

ISSUES OF POVERTY AND SOCIAL EQUITY IN THE CONTEMPORARY WORLD AND THE SOCIAL MANAGEMENT CONTRIBUTION TO THE RURAL TERRITORIAL DEVELOPMENT

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ABSTRACT

This article has as main aim to present a brief analysis about issues such as poverty, inequality and social equity in the contemporary world and the social management contribution to the rural territorial development. The analysis to be presented in this article is based on Amartya Sen and Ignacy Sachs' proposals about development and the historical evolution of the scientific thinking about the notion of poverty. To subsidize the argument about the problematic were used as references Robert Castel, David Harvey and Nelson G. Delgado to a conceptual and historical analysis. The methodology used is classified as explanatory and descriptive, and with respect to instruments, it was utilized bibliographic and telematic research. As results, it was possible to show a scenario about the main authors in evidence about the themes and to project possibilities and tracks about ways of reducing poverty and inequality and promoting the development with social management.

Keywords: *poverty, social equity, social management, rural territorial development.*

1. INTRODUCTION

According to Maluf (2012), poverty carries lots of controversies in its concept, being necessary to recognize your multidimensional dimension, yet its multidimensionality is recognized, when it comes to total lack, it exists a monetary topics predominance. There is also a difficulty to operationalize the dimensions of poverty, given the difficulties to capture and propose measures to the several dimensions.

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The definition of poverty relates to the perspective and the notion of development observed in the course of history, for a limited interpretation of development will restrict it only to economic growth and progress issues. It is a fact that growth is not enough to face poverty, but it is truth that it is easier to face it with growth than without it (STEWART *et al*, 2010). However, there are development issues that are not directly connected to poverty.

It is correct to affirm, based in the Sen's book (1999) with title Poverty and Hunger that hunger is an issue of access and not a production one, it is a product of human action. Already in the Sen's book (2010), Development as Freedom the author says that the focus of seeing development as expansion of real freedom contrasts with development vision associated to Gross National Product (GNP), increase of personal incomes, industrialization, technological improvement or social modernization. However, it is a fact that GNP increase may be a way to expand liberties.

To Sen (2010, p.18), "Development requires the removal of the main sources of liberty privation: poverty and tyranny, lack of economic opportunities and systematic social destitution, public services negligence and intolerance of excessive interference of repressive States".

The privation of substantive liberties may be both related to economic poverty as lack of public service and social assistance. A question directly related to economic poverty is that it can steal from people the possibility of satiating their hunger, having a healthy feeding, buying drugs to treat themselves, dressing up properly, or having a great house. At long last, these are essential questions to have life with dignity about the lack of public services, it regards to the absence of, for example, healthcare service, education, sanitation, among others. Another question related to liberties privation has as direct consequences to denial of civil and political rights and citizenship, when we face, for example, authoritarian regimes.

To Sen (2010), liberties that the author refers to must not be seen just as development's primary purposes, but also as the main purposes. If individuals have the adequate opportunities in their lives, they may mold their own destiny, without the need of being seen as passive recipients of ingenious development programs.

Each society seeks to face the problems that affect human life and society as a whole in different ways. Problems such as illness, old age, unemployment, poverty or exclusion are public politics configuration objects to this coping e they will characterize several social protection systems, when it is observed the treatment of this question both in center countries as peripheral ones.

According to Grisotti and Gelinski (2010), the question of poverty may be studied both as a phenomenon that comes from terms that affect the individuals, as its insertion in productive structure, and also may be analyzed as from individual manifestations of lack.

Facing the issue of poverty, politicians are fundamental actors, mainly in the public politics drafting process, especially when they are invested of positions in the Executive or in the Legislative. They represent their own interests, political party's interests, pressure groups' interests, interests of geographical areas (territories) and collectivity's general interests. It is not hard to observe conflicting interests, principally in the politics implementation to the decrease of inequality and of a big social impact.

A relevant consideration on the above is that the actors' participation in the public politics formulation must be followed by the institutionalization. It must exist a better integration between society and the State so that occur agreement and legitimacy of the political and administrative acts. The seeing to the routine changes as it deepens and unveils society's reality and politics joints.

It's undeniable the relevance of citizen participation to the development and, legislation must reflect this fact. The juridical doctrine can be an important mobilizing instrument, in order to make law be followed, and by this way to legitimate the existence of an important social management mechanism which is citizen participation.

In Brazil, there are legal mechanisms that forecast this participation in decision-making processes that involve State actions by means of public politics. The Federal Constitution and the State Constitutions foresee citizen participation with, for example, Councils, and they are also provided in Municipal Organic Laws, according to Medeiros and Dias (2011).

The way social management goes in several places and its governative capacity may assume different configurations, and the development processes do not obey to the same sequences. Because of the particularities of each space, order and speed of the steps do not follow the same sequencing, linearity.

According Tenório (2007), social it would be the privileged space of social relations where everyone can express themselves, which means, everyone has right to speak without any kind of coercion. In the case of social management, it is about managerial dialogical process in which decision-making process is shared among the participants of the action. This action may occur in any sort of social system – public, private or of non-governmental organizations. Social management aims construction of citizenship, as from society and work's optics.

The main argument of this theoretical essay is precisely that to fight against poverty and social inequality, it is necessary to have a new viewing both poverty and development issues, comprehending its multidimensionality, and seeking to establish a dialogical process between State and civil society and market, considering management social precepts.

2. THEORETICAL GROUNDING

2.1 *Issues of Poverty, Social Inequality and Equity*

Poverty was initially defined based on the criterion of needed income to people subsistence. Elapsing the scientific researches about this theme, other formulation were aggregated, such as “basic needs”, “relative privation” and the “capacities privation” (CODES, 2008).

Concerning the “basic needs”, the perspective is that poverty has several faces and it manifests through several sorts of lack. About the question of “relative privation”, the notion of poverty is that it must be socially defined. Now about “capacities privation”, the notion characterizes itself for developing a reflection of character more abstract about the object's nature, and it remits to the discussion of the fields of social justice, politics, inequalities and subjectivity. Nowadays, it is observed the coexistence of all of them and it is understandable that poverty is a multidimensional and complex phenomenon with different connected factors, and that it occurs when human needs are not sufficiently satisfied, according to what Codes (2008) says.

The problem of poverty is not a contemporary novelty and it is not restricted only to poor countries, where the situation is even worse. According to Castel (1998), the issue accentuated with the capitalism development in pre-industrial societies from Western Europe and with the crisis of work social organization and society of full employment.

As Castel (1998, p. 284) expose to us: "There is a deprivation that is not due to lack of work, but rather to the new organization of work, which is the 'freed' work." Castel (1998) clarifies how the process industrialization in its early stages, it made use of the large number of workers for activities that often did not require qualification, like a machine that crunched in their gears both men and materials, using a quote from Bonaparte in *L'extinction du paupérisme* described by Castel. People migrated to cities in search of employment, starting a disordered urbanization process, emerging then a new class that the industry absorbed and "discarded" when it was no longer necessary. In this period, about the "new poverty" and the pauperism that overthrew societies, we can resort to Castel again (1998, p. 284) when the author brings us this: "... marked a stark contrast against the utopian capitalism, to the eighteen century liberal optimism version. This indigence that under the new name, and sadly energetic of pauperism invades full classes of the population".

Poverty is an issue that affects all of society; it is therefore a social problem. Can be observed, from analysis and researches, different conceptions of poverty that has been emerging throughout history, and distinct state policies and laws, such as the Elizabethan Poor Laws that took place between 1531 and 1601 in England, as attempts to equate the problem as poverty increased both inside and outside institutions. It is appropriate to clarify that different policies and laws varied depending on the perspective with which they analyzed the problem. According to Codes (2008), there were differences in the interpretation of the phenomenon with meanings culturally conditioned and ideologically contrasted.

At the end of the twentieth century, it became clear that issues related to social inequalities and poverty were not being equated as fruits of economic growth in both rich and poor. The issue of poverty then gained centrality in academic debates and deliberations of governments. With the exhaustion of the Taylorist-Fordist "wage" society, along with the transformations undergone by capitalism since 1970, opened up an economic restructuring period and realignment of political and social globally scope.

According to Harvey (1992) began a phase of flexible accumulation of capital. In this new cycle, there are changes in patterns of uneven development, changes in the industry with the emergence of new ways of organizing production, migration of workers to the service sector, and the predominance of the financial factor of the economy. As a result for the class of workers, perceive also changes in the working world with rising unemployment and precarious labor conditions and also labor relations with a pressure for bonds also flexible which results in increased instability, followed by greater demands in terms of skills and competencies.

As Codes expose to us (2008), both from the perspectives of analysis of the strategies of the rich countries in the post-war as well as the poor countries, the concern with poverty deepened with the discovery of thousands of people in extreme poverty. And yet, because it is a subject that interests different actors, the debates about the issue are imbued with political interests and ideological barriers. An example is the different incoming points of cut in different countries.

Also according to the author *op cit*, the four main conceptions of poverty consisted in the ideas of subsistence, basic needs, relative deprivation and poverty as capability deprivation, which are explained below in the course of this text. The vision of poverty linked to the idea of subsistence stemmed from the premise that the poor would be the guy whose income was not enough to get the minimum required for physical maintenance. Poverty was linked to the redistribution of resources in favor of those whose marginal productivity was weak. The predominant idea was a system of social integration whose bases were embedded in the model wage society that required the participation of all healthy individuals in the productive sphere.

This notion of "subsistence" to define poverty is a target for some critics because, for example, the human needs are interpreted as well they are predominantly physical. More recent researches realized by participatory methods appoint to other factors that help the understanding of poverty indicator that not only be the income indicator, but other aspects of the phenomenon as subjective aspects. Another point is precisely that obtaining the measure of basic food needs to be a problematic issue.

The perspective of "basic needs" will comply a multifaceted approach of poverty, including two groups of elements, such as items that a family needs for survival such as food, shelter, clothing, among others, and another group of needs relating to essential services for the community as a whole, such as education, health and public transport among others.

About the "relative deprivation" can say, from the investigation of Codes (2008) that the relationship between deprivation and income is changing over time and between communities occupying different territories. From this perspective, poverty must be defined according to the social context in which people live, considering the standard of living and how different needs are met in a particular socio-economic reality, as well as the historical period. Poverty can be understood as a state of deprivation compared to other social situations with which it is faced.

In recent years it has been observed the interesting in measuring poverty from the subjective perspective, through the adoption of participatory methodologies as cited Codes (2008). Yet, as the author cited an example is in the design of poverty presented in the World Development Report 2000-2001, drawn from the project called "Consultations with the Poor", developed by the institution itself, which were pointed out in the report two aspects of poverty that they were feeling "vulnerable" by the question of risk and income volatility, and the lack of political power due to the interaction with public officials and institutions.

About the issue of "capacity privation", in the scope of conceptual discussions about poverty, it is relevant to observe the Amartya Sen's contributions, because of the author that inserts the reflection about poverty in the field of thinking about social justice, equalities and inequalities, resulting in an elaboration that doesn't deny the relevance of economic factors, but emphasizes the individual capacities development, placing life as the main purpose (SEN, 1993). In this optics, social justice analysis and the individuals advantages are measured in terms of capacities that a person has, which means, of what substantives liberties it enjoys to live a way of life it valorizes. This may take us to the comprehension that poverty must not be indentified as simply the standard criteria of scarce income (SEN, 1993).

To Sen (2010), freedom is central to the development process for two reasons. The first reason is evaluative and the second one is related to effectiveness. The evaluative reason says that development verification must be done measuring also the liberties increase. The second one, about effectiveness, relates development reality to the free condition of people agent what emerges as the development fundamental motor.

What people get effectively is influenced by a series of factors, such as economic opportunities, political freedom, social powers, among others as health and education. Freedom to participate of the social choice and the public decision-making is related to institutional disposition that may cause privation or proportionate opportunities to people exercise their liberties. Yet according to the author, public politics aiming the human capacities and substantive liberties increase, in general, may work through promotion of these distinct liberties, however they must be interrelated.

What it is noticeable in Sen's approach is that a person to leave poverty condition and to have a worthy and integral life, it must develop capacities; it doesn't matter if they are developed by individual actions or collective actions that conduce to the improvement of its life conditions. The lack of realization of determined basis operation and the capacities non-acquisition by the people conduce to poverty. This understanding that running represent a way to "take live forward" makes poverty not to be defined based on low income level or utility, which are not identified with welfare.

Sen (1999) points out in his text some of the aspects that favor capacities approach in relation to the adoption of a income standard to evaluate poverty. The authors defends that poverty may be identified in terms of capacities privation, once this approach concentrates itself in privation that are "intrinsically" important, differently from the low income, that is only "instrumentally" significant. Other aspect is that income is not the only instrument that generates capacities, existing several others factors that influence capacities privation and, thus, "real poverty".

2.2 The issue of Development and the State's Role in Brazil and the implementation of Public Politics

According to Sachs (2004), the concept of development has been evolving throughout the years, incorporating positive and negative experiences, reflecting the changes in political configurations and in intellectual fashion. It has a multidimensional and complex character, and there is a contestation around this concept under to different angles. The first one refers to the renunciation of the concept – post-modernists' proposal – the concept has worked as a built ideological trap to perpetuate asymmetrical relations among domineering minority and the dominated majority, inside of each country and among the countries. Another angle shows that the development will come as a natural result of the economic growth – fundamentalists' proposal – the development would come than thanks to the cascade effect (*trickle down effect*).

To the author above cited, the "cascade effect" accentuates the modernity problems where rich get richer and poor or destitute could get a little less destitute. The moral inequalities, resultant of social organization, could be overcome as from implementation of public politics with seen to a institutional transformation and affirmative actions in favor of the least attended classes.

The discussion about development started in the 40s and had as context the reconstruction devastated periphery in the Europe post-war. The problems of these countries were similar to the other peripheries: anachronistic land structure, backward peasant agriculture, adverse trade for primary commodities, incipient industrialization, chronic unemployment and underemployment, and the need for an active developmental State to meet the challenge of establishing democratic regimes capable of conducting the reconstruction of post-war to overcome the social and economic backwardness (SACHS, 2004).

In the case of Brazil, to comprehend the notion of development and relevance of State's role it is necessary that we resume briefly some points about the State's role historical evolution and its relation to the preparation and implementation of public politics. The transformations in the State's role are noticeable in the way of intervention in the national space.

When the era of the government Vargas is observed in the end of the military period, it is perceived a designer and interventionist State. This was a period called developmental phases. In the sequence, the called neoliberal phase is marked by the disqualification of the State in the name of the market advantages and its role was limited to its regulatory basic mission.

During the last decade, there was a contemporary questioning of the regulatory capacity of the State starting a new phases, the "institutional neoliberal" according to Bonnal et al (2011).

The two governments of the President Luiz Inácio Lula da Silva frame themselves in these new phases of the relation society-State that is a relation based on State's protagonist action together with civil society and private sector.

Globalization, demographic increasing, bigger pressure on the natural resources, associated to the poverty issues, social inequality, socio territorial marginalization, insecurity, lack of productive and social infrastructure, generate more complexity to the definition and construction of public politics in Brazil.

In this scenario, it is perceived a new architecture of public action in the rural mean that mobilizes the participation both the associative and private actors and the public actors. The familiar agriculture legitimacy as a sociopolitical actor beside of business and employer agriculture is the recognition of socio territorial specificities (SECCHI, 2010). A second point to be observed is the evolution of public politics concept in the academic point of view. Before this context characterized by the reformulation of the State's role and the civil society new actors organized, fit a clarification about the notion of "public politics". The debate about this notion remits us to the public action building process and the relevance given to the substantive rationality (SECCHI, 2010).

Bonnal et al (2011), presents two opposite conceptions, that are the north-Americans and the Europeans. To the US habitants, public politics inserts in the concept of *government*, it is about determine in a pragmatic way as the construction of interests may conduce to the implementation of good politics, efficient, corresponding to defined objectives without waste citizens' money (BONNAL et al 2011).

In European view, it is observed the influence of Hegel and Weber, where the State is an institution that transcends society and exercises its domain about the civil society and private sector actors in a legal and rational way.

A questioning that is made before the multiplicity of approaches and the increasing complexity of the processes is precisely about the drafting, implementation and evaluation of public politics results processes, because it is not always that a public political is a given, defined and delimited object. The interaction of the civil society and the private sector actors' results in changes in the ways public politics is built and implemented in local level. In reason of the dynamics of rural territorial development, it is timely to weave some commentaries about the social spheres, the institutions and the relevant issue of social role in the politics operationalization.

When the issue of rural territorial development is approached, it must be considered some relevant aspects to a better comprehension of the theme that are the social spheres, the institutions and the question of social role. The three spheres of the contemporary social order are the State, the market and the civil society. The interaction between these three spheres in the construction of territorial institutions will depend on the presence and on the representative collectives' agents' characteristics of each sphere in the territory. The agent political power and their social skills, as also the capacity of build coalitions are essential to the operationalization of the projects in the territories.

Participation and the composition of the three spheres in territorial institutions will depend on existent social groups' entrepreneurship in each sphere, in other words, of the public, private and associative entrepreneurs. A central issue in this dynamics is precisely the fact that this combination and the relevance attributed to each one of the spheres and the respective social participation are unequal in the different territories, what on the other hand will reflect in the spaces.

This dynamics of territorial institution and the combination of the three spheres may be very hampered in reason, for example, of the politics conflicts which sources may be among market and civil society actors for issues of market constitution, ownership of lands and of antagonistic trajectories of regional development.

To Bonnal et al (2011), this dynamics may be understood as the process of economic and political interaction of existent social actors in the territory, carriers of ideas and interests about the territorial development and trying to influence and appropriate for the public politics.

In short, to Bonnal et al (2011, p. 56),

Without the elaboration and the adoption of aggregative ideas that establish objectives and common languages to the different actors, the fragmentation of interests and rent seeking processes interests and the free riding phenomena of individual social actors are practically impossible to be bypassed, invalidating the emergence of social role in the territory and compromising the possibilities of improvement and consolidation of the territorial institution and of actors and public politics articulation, indispensable to the sustainability of the rural development processes.

In Brazil, social participation is a pretty much controversial theme, because there are great difficulties to gain representation before an intense social inequality frame, precariousness of living conditions, unstable labor relations and the central issue is poverty. This generates restrictions and limits that, in a certain way, preclude participation and representation in politics and in opportunities for consultation of a great part of the audience intended the territorial development actions.

In territorial development politics, Medeiros and Dias (2011, p.210) attest that “the main mechanism of social management is the participation of the involved citizens and entities directly through the actions of politics in the territories through representative people”. These representatives must act in a management council of a parity character (between State and civil society organizations representatives) and Collegiate, created by SDT/MDA. These instances don’t have competence or legal attribution to deliberate about rural territorial development politics. But, despite of this limitation, the collegiate have an important role in mobilization of social actors, in the diagnosis and in the channeling the demands of territories.

Souza (2009) calls the attention for that in contemporary Brazil exists an “inequality legitimacy”, which one is given by modern and symbolic means different from explicit ways of violence of the past era of the slave master’s whip. It is need to open the discussion of these new ways of legitimate the unfair everyday domination which one many individuals are submitted, however the debate tends to be overshadowed or the topic is diverting to a faraway past and therefore there would be nothing to be done in the present.

Domination games become and disguise themselves and the absurd social inequality extends and it is smothered by the “enchantment” of the numbers and the statistics that try to translate and quantify a reality that few people know, but lots of them live it, despite of the eloquent speeches delivered by some of the political representatives that supposedly say they have full knowledge and control of the facts. The view that Brazilian society has about its social and political problems is given by an economist interpretation and reductively quantitative of the social reality.

To Sachs (2004), including development requires guarantee of the exercise of civil, civic and political right. Democracy is a fundamental value and ensures transparency and necessary accountability to the development processes’ operation.

Population set should have equal access opportunities to public services and to assistance programs that should include subsidies to unemployment, said the uncertainty and instability of the labor market. Education is needed, but not enough to people have access to a decent job. It must come with a package of public politics of development.

3. METHODOLOGY

It is about qualitative character with descriptive and explanatory approach. The research objectified to comprehend issues of poverty, social inequality and equity and their ways of manifestation, and it also tried to clarify how social management can contribute to inequalities decrease and to promote rural territorial development. According to Vergara (2003), the descriptive research expose characteristics of determined phenomenon and, it may also, establish correlations among variables and define its nature. The work here presented has an explanatory feature in that it tried to elucidate the issue of poverty multidimensionality, evidencing factors that contribute to its occurrence.

The study used as a mean bibliographic research based on published material in books and articles related to the theme. The utilized method presents limitations, but despite of these limitations it is believed that research’s results may aggregate knowledge about the researched theme. The theoretical referential provided conceptual basis to interpret contemporary reality concerning the addressed themes as from the authors’ main contributions.

4. RESULTS ANALYSIS

It is a fact that Brazilian reality is full of contradictions, challenges and conflicts such as mainly the issued of social inequality and, specifically when it comes to rural mean. Highlighting this issue doesn’t mean to underestimate other, but to find that nowadays there are several expressions of perplexity and recognition of the need in develop studies about new economic, social, environmental and management paradigms, like indispensable instruments to the identification of alternatives towards a future with more social and ecologic justice, inclusion and sustainability. It is urgent that exists a space for discussions and propositions of transformative and effective collective actions in this pursuit for alternatives against all this perplexity and emergence of new and different ways.

Souza (2009) let us know that Brazilian reality is about abyssal inequality and absurd poverty and it happens in a country full of resources. The cultural logic of capitalist system – called cultural industry to Adorno (2008) – induces us to look at this question as it was natural. As the fact of living in poverty, in the end, being poor and devoid of all type of resources as it was natural. The fact is that a lot of Brazilians are convicted to a future without perspectives and to a routine many times humiliating, without dignity, respect and esteem.

The 1988 Constitution marked a clear rupture between the State and the national territory, altering in a remarkable way the public politics organization in the national space in its physical and human dimensions' perspective. The change in terms of a paradigm of a centralizing-State for a moderator-State, inside of a liberal-democratic political regime altered the way of territories treatment.

According to what Bonnal and Kato (2011, p. 62) “until the 90’s, there weren’t differentiated policies and with national coverage that considered a bigger perspective in the rural mean and of the social segments that integrate it”. To the authors:

Some of institutional marks have pointed this process of diversification of the politics of rural development. An important institutional change was the creation by Sarney from the Agricultural Reform and Development Ministry (ARDM), in 1985, responsible for the creation of the first National Plan of the Agricultural Reform (NPAR). Ten years later, another important change was the creation of Valorization of Rural Small Production Program (VRSP), by President Fernando Henrique Cardoso. A biggest visibility of the need of recognition of familiar agricultural specificities has culminated in 1999 with the creation of the Agricultural Development Ministry (ADM) that constitutes one of the most important actors in formulation and implementation of differentiated public politics to the familiar agriculture and to the traditional community and people. In 2006, the National Congress of Familiar Agriculture and Rural Familiar Ventures gives political recognition to the productive category of familiar agriculture and establishes concepts, principles and instruments for the formulation of public policies.

In Brazil, there is no specific juridical marc to treat rural territorial development and, this category “rural territory” doesn’t exist in 1988 Federal Constitution. The public politics with territorial focus are characterized by high variability of its juridical marcs and this juridical diversity introduces a program differentiation in terms of stability, continuity, comprisement and even legitimacy (Bonnal and Kato, 2011).

According to Delgado and Leite (2011), in the Brazilian case, the rural development issue and, more recently, the debate about territorial development, the rural poverty observation and the intense social and regional inequality are part of a broader discussion about economic development and sustainability. The concept of territory inserts itself in this context reflecting the disputes among different existents strategies, a slope that accentuates the economic growth process with strong agricultural and exporter vocation and, another one allied to the idea of justice and/or social equity that values sustainable development processes.

Thinking about governance process and social management entails investigating two aspects related to the limits and reaches that this perspective assumes in territorial development, namely: institutional arrangement that management experience develops and, the second point is that to define the territorial management running must, it must be thought about actors’ mobilization and the chosen social segment participants.

5. CONCLUSION

Souza (2009) starts the text of his book titled “*A Ralé Brasileira: o que é e como vive*” presenting two thesis related, but they are actually false. The first one is that all the political and intellectual debate of our country are all about the idea that all of our social and political Brazilian problems are already known and they have been properly mapped; the second one is that Brazilian inequality has been following us for so long that it can’t be ended at once if it reassembles our colony and slavery history.

To take this thesis as absolute truths would be like state poverty as something natural. According to Souza (2009), they mold the “symbolic violence” core which is a king of violence that makes possible the naturalization of a social inequality. They are ways to legitimize the everyday unfair domination, because people don’t talk about these new and modern ways of domination and it resorts to a supposed and vague continuity of a remote past.

The formulations and analyzes about poverty went towards broadening the phenomenon's perception. The multiplicity of dimensions, lacks and shortages were being associated to the problematic and incorporated to investigations about the theme, mainly from the participative research application in order to comprehend in a more adequate and closer way to the distinct realities.

It can be asserted that poverty doesn't get exhausted in material and individual aspects, but it includes social relations, working world insertion, and it also involves government assistance with the public politics implementation for your coping.

There is a difficulty in the approach of poverty issue and consequently in the search for social equity with justice and inequality decrease because it is about a phenomenon with multidimensional feature, in which several needs and socioeconomic factors associated with it are interrelated.

To Codes (2008), material privations, that explains themselves as terms of low incomes and levels of consumption can be found in the problem's core and result in other aspects, as the difficulty of eating a healthy food resulting in bad nourishment and the low quality habitation. The poorest layers, due to the hard access to productive goods and to basic public services such as health care, education, habitation and public transport among others, they find themselves in a worse situation of social vulnerability. Poverty can be more social than economic as a trap, which reveals itself in feelings of vulnerability and insecurity.

The participative research development of poverty evaluation has been pointed that besides the socioeconomic privations, poor people are affected for lack of dignity and self-reliance feelings.

To Sen (1999), the contribution of the capabilities' perspective to the poverty analyzes field is in the fact that it increases the nature and causes of poverty comprehension and privations, because it shifts the attention from the "means" to the "purposes" that people have the right to search for it and, correspondingly, the emphasis to freedom in the meaning of providing opportunities to suit these purposes. So, the poverty of capabilities perspective's relevance is in the fact that privations are seen in a more fundamental level, closer to the social justice's demands.

Lastly, it is relevant to assert that a society's ideal with a greater social justice, at long last, more egalitarian requires citizenship rights' defense for everyone, indiscriminately. The exercise of certain rights doesn't mean necessarily the pleasure of the others, because there are lots of difficulties that are set as true access barriers to a full citizenship.

To the adoption of a poverty conceptualization, it is necessary to consider the specificities of each situation, because every place, every territory, every region, in short, every country with its different cultural traditions presents a distinct face of poverty compared to other geographic spaces and to other standards of living. Thus, the definition of a concept of poverty and methods to its measurement must be made from a careful analysis of each specific social reality.

The recent Brazilian experience of territorial approach to the rural development shows opportunities to institutional innovation and government and participative management mechanisms must be taken, such as social management. The supramunicipal scale becomes an important space in the designing and politics implementation, which don't exclude the municipal initiatives and, on the other hand, they open possibilities for that other projects can achieve a wider scale.

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