

Eastern Amazon State Councils of Water Resources: assessment of fragilities and proposition of the REPARE strategy for strengthening representation, participation, and representativeness

Conselhos Estaduais de Recursos Hídricos da Amazônia Oriental: avaliação das fragilidades e proposição da estratégia REPARE para o fortalecimento da representação, participação e representatividade

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ABSTRACT

The effectiveness of the State Councils of Water Resources (CERHs) depends on the legitimacy of representation and the capacity to promote participation and representativeness in water governance. In the Eastern Amazon, this structure faces specific challenges arising from territorial and institutional inequalities that hinder democratic functioning within these collegiate bodies. This study aimed to identify the fragilities that compromise the representation, participation, and representativeness of the CERHs in the Eastern Amazon and to propose strategies for their strengthening. The research employed a qualitative approach, of the descriptive and exploratory kind, based on an extensive documentary survey conducted through the institutional websites of water resources management agencies in five states (Amapá, Maranhão, Mato Grosso, Pará, and Tocantins). Fifteen variables were grouped into three analytical categories—representation, participation, and representativeness—from which a situational overview of the five Councils was constructed. The results revealed recurrent structural fragilities, including the absence of parity among sectors, low participation among women and traditional peoples and communities, limited dialogue between representatives and those represented, and scarce or inaccessible information. A methodological instrument called the “REPARE Strategy” (Representation, Participation and Representativeness) was developed in order to propose institutional and normative mechanisms to improve water governance in the Eastern Amazon.

Keywords: water governance; management councils; participatory water management; Eastern Amazon.

RESUMO

A efetividade na atuação dos Conselhos Estaduais de Recursos Hídricos (CERH) depende da legitimidade da representação e da capacidade de promover a participação e a representatividade na gestão das águas. Na Amazônia Oriental, essa estrutura enfrenta desafios específicos decorrentes de desigualdades territoriais e institucionais, que impactam o exercício democrático nesses colegiados. O presente estudo teve como objetivo identificar as fragilidades que comprometem a representação, a participação e a representatividade dos CERH da Amazônia Oriental e propor estratégias para seu fortalecimento. A pesquisa adotou abordagem qualitativa, do tipo descritiva e exploratória, com base em ampla pesquisa documental realizada nos portais institucionais dos órgãos gestores de recursos hídricos de cinco estados (Amapá, Maranhão, Mato Grosso, Pará e Tocantins). Foram examinadas 15 variáveis distribuídas em três categorias de análise — a representação, a participação e a representatividade — com as quais se construiu um cenário situacional dos cinco Conselhos. Os resultados revelaram 15 fragilidades estruturais recorrentes, entre elas: ausência de paridade entre setores, baixa ocupação de vagas por mulheres e povos e comunidades tradicionais, reduzida interlocução entre representantes e representados e baixo ou nenhum acesso à informação. Com base nesse diagnóstico, foram elaboradas 41 Estratégias de Fortalecimento da Representação, Participação e Representatividade (Estratégia REPARE), instrumento metodológico que propõe mecanismos institucionais e normativos de aprimoramento da governança dos recursos hídricos na Amazônia Oriental.

Palavras-chave: governança hídrica; conselhos gestores; gestão participativa das águas; Amazônia Oriental.

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Introduction

The institutionalization of public policy councils, initially directed to priority areas, such as health, education and social assistance, eventually led to its dissemination and multiplication in the different spheres of government and in various sectoral policies (housing, tourism, environment, water resources etc.) (Lavallo et al., 2006).

Regarding the sectoral water resources policy, in 1997, Law No. 9,433 was published, which institutes the National Water Resources Policy (PNRH), also known as the Water Law, establishing the National Water Resources Management System (SINGREH) with the objective of carrying out decentralized water management through the performance of different management bodies, in which the State Councils of Water Resources (CERHs) stands out (Brasil, 1997).

The CERHs are collegiate, consultative and deliberative bodies designed to be democratic and participatory spaces, in which the bodies and/or entities of the Public Power (PP), the Users of Water Resources (URHs) and the Civil Organizations (OCs) are represented so that they can negotiate, discuss, deliberate and monitor the execution of the PNRH and the state policies of water resources, among other attributions (ANA, 2022).

Despite the democratic and participatory character of the CERHs, there are regional disparities that affect the management of water resources in the Brazilian states. The Amazon, due to its mineral, vegetable, and water wealth, is the target of large projects and conflicts, requiring policies and actions that consider local demands, the impacts on water resources, and the needs of traditional peoples and communities (Milanez et al., 2021; Navarro et al., 2022; Peixoto et al., 2022).

Regarding underrepresented groups, Silva and Pontes (2022; 2023) highlight that their representation, participation, and representativeness are below what is desirable. Although the decrees regulating the CERHs provide for the participation of these segments, their presence in the collegiate bodies remains mostly symbolic. In other words, these spaces operate under a formal logic of inclusion, without ensuring the material and institutional conditions necessary in order to achieve full exercise of representativeness and active participation of historically marginalized social groups.

In addition, there is still a neuralgic point in relation to participation. As Bordenave (1994) warns, the mere presence in the councils does not guarantee effective participation. This can only be achieved when representatives exercise an active voice, propose agendas and legitimately defend the collective interests of those they represent.

Gonzalez et al. (2024) demonstrated that participation in basin councils and committees is characterized by considerable differences in the segments' ability to understand, debate, and influence decisions, which reduces deliberative effectiveness and the possibility of building truly plural agendas.

It is in this complex context that the CERHs installed in the Amazon must act through representation that meets the desires of different

sectors and segments, fostering an active participation that promotes the alignment of different interests, as well as ensuring that the deliberations approved in these instances are in fact representative.

Considering the territorial cut of the Eastern Amazon, in the present study, the following problem-questions are to be investigated: How are representation, participation and representativeness exercised in the CERHs of the Eastern Amazon? What are the main fragilities of the councils? What are the strategies to strengthen them?

Considering the above, the article aims to point out the main fragilities related to representation, participation and representativeness, as well as to propose strengthening strategies for the CERHs of the Eastern Amazon.

Literature review

The literature review targeted scientific databases, using the keywords "water governance," "management councils," "social participation" and "Eastern Amazon." Recent studies and classic references on representation, participation and representativeness were prioritized according to thematic relevance and contribution to the definition of the analytical categories of the study.

Conception and competencies of the CERHs

The democratic and participatory characteristics of the water management in Brazil in CERHs spaces convey which civil society can participate and exercise its citizenship in the decision-making process of policies that deal with water resources, therefore, they must be based on the principles of equality, inclusion, publicity, plurality and parity (Asenbaum, 2021; Nérís and Pizella, 2022). The CERHs are instances that are part of SINGREH, jointly with the National Council of Water Resources (CNRH), the National Water and Basic Sanitation Agency (ANA), the River Basin Committees (CBHs), the federal, state, Federal District and municipal public authorities (Brasil, 1997).

The CERHs correspond to the CNRH, as they represent regional deliberative collegiate bodies and act in accordance with their state water resources management systems and state regulations with the purpose of establishing the guidelines of state water resources policies (Brasil, 1997).

The CERHs are composed of representatives of the PP, URHs and OCs, and the term of office, the composition, the number of vacancies available. The choice of representatives is provided for in the state regulatory decrees. The rules of organization, operation, competencies, and responsibilities are contained in the internal regulations.

The discussions and deliberations in the CERHs take place during their meetings, of an ordinary or extraordinary nature, and are mandatorily recorded and formalized through resolutions, which are published in the Official Gazettes of the states. The Water Resources Management Bodies (OGRHs) must disclose and make these resolutions available within minutes on their institutional websites (Brasil, 2011; ANA, 2022).

Representation, participation and representativeness

The concept of representation is extraordinarily complex and abstract, especially when considering the different areas of knowledge such as semiotics, science, politics, history, sociology, psychology, art history, and aesthetics (Pitkin, 2006).

According to Pitkin (2006), “to represent” means to make present what is not literally there through legitimately authorized representatives. It therefore requires responsibility and accountability from the representatives in relation to those they represent.

According to Young (2006), representation is a differentiated relationship between the represented and the representatives, and within a social perspective, the author defends the specific inclusion of structurally oppressed and disadvantaged social groups in public discussions and political participation in various channels and institutional spaces.

Political representation presupposes a certain degree of control (authorization and accountability), but it also requires a decisive and complementary element, participation. For Arnstein (2002), there is no active participation without redistribution of power among the so-called “nothing” groups, the vulnerable people excluded from the political scenario.

In the author’s perspective, most of the time, what exists is an “empty ritual of participation,” a mere formality or a simulation of engagement of what really matters for the promotion of active participation, since there is no actual redistribution of power among groups “with nothing” (black people, Mexican immigrants, Puerto Ricans, indigenous, Eskimos and poor whites). Consequently, they hold no real power to influence the results of the process (Arnstein, 2002).

According to Bordenave (1994, p. 6), participation is inherent to the human condition and has two complementary bases that determine it, an affective basis. The individual participates because he feels pleasure in doing things with others, and an instrumental base in which the individual participates, for doing things along with others is more effective and efficient than doing them alone.

For Bordenave (1994), it is possible for the citizen to “be part” of a social group, but without an active voice, “without taking part” in the discussions that affect him. Another condition is when the citizen, in addition to “being part of,” “takes part” in the decision-making process. According to the author, this would be the desired level of participation, an active involvement.

The representation exercised through active citizen participation also depends on a third element called representativeness. The representative, in addition to being legitimized to act on behalf of a group or community, must also be able to express and adequately represent the various perspectives and desires of the group he represents (Silva and Pontes, 2022).

Representativeness is the condition of responsiveness, the ability of a representative to be attentive and ready to provide appropriate and satisfactory responses to the circumstances or needs of those represented (Phillips, 2001).

Phillips (2001) and Silva and Pontes (2002) explain that genuine representativeness depends on factors such as: the presence of representatives of excluded social groups in decision-making spaces, the commitment of the representative to the interests of those represented, the accountability of representatives to their represented, and the responsibility of those represented to provide representatives with demands.

Material and Methods

The territorial cut covers the Eastern Amazon, with the object of study being the State Councils of Water Resources (CERHs) in the states of Amapá, Maranhão, Mato Grosso, Pará and Tocantins (see Figure 1). The choice behind this region is justified by the fact that it brings together federative units with heterogeneous socio-environmental and institutional dynamics, interconnected by common structural challenges in water management, such as overlapping uses of water resources, conflicts over land use, and the vulnerability of ecosystems.

The main approach was defined as qualitative, as both content analysis and data collection techniques were based on bibliographic and documentary research..

The documentary research was carried out from the collection of information on the institutional websites of the 5 (five) water resources management bodies (environmental secretariats), about the CERHs of Amapá (term: 2018–2022), Maranhão (term: 2018–2021), Mato Grosso (term: 2021–2022), Pará (term: 2016–2021) and Tocantins (term: 2020–2022). The time frame covers the interval of full terms, and allowing for the analysis of the continuity and institutional stability of the councils.

In the end, 5 state water resources laws, 5 regulatory decrees, 3 decrees appointing representatives, 5 internal regulations, 58 resolutions, and 41 minutes of meetings (ordinary and extraordinary) were identified and analyzed. Through the content analysis, proposed by Bardin (2011), a qualitative analysis of the aforementioned documents was carried out, with the objective of choosing variables capable of supporting the understanding of the current scenario of the five CERHs, based on three categories of analysis: representation, participation and representativeness.

The theoretical bases that guided the selection and interpretation of the variables include the studies of Bordenave (1994); Phillips (2001), Arnstein (2002); Pitkin (2006); Young (2006); Silva and Pontes (2022; 2023), are: *representation*, which refers to the mechanisms of choice, legitimacy, and diversity of representatives; *participation*, which includes the performance, assiduity, and capacity for deliberation of the directors; and *representativeness*, which refers to the responsiveness and ability of representatives to express and defend the interests of the segments that legitimize them.

In addition, the methodology proposed by Dilascio et al. (2022) which proposes the search for qualitative variables extracted from documents that can be quantitatively translated in order to create quantifiable numerical data, was also used to support the current research.

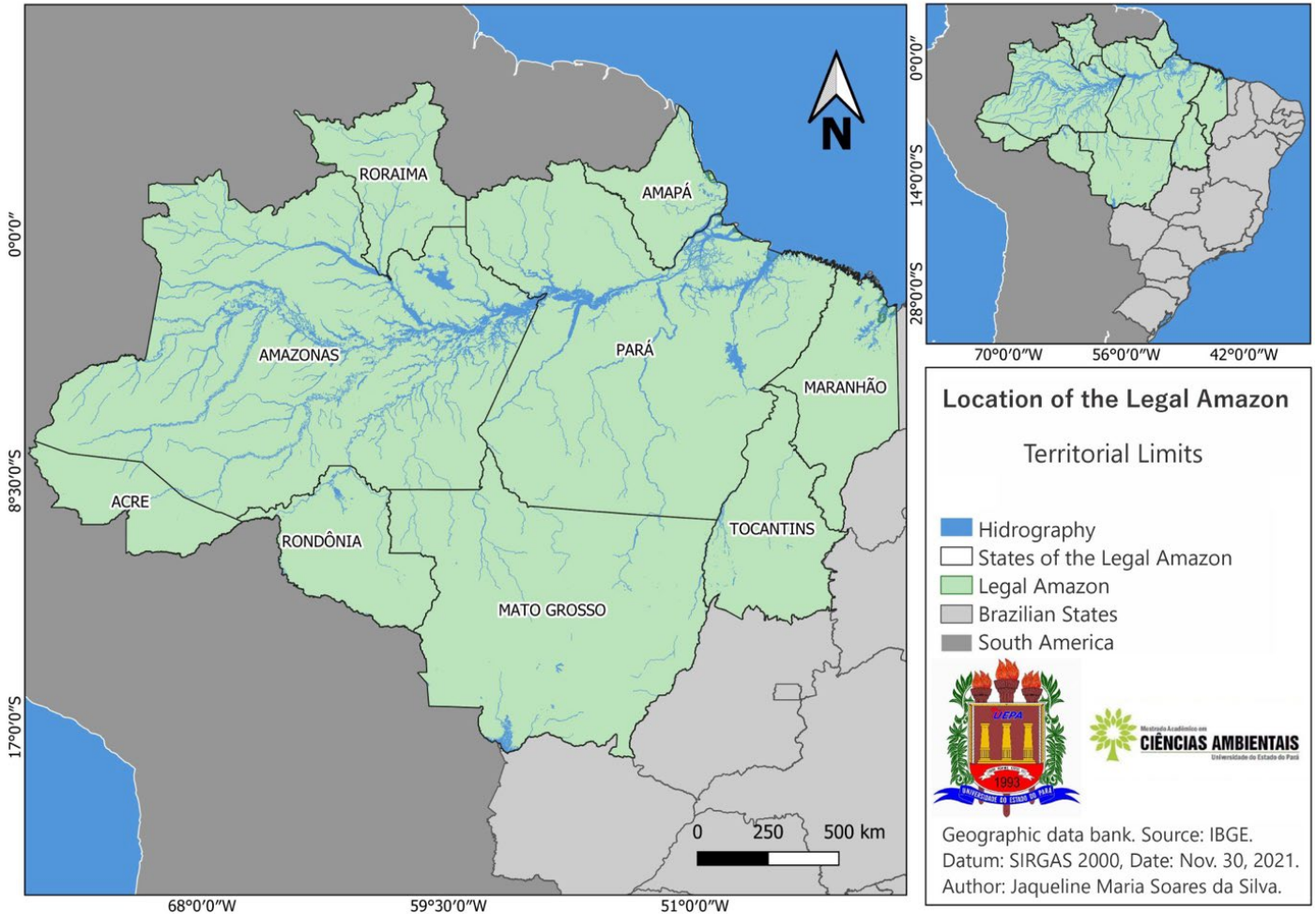


Figure 1 – Territorial Cut – Eastern Amazon.

In the end, a set of 5 variables corresponding and common to each category of analysis was chosen and grouped, totaling 15 variables to be evaluated.

The selection of the 15 variables was structured to operationalize and ensure measurability, comparability and analytical coherence. The set of variables sought to cover the following aspects: for the *representation* category, criteria of legitimacy (election *versus* nomination), sectoral parity, sociocultural diversity, and education were prioritized; for the *participation* category, variables associated with transparency, regularity of meetings, attendance and implementation of the instruments of the National Water Resources Policy (PNRH); and for the *representativeness* category, variables that measure the ability to propose agendas, use of active voice, thematic diversity and existence of accountability mechanisms.

Each variable has an objective and a description of the type of measurement to assist in the interpretation of performance patterns and institutional fragilities among the councils analyzed and in the construction of a situational scenario regarding representation, participa-

tion and representativeness in the CERHs of the Eastern Amazon, as shown in Chart 1.

From the critical analysis of the fifteen variables, the resulting information was decomposed, compacted and incorporated into the situational scenario of the CERHs Eastern Amazon.

The scenario resulting from Chart 1 supported the identification of the main fragilities of the CERHs by category of analysis, and consequently, the elaboration of strategies to strengthen representation, participation and representativeness, called “REPARE Strengthening Strategies” conceived as an analytical and propositional instrument that systematizes identified fragilities and proposes measures for institutional improvement of the CERHs, based on the results obtained.

The formulation of the REPARE Strategy stems directly from the operationalization presented in Chart 1, in which the fifteen variables were defined, categorized and linked to specific analytical objectives. This chart constituted the structuring matrix of the study, as it allowed for the decomposition of representation, participation and representativeness into measurable and comparable dimensions among the CERHs of the Eastern Amazon.

Chart 1 – Category, variables, objectives and measurement.

Category / Variables			Objectives	Measurement (Scenario)	
Representation	v1.	Mechanisms for authorizing and legitimizing representations in the CERHs	Identify the ways of choosing representatives in the CERHs	Nomination and/or Election	
	v2.	Parity in the composition of the CERHs	Check which CERHs are equal	Equal or Not equal	
	v3.	Filling vacancies in the CERHs	Check the number of vacancies filled in the CERHs	% of vacancies filled	
	v4.	Inclusion and diversity of representatives in the CERHs	Women	Indicate the number of vacancies filled by women in the CERHs	% of vacancies filled
			PCTs	Indicate the number of vacancies expected for the PCTs in the CERHs	% of vacancies expected
v5.	Representatives' Education Level	Know the level of education of the representatives of the CERHs	% of education level found		
Participation	v6.	Training plan for representatives of the CERHs	Identify the existence of a training plan	It has or It has not	
	v7.	Disclosure of the annual calendar and agenda of meetings	Check whether the information regarding the meetings is being disclosed on the CERHs' websites	Disclose or Not Disclose	
	v8.	Meetings of the CERHs	Attendance of the periodicity in the holding of meetings	Verify whether the holding of the meetings is accordance with the period stipulated in the internal regulations of the CERHs	It meets or It does not meet
			Number of meetings	Conduct a survey of the number of meetings held during the mandate studied	Number of meetings held per term of office
	v9.	Attendance at CERHs meetings	Verify the presence and absence of representatives at the meetings of the CERHs	% of sectors presence	
	v10.	Implementation of the PNRH	CBHs	Identify the number of CBHs instituted in the CERHs	Number of CBHs
Resolutions			Quantify the number of resolutions passed during the term of office studied	Number of resolutions passed	
HR management tools			Indicate which water resources management tools are standardized in the CERHs	Number of standardized tools	
Representativeness	v11.	Involvement of the sectors in proposing agenda points to be discussed at the CERHs meetings.	Know which sectors are most involved with the proposition of agenda points to be discussed in the meetings of the CERHs	% of involvement of the sectors in proposing agendas in the meetings	
	v12.	Types of manifestation	Speech or active voice	Quantify the speeches or use of active voice in the meetings of the CERHs	% of speech during the term of office
			Vote	Quantify the manifestation through voting in the meetings of the CERHs	% vote during the term of office
	v13.	Diversity of topics discussed at the meetings	Determine the number of topics discussed in the meetings	Number of diverse subjects	
	v14.	Relationship between Representatives and Represented ones (segment/base)	Identify if there are institutional mechanisms used by the representatives to present the demands and feedback of their actions to the entities and organizations of origin	It exists or It doesn't exist	
v15.	Institutionalized accountability mechanisms	Access to information and public transparency	Identify whether there are institutional mechanisms that deal with the accountability of the actions of the representatives of the CERHs to society in general	It exists or It doesn't exist	
		Social control through new technologies*			

PCTs: Peoples and Traditional Communities; CBHs: Water Basins Committees; *e-mail, social media, electronic forms, instant communication channels, chatbox, online polls.

From this matrix, each variable worked as an institutional performance indicator, making it possible to identify fragilities associated with: v1. mechanisms of authorization and legitimation of representations, v2. sector parity, v3. filling of vacancies, v4. diversity (women and PCTs), v5. education level, v6. existence of a training plan, v7. disclosure of calendar and agendas, v8. frequency and number of meetings, v9. attendance of representatives, v10. implementation of PNRH tools (CBHs, resolutions and management tools), v11. Involvement of sectors in the proposition of agenda items, v12. types of manifestation (active voice and vote), v13. diversity of topics discussed, v14. mechanisms of interlocution between representatives and represented ones and v15. institutionalized accountability mechanisms.

The term “REPARE” was conceived as an acronym for the three central analytical categories of the study REpresentation, PARticipation and REpresentivity and, simultaneously, as a semantic resource that reinforces the purpose of the strategy. According to the Houaiss dictionary (2023), the verb *repair* has two nuclei of meaning in Portuguese: to notice, observe, perceive; and to renew, improve, restore. These meanings dialogue directly with the basis of the proposal, as the strategy initiates from the need to observe and recognize the institutional fragilities identified in the CERHs of the Eastern Amazon and, secondly, from the proposition of strategies capable of correcting, strengthening and restoring the mechanisms that sustain the democratic management of water.

Descriptive statistics were used in the data analysis, comprising the following steps: data organization, tabulation, elaboration of frequency tables, and tables to relate the categories of analysis, fragilities and strengthening strategies.

Results and Discussion

Scenario of representation, participation and representativeness in the CERHs of the Eastern Amazon

From the fifteen variables corresponding to the three categories of analysis, representation, participation and representativeness, three situational scenarios of the CERHs of Amapá, Maranhão, Mato Grosso, Pará, and Tocantins were analyzed according to their respective term of office. Table 1 presents the results of the five variables that supported the scenario.

Regarding “variable v1,” it was possible to verify that the council of Amapá is the only one not to provide in its regulatory decree the holding of elections to choose the entities representing the URHs and OCs.

According to Rocha et al. (2020), the lack of provision for the election and criteria for choosing representatives demonstrates the fragility in the mechanisms behind authorizing entities and appointing representatives to serve on the councils, impacting the quality of representation.

These results confirm the perspective of Pitkin (2006), in which political representation presupposes legitimate authorization and accountability mechanisms, and of Young (2006), who emphasizes that the exclusion of oppressed groups from the decision-making sphere prevents the effective presence of plural voices in the spaces of deliberation.

Regarding “variable v2,” only the council of Mato Grosso is equal, so it is possible to infer that the other councils, in addition to presenting a numerical difference in the composition of their collegiates, also exhibit a lack of balance between the PP, URHs and OCs sectors, making the redistribution of power necessary for effective active representation. Barddal and Torres (2020) explains that such asymmetry is worrisome as it compromises the notion of equal participation and weakens participatory democracy, but they also clarify that parity, by itself, does not guarantee effective social participation in councils.

Regarding “variable v3,” it was found that the councils of Amapá and Maranhão did not reach the total filling of the vacancies, that is, 10 and 14%, respectively, of the vacancies expected without representation in the plenary sessions, therefore, without participation in decisions that could directly or indirectly affect their interests.

Some factors may be related to the lack of representation in participatory discussion spaces, such as the low visibility of the CERHs, the different degrees of engagement in the civic culture of participation in public policies, low expectations and/or disappointment of citizens regarding political representation, among others (Young, 2006; Rocha et al., 2020).

The analysis of “variable v4” revealed a significant underrepresentation of women in the composition of the boards. In the Council of Tocantins, for example, only 16.67% of the vacancies are occupied by women.

Table 1 – Representation scenario in the Eastern Amazon CERHs.

Category	Variables		CERHs Scenario					
			Amapá 2018–2022	Maranhão 2018–2021	Mato Grosso 2021–2022	Pará 2016–2021	Tocantins 2020–2022	
Representation	v1	Mechanisms for authorizing and legitimizing representations in the CERHs	Indication	Nomination and Election	Nomination and Election	Nomination and Election	Nomination and Election	
	v2	Parity in the composition of the CERHs	Not equal	Not equal	Equal	Not equal	Not equal	
	v3	Filling vacancies in the CERHs	90%	86%	100%	100%	100%	
	v4	Inclusion and diversity of representatives in the CERHs	Women	42,11%	45,83%	30,56%	24,14%	16,67%
			PCTs	0%	0%	3%	3%	0%
v5	Level of Education of the representatives (higher education)	100%	100%	100%	100%	100%		

Although a more expressive female presence was observed in the Maranhão council, reaching approximately 45.83%, the majority of vacancies remain occupied by men in the five CERHs of the Eastern Amazon.

This scenario corroborates what Phillips (2001) calls the “deficit of political presence”, according to which the exclusion of women compromises the legitimacy of representation. According to Lüchmann and Almeida (2010) and Sigalla et al. (2021), the numerical differences of genders in representation are symptoms of historical and cultural processes that exclude and restrict the presence of women in life and public affairs, hindering their participation in political parties, participatory bodies, etc.

Regarding the vacancies allocated to the PCTs, the situation is even more serious. Only 3% of the vacancies in the councils of Pará and Mato Grosso are allocated to this segment, and the forecast of vacancies does not always guarantee that the demands of the PCTs will be discussed and met in the plenary sessions. The situation becomes even more critical when observing that the councils of Amapá, Maranhão and Tocantins do not contemplate any forecast of vacancies for the representatives of the PCTs.

According to Brasil (2007), Costa Filho (2020), Silva and Pontes (2022), and Kehinde et al. (2023), it is incoherent that councils created under the democratic and participatory conception, and installed in the Amazon, the scene of numerous environmental, social, and economic conflicts, exclude the PCTs that inhabit and live off the natural resources from the fields, forests, and waters, keeping them excluded from participatory spaces for discussion, formulation and approval of guidelines and standards that manage the water resources.

Regarding “variable v5,” it was possible to observe that 100% of the representatives that make up the CERHs of the Eastern Amazon completed higher education and *a priori*, the findings corroborate the studies of Lüchmann and Almeida (2010) and Young (2006) who affirm that there is elitism in the representation in the councils, especially associated with race, education and income. The level of education reflects the degree of technical and informational capital of the board members, a relevant indicator for assessing cognitive and power asymmetries that influence the quality of representation and deliberation.

Table 2 presents the scenario of participation, as well as the discussion about the results obtained.

As for “variable v6,” it was possible to observe that all the CERHs in the Eastern Amazon hold training plans with the offer of courses that address important topics on water management, being promoted by the OGRHs or the ANA.

Regarding “variable v7,” when consulting the institutional websites, it was possible to verify that the councils of Mato Grosso and Tocantins disclose the calendars of meetings and the agendas to be discussed, however, the councils of Amapá and Pará do not provide such

information. The access link to the council of Maranhão, was inaccessible up until the date of completion of this research..

Moreira et al. (2024) demonstrate that participatory processes in water governance face structural limitations that affect the deliberative capacity of social actors, especially when there are asymmetries of information and resources between segments involved.

For Bordenave (1994) and Rocha et al. (2020), the disclosure of meeting agendas is paramount and indicates good organization of participatory institutions and favors accountability,¹ facilitating effective participation, which requires material and informational conditions proper involvement from the local community.

Regarding “variable v8,” it was found that the councils of Mato Grosso, Pará and Tocantins comply with the recommendations in their internal regulations regarding periodicity, meeting every 2 months (Mato Grosso) and 3 months (Pará and Tocantins).

Regarding the number of meetings, the councils of Mato Grosso, Pará and Tocantins held 14, 16 and 11 meetings, respectively. Although the Council of Pará held the highest number of meetings (16), in a term of office of 4 years, it had the lowest average number of meetings per year (4 meetings). On the other hand, the councils of Mato Grosso and Tocantins, throughout a 2-year term, had a lower total number of meetings, but their annual averages were higher, reaching 7 and 5.5 meetings per year, respectively.

These findings corroborate the results found by Almeida et al. (2021), who identified so-called “active” councils, with an average of annual meetings above the national average and the “little active” councils, with a low number of meetings.

Regarding the “v9 variable,” it is noteworthy that in the Mato Grosso council, the representatives of the URHs and OCs showed a higher attendance (72.62%) compared to the PP sector, which registered an attendance of 61.31%. In the council of Pará, it was observed that the representatives of the OCs had a higher attendance (74.60%) in relation to the URHs (48.41%) and PP (55.19%) sectors. Similarly, in the council of Tocantins, the OCs also stood out for the better attendance (82.81%) when compared to the URHs (72.5%) and PP (75%).

Although attendance percentages above 70% have been recorded in some sectors, there is still a worrying rate of absences of representatives from the URHs and PP sectors on the board of Pará, as well as from the PP sector in Mato Grosso. This finding raises serious concerns, since the absence of the full representatives compromises the active participation in the council, especially when the alternates are not exercising their function in replacing the full representatives.

One of the most essential elements to initiate active participation, as Bordenave (1994) argues, is that the representative is present or participates in the meetings, either in person or, more recently, through digital web conferencing platforms. It is not possible to present de-

¹ The term *accountability* can be understood as control, inspection, liability, or even rendering of accounts (Rocha et al., 2020)

Table 2 – Participation scenario in the Eastern Amazon CERHs.

Category	Variables		CERHs Scenario					
			Amapá 2018–2022	Maranhão 2018–2021	Mato Grosso 2021–2022	Pará 2016–2021	Tocantins 2020–2022	
Participation	v6.	Training plan for representatives of the CERHs	It has	It has	It has	It has	It has	
	v7.	Disclosure of the annual calendar and agenda of meetings	No	S.I	Yes	No	Yes	
	v8.	Meetings of the CERHs	Attendance of the periodicity in the holding of meetings	S.I	S.I	It fulfills	It fulfills	It fulfills
			Number of meetings	S.I	S.I	14	16	11
	v9.	Attendance in the meetings	PP	S.I	S.I	61,31%	55,19%	75,00%
			URHs	S.I	S.I	72,62%	48,41%	72,50%
			OCs	S.I	S.I	72,62%	74,60%	82,81%
	v10	Implementation of the PNRH	CBHs	1	7	11	1	5
			Resolutions	S.I	S.I	27	10	21
			HR management instruments	1	4	4	3	4

S.I: No Information.

mands and defend the interests of the sectors and segments while being absent from the meetings.

Furthermore, Arnstein (2002) warns that the mere physical presence in the meetings does not imply effective participation, and it is necessary for the councilors to rise to the levels of co-power and co-responsibility, which, in the context of the Eastern Amazon, remains restricted to a few more active councils.

Similar results were observed by Siangulube (2023) while analyzing the performance of multi-stakeholder environmental governance platforms in the context of Zambia, identifying that the mere presence of different segments does not eliminate the power asymmetries that affect the ability of certain groups to influence decisions. According to the author, these platforms tend to reproduce historical inequalities when there are no institutional mechanisms capable of ensuring equitable conditions of participation.

Regarding “variable v10,” it was possible to observe that the states of Amapá and Pará each have a single CBH instituted, while the councils of Mato Grosso, Maranhão and Tocantins have 11, 7 and 5 CBHs, respectively.

The incipient number of CBHs in the states of Amapá and Pará may be a consequence of some factors: low engagement of civil society and local actors to get involved in discussions regarding the demand and pressure suffered by water resources in their territories; deficiency in the consolidation of a participatory and decentralized management of water resources; apparent impression that there are no conflicts over the use of water due to the high availability (Silva and Pontes, 2022).

Pathak et al. (2022) demonstrate that institutional fragilities, the absence of clear operational arrangements, and low coordination among actors hinder the effectiveness of participation. These findings reinforce the importance of adopting strategies, particularly aimed at formalizing procedures, strengthening capacities, and improving mechanisms for articulation between sectors and segments of civil society.

Regarding the number of resolutions approved, it is possible to observe that the councils of Mato Grosso and Tocantins, in 2 years of term office, have approved twice as many resolutions as the council of Pará, which had a term of 4 years. Therefore, the lower number of resolutions may indicate less discussion and approval of matters of a deliberative nature and of interest to the management of water in the states. For Marcondes and Moreira (2021), the monitoring and isolated analysis of resolutions are important indicators of the way in which the PNRH has been implemented in the federative units.

Regarding the approval of water resources management instruments, the instrument charging for the use of water was not implemented in the states of Maranhão, Mato Grosso and Tocantins. In Pará, the instruments for charging and framing water resources have not been instituted. In Amapá, only the granting tool was approved, revealing a significant gap, which makes the need to comply with the other management instruments in the state urgent.

Table 3 presents the scenario of representativeness, followed by the discussion about the results obtained.

Regarding the “v11 variable,” it was possible to observe that the PP is the sector that most demands agendas in the meetings of the CERHs of Mato Grosso, Pará and Tocantins (100% of the meetings). This fre-

Table 3 – Representativeness scenario in the Eastern Amazon CERHs.

Category / Variables			CERHs Scenario						
			Amapá 2018–2022	Maranhão 2018–2021	Mato Grosso 2021–2022	Pará 2016–2021	Tocantins 2020–2022		
Representativeness	v11.	Involvement of sectors in the agenda points	PP	S.I	S.I	100%	100%	100%	
			URHs	S.I	S.I	71%	11%	0%	
			OCs	S.I	S.I	43%	22%	38%	
	v12.	Types of manifestations	Active voice	PP	S.I	S.I	24,82%	40,00%	39,62%
				URHs	S.I	S.I	49,65%	13,91%	18,87%
				OCs	S.I	S.I	25,53%	46,09%	41,51%
			Vote	PP	S.I	S.I	33,01%	54,26%	47,37%
				URHs	S.I	S.I	25,24%	23,94%	20,00%
				OCs	S.I	S.I	41,75%	21,80%	32,63%
	v13.	Diversity of topics discussed at the meetings	S.I	S.I	15	10	11		
	v14.	Relationship between Representatives and Represented ones	It does not exist	S.I	It does not exist	It does not exist	It does not exist		
	v15.	Institutionalized mechanisms of accountability to society in general	Access to information and public transparency	It does not exist	It does not exist	It exists	It exists	It exists	
			Social control exercised through new technologies	It does not exist	It does not exist	It does not exist	It does not exist	It does not exist	

S.I: No Information.

quency highlights the significant power of the sector’s agenda, which presents government interests aligned with the guidelines of federal and state policies on water resources.

In the councils of Pará and Tocantins, the OCs sector contributes with agenda proposals in 22 and 38% of the meetings, respectively. However, in Mato Grosso, the dynamics are different, in which the URHs present agendas in 71% of the meetings, surpassing the OCs that contribute in 43% of the occasions.

It is interesting to point out that there is a low propositional capacity of the URHs sector that make up the councils of Pará (11%) and Tocantins (0%).

Although the PP is predominant in the proposition of agendas in the meetings, it is possible to verify the insertion of agenda points by the OCs and URHs sectors, however, below what is necessary for a space of discussion and participatory deliberation. Rocha et al. (2020) highlight that the collective construction of the agendas is an indicator of participatory effectiveness and reveal the degree of democratization of the management councils. This concentration of agendas in the public sector reinforces the idea of formal representation without responsiveness, which reduces the plurality of agendas and limits the politics of presence (Phillips, 2001; Pitkin, 2006).

In the “v12 variable,” it is highlighted that the OCs sector leads the use of the “active voice” in meetings, representing about 46.09 (council of Pará) and 41.51% (council of Tocantins). Next, the PP sector contributes with 40 (council of Pará) and 39.62% (council of Tocantins). The URHs sectors of Pará and Tocantins have the lowest percentages of “active voice,” approximately 13.91 and 18.87%, respectively. On the other hand, in the Mato Grosso council, the URHs sector presented the highest percentage of “active voice” in the meetings, approximately 49.65%, followed by the OCs and PP sectors with 25.53 and 24.82%, respectively.

By analyzing the content of the CERHs meetings, it was possible to identify different behaviors of the representatives regarding the use of the active voice: representatives who make assertive contributions; representatives who have long-winded speeches and avoid the topic, representatives who can balance speaking and listening, representatives who elaborate questions, representatives who bring different points of view, representatives who abstain from voting as they do not have enough information to approve a certain matter, etc.

The good performance in relation to the use of speech and/or active voice by the OCs sector may be the result, according to Rocha et al. (2020) and Silva and Pontes (2022), of the greater informational capac-

ity of the representatives, the presence of social movements that show strong articulation and mobilization or previous experiences in other discussion forums, which can constitute an indicator of real power, as it reflects the ability to influence decisions.

Regarding the manifestation based on the “vote,” it was possible to verify that this behavior predominates in the three councils studied, overlapping the number of speeches or “active voice” emitted by the representatives. According to Rocha et al. (2020) and Silva and Pontes (2022), the manifestation solely through vote can be attributed to the following factors: inability to give an opinion on the subject; lack of knowledge on the agenda that will be addressed at the meeting; inattention to what is being said; lack of interest in the subject; lack of opportunity for those who could not speak; alternate representatives with insufficient information; choice of representatives who do not have commitment and affinity with the subject; among others.

Regarding the “v13 variable,” it was possible to observe a significant number of issues debated in the CERHs of Mato Grosso, Pará and Tocantins, which during their terms of office discussed 15, 10 and 11 different subjects, respectively. These results provide *insights* into the capacity of councils to deal with a variety of issues related to water resources management.

In addition to the diversity of issues foreseen in the agendas of the meetings, there is an important challenge related to the level of technical knowledge of the different representatives and the ability of the most powerful to define which type of issue is most important, which generates a critical source of power imbalances, as explained by Ratner et al. (2022).

It's notable that the council of Pará does not discuss issues related to the support programs for the basin committees, the state fund for water resources, the basin plan and the river basin programs, such as the councils of Mato Grosso and Tocantins. Up to the current date, the only CBH approved in the state of Pará is not yet in full operation, therefore, there are no matters to be forwarded and deliberated by the Council.

More important than the number and diversity of subjects, according to Rocha et al. (2020), it is essential that the councils have the ability to debate issues in depth so that they avoid the risk that the decisions will only translate into reports for the compliance with a normative requirement.

Regarding “variable v14,” it was possible to observe that there are no institutionalized mechanisms in the CERHs of the Eastern Amazon that promote the relationship between the representatives and the represented. This finding corroborates the results found by Rocha et al. (2020) in which they state that it is not common practice for representatives to discuss with those represented the topics addressed in the councils and the distance between representatives and the represented reveals a process of weakening of civil society's ability to organize.

Regarding “variable v15,” it was possible to verify when accessing the *institutional* websites of the councils of Mato Grosso, Pará and Tocantins, the availability of data and information that satisfactorily provided knowledge of the organization, composition, functioning and deliberations of the aforementioned collegiats, therefore, it translates as a structuring ele-

ment of transparency and plurality mechanisms as essential conditions for effective and inclusive water governance (McIlwain et al., 2024).

However, the website of the Council of Amapá has a serious fragility regarding the availability of information, since it is not possible to access important documents that help in understanding its organization and functioning. In addition, the website of the council of Maranhão, up until the date of completion of this article, remained unavailable, therefore, without access to information.

This situation confirms the findings of Azevedo et al. (2020) who, when analyzing different management councils, point out that one of the greatest fragilities found in their research is the difficulty in accessing information, since institutional websites have an access link with the electronic address of the councils' pages, however, the information is not available and, when available, remains outdated and insufficient.

Regarding the aspect of social control exercised through newer technologies, it was possible to identify that only the council of Mato Grosso discloses the e-mail and telephone contact to enable interaction between the collegiate and society. In other councils, it was not possible to identify mechanisms of communication and social interaction through newer technologies.

According to Di Marco and Terzi (2022), although public institutions should keep their *websites* in operation, there are still many flaws and limitations regarding the use of technological innovation in informational media, which contributes to a reduction in the possibilities of exercising social control, since many sectors of the population are unable to access information or communicate and interact with the public administration.

This technological limitation confirms the findings of Azevedo et al. (2020), who point to the precariousness of transparency portals as one of the main obstacles to the democratization of information and the effectiveness of social control in management councils.

Strategies for representation, participation and representativeness strengthening (REPARE Strategy) in the CERHs of the Eastern Amazon

After a thorough analysis of the results presented, it is possible to draw the situational scenario of the CERHs of the Eastern Amazon, in which 15 distinct fragilities and common challenges were identified in each council, revealing significant variations in the way in which they organize and operationalize their performance in the states. Although not all councils simultaneously share all fragilities, they were grouped by category of analysis, systematized and consolidated in a global way, emphasizing the systemic gaps that permeate the scenario of water resources in the region.

Based on the fragilities identified in the three categories of analysis, representation, participation and representativeness, corresponding strategies for institutional improvement were elaborated, under the name REPARE Strategy. Each indicator of fragility served as a starting point for the formulation of a specific proposal for strengthening, articulated with the respective normative or administrative instrument (decree, res-

Chart 2 – Fragilities and REPARE Strategy for CERHs strengthening.

Category / Fragilities		REPARE Strategy for CERHs strengthening		
Representation	I. Lack of democratic process (election) in the choice of representatives	1. Regulate the electoral process for the choice of representatives.	<ul style="list-style-type: none"> Instrument: Decree. Responsible: CERH. 	
		2. Create an electoral commission that should be composed of representatives of the PP, URHs and OCs with a view to preparing the electoral process for future terms of office.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: CERH. 	
	II. Lack of parity between the sectors that make up the councils	3. Ensure parity of vacancies between representatives of the PP, URHs and OCs.	<ul style="list-style-type: none"> Instrument: Decree, Internal Regiment. Responsible: CERH. 	
			III. Not fully filling of vacancies	4. Carry out campaigns regarding the importance and performance of representatives in the CERHs with the PP, URHs and OCs sectors.
	5. Prepare and keep a state database updated with the main entities of the OCs and URHs to facilitate the dissemination of the electoral process.	<ul style="list-style-type: none"> Instrument: Resolution. Responsible: OGRH and CERH. 		
	6. Ensure wide dissemination of the electoral process for the choosing of the representatives of the URHs and OCs by different means of communication.	<ul style="list-style-type: none"> Instrument: social media, website of state secretariats, invitation letters, etc. Responsible: OGRH and CERH. 		
	IV. Low occupation of vacancies by women and PCTs	7. Establish a quota system to ensure the proportionality of vacancies between men and women in the CERHs.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: CERH. 	
			8. Recruit and train women who work or have an affinity and/or interest in the theme of water resources to fill vacancies in the CERHs.	<ul style="list-style-type: none"> Instrument: Resolution. Responsible: OGRH and CERH.
				9. Conduct a survey of PCT entities in the states of the Eastern Amazon.
			10. Create mechanisms for mobilization and awareness of the importance of the CERH and the need for the entities representing the PCTs to participate in the qualification notices to compete through election for vacancies on the council.	
				11. Support PCTs to actively participate in the councils , considering available resources, capacity building and institutional support.
			V. Mostly higher-education representation	
VI. Non-disclosure of the annual calendar of meetings and the agendas to be discussed at the meetings	13. Comply with the requirements contained in the Transparency Law (LT) and the Access to Information Law (LAI) ensuring that the annual calendar of meetings and the agendas to be discussed are published on the websites and access links to the CERHs and the representatives of the council must monitor and supervise the publication of the information.	<ul style="list-style-type: none"> Instrument: Law nº131/2009 and Law nº 12.527/2011. Responsible: OGRH and CERH. 		
		VII. Absence of representatives at meetings	14. To attract preferably effective civil servants , interested in participating and aware of their rights and duties with the collegiate.	<ul style="list-style-type: none"> Instrument: Internal Call. Decree. Responsible: PP Entities and CERH.
	15. Ensure the release of the civil servants chosen as representatives of the PP to the meetings.		<ul style="list-style-type: none"> Instrument: Internal regulations that regulate the release. Responsible: PP Entities. 	
			16. Ensure transportation and/or travel assistance to representatives of the POs who reside in municipalities other than the place where the plenary sessions are held.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: CERH.

Continue...

Chart 2 – Continuation.

Category / Fragilities		REPARE Strategy for CERHs strengthening	
Participation		17. Inform the alternate representative in advance of the absence of the full representative. Also inform him of the agenda to be discussed and present the ideas in line with the previous discussions and in accordance with the interests of the represented ones.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: Full Representative.
		18. Monitor the absences of representatives, notify the represented entities, and obey the internal regulations, with respect to replacement when necessary.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: CERH.
		19. Make the attendance list of entities of the CERHs available on the institutional website.	<ul style="list-style-type: none"> Instrument: Internal Regiment. Responsible: CERH.
	VIII. Low number of approved CBHs	20. Promote and support meetings with the leaders and social movements of the municipalities with the goal of providing information and clarifying doubts about the process of formation and approval of CBHs in the CERHs.	<ul style="list-style-type: none"> Instrument: Internal Regiment.
			<ul style="list-style-type: none"> Responsible: OGRH and CERH.
	IX. Low number of resolutions adopted in the form of resolutions	21. Consider matters concerning the organization and functioning of the councils and approval of the goals of the Programs and Funds, as deliberative matters to be approved in the form of resolutions, such as regulations, composition of members, election, nomination, appointment, definition of the calendar of meetings, etc.	<ul style="list-style-type: none"> Instrument: Internal Regiment
			<ul style="list-style-type: none"> Responsible: CERH.
	X. Low number of approved water resources management instruments	22. Intensify the discussion and deliberation of water resources management instruments that have not yet been approved, such as the framing of water bodies, charging for the use of water resources; implementation of the state water resources fund, PRO COMMITTEES, basin plans, etc.	<ul style="list-style-type: none"> Instrument: PERH.
			<ul style="list-style-type: none"> Responsible: CERH.
	XI. Predominance of the PP in the proposition of agendas	23. Increase the institutional capacity of the OGRHs in the states with a view to enhancing: CERHs, financial resources, trained technicians, application of technologies, monitoring, inspection and social participation.	<ul style="list-style-type: none"> Instrument: PRO MANAGEMENT, PRO COMMITTEES, State Funds.
<ul style="list-style-type: none"> Responsible: ANA, State Government, CNRH. 			
Representativeness	XII. Low use of active voice in meetings and predominance of voting.	24. Establish alternation in the presidency of the council, providing the opportunity for the other sectors to conduct and discuss matters of their interest;	<ul style="list-style-type: none"> Instrument: Internal Regiment. Training Plan.
		25. Conduct awareness-raising actions with the representatives, highlighting the importance of proposing agendas that correspond to the demands of those represented;	<ul style="list-style-type: none"> Responsible: CERH
	XIII. Low diversity of topics discussed.	26. Encourage the creation of communication channels (online forums, messaging apps, etc.) between sectors so that representatives can contribute with suggestions for topics on an ongoing basis.	<ul style="list-style-type: none"> Responsible: CERH
		27. Encourage representatives to exercise the right to speak by holding workshops that address topics such as: active listening, non-violent communication, verbal expression, etc.;	<ul style="list-style-type: none"> Instrument: Internal Regiment. Training Plan.
		28. Identify which sectors and/or segments least use the active voice in the meetings to investigate the reasons that lead them to express themselves only by voting;	<ul style="list-style-type: none"> Responsible: CERH
	29. Manage the time of the meeting and the speech of the representatives to provide an active voice for those who were unable to express their manifestation.	<ul style="list-style-type: none"> Responsible: CERH 	
	30. Conduct a periodic survey of the interests of each sector that makes up the council in order to point out gaps and topics that need discussion;	<ul style="list-style-type: none"> Instrument: Internal Regiment. Training Plan. 	
	31. Create an annual strategic agenda to ensure that issues beyond the governmental agenda are discussed.	<ul style="list-style-type: none"> Responsible: CERH. 	

Continue...

Chart 2 – Continuation.

Category / Fragilities		REPARE Strategy for CERHs strengthening	
Representativeness	XIV. Lack of institutionalized mechanisms that promote the relationship between the representative and the represented.	<p>32. Hold periodic meetings with the parties represented in order to receive the main demands and questions;</p> <p>33. Present a regular report on the activities of the representatives with the represented, highlighting the main decisions approved by the council and how these may affect the segment they represent;</p> <p>34. Encourage the presence of those represented in the plenary sessions to analyze the performance of their representatives.</p>	<ul style="list-style-type: none"> • Instrument: Internal Regiment. • Responsible: CERH; Representatives.
	XV. Low or no access to information, public transparency and social control.	<p>35. Comply with the requirements contained in the Transparency Law (LT) and the Access to Information Law (LAI) by ensuring that the following are published: the calendar of meetings, agendas, minutes, decrees (regulation and appointment), laws, resolutions, opinions of the technical chambers and working groups, internal regulations, ordinances, notices for the qualification of new directors, motions, etc. necessary and sufficient for society to be able to evaluate the performance of the CERHs</p> <p>36. Provide up-to-date, easily accessible, agile and simplified information on websites and links in order to ensure real-time monitoring of the actions and results of the CERHs;</p> <p>37. Ensure the live transmission of the meetings of the CERHs, via the internet, providing the opportunity for monitoring by the represented and other interested parties;</p> <p>38. Disclosure on the CERH website of an information bulletin with a summary of the main resolutions of the ordinary and extraordinary meetings;</p> <p>39. Establish efficient channels of communication and interaction based on new technologies such as: e-mail, social networks, electronic forms, online consultations, chatbox, virtual polls, etc.</p> <p>40. Monitor whether the information is being updated on the CERH portals (evaluate, monitor and correct);</p> <p>41. Create internal commissions for self-evaluation, follow-up and monitoring of the actions of the CERHs.</p>	<ul style="list-style-type: none"> • Instrument: Law nº 131/2009 and Law nº 12.527/2011; Internal Regiment. • Responsible: OGRH and CERH

olution, internal regulations, among others) and the actors responsible for implementation. Thus, Chart 2 summarizes the analytical path of the research, transforming the empirical evidence into purposeful actions applicable in the context of the CERHs of the Eastern Amazon.

Conclusions

The study showed that the State Councils of Water Resources (CERHs) of the Eastern Amazon have made formal progress in their institutional boundaries, however structural and operational fragilities persist, limiting the effectiveness of participatory water management.

The different scenarios identified in the 5 CERHs of the Eastern Amazon highlight the existence of a dichotomy in the performance of these councils, occasionally manifesting itself towards positive aspects and, in other cases, in a less favorable way. It can also be observed, for example, that some councils legitimize the choice of their representatives through electoral processes, although they do not achieve parity between the various sectors represented. In addition, it was also found that there are councils that maintain regularity in the meetings, but

face challenges related to the attendance in certain sectors, registering rates below 70%.

The analysis of the scenarios provided the identification of fifteen fragilities that compromise the ability of the CERHs in Eastern Amazon to achieve proper quality in representation, participation and representativeness. Among these fragilities, the lack of parity between the sectors that make up the councils, the low occupation of vacancies by women and PCTs, the non-disclosure of the annual calendar of meetings and the agendas to be discussed in the meetings, the absence of representatives in the meetings, the predominance of the PP in the proposal of agendas, the low use of active voice in the meetings and the predominance of voting, the lack of institutionalized mechanisms that promote the relationship between the representative and the represented, low or no access to information, public transparency and social control.

In view of the fragilities identified in the CERHs, strategies were developed to strengthen REPARE (Representation, Participation and Representativeness), in which, based on the empirical evidence raised in the three categories of analysis, 41 specific strategies were

formulated, classified according to the level of complexity and the type of intervention required. Each proposal was associated with the institutional instruments appropriate to its implementation, such as decrees, resolutions, internal regulations or training programs, in addition to the identification of the actors responsible for the execution and monitoring of each action, including management bodies, state secretariats and the councils themselves. This systematization allowed us to transform the fragilities diagnosed into applicable and monitorable propositions.

It should be noted that from a scientific and applied point of view, the REPARE Strategy constitutes a methodological and purposeful differential by converting empirical evidence into an instrument of management and participatory evaluation. Its potential lies in offering replicable parameters that can guide both the improvement of the CERHs

and the formulation of public policies aimed at strengthening water governance in contexts of territorial specificities that accentuate institutional inequalities and hinder the democratic exercise of water management, such as in the states in the Eastern Amazon. Thus, the study not only broadens the debate on the effectiveness of management councils, but it also contributes to the advancement of knowledge regarding the limits and possibilities of representation, participation and representativeness in the decentralized management of water resources in Brazil.

Finally, the gaps observed in some variables reflect the institutional and informational constraints inherent to participatory processes in the councils of the states of the Eastern Amazon. However, the results presented in this research, and the proposed strategies configure a methodological basis capable of subsidizing further research and interventions aimed at strengthening participatory democracy in water management.

Authors' Contributions

Silva, J. M. S.: conceptualization; data curation; formal analysis; investigation; methodology; visualization; writing – original draft; writing – review & editing.
Pontes, A. N.: conceptualization; formal analysis; supervision; validation; visualization; writing – original draft; writing – review & editing.

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