

TERRITORIAL HERITAGE AND DEVELOPMENT STRATEGIES OF THREE REGIONS IN RIO GRANDE DO SUL/BRAZIL: RELEVANT DIALOGUES

O PATRIMÔNIO TERRITORIAL E AS ESTRATÉGIAS DE DESENVOLVIMENTO DE TRÊS REGIÕES DO RIO GRANDE DO SUL/BRASIL: DIÁLOGOS PERTINENTES

PATRIMONIO TERRITORIAL Y ESTRATEGIAS DE DESARROLLO DE TRES REGIONES DE RIO GRANDE DO SUL/BRASIL: DIÁLOGOS RELEVANTES

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ABSTRACT

This study aims to understand the development strategies of the regions of the Coredes Fronteira Noroeste (FN), Fronteira Oeste (FO), and Litoral Norte (FLN) in Rio Grande do Sul, in light of the dimensions of Territorial Heritage. Based on concepts of development, regional development, territorial development, and territorial heritage, the research adopts a qualitative approach with a descriptive-analytical method. The technical procedures include bibliographic research, document analysis, and field observation, and content analysis has enabled the establishment of connections between the dimensions of territorial heritage and the strategies outlined in the Strategic Development Plans of the regions. The results show that the Corede Fronteira Noroeste is effectively promoting sustainable territorial development by aligning its guidelines with the dimensions of territorial heritage. On the other hand, Fronteira Oeste needs to not only formulate strategies and projects but also demonstrate concrete results.

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This highlights the importance of broader discussions among regional actors regarding the effectiveness of their strategic planning. In the Corede Litoral Norte region, many projects have yet to be implemented or have not shown results that clearly relate to the principles of territorial heritage.

Keywords: Territorial Development. Territorial Heritage. Strategies. Coredes

RESUMO

Este estudo visa compreender as estratégias de desenvolvimento das regiões dos Coredes Fronteira Noroeste (FN), Fronteira Oeste (FO) e Litoral Norte (FLN) do Rio Grande do Sul, à luz das dimensões do Patrimônio Territorial. Fundamentado em conceitos de desenvolvimento, desenvolvimento regional, desenvolvimento territorial e patrimônio territorial, a pesquisa adota uma abordagem qualitativa com um método descritivo-analítico. Os procedimentos técnicos incluem pesquisa bibliográfica, documental e observação de campo, e a análise de conteúdo possibilitou estabelecer conexões entre as dimensões do patrimônio territorial e as estratégias delineadas nos Planos Estratégicos de Desenvolvimento das regiões. Os resultados mostram que o Corede Fronteira Noroeste está efetivamente promovendo um desenvolvimento territorial sustentável, alinhando suas diretrizes às dimensões do patrimônio territorial. Por outro lado, a Fronteira Oeste apresenta a necessidade de não apenas formular estratégias e projetos, mas também demonstrar resultados concretos. Isso evidencia a importância de um debate mais amplo entre os atores regionais sobre a eficácia do seu planejamento estratégico. Já na região do Corede Litoral Norte, muitos projetos ainda não foram implementados ou não mostraram resultados que se relacionem claramente com os princípios do Patrimônio Territorial.

Palavras-chave: Desenvolvimento Territorial. Patrimônio Territorial. Estratégias. Coredes

RESUMEN

Este estudio tiene como objetivo comprender las estrategias de desarrollo de las regiones Coredes Fronteira Noroeste (FN), Fronteira Oeste (FO) y Litoral Norte (FLN) de Rio Grande do Sul, a la luz de las dimensiones del Patrimonio Territorial. Basada en conceptos de desarrollo, desarrollo regional, desarrollo territorial y patrimonio territorial, la investigación adopta un enfoque cualitativo con un método descriptivo-analítico. Los procedimientos técnicos incluyen investigación bibliográfica, documental y observación de campo, y el análisis de contenido permitió establecer conexiones entre las dimensiones del patrimonio territorial y las estrategias trazadas en los Planes Estratégicos de Desarrollo de las regiones. Los resultados muestran que la Corede Fronteira Noroeste está promoviendo efectivamente el desarrollo territorial sostenible, alineando sus directrices con las dimensiones del patrimonio territorial. Por otro lado, la Frontera Occidental presenta la necesidad no sólo de formular estrategias y proyectos, sino también de demostrar resultados concretos. Esto resalta la importancia de un debate más amplio entre los actores regionales sobre la efectividad de su planificación estratégica. En la región de la Corede Litoral Norte, muchos proyectos aún no se han implementado o no han mostrado resultados claramente relacionados con los principios del Patrimonio Territorial.

Palabras clave: Desarrollo Territorial. Patrimonio Territorial. Estrategias. Coredes

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1 INTRODUCTION

This research studies the strategies defined in the strategic development plans of regions defined as Regional Development Councils (Coredes) in the State of Rio Grande do Sul. Three regions were chosen as a geographical focus: the *Corede Fronteira Noroeste* - The Northwestern Frontier Corede, the *Corede Fronteira Oeste* - The Western Frontier Corede, and the *Corede Litoral Norte* - North Litoral Corede.

This study is based on results obtained from two research projects linked to the Graduate Program in Regional Development at the Universidade Regional do Noroeste do Estado do Rio Grande do Sul (PPGDR/UNIJUÍ). The first project, titled "Territorial Heritage as a Reference in the Development Process of Territories or Regions," investigated three regions of Rio Grande do Sul and was funded by FAPERGS (Call No. 07/2021 - PqG). The second project, titled "Regional Development Based on the Sustainability Analysis of Strategic Tourism Guidelines Defined in the Strategic Planning of the Coredes that Integrate Functional Region 7 of the State of Rio Grande do Sul" - (*O Desenvolvimento Regional a partir da análise da sustentabilidade das diretrizes estratégicas do turismo, definidas nos Planejamentos Estratégicos dos Coredes que integram a Região Funcional 7, do Estado do Rio Grande do Sul*) focused on the sustainability of strategic tourism guidelines and analyzed the Corede Fronteira Noroeste as part of the study on Functional Planning Region 7 of the State.

The Regional Development Councils (Coredes) were proposed in 1991 to promote dialogue, integrate political-institutional leaders, and enable resources to meet the diverse regional demands of Rio Grande do Sul (Büttenbender, Siedenber, and Allebrandt, 2011; Anes, 2017). From 1994 onwards, due to Law No. 10,283, of October 17, 1994, and Decree No. 35,764, of December 28, 1994, the Coredes were officially legitimized (*Fórum dos Coredes/RS*, 2014). To make this initiative viable, Strategic Development Plans were defined for each Corede in the state, with specific guidelines and objectives for different areas, guiding the actions to be implemented.

To theoretically ground the analyses of the development strategies of the studied Coredes, this research adopts a framework on Development and Regional and Territorial Approaches, in addition to the multiple dimensions of Territorial Heritage. This framework guides the interpretations and results regarding development planning in the selected regions.

Initially, "development" was seen as synonymous with economic growth, but this view expanded to encompass a more complex phenomenon, considering regional transformations in various dimensions. The concept of Regional Development emerges as a tool to understand the changes in a nation or region, taking into account aspects such as scale, historical diversity, and

administrative structure. With the advancement of research, development began to be approached territorially, integrating historical factors, internal and external relations, and global influences.

According to Dallabrida (2014b), territorial development is a dynamic process that seeks to reduce inequalities and improve the population's quality of life. This development considers territorial heritage, which, according to Dallabrida (2020), involves the productive system, the natural environment, human and intellectual formation, and the territory's cultural, social, and institutional aspects.

From this perspective, this study aims to investigate how three regions in Rio Grande do Sul articulate their strategies in relation to these dimensions of territorial heritage. It is structured in five sections: introduction, theoretical review, methodology, discussion and results, and final considerations.

2 REGIONAL DEVELOPMENT COUNCILS (COREDES): A REGIONAL AND TERRITORIAL PERSPECTIVE

The regional Coredes were established with the objective of promoting balanced and sustainable regional development in Rio Grande do Sul. This model seeks to create an efficient communication channel between the State Government and its various regions, contribute to the population's quality of life, promote a fairer distribution of wealth, encourage people to stay in their regions of origin, and protect the environment (Fórum dos Coredes/RS, 2014).

According to data from the *Fórum dos Coredes/RS* (2014), the State of Rio Grande do Sul is divided into nine (9) Functional Planning Regions (RFP) and twenty-eight (28) Regional Development Councils (Coredes). Each of these Corede regions is linked to a Functional Planning Region, as presented in Table 01.

This regionalization format was established based on criteria of economic, social, and environmental homogeneity, as well as variables involving employment, transportation, the urban network, health, and education. Among the nine RFPs and twenty-eight Coredes, three regions were selected for this study, as previously mentioned. The *Corede Fronteira Noroeste* is located in Functional Planning Region 7 (RFP7), while the *Corede Fronteira Oeste* is in Functional Planning Region 6 (RFP6), and the *Corede Litoral Norte* in Functional Planning Region 4 (RFP4).

Table 01 – Functional Planning Regions and their respective Coredes

RFP 1	<i>Metropolitano do Delta do Jacuí, Centro Sul, Vale do Cai, Vale do Rio dos Sinos, Paranhana/Encosta da Serra</i>
RFP 2	<i>Vale do Rio Pardo, Vale do Taquari</i>
RFP 3	<i>Campos de Cima da Serra, Hortênsias, Serra</i>
RFP 4	<i>Litoral Norte</i>
RFP 5	<i>Sul</i>
RFP 6	<i>Campanha, Fronteira Oeste</i>

RFP 7	<i>Fronteira Noroeste, Missões, Noroeste Colonial, Celeiro</i>
RFP 8	<i>Alto Jacuí, Central, Jacuí-Centro, Vale do Jaguari</i>
RFP 9	<i>Alto da Serra do Botucarai, Médio Alto Uruguai, Nordeste, Norte, Produção, Rio da Várzea</i>

Fonte: Compiled by the authors based on data from the Secretariat of Planning, Governance, and Management of Rio Grande do Sul (2024)

RFP7, composed of the *Fronteira Noroeste, Missões, Noroeste Colonial, and Celeiro* Coredes, includes 20 municipalities in the FN Corede (2023), which totaled 203,500 inhabitants in 2010 and reached 217,900 in 2020, a growth of 7.1%. Santa Rosa is the main urban center, with 78,300 inhabitants. The region has a population density of 46.4 inhabitants per km² in an area of 4,693.4 km² (2020), the life expectancy at birth was 79.3 years (2018-2020), and the infant mortality rate was 7.2 per thousand live births (2020).

In the Idese - a socioeconomic index - the *Corede Fronteira Noroeste* scored 0.798 points, ranking 6th among the municipalities in Rio Grande do Sul, with scores of 0.788 in Education, 0.750 in Income, and 0.856 in Health. In the sectoral participation of the State's Gross Added Value (GVA), the agricultural sector ranked 17th (3.4%), Industry 13th (1.9%), and Services 14th (1.7%). The Corede ranked 14th in total GDP (R\$ 9.2 million) and 2nd in GDP per capita (R\$ 63,100) among the Coredes of Rio Grande do Sul (Corede FN, 2023).

The second region analyzed in this research is the *Corede Fronteira Oeste* (FO), which, together with the *Corede Campanha*, forms Functional Planning Region 6 of Rio Grande do Sul. Comprising 13 municipalities (Corede FO, 2023), Uruguaiana is the most populous, with 117,900 inhabitants. The region has a population density of 11.0 inhabitants per km² in an area of 46,215 km², a life expectancy of 76.2 years, and an infant mortality rate of 9.5 per thousand live births (2020).

In the 2016 Idese, the *Corede Fronteira Oeste* scored 0.728 points, ranking 25th among the municipalities in Rio Grande do Sul, with scores of 0.759 in Education, 0.641 in Income, and 0.786 in Health. Regarding the state's GVA, the agricultural sector ranked 2nd (7.8%), Industry 11th (2.1%), and Services 8th (3.2%). The region ranked 8th in total GDP (R\$ 15.198 million) and 27th in GDP per capita (R\$ 20,477) among the Coredes of the State (Corede FO, 2023).

The third region analyzed is the *Corede Litoral Norte* (CLN), part of Functional Region 4 (RF4), located on the northern coast of Rio Grande do Sul and composed of 21 municipalities (Corede LN, 2023). In 2010, the region's population was 254,300 inhabitants, growing to 359,600 in 2020, an increase of 41.4%. Capão da Canoa is the largest urban center, with 55,100 inhabitants.

The population density is 50.7 inhabitants per km², in an area of 7,096.8 km² (2020). Life expectancy is 76.9 years, and infant mortality is 11.4 per thousand live births. In the Idese, the region scored 0.710 points, ranking 27th among the municipalities in Rio Grande do Sul, with 0.733 in Education, 0.627 in Income, and 0.805 in Health (Corede LN, 2023).

Regarding GVA, the agricultural sector ranked 23rd (1.7%), Industry 18th (1.3%), and Services 10th (2.5%). The region ranked 13th in total GDP (R\$ 9.7 million) and 26th in GDP per capita (R\$ 22,300) (Corede LN, 2023). This section characterized the *Fronteira Noroeste*,

Fronteira Oeste, and Litoral Norte Coredes; thus, the next will address concepts of Region and Territory from a Sustainable Development perspective.

2.1 THE REGIONAL AND THE TERRITORIAL: PERTINENT INTERPRETATIONS ON DEVELOPMENT

The concept of development has undergone several historical and scientific transformations. Initially, it was associated with economic growth, but over time, studies began to distinguish between these two terms. Ignacy Sachs (2004), for example, uses the metaphor of the elephant to illustrate this complexity: development is visible but difficult to define, highlighting the importance of considering the historical context.

Originally used in Biology to describe the evolution of living beings, the term "development" was adopted by classical and neoclassical economics as a synonym for economic growth in the capitalist context (Santos *et al.*, 2012). The Critical School, however, argued that growth, although necessary, would be insufficient to achieve full development (Oliveira, 2002).

During the 1950s, the economic crises faced by "Third World" countries showed that economic growth was not feasible for all nations, indicating the need for new interpretations of the development process (Almeida, 2002). Celso Furtado (1975) then expanded this concept, suggesting that economic development consists of raising the material standard of living, defined by each society based on its values and internal forces - he argues that technological and social factors, in addition to economic ones, are essential to explain true development.

Based on these interpretations, it is possible to see that the concept of development is not finished but is constantly changing. According to Lima & Simões (2009), there is enough evidence to affirm that development occurs unevenly, considering the various regional cuts, each with its own characteristics and particular dynamics.

From the propositions of Monastério & Cavalcante (2011), the concept was further expanded, recognizing the influence of Economic Theories and Spatial (Location) Theories on the high concentration of production in a given territory. Faced with these findings, concerns arose that led to the need for analyses more focused on subnational dimensions, considering their natural production conditions and transaction costs, which gave rise to the concept of Regional Development.

Although it is possible to understand a nation or region through Regional Development, the data vary between these cuts due to differences in scale, socio-spatial aspects, historical diversity, and administrative structure of the territories. Thus, reflecting on regional development requires foundations that help to understand the concept of region and its specificities. In this sense, Santos (1985, p. 66) argues that a region presents the expression of functions of society at a given moment, and in the past, spatial divisions of labor related to the regional approach were produced.

In this same perspective, Cunha *et al.* (2005) highlight that the idea of a region goes beyond its natural characteristics, including how space is perceived and related to production.

Regional diversity, therefore, arises from the interests and ideologies that permeate different political currents.

From a spatial perspective, the region reflects changes according to how social, economic, and political demands evolve over time. In this context, the role of the State is fundamental, as it offers a counterpoint to neoliberal thinking, which prioritizes the market as a guide for social actions. Although the State should not be the center of the process, its role as a mediator and articulator of development is essential. Complementing Regional Development, Territorial Development emerges as a theoretical concept that encompasses dimensions previously not considered in the regional approach. For Dallabrida (2014b, p. 16), territorial development is understood as a process of continuous change, historically and territorially situated, but integrated into intra-territorial, supra-territorial, and global dynamics, sustained by the potentiation of resources and assets (material and immaterial, generic and specific) existing in the locality, with a view to socio-economic dynamization and improvement of the quality of life of its population.

However, the notions of Regional Development and Territorial Development differ from each other and should not be seen as synonyms. While Regional Development is understood within a fixed geographical space, Territorial Development considers space as a construction resulting from historical, cultural, and social dynamics, with borders defined and redefined by social and economic networks (Rallet, 2007).

Thus, territorial development departs from traditional approaches to regional development by articulating the concepts of territory and development. Abramovay (2010), based on studies on rural areas, highlights that the idea of territory transcends sectoral thinking, evidencing the difference between economic growth and development. This approach values empirical studies on local actors and organizations and focuses on how society manages its resources by integrating social and ecological aspects into the productive process.

In this same vein, networks, conventions, and institutions become essential elements in Territorial Development research, as each territory needs to build its own path to progress (Jean, 2010). Thus, the territory, from this perspective, is considered a dynamic space, shaped by historical-cultural and social interactions, whose borders are flexible and defined by social and economic networks (Rallet, 2007).

For Froehlich and Dullius (2012), territorial issues promote cooperation and strengthen the social fabric, making territorial development a historical process, oriented towards the future through well-defined strategies. Here, the concept of Territorial Heritage includes resources accumulated over time, such as the productive system, infrastructure, the natural environment, human formation, cultural expressions, social values, and relationship networks, in addition to local institutions (Dallabrida, 2020).

Finally, governance skills in territorial development are essential to create a consensual and agreed-upon future agenda. Cooperative governance, as defined by Büttenbender and Sausen (2020), requires continuous training and collective engagement, aiming to overcome limitations arising from municipal fragmentation, political clientelism, and a narrow focus on short-term results.

3 RESEARCH METHODOLOGY

This study aims to understand the development strategies of the *Corede Fronteira Noroeste*, *Corede Fronteira Oeste*, and *Corede Litoral Norte* regions of *Rio Grande do Sul*, in light of the dimensions of Territorial Heritage. Classified as an explanatory research, it is based on the descriptive-analytical method and focuses on the Strategic Development Plans of these regions.

The technical procedures adopted include bibliographic research, document analysis, and field observation. Bibliographic research involved consulting digital repositories, books, scientific articles, theses, and dissertations related to the themes of Development, Regional Development, Territorial Development, and Territorial Heritage. Document analysis focused on the analysis of the Strategic Development Plans of the regions in question, seeking to identify their Strategic Guidelines. Field observation was carried out through meetings of the *Fórum dos Coredes/RS* and dialogues with regional leaders, such as public managers, universities, and other local actors.




To understand the development of the territories of the *Coredes Fronteira Noroeste*, *Fronteira Oeste*, and *Litoral Norte* under the territorial development approach, it is essential to recognize them as specific spatial cuts, each with its own particularities. Therefore, the research sought to identify strategic guidelines in different dimensions:

1. **Productive Dimension:** Evaluated the main financial resources, agricultural and industrial systems, commercial activities and services, in addition to local infrastructure, as potentials for territorial development.
2. **Natural Dimension:** Considered the characteristics of landscapes, soil, subsoil, fauna, and flora, analyzing guidelines aimed at environmental preservation and the generation of sustainable alternatives.
3. **Human and Intellectual Dimension:** Investigated local know-how, academic and professional training, accumulated knowledge, and creative potential, identifying strategic guidelines that value these capacities.
4. **Cultural Dimension:** Represents the identity character of the territory, including values, codes of conduct, and traditions, fundamental to understanding development guidelines.
5. **Social Dimension:** Encompassed the forms of territorial associativism and internal and external social networks, serving as a basis for the analysis of strategic guidelines.
6. **Institutional Dimension:** Finally, this dimension was analyzed to address the strategic guidelines related to facing challenges and opportunities, considering innovative territorial development practices.

These multiple dimensions, used as categories of analysis, allowed for a more comprehensive understanding of the strategic development guidelines of the *Coredes Fronteira Noroeste*, *Fronteira Oeste*, and *Litoral Norte*. As a method to organize and process the data, content analysis was adopted, based on the assumptions of Bardin (1977). This instrument

offers flexibility in defining categories of analysis, allowing the authors to develop an analytical framework (Table 02) for this research.

Table 2 - Research analysis framework

Strategic Development Plans (Corede FN; Corede FO; Corede LN, 2023)	Analysis	PAT* Dimensions and their observation components (Dallabrida, 2016, 2020, 2024)
<u>Corede Fronteira Noroeste</u> 1. Agriculture 2. Infrastructure and Public Management 3. Education 4. Health 5. Industry and Commerce 6. Public Safety 7. Social Inclusion		a) Productive Dimension a1) Territorial Productive Systems; a2) Local Agri-Food Systems and/or; Agro-Silvopastoral Systems; a3) Basket of Territorial Goods or Services and Geographical Indications; a4) Social and cooperative enterprises; a5) Socio-economic trajectory of the territory. b) Natural Dimension b1) (Bio)Geodiversity (presence of geosites); b2) Agroecosystems (rural sustainability); b3) Urban Environmental Vulnerability; b4) State Policy for Sustainability. c) Human and Intellectual Dimension c1) Formal Knowledge; c2) Informal Knowledge; c3) Vertical Human Groups; c4) Horizontal Human Groups. d) Cultural Dimension d1) Multiculturality (values and codes of conduct); d2) Cultural manifestations and facilities; d3) Media structure; d4) Creative economy.
<u>Corede Fronteira Oeste</u> 1. Economic Management 2. Structural Management 3. Social Management (Education, Culture and Leisure) 4. Social Management (Health and Social Assistance) 5. Institutional Management		e) Social Dimension e1) Labor relations and access to goods and services; e2) Forms of organization and interaction e3) Values, norms and social structures f) Institutional Dimension f1) Administrative capacity of statehood in the territory; f2) Public Policies to support development; f3) Actors, institutions and concertation arenas.
<u>Corede Litoral Norte</u> Axis 1. Economic Matrix Axis 2. Planning and articulated management for regional sustainability		e) Social Dimension e1) Labor relations and access to goods and services; e2) Forms of organization and interaction e3) Values, norms and social structures f) Institutional Dimension f1) Administrative capacity of statehood in the territory; f2) Public Policies to support development; f3) Actors, institutions and concertation arenas.

Developed by the authors (2024)

4 DISCUSSION AND RESULTS

This section examines the strategic actions contained in the PED-*Fronteira Noroeste*, PED-*Fronteira Oeste*, and PED-*Litoral Norte* (Corede FN; Corede FO; Corede LN, 2023),

based on the dimensions of territorial heritage proposed by Dallabrida (2020, 2023b, 2024). These theoretical foundations assist in understanding the development strategies that each region has planned and implemented in recent years. Thus, the results presented reflect the analysis of strategic actions in relation to the productive, natural, human and intellectual, cultural, social, and institutional dimensions.

The Strategic Development Plan of *Corede Fronteira Noroeste*, elaborated in 2015, defines seven main strategies, organized in the areas of Agriculture, Infrastructure and Public Management, Education, Health, Industry and Commerce, Public Safety, and Social Inclusion. The strategy focused on agriculture highlights the strengthening of production through technological advances, diversification, and socio-environmental aspects, with a focus on food production to supply both the internal and external markets. This strategy converges with the **productive, natural, human and intellectual, social, and institutional dimensions**, evidenced by the results achieved in various projects (Corede FN, 2023, p. 20).

The analysis of ongoing projects in this area highlights elements of the **productive dimension**, which involve the planning and application of financial resources in agricultural, industrial, commercial, and service activities, in addition to investments in equipment and infrastructure. According to Dallabrida *et al.* (2023), this dimension is co-evolutionary, reflecting the progressive transformation of the territory's productive structure, from unplanned forms to more complex productive systems. In this context, innovative governance, as addressed by Büttenbender and Sausen (2020), converges with the productive dimension of territorial heritage. For the authors, innovation-oriented governance serves as an essential basis for territorial development.

The **natural dimension**, in turn, manifests itself in sustainability actions, including training courses for techniques that optimize natural resources and promote environmental preservation. These new practices (techniques), according to Denardin *et al.* (2022), enable more sustainable productive practices, encourage conscious consumption, and promote public policies aimed at adjusting environmental inequalities.

The **human and intellectual dimension** is promoted by professional training courses offered by ongoing projects, which aim to serve the local population, considering the social and demographic diversity of the groups. These courses value intellectual development and encourage innovation, disseminating new knowledge among the territory's residents (Mueller *et al.*, 2023).

In the **social dimension**, the project to strengthen associativism and cooperativism stands out, which fosters the creation of associations and cooperatives, in addition to encouraging relationships between people from different areas and institutions. The results already achieved show that the three components of the social dimension (Rotta *et al.*, 2022), — labor relations and access to goods and services, organizational forms, and the values and norms of society — are being addressed in the PED of *Corede Fronteira Noroeste*.

The **institutional dimension**, on the other hand, is reflected in the integration and formalization of partnerships between public and private organizations, aiming to meet regional demands for production, training, and infrastructure. These agreements reinforce the importance of governance as an essential component of the institutional dimension (Gumiero

et al., 2022), by identifying the needs of society, structuring development strategies, and aligning with public policies for joint action with the State.

In the area of infrastructure and public management, the Corede Fronteira Noroeste Region seeks development that increases competitiveness, efficiency, and the population's quality of life. The analysis of the PED shows that this strategy integrates elements of the productive, natural, human and intellectual, and institutional dimensions, as evidenced by the results of various projects already underway (Corede FN, 2023, p. 31).

The **productive dimension**, for example, is reflected in projects linked to the infrastructure and public management strategy, which include sanitation, water supply, sewage, urban drainage, and waste treatment works in rural, urban, and industrial areas (Büttenbender *et al.*, 2022). In addition, asphalt pavement of access roads and the construction of hydroelectric plants are underway in the region.

Regarding the **natural dimension**, the infrastructure strategy carries out environmental and urban zoning, promoting urban improvements, environmental preservation, and quality of life. According to Ostrom (2002), policies that consider environmental issues strengthen the territory's institutional capital. Thus, the Strategic Development Plan of *Corede Fronteira Noroeste* has already implemented rainwater harvesting structures on rural properties, riparian forest recovery, and solar panel installation in urban and rural areas.

The **human and intellectual dimension of territorial heritage** manifests itself in technical training actions and the application of knowledge in increasingly qualified and sustainable services. The region's strategic agenda includes fairs, trips, and lectures aimed at private companies, civil organizations, and the public sector.

And in the **institutional dimension**, the infrastructure and public management strategy focuses on entrepreneurship and seeking credit lines for various sectors, in addition to promoting the participation of companies in events such as South Summit and Mercopar. These initiatives have generated positive impacts, stimulating new businesses and gradually reducing the mortality rate of young companies.

Education is one of the three strategies defined in the PED of *Corede Fronteira Noroeste* and aims to ensure the quality of teaching, citizenship, and equality among the region's citizens. The analysis of the PED reveals that this area prioritizes the human and intellectual, social, and institutional dimensions.

In the **human and intellectual dimension**, for example, continuing education for teachers in rural areas stands out, promoting innovative and inclusive teaching practices, which is reflected in the partial results of ongoing projects (Corede FN, 2023, p. 39). Inclusion training, in turn, already shows positive results in municipal schools, adopting collaborative methods that value diversity. Furthermore, new technologies are being integrated into the pedagogical process.

The **social dimension** emphasizes inclusion as a crucial element to create collaboration networks between teachers, parents, students, and the community, promoting significant social transformations. On the other hand, the **institutional dimension** is evidenced by the use of technological resources and continuing education methods for teachers, both in rural and urban

areas. This interrelationship between the dimensions is essential for sustainable territorial development.

The articulation between these elements must be a constant practice of territorial governance, as it promotes collaboration between state agents, private initiative, and educational institutions. This integration is fundamental for multidimensional and democratic development, ensuring public policies that respect citizens' rights and contribute to a more inclusive and egalitarian society (Dallabrida *et al.*, 2022).

Strategy 4 of the PED of *Corede Fronteira Noroeste* focuses on health, with the aim of ensuring the population's well-being through policies that meet regional demands. However, the analysis of the PED shows that, to date, there are no concrete actions that reflect the dimensions of territorial heritage in the health area, as there are projects that have not yet started (Corede FN, 2023, p. 42).

Similarly, strategies 5 (Industry and Commerce), 6 (Public Safety), and 7 (Social Inclusion) also have projects that have not yet started. This limits a qualitative analysis of the relationship between regional strategies and the dimensions of territorial heritage. Despite the absence of results so far, these strategies continue to guide future actions. The Industry and Commerce strategy aims to create a business environment that favors growth through entrepreneurship and innovation. In Public Safety, the goal is to improve resources and integrate efforts with society, in order to guarantee a life-respecting security system. Finally, the Social Inclusion strategy aims to promote respect for diversity and guarantee human rights, aiming to build a social justice system.

According to Dallabrida (2024), the spatial arrangement of the *Corede Fronteira Noroeste* region, by aligning its strategies with the dimensions of territorial heritage, reveals actions that indicate factors and resources not yet fully utilized. This alignment has the potential to transform activities and, thus, achieve better results that promote quality of life and boost territorial development. After all, the PED *Fronteira Noroeste* already presents results that demonstrate a consonance between its strategic proposals and the principles of the dimensions of territorial heritage, indicating a path towards more sustainable development in the region.

Corede Fronteira Oeste has 19 strategies to guide its Regional Development Plan. Among them, 7 priority strategies were selected, associated with 10 priority projects out of the 29 received (Corede FO, 2023). Below are the ongoing strategies that already show results:

1. Economic Management: Strategy 1: Seek, through political and institutional representation, ways to promote competitiveness and sharpen the entrepreneurial vision for the region's development. Strategy 2: Encourage research and technological development to be employed in agribusiness and local tourism.
2. Structural Management: Strategy 3: Make use of natural resources for the production of energy, food, and diversified crops. Strategy 4: Invest in basic sanitation, urban and rural paving to improve access to municipalities.
3. Social Management: Education, Culture, and Leisure. Strategy 5: Create a group to develop/propose a regional tourism plan.

4. Social Management: Health and Social Assistance. Strategy 6: Monitor the implementation of the health project in the region.
5. Institutional Management: Strategy 7: Develop COREDE instruments to qualify the public machine, identify and implement development projects for the region (Corede FO, 2023, p. 25).

The first area addressed is economic management, which has two strategies. The first seeks to strengthen competitiveness and broaden the entrepreneurial vision in the region through political and institutional representation. Linked to this strategy are priority projects and a non-hierarchical project that have not yet started (Corede FO, 2023, p. 26).

The analysis of the ongoing project, Agroindustry Support, reveals positive results in the **productive dimension**, such as the construction of three agro-industries and investments in initiatives in the municipalities of *Rosário do Sul*, *Santana do Livramento*, *São Borja*, and *Uruguaiana*. Furthermore, the **social and institutional dimension** is highlighted by the strengthening of cooperatives among producer families. A project to support the creation of cooperatives has not yet started, but indicates future actions in this direction.

The convergence between the strategies is evident in the projects already implemented and those yet to come. The lack of implementation limits the verification of the components of the territorial heritage dimensions, but the projected objectives point towards paths aligned with these dimensions. Both the ongoing and non-started projects evidence the interactions between the dimensions, reaffirming an integrative and multidimensional approach to territorial development (Dallabrida, 2020).

The second strategy in economic management focuses on encouraging research and technological development, aimed at agribusiness and regional tourism. Two priority projects associated with this strategy, the Regional Energy Efficiency Plan and the Financing of Sustainable Energy Projects, have not yet started. Among the non-hierarchical projects, the Family Livestock Agroindustry Support and Family Farming Support stand out, both of which are ongoing.

The results of ongoing projects in the research and technological development incentive strategy show that the **productive dimension** is evident, mainly due to the financial resources from the popular consultation directed to the agricultural sector, especially in livestock and family farming agro-industries.

The **institutional dimension** is partially reflected in the report on the strategy's repercussions, which mentions institutions and working groups collaborating to gather information and promote innovation. However, there are difficulties in the articulation and effective participation of the members of the *Corede of Fronteira Oeste*.

Dallabrida (2023), in his analysis of territorial dynamics (2023) in *Territorial Distinctive Signs and Geographical Indication*, highlights the importance of a network of local actors that goes beyond economic interests, including public authorities, business representations, and educational institutions.

As for strategies 3 and 4 – Making use of natural resources for the production of energy, food, and diversified crops, and Investing in basic sanitation, urban and rural paving to improve

access to municipalities – they fall within the area of structural management. Two additional projects are also in this area, but were not prioritized. Of the four projects, only one, entitled Organization of Product Exhibitions and Fairs for Regional Commercial Integration, is underway (Corede FO, 2023).

The results of this ongoing project evidence the **social dimension**, since commercial integration, through cooperation, resulted in a regional calendar of events. A connection with the productive dimension is also observed, as the project is financed by the Popular Consultation, which supports the organization of itinerant micro-regional events and fairs.

Strategy 4 of *Corede Fronteira Oeste*, which aims to invest in basic sanitation and urban and rural paving to improve access to municipalities, includes three linked projects: one priority and two non-hierarchical. The only ongoing project is the Support for Small and Medium-Sized Agricultural Producers, which has already demonstrated results, such as the application of resources from the Popular Consultation for the improvement of rural roads in several municipalities (Corede FO, 2023). This evidences the **productive dimension**, as it involves investment in road infrastructure.

In the area of social management, strategy 5 proposes the creation of a group to develop a regional tourism plan, linked to the Regional Tourism Development Plan. However, this project has not yet started, which means there is no data or results available. Despite the region's tourism potential, the lack of articulation between municipalities limits tourism organization (Corede FO, 2023).

In the scope of social management related to health and social assistance, the strategy seeks to monitor and implement a health project in the region, linked to the Expansion of Regional Services in specialties such as traumatology, orthopedics, urology, otorhinolaryngology, and neurosurgery. This ongoing project already shows results, including structural reforms and the acquisition of furniture and surgical equipment. Thus, it reflects the **productive and social dimensions** of territorial heritage, with financial resources coming from community participation through the Popular Consultation.

Strategy 7 of Corede FO seeks to *develop instruments to qualify the public machine, identify, and implement development projects for the region. However, the project entitled Regional Program for the Training of Public Managers in a Digital Environment* has not yet started, which makes it impossible to verify concrete results that could demonstrate convergence with the dimensions of territorial heritage.

The analysis of the PED reveals an absence of evidence indicating progress towards more sustainable territorial development. This gap is mainly attributed to the lack of results from the strategies and projects outlined in the plan. Furthermore, there is a lack of articulation between the Development Council and municipal public administrations, hindering the execution of projects linked to regional strategies.

Therefore, it is essential that the Corede FO PED revises its strategies, assessing whether the projects are actually generating results that address sustainability issues, a fundamental premise for territorial development. It is worth recalling that Denardin and Sulzbach (2019) emphasize that natural resources used in productive activities must be managed within the limits of ecosystems. Similarly, Ostrom (2002) argues that effective territorial planning requires the harmonization of actions with the physical and legal organization of space, promoting the

preservation of fauna and flora, while recognizing the social structure of the groups that inhabit the territory.

The PED of Corede Litoral Norte, as the third region analyzed, presents two strategic axes: the first focuses on *strengthening the economic matrix*, while the second proposes (apparently) *regional planning and management aligned with sustainability*.

Axis 1 seeks to strengthen the region's economic matrix through the qualification and integration of tourism, in addition to promoting sustainable rural production. In this context, several projects and products were planned (Corede LN, 2023, p. 29).

Project 1 Integrated Routes is underway with two products: the first is a *Study on the tourism potential of different routes*, and the second refers to the *Application and achievement of the routes*. The productive dimension is evidenced by the promotion of tourist structures and routes, such as the *Caminho Gaúcho de Santiago Project*, a regional religious route, and the *Carretas Route*, located on *Estrada da Laguna*. Regarding the second product, 14 cycling tours have already been carried out, with an average of 50 cyclists per event. The rural tourism route is in its initial phase, with the production of informative material. Being a region with a tourist identity, which can be seen as a system or productive arrangement (services), within a functional or territorial logic (Dallabrida, 2023), dialogue is established with the **productive dimension** of territorial heritage.

The **human and intellectual dimension** manifests itself in courses aimed at rural tourism, according to the preliminary results of Project 3 *Rural Property Incentive Program for Tourism* and Project 4 *Training Courses for Tourism*. And the agreements between the municipalities and Emater/RS for assistance to small rural producers show results aligned with the **human, intellectual, and institutional dimensions**.

Project 10 *'Welcome Well' on the Road Program* evidences care with accessibility at the main tourist information points, qualifying roadside businesses. This refers to the **social dimension**, which addresses people's access to products and services in the region. In turn, Project 12 *Work Formalization* is being implemented, with actions promoted periodically by SINE and the Secretariat of Citizenship, Labor, and Community Action, establishing evidence that dialogues with the **social and institutional dimensions**.

The actions of the projects linked to strengthening the economic matrix in the *Corede Litoral Norte* region, through the qualification and integration of regional tourism (Axis 1), demonstrate the integration of at least three dimensions of territorial heritage: **human and intellectual, social, and institutional**. This integration reinforces the theoretical assumptions of the territorial development approach, which, according to Dallabrida, Rotta, and Büttenbender (2021), considers the territory as an organized system where the human and intellectual, social, economic, cultural, natural, and institutional dimensions interact interdependently.

In Axis 1, the second strategic priority focuses on *fostering and qualifying sustainable rural production*. Several projects are included in this context (Corede LN, 2023, p. 34), and the results analyses show actions aimed at the direct commercialization of rural products, structural support for producers' fairs, and training activities. This evidences a consonance with the **productive dimension** and with the **human and intellectual dimension** of Territorial Heritage.

Axis 2 of the *Litoral Norte* PED aims to promote planning and articulated management for regional sustainability, establishing five strategic priorities:

1. **Intensify cooperation for integrated management:** Results show the development of a plan for the ordering of urban expansion and waterfront urbanization, integrating the **productive and social dimensions** by fostering the urban structure and facilitating people's access.
2. **Strengthen urban-environmental planning and management of municipalities:** This priority evidences the **human and intellectual dimension** through municipal training for sustainable territorial management, in addition to presenting results in the productive dimension with the execution of a land regularization plan.
3. **Promote the appreciation of natural heritage and minimize degradation:** Nature, with its renewable and non-renewable resources, is seen as raw material for a sustainable production and consumption system.
4. **Support and strengthen the region's traditional peoples and communities:** The project Strengthening a Fishing Forum on the Coast is an example of action that relates the productive and **human and intellectual dimensions**.
5. **Promote the strengthening of social inclusion policies:** The Action Plan for Crime Prevention with Vulnerable Populations is an ongoing project that involves partnerships with the Federal University of Rio Grande do Sul and includes actions in schools for professional qualification, evidencing the **human, intellectual, and social dimensions** (Corede LN, 2023).

Additionally, projects such as teacher training in partnership with UERGS and leisure and sports initiatives, including the construction of public squares and professional courses, show dialogues with the productive, human and intellectual, and social dimensions of territorial heritage.

The *Litoral Norte* PED also encompasses the cultural dimension, with 18 projects related to cultural diversity, highlighting the importance of rescuing historical-cultural aspects and integrating artisanal production and gastronomy into the region's tourist identity (Corede LN, 2023).

Despite some projects not yet having started or not showing concrete results, there is evidence in the PED that reflects the dimensions of territorial heritage. To strengthen regional governance, it is essential to improve cooperation between municipalities and overcome political-representative fragmentations, as suggested by Büttenbender and Sausen (2020). This will certainly allow for a more integrated and sustainable development for the region.

5 FINAL CONSIDERATIONS

This study sought to understand the development strategies of the *Corede Fronteira Noroeste*, *Fronteira Oeste*, and *Litoral Norte* regions of Rio Grande do Sul in light of the dimensions of Territorial Heritage. In the analysis of *Fronteira Noroeste*, it was possible to

perceive that the PED strategies of this region dialogue with the dimensions of territorial heritage, promoting promising territorial development. Although the application of the methodological analysis platform was partial, the data analyzed indicate that these guidelines are relevant and aligned with the proposed objectives.

In *Fronteira Oeste*, despite the existing strategies and projects, the absence of concrete results makes it difficult to fully assess the effectiveness of the guidelines in relation to territorial heritage. The research thus reveals the need for a deeper discussion among regional actors to strengthen the integration between strategic planning, management, regional governance, and territorial dimensions. It would be possible, for example, to promote a series of debates with the aim of generating improvements for the entire regional extension.

In turn, the analysis of the *Corede Litoral Norte* region points to advances in strategic axes 1 and 2, aimed at strengthening the economic matrix and sustainable management. However, there is a lack of detailed data in the Corede LN PED, which limits the understanding of the effects of projects already executed. Thus, this research suggests the opportunity to incorporate improvements into the strategic plan, especially in the results platform.

In summary, despite the methodological limitations, the study demonstrated that the regions studied have, to a greater or lesser extent, strategies that dialogue with the dimensions of territorial heritage. These conclusions reinforce the relevance of incorporating more robust planning, management, governance, and evaluation practices that can not only align with territorial development, but also promote effective integration between strategic guidelines and the territorial specificities of each Corede.

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