		
		III Thematic Chambers		
11	Rio Grande Basin	I Plenary	2018 95 representatives: 47 from the public authorities 48 from civil society	2018 Board of Directors: 12 representatives: 06 from the public power 06 from civil society
		II Board of Directors		
		III Technical Nucleus		
		IV Executive Secretary		
		V Thematic Chambers		
12	Paramirim Basin	I Plenary	Unidentified	Unidentified
		II Board of Directors		
		III Technical Nucleus		
		IV Thematic Chambers		
13	Productive Sertão	I Plenary	2010 50 representatives: 20 from the government 30 from civil society  2016 70 representatives: 35 from the public power 35 from civil society	2010 Steering Committee: 10 leaders  2016 Management Nucleus: 10 entities 05 from the public power 05 from civil society
		II Management Nucleus		
		III Executive Nucleus		
		IV Thematic Chambers		
14	Piemonte do Paraguaçu	I Territorial Collegiate	2010 54 representatives: 26 from the public power 28 from civil society	2012 Steering Committee: 26 institutions 14 from the public power
		II Steering Committee		

		III Technical Nucleus	2016 142 representatives: 71 of the public power 71 from civil society	12 from civil society  Coordination Committee: 09 representatives  Finance Committee: 04 representatives
		IV Thematic Chambers		
15	Jacuípe Basin	I Plenary	2010 50 representatives: 14 from the public power 36 from civil society	Unidentified
		II Board of Directors		
		III Council		
		IV Thematic Chambers	2016 51 representatives: 15 from the public power 36 from civil society	
16	Piedmont of Diamantina	I Plenary	Unidentified	Unidentified
		II Board of Directors		
		III Thematic Chamber		
17	Semi-arid Northeast II	Unidentified	Unidentified	Unidentified
18	North Coast and Agreste Baiano	I Plenary	2017 63 representatives: 21 from the public power 42 from civil society	2017 DIREX: 05 members civil society Public Power
		II DIREX		
		III Technical Nucleus		
		IV Thematic Chambers		
19	Portal do Sertão	I Assembly (formed by 01 representative of each institution)	2015 to 2017 98 representatives: 34 from the public power 64 from civil society	2015 to 2017 Board of Directors: 06 institutions  Fiscal Council: 06 representatives
		II Steering Nucleus (05 coordinators)		
		III Fiscal Council		
		IV Thematic Chambers		
20	Southwest Bahia	I Plenary	2015 100 representatives: 50 from the government 50 from civil society	Unidentified
		II Board of Directors		
		III Coordinating Institution		
		IV Thematic Chambers		
21	Recôncavo	I Plenary;	2013-2017 34 representatives: 21 from the public power 13 from civil society	2013-2017 Executive coordination: 07 representatives 04 of the public power 03 from civil society
		II Executive Coordination;		
		III Fiscal Council;		
		IV Technical chambers		
22	Middle Rio de Contas	Unidentified	Unidentified	Unidentified
23	Corrente River Basin	I Plenary	2010 26 representatives:	2010 Technical Core:
		II Board of Directors		

**Sources:** PTDRS (Council for Sustainable Development of Irecê, 2010) and PTDRS (Council for Sustainable Development of Irecê, 2016); PTDS (Cooperative of Professionals in Technical Advisory and Consulting Velho Chico, 2010), PTDSS (Codeter Velho Chico, 2018) and Internal Regulations (2015); PTDS (Cooperative of Professionals in Advisory and Technical Consulting Chapada Diamantina, 2010) and PTDS (Codeter Chapada Diamantina, 2016); PTDSS (CODES SISAL, 2010) and PTDSS (CODES SISAL, 2016); South Coast Internal Regulations and PTDSS (FERNANDES LITORAL SUL, 2016); PTDS (MANAGEMENT COUNCIL OF THE SOUTHERN LOWLANDS, 2010) and PTDS (Management Council of the Southern Lowlands, 2018); PTDRSS (CODETER EXTREMO SUL, 2016); PTDRSS (CODETER MÉDIO SUDOESTE, 2016); PTDRSS (CODETER VALE DO JIQUIRIÇÁ, 2017); PTDS (CODETER SERTÃO DO SÃO FRANCISCO, 2018) and Sertão do São Francisco Territory; (CODETER Basin of Rio Grande Oeste da Bahia) and Internal Regulations (2015); PTDS (CODETER BACIA DO PARAMIRIM, 2017); PTDRS (CODESP SERTÃO PRODUTIVO, 2010) and PTDRSS (CODESP SERTÃO PRODUTIVO, 2016); PTDS (COUNCIL FOR SUSTAINABLE DEVELOPMENT OF THE PIEMONTE DO PARAGUAÇU TERRITORY, 2013) and (Communication Network of the Piemonte do Paraguaçu Territory); PTDSS (CODETER BACIA DO JACUÍPE, 2016) and PTDSS (CODES BACIA DO JACUÍPE, 2010); PTDSS (CODETER PIEMONTE DA DIAMANTINA, 2017); PTDS (CODETER NORTH COAST AND AGRESTE BAIANO, 2017); PTDRSS (CODETER PORTAL DO SERTÃO, 2017,) and Portal do Sertão Internal Regulations (2015); PTDRSS (CODETER SUDOESTE BAIANO, 2016); PTDRSS (CODETER RECÔNCAVO, 2017); (Cooperative of Professionals in Technical Advisory and Consulting Corrente River Basin, 2010) and PTDRSS (CODETER CORRENTE RIVER BASIN, 2016); PTDRSS PIEMONTE NORTE DO ITAPICURU, 2017; PTDS METROPOLITANO DE SALVADOR (NUNES, 2010) and PTDRSS (CODETER METROPOLITANO DE SALVADOR, 2016); and PTDSSS COSTA DO DESCOBRIMENTO, 2016. Elaboration: Lucimara Rocha and Oriana Araujo.



The composition and structure of the CODETERs present a significant number of institutions of public power and civil society; it is possible to observe that in some territories: Irecê, Velho Chico, Chapada Diamantina, Sisal, Baixo Sul, Extremo Sul, Médio Sudoeste da Bahia, Bacia do Rio Grande, Bacia do Paramirim, Sertão Produtivo, Piemonte do Paraguaçu, Bacia do Jacuípe, Litoral Norte and Agreste Baiano, Portal do Sertão, Sudoeste Baiano, Recôncavo, Metropolitano de Salvador and Litoral Sul, the organizational structure of the CODETERs has 04 or 05 instances, while the Extreme South, the Sertão do São Francisco and the Piemonte da Diamantina have 03 instances; the instances of the administrative structure of the CODETERs were not identified in the Semiarid Northeast II, Itaparica and Piemonte Norte do Itapicuru, since their PTDSs were not located for the analysis.

How the Collegiate Bodies are structured, as well as their number of representatives, in addition to their capacity for mobilization and articulation, influence the development of propositions, whose effect has been more local than at the territorial level. The documentary analysis showed that there was still a certain limitation to the fulfillment of public notices and calls for programs of the state, federal, and municipal governments, as well as the elaboration of projects and programs - a challenge to be faced by the territorial Collegiates.

A clear example concerns the thematic or technical chambers, committees or working groups that are significant instances for supporting the discussions and forwarding of proposals; despite this, the Territorial Collegiates do not have the obligation to place them as permanent in their organizational structure, which caused the creation of temporary chambers and a slowness for their development in some territorial Collegiates, ignoring their importance as a space for discussion of specific topics that often do not appear in the other meetings of the CODETERs instances. Of the 24 Territorial Collegiates with PDTSS analyzed, in 5 it was not possible to identify these instances (Irecê, Extremo Sul, Bacia do Paramirim, Piemonte Norte do Itapicuru, and Costa do Descobrimento).

The operation of the CODETERs should be financed by the state government, through agreements, which, according to BAHIA (2014a, p. 6), should provide "[...] resources for the hiring of articulators, holding meetings, workshops and seminars for the construction of its Territorial Plans for Sustainable Development – PTDS, their revisions and territorial management and planning activities in general".

This issue reinforces the importance of preparing the members that make up the Collegiates, even if this is not an easy task, as was stressed by the director of Territorial Planning of the Superintendence of Strategic Planning (SPE) and the Secretariat of Planning (SEPLAN) Thiago Xavier, when reporting that "[...] the challenge is to expand and qualify representativeness, diversity and plurality in the Territorial Collegiates" (Communication Network of the Piemonte do Paraguaçu Territory, 2011).

According to Rocha (2015), in 2010 the government did not establish a relationship with the Territorial Collegiates in a way that would strengthen them within the political arena and some of the actions that came from the territorial wiretaps were unknown to the government, in addition to not being published, so that one of the complaints of the members of the collegiate commissions was the non-recognition of the demands presented by the forum when they were executed.

Despite the difficulties, it was possible to identify some programs and policies contemplated by the CODETERs, especially from submissions to the calls for programs of the federal, state and municipal governments, contemplating specific municipalities (local scale): "The public policies that are most introjected by the CODETER, discussed and monitored are those related to family farming" (Rocha, 2015, p. 136).

It is necessary to highlight the collaboration of some public agencies such as Universities, Federal Institutes, and the Territorial Development Extension Center that supported the Collegiate in the preparation of documents, such as the Territorial Plans for Sustainable Development.

The analysis of the composition of the CODETERs shows that the principle of parity was maintained in 06 of them; in 07 CODETERs it was not possible to identify the distribution of the members of the Collegiate; as for those that do not have parity, the non-parity stands out with a predominance of representatives of the public power only in the Collegiate of the Recôncavo; the non-parity with a predominance of members of civil society occurred in 08 CODETERs, with emphasis on the Jequiçá Valley, Jacuípe Basin and Portal do Sertão, whose disparity between members is notorious. Thus, it can be considered that in the Bahian CODETERs, civil society agents were predominant until 2018.

Between the years 2010 and 2018, some CODETERs increased the number of components: Sisal, Sertão Produção, Bacia do Jacuípe, Bacia do Rio Corrente and

Metropolitano de Salvador, while the number of components decreased in Baixo Sul, Sertão do São Francisco, Irecê and Velho Chico, with a significant reduction in the last two.

According to Rocha (2015), the reasons for the departure of social movements from the territorial collegiates are related to the blunt criticism that the CODETERs did not correspond to effective spaces for deliberation and budget definition by the Government, in a segmented way, based on immediate demands, instead of dealing with strategic and territorial issues.

It was possible to perceive that some Territorial Collegiates were more proactive than others (such as Piemonte do Paraguaçu, Portal do Sertão, Sisal, Recôncavo, South Coast and Southwest Bahia), assuming their dynamics and performance, which depended a lot on the organization of the Collegiate organizational structure and the performance of its members defining the development of established practices, whether in its internal or external workings.

Rocha (2015) draws attention to the denunciation of the Collegiate in 2013 about the lack of strategies by the Government to strengthen social control in government actions, in addition to the Government's little attention to social demands, spaces and representations of territorial governance (Rocha, 2015) and highlights that, despite all the theoretical framework for the functioning of CODETER as a privileged forum for the concertation of territorial policy, this only occurred when the government sent to the CODETERs the choice of 20 priorities for the agreement of the Participatory PPA 2012-2015, but the author indicates that the proposals were not agreed upon and the parity of the proposals of the urban and rural segments was disrespected.

In the following years, some qualification courses were held for the Collegiates, however, they were unable to offer the necessary subsidy for the members of the Collegiates, especially those from civil society, to have the necessary autonomy to elaborate and give their opinion on the development of territorial policies.

It is also necessary to consider that the permanence of members in the Collegiate is only 02 years and that their reappointments do not always occur, which means a large turnover of representatives, also requiring preparation and training for these new participants. This difficulty is reported in the Territorial Development Plans of the territories as limits to be overcome by the Collegiates.

The territorial plans analyzed cover the period from the Jaques Wagner government (2007-2015) to his transition to the Rui Costa government (2015-2018), so it can be

concluded that the difficulties reported were prolonged from government to government, without an effective plan to alleviate or solve this situation.

In the period of transition of governors, the lack of assistance for the development of the activities of the Collegiate was aggravated, and there was a pause in the meetings; the information of the territorial Collegiates practically disappeared in this period on the websites and blogs consulted.

Although the Rui Costa government - at the beginning of the activities with the Collegiate Bodies on January 27, 2015, at the seminar for the presentation of the new guidelines of the PPA 2016-2019 - has emphasized the importance of popular participation in previous governments and its future government, reaffirming commitment to territorial development strategies and ensuring the expansion of government support for the strengthening of territorial collegiates, it is observed that the problems of the CODETERs were not resolved.

Although they inserted in Bahia the possibility of listening to the diversity of groups that compose them, in the period analyzed they did not correspond to the theoretical and legal contribution that had been attributed to them, and there is a need for their strengthening by the Government, to act as central structures in the promotion, articulation and achievement of public policies that collaborate for sustainable territorial development. This avoids the condition of assistants in the dissemination and organization of the federal government's programs or public policies at the territorial/local level, as described by Silva (2017).

However, it is noteworthy that the existence of CODETERs already makes a difference about the participatory process in state planning, since it stimulates the insertion of specific social demands of each territory of identity, debated by the different social agents, who despite not yet being able to move all the necessary forces for the contemplation of all demands, They start to play an important role in the elaboration of public policies, with great potential.

## **CONCLUSION**

The research allowed the identification of the instances that make up the CODETERs (Collegiate of Territorial Developments), enabling the comparative analysis of the constitution of the CODETERs by territory of identity, by detailing their composition and

functioning. Such a diagnosis subsidizes the analysis of its condition in Bahia's territorial policy, as well as the participation of civil society and public power in state management.

It was concluded from the PTDSS analyzed until 2018 that despite being instituted as a mechanism of paramount importance for participatory territorial development, the functionality and performance expected by the CODETERs were limited or stagnant due to difficulties related to the management, financing, or government apparatus for the occurrence of their activities.

One of the major problems identified in the Collegiate Bodies was the lack of empowerment of civil society in the elaboration of public policy proposals that would collaborate to remedy or mitigate the real difficulties of the municipalities, in addition to the disarticulation of the Collegiate Bodies to set up territorial strategies. This imbroglio is the result of the lack of planning and government training for the different agents of the CODETERs, as well as their inexperience with the process of preparing documents and projects with the participation of representatives of civil society.

As for the administrative structure, in 5 Collegiate Bodies it was not possible to identify thematic Chambers: Irecê, Extremo Sul, Bacia do Paramirim, Piemonte Norte do Itapicuru and Costa do Descobrimento, which indicates the non-establishment of nuclei or working groups to deal with various themes and prepare propositions, demonstrating less articulation and certainly negotiating power of these Collegiates.

It was concluded that, in the period 2010-2018, in the Bahian CODETERs civil society agents were predominant, since they are the majority in 08 CODETERs, of which the Jequiçá Valley, the Jacuípe Basin and the Sertão Portal stand out, with a greater disproportion between members of civil society and the public power. Members of the public power were the majority only in the CODETER of the Recôncavo. In 06 CODETERs, the principle of parity was maintained; it was not possible to discern the distribution of members in 07 CODETERs.

Between the years 2010 and 2018, some CODETERs increased the number of components: Sisal, Sertão Produtivo, Jacuípe Basin, Rio Corrente Basin and Metropolitano de Salvador, while the number of components decreased in the Southern Lowlands, Sertão do São Francisco, Irecê and Velho Chico, with a significant reduction in the last two.

The Territorial Collegiates inserted the possibility of listening to the diversity of groups that compose them in state management, however, the reality of the CODETERs in

the analyzed period did not correspond to the theoretical and legal contribution that had been attributed to them.

The strengthening of CODETERs depends on more forceful actions by the State Government, such as the expansion of the hiring of territorial development agents and coordinators, as well as consultancies for the preparation of projects, so that they can, in fact, act as central structures in the promotion, articulation and proposition of public policies that collaborate for sustainable territorial development. Unveiling how this process has evolved is an important research agenda.

The action of the CODETERs impregnates state planning with yet another field of propositions and disputes, since the agreement of proposals gestated in the territories of identity itself already comes from a process of social participation, based on the action of its members, who represent civil society and the public power, so that their existence - as a political field - represents a possibility and the potentiality of elaborating public policies based on the desires produced by those who will feel the effects of the State's action, now as co-participants.

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