

Social engagement as principle for creating a Waterway Sub-Basis Committee Project and Institutional Integration of Water Planning: practices of the water-sensitive community of Serrinha do Paranoá (DF)

Engajamento social como princípio para criação de Comitê de Sub-Bacias Hidrográficas e Integração Institucional de Planejamento da Água: as práticas comunitárias sensíveis à água da Serrinha do Paranoá (DF)

Compromiso social como principio para la creación de un Comité de Subcuencas Hidráulica e Integración Institucional de la Planificación Hidráulica: historia de las prácticas comunitarias sensibles al agua en Serrinha do Paranoá (DF)

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Abstract

This work proposes ways to strengthen relations between the socially engaged community and water planning institutions. In this sense, it is understood that social participation needs to be fully inserted in territorial and water planning, and these, in turn, maintain this departmentalized structure, facilitating the implementation of urban and rural planning models that are not committed to social and environmental realities. Based on the water-sensitive planning model and the principle of water-sensitive communities, we infer the need to form a socio-political capital within a participatory and institutionally integrated planning structure with actors connected to the territory with decision-making power. Based on the concept of territorial praxis in which social engagement is understood as a transforming expression of territoriality, we recognize the communities in the rural areas of Serrinha do Paranoá as a socio-political body engaged in the defense of waters through the analytical description of their history of social engagement in four stages. This study showed that this community demonstrated commitment by assuming the functions of a hydrographic subbasin committee for its performance based on socio-environmental and political claims.

Keywords: Engagement; Planning; Community; Sensible; Water.

Resumo

Este trabalho propõe apresentar caminhos para estreitar as relações entre a comunidade socialmente engajada e as instituições de planejamento da água. Nesse sentido, entende-se que a participação social não está plenamente inserida no planejamento territorial e hídrico e este, por sua vez, mantém essa estrutura departamentalizada, facilitando a implantação de modelos de planejamentos urbano e rural descompromissados com as realidades sociais e ambientais. A partir do modelo de planejamento sensível à água e do princípio de comunidades sensíveis à água, depreendemos a necessidade da formação de um capital sociopolítico dentro



de uma estrutura de planejamento participativa e institucionalmente integrada com atores conectados ao território com poder de decisão. Fundamentados no conceito de práxis territorial no qual o engajamento social é compreendido enquanto expressão transformadora da territorialidade, reconhecemos as comunidades dos núcleos rurais da Serrinha do Paranoá como um corpo sóciopolítico engajado em defesa das águas por meio da descrição analítica do seu histórico de engajamento social em quatro fases. Neste estudo, verificou-se que essa comunidade demonstrou comprometimento por assumir as funções de um comitê de subbacia hidrográfica pela sua atuação pautada nas reivindicações socioambientais e políticas.

Palavras-chave: Engajamento; Planejamento; Comunidade; Sensível; Água.

Resumen

Este trabajo propone presentar formas de fortalecer la relación entre la comunidad socialmente comprometida y las instituciones de planificación hídrica. En este sentido, se entiende que la participación social no está plenamente inserta en la planificación territorial e hídrica y éstas mantienen esta estructura departamental, facilitando la implementación de modelos de planificación urbana y rural no comprometidos con las realidades sociales y ambientales. Del modelo de planificación sensible al agua y del principio de comunidades sensibles al agua, se deduce la necesidad de la formación de capital sociopolítico en un marco de planificación participativa e institucionalmente integrada con actores vinculados al territorio con poder de decisión. Basándonos en el concepto de praxis territorial en el que el compromiso social se entiende como una expresión transformadora de la territorialidad, reconocemos a las comunidades de los núcleos rurales de la Serrinha do Paranoá-DF como un cuerpo sociopolítico comprometido en la defensa del agua a través de la descripción analítica de su historia de compromiso social en cuatro fases. Este estudio mostró que esta comunidad ha demostrado compromiso para asumir las funciones de un comité de subcuenca a través de sus acciones basadas en reivindicaciones socioambientales y políticas.

Palabras clave: Compromiso; Planificación; Comunidad; Sensible; Agua.

INTRODUCTION

This research deals with social engagement as an institutional integrating principle capable of complementing water planning based on social mobilizations. In water planning, social demands in the exercise of territorial praxis guide the defense and preservation of water in territories when confronting the urban expansion of predatory models and the departmentalization of planning (Saquet, 2017).

Social practices are encouraged in the Water Sensitive Cities planning model, which promotes the formation of a sociopolitical capital called Water Sensitive Communities



through methods such as “Effective Engagement,” which uses participatory approaches linked to an integrated basin planning framework watersheds (Dean *et al.*, 2016).

Therefore, this study aims to value social participation in public institutions, especially in river basin councils and committees implemented by Law No. 9,433 of 1997 (Brasil, 1997).

Based on social demands, the assumptions for creating sub-basin committees were found to recognize engagement approaches and advance the democratic guarantees of territory planning.

On Distrito Federal, the performance of more than 20 years of the communities of the rural centers of the region of Serrinha do Paranoá can be recognized as a community sensitive to water.

The proposals for the occupation of the region are contrary to environmental legislation, such as the Management Plan of the Apa do Planalto Central (Distrito Federal, 2015) (Figure 01) that classify the region as a Wildlife Conservation Zone, a Sustainable Use Zone, and a Zone Spring Protection.

Planalto Central APA Zoning

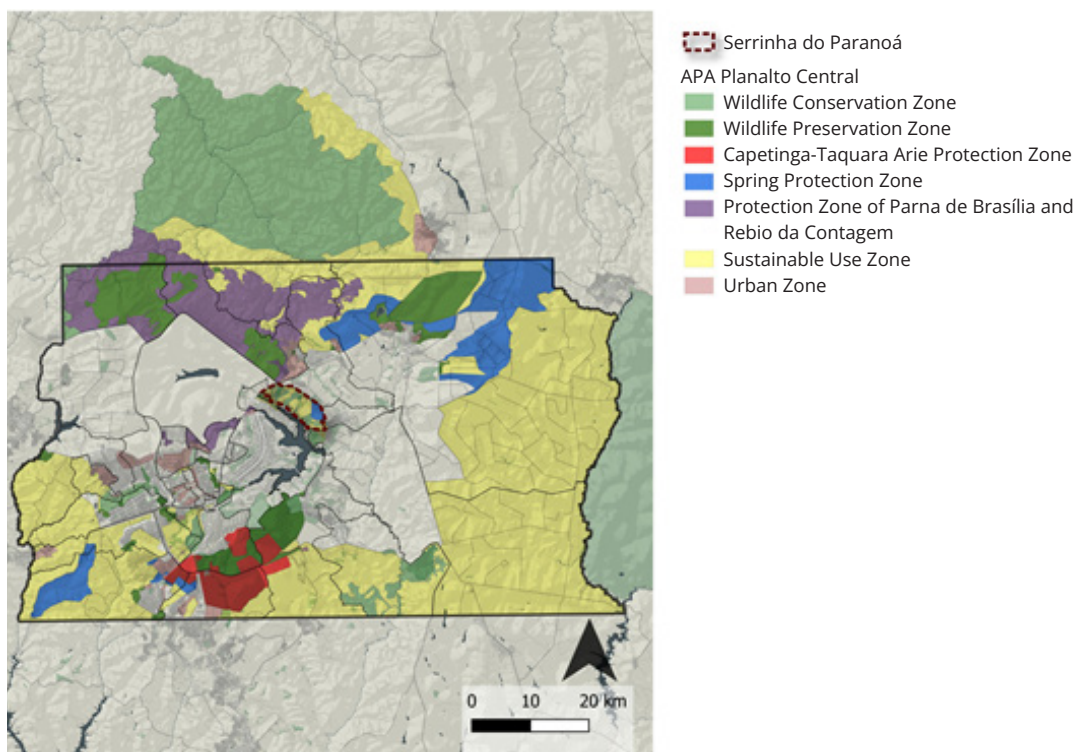


Figure 1: Zoning of Serrinha do Paranoá in the Planalto Central APA. Source: Produced by Vinícius Resende.



In the 1990s, Companhia Imobiliária de Brasília (TERRACAP) implemented the occupation of the region with the urban subdivision project (Figure 2), called Setor Habitacional Taquari, Stage 1 (Sections 1, 2 and 3) and Stage 2 (Distrito Federal, 1999), a project authorized by the other territorial planning bodies.

The developments generate socio-environmental impacts mainly due to real estate speculation that proposes to explore the area's proximity to the Brasília pilot plan in its landscape qualities, as illustrated in the photo in Figure 3.

Stage 1 - Taquari

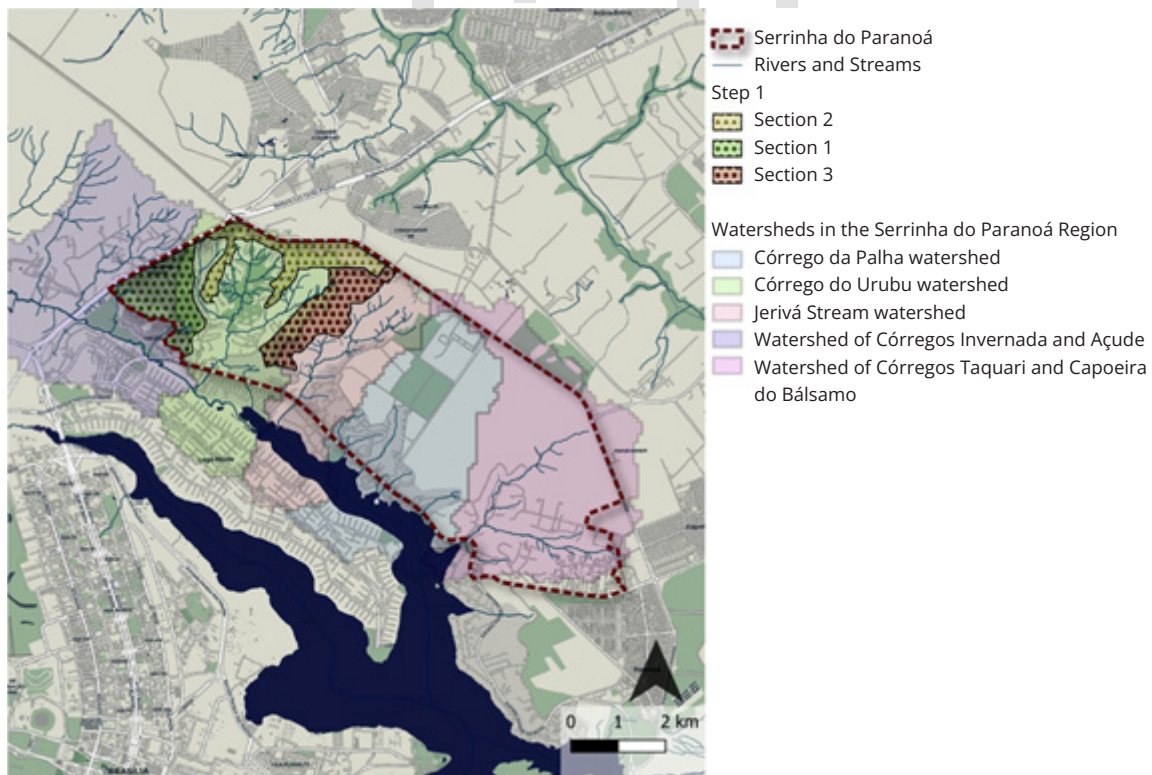


Figure 2: Polygon of the Taquari Housing Sector, Stage I Sections I, II, and III, and Lake Paranoá watersheds. Source: Produced by Vinícius Resende.





Figure 3: View of the Plano Piloto by Lúcio Costa visible from Serrinha do Paranoá, DF. Source: Produced by Diogo Sakai.

In this conjuncture, the communities of the rural centers engaged in activities organized by residents, groups, associations, NGOs, and universities, public and private institutions to defend and conserve the waters of Serrinha do Paranoá.

Effective engagement to motivate water-sensitive communities

The implementation of social participation in water planning has advanced through experiences organized among social subjects called the Water Sensitive Community principle “Water Sensitive Communities” (WSUD, 2013).

This proposes the conscious insertion of the community in the planning process, which can lead its members to question their needs and desires towards the system and influence strategies, especially in the implementation and monitoring of Water Sensitive Urban Design (WSUD) or Urban Design Sensitive to Water (Dusa) which must be participatory, flexible and adaptive (Mouritz *et al.*, apud WSUD, 2008).

The report “Community Engagement in the Water Sector: An Outcome-fused Review of Different Engagement Approaches,” developed by Dean *et al.* (2016) at the Cooperative Research Center of Water Sensitive Cities – CRCWSC or “Cooperative Research Center for Water Sensitive Cities,” systematizes different participatory approaches, with types of ethical engagement with positive results (Dean *et al.*, 2016).



The document proposes the implementation of social engagement through an institutional reorganization with the integration of departments, like the Australian planning that integrates state instruments, regional or municipal plans and policies, and local government plans and master plans (Dean *et al.*, 2016).

It highlights the local councils as fundamental bodies in the organizational structure for articulating actions in practices and supervision of activities (Dean *et al.*, 2016). This reorganization is fundamental in the execution of actions to meet community objectives and presupposes other forms of agreements, costs, and benefits different from the current model.

The River Basins Committee for Social Engagement in Defense of Waters

In Brazil, water planning adopts participatory approaches in the National Water Resources Policy Law No. 9,433 of 1997 (Brasil, 1997) through the River Basin Committees and adopting the river basin as a legislative reference and management unit (Brasil, 1997).

The law implements a systemic decentralized social integration model structured through Councils and Committees of Hydrographic Basins (CBHs), with representatives of the Public Power, users, and communities (Brasil, 1997).

The management of the Water Resources Councils (CRH) is a collegiate body of equal composition with decisions taken by a simple majority, represented by state secretariats in activities related to the management and use of water resources, environmental protection, strategic planning and financial management of the State; of the municipalities contained in the hydrographic basins and elected among their peers; universities, higher education and research institutes; Public ministry; organized civil society (Brasil, 1997).

Next are the River Basin Committees (CBH) with a tripartite and joint composition composed of representatives of State Bodies, Civil Society, and Municipal Governments (Brasil, 1997).

In addition to PNRH/9433, experiences organized by social movements have claimed the appreciation of the potential of each place and better living conditions for the population, especially in the face of degrading political processes (Saquet, 2017).

There are several examples in Brazil: Chico Mendes (Nakashima, 2006), Pastoral Land Commission (CPT) in Bahia (Aguilar, 2018), National Campaign "Cerrado, Cradle of Waters: No Cerrado, No Water, No Life" (Campaign Cerrado, 2022), in Latin America by the Assembly of Esquel in Argentina, Civic Council of Popular and Indigenous Organizations of Honduras (Copinh), resistance symbolized by



Máxima Acuña in Peru, social movements, unions and academics in Uruguay and so on (Aguilar, 2018).

The Alternative World Water Forum (Fama 2018) was organized in response to the 8th World Water Forum (FMA), which discussed water scarcity as a resource and proposed water control for industrial production and agribusiness (Silva; 2019b). The event brought together a variety of organizations and social and popular movements committed to formulating strategies to fight for water contrary to the FMA (Silva, 2019b).

Water-sensitive mobilizations demonstrate that contradictions and those impacted are absent from the planning process (Silva, 2019a). In this sense, a planning and management praxis is necessary in which singular adaptations are implemented with contents defined by those affected with the same autonomy as the others involved (Souza, 2002).

Analysts must be accessible to the demands of individuals and groups (particular parameters) when assessing a situation or designing a concrete intervention (Souza, 2002).

This research correlates the performance of rural centers in the Serrinha do Paranoá region and water-sensitive planning through social participation organized with local bodies such as CBH Paranaíba DF, the Council for Rural and Sustainable Development of Lago Norte, and in some periods to the District Administration of Lago Norte (Andrade, 2014).

Methodological procedures

The research was guided by the methodology of participatory action research (Dione, 2007), as a collective action inserted in the process of social change of a concrete situation with two concomitant objectives: modifying a situation and acquiring new knowledge. The aim is thus to strengthen the relationship between theory and practice and generate new knowledge and greater socio-political reach.

Based on a dynamic process scheme or cycle in four phases (Dione, 2007), a proposal for the analysis of a collective intervention planned in 04 stages involving operations and activities was systematized, as can be seen in Figure 4 (Phase I Identification; phase II Projection; phase III Implementation; phase IV Evaluation).



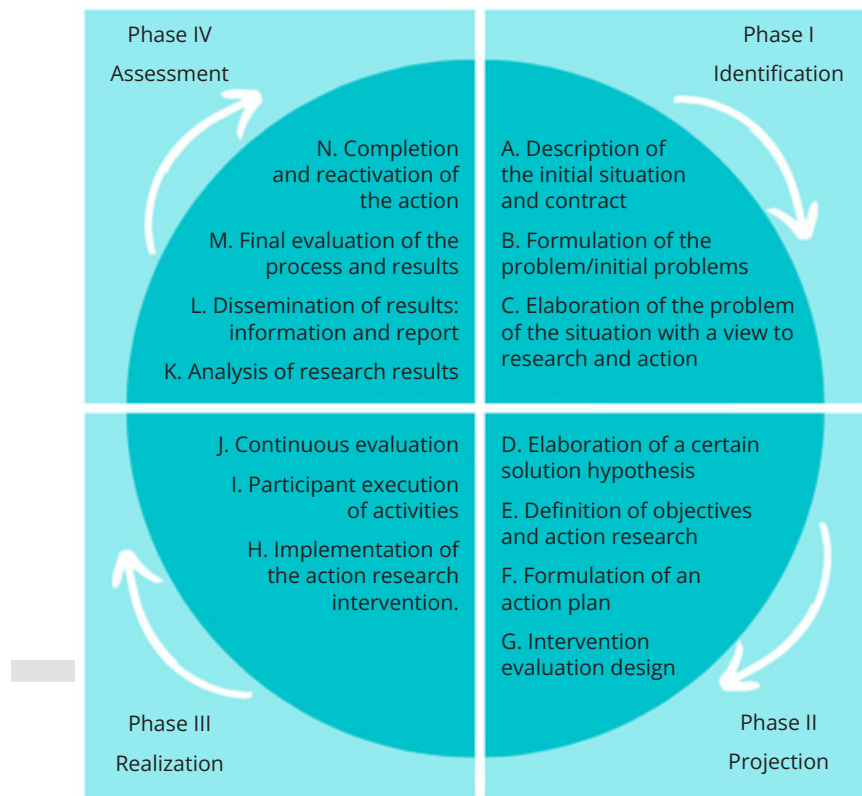


Figure 4: Diagram of a planned intervention's dynamic process or cycle with a summary of the four phases. Source: Adapted from Dione (2007, p. 37-60).

This methodological guideline has been developed in the studies of the Água e Ambiente Construído group since 2015, in undergraduate research, scientific initiation, and in the guidelines coordinated by Prof. Dr. Liza Maria Souza de Andrade, in the Brasília Sensível à Água research project. Over the past ten years, the group has investigated Serrinha do Paranoá within the scope of the Brasília Sensível à Água Research Project.

This research was guided by collecting 17 reports with people active in organizing activities to defend the waters in Serrinha do Paranoá since the 90s. The recorded reports were directed from the provocations: How did you settle in Serrinha? and How did you get involved in social mobilization?

From the reports, it was concluded that the activities were organized based on personal demands (land regularization and environmental preservation), becoming a community demand (water preservation), which became the main objective of the movement.

The reports presented engagement experiences in different periods for the development of activities. With this, the research systematized a timeline with the history of social engagement approaches in defense of the Serrinha do Paranoá waters. Historically,

the objective of engagement has remained, but approaches have changed in response to the behavior of territorial planning departments.

An analytical description of social engagement actions in four historical phases was then proposed: 1st phase (1999-2007), 2nd phase (2007-2013), 3rd phase (2013-2020), 4th phase (2020-2022), in which social engagement took place through the current territorial planning, which is sometimes organized in the face of the ongoing urban expansion, sometimes in the participatory action of water preservation. This analysis took place in parallel with the development of Diogo Isao Santos Sakai's doctoral research.

Results and analysis

Historically Serrinha do Paranoá was occupied by smallholders and informal settlements composed of nine rural centers delimited by streams, of which six are internal to the polygon of the Taquari Housing Sector (SHTQ) (PDOT/1997), as shown in figure 5: NR Olhos d'Água, NR Urubu, NR Jerivá, NR Palha, NR Taquari, NR Capoeira do Bálsamo.

Rural Centers in the Region of Serrinha do Paranoá

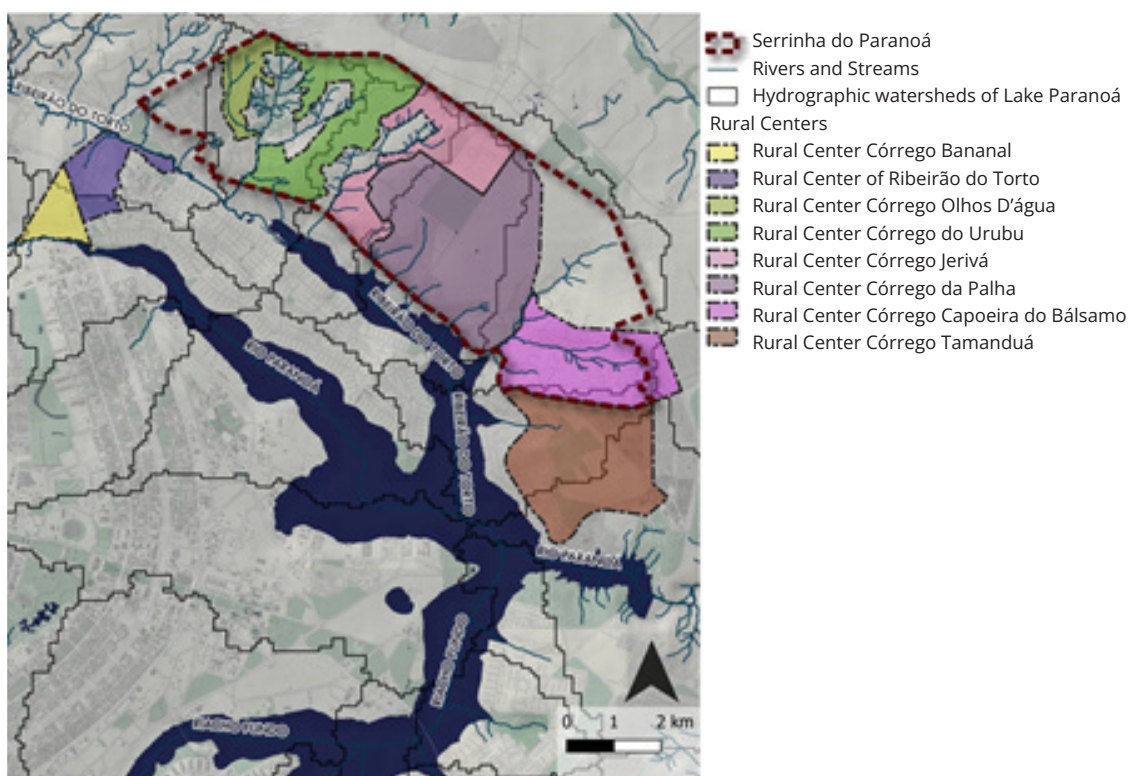


Figure 5: Historically established rural centers in the Serrinha do Paranoá region. Source: Produced by Vinícius Resende.



The history of social engagement approaches systematized in 4 phases demarcates the different periods of forms of action related to urban expansion strategies and water preservation.

In the first phase (1998-2006), the occupation of the region was formalized through the document *Brasília Revisitada* (Distrito Federal, 1987) and later by the SHTQ Trecho 01 Stage I project (Distrito Federal, 1999) and implementation of projects commercial areas that generated harmful impacts on water, as a gas station (Quadros, 1999).

The engagement mobilized cultural events in the *Salve o Visual da Nossa Capital* movement organized by the Federation of Environmentalist NGOs in the Federal District and complaints against environmental licenses to implement services. Also, for the work of organizations such as the Association of Farmers of the Núcleo Rural do Córrego Urubu (Anru) for land regularization.

The second phase (2007-2013) mobilized against advances in occupation and mitigation of the impacts generated by the installation of the SHTQ Stage Section I condominium, which caused perceptible silting in the watercourses in the streams Olhos D'Água, Palha, and Urubu.

The following groups were consolidated: "Permanent Movement for the Preservation of the Urubu Watershed," "Instituto Oca do Sol," and "Salvia Institute" (Andrade, 2014). These developed activities with the support of external actors from public and private bodies and from the University of Brasília through research projects by Prof. Dr. Liza Maria Souza de Andrade from the Faculty of Architecture and Urbanism.

In the third phase (2013-2020), the engagement took place against the request to the environmental agencies to license the suppression of vegetation LS 58/2014 of the SHTQ Stage I Section II project. The community, together with the Public Ministry of the Federal District and Territories - MPDFT held the Public Hearing "Water Scarcity in the DF" (Distrito Federal, 2017a) and the seminar "The Paranoá Lake and the Water Crisis: Urban Planning Challenges for Brasília" (Distrito Federal, 2017a).

These events resulted in the suspension of LS 58/2014 in the preparation by the MPDFT of the document *Urban Expansion in the Federal District and the Challenge of Preservation of Serrinha do Paranoá Waters in a Context of Water Scarcity* (Distrito Federal, 2018). The MPDFT decision required IBRAM, the body responsible for environmental licensing, to observe the recommendations of other bodies (Distrito Federal, 2017c) and studies produced by working groups with the community.

Engagement is organized in defense of the Serrinha do Paranoá hydrographic sub-basins, uniting all regional rural centers through events based on the results obtained by the community and the university presented at CBH Paranaíba DF.



The “Water Project” in the Guardians of Springs project with the social technology “Methodology for Community Mapping of Springs in Periurban Environments – MCNPU,” which mapped 97 springs outside the official maps (Uldry *et al.*, 2022) represents the period.

Also, the research project “Brasília Sensível à Água” of the Graduate Program of the Faculty of Architecture and Urbanism of the University of Brasília complements the activities with studies and technical analyses in the scope of graduation and postgraduation as well as in the decisions of the MPDFT.

The fourth phase (2020-2022) of the engagement fought the continuation of the occupation of Serrinha do Paranoá despite achievements, such as the creation of the Natural Monuments Conservation Unit (Mona) by Ibram on the slopes of the Urubu and Jerivá streams, in the conservation areas of the springs and the Pedra dos Amigos District Park claimed by the community.

In the areas envisaged as Mona, there are also areas of Regularization of Specific Interest (Arines) defined in the PDOT/1997. The regulation of Mona opens a precedent regarding the incompatibility between the occupation and the type of use of the farms, which could impede regularization (Law No. 9985/2000, SNUC) (BRASIL, 2000).

The engagement was characterized by the strengthening of political mobilization, especially with the creation of the “Association Network for Preservation and Sustainable Development of Serrinha do Paranoá – PRESERVA SERRINHA” (Preserva Serrinha, 2022a), which brought together 60 entities.

The period is marked by mobilization approaches in cultural events and public hearings: BioBlitz (Oca do Sol, 2022a); Eixão do Lazer (Oca do Sol, 2022b); Solemn Session in Homage to the community of Serrinha do Paranoá (Brasil, 2022a); Participatory Legislative Commission: Preservation of Serrinha do Paranoá and for the Future of Brasília (Brasil, 2022b); II Political Act for the Preservation of Waters and the Future of the Federal District (Preserva Serrinha, 2022b); General Commission for the Defense and Preservation of Serrinha do Paranoá (Distrito Federal, 2022).

FINAL CONSIDERATIONS

The commitment to the inter and intra-institutional articulation of the social actors connected to the territory of Serrinha do Paranoá represents the social potential capable of contributing to water planning, especially with the proposition of solutions at an institutional level.



These are, in theory, the functions developed by a committee of river basins within a radius of operation of the place, in the scales of the hydrographic micro basins of territorial planning, of fundamental importance for the supply of the capital.

Studies that seek to relate existing practices and their results are restricted, especially within the scope of the River Basin Committees. Even fewer studies focus on analyzing the contributions and challenges that social engagement has faced in territorial planning for water management.

Social engagement initiatives with different forms of agency demonstrate the articulation of a network of actors, especially from organized civil society, mobilized and with ample openness to participatory approaches.

These experiences sought to guarantee access and deliberative power in the management and planning process of Serrinha, with strategies that can promote the approximation of decisions and solutions to local problems and the protection and preservation of the entire watershed.

In the analytical description of the four phases of the history of social engagement, political mobilization is predominant, representing expressions of the territoriality of a community whose sociopolitical capital requires decisions more sensitive to water in territorial planning.

This historical mobilization differs from the Australian experience when decisions have been based primarily on real estate exploration in the region within a structure that is not fully accessible to social participation and neglects the demands of the community and local instances of public administration.

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