



SINER-GI

Task 2: WP5

GI Case Studies

Case Study Report :

Gaúcho Pampa da Campanha
Meridional Meat



Partner n. x

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Foreword

This case study was coordinated by Claire Cerdan, CIRAD UFSC
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It is the result of a collective effort and it counted with the support of a number of researchers, professors, students and doctorands, all of whom work with geographical indication in Brazil.

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This work is dedicated to the memory of Rubens Altmann who left us few weeks ago.

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1. Executive summary

1.1. The stakes of the case-study

The “*Carne do Pampa Gaúcho da Campanha Meridional*” or “*Pampa Gaúcho da Campanha Meridional Meat*” has been protected as a recognized Geographical Indication since December 2006 by the Brazilian National Institute of Industrial Property (INPI). The interest for this case derives from several aspects: the national characteristics of Brazil and its international position in regards with GI; the kind of product –bovine meat- and its relevance at the regional level; the collective experience which has been deeply studied.

First, Brazil is becoming an agricultural giant. The strong and powerful agribusiness sector tends to confirm its globally competitive commodity status, and expanded into one of the world's biggest exporter of many agricultural products: orange juice, meat (beef, poultry and pigs), soybeans, sugar, coffee, tobacco... Brazil has become a very active player in world trade negotiations, assuming leadership of the G20 along with India and largely defending agribusiness interests. It has successfully challenged both the US (cotton) and the European Union (sugar) positions within the forum of the WTO.

Nevertheless, the Brazilian “agro” sector is divided by a tension between its “commodity vocation”, reinforced by an explosion of world-wide demand for a wide range of agricultural commodities, especially from China, and the possibilities which the “quality turn” may offer. Previously the “quality turn” option was receiving support from the segmented markets and more demanding market access requirements of the Northern economies, but presently, the main incentives from the North are linked to agrofuels investments, leading to an enormous expansion in sugar-cane plantations and oils-for-diesel crops. To date, Brazil remained neutral in the WTO dispute on GIs between the European Union and the United States and Australia. But agribusiness representatives look with mistrust on strengthening Brazilian GI legislation, focusing on its negative impacts for a range of products that are currently marketed in the country using GI names with the addition of an “a type of” qualification. Therefore, GI-based development strategies are today still ambiguously positioned in Brazil.

Second, this case study deals with beef meat, an important product in international trade and for the economy of South America (especially for Argentina, Uruguay and Brazil). These 3 countries can be considered as the world production pool for beef meat. In addition, a worldwide reputation has developed for high-quality meat from Argentina and Uruguay, based on British breed cattle and “Pampean” native pasture. Pampas are the natural permanent meadows which cover a large part of Uruguay, Northern Argentina, and the southernmost part of Brazil. Brazil, with a total herd of 208,8 M. animals, became in 2005 the biggest meat exporter in the world. During the last ten years, this country made an important effort to increase the number of animals, especially with Zebu cattle (*Bos indicus*), introduced to Brazil in the last century. These animals adapted quickly to Brazil and in a short time, populated large areas in Center-West (*Cerrados*) and Amazonian regions, considerably improving Brazilian beef cattle breeding. To date, Zebu cattle represents 80% of the Brazilian cattle. Indeed, most of the cattle production in Brazil today takes place under tropical conditions. In the two southern Brazilian states of Santa Catarina and Rio Grande do Sul, however, where climate is more temperate, cattle are primarily of European breeds or crossed with zebu breeds, either for dairy or beef production. Malafia and al (2007) underlines that

Brazil has a great diversity of “*breed, systems of production, sanitary conditions at slaughter and marketing forms*”.

However, in a context where meat beef is still considered as a commodity, the southernmost state of Rio Grande do Sul (RS), accounting for the fourth beef production in Brazil, is enduring difficulties. The access to national and international markets is hindered by high production costs when compared to others regions such as centre-west (pre-amazonian) region and by low levels of coordination within the supply chain. In addition, the RS region faces a new agricultural dynamic with the expansion of soybean and exotic paperwood monocultures.

According to Malafia (2006), this southern region still presents specific advantages: “*The region of the Pampas has many strategic resources, a privileged ecosystem, an European cattle genetic base, a meat production process based on raising animals outdoors on grass, satisfactory animal welfare for slaughter, extensive native grasslands, tacit knowledge of producers, culture and tradition of the people (the Gaúcho)*”. The *Gaúchos* form a well identified social and cultural group. Their culture developed from a rural way of life and environment revolving around cattle and horses. These two important assets greatly shaped every aspect of their lives, from their clothes (*bombachas* – trousers), their games, and their food – through an elaborated and specific way of cooking meat (*churrasco* – barbecue, *carreteiro* – meat cooking within rice), of conserving meat (*charque* – sun-dried beef cured with salt).

Third, the case of the registration process and the protection of an Indication of Source (IP) for the meat produced in the Southern meadows of the Brazilian Pampa, borderline with Uruguay and Argentina, sheds light on how actors and institutions (SEBRAE in this case) in Brazil are interpreting the GI concept and its potentialities. The main difficulties and expected potentials impacts can be identified. The case study has a qualitative nature due to its descriptive approach and to the fact that this GI initiative is very recent. The project “Meat of the *Pampa Gaúcho da Campanha Meridional*” was established in 2004, through a partnership between private and governmental organizations and with the leadership of farmers from the Pampean region. The objective of the project was to differentiate their product and improve its quality in order to compete on the national and international markets. In Southern Brazil, the good quality of beef meat produced on the natural meadows of this borderline region has been recognized for a long time and identified under a name of “*meat of the border*”. The registration of the product as an Indication of Source (one of the options open in Brazil for the registration of GIs) is quite recent (December, 2006). Therefore, it is not possible to estimate the impacts of the GI system on socioeconomic or environmental effects. Still, some interviews with stakeholders were conducted to evaluate the potential impacts expected, and to identify some unexpected impacts which are already appearing.

This case study analysis focuses on 3 hypotheses:

H1: Brazilian Pampa beef is a collective initiative based on European market anticipation and national market segmentation (differentiation process based on British breeds and pasture feeding which is a marginal production in Brazil).

H2: The way the GIs rules have been constructed and defined implies strong effects on producers selection/exclusion, which could make the label less attractive.

H3: Yet, the GI label could have some positive potential impacts (environment preservation, supply-chain organization, increased credibility of GI).

In a further step, the main results of this case study will be compared with the results of the Argentina Pampa beef case study.

1.2 Normative framework and the emerging profile of GIs

In line with its previous membership of international agreements on GIs and of its adherence to WTO/TRIPS, Brazil adopted legislation on Geographical Indications in 1996. Brazilian legislation, it should be noted, covers both products and services. It defined two types of GI: one is the Indication of Source (IP) and the other the Denomination of Origin (DO). The latter requires that the qualities of the products/service in question be due exclusively or essentially to the natural or human geographical environment. The former stipulates that the geographical origin be renowned as a source of some of the characteristics of the products or service in question, without further specification.

The National Institute for Industrial Property (INPI) defined the requirements for registering GIs through the Normative Act 134 in 1997 and the Resolution 75 in 2000. In 2005, Decree no 5.351 from the Ministry for Agriculture (MAPA) created a department of Intellectual Property (DEPTA) and within this, a unit to promote and accompany GIs. This GI initiative took place in MAPA, a Ministry identified with agribusiness and large scale farming, rather than in the Agrarian Development Ministry (MDA), responsible for agrarian reform, family farming and rural development.

Beyond the GI legislation, several initiatives have emerged locally with the support of different Federal bodies dealing mostly with small-scale rural activities : Agrarian Development Ministry (MDA); Environment Ministry (MMA) which develops territorially-based policies in relation to conservation areas, to the protection of genetic resources and traditional knowledge; and SEBRAE, the Brazilian organization for the promotion of small and medium enterprises, which stimulates the association of GIs with the more entrepreneurial farm sector in order to exploit niche markets. As we will see, *Pampa Gaúcho da Campanha Meridional Meat* is heavily dependent on SEBRAE's initiative.

Brazil remained neutral in the WTO dispute on GIs between the European Union and the United States and Australia. But some agribusiness representatives look with mistrust on strengthening GI legislation, focusing on its negative impacts for a range of products currently using GI names with the addition of an "a type of" qualification (for example: queijo tipo parmesigiano). Such mistrust was sharpened in the wake of the EU-Mercosul negotiations. At best therefore GIs may be seen by agribusiness as a possible strategy within the "turn to quality" (Lima, 2005). The coffee IP "Cerrados coffee" developed in the State of Minas Gerais by CACCER cooperative, is an example of a business initiative that has identified the value of a GI for upgrading its market access into the US and Japan.

A brief overview of the GI currently registered at the federal level (Wilkinson & Cerdan, 2007) concludes that GI-based development or competition strategies are therefore ambiguously positioned between the agribusiness sector - eager to confirm its globally competitive commodity status as the granary of the world - and the family farm sector, equally determined to consolidate family farming as a viable alternative agrifood model and the basis also of territorial development strategies. Both sides, however, in practice are also

pushed in the direction of origin-based quality products by different market pressures and stimuli.

1.3. Beef meat in the Brazilian Pampean region

Beef production in the Brazilian southern region presents some specific characteristics related to the land, the cattle breeds and the breeders.

This case study deals with the South-Western part of the state Rio Grande do Sul, where the Pampa ecosystem can be found in Brazil. This landscape covers approximately 157,000 km² as far as Brazil is concerned. This natural meadow is constituted by a large variety of gramineae, set on low hills (called *coxilhas*), quite similar to what exists beyond the border in Argentina and in Uruguay. Given its grassland characteristics, the Pampa territory has been devoted to extensive cattle breeding since the beginning of European colonization (XVIII century). According to Felippi (2001), the Pampa region has maintained a low level of economic diversity, with a strong dependency upon the production of cattle and rice. Its land distribution pattern is very unbalanced. Many farming units in this area are larger than 1000ha. This economic structure based on large production and a tradition of extensive cattle breeding has not changed significantly over the last centuries or decades. The production of dry meat declined during the XXth century, while soybean and rice cropping appeared and expanded, but this never questioned the supremacy of extensive cattle breeding in this area.

However the importance of this large scale is all relative. Recent studies highlight the importance of the family breeding in this region (EMATER, 2006). Most of the time, small scale farming systems are spread around the largest units, in the most fragile areas (weak or light soils). According to Ribeiro (2001), small scale family breeders would have approximately 100 ha, keep almost 150 cattle and sheep. They represent an important percentage of the breeders in our case study region (70%). This sector is quite unknown at the state or federal level, and suffers from an important lack of financial, organizational and technical supports. Main problems faced by the small-scale farmers are related to cattle breeding technologies, handling of native or improved pastures and lack of market informations.

In regards to genetics, the *Campanha Meridional* region, as it is known, borders Uruguay. At the beginning of the 20th century the cattle in Uruguay and Argentina were distinct from the Brazil ones; they were of European breeds. The contact between the farmers from the Pampean regions of Uruguay and Brazil and the good quality of the grass allowed for the introduction of European cattle breeds in the Southern most part of Brazil. Most of the cattle in the state of Rio Grande do Sul currently belong to the genetic group *Bos Taurus taurus*, known as European cattle, and *Bos taurus taurus* x *Bos taurus indicus*, known as *Cruzas*. Few studies describe the domestic animal genetic resources in the southern Brazil. According to Cardellino (2000) in the region comprising the states of Rio Grande do Sul, Santa Catarina and Parana “ almost 50 p.100 of the beef cattle in the Southern region is a European-zebu mix of non-defined breed (SRD = sem raça definida). The rest are more or less defined European breeds, European x zebu crosses of defined breed composition, some pure zebu, and some composite breeds”. Nabinger (2006) studied cattle raised for consumption in Rio Grande do Sul. He found that 35% of the cattle farmers interviewed raised “general breeds”, 45% raised specific mixes of Zebu and European breeds, and only 20% raised pure breeds (9,8%) or mixes of European breeds (10,2%).

As we will see, these characteristics implied difficulties when producers define rules and the GI code of practices. Therefore, this study will attempt to evaluate who the main benefited groups are within the cattle breeders (social impacts) and what kind of environmental impacts could appear.

1.5. The case study: *Pampa Gaúcho da Campanha Meridional* Meat

Main objectives and actors

The GI was created following the marketing of the brand “South Brazilian Beef” that took place in 2000 in the state of Rio Grande do Sul, mostly by SEBRAE. In 2000 this program allowed institutions (SEBRAE), agricultural unions (FARSUL), and cattle farmers to participate in prominent international conferences such as SIAL or the Anuga fair. These different experiences as well as visits at GI experience in France and in Europe convinced the farmers of the *Campanha Meridional* region to attach more value to their beef through a GI.

The main motivation for the farmers was to distance themselves from the Brazilian norm of intensive production of beef (quantity vs. quality) by stressing their proximity to the famous beef of the Argentine Pampean region.

The SEBRAE role in this GI system is important to emphasize. This Brazilian organization, for the promotion of small and medium enterprises has large resources and an extensive national network of staff. In the '90s, it made a turn to the rural sector and is currently very active in the promotion of alternative special quality markets: organics, fair trade, Slow Food and GIs. SEBRAE has published a book specifically on GI's and another with the instigating title: *Moving Territories* which also includes a chapter on the concept of *terroir*, indicating the priority which it is currently giving to strategies based on origin products. For SEBRAE, this case was considered as a pilot experience. Its main objectives was training its staff, learning how to do a GI demand visiting others experiences and foreign countries, conceiving methods to promote GI in Brazil. In just a few years, this institution participated in the World-wide ORIGIN Assembly, supported the first GI beef meat, published and distributed 10,000 guides on “Geographic Indications”, for the SEBRAEs Units of the whole Country. Today, SEBRAE continues supporting the pilot experience (Pampean Beef) and developing new GI projects in this RS State such as Candies of *Pelotas*, Rice of the coast and leather of *Vale dos Sinos*.

The federal university plays also an important role. According to researchers involved in the GI project. This initiative was an opportunity to design, with local communities, new answers against the degradation or disappearance of native pastures. It should be noted that native pastures have been decreased around 126,000 ha per year between 1970 and 1996, and 352,000 ha these last ten years (Nabinger, 2007).

There are 6 stages to this project: (1) learn how to do a GI request (visit and discuss with INAO in France), (2) conduct a historical research on the origins and the connection to territory of the meat from the *Campanha Meridional*, (3) choose the name of the product, (4) define the zone of production and the code of practice, (5) An association was formed to submit the report to the INPI (6) Since the acceptance in December 2006, the association is responsible to recruit new members to the project.

The historical report conducted by the UFRGS collected a number of elements that showed the connection between the product (meat and meat products) and the geographical location. The sources used for this research included: reports from historians, travelers, romance novels, tales, poetry, newspapers and technical magazines, pictorial sources and interviews with cattle farmers and researchers of the history of the *Campanha Meridional*.

The delimitation of the area was not an easy task to accomplish. The technicians first wanted to certify the meat from the state of Rio Grande do Sul, before realizing that the diversity of the vegetations, soil, and breeds made their attempts much harder. The first difficulty was to define the criteria of identification and delimitation of the zone of production. Three criteria were selected: pasture feeding tradition, presence of British breed, characteristics of the meadows that would benefit the development of the British breeds (type of soil, quality of the grass, floristic composition). The UFRGS first developed an important bibliographical research (zootechnical and botanical) supported by cartographical data from a georeferencing company. 11 types of soil were considered suited to the production of high quality meat. Following this research, a small team made up of 2 researchers, 2 members of the agricultural union (FARSUL), 1 member of SEBRAE and 1 meat producer went to the fields to verify the exactitude of the criteria. This part of the research was important for the supporters of the research who wanted to “*delimit an area that couldn't be called into question afterwards*” (Vitrolles, 2007). Special attention was paid to the relationship between the soil composition, floristic composition and the quality of the grass. In fact, in the south of Brazil there are what is called *campos limpos* (clean fields) and *campos sujos* (dirty fields). *Campos sujos* are characterized by savanna, with trees and shrubs and a variety of taller grasses that promote the development of ectoparasites. These criteria explain why the geographical area of the GI does present complex delimitations.

Another interesting theme is the choice of the name. The GI producers demand their membership to the *Pampa Gaúcho*. Aware of the commercial interest in this source, they also wanted to use this denomination to characterize their GI. On the other hand, knowing that this choice of the name *Pampa* would be prone to polemic with their Uruguayan and Argentinean neighbors, the meat producers took the precaution of over-qualifying the name of the GI in specifying the micro-region of the source of the meat (Vitrolles, 2007). This is where the name Carne do Pampa Gaúcho da Campanha Meridional comes from, which they justify noting that “*In the Campanha Meridional region, we can find the best natural grass of the Pampa Gaúcho*” (Apropampa, 2007).

Description of the product and analysis of its code of practice

The code of practices was defined and proposed by a group of 15 producers and supported by the SEBRAE and researchers from university. It defined six requirements to produce the GI: delimited area, cattle breeds, animals feeding, animals staying in the area 12 months before the slaughter, traceability, and animals' characteristics. The GI delimited area includes 13 municipalities. Animals must be European breeds, either Hereford or Angus or their hybrid. The herds are exclusively fed on native pastures (*campo nativo*) or improve native pastures. Cultivated winter lots are authorized whereas cultivated summer lots are not. Grains complementation is prohibited in the last year before the animal's slaughter. Moreover, animals must remain free all the year. The code of practice defines a set of norms for slaughter, which includes the age of the animals (42 months maximum), the rank of fatness in the meat (3 mm minimum), the conformation (convex) and the weight (from 180 to 230 kg

according to the sex and age) of the carcass. Included in the Code of Practice, traceability seems very important. The animals' monitoring system has to be established for each animal. The meat traceability and GI certification is the basic part of the whole process of GI Brazilian Pampean Beef production and elaboration. The number of the animal is written on the tag of each piece of meat containing a GI.

Only three cuts, "the most distinguished cuts", can be sold under the GI label: *picanha*, *maminha* and *entrecôte*. The characteristics of the meat after slaughter refer to its color, fat and the texture of the product. The other cuts are sold in the general market. Meat from animals under 24 months must be of "rosy" color with white fat and fine texture. Meat from animals between 24 and 42 months must be of the same color and texture but with a creamy color. The meat with the recommended amount of fat is of moderate intramuscularly marbling.

The project is quite recent but lessons could be drawn. The code of practices for the Brazilian GI "*Pampa Gaúcho da Campanha Meridional Meat*" was created for a potential future market: the European market. The methods of production appear rather distant from the local realities and are difficult for all farmers to follow, especially for local family breeders which are, to date, excluded from the group. The criterion of the breed is an example: according to the code of practices, only pure British breeds are allowed. But, as discussed, some of the producers do not have livestock of pure Hereford or Angus breeds, and renewing livestock takes years; at least 3 generations of animals before they can be considered pure bred. Currently, producers have difficulty slaughtering 50 animals per week; their meat is only sold in one specialized store in the capital city of Porto Alegre. These difficulties could make the label less attractive.

Ten months after the official recognition of their product as a Geographical Indication, farmers still do not see a profit from the valorization of their meat. SEBRAE continues to offer financial support to the organization. Because of these difficulties, the members of the association actively seek new members to make their organization more credible, develop the GI and produce more.

1.6 General considerations from the case study

a) At a national level context

- The Brazilian legal framework was recently put in place and suffered a necessary adaptation of norms and rules of operation. The absence of GI public policy with clearly defined objectives and directives, the misunderstanding of GI concept by Brazilian consumers and stakeholders did not help first initiatives. The latest followed the institutional instruments creation and accompany their "grinding period" (adjustment).
- The national situation is characterized by a lack of coordination between the different institutions in charge of GI regulation, support or promotion (especially INPI, MAPA, SEBRAE). This coordination is considered essential due to the lack of consensus on the notion of geographical indication between private producers and public policies. Therefore, the authorities have to take control of these issues by putting in place specific policies of assistance.

- The explanation of the main issues and steps taken for certification in Brazil help us better understand how the notion of geographical indication is employed in the country. Up to now, three distinct justifications can be identified. **Food safety and the search for competitive advantages in foreign markets** is the first one. In order to comply with new requirements of foreign markets (Europe and United States), Brazilian producers organized GIs (Pampa Gaúcho Beef, Coffee from the Cerrado). In these regards, geographic indications are concerned with issues of food safety, traceability and the opening to foreign markets. Their regulations are concerned with the use of tools and methods to control the quality in the agro-industrial sector, as well as traceability of products from the producers to the consumers, or the integrated fruit production. The traditional aspects of these products are not always clear. **The search for alternate markets and the promotion of family farming** is the second justification. It centers on offering distinctive products, innovating in the use of local resources and ways to sell their products. **The protection of local customs and skills and the preservation of biodiversity** is the last one. It is concerned with the conservation and valorization of the customs of the native populations.
- At the moment, the definition of the notion of geographic indication is often confused with the notion of indication of source. Many products were proposed under this confusion. They are more connected to a reputation, a local recipe, a skill, than with a strong connection with the land or a product. The first GI initiatives are also highlighting an important gap between the IP and DO. The Indication of Source only refers to notoriety. It does not require any specification for tradition, history or know-how. On the contrary, in the DO case, producers have to demonstrate the strong connection between human factors, natural environment and the product with deep scientific studies. At this time, the IP seems to be overindulgent and accessible while the other one – the DO is very exigent. This would be turning the transition from IP to DO very difficult. To date, none Brazilian product was registered with DO.
- The current model is full of imperfections that will be worked out with new experiences and products. At the moment, a national clear strategy on GI is needed, improving the coordination between the main GI promoters, defining clear policies on GIs, specifying the different laws and instruments for origin products protection and promotion. It is also a question of legitimizing the handicraft than the territory (*gaúcho* product, *sertanejo* products, etc), converging on the ideas of sustainability, the environment, and artisanal and social issues.

b) At product (case study) level

- The GI process, one of the first in Brazil, can be considered as a collective learning process for the stakeholders, as well as for Federal bodies. Actors could change or improve their production practices, realizing the importance of qualities and specificities of their own product or its social and environmental impacts. The federal bodies could identify some critical points and lacks in the GI legislation or GI instruments.
- Today, this experience is facing difficulties related to the **exclusion** of the important part of the region's breeders due to the code practices exigencies, and to the

very small quantities (<50 animals/week), which does not help producers to consolidate their market positions.

- However, our fieldwork shows that this project led to a better recognition of the cattle breeders, the safeguarding of the *Gaúcha* culture and an emergent role of the stakeholders in the debate on the territorial development.
- Another difficulty is related to **the control**. To date, the respect of the code practices is controlled by the APROPAMPA association (animal's arrival at the slaughter-house, carcasses certification by veterinary). There is no external intervention to validate and check the application of the production rules regulated by the GI code of practices. Furthermore, it is quite difficult to control the respect of the rules of the code of practices in cattle breeding product case. According to Prache (2005), organoleptic control is important to emphasize: sensory characteristics of origin products are not easily located without experts. But, it is not a jury of experts which "will confirm" the typicity of a product, but well, the "memory carriers" which know what is the "expected typicity".
- Today, the MAPA and its specific bodies are controlling sanitary aspects. There is no federal body in charge of GI control. With the recent recognition of Brazilian GI products by EU (*Vale do Vinhedos* wine), the MAPA started to assume new function warranting GI systems.
- **A questionable legitimacy?** Beyond these difficulties, the legitimacy of this case study is quite questioned for several reasons: first, it is difficult to justify why and how a small group of 50 producers can appropriate themselves the name of the *Pampa Gaúcho da Campahna Meridional*, which represents a large region populated by many others breeders. Secondly, it is particularly difficult to justify the relation between a meat product or its derivatives and its origin. Several Scientific works highlight difficulties to recognize the typicity of the meat due to several factors, whose the main are: a great heterogeneity of the meat in the same animal, a multiplicity of quality appreciation forms (from the animal alive to the piece of meat in the butchery), a dispersion of the knowledge among different stakeholders.
- In regards to **environmental impacts**, the case appears interesting. The GI allows preserving native pastures which rarefy in the *Brazilian Pampa Gaúcho*. It could help to fight against the reforestation phenomenon and allow producers having a new consciousness about the importance of environmental preservation. Even if their perception is related to a marketing strategy, this case could supply the debate on the durability and the territorial development in the area.
- This experience seems to have a broader effect on the beef production in the region. Actually, others quality programs have been started. One example is the *Carne Pampa* project of the Brazilian Hereford and Bradford¹ breeders association. Initiated this year by slaughterhouses, it stimulates the use of Hereford and Bradford genetics, paying better price to the breeders. This program joins others initiatives such as Angus or Hereford and Bradford Programs, Origin Guarantee Carrefour program, present in Goias State and the south of Brazil, "Anonymous Gourmet".

¹ Bradford : cross between Zebu and Hereford

- This case study is **an original and innovative step at the regional level**. It can be stressed that stakeholders contribute to define what good quality meat is. This is quite important considering that the region has developed a worldwide reputation for high-quality meat.. We suppose that this case could foster the creation of references across Argentina, Uruguay and Brazil, countries that are recognized for their good flavor and very tender meat, but that did not define how to produce good quality meat and how to protect it.
- However, this case is also a marginal process in Brazil and at regional scale: 42 producers among the 4,859,865 censed in Brazil (Censo Agropecuario, 1996).

2. National context analysis: GIs and the dynamics of national agrifood interests

21. Brief overview of the main characteristics of agrifood system.

To evaluate the significance of GIs as a strategy in Brazil it is necessary to examine the broader dynamic of its agriculture and rural development and the peculiarities of its institutional structure. First of all, when talking about Brazil, it is important to mention its continental immensity (over 8 million km²). Brazil is home to more than 176 million people. Today, Brazil is the fifth largest country in terms of area and population.

Brazil is becoming an agricultural giant and is also among the few countries which have the potential to significantly increase agricultural area as well as yields.

According to the World Bank Group Global, agricultural gross domestic product (GDP) totaled \$1.65 trillion in 2004, about 4% of global total GDP. Brazil's agricultural gross domestic product (GDP) was \$60.4 billion in 2004, 10% of its total (Table 1).

Table 1 : Agricultural GDP : Global, Brazil and United States in 2006

Country	2004 Agricultural GDP (\$ millions)	% of country's GDP	% of Global agricultural GDP
Brazil	60 397	10	3,7
United States	117 118	1	7,1
World	1.650 000	4	100

Source : the world Bank Group 2006 World Development Indicators

Brazil is one of the world's largest producers of grains and oilseeds. It is among the world's leading producers of soybean, corn production, beef and poultry, tobacco, bananas, and cocoa, and leads in production of coffee, sugar, and citrus. The strong and powerful agribusiness sector tends to confirm its globally competitive commodity status, and expanded into one of the world's biggest exporter of many agricultural products: orange juice, meat (beef, poultry and pigs), soybeans, sugar, coffee, tobacco... Its population and income level also Brazil is a major player in world agricultural trade. According to Wainio, the land in agricultural use is approximately 230 million hectares, or about 27 percent of the country's total land area of 845 million hectares. Of this, pasture accounts about 170 million hectares. Of the remaining 60 million hectares of arable agricultural land, about 52 million hectares are planted to annual crops, of which grains and oilseeds make up about 60 percent, or 32 million hectares.

In order to benefit its full production potential, Brazil's agricultural sector will depend on the continuation of reforms aimed at reducing the budget deficit, controlling inflation, reducing small farmer's exclusion and agrarian reform and promoting significant fiscal and administrative improvements.

Two major gaps shape the reality of the **Brazilian agriculture**: a gap among the regions (the poor Northeast and the rich South) and a gap among farms.

In Brazil, 5 million farms can be divided into two large groups: the large farms with hired workers (*latifundias*) and the family farms of smaller sizes (*minifundias*). These two groups form the two different concepts of agriculture in Brazil. The first, geared toward agro-industrial complexes and exports, is spread over large areas with significant capital investment: massive competitive production. They number 500,000 and represent the majority of cultivated land in Brazil (IBGE, 2006). In 1990, the 20 biggest landowners owned 20 million hectares, or 1/3 of the cultivated land of the country. The second, employing family labor, are smaller and act to maintain rural employment and the development of the countryside regions. Numbered at 4,1 million, family farms represent 84% of the farming institutions and 70% of the labor force in Brazil.

The role of the successive Brazilian governments in the differentiation of the large farms was a determining factor. These governments encouraged the development of large cultivations, particularly through access to loans offered to large producers for their modernization and to promote competition and increase exports. In Brazil, historically, the process of aggregation of value for agricultural products has always been centered on the large agro-industrial units located near large urban centers. Public policies, generally, have not supported the insertion of family farmers in the process of integration and agro-industrialization of their production.

Throughout the years, agribusiness interests were seen to be the antithesis of a family farm development strategy, being identified with large-scale holdings, what became known pejoratively as a “Green revolution” technological model (mechanization plus chemical inputs), and an exclusive orientation to exports. Such a characterisation could readily be questioned. Many of the key modern agrifood chains have depended primarily on supplies from family farmers – milk, white meats, tobacco – and in many others the family farm maintained a considerable share – corn, soy and even beef. In these activities the family farm incorporated the technological package of the green revolution and was directly involved in exports.

Nevertheless, by the '90s scale economies were making themselves felt, a process accelerated through the occupation of the mid-west frontier primarily by large-scale commercial operations, regional integration with competitive partners in the Mercosul, internal market deregulation, and the liberalization of foreign trade. Gradually, the modernization of agrifood systems has placed enormous strains on the small farmer sector and rural communities both in Brasil.

On the other hand, the Brazilian “agro” sector is divided today by a tension between its “commodity vocation”, reinforced by an explosion of world-wide demand for a wide range of agricultural commodities, especially from China, and the possibilities which the “quality turn” may offer. Previously the “quality turn” option was receiving support from the segmented markets and more demanding market access requirements of the Northern economies, but presently, the main incentives from the North are linked to agrofuels investments, leading to an enormous expansion in sugar-cane plantations and oils-for-diesel crops.

22. Brief overview of national trade and consumer policies

With the end of the dictatorship and the inauguration of the New Republic in 1988 many of the political and social demands central in the early '60s were taken up again by class-based organisations, political organisations, social movements and leading ONGs. Among these was the demand for agrarian reform and with it the vision of an alternative agricultural model based on the family farm. This movement was sufficiently strong to gain a separate Ministry (MDA) and have the status of the family farm ratified by Congress in the Agricultural Law of 1991, which still prevails despite strong opposition from agribusiness interests.

With that, the integration into the dominant agrifood chains as a family farm strategy was replaced by the quest for autonomous development and market models. A National Family Farm Programme (PRONAF) was put into place, which has gained in resources, scope and expertise over the years and continues in effect today implemented by the MDA.

This latter Ministry is divided into three components: agrarian reform (INCRA), a Secretary for family farming (SAF) and a Secretary for territorial development (STD). The SAF has most political weight and resources through the PRONAF programme and the articulation between the three Secretaries is far from clear. While the main beneficiaries of the PRONAF programme remain the family farm sectors integrated into agribusiness, the MDA's programmes have been centred on the promotion of alternatives in close alliance with the social movements oriented around the family farm strategy. These include: organics, agroecology, the promotion of artisan activities, the identification of traditional food activities, Slow Food, fair trade and alternative agriforestry models. There has been much discussion and experimentation with alternative certification schemes, the promotion of appropriate sanitary legislation (put into practice at municipal and state levels), the development of a family farm trademark, together with other initiatives to develop an alternative institutional framework for family farming (organizational and juridical forms, taxation systems). These activities have been concentrated in the SAF. The SDT, for its part, has adopted a global strategy of territorial development, heavily influenced by a view of family farming as dependent on the broader dynamic of the local economy. The country has been mapped to identify its territorial potential and a total of 118 rural territories are now receiving public support for the consolidation of development strategies. In a similar manner, INCRA and researchers on agrarian reform have increasingly focused on the land settlements not only in terms of their internal dynamics, but also as key components in local and regional development.

In addition to the different units of the MDA, the Environment Ministry (MMA) is heavily involved in territorially-based policies both in relation to areas of conservation and to the protection of genetic resources and traditional knowledge. The Brazilian organization for the promotion of small and medium enterprises (SEBRAE), for its part, straddles the 'agribusiness x family farm' divide, supporting both product chain and territorial analytical frameworks and strategies. In the more recent period, however, it has been a leading promoter of development strategies based on "local productive arrangements" (APLs), an application to Brazilian conditions of notions of clusters, local innovation systems, and industrial districts along the Italian lines.² In the '90s SEBRAE, which has large resources and an extensive national network of staff, made a turn to the rural sector and is currently

² This approach has been developed in particular by Cassiolato & Lastres, see *Globalização & Inovação Localizada*, (1999) within the "local systems of innovation" approach associated with Lundvall, A.

very active in the promotion of alternative special quality markets: organics, fair trade, Slow Food and GIs. As we will see, the Pampa Gaucho GI was heavily dependent on SEBRAE's initiative. SEBRAE has published a book specifically on GI's and another with the instigating title: *Moving Territories* which also includes a chapter on the concept of *terroir*, indicating the priority which it is currently giving to strategies based on origin products.

Nevertheless, until 2006, there was no specific promotion of GIs within agricultural ministries and no proactive stance being adopted by INPI. The exceptions here would be the States of Santa Catarina and Minas Gerais, both heavily influenced by European models and cooperation agreements, where important initiatives involving family farmers were promoted. In the case of the southernmost State of Rio Grande do Sul, which gave rise to the first IP the decisive institutional stimulus was provided by the unit of the national agriculture research system, EMBRAPA, whose wine competences are located in this State. In the Northeast, international cooperation, principally CIRAD in articulation with EMBRAPA has been responsible for introducing the notion of GIs for artisan cheeses and products deriving from goats and sheep (Guimaraes Filho, 2004).

The most ambitious project within this Cooperation has been the attempt to transform very traditional on-farm producers of cheese from raw milk into a GI based on AOC procedures and with the assistance of cheese producers from Comte and technicians from INAO and AGRIFERT. The State of Santa Catarina has been similarly marked by initiatives in support of family farming and artisan agroindustries within a framework heavily influenced, although in a more diffuse fashion, by European and particularly French models. Here, too State legislation 12.117/ 2002 has ratified a range of designations: PGI, DOC, Certificate of Product Conformity (CCO), organics (ORG) and family farming (FAM)³. Santa Catarina has also seen the development of Brazil's most extensive network of agroecology associations – ECOVIDA – which has developed its own participatory certification system and which has served as a model for those opposing third party systems. Santa Catarina has also seen a very extensive promotion of artisan agroindustries which has served as model for the national PRONAF agroindustry programme.

Both these initiatives which have become references on a national scale have a more diffuse territorial reference, the former identifying an alternative agricultural model with a particular social category of producers and the latter looking for a collective identity in terms of a category of products – “colonial” products in this region, but which has its counterpart in other regions – “sertanejo” products in the semi-arid Northeast and forestry products in the Amazon. This association of product quality with the values of a specific social category loosely identified with a broad region which may well be in movement has a strong resonance for those developing GI strategies in close identification with the category of ‘family farming’.

While the recent institutional consolidation of GIs at Federal level now reposes the scope of State initiatives, the latter have clearly been crucial diffusing the values of origin product strategies. In addition, it is largely their campaigning which is currently leading to a reformulation of agroindustry sanitary laws – the new unified system (SISBI) – a precondition for incorporating the family farming sector in GI strategies.⁴

³ Today, the Brazilian federation does not recognize the specific legislation considered as an anti constitutional initiative.

⁴ It remains to be seen whether this new system represents a breakthrough for artisan agroindustry

23. Brief overview: general policy regarding Intellectual Property Rights

Brazil is member of the following international treaties and agreements :

- Paris Convention (since 1884)
- Madrid Agreement - Indications of Source (since 1896)
- UPOV Convention (since 1999)
- TRIPs Agreement under WTO (since 1994)

Brazil did not sign the Lisbon Agreement (1958) and has its *su generis* system.

In line with its previous membership of international agreements on GIs and its adherence to TRIPS, Brazil adopted legislation on Geographical Indications in 1996 defining two types of GI, one an Indication of Source (IP) and the other a Denomination of Origin (DO). The latter demands that the qualities of the products/service in question be due exclusively or essentially to the natural or human geographical environment. The former stipulates that the geographical origin be notorious as a source of aspects of the products or service in question without further specification. Brazilian legislation, it should be noted, covers both products and services.

Through the Normative Act 134 in 1997 and the Resolution 75 in 2000 the National Institute for Industrial Property (INPI) defined the requirements for registering GIs. In 2005, Decree no 5.351 created a department of Intellectual Property (DEPTA) and within this, a unit to promote and accompany GIs, perhaps surprisingly, in the Ministry for Agriculture (MAPA) identified with agribusiness, rather than the Agrarian Development Ministry (MDA) responsible for agrarian reform, family farming and rural development. Within the Federation, however, different States, stimulated largely by international cooperation programmes with Europe, developed GI initiatives and even legislation as from the nineties.

In addition to legal support, it includes in its brief “technical support for obtaining, maintaining, suppressing or annulling the GI certificate for agricultural products”. Thus, MAPA has instructed its State-level units to promote GIs and has developed a pilot project in the State of Rio de Janeiro, for the *cachaça* of Parati, a favourite of the Emperor’s as far back as the 18th century.⁵ The degree to which this call will be taken up by the State-level units is as yet unclear.

At Federal level, it is SEBRAE, responsible for promoting the SME sector, which is most likely to have the strongest influence on the rhythm and profile of GIs. It was responsible for the strategy behind the most recent IP, that for beef from the Gaucho Pampas and is involved in other regions.

Otherwise, the most sustained efforts to promote GIs have been at State level, directly or indirectly under the influence of international cooperation programmes. In the State of Minas Gerais such an agreement was concluded between the State Governor and the French Cooperation Ministry at the beginning of the `90s. This agreement was conducted at the highest State levels – Secretary of Agriculture (IMA), the State’s rural extension services (EPAMIG) together with its marketing structure (CEASA).

⁵ The MAPA unit in Rio is also promoting a number of other GIs in the State.

24. What is the country position and its actions or agreements regarding GI within the international negotiations (external stakes) ?

Brazilians do not always welcome the demands of European farmers and their representatives for the recognition of their products on other factors besides price. The geographical indications are then viewed as strategies for market protection more than territorial development as seen in various world contexts (Lima, 2005). The national industry uses various European geographical indications for products like oils, cheeses, chocolates, wines and beers, for which sanctions could be applied in case of regulation. The use of terms like “*tipo, estilo, método*, etc” is still widespread. Lima stresses the concern of the large producers and exporters to prevent this type of practices and invite those concerned to the negotiation table. Large producers are against adopting the European model at the multilateral level. (Lima, 2005)

With that said, Brazil exports products with geographical indications (Minas cheese, Amazon guarana, cachaça, coffee, among others) whose protection needs to be negotiated. Brazil has already faced difficulties. Cupuaçu⁶ is a fruit from the Amazon. That, a Japanese brand “cupuaçu” that was registered in 1998. It was only in 2002, that the NGO Amazolink found out the existence of this misuse and started a campaign in 2002 about “the ethical limitations regarding trademarks and patents of biological resources and traditional customs of the Amazon” in association with the International Trade Law and Development Institute (IDCID), an organization established by professors, students and researchers from the Sao Paulo University Law School (USP). The trademark was ruled unlawful in March of 2003 (Rodrigues, 2005)⁷.

This experience highlighted the importance of protecting its biological diversity as an economic resource. Brazil has now published a list of 2194 names of flora and fauna originating in Brazil, elaborated in the ambit of the MAA. This list has been already distributed to a large number of foreign countries and sent to the Intellectual Property institutions in charge of trademark registration. Today, it is pretended to increase this list with others 2806 names of flora and fauna.

Another case is related to the *cachaça* of Brazil. Brazilian producers claimed that terms like “*cachaça*” and “*caipirinha*” are improperly registered as trademarks by Europeans. With the federal decree 4.062/ 2001, *cachaça* has been declared a Brazilian generic term for distilled sugar-cane. This Federal Decree can be considered as a response to the success of State level initiatives in promoting and consolidating a coherently defined and organised artisan sector. Nowadays, there is also *cachaça* candidate for GI protection in regions of special reputation. The first one has just been recognized in 2007 with the name of “*Cachaça of Paraty*”, originating from Rio de Janeiro State. *Salinas* in the State of Minas Gerais is another candidate too.

Brazil has become a very active player in world trade negotiations, assuming leadership of the G20 along with India and largely defending agribusiness interests. It has successfully challenged both the US (cotton) and the European Union (sugar) positions within the forum

⁶ Cupuaçu (*Theobroma grandiflorum*), also known as cupuasú and copoasu, is a tropical rainforest tree and fruit related to cocoa. Common throughout the Amazon basin, it is widely cultivated in Brazil, especially in Espírito Santo

⁷ Rodrigues Edsaon Beas, case closed: cupuaçu belongs to the Amazon IDCID, <http://cartamaior.uol.com.br/cartamaior.asp?coluna=opinio&id=1236> accessed in December 2005

of the WTO. But to date, Brazil remained neutral in the WTO dispute on GIs between the European Union and the United States and Australia. But agribusiness representatives look with mistrust on strengthening Brazilian GI legislation, focusing on its negative impacts for a range of products that are currently marketed in the country using GI names with the addition of an “a type of” qualification. Therefore, GI-based development strategies are today still ambiguously positioned in Brazil.

25. What are the position and the actions within the country itself regarding GI, regarding the internal debate on national agriculture, rural development (internal stakes) ?

To date, Brazilian situation is characterized by a lack of consensus on the notion of geographical indication between private producers and public institutions. The emergence of the issue of GI in Brazil is marked by a double particularity: a strong affinity of the theme regarding typical products and geographical indications with the notion of **family farming**, and a movement for the distinction of **agribusiness** products (quality turn), which Chaddad calls “*Specialty Agribusiness*”.

Regarding to the main justifications (Sylvander *et al*, 2005), we can observe as well the coexistence of several motivations by distinctive groups of stakeholders. Some are concerned with field issues and others were created based on territorial control. The analysis of the first initiatives of qualification highlights three distinct justifications to be discussed: food safety, the development of family farming, and the protection of traditional customs and skills.

a- Food safety and the search for competitive advantages in foreign markets

In order to comply with new requirements of foreign markets (Europe and United States), Brazilian producers organized GIs (Meat from the Pampa Gaucha, Coffee from the Cerrado). In these regards, geographic indications are concerned with issues of food safety, traceability and the opening to foreign markets. The network of people involved in these issues is mostly the producers who export their products. Their regulations are concerned with the use of tools and methods to control the quality in the agro-industrial sector, as well as traceability of products from the producers to the consumers, or the integrated fruit production. The traditional aspects of these products are not always clear. The apple production in São Joaquim was developed after the 1980s under the support of an international program of cooperation between Japan and the local research and resource institute and the implementation of technological advancements by local producers.

b- The search for alternate markets and the promotion of family farming

Due to the recent changes in the agro-alimentary systems brought by the crisis of the productivist models, the segmentation of markets and the production of quality products were some of the resources family farmers used to develop new strategies. They were centered on offering distinctive products, innovating in the use of local resources and ways to sell their products. Some of these steps taken in regards to geographic indication were: the market of bio-agriculture, interdependent sale strategies, and the valorization of artisanal skills. Today, the number of geographic indications created under these circumstances is scarce. It is mostly the method of production that is more developed (biological). However, the consolidation of

these different methods of biological production, with the approaches of fair trade and interdependent economy seem like relevant elements for the creation of a notion of geographic indication (Fonseca, 2003). The people involved in the issues of GI are those in sociopolitical organizations that work closely with the political network: Slow food⁸, Origin⁹, etc. These groups work with the issue of the future of family farming and consider the strategies to distinguish these products a great tool to promote rural development and the preservation of biodiversity. These elements are based on the policies of protection and promotion of European GIs aimed at territorial development.

c- The protection of local customs and skills and the preservation of biodiversity

The production of local customs and skills is of another nature: it is concerned with the conservation and valorization of the customs of the native populations. This concept seems promising and could strongly contribute to the creation of a notion of geographic indication. The only concern is: will the developing countries take advantage of this tool to fulfill their needs to protect biodiversity and protect/value traditional customs?

26. GIs current situation, emerging profile, main trends

There are several and diverse traditional and typical products in Brazil. This is strongly connected to the history of colonization and development of agricultural land in Brazil. Traditional products are an important part of family farming. According to Maluf (1999), typical or traditional products are also called: colonial products, products from the *Sertão*, products of the land, from the backcountry/woods...

They can be identified as :

- regional products (with strong ties to a specific geographical region). Backcountry products (*Sertão* region¹⁰), *gaúcho* products, products from the Amazon, etc.
- products connected to a certain social category: **colonial products**, the settlers (Europeans – mainly Italians and Germans) who moved to the South of Brazil at the end of the 19th century whose products are called colonial products; the **indigenous products**: near 740 thousand people identify themselves as “indigenous” according to the 2000 demographic census. This population is found mainly in the North (30%), the Northeast, and the Southeast part of the country; **family farming products** and the products of the landless workers movement; the latter representing a specific social organization which also participates in the construction of today’s identity of urban consumers. Part of these products, even without a connection to a well-defined region, is also part of the category of traditional products.

Even the importance and the diversity of typical products in Brazil, it has taken some 10 years for a more pro-active institutional structure to emerge in relation to GIs but as from 2006 both INPI and the MAPA have established units specifically dedicated to this question. A slowness to regulate the procedures for GIs registration may well have reflected a fear that Brazil would be faced with an avalanche of demands which would place in question many

⁸ International Consumer’s Organization. See www.slowfood.it

⁹ Organization for an international geographical indications network www.Origin-gi.com

¹⁰ The *Sertão*, situated 200 km from the coast in the Northeast region. Semi-arid region, the hottest in Brazil, where apart from the rainy season, the vegetation is sparse and the heat intense. From its original meaning, the term refers to the interior part of the continent, away from the ocean side where the Portuguese traders worked.

well established brands based on “type of” marketing strategies, particularly in cheeses and hams. Brazil, along with many other countries, has also insisted that the demand for registration be made in the national language (Audier, 2006). The expected avalanche, however, did not materialise and our appreciation of the profile of these demands is based on the 22 processes posted on the INPI site. Of the 22, 12 are Brazilian and 10 from third countries: 6 from Italy, 2 from France, 1 from Portugal, and 1 from Germany (Table 2)

Table 2 : List of request for GI and status until 5 october 2007

Country	Geographical ind.	GI sp.	type of	GO status	Numer of RPI
IT	<i>Parma</i>	DO	Presunto	Rejected	1885, de 21/02/2007
PT	<i>Região dos Vinhos Verdes</i>	DO	Vinhos	Approved	1492, de 10/08/1999
FR	<i>Cognac</i>	DO	Destilado vínico ou aguardente de vinho	Approved	1527, de 11/04/2000
BR	<i>Cerrado</i>	DO	Café	Rejected	1479, de 11/05/1999
IT	<i>San Daniele</i>	DO	Coxas de suínos frescas, presunto defumado crú	Published	1640, de 11/06/2002
BR	<i>Região do Cerrado Mineiro</i>	IP	Café	Approved	1797, de 14/04/2005
IT	<i>Padana (DO Grana Padano)</i>	DO	Queijo	Published	1640, de 11/06/2002
BR	<i>Vale dos Vinhedos</i>	IP	Vinho tinto, branco e espumantes	Approved	1663, de 19/11/2002
IT	<i>Franciacorta</i>	DO	Vinhos, vinhos espumantes e bebidas alcoólicas	Approved	1711, de 21/10/2003
FR	<i>Roquefort</i>	DO	Queijos	Published	1648, de 06/08/2002
DE	<i>Solingen</i>	IP	Facas, tesouras, pinças (...) em aço não ligado	Request for Compliance	1912, de 28/08/2007
IT	<i>Asti</i>	DO	Vinhos	Published	1699, de 29/07/2003
BR	<i>Terras Altas</i>	IP	Café	Rejected	1885, de 21/02/2007
BR	<i>Alto Paraíso</i>	IP	Café	Rejected	1885, de 21/02/2007
BR	<i>Água Mineral Natural Terra Alta</i>	IP	Serviços auxiliares de águas minerais e gasosas	Request for Compliance	1853, de 11/07/2006
BR	<i>Água Mineral Natural Terra Alta</i>	IP	Águas minerais e gasosas, engarrafamento	Request for Compliance	1853, de 11/07/2006
BR	<i>Região do Seridó do Estado da Paraíba</i>	DO	Algodão colorido	Request for Compliance	1877, de 26/12/2006
BR	<i>Santa Rita do Sapucaí - O Vale da Eletrônica</i>	IP	Equipamentos eletrônicos e de telecomunicação	Rejected	1853, de 11/07/2006
BR	<i>Região do Munic.de Serra Negra do Est. S.P.</i>	IP	Água Mineral, malhas, artesanato, hotéis, turismo	Rejected	1877, de 26/12/2006
BR	<i>Pampa Gaúcho da Campanha Meridional</i>	IP	Carne Bovina e seus derivados	Request for Compliance	1875, de 12/12/2006
IT	<i>Chianti Classico</i>	DO	Vinhos	Request for Compliance	1912, de 28/08/2007
BR	<i>Paraty</i>	IP	Aguardentes dos tipos, cachaça e aguardente comp.azul.	Approved	1905, de 10/07/2007

Source : INPI Site www.inpi.gov.br

Only one third country request is for an IP (cutlery from Solingen), whereas 9 of the twelve Brazilian requests are for an IP. Four rejected requests are Brazilian, one is from third country request (prosciutto de Parma). This request has been returned for further compliance, but the deadline was not respected. Those from third countries approved include: Cognac, Vinhos Verdes e Franciacorta and the others are in the phase of publication. One of Brazilian GI (the wine of Vale dos Vinhedos) is recognized by EU since 2007.

The conditions for concession of an IP are clearly less demanding and to the extent that there is no evidence that the consumer distinguishes IP from DO in Brazil, this preference for IP status may become a characteristic of Brazilian GI strategies. On the other hand, it may be that the IP is seen as a first stage to achieving a DO. It is too early as yet to draw conclusions either way. INPI, as was mentioned earlier, has now established a unit specifically for GIs which allows it to be proactive in the registering process. On the other hand, GIs in Brazil constitute private rights and once conceded, INPI's competence in the matter ceases and there is no formal follow-up. Maybe, this would be change with the recent MAPA implication and the EU recognition of Brazilian GI.

As far as justifications are concerned, we can observe that the third countries products purchase a better protection of their product in Brazil, while the main Brazilian justification is related to international and national market access (table 3)

Table 3: main GI Justifications

Country	Geographical ind.	GI sp.	main GI Justification
IT	<i>Parma</i>	DO	bilateral registration for protection
PT	<i>Região dos Vinhos Verdes</i>	DO	bilateral registration for protection
FR	<i>Cognac</i>	DO	bilateral registration for protection
BR	<i>Cerrado</i>	DO	Search for competitive advantages in foreign markets
IT	<i>San Daniele</i>	DO	bilateral registration for protection
BR	<i>Região do Cerrado Mineiro</i>	IP	Search for competitive advantages in foreign markets
IT	<i>Padana (DO Grana Padano)</i>	DO	bilateral registration for protection
BR	<i>Vale dos Vinhedos</i>	IP	search for competitive advantages in national markets + family farming promotion
IT	<i>Franciacorta</i>	DO	bilateral registration for protection
FR	<i>Roquefort</i>	DO	bilateral registration for protection
DE	<i>Solingen</i>	IP	bilateral registration for protection
IT	<i>Asti</i>	DO	bilateral registration for protection
BR	<i>Região do Seridó do Estado da Paraíba</i>	DO	search for competitive advantages in national markets + family farming promotion
BR	<i>Santa Rita do Sapucaí - O Vale da Eletrônica</i>	IP	Equipamentos eletrônicos e de telecomunicação
BR	<i>Região do Munic.de Serra Negra do Est. S.P.</i>	IP	search for competitive advantages in national markets + family farming promotion
BR	<i>Pampa Gaúcho da Campanha Meridional</i>	IP	search for competitive advantages in national and international markets
IT	<i>Chianti Classico</i>	DO	bilateral registration for protection
BR	<i>Paraty</i>	IP	search for competitive advantages in national markets + family farming promotion

Source : INPI and our studies

The analysis of the first Brazilian experiences highlighted some interesting elements.

As already seen, there is no consensus on the notion of geographical indication. According to INPI GI unit, the first requests approved or rejected are very different from each other. Some experiences present requests very confused which highlight that the organization has not a clear idea on GI notion. Whenever the product/service represents a potential GI, the request does not comply all of information. Many producers or organization presented incomplete requests (foreign countries as well).

Other point is related to the legal text interpretation by public bodies in charge of promoting and registering GI, mostly MAPA and INPI. Some differences appear on specifics points.

- One of them is the anteriority dimension for the IP request: according to the MAPA, the organization has to demonstrate the links of its origin product to the territory (history), whereas the INPI refers on GI legal text and consider that the historical aspect is not necessary in the case of Indication of Source. Indeed, the definition of IP stipulates that the geographical origin have to be famous without further specification. For the MAPA, this latter interpretation is risky since it could come out several IP requests not really specific.

- Another point is related to the control system. According to the law, the control is compulsory but the producers have both possibilities to implement it: the self checking or the external control. Today, GI Brazilian products are controlled only by self-checking. The MAPA and INPI positions are quite different in this issue. Considering the young experiment of the Brazil as regards IG and the stakeholders' learning level, the latter advises the self-checking to facilitate the GI implementation, while the former have a preference for the external control, since it is a compulsory requirement to be recognized by UE. Recently, the MAPA has to taken complementary measures for the Vale do Vinhedos Wine recognition by the European Union.

The authorities have to take control of these issues by putting in place specific policies of assistance to help producers and stakeholders to elaborate requests.

A brief overview of the GI currently requested at the federal level demonstrates that the stakeholders and the support bodies worked much further than necessary in their IP request. For three cases (*Cerrados Mineiro* coffee, *Vale do Vinhedos* Wine, *Pampa Gaúcha da Campanha meridional* beef Meat), geographical areas were defined based on series of advanced scientific studies, which is not necessarily required for the IP. Some codes of practices are very strict and detailed (see codes of practices of *Pampa Gaúcha da Campanha meridional* meat), which is good for the GI product but maybe unnecessary for the IP step. Most of the producers and technicians justify this practice and consider the IP request as a first stage to achieving a DO.

According to Wilkinson & Cerdan, (2007) GI-based development or competition strategies are therefore ambiguously positioned between the agribusiness sector - eager to confirm its globally competitive commodity status as the granary of the world - and the family farm sector, equally determined to consolidate family farming as a viable alternative agrifood model and the basis also of territorial development strategies. Both sides, however, in practice are also pushed in the direction of origin-based quality products by different market pressures and stimuli.

3. Specific working hypothesis for the case study and relevancy with regards to the Siner-Gi project

This case study deals with beef meat, an important product in international trade and for the economy of South America (especially for Argentina, Uruguay and Brazil). These 3 countries can be considered as the world production pool for beef meat. In addition, a worldwide reputation has developed for high-quality meat from Argentina and Uruguay, based on British breed cattle and “Pampean” native pasture. Pampas are the natural permanent meadows which cover a large part of Uruguay, Northern Argentina, and the southernmost part of Brazil. Brazil, with a total herd of 208,8 M. animals, became in 2005 the biggest meat exporter in the world. During the last ten years, this country made an important effort to increase the number of animals, especially with Zebu cattle (*Bos indicus*), introduced to Brazil in the last century. These animals adapted quickly to Brazil and in a short time, populated large areas in Center-West (*Cerrados*) and Amazonian regions, considerably improving Brazilian beef cattle breeding. To date, Zebu cattle represents 80% of the Brazilian cattle. Indeed, most of the cattle production in Brazil today takes place under tropical conditions. In the two southern Brazilian states of Santa Catarina and Rio Grande do Sul, however, where climate is more temperate, cattle are primarily of European breeds or crossed with zebu breeds, either for dairy or beef production.

However, in a country where meat beef is still considered as a commodity, the southernmost state of Rio Grande do Sul (RS), accounting for the fourth beef production in Brazil, is enduring difficulties. The access to national and international markets is hindered by high production costs when compared to others regions such as centre-west (pre-amazonian) region and by low levels of coordination within the supply chain. In addition, the RS region faces a new agricultural dynamic with the expansion of soybean and exotic paperwood monocultures.

According to Malafia (2006), this southern region still presents specific advantages. “*The region of the Pampas has many strategic resources, a privileged ecosystem, an European cattle genetic base, a meat production process based on raising animals outdoors on grass, satisfactory animal welfare for slaughter, extensive native grasslands, tacit knowledge of producers, culture and tradition of the people (the gaúcho)*”. The gaúchos form a well identified social and cultural group. Their culture developed from a rural way of life and environment revolving around cattle and horses. These two important assets greatly shaped every aspect of their lives, from their clothes (*bombachas* – trousers), their games, and their food – through an elaborated and specific way of cooking meat (*churrasco* – barbecue, *carreteiro* – meat cooking within rice), of conserving meat (*charque* – sun-dried beef cured with salt).

The case of the registration process and the protection of an Indication of Source (IP) for the meat produced in the Southern meadows of the Brazilian Pampa, borderline with Uruguay and Argentina, sheds light on how actors and institutions (SEBRAE and University in this case) in Brazil are interpreting the GI concept and its potentialities. The main difficulties and expected potentials impacts can be identified. The case study has a qualitative nature due to its descriptive approach and to the fact that this GI initiative is very recent. The project “Meat of the *Pampa Gaúcho da Campanha Meridional*” was established in 2004, through a

partnership between private and governmental organizations and with the leadership of farmers from the Pampean region. The objective of the project was to differentiate their product and improve its quality in order to compete on the national and international markets. In Southern Brazil, the good quality of beef meat produced on the natural meadows of this borderline region has been recognized for a long time and identified under a name of “*meat of the border*”. The registration of the product as an Indication of Source (one of the options open in Brazil for the registration of GIs) is quite recent (December, 2006). Therefore, it is not possible to estimate the impacts of the GI system on socioeconomic or environmental effects. Still, some interviews with stakeholders were conducted to evaluate the potential impacts expected related to ecological dimension (endangered, overexploited natural resources, landscape...), social dimension (marginalized population, cultural heritage...), economic dimension (significant export product...). The interviews with stakeholders also allowed identifying some unexpected impacts which are already appearing.

In a further step, the main results of this case study will be compared with the results of the Argentina Pampa beef case study.

However, it is difficult to say that this specific case is representative of all GI in Brazil. As we saw, only five recognized GI products are in Brazil. But, on another hand, this first initiative should have a certain impact for future GIs.

This case study analysis focuses on 3 specific working hypotheses:

H1: Brazilian Pampa beef is a collective initiative based on European market anticipation and national market segmentation (differentiation process based on British breeds and pasture feeding which is marginal production in Brazil).

H2: The ways the GI rules have been constructed and defined imply strong effects on producer’s selection/exclusion, which could make the label less attractive.

H3: Yet, the GI label could have some positive potential impacts (environment preservation, supply-chain organization, increased credibility of GI).

The **method** used contains 4 different steps.

After a bibliographic work and secondary data analysis (step 1), two first meetings were organized in May 2007 (step 2). These meetings allowed discussing the main objectives of the case study, evolving partners and building the specific hypothesis. The two meetings gathered a team of government and public extension technicians (EMATER, SEBRAE), researchers (EMBRAPA, UFRGS), members of APROPAMPA association, mostly large scale farmers and producers representation FARSUL. A survey on the GI settlements was conducted through qualitative interview or questionnaires application (step 3). Additional interviews were made with the other representative stakeholder (slaughter-house, breed cattle responsible – Angus e Hereford Associations..). The survey on the GI settlements and APOPAMPA association was performed between July 2007 and September 2007 (Vitrolles, 2007). The survey was performed in 46 settlements. The questionnaires aimed to characterize the producer’s profile, volume of production, main opportunities and difficulties. The fourth step aims to organize one workshop gathering stakeholders and several technicians and researchers to discuss the main conclusions of the case study with technicians and researchers implied in geographical indications development and promotion in Brazil. In addition, a passive observation was been realized accompany different meeting of producers organized

by the APROPAMPA association (Vitrolles, 2007). The close cooperation with the APROPAMPA leaders helped to better understand the main stakes and challenges of this case study.

The case study has a qualitative nature due to its descriptive approach and to the fact that this GI initiative is very recent. The main difficulties are related to the reduced availability of the producers and associates to take part in meetings. Therefore, few producers answered to the qualitative questionnaires. It has been difficult to find some recent statistical information: the last agricultural census has been done in 1995 (IBGE,1996). In addition, only expected potentials impacts can be identified due to the youngness of the experience.

4. The GI system today : definition and delimitation (*anatomy*)

41. Introduction: General features of the production and marketing systems for the product under study

In statistical terms, the beef meat is the animal protein most consumed in Brazil (36.6 kg/an)¹¹. Traditionally, beef has been the most appreciated meat for Brazilian consumers, but poultry is forecast to achieve first place. Meat beef is part of Brazilian culture and its consumption is also a consequence of the capacity and productive skill in the country, which has huge areas for livestock based on feeding pasture at low cost. Moreover, Brazil exports more or less 25% of his production whereas the others 75% are sold on national market.

Meat consumption patterns change considerably due to the lifestyles evolution, incomes and health concerns. Two tendencies can be drawn : the first one is a raise of the meat consumption related to the recent increase of the more popular class incomes, the second one affects the higher-income class which is today more worried about food safety especially about pesticides use, conventional versus organic farming system, health effect (cholesterol reducing effect), ecological and social concerns. However, very little is known about how food risks affect Brazilian's lives and their food choices. Several studies have revealed a search for clearest information as well as standardization and constant quality requirements.

A large portion of the population is only concerned about price and will promptly increase his consumption if he had the financial incomes. As stated by CEPAL/ESALQ/USP (1995), the perception of beef meat differs according to the classes social (A, B, C, D and E). The higher-income class considered the quality of beef very good, although they purchased in establishments as supermarkets and specialized stores with good standardization. While, the middle class seemed to be more worried about quality and most affected by the lack of product standard (SIC, 2007).

It is difficult to speak about beef meat in Brazil without mentioning its cultural importance and its specific way to prepare the beef meat. The meat consumption in Brazil has been turned an “art” specially with the *Churrasco*. *Churrasco* is a Brazilian word that means to barbecue, but it is much more. *Churrascaria* is a 3000 years old tradition stemming from the pampas of Brazil where ranchers barbecued large portions of marinated beef, pork, and poultry on long skewers over an open fire pit. Nowadays, it is still one of the most important social activities either for urban and rural people. On the week-ends, people invited neighbors, friends and family to eat a *Churrasco* or to go to the *churrascaria*. There is several ways to do the *churrasco* depending on the region or the localization (urban or rural place). The modernization brought new equipments more useful and *Rodizio*, which can be considered as a modern way to eat *churrasco*. *Rodizio* is one kind of services in Brazilian restaurants. There, waiters come to the table of customers with knives and skewer at several times throughout the meal, until the customers signify that they have had enough. The most commonly cuts are from beef, pork, and chicken ...

¹¹ See : <http://www.agrocarnes.com.br/carnes.htm>

Recently, it was also observed the development of *Padilhas* in Porto Alegre, the southernmost state capital of Brazil, which is the Argentinean and Uruguayan type of restaurants. This fact confirms that eating meat continue being an important social activities and still in development. Currently, *churrascarias and its rodizio services* are spread throughout all the Brazilian regions, where meat is used to be cooked differently. That allows others Brazilians to appreciate *churrasco*.

Churrasco requires some specific meat qualities. Therefore, we can observe that consumers purchase specific cuts and have exigencies regarding quality. That partly explains the permanence of specialized stores and specific marketing strategies. Firms such as slaughterhouses are looking for product differentiation trough trademarks, quality labels (Bankuti and Macahado Filho, 1999). Moreover, firms, producers, wholesalers and retailers engage strategic alliances. First partnership has been done in Rio Grande do Sul. The main Goal of the operators was to guarantee a high quality product to the consumer without added costs.

42. Definition of the GI Product

42.1. How is the product defined?

The National Institute of Industrial Property (INPI) has recognized the IP Pampa da Campanha Meridional Beef (*Carne do Pampa Gaucho da Campanha Meridional*) in December of 2006. The product is a fresh meat from young animals, with “rosy” color and white fat, fine texture and moderate intramuscularly marbling.

The Apropampa Association Code of practice defined six requirements to obtain this GI product: delimited area, cattle breeds, animals feeding, animals fattening staying in the area at last one year before the slaughter, traceability and animals’ characteristics. Animals must be of European breeds, either Hereford or Angus or their hybrid. The herds are exclusively fed on native pastures (*campo nativo*) or improve native pastures. Cultivated winter lots are authorized whereas cultivated summer lots are not. Grains complementation is prohibited in the last year before the animal slaughter. Moreover, animals must remain free all the year. The code of practice defines a set of norms for slaughter, which includes the age of the animals (24 - 42 months), the thickness of fatness in the meat (3 mm minimum), the conformation (convex) and the weight (from 180 to 230 kg according to the sex and age) of the carcass. Four cuts are destined to GI products. The others are sold in the general market as generic products. It’s important to highlight that animals (raw material) are not to birth in the delimited area. The cattle should only stay one year within the zone. This condition is due to the fact that the region is historically a cattle-fattening area (Apropampa, 2006).

42.2. Volume

The following table presents type of pieces commercialized according to time and volume. These data concern only the first twelve weeks from December 2006 to March 2007.

Table 4 : Type and volume of cuts commercialized per week by APROPAMPA to December 2006 from March 2007

Product / week	1	2	3	4	5	6	7	8	9	10	11	12	Total (kg)
Picanha	101,31	100,09	97,12	70,15	75,2	91,26	85,19	19,72	33,25	36,38	87,53	25,67	822,87
Maminha	111,48	95,03	86,45	59,54	62,9	65,69	65,8	18,46	24,24	36,6	16,62		642,81
Entrecot		122,02	82,26	90,54	102,6		92,5	44,13	41,1	45,44	41,61		662,20
Contra file	387,73	380,25	404,08				108,05	129,19					1409,30
Costela													0,00
Vazio													0,00
Alcatra	100,55	289,18	265,81										655,54
Tatu	170,66												170,66
Patinho	127,50												127,50
Coxao do dentro	655,23												655,23
Coxao de fora	161,06												161,01
Filé mignon	173,13	153,63	146,62										473,38
TOTAL	1988,65	1140,2	1082,34	220,23	240,7	156,95	351,54	211,5	98,59	118,42	145,76	25,67	7580,55

Source : general assembly APROPAMPA 23/04/07

In December 2006, the GI labeled beef was sold by a supermarket of an international chain within a partnership with the slaughterhouse. The quantities are very small. Several elements explain the low volume of commercialized labeled meat.

During this period (weeks 1 to 7), ten pieces of meat were labeled with IP within the total of 5 tons of commercialized meat. Those pieces were specific cuts: *picanha*¹², *maminha*¹³, *entrecot* and *contra-filé*¹⁴ (Vitrolles, 2007).

From weeks 7 and 8, the Apropampa association began with another trade partner. This one imposed to work with only four cuts *picanha*, *maminha*, *entrecot* and *contra-filé* for GI Products.

IN addition, according to the president of APROPAMPA, producers have several difficulties to fulfill the GI requirements:

“We are not able to meet demand because of low availability of animals that fit in the program” (President of APROPAMPA interview, Vitrolles, 2007).

Despite of the volume limitation which prevents producers from reaching new markets, there was some disagreement between the first trade partner and producers. The few GI products were sold in several supermarkets of the RS State, which turned the GI product recognition more difficult at the consumer level. For that reason, producers decided to work with only one specialized store in Porto-Alegre. The slaughter-house and this store used to work together. A negotiation between those two stakeholders allows to commercialize GI products

¹² Cape of rump (English) or Tapa de cuadril (Spanish)

¹³ Tail of rump (English) or Punta de picaña

¹⁴ Striploin (English) or Lomo liso (Spanish)

and promoting the GI approach. But it concerns only 4 cuts, what limits the GI experience and its expected impacts.

The labeled cuts are another important point. As mentioned, three or four cuts, “*the most distinguished cuts*”, are sold with the GI label: *picanha*, *maminha*, *contra-filé* and *entrecote* (see annex 2). In fact, only few pieces are required for the *Churrasco*. These pieces can also be sold with vacuum packaging without bones, both in national market (self-services) and in the international market (exportation). They are also very prized by the European market. Therefore, at several time, the slaughter-house preferred to export *entrecot* and *contra-filé* with a trademark rather than to sell it to the specialized store with GI label in the Brazilian southernmost city.

42.3. Traceability: an important stage of the code of practice

During several decades, cattle breeding sector prioritize the animal productivity. First world meat producer, Brazil did important effort as regards traceability issues. In January 2001, the Brazilian government created a new agency responsible for identifying which animals are from which region. Called SISBOV (Brazilian System of Identification and Certification of Origin for Bovine and Buffalo), the new agency has developed a “set of procedures used to identify bovines, buffalos and farms aiming at monitoring origin certification, internal/external transit control, health programs and productive systems (Box1). The SISBOV is already concerns 57 million of animals with about 30 percent of Brazil’s cattle herd (Citation). The animals born in Brazil or imported are registered under the SISBOV and monitored by private certification entities accredited by MAPA. The animals must be registered with the SISBOV, 90 days before the slaughter.

Box 1 : the SISBOV program

“The SISBOV program includes:

- a) Identification of the farm of origin;*
- b) Identification of the animal;*
- c) Month of birth or entry on the farm;*
- d) Sex of the animal;*
- e) System of breeding and feeding;*
- f) Records of sales;*
- g) Additional information for the certification of the animal;*
- h) Sanitary information (vaccination, treatments);*
- i) Imported animals identification requirements: country and farm of origin, date of import authorization and date of entry in Brazil, number of import license and farm of destination; and, j) Slaughter animals. The meat packer is responsible for filing with MAPA the documents related to the identification of the animal”*

Source : USDA Foreign Agricultural Service, 2007

To export beef meat for the European Union Brazilian producers must have an agreement and a health certificate issued by the Member States of the Union.

For our case study, the animals’ monitoring system has to be established for each animal. The meat traceability and GI certification is the basic part of the whole process of GI Brazilian

Pampean Beef production and elaboration. The number of the animal is specified for each piece of meat containing a GI.

42.4. The nature of the "links to the area of origin".

The Rio Grande do Sul State has acquired an excellent reputation of cut and fattening-cattle. Climate, "pampas" biome and environment enable the breeding of European cattle genetic base. The extensive native grasslands, tacit producers' knowledge, *gaucha* culture and tradition of the people give a well-known notoriety in Brazil. Nevertheless, it is important to highlight that the animals (raw material) is not to birth in the delimited area. As we see, in the GI regulation, the cattle have to stay a minimum of one year within the zone.

How to justify that the GI product will be different from other meats?

According to Vitrolles (2007), different elements link origin product to its territory. One of them is: specific characteristics of the production area, the product history (mostly related to British breeds), the *gaúcho* know-how and the final period fattening in the delimited surface. The historical report conducted by the UFRGS collected a number of elements that showed the connection between the product (meat and meat products) and the geographical location. The sources used for this research included: reports from historians, travelers, romance novels, tales, poetry, newspapers and technical magazines, pictorial sources and interviews with cattle farmers and researchers of the history of the *Campanha Meridional*.

What kinds of criteria are mobilized in the origin recognition?

Several criteria could assess this link. The firsts gather all of quantifiable criterion by biophysical and chemical analysis, sensory profiles elaborated by sensory panel. Whenever there is not sensory evaluation committee, the characterization of the link with origin can be made by the actors' perception.

Our fieldwork highlighted several criteria mobilized by the different actors and stakeholders. The criteria are related to the fame and history, the specific environment conditions, the animal Breeds and meat characteristics, local development stakes – Table 5

Table 5 : Main criteria mobilized in the origin recognition according interviewed actors

critereon	Interview extract	Interviewed actor
Fame / History	- <i>Beef and cattle of Rio Grande do sul always had a good reputation.</i> - <i>For Brazil, Rio Grande do Sul is the cradle of the European breeds and the meat of quality (with a quality more important than for the meat of zebu of the mid-west).</i>	Association of protection of the Angus breed
	- <i>Reputation, notoriety and image are the specific resources, which contribute to the differentiation of the product.</i>	FARSUL
	- <i>This region has a history; this is the cradle of production of the State. Such beef producers are established in the region since 1800.</i> - <i>This is a region, which has famous beef meat. The English cold storage rooms had given some fame to the gaucho meat in the country and foreign.</i>	SEBRAE
	- <i>The border gaucho is a traditional producer of beef meat.</i> - <i>The border has an image of cradle of the gaucho's culture.</i>	Producer 1
	- <i>In Brazil, there are two great regions of beef meat production, center West and Rio Grande do Sul, with very distinct products, breeds, quality, organoleptical features, proven scientifically.</i> - <i>In Rio Grande do Sul, we have a differentiated production, with an own story and a to be known region</i>	Producer 4
	Environment	- <i>The climate and the environment (campo nativo) allow having good conditions to rear European breeds.</i> - <i>People can't deny that the beef meat produced in the Rio Grande do Sul has quality, independently of the breed and thanks to the feeding.</i>
- <i>The region is characteristic, has native species, ones species that people only meet here.</i>		Association of protection of the Hereford breed
- <i>It is a region with specific vegetation, is an "Amazonia of the South", not in term of vegetation but in term of biome. Because it is the Pampas biome.</i>		SEBRAE
- <i>We must be different by quality and volume. The local beef meat is very different from zebu's (size, cut, savor, tenderness).</i> - <i>Moreover, there is an influence of Uruguayan and Argentinean tradition in the south: we have a profile more Uruguayan and Argentinean than Brazilian, not only because of the geography but also compared to our pastures and our animals (southern half of RS).</i> - <i>To support the thesis according to which the local ecosystem is of great quality, "Mercosul 1" refers to the stud farms you can find in great majority at the level of the border.</i>		Slaughter-house 1
- <i>The meat of the animals with the label of the GI come from qualified herds, fattened on native pastures of quality which transmit different savors.</i>		Producer 2
- <i>There is a link between the final product quality and the environment. Before, he had a ranch out of the limited area today. He decided to sell and to buy a smaller one in the area. So, he saw that it had a big difference in the product quality, at the level of the flavor, that had an incidence from the ground, from the climate...</i> - <i>After some years, people arrived in the conclusion that is question of the ground, of the region.</i> - <i>IP: beef quality due to pastures</i>		Producer 3
- <i>The meat has differences of color, muscular fiber, flavour due to the variety of the plants in the region. The UFRGS and the Embrapa had shown that there are 312 different plants in the field Gaucho.</i>		Producer 4
- <i>Beef recognized thanks to some factors as the flavor caused of the floristical diversity of the area.</i>		Apropampa 2 (Producer 6)
- <i>First the grounds guarantee the fattening of the cattle since the vegetation that constitutes the diet of the animal changes with the types of ground.</i> -	UFRGS	

Breeds	- <i>The climate and the environment (campo nativo) allow having good conditions to rear European breeds.</i> - <i>In any case, each animal carries traces of European breeds.</i>	Association of protection of the Angus breed
	- <i>What differentiates the product, what confers to him its quality, it is the breed, very adapted to the area.</i> <i>Mercosul developed that in the area by the means of programs of selection for example.</i> - <i>We must be different by quality and volume. The local beef meat is very different from zebu's (size, cut, savor, tenderness).</i> - <i>Moreover, there is an influence of Uruguayan and Argentinean tradition in the south: we have a profile more Uruguayan and Argentinean than Brazilian, not only because of the geography but also compared to our pastures and our animals (southern half of RS).</i>	Slaughterhouse 1
	- <i>The main focus of the slaughterhouse is the quality. The best quality is linked with the British breeds, Hereford and Angus.</i> - <i>With the beef meat we have, we manage to regularize costumers. It is the main difference with the zebu meat.</i>	Slaughterhouse 2
	- <i>Animals of European race which graze</i> - <i>They work only with Hereford and Angus: "I believe that it is for that that they have this quality".</i>	Moacir
	- <i>The meat of the animals with the label of the IG come from qualified herds, fattened on pasture of quality which transmit different flavors.</i>	Producer 2
	- <i>The Gaucho Pampas are a region differentiated with characteristic races (Hereford and Angus), traditions...</i> - <i>The Pampas have been a region of cattle creation since a long time, and the settling with Hereford and later Angus already has varies decades.</i>	UFRGS
Meat characteristics	- <i>Quality of this meat: tenderness and flavor.</i> - <i>The great differential is our flavor.</i>	FARSUL
	- <i>Today there is a lack of scientific studies to prove this difference of flavor according to animals' feeding and to show the tipicity of the GI.</i>	SEBRAE
	- <i>A very tender meat with a great organoleptical quality.</i>	Moacir
	- <i>Soft, marbling and with upper palate.</i>	Producer 1
	- <i>The criteria of the APROPAMPA demand a differentiation of the quality.</i>	Producer 2
	- <i>Much taste, tenderness, clean texture.</i> - <i>Tender, succulent and tasty meat.</i> - <i>The meat of the animals with the GI label come from qualified herds, fattened on grazing grounds of quality which transmit different flavors.</i>	Producer 3
	- <i>Tender, red-colored, with taste, tasty, succulent, with a little intramuscular fat.</i>	Producer 4
	- <i>The meat has differences of color, of muscular fiber, flavor due the variety of the plants in the pastures of the region.</i>	Apropampa 1 (Producer 5)
	- <i>Young animal with intramuscular and external fat, tasty meat.</i>	Apropampa 2 (Producer 6)
- <i>Meat recognized thanks to some factors as the flavor due to the floristical diversity of the area.</i>		
Local development	- <i>This meat has an enormous value because the producers manage to produce meat associated with a determined region.</i>	Association of protection of the Angus breed
Origin	<i>The IP is a product whose origin is guaranteed</i>	Seller Producers 1 to 7

42.5. Does the recognition of this GI an act of recognition related to the Pampas ecosystem as a whole?

The legitimacy of this case study is quite questioned for several reasons. First of all, it is difficult to justify why and how a small group of 50 producers can appropriate themselves the name of the *Pampa Gaúcho da Campanha Meridional*, which represents a large region populated by many others breeders. This verify our second hypothesis which consider that he way the GI rules have been constructed and defined imply strong effects on producers selection/exclusion, and could make the label illegitimate.

Another interesting point is the choice of the name. It is clear that the GI producers assert their membership to the *Pampa Gaúcho*. Aware of the commercial interest in this source, they also wanted to use this denomination to characterize their GI. On the other hand, knowing that this choice of the name *Pampa* would be prone to polemic with their Uruguayan and Argentinean neighbors, the meat producers took the precaution of over-qualifying the name of the GI in specifying the micro-region of the source of the meat

“At the beginning, there was the problem of Uruguayan and Argentinean Gaucho Pampas but with the denomination “Carne do Pampa Gaucho da Campanha Meridional” it was overpassed (Producer interview, Vitrolles 2007).

This is where the name CPGCM comes from, which they justify noting that

“In the Campanha Meridional region, we can find the best natural grass of the Pampa Gaúcho”(Apropampa association secretary interview, Vitrolles, 2007).

In addition, the act of denomination of the “*carne do Pampa Gaucho da Campanha meridional*” GI aims to recognize Meridional Campaign as an interesting part of the Pampas.

42.5. Product specifications: the code of practices

The code of practices was defined and proposed by a group of 15 producers and support by the SEBRAE and researchers from university. It defined six requirements to produce the GI: delimited area, cattle breeds, animals feeding, in the delimited area 12 months before the slaughter, traceability and animals’ characteristics. The Animals must be European breeds, either Hereford or Angus or their hybrid. The herds are exclusively fed on native pastures (*campo nativo*) or improve native pastures. Cultivated winter lots are authorized whereas cultivated summer lots are not. Grains complementation is prohibited in the last year before the animal slaughter. Moreover, animals must remain free all the year.

The code of practice also defines a set of norms for slaughter, which includes the age of the animals (42 months maximum), the rank of fatness in the meat (3 mm minimum), the conformation (convex) and the weight (from 180 to 230 kg according to the sex and age) of the carcass. The table 6 sums up the main requirements of the code of practices. As it can be noted, few points are related to the geographical dimension – table 7.

Table 6 : Main Code of practices points

Components of the Code of practices	Which resource is mobilized (local or generic) ?	Whose know-how is activated by the specification? (Producers, processors, ripeners, traders...)
1. Race	No specific British races in Brazil even if the introduction began at century XX (cows certainly inseminated with GB bull) (GENERIC)	Breeders in complete cycle, selectors, associations of animal breed.
2. System based on preservation of native pasture	Biome Pampa very specific (biodiversity) (local)	Nontransferable competencies and know-how of the Apropampa breeders
3. Traceability	ID tag on bovine ear (generic)	Technical area, technicians of the ID tag enterprises, slaughter-house

Source: our Fieldwork, Vitrolles, 2007

Despite the precision of the code of practices, some elements are not still considered and defined. There is no reference, for instance, related to the calves birthplace, even to the control of animals breeding (food). Only the last 12 months of the animal life are controlled. The code of practices does not mention any specification for the calves. All of British breed calves could participate to the GI program whatever their geographic origin.

Today, producers are working with only one slaughterhouse localized in Bagé RS. The code of practices does not specify a name of slaughterhouse nor localization particular. But “*the slaughter-house which will commercialize the GI cuts its derivatives have to respect the sanitary exigencies required at federal and state levels –SIF* (extract of code of practices, 2005)

Table 7 : Geographical link in code of practices :

Criterion	Geographical origin	
Animal	Calf	Not specified in the code of practice
	Animal before the 12 months before the slaughtering	Not specified in the code of practice
	Grass fed Animal during the 12 months before the slaughtering	In the delimited area of GI
	Animal slaughtered	In a slaughterhouse partnership of the project : localization not specified
Feeding	Before the 12 months before the slaughtering	Not specified in the code of practice (neither nature of the feeding nor origin)
	During the 12 months before the slaughtering	Food having to come from the delimited area (knowing that there is not grain complementation during this time)

Source: our fieldwork, Vitrolles, 2007

43. Description of the geographical territory / Area of production

The area of production of the Geographical Indication is located in the State of Rio Grande do Sul, in the Southern region, the mesoregion of the Campaign (*Campanha*) and the microregion of the Meridional Campaign (*Campanha Meridional*) (cf figure 1). It belongs to the biome Pampas (cf figure 2). The **Pampas** (from *Quechua*, meaning "plain") are the fertile South American lowlands that include part of the Argentine provinces of Buenos Aires, La Pampa, Santa Fe, and Córdoba, Uruguay, and the southernmost State of Brazil, Rio Grande do Sul, covering more than 750,000 km² (290,000 square miles).

The campanha Gaucha is a regional space located in the southwest of the Rio Grande do Sul, in the string border between Argentina and Uruguay whose main feature is the presence of native pastures, which distinguishes the regional landscape as being the Pampas gaúcho (Chelotti and Pessoa, 2007)

Figure 1 : Campanha Meridional localization

Extracted of : IBGE, 2006. Atlas das representações literárias de regiões brasileiras. Brasil meridional. Volume 1. Rio de Janeiro, 2006. 88 p.



Source : Malha municipal digital do Brasil: situação em 2001. Rio de Janeiro : IBGE. V2: Projeção policonica. P. 34.

Figure 2: Map of Brazilian Biomas, result of a partnership between IBGE and Ministry of environment



Source : IBGE, 2007- <http://www.ibge.gov.br>

First demarcation of *Campanha Gaúcha*, by the Brazilian Institute of Geography and Statistics (IBGE), dates of 1941. In 1966, IBGE delimits the **fisographic** zones of Brazil among which one it identifies a fisographic zone of *Campanha*. Since 1989, *Campanha Gaúcha* corresponds to the region of southern west of Rio Grande do Sul composed by *Campanha Ocidental*, *Campanha Central* and *Campanha Meridional* (IBGE, 2006).

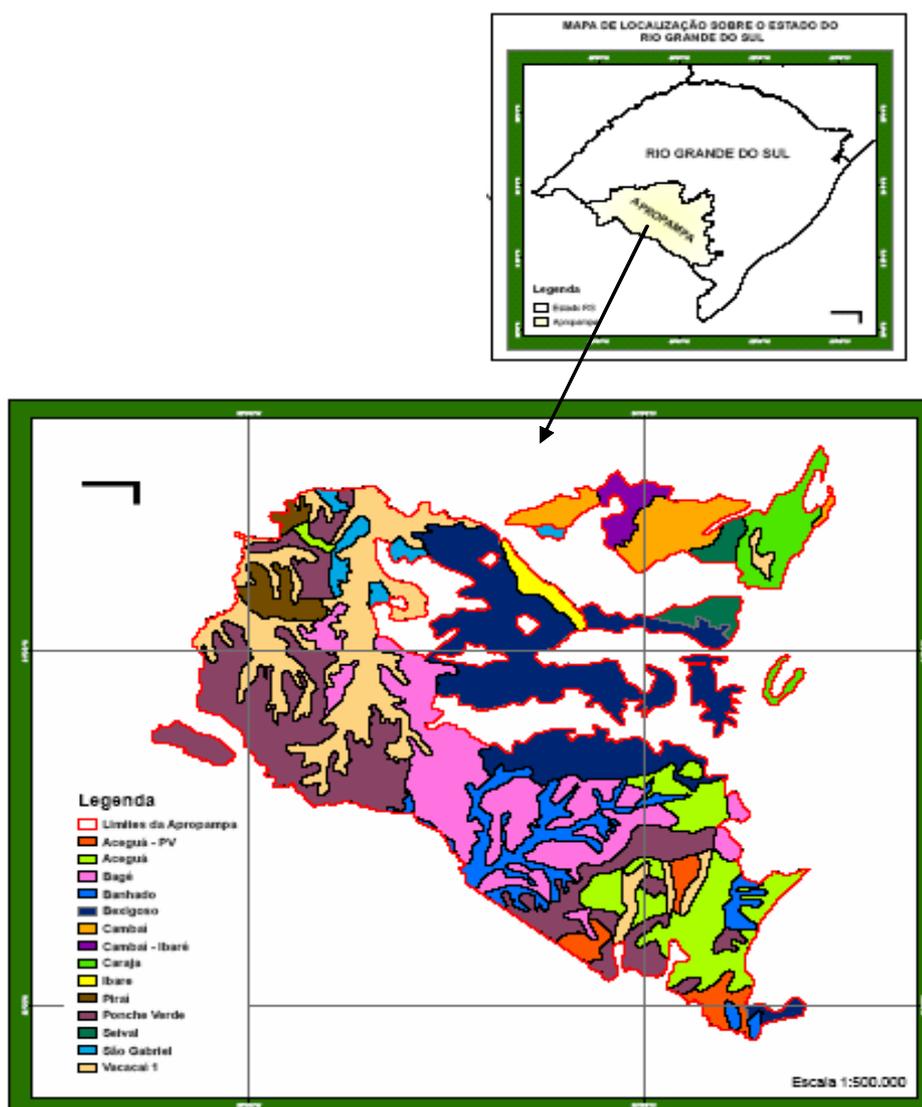
The GI delimited area includes the totality or part of 13 municipalities (figura 3). The delimitation of the area was not an easy task to accomplish. The technicians first wanted to certify the meat from the state of Rio Grande do Sul, before realizing that the diversity of the vegetations, soil, and breeds made their attempts much harder. The first difficulty was to define the criteria of identification and delimitation of the zone of production. Three criteria were selected: pasture feeding (and fattening) tradition, presence of British breed, characteristics of the meadows that would benefit the development of the British breeds (type of soil, quality of the grass, floristic composition). The UFRGS first developed an important bibliographical research (zotechnical and botanical) supported by cartographical data from a georeferencing company. 11 types of soil were considered suited to the production of high quality meat. Following this research, a small team made up of 2 researchers, 2 members of the agricultural union (FARSUL), 1 member of SEBRAE and 1 meat producer went to the fields to verify the exactitude of the criteria. This exercise was important for the researchers and their supporters who wanted to “*Delimit an area that couldn’t be called into question afterwards*” (FARSUL interview, Vitrolles, 2007).

Special attention was paid to the relationship between the soil composition, floristic composition and the quality of the grass. In fact, in the south of Brazil there are what is called

campos limpos (clean fields) and *campos sujos* (dirty fields). *Campos sujos* are characterized by savanna, with trees and shrubs and a variety of taller grasses that promote the development of ectoparasites. These criteria explain why the geographical area of the GI does not present complex delimitations.

In spite of the care and the precision level of the area delimitation, some controversies are emerging. They come from not included producers who affirm that the quality of the Apropampa meat does not differ from their meat.

Figure 3: Delimited area of the GI « *Carne do Pampa Gaúcho da Campanha Meridional* »
Extract of: NABINGER C., 2006. Apropampa, Associação dos produtores de carne do Pampa Gaúcho da Campanha Meridional . *Rapport*. p. 4.



Evolution over time ?

The GI area delimitation did not change too much between 2006 and 2007. Some new areas have been integrated into the zone whereas they could be considered as ‘dirty fields’ with savanna. Other zones which were excluded by bibliographical studies were integrated (Vitrolles, 2007).

44. Description of the GI system: the actors and their involvement

This part is based on present situation (2005, 2006 and 2007 data).

44.1 GI System delimitation

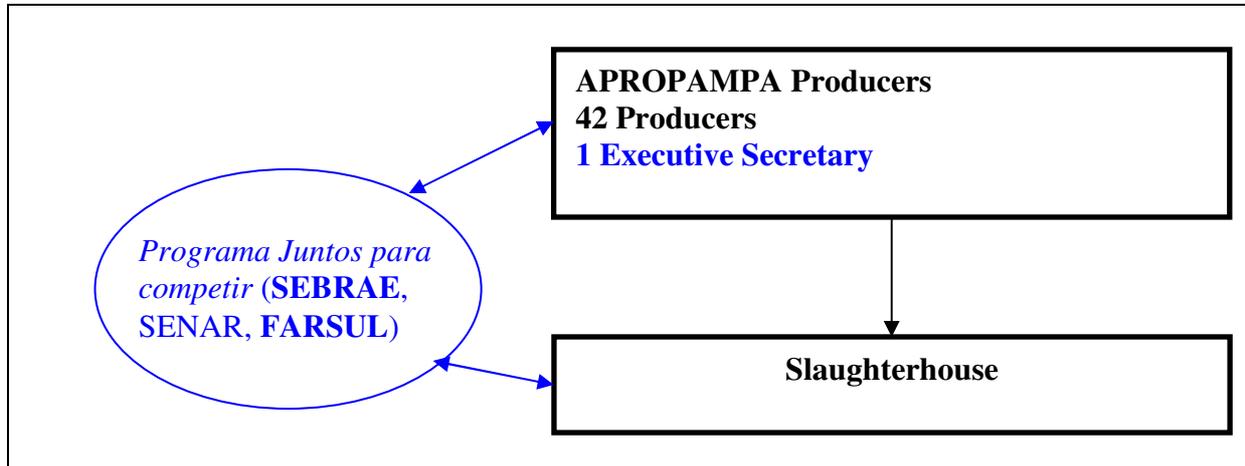
The GI system **insiders, who “live” the system”, is composed by:**

- Almost fifty producers: breeders, fatteners (complete cycle, or fattener)
- Executive secretary of association (Service provider, consultation service)
- One Slaughter-house localized in Bagé
- The SEBRAE
- The FARSUL represented by two GI producers

The program “*Juntos para competir*” is coordinated by SEBRAE of the Rio Grande do Sul, the National service of the Rural Training (SENAR) and the Agricultural Federation of Rio Grande Sul (FARSUL). It aims to improve main agricultural supply chains, to train stakeholders, and to support chain organizations. Most of animal supply chains are involved: cattle breeding, cattle diary, sheep and goats, pigs, besides others chains such as flowers and ornamental plants, fruit production, bee-keeping, the sugarcane and its derivatives.

FARSUL is the federation of Rio Grande do Sul’s largest producers. SEBRAE is an organization, for the promotion of small and medium enterprises has large resources and an extensive national network of staff. In the ‘90s, it made a turn to the rural sector and is currently very active in the promotion of alternative special quality markets: organics, fair trade, Slow Food and GIs. SEBRAE has published a book specifically on GI’s and another with the instigating title: *Moving Territories* which also includes a chapter on the concept of *terroir*, indicating the priority which it is currently giving to strategies based on origin products. For SEBRAE, this case was considered as a pilot experience. Its main objectives was training its staff, learning how to do a GI demand visiting others experiences and foreign countries, conceiving methods to promote GI in Brazil. In just a few years, this institution participated in the World-wide ORIGIN Assembly, supported the first GI beef meat, published and distributed 10,000 guides on “Geographic Indications”, for the SEBRAEs Units of the whole Country. Today, SEBRAE continues supporting the pilot experience (Pampean Beef) and developing new GI projects in this RS State such as Candies of *Pelotas*, Rice of the coast and leather of *Vale dos Sinos*.

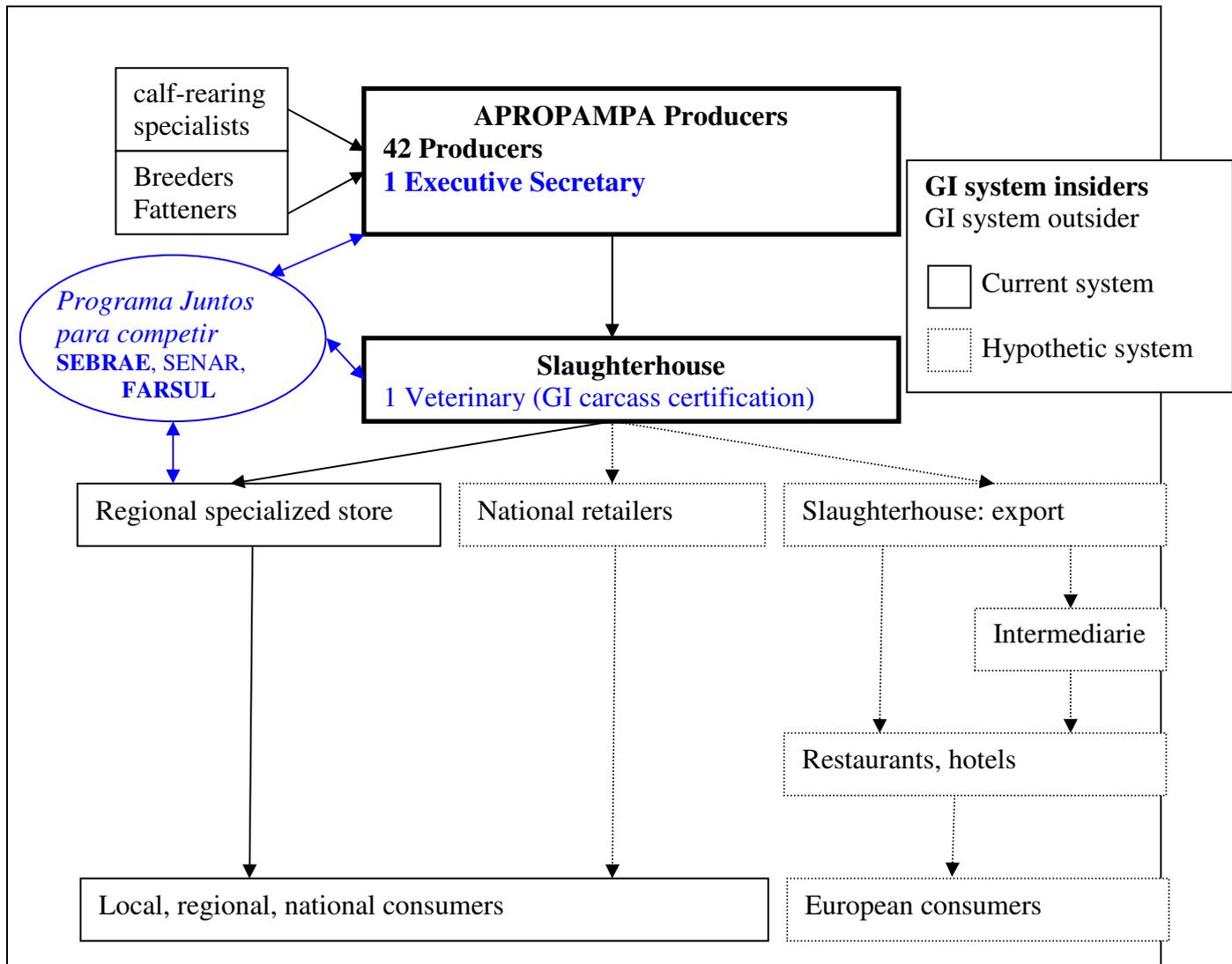
Figure 4: The GI system



The GI system **outsiders who “give” to the system** on the other side is represented by:

- calf-rearing specialists out of the association
- cattle breeders out of the association
- specialized store
- salesmen and brokers
- consumers.

Figure 5: The GI system and its environment



In this case study, some of actors are effectively engaged in creating value and improving the strategic marketing position of the GI product by spontaneous individual or organized collective action (mostly producers, slaughter-house, specialized store..) Others are responsible for the activation and reproduction of strategic local resources (natural resources, knowledge...) which make the GI product specific. The following table presents the main actors and their function in the GI system.

Table 8 : Type of the GI system actors and function

Type of actor	Function (s)	Which place-based resource (s) they manage ?
1. Producers' Association	Producer	Alive animals
2. SEBRAE	Financial, technical support	Financing Formation
3. FARSUL	Technical support	Support
4. SENAR	Financial and technical support	Financing Support
4. Consulting service	Technical support (advice structure)	Support, advice, executive secretary, certification of the carcasses
5. slaughterhouse	Processor	Alive animals, dead animals and beef
6. specialized store	Retailer	Beef

Source: our fieldwork, Vitrolles, 2007

Apropampa Association gathers over than fifty associates and one executive secretary from a cabinet of consulting. The Apropampa producers are more large scale producers. The smaller associate has approximately 480 ha and the bigger 13.000 ha, while it is estimated for the region an average surface about 2.000 ha. Our fieldwork highlighted that some important suppliers and actors are not join the association: suppliers of material raw, calves rearing specialists, small scale family farmers. According to Ribeiro (2001), one reason is that already subsists number of certain preconceived notions in the region. One of them is that it would only found a large size farms. Whereas, more than 70% of the farms in Southernmost region are less than 100 ha. Recently, the association made an effort, to integrate the latter, which are considered as more dedicated producers. "*De ce fait, l'idée qu'il n'y a pas de "petits agriculteurs", encore moins d'agriculteurs familiaux, est fausse*" (Martins Batista, 2006).

The Slaughterhouse. (in Bagé RS) is the leading beef processor in the state of Rio Grande do Sul, with over 20% market share. The company specializes in the processing and sale of high quality beef from European breeds. It is the seventh largest beef processing company. Today, it is slaughtering more than 4000 heads per day in 9 plants strategically distributed in the more important cattle regions of the country (Rio Grande do Sul and Center West). The firm supplies meat domestic market and more than 70 foreign countries all over the world. Currently, over fifty percent of the premium meats produced by the slaughterhouse are destined to exports, to an increasing foreign market that includes EU countries as Great Britain or Germany. In 2006, the slaughterhouse increased its financial partnership to focus on expansion through acquisition of new plants, as well as vertically integrating the business with the benefit of by-products such as leather, bio-diesel, cooked frozen beef, and toys for pets (citation). However, the quality strategy for fresh meat still remains a very important objective for this firm. Its main actions for that are related to genetic investment, animal health controls and bovine traceability. Today, their plants follow the international standards. There also is a rigid quality control, with constant investments in equipment and processes.

“Our projects of agricultural extension, as financing of genetic improvement, are consolidating our strategy of faithfulness: qualified purchase rewards producer who believes in quality. Moreover, we possess an ample base of suppliers distributed by all the region of cattle” (firm manager interview, Vitrolles 2007).

GI involvement strategy. According to the extension manager of the slaughterhouse, its involvement within the GI project began with the program “*Juntos para competir*”. This one implemented a private and public partnership to improve the supply-chain coordination. The firm joined the GI project in order to better organize the sector and to work some specific technical issues (breeds, meat quality) to buy more specific cuts.

“O foco principal é fornecer traseira para exportação (carne desossada). 64.5% da carne é desossada” (Slaughterhouse Manager Interview Vitrolles 2007).

The specialized store

The specialized store has been functioning for more than 33 years in Porto Alegre. Its owner started with the help of his family. He has progressively increased its butchery, employed more collaborators and diversified its products and services. He is offering since 2001, *ready barbecue* on the weekends and on holidays, bakery and confectionery products. The good maintenance of the structure, the personalized service and the good quality of meat have contributed to increase his notoriety. His butcher shop always presents a large variety of meat: young beef animals (from British breeds), chicken, pork, lamb, fish.

44.2. Production and processing systems

Production systems are extensive. Large farms (fazendas) are predominant in the border areas with Uruguay and Argentina (*Fronteira and Campanha*) where animals are kept on the fields all year round grazing native pastures. These have a yearly fluctuation with a peak in the spring and little production in winter. Since making silage is not a common practice and disallowed by the GI codes of practices, cattle have to adjust to these natural pasture cycles (Cardellino, 2000).

All of producers breed their cattle with specific practices which give to the meat tenderness and high tenor of marbling. This practices came from Argentina and Uruguay and were already presented by Champreronde for the Argentinean case study “*all males are castrated before the 8th months, the breeders select the meat breed with genotype adapted to the local extensive system, steers and heifers are slaughtered before they are 24 – 30 months*” (Champreronde, 2006).

According to Nabinger (2006) studied cattle raised for consumption in Rio Grande do Sul. He found that 35% of the cattle farmers interviewed raised “general breeds”, 45% raised specific mixes of Zebu and European breeds, and only 20% raised pure breeds (9,8%) or mixes of European breeds (10,2%).

Usually, producers cultivate some hectares of rice even of soya for a farming subsistence objective and/or to feed workers and farmers, or/and to sell it. However, crop surface dimension is smaller than the pastures for cattle breeding. This is due to the weak propensity to agriculture of the soils in the region.

Several types of producers can be identified in the association, according to their specialization level, their activity (complete cycle, calf-rearing specialists, fatteners...), and their farm size, which varies from 300 to 1000 hectares, more than 1000 ha for few of them. As far as the processing system, cattle are transported by vehicle to the slaughterhouse. At their arrival, animals are controlled by the federal veterinary (SIF) and the GI technician (shape, traceability and sanitary aspects). Then, the GI animals are slaughtered, boned and cut in a special room.

Do the producers or processors (transformer) invested in GI initiative by choice (proactive) or alternative (defensive)?

According to our interviews, most of producers involved in the GI experience are in a proactive position. Producers from APROPAMPA started a certification process to benefit new market opportunities and differentiated their production from Center West cattle breeding. However, the project could indirectly benefit other southern producers who are enduring difficulties to access national markets due to its high production costs.

44.5. Markets

Brazil is recognized as a large zebu cattle producer of Zebu. According to several importers, its meat is not renowned for the meat quality (Luchiari, 2006). On other hand, the southernmost states are distinguished from the other states. *“The region of the Pampas has many strategic resources: a privileged ecosystem, European cattle genetic base, the production process based on outdoors raising animals on grass, animal welfare slaughter, extensive native grasslands, tacit knowledge of the producers, agricultural research, culture and tradition of the people”* (Malafaia and al., 2006).

Cattle breeding in the region acquired a good quality reputation with an important leather cycle and *charque* production during the previous centuries. The meat of the Brazilian south has a reputation: local and national, the product emblem of the gaucho is recognized in the worldwide. The fame of the Pampa as for it extends to the continent of Europe even if the image is more generally associated with Argentina.

As we already mention the cultural importance and the specific way to prepare the beef meat. It is usual to see on the week-end, people invite neighbors, friends and family to eat a *Churrasco* or to go to the *churrascaria* which offer *Rodizio* (Figure 6). The later can be considered as a modern way to eat *churrasco*. Recently, it was also observed the development of *Padilhas* in Porto Alegre, the southernmost state capital of Brazil, which is the Argentinean and Uruguayan type of restaurants. This fact confirms that this eating meat is still an important social activities and still in development. Currently, *churrascarias* are spread out in all of Brazilians regions, where meat is used to be cooked differently. That allows others Brazilians to appreciate *churrasco*.

Figure 6 : Rodizio service in Brazilian Churrascaria



What are the consumers' motivations when they buy the product?

The *Pampa Gaucho da Campanha Meridional* meat is currently sold in only one store in the capital of the State, Porto Alegre. The Brazilian consumers consider this specialized store as luxury shop. The consumers-connoisseurs, the experts or rich people can find a set of requirements in regards with meat quality. In fact, the consumers are much more demanding on quality meat here than in the supermarket (especially tenderness, taste and marbling). In addition, the products in this specialized store are more expensive than in the supermarket (see annex 3).

As regards origin issue, the specialized store does its own choice. This store is renowned to buy high quality meat, from British cattle, bred in the Rio Grande do Sul State. Until the GI label, no label certified the origin; it was only a trust relationship between the trader and his customers.

According to the trader, it is not easy to know the motivations of the consumers. The GI meat is sold boned and in vacuum pack in self service. But, it could be observed that some costumers buy the products fortuitously according to the cuts availability (the prices are equivalent between different marks). While others customers buy directly the GI labeled product. According to him, these customers already know the program and appreciate the quality.

“However, the most of the customers do not note the GI Label. The main reason is that no promotion or marketing program has been done. The consumers do not know about the initiative (specialized store salesman interview, Vitrolles 2007)”.

44.6 Description of the Marketing channels

Several points were already described in the description of the GI system. Quantitative information (production data, commercialized product, buying and selling prices) could not be obtained during our fieldwork, which limits quantitative analysis.

To date, the canal is very simple due to the small quantities of labeled meat. As we saw in the figure 5, producers in the GI region, sell their animals to the slaughterhouse plant which is localized in Bagé. The firm sells the cuts to a specialized store in Porto Alegre.

After its official recognition in December 2006, the GI project started very slowly. Producers can not supply lot of animals due to the code of practices. Its requirements are really exigent regarding the reality of the production system. Few producers have pure European breed animals. Moreover, the last winter (2007) was particularly cold that obliged producers to slow down the weight loss of their animal with a complementation of the ration, that excluded many animal from the GI program (the complementation is disallowed). The GI project is grow up very slowly in a context where others good quality meat project are increasing.

Which two products are the main competitors, and why?

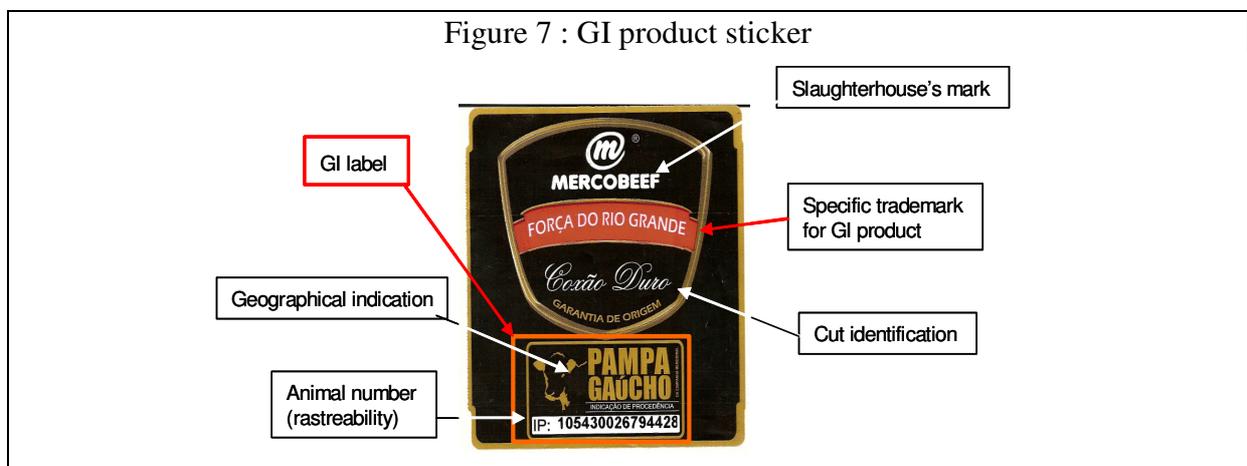
The two main competitors are abroad: Argentina and Uruguay. These two countries are breeding the same animals for a long time. Otherwise, exists in the *Campanha meridional* region, others initiatives and projects which also aim to valorize the high quality meat. It is the case of Certification Program of Angus or Hereford Breed. This competition will be more explained in the synchronic comparison.

Compared with products similar (high quality) prices of GI labeled products are not different (see synchronic comparison and annex 3). In the specialized store, the main GI labeled products are not sold with a better price comparing with products which only have the store's trademark (*picanha, maminha* and *entrecote*). Moreover, there is one *Picanha* with a specific mark of the slaughter-house that is sold 0.3% more expensive (but the difference is not significant).

Is the certification procedure associate with logo? Trademark

The slaughterhouse created with the producers a specific sticker for the GI product. This inform the type of piece, the logo and the name of the IP, the number of the animal SISBOV (traceability), the trademark associated which is always associated to the GI product

It should be noted that in this case, the slaughterhouse associated a specific trademark with the GI product (Figure7). It could be noted on this sticker that "*Campanha Meridional* » name written in tiny characters. This confirms that GI producers demand their membership to the *Pampa Gaúcho*.



Source : our fieldwork, 2007

44.6 Territorial and supply chain organization

The territorial interactions in the Rio Grande do Sul is led agricultural unions and institutions. The *Federação da Agricultura do Rio Grande do Sul* – FARSUL which is the federation of Rio Grande do Sul's largest producers and the *Federação dos trabalhadores na Agricultura do Rio Grande do Sul* – FETAGRS which is the small-scale producers organization. FARSUL is a very important actor of the GI system. Several producers of the GI system are associated to the FARSUL.

The institution *SEBRAE* – Brazilian support service to micro and small enterprises is a non-profit private organization, resultant from the union of both public and private sector and the country's main fostering and research entities. Its purpose is to support the development of small-sized business activity. The *SEBRAE* have many agencies in the different states. They are working with several sectors – agriculture is one of them, in the urban region and rural region as well. It should be noted here that for the specific case of the beef meat, a very good relationship have been facilitated the project implantation. The FARSUL leader is also the father of the *SEBRAE* team leader

Another territorial institution is the university *UFGRS*, especially the agrarian sciences department which contribute to the development of the region. The *UFGRS* was in charge of the historical research on the origins, the delimitation and the characterization of area. Its contribution is also important to the code of practices.

However, several important territorial actors were not involved at the first GI project steps. One of them is the *EMATER*. *EMATER/RS* is an extension institution. It develops programs to find a model of agriculture that will focus small farmers on a local-based farming structure. Its participation to the GI system should be improving the small scale farmer's participation. It is the same thing for *EMBRAPA* that will change.

Some territorial NGO's are working on some important issues: the small scale family farmers and the Pampa Biome preservation. According to Nabinger (2006) native pastures have been decreased around 126,000 ha per year between 1970 and 1996, and 352,000 ha these last ten years due to a new agricultural dynamic with the expansion of soybean and exotic paperwood monocultures. Several workshops were realized by this organization. They are gathered different type of actors – cattle breeders, *agroecologist* producers, researchers – agronomist or anthropologists specialists of the gaucho culture....

From this point of view, GI actors already presented its initiative and the environmental stakes. Even if they were not very concerned by these issues, they were invited in several seminars (First International Seminary Pampas and sustainability: in search of productive alternatives meeting , Pelotas (Rio Grande do Sul), on 8th and 9th may 2007¹⁵; 1st Meeting of Creators of Cattle in Natural Pasture in Pampas¹⁶ on 8th to 10th October 2007; etc.).

¹⁵ 1^o Seminário Internacional Pampa & Sustentabilidade: em busca de alternativas produtivas

¹⁶ 1^o Encontro de Criadores de Gado em Pastagem Natural nos Pampas

5.The GI system trajectory (history)

51. Trajectory and main steps

This GI system is an **emerging system**.

A first specific meeting on GI has been organized by SEBRAE and CIRAD in Brasilia in 2003. Most of the institutions were invited to present several ongoing experiences, discuss about the legislation and compare different type of certification. In the first time, MAPA and MDA did invest in this process, while SEBRAE considered GI strategy as new market opportunity for many origin products and services.

Several regional SEBRAE agencies were presents, including the RS representation. Afterwards, the latter organized a meeting in the RS state with various partners to explain the GO potential and to draw a strategic action plan in order to promote GI and valorize the localized products and services: candies of Pelotas, handcraft furniture, etc).

In this context, the GI process for Brazilian Pampean region meat has been chosen as the SEBRAE pilot experience. The technicians wanted to certify the meat from the state of Rio Grande do Sul, before realizing that the diversity of the vegetations, soil, and breeds made their attempts much harder. So the first difficulty was to delimitate the GI region.

*« It was difficult because we didn't know what a GI is; we only understood that we can valorize something which already exists.»
(SEBRAE Interview Vitrolles, 2007).*

This GI proposal can be considered as the continuation of the gaucha meat marketing promotion, which was ongoing since 2000. The APEX - group of RS slaughterhouses, SICADERGS - *Sindicado da Indústria de Carnes E Derivados do Rio Grande do Sul*, has been registered a specific trademark “*South Brazilian Beef*”. This initiative had two objectives: to promote grass fed animals raised in the native pasture of the Pampa and to increase its market share in the national and international beef market. (Correio do Sul, 2001)¹⁷. This collective trademark implementation that was the first public / private initiative to distance the southernmost producers from the Brazilian norm of intensive production of beef (quantity vs. quality) by stressing their proximity to the famous beef of the Argentine Pampean region.

The project of the Brazilian pampean Beef started in 2004, through a partnership between governmental organizations through the program “*Juntos para competir*” of SEBRAE, SENAR and FARSUL, the support of UFRGS, EMBRAPA and beyond leadership of farmers from the Pampas’ region. There are 6 stages to this project: (1) learn how to do a GI request (visit and discuss with INAO in France ; visit others experiences in Brazil -*Vale dos Vinhedos*

¹⁷ <http://www.ruralnet.com.br/noticias/default.asp?noticia=1657>).

Wine), participate in prominent international conferences such as SIAL in Paris or the Anuga fair, (2) conduct a historical research on the origins and the connection to territory of the meat from the Campanha Meridional, (3) choose the name of the product, (4) define the zone of production and the code of practice, (5) An association was formed to submit the report to the INPI (6) Since the acceptance in December 2006, the association is responsible to recruit new members to the project.

« We did not have yet a well understanding of what a GI is» (SEBRAE interview, Vitrolles 2007)

Table 9 : GI project main steps

May 2003	Workshop in Brasilia on product certification
July 2004	Forst information meeting SEBRAE/SENAR/FARSUL
August 2004	Visit of the first Brazilian GI experience APROVALE,
September 2004	Working group organization
September 2004	Producers working meetings
October 2004	Technical support EMBRAPA and UFRGS
October 2004	Mission au SIAL (Paris, France); visite de démarches d'IG an France et en Espagne
March 2005	Assemblée générale de constitution du statut et du règlement technique (ATA)
May 2005	Fondation de l'APROPAMPA
August 2005	Dépot du dossier à l'INPI
August 2005	Séminaire international sur les IG
September 2005	Signature du protocole de coopération avec les institutions financières
October 2005	Mission à la foire d'ANUGA (Cologne, Alle magne); Congrès mondial de la viande (Rome, Italie)
November 2005	Mission à l'Assemblée d'ORIGIN (Chine)
December 2005	Visite de terrain pour la délimitation de la zone
December 2005	Début des réunions avec les producteurs
February 2006	Consitution du Conseil Régulateur
March 2006	Début des réunions ordinaires du conseil d'administration et du conseil régulateur
April 2006	Création du site www.carnedopampagaucho.com.br
May 2006	Premiers en registements de propriétés
June 2006	I Rencontre de formation des producteurs
August 2006	Lancement de l'acord de coopération avec l'abattoir Mercosul
August 2006	Présentation du projet au MAPA
September 2006	Réunion avec une ONG (BIRD-LIFE)
December 2006	Reconnaissance officielle de l'IG par l'INPI et lencement officiel du projet
December 2006	Premier lot d'aniamux abattu
January 2007	Début d'un projet de recherche en coopération avec l'Embrapa
March 2007	Substitution du point de vente All Mart par le magasin Casa de Carnes Moacir
April 2007	Visite de représentants du gouvernement américain (USDA Forest Service International Programmas) avec des membres de BIRD-LIFE

Extract from the General Assembly report on 23/04/07

52. Impact of the institutional context on the GI system / impact of the GI system on institutional context

As we saw in the first part, the effects of quality turn are evident in several sectors: food services, commodity certification, modern SME niche player, and in a less importance the GI strategy.

Several initiatives reflect the acceleration on the GI front in the 2000s. INPI begins to process requests and establishes dedicated unit in context of broader INPI renewal, INPI approves GIs for Wine and coffee. MAPA also creates unit –DEPTA- and promotes national initiatives; some NGOs and social movements mobilize against biopiracy. SEBRAE started to promote GI.

In the case of Brazilian Pampean Meat, the SEBRAE have played a central role. It has influenced the experience regarding the project methodology. Currently, in its actions form, SEBRAE prioritize more the results than the process learning. According to this methodology, the group in charge of the code of practices definition was largely reduced in order to limit discussions and controversies.

On the other side, the GI system has an importance influence on the institutional evolution context INPI, MAPA, and others institutions. Today, the case meat request was the best dossier already received for evaluation at the INPI. For the INPI, the dossier is a model to be followed. For many requests, INPI and producers organizations are suffering to present their request. Most of them are uncompleted and have to be returned for further compliance. Thus the request turns a very time-consuming process.

53. Current situation

The current situation can be considered as critical. In their project, the APROPAMPA members

The associates predicted to join several hundreds producers during 2007. In fact, they are only forty in October 2007. The volume of production does not exceed the 50 heads of cattle per week, which is very limited. The main reasons are :

- As we saw, in the region most of the producers do not have a cattle 100% British breeds.
- The last winter (2007) was particularly cold that obliged producers to give complementation for their animals, which excluded them the GI program (the complementation is disallowed).
- The project is not financially viable yet. If the SEBRAE stop to pay the secretary. The situation will be turn problematic.

APROPAMPA members are now studying alternatives and solutions to resolve these difficulties:

- First, they decided to finance a campaign to inform producers and explain this new form of valorization.
- To organize meeting in each village of the delimited surface, to integrate more producers in the GI project.
- In second time, several producers asked to modify the code of practices in order to be more flexible regarding some critical points (100% British breed and the complementation when the climatic conditions are exceptional (cold, dryness...).

The meetings already have been started in May 2007. The others alternatives are still in discussion in the group. Not everybody does agree with these solutions.

6. GI: Joint Action, Governance, Rules, regulation (physiology)

61. Organization & networks

61.1 main structures

The main organizational structures within the GI system were already described in the GI system part. The most important are

- the pluri-institutional program '*Junto para competir*' which gathers SEBRAE, FARSUL, Senar;
- the APROPAMPA Association
- the slaughterhouse

It supposes to have a formal decision within the GI system making structure should be the APROPAMPA. However, our fieldwork highlighted exist several informal decision-making structures within the GI system, almost within each organizational structure.

Association Apropampa

According to the code of practices, the association presents several proceedings.

- the general meeting,
- directory board,
- fiscal commission,
- an executive direction,
- a technical and research commission,
- a regulating council of the IG.

The articulation as of these various bodies acts as formal decision-making structure.

The Slaughterhouse

The slaughterhouse is the key actor as regards as commercialization and marketing strategies decision, almost the only one. Most of the Apropampa technicians do not understand and do not know how to manage the type of certification. They trust on the slaughterhouse decision. The slaughterhouse did not ask the opinion to the Apropampa producers to create a specific mark and to associate it IG with product.

“L’abattoir est un grand partenaire, il commercialise la viande IG en accord avec l’association” (Vitrolles, 2007).

Recently, since 2007 the slaughterhouse participates to another national quality program named Carne do PAMPA. This program gathers two associations of breeders (Hereford and Bradford) and aims to offer better price for producers which raise this animals breeds. This program could turn the GI project less attractive. Otherwise, it also promotes the quality meat production in the region and contributes to reinforce the image of good quality meat of the region on the national market.

FARSUL

As it was already mentioned, the FARSUL is the federation of Rio Grande do Sul's largest producers. The interviews highlighted that the FARSUL plays an important negotiating role between GI system partners.

In particular, the FARSUL director is a key actor who has several positions and functions. He is an APROPAMPA associate; he is the president of cattle breeding commission of the FARSUL. He is also a renowned author who wrote books about the Pampa region and its tradition *gaúcha*. Regarding social networks, it should be mentioned that he already managed important slaughterhouses in Brazil and he is the father of the SEBRAE's Agronegócios Sectorial coordinator.

For those reasons, he can be considered as one of the most important promoter of the GI project. He is always doing the connection between the association and the slaughterhouse, or with the specialized store. Few months ago, he proposed to stop with the supermarket Wall Mart and to start with the specialized store in Porto Alegre.

Considering the project trajectory over the last 4 years, the main decisions have been taken by producers and public support team who defined the code of practices and the area of delimitation. Nowadays, a small group (12 producers) travel to communicate on the project or to take part in the general meetings. Among them, the two producers, members of FARSUL can be considered as informal leaders due to their motivation and their implication. The producers, who took part of the project at the beginning, still have an important role. Generally, these more active producers are also members of associations and rural syndicate.

61.2 What is the governance type: territorial, sectoral, or corporate?

Today, it is quite difficult to evaluate what kind of the governance we are speaking about. This experience is recent and we do not know how the project and its organization will evolve. To date, considering the important participation of the slaughterhouse and its role in the decision-making, we can conclude to sectoral or corporate governance. But this will change in the future according to the market success and the institutional context.

It is however important to point out the roles of the public institutions in this private project (SEBRAE, UFSRGS). The respective roles of these institutions would conduct to consider the governance "*mixed*" – private and the mixed which can include a more territorial dimension (Marty and Sylvander, 2000).

61.3 What collaboration and joint investments take place in production, processing, and /or marketing?

The joint investments generally come from one institution, the SEBRAE. To date, SEBRAE finance the executive secretary (consultancy) and the veterinary in charge of the carcasses inspection in the slaughterhouse, to realize the delimitation of the zone, and to write the historical report, etc.. which represents thousands of reais.

The slaughter-house invested also in the GI project. The slaughter-chain is different for GI product. It requires more labor, more employers, more time and a different organization, due to the traceability system at the animal level and at animals cuts level. There are specific

tables for cutting the GI products. It is also the slaughter-house who is charge of paying the packaging and the sticker

With weak economical results, the project is in a critical phase, because continue to be dependent from the SEBRAE.

61.4 What drives the (informal) leaders?

The leaders have different motivations. The SEBRAE main objectives was training its staff, learning how to do a GI demand, published and distributed 10,000 guides on “Geographic Indications”, for the SEBRAEs Units of the whole Country. Today, SEBRAE continues supporting the pilot experience (Pampean Beef) and developing new GI projects in this RS State such as Candies of *Pelotas*, Rice of the coast and leather of *Vale dos Sinos*.

The main motivation for the producers and the FARSUL was to differentiate their product and improve its quality in order to compete on the national and international markets. They did it stressing their proximity to the famous beef of the Argentine Pampean region. With the project, they discover others new interesting points. The notion of sustainable development or the environmental preservation are now thought as a marketing argument. Today, discussing with others organizations environmental NGOS, they became a real environmentalist actor.

61.5. What are the control mechanisms (for quality, volume, etc.) ?

One of the main objectives of the Regulating Council of the ‘*Pampa Gaucha da Campanha Meridional meat*’ is the quality of the beef meat. According to the code of practices, this council has different functions of control.

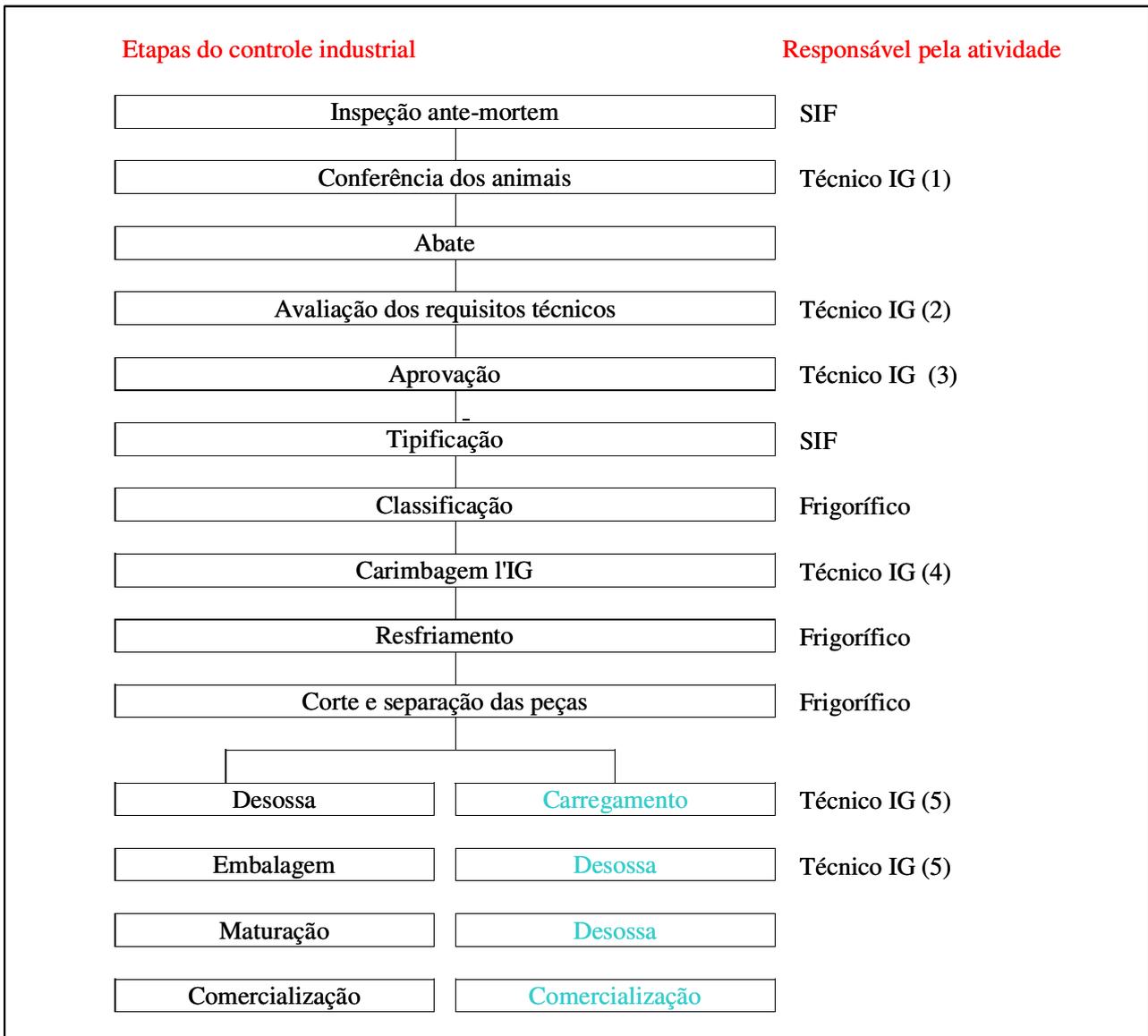
- To control the production, the quality of the GI products;
- To control and to adopt measures aiming to avoid the misuse of the GI;
- To maintain the producers cadastral registers up to date;
- To emit the certificates of origin;
- To control the labels use according to the code of practices;
- To set up measurements of self-checking and audits by a third party to achieve the standards of the code of practices.

Today the regulating council is composed by 4 meat producers, 2 members of angus and Hereford association breeders, 1 slaughterhouse member, 1 salesman, 2 researchers from EMBRAPA and University and 1 SEBRAE member.

It is interesting to note the participation of associations of races Hereford and Angus in this council whereas the calves rearing specialists do not belong to GI project.

Each producer is responsible for its self-checking. Some controls are realized by the executive secretary of association (inspection of the animals) and by a veterinary doctor. The flow chart of the industrial process summarizes the various critical points to be controlled in the slaughterhouse. There is no external intervention to validate and check the application of the production rules regulated by the GI code of practices.

Figure 8 ; Control points at the slaughterhouse level



Four sanctions are defined in the code of practice and could be applied to producers : warning letter, amends, temporary suspension, final suspension from the association. Since the beginning of the GI project, any sanction was applied.

61.6 Hypothetical questions

What happens if total production volume increases with 50% in the next 3 years?

The production is very small at the present time (almost 2400 animals/year). Therefore, an increase with 50% will be good. According to Malafaia (2007), the project estimated the adhesion of 300 stockbreeders in June 2007 and up to 1000 from here June 2010.

What happens if the price of the generic version goes down by 30% next year?

It will be problematic for the GI system. The GI labeled product could be sold more expensive than the generic version – zebu meat in specialized stores. But certainly, the price will go down too. In this case, the southernmost state of Rio Grande do Sul (RS) and the GI system will endure difficulties. The access to national and international markets will be hindered by high production costs when compared to others regions. On the other hand, new consumers could access to this specific quality product (grass fed animals, British races).

62. Support System

62. 1. Societal support

Is there substantial outside support and if so: how is outside support exactly organized, and by whom?

The SEBRAE is giving a substantial outside support. Important investments was paid by the SEBRAE since the beginning of the project, financing the executive secretary (consultancy) and the veterinary in charge of the carcasses inspection in the slaughterhouse, investing in different specific studies to build the request.

Does the GI system actively seek support?

The stakeholders within the GI system do not need to seek a support actively since they already get the SEBRAE supports. At this time, the GI producers actively seek to convince the SEBRAE to be continued to finance the GI until to be viable. They are worried about the further SEBRAE decision.

How is the GI system socially embedded in the production area?

The GI system is not socially embedded in the region. Even more, the legitimacy of this case study is quite questioned. In fact, it is difficult to justify why and how a small group of 50 producers (the largest's one) can appropriate themselves the name of the *Pampa Gaúcho da Campahna Meridional*, which represents a large region populated by many others breeders.

Which international organizations (NGOs) support the GI system and how?

The GI project is Brazilian and the main organizations support too. However, it could be noted that the stakeholders received some specific supports from international organizations during their visit in France and Spain.

Since 2006, the APROPAMPA have regular contacts with the international '*Bird-life*'. This NGO has been developed initiatives for the conservation of the *Pampa* (Uruguay, Argentina and Brazil). The *Pampa* homes several bird species, some of them threatened with extinction. The region is also known by its great number of migratory birds, in addition to other endemic species of animals and plants, especially grass. Due to the intense use of lands by agriculture and pasture, these species are found under great pressure and their distribution is getting even more fragmented. The main objective – and challenge – of this initiative is to integrate the region's development with biodiversity conservation. To develop this project, the international organization has been promoting meetings with local stakeholders aiming the

establishment of partnerships. With this partnership, GI system may be supported by in the future by this international NGO.

62. 2. State support

Which public administrations do something extra for the GI system?

INPI and MAPA, the official institutions responsible to register and promote GI products and services, and SEBRAE gave an important support to this experience. Nevertheless, others public institutions started to work on others GI project in Brazil: the federal research institution EMBRAPA, some State's research center EPAMIG in Minas Gerais, EPAGRI USFC in Santa Catarina, some of extension institutions (EMATER RS; EMATER ES..). In addition to the different institutions, the MDA, the Environment Ministry (MMA) are heavily involved in territorially-based policies both in relation to areas of conservation and to the protection of genetic resources and traditional knowledge. An upcoming network of these projects and institutions would offer new possibilities for support, advice and information exchanges. The department of Intellectual Property (DEPTA) of the MAPA is working on it.

Which barriers do public administrations pose specifically to the GI system (implementation hygiene laws; special taxes; special permissions...)?

The main barriers to the GI system concerns sanitary legislation for animal products and its derivatives. If it does not concern directly the meat producers and the GI system on study, the cheese production situation is interesting to be explained here. The sanitary laws for the cheese do not accept "raw milk" cheese if they are not ripened (60 days minimum). The States has clearly been crucial diffusing the values of origin product strategies. It is largely their campaigning which is currently leading to a reformulation of agroindustry sanitary laws – the new unified system (SISBI) – a precondition for incorporating the family farming sector in GI strategies. Therefore, the recent institutional consolidation of GIs at Federal level now reposes the scope of State initiatives.

How critical is the help of public administrations to the GI system's growth or continuity?

The national situation is characterized by a lack of coordination and different way to interpret this GI legislation between the different institutions in charge of GI regulation, support or promotion (especially INPI, MAPA, SEBRAE). This coordination is considered essential due to the lack of consensus on the notion of geographical indication between private producers and public policies. Therefore, the authorities have to take control of several issues by putting in place specific policies of assistance.

62. 3. Legal protection

Central questions: How has legislation on GI name protection and against GI adulteration exactly been implemented; which procedures, means, persons, attitudes, back-stage politics etc.; how have the GI system and the institutionalization of protection co-evolved?

According to the law 9279/1996 art – 176 a 182 and the INPI resolution n 075/2000, the protection the protection can include the Geographic name, the graphical representation of the region, the graphical or figurative representation of the IG. The protection is to use the IG

with exclusiveness, can be defended against third parts that use the GI when not localized in the region.

However, the current GI legislation presents several lacunas. The first ongoing experiences highlighted some important points and already facing difficulties related to certain misuses. Actually the Brazilian LPI law does not consider all of case (table 10). According to the GI lawyers, the legislation need be reformulated or completed. Moreover, other points are in discussion, the control for example.

Table 10: legal protection according to several GI situations

Situation	Legal protection
Somebody does not stay in the region and uses a GI? (usurpation)	Art. 192 LPI
Somebody uses a GI in its trademark?	Art 194 LPI
Somebody uses a GI with the expression “type of ”?	Art 193 LPI
Somebody, is living in the region but is not member of titular association, uses a GI ?	?
An associate uses a GI without the regulatory council agreement	?
A GI turns in disuse?	?
GI member does not fulfill more its code of practices?	?
Can be written the GI name on the sticker (etiquette)?	?
A GI can be cancelled due to a problem ?	?
A GI can be extinct?	?

Source : Brush, 2007

Hypothetical question, to simulate critical incidents:

What happens if producers of the generic version of the GI product start to copy the production process and use self-invented geographical indications on the product labels?

That could not function. The producers of zebu could not reproduce the same system of production and apply it to their animals. But considering others experiences (Wine for example), the current legislation is very limited to protect the GI producers from this kind of initiative.

What happens if some trader mixes the GI product with a cheaper generic version and offer it on the market?

This already happens with others products; there is no protection for that. It could be arrived too for the Pampa Gaucha da Campanha meridionam Meat. The races Bradford and Brangus are appreciated on the market and are developed by associations which allow animals with 5/8 of Angus blood. The slaughterhouse Mercosul remunerates several kind of certification (GI, Angus, Carne PAMPA..) and producers receive an premium price (about 2%) .

What happens if a large company usurps the name of the GI and enters the local market?
 The possibilities to fight against this large company is limited if it is localized in the area production. If not, producers can be use the Art 192 of Property law (usurpation).

7. GI Performance assessment

71. Producers performance

The data of this part primarily come from the talks carried out with various operators of the supply-chain and with producers and near questionnaires distributes with associated from Apropampa.

71.1 Is the GI product less or more profitable than other products, and why so? Does the GI product bring also other advantages than just money

to date, the GI product is less profitable than other products –premium meat, others programs of high quality. On reason is related to little number of associates (42 producers in August 2007, 50 in October) and to the small quantities) which does not help producers to consolidate their market positions.

<i>P1</i>	<i>Although benefits still are not perceived, I believe that in a long stated period they will be increasing</i> <i>Still it not perceived profitability increase</i>
<i>P3</i>	<i>Not yet, perhaps with time</i>
<i>P5</i>	<i>Not for the moment</i>
<i>P8</i>	<i>We do not have anything to offer for the moment (a producer will gain neither more nor less) at the economic level but that it is the occasion to protect the environment and to reach new markets</i>

Source: producers' questionnaires, Vitrolles 2007

According to the producers, the GI allows to develop the region of production and to protect the environment and of the biome Pampas. President of association adds also that the GI experience is giving credibility to the producers.

71.2 Are the future perspectives (next 3 years) for the GI producers good or not so good, and why ?

The future perspectives for GI producers are good. According to them, the serious, the will of the associates, their history, their culture, their traditions, their environment and their product will turn thrive their future.

<i>P1</i>	<i>Promising, “Wishful thinking”</i>
<i>P2</i>	<i>Promising because we have history, tradition, culture, environment, cattle, product, qualified labour. In three years, there will be a growing number of associated producers and a greater number of IG in the close zones.</i>
<i>P3</i>	<i>I believe in the serious and the will of association. We will be confronted with barriers but that formed part of the play.</i>

Source: producers’ questionnaires, Vitrolles 2007

71.3 What kind of innovation process have been and are being introduced in which part in the process ?

Traceability is the major innovation of this GI system. The animals must be identified before its weaning (6 months). While, Brazil is implementing a large system of identification and certification of origin for bovine based on slaughtered lot, the APROPAMPA producers choose to have an identification system for each animal. For this reason, each APROPAMPA animal receives a specific number identification and each cut can also be identified. Consumers in Porto Alegre, can access information on animal and farm which raised it by using internet and the number identification slicked on the cut.

71.4 Are there problems in terms of management potential: salesmanship, leadership and/or craftsmanship, if so: which, and can they be solved? (see §4.2 ...)

The main issue of this initiative is related to the unawareness of this certification at the different levels of food chain (producers, slaughterhouse, supermarkets and consumers). As it was seen before, the slaughterhouse has been created a specific trademark to sell the GI product, maybe to guarantee the commercial success of the GI product. The slaughterhouse trust more in trademark commercial effect than in the GI labeled.

Why did the producers involved themselves in this project? What were there expectations?

Table 11 : Main justifications and expected impacts of the GI project according producers

<i>Expectation/Justification</i>	<i>P1</i>	<i>P2</i>	<i>P3</i>	<i>P5</i>
<i>To fight against imitations and abuses</i>		X	X	
<i>To stimulate the regional local development</i>		X		X
<i>To improve its access to the market</i>	X		X	X
<i>To associate the product to me the picture and a quality giving itself security to the consumer</i>		X		
<i>To add value to the product</i>	X	X		X
<i>To increase the benefits</i>			X	
<i>To preserve biodiversity</i>	X	X	X	
<i>To preserve environment</i>	X	X	X	X

Source: producers questionnaires, Vitrolles 2007

72. GI system Region and context-performance

Each interviewed producer and other key informant had been asked how he/she judges the positive and negative impacts of the GI production (system) on the area, and on the wider context. All the results are based on stakeholder's interviews and questionnaires. They are summarized in the table 12.

Table 12 : Positive or negative impacts of the GO project according to the producers

Potential impacts	Criterion	P1	P2	P3	P5	S1 ¹⁸	F1	U1	R1
		(Questionnaire)				(Interview)			
Economic effects	Supply chain economic effects :	X	X	X	X	X	X		
	Increase in the added value of the product	X	2	1	X				
	Margins		3	1	X				
	Improvement of incomes	X	4						
	Distribution of the benefit along the chain	X		2		X			NO
	Creation of jobs			2	X				
	Stimulation of the investments in the area		5	2	X				
	Increase in demand	X	1		X				
	Economic effects out of the supply-chain	X	X	X	X	X	X		NO
	impacts on tourism	X	2	2	X	X			
	Implementation of parallel activities			2	X				
	Improvement of the sales of the local products		1		X	X			
	Offer combined of goods and services			1	X	X			
	The IG contributes to the reduction of the poverty of the local population	X		X					NO
Social impact	Impacts on the level of human and cultural values	X		X	X		X		
	Increases in the self-satisfaction of the operators		X		X		X		
	Implementation of mechanisms of coordination					X	X		
	Participation in the debate of territorial development by the other actors	X			X				
	Safeguarding of a know-how, a tradition	X	X	X	X				
	Reinforces Gaucha culture	X		X			X		
	Includes family farmers		X	X					
	Excludes the family farmers								
	Excludes the producers who do not have exploitations of a certain size								
Ecological aspects	Fight to exotic species introduction (reforestation + cropping)	X	X	X	X		X	X	
	Stimulate (Allow to improve) breeding in the area		X		X				
	Environment preservation	X		X				X	
	Pampas ecosystem valorization	X						X	
	Sensitize people with the environmental problems							X	

Source: producers' questionnaires and interviews, Vitrolles 2007

¹⁸ S: Slaughterhouse, F: FARSUL, U: University R: Retailer

73. Dynamic assessment: synchronic comparison

73.1. Synchronic: GI product versus Brazilian beef generic version (zebu)

Brazil has a bovine population of more than 170 million animals of which 80% are animals for slaughter and 80% are of zebu breed or resulting from a zebu cross. Consequently, there is a great number of composite breeds “*Currently all the genetic procedures of evaluations in Brazil are made compared to the race, even if many evaluated populations are some multiracial ones*” (Elzo and Borjas, 2004: p. 172).

Most of the beef production (89 million animals raised) is in the areas of Center west and the South-east (Rio de Janeiro, Sao Paulo) where zebu dominate herds. The fattening is going on tropical pastures. Another part of the production is in the Southern region where there are more than 26 million animals, produced in a subtropical climate and characterized by fluctuating rates of British bull genetics. Sixteen million of these are in the States of Santa Catarina and Rio Grande do Sul (Felicio, 2001).

The organoleptical and physical quality of both meats differs. The zebu is famous as not very tender producer of meat and without marbling (Luchiari, 2006). Brazilian producers (currently Apropampa producers) wanted to make difference with this type of production. Zebu meat is considered as generic version of our on study product.

In regards to genetics, the *Campanha Meridional* region, as it is known, borders Uruguay. At the beginning of the 20th century the cattle in Uruguay and Argentina were distinct from that of Brazil; they were of European breeds. The contact between the farmers from the Pampean regions of Uruguay and Brazil and the good quality of the grass allowed for the introduction of European cattle breeds in the Southern most part of Brazil. Most of the cattle in the state of Rio Grande do Sul currently belong to the genetic group *Bos Taurus taurus*, known as European cattle, and *Bos taurus taurus* x *Bos taurus indicus*, known as *Cruzas*. Few studies describe the domestic animal genetic resources in the southern Brazil. According to Cardellino (2000) in the region comprising the states of Rio Grande do Sul, Santa Catarina and Parana “*almost 50 p.100 of the beef cattle in the Southern region is a European-zebu mix of non-defined breed (SRD = sem raça definida). The rest are more or less defined European breeds, European x zebu crosses of defined breed composition, some pure zebu, and some composite breeds*”. Nabinger (2006) studied cattle raised for consumption in Rio Grande do Sul. He found that 35% of the cattle farmers interviewed raised “general breeds”, 45% raised specific mixes of Zebu and European breeds, and only 20% raised pure breeds (9,8%) or mixes of European breeds (10,2%).

Table 13 Synchronic comparison between Zebu (Generic product) and GI product

	GI meat product	Zebu meat product
Product characteristics (brief)	Tenderness, marbling meat	Less tender
Production methods, incl. ecological impact	<p>British breeds animals,</p> <p>Grazing fed animals , native or improved pastures</p> <p>Animal less resistant under tropical conditions</p> <p>Need a specific environment -clean fields in the southernmost regions</p>	<p>No specific control, grazing fed with or without complementation, some feed-lots in the state of Sao Paulo</p> <p>Animal More resistant under tropical</p>
Production costs to final producers	High production costs, without complementation during the last year	Low production costs
Impact of hygiene regulations	then going traceability system allows a better hygiene regulation	Traceability system started to be implemented
Production volumes	2400 T/year	More than millions of ton/ year
Premium prices to farmers	2 %	0 %
Prices to final producers (if not farmers)	-	-
Prices to consumers	27,95 RS/Kg	14,93 RS/ Kg
Main marketing channels	Simple	Complex lot of traders
Main types of consumers	higher-income class, connoisseurs, some <i>Churrascarias</i> , special cuts (4) for churrasco	Every class of population, <i>churrascarias</i> cuts for churrasco and others preparations

732 Synchronic: comparison across borders (Argentine/Brésil)

In a further step, the main results of this case study will be compared with the results of the Argentina Pampa beef case study.

73.2 Synchronic: comparing with other labeling device (Programme Angus et marque Reiter Premium)

Beyond the GI program, the slaughterhouse coordinates two others high quality meat programs: the Angus Beef Program and its own trademark *Reiter Premium* (Table 14).

The Angus Beef Program was formed to provide assurances of beef quality and flavor to consumers. Today, exists program Angus in several countries: Ireland, New Zealand, Brazil and United States. In Brazil, the Angus Beef program guarantees an exceptional taste and marbling, with fast fattening animals. They offer full line of fresh cuts.

In Rio Grande do Sul State, the Angus Program is a partnership between 3 entities: The Brazilian Angus association (ABA), one slaughterhouse (the same one as for the GI product) which exports the Angus program meat, one supermarket (Zaffari) which renowned to distribute high quality products in almost 10 different supermarkets in the RS State.

To date, ABA carries out itself the certification of the carcasses in the slaughterhouse. Recently, ABA and the slaughter-house did a new partnership with an international certification body from Australia (third part certification) to increase the credibility of the program and to be able to export their product. The first certified products are going to be sold in the next months.

In this program, the cattle breeders do not have to pay to take part of the program nor to be adherent. Their have to register their farm, their animals have to comply the codes of practices. The main breeds are the following: ANGUS, RED ANGUS, BRANGUS, RED BRANGUS, crossings with zebus 5/8 Angus blood minimum; crossings with European races with at least 50% of Angus blood.

It could be noted here that the slaughter-house buys the high quality meat of the both program and pays the same premium price for the producers.

GI project, Reiter Premium trademark and Angus Certification Program are initiative to valorize and differentiate meat production of the southernmost region. Their objective is to reach a national and/or international market. The three programs promote the British races and offer the same remuneration for the associated producers. The great difference between these initiatives remains in the code of practices. The GI's code of practices is definitely more exigent. Many producers endure difficulties to comply all of the requirements. This element can represent an important stake with, why not in the future, a better remuneration for the IG producers. However, it could also represent an obstacle for the producers. In a short term perspective, in a context where other alternatives valorize high quality meat, GI is not in favorable position. Its future of the project path depends from the others GI projects in the Brazil and how the consumers will appreciate this kind of initiative.

Table 14 Synchronic comparison between three quality meat program

	GI meat product	ANGUS Program	Reiter Premium trademark
Products characteristics	Tenderness, marbling meat	Tenderness, marbling meat	Tenderness, marbling meat
Animals characteristics	British breed animals 100% angus blood or Hereford or Angus x Hereford Young animal (6 teeth)	Angus, Brangus breed animals crossing with zebu is allowed (5/8 Angus blood) Young animal (4 teeth)	Young Animals (6 teeth) Angus, Brangus breed animals crossing with zebu is allowed (5/8 Angus blood)
Production methods, incl. ecological impact	Grazing fed animals , native or improved pastures Codes of practices exigent disallows supplementation during the last year Better ecological impacts	Grazing fed animals , native or improved pastures No particular exigency regarding the animal feeds	No specific control, grazing fed with or without complementation, some feed-lots in the state of Sao Paulo
Program Adhesion for cattle breeders	Entrance payment	Register the farm and animals	Register the farm and animals
Production costs to final producers	Higher production costs, without complementation during the last year	Production costs related to grazing fed british breeds (higher than zebu)	Production costs related to grazing fed british breeds (higher than zebu)
Impact of hygiene regulations	Good traceability system	Good traceability system	Good traceability system
Production volumes	2400 T/year	n/d	n/d
Premium prices to farmers	2 %	2%	2 %
Prices to consumers (Picanha)	27,95 RS/Kg	26,90 RS/Kg	28,04 RS/Kg
captain channels	Slaughterhouse x cattle breeders	Slaughterhouse x british breeders association	Slaughterhouse
governance	Mixed Governance	Sectoral governance	Sectoral governance
Credibility	Federal recognition	External certification	Trademark (notoriety)
Main types of consumers	High incomes class, connoisseurs, special cuts for churrasco	High incomes class, connoisseurs, special cuts for churrasco and others preparations	High incomes class, connoisseurs, special cuts for churrasco and others preparations

8. Conclusions and recommendations

8.1 At a national level context

- The Brazilian legal framework was recently put in place and suffered a necessary adaptation of norms and rules of operation. The absence of GI public policy with clearly defined objectives and directives, the misunderstanding of GI concept by Brazilian consumers and stakeholders did not help first initiatives. The latest followed the institutional instruments creation and accompany their “grinding period” (adjustment).
- The national situation is characterized by a lack of coordination between the different institutions in charge of GI regulation, support or promotion (especially INPI, MAPA, SEBRAE). This coordination is considered essential due to the lack of consensus on the notion of geographical indication between private producers and public policies. Therefore, the authorities have to take control of these issues by putting in place specific policies of assistance.
- The explanation of the main issues and steps taken for certification in Brazil help us better understand how the notion of geographical indication is employed in the country. Up to now, three distinct justifications can be identified. **Food safety and the search for competitive advantages in foreign markets** is the first one. In order to comply with new requirements of foreign markets (Europe and United States), Brazilian producers organized GIs (Pampa Gaúcho Beef, Coffee from the Cerrado). In these regards, geographic indications are concerned with issues of food safety, traceability and the opening to foreign markets. Their regulations are concerned with the use of tools and methods to control the quality in the agro-industrial sector, as well as traceability of products from the producers to the consumers, or the integrated fruit production. The traditional aspects of these products are not always clear. **The search for alternate markets and the promotion of family farming** is the second justification. It centers on offering distinctive products, innovating in the use of local resources and ways to sell their products. **The protection of local customs and skills and the preservation of biodiversity** is the last one. It is concerned with the conservation and valorization of the customs of the native populations.
- At the moment, the definition of the notion of geographic indication is often confused with the notion of indication of source. Many products were proposed under this confusion. They are more connected to a reputation, a local recipe, a skill, than with a strong connection with the land or a product. The first GI initiatives are also highlighting an important gap between the IP and DO. The Indication of Source only refers to notoriety. It does not require any specification for tradition, history or know-how. On the contrary, in the DO case, producers have to demonstrate the strong connection between human factors, natural environment and the product with deep scientific studies. At this time, the IP seems to be overindulgent and accessible while the other one – the DO is very exigent. This would be turning the transition from IP to DO very difficult. To date, none Brazilian product was registered with DO.

- The current model is full of imperfections that will be worked out with new experiences and products. At the moment, a national clear strategy on GI is needed, improving the coordination between the main GI promoters, defining clear policies on GIs, specifying the different laws and instruments for origin products protection and promotion. It is also a question of legitimizing the handicraft than the territory (*gaúcho* product, *sertanejo* products, etc), converging on the ideas of sustainability, the environment, and artisanal and social issues.

8.2 At product (case study) level

- The GI process, one of the first in Brazil, can be considered as a collective learning process for the stakeholders, as well as for Federal bodies. Actors could change or improve their production practices, realizing the importance of qualities and specificities of their own product or its social and environmental impacts. The federal bodies could identify some critical points and lacks in the GI legislation or GI instruments.
- Today, this experience are facing difficulties related to the **exclusion** of the important part of the region's breeders due to the code practices exigencies, and to the very small quantities (<50 animals/week), which does not help producers to consolidate their market positions. The study confirms that the leader group has been idealized the available resources. They did a code of practices too demanding and too distant from the local realities. This verifies our first hypothesis which consider that the Brazilian Pampa beef is a collective initiative based on European market anticipation and national market segmentation (differentiation process based on British breeds and pasture feeding which is marginal production in Brazil).
- Another difficulty is related to **the control**. To date, the respect of the code practices is controlled by the APROPAMPA association (animal's arrival at the slaughter-house, carcasses certification by veterinary). There is no external intervention to validate and check the application of the production rules regulated by the GI code of practices. Furthermore, it is quite difficult to control the respect of the rules of the code of practices in cattle breeding product case. According to Prache (2005), organoleptic control is important to emphasize: sensory characteristics of origin products are not easily located without experts. But, it is not a jury of experts which "will confirm" the typicity of a product, but well, the "memory carriers" which know what is the "expected typicity".
- Today, the MAPA and its specific bodies are controlling sanitary aspects. There is no federal body in charge of GI control. With the recent recognition of Brazilian GI products by EU (*Vale do Vinhedos* wine), the MAPA started to assume new function warranting GI systems.
- **A questionable legitimacy ?** Beyond these difficulties, the legitimacy of this case study is quite questioned for several reasons: first, it is difficult to justify why and how a small group of 50 producers can appropriate themselves the name of the *Pampa Gaúcho da Campahna Meridional*, which represents a large region populated by many others breeders. Is the delimited region represents a specific territory

(socially build)? This verify our second hypothesis which consider that he way the GI rules have been constructed and defined imply strong effects on producers selection/exclusion, and could make the label less attractive even illegitimate. Second, it is particularly difficult to justify the relation between a meat product or its derivatives and its origin. Several Scientific works highlight difficulties to recognize the typicity of the meat due to several factors, whose the main are: a great heterogeneity of the meat in the same animal, a multiplicity of quality appreciation forms (from the animal alive to the piece of meat in the butchery), a dispersion of the knowledge among different stakeholders.

- However, our fieldwork shows that this project led to a better recognition of the cattle breeders, the safeguarding of the *Gaúcha* culture and an emergent role of the stakeholders in the debate on the territorial development.
- In regards to **environmental impacts**, the case appears interesting. The GI allows preserving native pastures which rarefy in the *Brazilian Pampa Gaúcho*. It could help to fight against the reforestation phenomenon and allow producers having a new consciousness about the importance of environmental preservation. Even if their perception is related to a marketing strategy, this case could supply the debate on the durability and the territorial development in the area.
- This experience seems to have a broader effect on the beef production in the region. Actually, others quality programs have been started. One example is the *Carne Pampa* project of the Brazilian Hereford and Bradford breeders association. Initiated this year by slaughterhouses, it stimulates the use of Hereford and Bradford genetics, paying better price to the breeders. This program joins others initiatives such as Angus or Hereford and Bradford Programs, Origin Guarantee Carrefour program, present in Goiás State and the south of Brazil, “Anonymous Gourmet”. Yet, the GI label could have some positive potential impacts (environment preservation, supply-chain organization, increased credibility of GI).
- This case study is **an original and innovative step at the regional level**. It also fosters the creation of references across Argentina, Uruguay and Brazil.
- It can be stressed that stakeholders contribute to define what good quality meat is. This is quite important considering that the region has developed a worldwide reputation for high-quality meat.. We suppose that this case could foster the creation of references across Argentina, Uruguay and Brazil, countries that are recognized for their good flavor and very tender meat, but that did not define how to produce good quality meat and how to protect it.
- However, this case is also a marginal process in Brazil and at regional scale: 42 producers among the 4,859,865 censed in Brazil (Censo Agropecuario, 1996).

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Annexes

Annex 1 :: The application of the PSDR Model on the meat *Pampa Gaucha da Campanha Meridional* in Brazil

1. Trends and perspective: GI System

1.1 Driving forces

Strong and powerful agribusiness sector which tends to confirm its globally competitive commodity status

Brazil is becoming **an agricultural giant**. The agribusiness sector expanded into one of the world's biggest exporter of many agricultural products: orange juice, meat (beef, poultry and pigs), soybeans, sugar, coffee, tobacco...

Nevertheless, the Brazilian “agro” sector is divided by a tension between its “commodity vocation”, reinforced by an explosion of world-wide demand for a wide range of agricultural commodities, especially from China, and the possibilities which the “quality turn” may offer. Previously the “**quality turn**” option was receiving support from the segmented markets and more demanding market access requirements of the Northern economies, but presently, the main incentives from the North are linked **to agrofuels** investments, leading to an enormous expansion in sugar-cane plantations and oils-for-diesel crops, beyond the expansion of soybean and exotic paperwood.

Tension between competitive production system on center –west and Amazonian regions and “in decreasing” production southernmost region

The beef meat is an important product in international trade and for the economy of South America (especially for Argentina, Uruguay and Brazil). These 3 countries can be considered as the world production pool for beef meat. In addition, a worldwide reputation has developed for high-quality meat from Argentina and Uruguay, based on British breed cattle and “Pampean” native pasture. Brazil, with a total herd of 208,8 M. animals, became in 2005 the biggest meat exporter in the world. During the last ten years, this country made an important effort to increase the number of animals, especially with Zebu cattle (*Bos indicus*), introduced to Brazil in the last century. These animals adapted quickly to Brazil and in a short time, populated large areas in Center-West (*Cerrados*) and Amazonian regions, considerably improving Brazilian beef cattle breeding. To date, Zebu cattle represents 80% of the Brazilian cattle. Brazilian public policies to increase beef production in mid-west and north regions ; zebu mass-production with production costs and lower selling prices

“Today, Brazilian beef is one of the cheapest which has been characteristic in determining expansion in most of importing countries” (Lucchiari, 2006).

However, in a context where meat beef is still considered as a commodity, the southernmost state of Rio Grande do Sul (RS), accounting for the fourth beef production in Brazil, is enduring difficulties. The access to national and international markets is hindered by high production costs when compared to others regions such as centre-west (pre-amazonian) region and by low levels of coordination within the supply chain.

Market segmentation by quality and traceability on the national and international market

Since the opening of its market, Brazil has seen a number of changes in regards to the evolution of agricultural systems in a global level. The main tendencies revolve around the production of quality products, market segmentation, growing concerns in regards to sanitary and nutritional values in foods, a return to typical products, and more sustainable methods of production. Fonseca (2003) believes that these tendencies are present in Brazil as well and offers new opportunities to revive the more deprived sectors. Fonseca stresses, however, the complexity of the issues and the many tensions found in the heart of the debate in agricultural policies in Brazil on several points: biotechnology/agro-ecology; standards and certification; and definition of quality (industrial quality/environmental quality).

These evolutions are observed in foreign markets as well. European market for example, is recognized for his consumers able to pay 40% more expensive a product to reward its quality. The Slaughterhouse (partner today of the GI system) export his beef in various countries since Europe to Hong-Kong, Egypt, etc.

“We have not one only one model of production because exigencies are different. Egyptian or Israelian people and European consumers are not looking for the same cuts (For instance, Germany and Italy want a light “toilet” of carcass unlike France” (Slaughterhouse Manager interview, Vitrolles 2006).

Moreover, according to Apropampa producers a driving force of the GI project was to *"negotiate a sanitary agreement with countries of the no aphotic market (USA, Japan, Canada, Corea, Mexico) and deal with European market the increase of quota with reduces taxes" (Apropampa, 2006).*

1.2 Pressures

Pampa Ecosystem threatened: new dynamic of introduction of exotic species, loss of 134 mil pasture ha/year since 30 years

The Rio Grande do Sul region faces a new agricultural dynamic with the expansion of soybean and exotic paperwood monocultures. Several thousands of pasture (native or not) has been lost since 30 years. According to Nabinger (2006) they have been decreased around 126,000 ha per year between 1970 and 1996, and 352,000 ha these last ten years. The new agricultural expansion mostly concerns the eucalyptus for paper industry. This dynamics is directly related to strategic orientations selected by Brazil for its economical development based on agricultural commercial production for export. Theses new agricultural dynamics could have some environmental negative important. Some of them are: degradation of *Pampean* soil, dryness problems (water availability), pastures divisions (*campo*), monocultures and economic and social unsustainably in the region. Native pastures had made the notoriety and the quality of the Pampas ecosystem.

“With culture, original vegetation won’t be regenerated during at least 30 years” (Researcher interview, Vitrolles 2007).

Biodiversity threatened

The PAMPA biome is characterized by unique biological and geographic conditions. The *Pampa* homes several bird species, some of them threatened with extinction. The region is also known by its great number of migratory birds, in addition to other endemic species of animals and plants, especially grass. Due to the intense use of lands by agriculture and pasture, these species are found under great pressure and their distribution is getting even more fragmented. According to Ronaldo Seroa da Motta (1996), some economic factors cannot be easily reverted since reversion would require long-term structural adjustments to alleviate social inequalities, to accomplish a satisfactory land tenure reform and to solve remuneration issues inhibiting human resource enhancement in governmental agencies. For him it is compulsory to introduce economic incentives in order to mitigate the current trend towards biodiversity losses.

Local competencies loss (breeds, feedings and manage animals, consumption)

According to Malafia (2006), “*The region of the Pampas has many strategic resources, a privileged ecosystem, an European cattle genetic base, a meat production process based on raising animals outdoors on grass, satisfactory animal welfare for slaughter, extensive native grasslands, tacit knowledge of producers, culture and tradition of the people (the Gaúcho)*”. The *Gaúchos* form a well identified social and cultural group. Their culture developed from a rural way of life and environment revolving around cattle and horses. These two important assets greatly shaped every aspect of their lives, from their clothes (*bombachas* – trousers), their games, and their food – through an elaborated and specific way of cooking meat (*churrasco* – barbecue, *carreteiro* – meat cooking within rice), of conserving meat (*charque* – sun-dried beef cured with salt). All of this elements are sustainable by a rural population. Nowadays, with the gradual urbanization and rural exodus and the new agricultural dynamics, some local competencies related the cattle breeding and consumption are threatened.

Weak institutional coordination

Numerous institutions are working directly or indirectly with the rural development issues. As we saw, INPI and MAPA, the official institutions responsible to register and promote GI products and services, and SEBRAE, others public institutions started to work on GI project in Brazil : the federal research institution EMBRAPA, some State’s research center EPAMIG in Minas Gerais, EPAGRI in Santa Catarina, some of extension institutions (EMATER RS; EMATER ES..). Others different institutions, the MDA, the Environment Ministry (MMA) are heavily involved in territorially-based policies both in relation to areas of conservation and to the protection of genetic resources and traditional knowledge. The national situation is characterized by a lack of coordination when designing specific development or preservation actions in a threatened area or when interpreting laws

1.3 State / Impacts

Traceability, quality and GI project : alternatives ?

The case study presents a valorization experience through the origin protection: the Indication of source “meat of the *Pampa Gaúcha da Campanha meridional*”.

As it was highlighted some rules and practices present an opportunity to surpass some of pressures mentioned above. A better remuneration could remain producers and their sons in their farm (economical and social dimension), cultural events could promote and reinforce

gaucho cultures and local identities (social and collective dimension), preserve the ecosystem *Pampa*. This case study is an original and innovative step at the regional level. Production system were modified and improved in terms of traceability, animal welfare...

In additive, Meat of the *Pampa Gaucho da Campanha Meridional* is the first GI on beef product in American continent. It also fosters the creation of references across Argentina, Uruguay and Brazil.

However, the study also pointed out several limitations of the experience: exclusion of small scale farmers, very small quantities, lot of exigencies compared with others ongoing marketing experiences. It was noted a heavy sebrae's dependence which still pay the costs. This latter point limits the duplication of others cases in the State. The current situation is in a critical position. According to the president of Association, producers are not still able to have a product due to the difficulties to yield with the GI requirements:

"We are not able to meet demand because of low availability of animals that fit in the program" (President of APROPAMPA interview, Vitrolles, 2007).

Lack of consensus on the GI notion

The national situation is characterized by a lack of coordination and different way to interpret this GI legislation between the different institutions in charge of GI regulation, support or promotion (especially INPI, MAPA, SEBRAE). This coordination is considered essential due to the lack of consensus on the notion of geographical indication between private producers and public policies. Therefore, the authorities have to take control of several issues by putting in place specific policies of assistance

Coexistence several breeds certification programs

GI project, Reiter Premium trademark and Angus Certification Program are initiative to valorize and differentiate meat production of the southernmost region. Their objective is to reach a national and/or international market. The three programs promote the British races and offer the same remuneration for the associated producers. The great difference between these initiatives remains in the code of practices. The GI's code of practices is definitely more exigent. Many producers endure difficulties to comply all of the requirements. This element can represent an important stake with, why not in the future, a better remuneration for the IG producers. However, it could also represent an obstacle for the producers. In a short term perspective, in a context where other alternatives valorize high quality meat, GI is not in favorable position. Its future of the project path depends from the others GI projects in the Brazil and how the consumers will appreciate this kind of initiative.

No control system

The current GI legislation presents several lacunas. The first ongoing experiences highlighted some important points and already facing difficulties related to the misuse. Actually the Brazilian LPI law does not include all of misuse case. According to the GI lawyers, the legislation need be reformulated or completed. Moreover, other points are in discussion. One is the control issue is one of them. Must be established a control form of the achievement of the minimum rules? Another point is related to the control system. According to the law, the control is compulsory but the producers have both possibilities to implement it: the self checking or the external control. Today, Brazilian products present only a self checking. The MAPA and INPI positions are quite different in this respect. In view of the young Brazilian experiment as regards IG and the stakeholders' learning level, the latter advices the auto control to facilitate the GI implementation, while the former have a preference for the external control, since it is a compulsory requirement to be recognized by UE.

1.4 Reactions

Invest in the “speciality meat segment”

Regarding the national context of beef production with the zebu predominant, regarding recent public policies toward the sector, the southernmost region have to find by itself, alternatives for further market access as well as add value on their product. GI is one of this alternative, beyond others programs less exigent and mainly based on trademark. However the three first programs allow to confirm the high quality meat notoriety of the region, accessing to a specific market share, the segment of “specialty meat”. The experience presents several positive aspects. Thus, it should be amply and include more producers. However others initiatives could be done to improve the offer the tourism, the environmental social issues.

Discussion by AproPampa members to “soften” the code of practice with less rigorous criteria

One solution to include more producers and to increase the volume is related to the code of practices revision. Producers did a code of practices too demanding and too distant from the local realities. They need to increase their production to be relevant and credible on the market. Therefore, some producers proposed to soften the code of practice with less rigorous criteria. It doesn't deal with a reduction of the link with origin or the typicity of the product. But it will be a mean to allow grain complementation (with defined restrictions) or introduce two regulations into the code of practice.

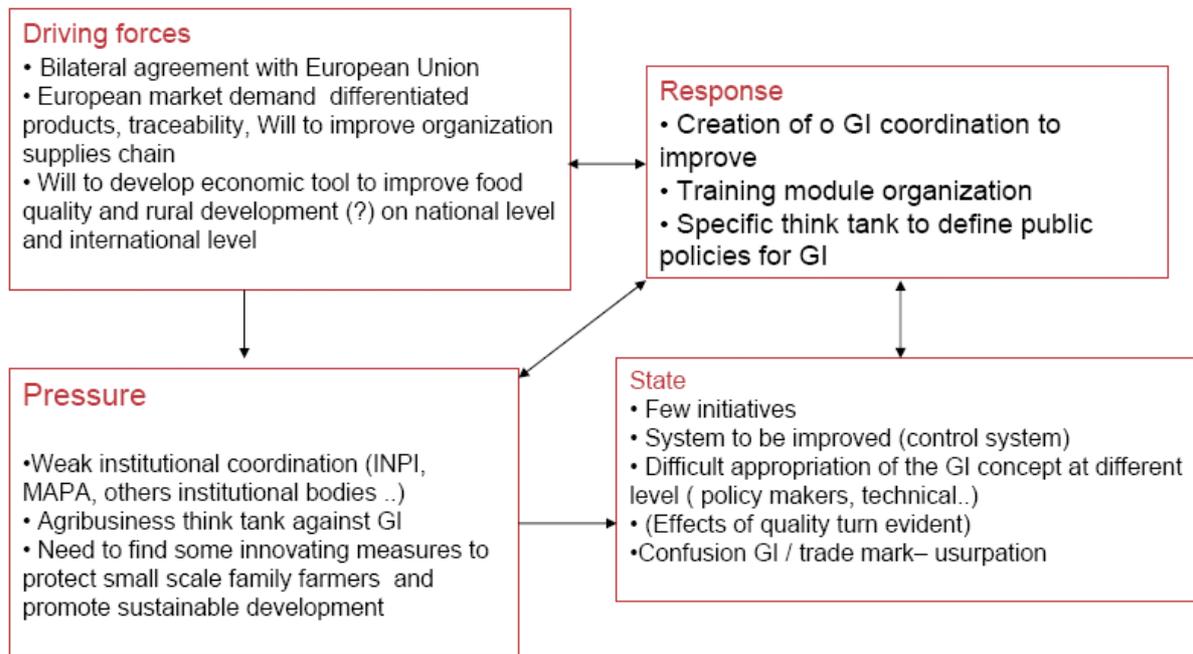
Tourism

The Pampean region is known for its large pasture and beautiful sunset. This natural beauties can be easily completed by the development of different types of tourism: cultural tourism with Gaucho events, dance, gastronomic tourism or adventure tourism – with cannoning, horse back riding, mountain biking, river fishing. The tourism is increasing providing the stimulus for associated tourism infrastructure. The association APROPAMPA is working on this way and is thinking how to better valorize this territory by organizing bed and breakfast in the farm.

Increased environmental concerns

Producers discovered the importance of environmental concern regarding the production impacts on their region. With the GI project, they find out others new interesting points. The notion of sustainable development or the environmental preservation are now thought as a marketing argument. GI actors were already invited in several seminars to discuss Pampas sustainability concerns and to search new productive alternatives. Since 2006, the APROPAMPA have regular contacts with the international ‘Bird-life’. This NGO has been developed initiatives for the conservation of the *Pampa* (Uruguay, Argentina and Brazil). The main objective – and challenge – of this initiative is to integrate the region's development with biodiversity conservation.

2. TRENDS AND PERSPECTIVE: GI PROTECTION SCHEMES



2.1. Driving forces

Tension between a “commodity vocation”, the possibilities which the “quality turn” may offer

Brazil has become a very active player in world trade negotiations, assuming leadership of the G20 along with India and largely defending agribusiness interests. It has successfully challenged both the US (cotton) and the European Union (sugar) positions within the forum of the WTO.

The Brazilian “agro” sector is divided by a tension between its “commodity vocation”, reinforced by an explosion of world-wide demand for a wide range of agricultural commodities, especially from China, and the possibilities which the “quality turn” may offer. Previously the “quality turn” option was receiving support from the segmented markets and more demanding market access requirements of the Northern economies, but presently, the main incentives from the North are linked to agrofuels investments, leading to an enormous expansion in sugar-cane plantations and oils-for-diesel crops.

European market demand and quality /traceability segmentation See section 1.1

European bilateral agreement

To date, Brazil remained neutral in the WTO dispute on GIs between the European Union and the United States and Australia. But took positioning June 2006 in Geneva. The EU proposals would extend the system of GI used in the wine industry into other types of food products, most notably dairy. According to the Global Dairy Alliance, these demands are unnecessary. The Global includes the dairy industries of Argentina, Australia, Brazil, Chile, New Zealand and Uruguay, representing over a million dairy farmers. But agribusiness representatives look with mistrust on strengthening Brazilian GI legislation, focusing on its negative impacts for a range of products that are currently marketed in the country using GI

names with the addition of an “a type of” qualification. The EU is also demanding the establishment of a register to provide for even more products and additional protections. Nowadays, Brazilian negotiators perceive very well that, with its list of 5 Recognized products, the position of the country is unfavorable. Therefore, Brazil are working hard to register more than 5000 products and promote the GI products.

2.2. Pressures

Pressure are related to External and internal stakes see chapter 2.5

To date, Brazilian situation is characterized by a lack of consensus on the notion of geographical indication between private producers and public institutions. The emergence of the issue of GI in Brazil is marked by a double particularity: a strong affinity of the theme regarding typical products and geographical indications with the notion of **family farming**, and a movement for the distinction of **agribusiness** products (quality turn), which Chaddad calls “*Specialty Agribusiness*”. see chapter 2.5

Need to better improve rural development policy.

2.3. State / Impact

The people involved in the issues of GI are those in sociopolitical organizations that work closely with the political network: Slow food¹⁹, Origin²⁰, etc. These groups work with the issue of the future of family farming and consider the strategies to distinguish these products a great tool to promote rural development and the preservation of biodiversity. These elements are based on the policies of protection and promotion of European GIs aimed at territorial development

To date, Brazilian situation is characterized by a lack of consensus on the notion of geographical indication between private producers and public institutions. The emergence of the issue of GI in Brazil is marked by a double particularity: a strong affinity of the theme regarding typical products and geographical indications with the notion of **family farming**, and a movement for the distinction of **agribusiness** products (quality turn), which Chaddad calls “*Specialty Agribusiness*”.

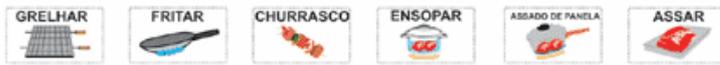
2.4. Response

- Training module organization to reinforce institutional competencies (MAPA SEBRAE INPI)
- Specific think tank to define public policies for GI since the end of 2007 gathers different institutions and ministries in order to draw to strategic orientations for GI products and services (with eventual revision of legislation)
- Typical product census in different Brazilian States (MAPA)
- Specific GI initiatives support (Financial and technical support from the MAPA, technical support from the INPI)
- On going Research projects on GI with a multi-stakeholder (Universities, Research Institutions, Government Departments, private sector)
- *Sustainable development and GI ?*

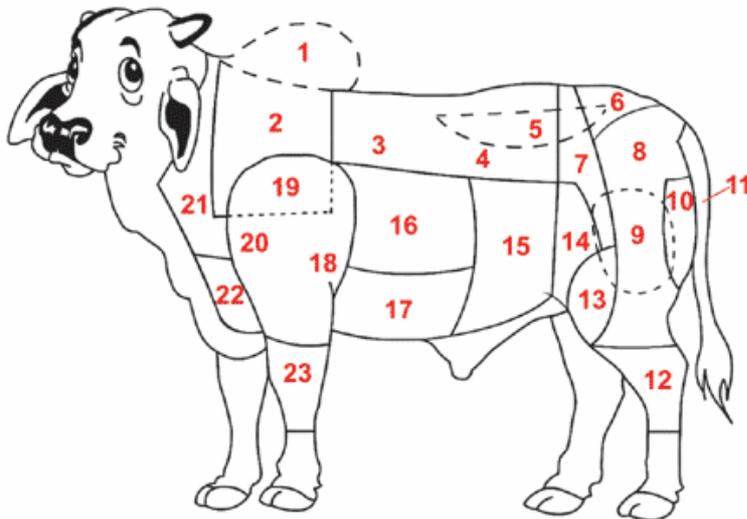
¹⁹ International Consumer’s Organization. See www.slowfood.it

²⁰ Organization for an international geographical indications network www.Origin-gi.com

Annex 2 : Brazilian cuts



* Assar por longo tempo longe do braseiro
* Assar com papel alumínio ou celofane culinário



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da Carne
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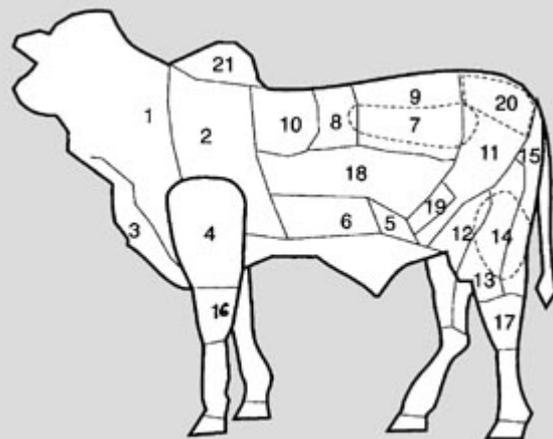
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6-Picanha	
7-Miolo do alcatra	
8-Coxão duro	
9-Coxão mole	
10-Lagarto ou Tatu	
11-Rabo	
12-Músculo de traseiro	
13-Patinho	
14-Maminha	
15-Fraldinha ou Vazio	
16-Costela	
17-Costela Ponta de Agulha ou Minga	
18-Miolo da paleta	
19-Raquete	
20-Peixinho	
21-Pescoço	
22-Peito	
23-Músculo de dianteiro	

Quarto Dianteiro

- 1. Pescoço
- 2. Acém
- 3. Peito
- 4. Braço / Paleta
- 16. Músculo
- 21. Cupim



Quarto Traseiro

- 5. Fraldinha
- 6. Ponta de Agulha
- 7. Filet Mignon
- 8. Filet de Costela
- 9. Contrafilet ou Filet de Lombo
- 10. Capa de Filet
- 11. Alcatra
- 12. Patinho
- 13. Coxão Duro
- 14. Coxão Mole
- 15. Lagarto
- 16 e 17. Músculo
- 18. Aba de Filet (vazio)
- 19. Maminha
- 20. Picanha

Annex 3: Prices statements

Prices statement in three different stores – Porto Alegre

Trademark and/or certification program	Casa Moacir			Zaffari					Nacional				
	Força do Rio Grande (IG)	Moacir	Reiter premium	Zaffari Hereford	Zaffari Angus	Top Quality	Zaffari	PUL	Campgiro	Campos do Sul	Best Beef	Mercosul frigorifico	Friboi
Animal breed	British Br.	Br.	Br.	H, HxZ	A, AxZ	Brx?	Zebu	?	?	?	?	?	Z
Picanha	27.95	27.95	28.04	26.90	26.90	24.90	22.90	21.90	23.88	23.83	25.73	19.43	14.93
Picanha Org.								23.65	14.73	12.93			
Maminha	17.50	17.50		15.95	15.98	15.75	14.95				14.97		9.93
Maminha org.								13.98					
Entrecot	17.50	17.50		15.48	15.48	14.29	14.29				14.97		
Filé mignon	26.82	26.82											
Contra-filé									14.81	14.81			

Source : our fieldwork, Vitrolles, 2007

Label specifications:

- IG: British breeds, delimited area in RS
- Specialized store: British breeds selection
- Reiter: Young animal, British breeds selection, Anonymous gourmet program
- Zaffari Hereford: British breed
- Zaffari Angus: British breed
- Zaffari: Zebu
- Top Quality: special cuts, very young animal, British Breeds animals
- PUL: Uruguayan beef
- Campgiro: Young animal, RS product
- Campos do Sul: Young animal
- Best Beef: Young animal