

Received: 11/18/2021

Accepted: 12/20/2021

TERRITORIAL APPROACH TO DEVELOPMENT: A PERSPECTIVE FROM INSTITUTIONAL DIMENSION OF TERRITORIAL HERITAGE

ABORDAGEM TERRITORIAL DO DESENVOLVIMENTO: UM OLHAR A PARTIR DA DIMENSÃO INSTITUCIONAL DO PATRIMÔNIO TERRITORIAL

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Abstract

The territorial heritage is constituted by a set of goods and resources accumulated over time in a territory. Thus, based in the study from which the text results, the institutional dimension of territorial heritage was focused on the following components: political-administrative division; planning and public policies; and institutions and public actors. The objective of the paper is to assess the conceptualization of the descriptor components and variables that make up the political-administrative dimension of territorial heritage: a) the performance and obstacles of the State in an institutional political system guided by federalism; b) the implementation of public policies based on state capacities and institutional arrangements between the planning instances, related to the legacy and experiences generated in the proposition of participatory territorial planning; c) territorial governance analyzed by cooperative governance and by the endogenous approach. At the end of this paper, an assessment of the obstacles involved in the implementation of participatory and territorial governance is carried out.

Keywords: Territorial heritage; Institutional Dimension; Governance; Popular participation.

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Resumo

O patrimônio territorial é compreendido como um conjunto de recursos e ativos acumulados ao longo do tempo em um território. Assim, no estudo do qual resulta o texto, a dimensão institucional do patrimônio territorial esteve focada nos seguintes componentes: divisão político-administrativo; planejamento e políticas públicas; e instituições e atores públicos. O objetivo do artigo é realizar o balanço da conceitualização dos componentes descritores e das variáveis que compõem a dimensão institucional do patrimônio territorial: a) a atuação e os obstáculos do Estado em um sistema político institucional pautado pelo federalismo; b) a implementação das políticas públicas fundamentada pelas capacidades estatais e arranjos institucionais entre as instâncias de planejamento, relacionado às heranças e experiências gestadas na proposição do planejamento territorial participativo; c) a governança territorial analisada pela governança cooperativa e pela abordagem endógena. Ao final deste artigo é realizado o balanço dos entraves envolvidos para a implementação da governança participativa e territorial.

Palavras-chaves: Patrimônio Territorial; Dimensão Institucional; Governança; Planejamento Territorial Participativo.

Introduction

This paper focuses on the epistemic-theoretical framework on territorial heritage (DALLABRIDA, ROTA E BUTTERBENDER, 2021a; DALLABRIDA *et al.*, 2021b), comprising the dimensions: productive; institutional; cultural; natural; social; human and intellectual. Grounded on the indication of the epistemic-theoretical bases on the territorial approach to development, it was proposed to carry out studies in order to formulate an epistemic-theoretical-methodological framework that allows multidisciplinary analyzes and it must be convergent with the territorial approach to development, comprising the proposition, validation and subsequent availability for use in other locations⁶.

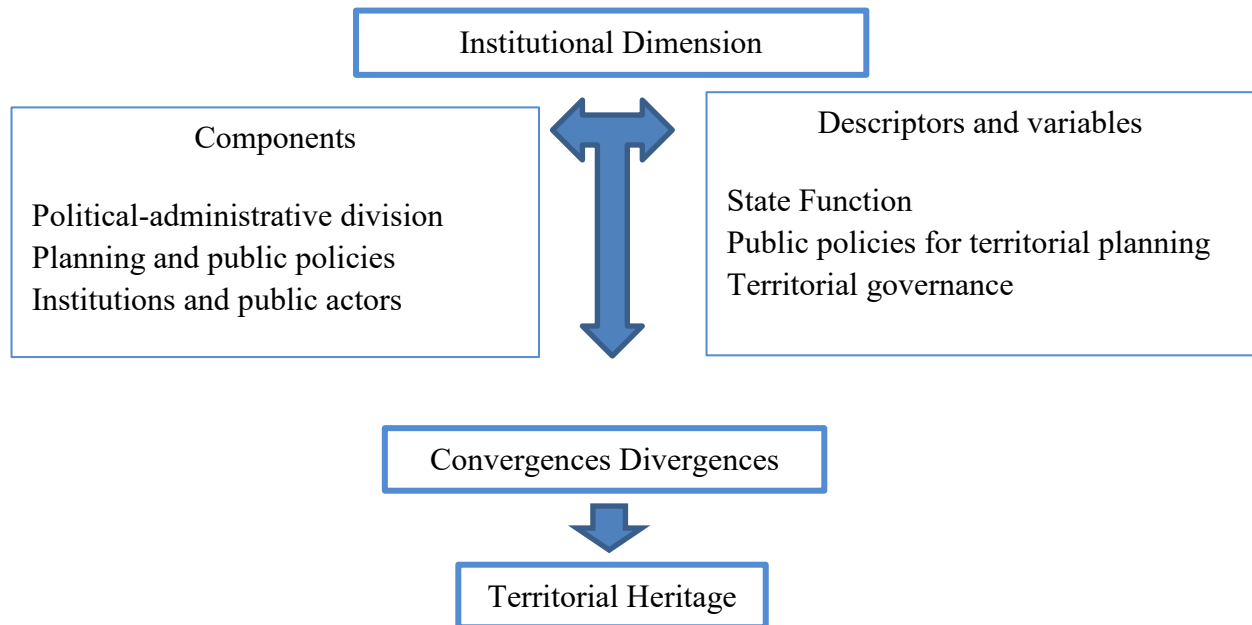
Dallabrida, Rotta and Buttenbender (2021a) consider territorial planning as a priority in the territorial approach, based on the recognition of complexity, from the socioeconomic, cultural and environmental dimensions, strengthened by the interpretation that understands the territory as part of the spatial totality, called diversity and pluralism in the relationships between social actors.

The conceptualization of territorial heritage is the multidimensional interpretation of the territory marked by natural and cultural resources, considered in its essence as a complex cultural asset, whose value resides in the material and immaterial attributes around which, institutional and social identification operates. So, local communities value this type of heritage resource, which is part of their identity, as a legacy or heritage, once they express a unique relationship between man and territory over time (FERNÁNDEZ; SILVA, 2015; CAÑIZARES, 2017).

Based on the territorial approach to development, the objective of this paper is to assess the conceptualization of the descriptor components and variables that make up the political-administrative dimension of territorial heritage: administrative political division exercised by the function of the State; public policy; and, institutions and public actors.

The analytical movements of this paper permeate the systematization of the components and variables defined by the institutional dimension: a) the performance and obstacles of the State in an institutional political system guided by federalism; b) the implementation of public policies based on state capacities and institutional arrangements between the planning instances, related to the legacy and experiences generated in the proposition of participatory territorial planning; c) territorial governance analyzed by cooperative governance and by the endogenous approach. At the end of this paper, an assessment of the obstacles involved in the implementation of participatory and territorial governance is carried out.

⁶This paper is part of the ongoing research projects “Territorial heritage as a reference in the development process of territories or regions” (National Council for Scientific and Technological Development - CNPQ-PQ) and “Territorial heritage as a reference in the development process of territories or regions: epistemic-theoretical assumptions and proposal of a methodological instrument (Post-Graduation Program in Sustainable Territorial Development – PPGDTS - UFPR)”.

Figure 1: Methodological scheme of the institutional dimension of the PAT

Source: Prepared by the authors.

The conceptualization of the components and the balance of the variables of the institutional dimension of territorial heritage can be endorsed by the experiences of territorial planning that took place in the years 2000 and 2010, in two heterogeneous contexts, the European Union and Brazil, in an analytical framework with views to the critical deepening of a new territorial project, articulated between policy makers and public institutions, and segments of civil society.

The paper is divided into six sections, in addition to this introduction: (ii) federalism, intergovernmental relations and obstacles in subnational decision-making processes for the implementation of public policies; (iii) institutional and territorial planning elements: assessment of the Territorial Agenda to the Rural Development Policy in Europe and the National Policy for Regional Development (PNDR) in Brazil; (iv) territorial governance: cooperative governance and the endogenous approach; (v) obstacles and limits to tripartite governance in the contemporary period; (vi) balance of components and variables of the Institutional Political Dimension of Territorial Heritage.

Forms of domination, power and conflicts generated by the market in space

This section is based on the forms of domination and power that can be exercised by the processes of capital accumulation exercised through the market in space and territory. Despite the institutional dimension of territorial heritage being aligned with the functions of the State and the political-administrative structures, which are part of the formulation and implementation of public policies, through planning and territorial governance, it is important to categorize the forms of power domination through the phenomena of capital accumulation. The conceptualization of forms of power resulting from the accumulation of capital through financialization generates territorial conflicts in decision-making arenas, and impact on the dismantling of the State, resulting from neoliberal policies. Furthermore, this section presents effects arising from this process that determine obstacles in the pact for the democratization of participatory territorial planning in decision-making. The phenomena that make up the diagnosis are: a) restructuring of capitalism in space; b) postmodernism as a form of domination by culture and c) network territory.

The process of restructuring capitalism by globalization was gestated in the mid-1970s, called postmodernity by Harvey (1992), characterized by a new set of experiences of space and time, a new round of time-space compression, in the economic, political and cultural imposition of a postmodern condition. In economics, the emergence of volatile capital, the third Industrial Revolution and the flexible accumulation of capital occurred underlying the loss of state power and the imposition of neoliberalism directly reflected in culture or so-called postmodernity, where flexibility is dominated by ephemerality, by fragmentation, disposability, images and simulacrum. The aforementioned author points out that the transition to overcome this condition would take place through new

organizational forms and new proposed production technologies. So, this transition would be conducted by agents representing fractions of capital and power, which according to Foucault (2014) reinforces space as the fundamental locus of all exercise of power.

The concept of space can be understood as the unequal sum of times. For Santos (2012), space is formed by an inseparable, solidary and contradictory set of systems of objects and systems of actions, not considered in isolation, but as the unique framework in which history takes place, the nature of space. Nature is understood from its transformation of things, via technique, via science, via information, loaded with reason and emotion, into objects. Paraphrasing the author, natural objects are replaced throughout human history by manufactured objects. Revisiting the Marxist canon and resuming Milton Santos, we would have a process formed by a system of productive forces and another of actions, formed by a set of social relations of production. It is insufficient to say that there are, on the one hand, productive forces and, on the other, relations of production, and it has become irrelevant to say that the development of production relations leads to the development of productive forces and, on the other way, that the development of forces productive relationships leads to the development of production relationships. The so-called productive forces are production relations, that is, the interdependence between productive forces and production relations expands, and their influences are more and more reciprocal.

The conception of postmodernism is called the cultural logic of advanced post-industrial or multinational capitalism, associated with theoretical and cultural superficiality. As highlighted by Harvey (1992), the revision of the hegemony of an instrumental rationality, carried out by rescuing sensitivity, the symbolic dimension and differences, and identities, are the historically constructed social power relations and the mutations produced in the mechanisms of production of social and spatial identities that allow us to understand contemporary societies. For Foucault (2014), sovereignty is exercised within the limits of a territory, in the discipline of individuals' bodies and in the security of the population as a whole. It is in the territory that, for Lefévre (2006), territorialization exercises the domination and appropriation of space, during the production of that space, both material and symbolic.

The social space is established with the mode of production, creating cleavages. Roughness, according to Santos (2012), permeates the appropriation of the sense of use that incorporates the lived time, of a group that modifies the natural space to serve their needs. It is in the territory, as Haesbaert (2021) states, that society-space domination and appropriation unfold along a continuum that goes from the more concrete and functional political-economic domination to the more subjective and symbolic cultural appropriation.

For Haesbaert (2021), territoriality is the differentiation of a space and distinction between its occupants, making it exclusive, expressing the territorial experience of a collectivity. In this sense, the network territories are configured as discontinuous, dynamic, mobile and susceptible to overlapping and, in the logic of uprooting, overlap the more traditional zone territories and associated with the spatial continuity/contiguity of demarcated areas and borders and with groups rooted. Thus, contemporary deterritorialization emerged in the discursive set, with network territories and exclusion clusters. Networks can act towards territorialization, when focused more on the internal articulation of the territory, becoming its element, as well as on deterritorialization, or when their flows disrupt previously established territories/borders, and 'local' territories can become elements or network nodes.

Castells (1999) points out that the global civil conflicts are the result of the network, and it allows an ever closer coordination of the occupation of public spaces, of the constant interaction between the physical and the internet in different political contexts, languages and cultures. The network is the structure common to all the conflicts of current social movements and these show us the changing profile of society. For Haesbaert (2021), transterritoriality appears as a contemporary form of territoriality typical of biopolitical society, in specific groups seek to bypass or escape the dam effects created by the containment fields, seeking to extrapolate the segregating barriers of the clusters of exclusion where they live as a form of ensure your survival.

Hall (2013) considers that we are diasporic subjects prone to phenomena related to territories and territorialities, de-re-territorializations, inter-territorialities, multi and trans-territorialities. According to Bhabha (1998) the effects of these phenomena position the subject as colonized in opposition to the colonizer, raising questions about how the construction of the power discourse that guarantees the domination and superiority of one people over another takes place. Two conditions applied guarantee this domination and superiority: the maintenance of the stereotype and the mime,

that is, the desire for a reformed, the Other recognizable, as the subject of a difference that is almost the same, but not exactly. Post-coloniality is characterized where the territory is the arena of conflicting disputes, patrimoned by the State and governed by market forces, through the imposition of limits on its use and the disengagement from social condition and cultural identities. Morin (1984) states that it is imperative to articulate the (re)definition of policies and the (re)discovery of the local dimension, the place as an intermediary between the world and the individual, in contrast to the perversities established by the market.

The forms of domination by power exercised by agents representing capital generate conflicts, explained by disputes between different institutions, State, market, and that directly impact social actors in territories, practicing territorial and cultural appropriation, through processes of accumulation of capital. Because of this, it is important to present the diagnosis of this process, positioning space and territory as the locus of reproduction of capital accumulation, which has implications for the implementation of public policies by the State, guided by participatory territorial planning. This process impacts the space and territory, appropriating spaces for concerts and arenas of social participation of democratic pacts between civil society and managers of state institutions.

Federalism, intergovernmental relations and obstacles in subnational decision-making processes for the implementation of public policies

This section prioritized in the institutional dimension the political-administrative division component, designated by the performance and obstacles faced by the State in the institutional political system guided by federalism, addressed by the following points: a) administrative centralization and decentralization; b) competitiveness between subnational units. Underlying, the planning and public policies component was presented, referenced by the approaches related to implementation: a) technical and managerial capacity; b) institutional arrangements and intergovernmental coordination.

The relations of tensions and conflicts are not limited to the impacts generated by the processes of capital accumulation in space and territory, but they are also linked to decision-making arenas in the State, with regard to the conflicting interests between sectors, of which there are intense disputes between the fractions of power in the state sphere in an embodied and institutionalized way. According to Draibe (2004), the political centralization of the post 1930 occurred with the institutionalization of the state bureaucratic-administrative apparatus, provided by regulation and control, based on the organization of general interest and social domination.

Draibe (2004) considers that the State in the period from 1930 to 1945 was characterized by the centralization and concentration of power in the Executive Branch, institutionalized by the state bureaucratic-administrative apparatus, through the expansion of normative and interventionist action. For Fonseca (2015), the conceptualization of the State, in the 20th century, requires the developmentalism suffix, characterized by state intervention in the formulation of the economic policy implemented to change the structural economic conditions in Brazil. According to the author, the State is the rationality of planning a project of the nation, through state intervention through plans in the economy and society, with industrialization as the central project, implemented by the bureaucratic technical body of the state apparatus.

The redemocratization and the Constitution of 1988 in Brazil inaugurated federative autonomy, from which the collection of federal taxes was transferred to subnational governments, enabling municipalities to formulate public policies. The recovery of the federative bases of Brazilian State imposed a new dynamic, designed in two movements for the organization of the public policy agenda. The first was administrative decentralization, and it inverted the model of local governments' alignment with the political authority of federal government, so that the path of federative dialogue is induction, as a strategy for subunits to adhere to the initiatives of this governmental instance. The second was the establishment of a competitive party system, controlling positions in the Executive and in government agencies, constituted an institutional resource for the parties in dispute and stimulated intergovernmental conflicts (ARRECTHE, 1998).

Regional imbalances and problems reflected by the federative autonomy of the states generated clashes between these subnational entities in search of federal resources. Political and financial decentralization contributed to the emergence of new political actors, however, these changes promoted the creation of alternative centers of that compete with each other and with the federal government. This process had deleterious effects in confronting regional imbalances,

pressuring the federal government to negotiate with subnational political leaders, with fragmented interests according to the relationship with political parties, hindering decision-making in relation to the implementation of comprehensive public policies national (ARRETCHE, 1998; SOUZA, 2005).

For Souza (2005), Brazil faces three different tensions in federalism: the first concerns the Constitution of 1988, in which it adopted several policies to address social and regional problems, concomitantly with a reduction in the role of the State in planning in the years nineteen ninety; the second, takes up the Brazilian structural problem of the heterogeneity of the territory, inter-regional and intra-regional. The heterogeneity associated with decentralization and the capacity of subnational governments to provide social services is uneven; third, regional inequalities were amplified with decentralization, as this maneuver was carried out without understanding the financial administrative capacity of the municipalities.

The tensions generated by federalism can hinder the implementation of public policies and the actions of the State. The Gomide and Pereira (2018) point out the implementation of public policy requires technical and managerial capacity of the State in its different administrative instances, in terms of planning and execution. There are complexities and difficulties in implementing the public policy agenda: a) the relationship between the Executive and Legislative powers from the perspective of governability, in which ministers chosen by the President of the Republic are appointed based on the logic of a party coalition; b) the federative system grants political and administrative autonomy to states and municipalities and divides policy competence among federal entities, with the need for intergovernmental coordination; c) strengthening of inspection and control institutions, such as the Federal Court of Accounts (TCU), Public Ministry in the protection of public property; d) the institutionalization of spaces for social participation in public policies, with the inclusion of new actors in decision-making processes.

Lotta and Favareto (2018) analyze the issue of the participation of municipalities in the implementation of public policies of the federal government, which can occur in a timely manner, either to act on the necessary expropriation or to solve problems during implementation. The involvement of federative entities of inter-federative coordination, through the participation of the involvement of subnational entities in the project's life cycle, would allow for the anticipated management of conflicts. In this case, there is in peripheral regions the problem of administrative capacity that negatively influences the effectiveness of the implementation of programs related to the implementation of projects and undertakings in logistic infrastructure.

For Lotta and Favareto (2018), the different institutional arrangements in public policies in Brazil have four different dimensions: a) intersectoriality defined as the coordination of different government sectors for the joint construction of projects for social problems, it is defined as different sectorial competences, programs or public policy themes are organized and horizontally integrated; b) federative relations that can be defined as subsidiarity, represented by the ways in which policies consider the federative relations between different entities during the process of producing public policies; c) territoriality that encompasses intermunicipality, intersectoriality and permeability to the interests of the participation of these social forces in the planning and management mechanisms; d) premeditated social participation by analyzing the participation of social actors in the process of formulating public policies.

Brazilian federalism incorporates multiple centers of power, characterized by political and financial dependence between spheres of government, and by inter-regional and intra-regional disparities. The trajectory of Brazilian federalism reaffirms that the mechanism of territorial power division is a way to accommodate regional conflicts. Federative relations tend to be based on conflicting interests, and they are reflected in regional political conflicts (SOUZA, 2005).

Institutional elements for territorial planning: assessment of the Territorial Agenda to the Rural Development Policy in Europe and the PNDR in Brazil

This part of the text presents the experiences of the European Union and Brazil, mobilized by analytical movements: a) action of institutional and political forces in the foundation of the agenda that consist of territorial planning policies in the 2000s to 2016; b) within the framework of disparities in federalism and regional inequalities in Brazil, the resumption of an agenda of regional policies that were guided by the experiences of territorial planning in the European Union, through the PNDR and by the proposition of subnational plans directed by territorial specificities; c) because these territorial planning experiences mobilize analytical variables that can be important for the

organization of territorial programs, collated by the advantages and disadvantages for the formation of an agenda, implementation and evaluation of results, which can serve as subsidies for new regional and territorial policies.

The experiences of participatory territorial planning in the European Union were important influences for Brazil. It was from 2003 to 2016 that the emphasis on territories occupied a central position in the public policy agenda in Brazil. The International Seminar “Regional Development Policies: challenges and perspectives in the light of the experiences of the European Union and Brazil”, an event held in Brasilia - 2006, focused on the analysis of territorial policies created in the European Union and which inspired the PNDR, in the Brazil, for the treatment of territorial inequalities in their multiple dimensions-environmental, cultural, productive, social identity (DINIZ, 2007).

The experiences of the European Union in the field of public policies presented participatory territorial planning programs, such as the 1999 European Territorial Strategy, the 2008 Green Paper on Territorial Cohesion, the 2020 European Union Territorial Agenda and the 2030 Territorial Agenda. Public authorities, keeping their specificities, considered as a priority the recognition and valorization of territorial heritage, considering the territorial specificities of natural resources for productive diversification, as a strategy for territorial integration and cooperation. Two cases were highlighted, the European Territorial Agenda 2030 and the Liaison between Actions de *Développement de l'Économie Rurale* (LEADER), due to the set of attributes that mobilized to promote actions for the territories, considering the institutional factor as the core, and it encompasses the variables of endogenous planning and the democratization of popular participation in decision-making.

The European Territorial Agenda 2030, approved in 2020, established as priorities for the territory: recognition of diversity, supporting an adequate conservation of heritage resources; the commitment to functional regions as articulation axes of cooperative and networked work; and cooperation with countries to address common challenges. In all these priorities, the institutional factor was prioritized by the participation of social actors and administrations at different levels (FARINÓS, 2021).

The European policy of rural development, related to the LEADER community initiative, is relevant in valuing the territorial heritage, based on the integrated development of European rural areas, for the improvement of quality of life, economic diversification, the participation of local actors, inter-territorial cooperation, redistribution of financial resources and valorization of endogenous heritage (GARCÍA *et al.*, 2005).

The LEADER program is dedicated to endogenous planning by promoting the revaluation of heritage, which is central to priority 6, social inclusion and economic development, and specifically, in intervention area 6B, promotion of local development in rural areas. According to reports published by the European Network for Rural Development, there were more than 9,600 natural and cultural heritage initiatives in the European Union (ENRD, 2019).

In Brazil, among the planning experiences, the National Policy for Regional Development (PNDR) of 2003, formulated by the Secretariat for Regional Development (SDR) of the Ministry of National Integration (MI), with the proposal to be constituted as a State policy, guided by four guidelines: the Policy Eligibility Map, which consists of centralizing strategies according to the specificities of the territory; the creation of the National Regional Development Fund dedicated to financing the PNDR; the public management model formed by the institutional coalition between the MI, state and municipal secretaries and social actors for the implementation of PNDR projects in the territories; formulation of the microregional typology defined by the variables of average household income and per capita GDP growth (BRASIL-MI, 2005b).

The Territorial Plan for Sustainable Rural Development (PTDRS) was created by the Ministry of Agrarian Development (MDA), comprising a multidimensional concept, including the environment, economy, society, culture, politics and institutions in the territory. Rural planning undertook the decentralization of territorial policies, by creating councils for maintenance between popular demands and municipalities. The action in the territory was aimed at emphasizing autonomy and self-management, through cooperation between public and private, national and local agents, as a form of policy management, to generate new institutions based on popular participation and social capital (BRASIL-MDA 2005a).

The configuration of the experiences of the European Union with those of Brazil, presented important institutional advances by the State in the formulation and implementation of public

policies on territorial planning, from the point of view of design and formulation of the public policy proposal. The experiences of the territorial approach to the development of the European Union, guided by the initiatives Green Paper on Territorial Cohesion, the Territorial Agenda of the European Union 2020, European Territorial Agenda 2030, are cases that illustrate the functions performed by the State, guided by the management of territorial heritage, prioritizing the enhancement of regional identity, encouraging the tertiary sector, tourism. The LEADER community initiative complements this framework by strengthening endogenous planning through governance related to the participation of local actors. The PTDRS and the PNDR prioritized territorial development planning, conditioned by the multi-scale methodology adopted at the federal, regional and micro-regional scales of territories, whose focus is to encourage the formation of participatory decision-making arenas, allowing greater visibility for territorial specificities.

The preamble of territorial governance: between cooperative governance and the neo-endogenous approach

Here, the institutional dimension of territorial heritage focuses on the governance component, presented from the perspective of the concept of territorial governance and cooperative governance. Governance is a process confluent with the demands of citizens in the formation of an agenda for the territorial approach to development, converging with the role of the government in its implementation. In this way, the new forms of government in the European Union have an important meaning in the process of recognition of territorial heritage, since the implementation of innovative and participatory forms of planning and management of territorial dynamics are usually supported by the social actors who work together with promotion of heritage, under the supervision of institutions that should promote cooperation, participation and the illusion of a common future (FARINÓS, 2008).

The neo-endogenous approach prioritizes the relationship between local actors and institutions interconnected by multiple forms of collaboration, highlighting the fulfillment of common objectives or respect for a single regulatory and administrative framework. Consequently, we find ourselves in a situation where the distinction between bottom-up and top-down approaches would be merely illusory (BOWLER, 2004).

Among the planning experiences presented above, the rural development policy is guided by the bottom-up approach of the LEADER program, towards participatory territorial planning that has as its core the initiatives of social actors who consider the territory through cooperative work and participation as references fundamental. In short, it is considered an approach that includes the recognition, protection and promotion of territorial heritage. LEADER can promote development strategies based on the interaction between local community and territorial resources as a characteristic of bottom-up approaches, which favor the possibilities of success of these connections in the territorial dimension, from territorial knowledge, training potential and potential for formal and informal partnership networks who reside in the local community (STOREY, 1999).

There are possibilities of interaction between the two perspectives *top-down* and *bottom-up*, arising from neo-endogenous approaches that advocate collaboration between all possible scales (RAY, 2006; MARSDEN, 2009). In this case, it is an approach that integrates the local potential of territories with external dynamics and influences, where the local community continues to maintain control of the process (TERLUIN, 2003; BOSWORTH *et al.*, 2016).

This form of governance, the collaborative nature, is the result of interactions between public agents who command a development strategy at higher levels, with private agents, represented in the local partnership, and it constitute, from below, the development of territories. The cooperation between different actors that transit at different decision scales, but with common goals, would be the basis for the design of new work methodologies that privilege territorial heritage.

From the preamble, two questions would be assured: the first, by the reconstitution of the integrity of the territories, which have unique resources that can act as vectors of development; and the second, defending the integration of sectorial policies that intervene in the territory. The identification of initiatives based on cooperation with other national and international networks that work along the same strategic lines is essential. The *bottom-up* approach would be committed to strengthening local governance, supporting the participation of all social and economic actors that intervene in the territory, in addition to carrying out in-depth territorial diagnoses for the development of sustainable territorial development strategies.

Governance for Dallabrida (2016) is linked to the concept of government, in which the set of administrative political entities hierarchically hierarchical is systematized, and relationships are regulated by legislation and attributions according to the competences of governmental instances in sectors of society. Governance is based on associations of public or private entities, guided by horizontal relations of cooperation.

Institutions and the relationship of dialogue with social actors is the basis of territorial governance, cooperative and associative governance. Territorial associativism can be positioned as a fundamental part of the implementation of cooperative governance with a focus on the relationship between social actors, who are limited to networks (ROMERO and FARINOS, 2011; DALLABRIDA, 2016; BRUGUÉ *et al.*, 2014).

Governance is directed towards territorial development, based on political-administrative decentralization with the involvement of civil society, in different spaces of social organization. In Rio Grande do Sul, territorial governance has a pioneering trajectory with the Regional Development Councils (Coredes) that have embarked on mechanisms of participation and deliberation in society. The Coredes governance movement consists of 28 Regional Councils, which seek, through public policies, a balanced and harmonious development in Rio Grande do Sul, having as its foundation the confrontation of economic and social inequalities. From this direction, governance is backed by the process of integration between organized civil society and state public agencies, for a better quality of life for the population. The Coredes were articulated with the Municipal Councils and via the Forum of Coredes of Rio Grande do Sul, in 2010; it became a decisive space for collective dialogue with the state government. The territorial governance exercised by the experience of Coredes, has a 30-year history of operation, and represents a theoretical and practical accumulation, with innovations in the governance of public policies, in a model of political-administrative decentralization (SPGG, 2021).

However, the territorial planning experiences mentioned present challenges to be faced, in the qualification and training of leaders for territorial governance, especially in the strengthening of an active, emancipatory citizenship, committed to the foundations of participatory and deliberative democracy (SPGG, 2021).

Barriers and limits to tripartite governance in the contemporary period

This section of the paper summarized the limitations and opportunities of emerging governance structures in the 1990s to 2010. The party political system and the development model in Brazil, a legacy arising from the conservative modernization of political and economic structures, persist in clientelistic and patrimonialists of the distribution of public resources, evidencing the non-priority of public authorities to medium and long-term planning and the predominance of a short-term electoral vision, elements that have contaminated many initiatives to build new governance institutions based on the distribution of powers, in the agreed and shared decision and in a more plural social representation.

The treatment of the governance crisis, of strategies experienced since the 1990s, was designated by the processes of political-administrative decentralization, with activation of development models "from below", with subnational institutional structures to activate local potentials and resources for the development (COVAS and COVAS, 2015).

This crisis mixes macro, meso and microscale elements. In the economic and financial aspect, it is possible to highlight the crisis of capitalism since 2008, with the demobilization of subnational governance structures and the resumption of administrative centralism. In the political aspect, pacts, commitments and local governance initiatives were not able to overcome, in most situations, more traditional management styles, based on the polarization and decision-making hegemony of public and private institutions, implying difficulties in building cooperation agreements truly tripartite and with a horizontal and democratic profile.

Furthermore, the realities of contemporary territorial governance also show that local management levels are highly dependent on the higher levels, federal, regional, state, with regard to the distribution and transfer of public resources, technical training and institutional mobilization, with the lower levels remaining in a situation of greater instability and provisionality in the construction and coordination of public policies. The successful examples of winning regions that endogenously mobilized local resources and assets for territorial competitiveness, while managing to create structured, efficient, transparent and democratic tables and minimal cooperation agreements, were not always able to stimulate other realities in the same way, creating a difficulty

to perpetuate and transplant more lasting models and references of shared multi-scale management beyond shorter political cycles (PIRES, 2018).

However, it is important to consider that progress has been made in mobilizing unprecedented local synergies that still persist and decisively influence the formats of territorialization of public policies. Examples such as the European Union's 2030 Agenda, the Coredes, and more broadly with some good practices verified in the construction of the PNDR, in the institutionalization phases and in the state and federal conferences (2007-2015). In São Paulo, the management model of the Hydrographic Basin Committees (CBH) denotes a certain institutional density in a scenario of crises experienced since 2008. These processes left institutional legacies that can be mobilized and reactivated in cooperative, participatory, multidimensional development strategies, pluriscalar and sustainable.

Covas and Covas (2015) believe that there is a crisis in territorial governance, considering that multilevel governance systems would not be working properly, with a closer look at the context of Portugal. Thus, according to the authors' diagnosis, it is essential to build effective forms of multi-level governance that create contextual benefits for all territories and regulate the new costs of formality and transaction, while not producing forms of territorial discrimination and segregation.

Based on the contemporary context of the knowledge society and its implications for changes in the territory, the commitment to building new forms of local power and governance for Covas and Covas (2015) would derive from the following axes: a) technological and political-administrative plan; b) community ecosystem (digital and collaborative complex of local administration); c) institutional ecosystem (of multilevel and multiscale governance). Emphasis on this last dimensional point of this analysis.

In view of the crisis in the previous forms of territorial cohesion, a territorial rescheduling is proposed and a new framework for the multi-territorial management of multi-level governance that considers the following concepts and categories of analysis: a) from governing to governance and governability; b) from zone territories to network territories; c) from competitiveness to cooperativeness; from rescaling to decentralized multi-territorial management; e) from virtual universes to collaborative society; f) direct authority for communicative and polycontextual connection (COVAS and COVAS, 2015).

Among the modalities of governance and cooperation in territorial development projects, there are structural obstacles arising from the absence of participation and cooperation in decision-making processes, such as the following: a) the intensification of the modalities of capital accumulation arising from techno-scientific changes; b) the structural specificities of the political formation of the Brazilian State marked by the characteristics of patrimonialism reflected in the partiality of laws; c) hegemony of the economic aspect in political decision-making, communication difficulties and the provisional and temporary aspect of planning; d) centralized regulation, limiting decentralization, citizen participation and reducing information asymmetries between agents (FIGUEIREDO FILHO, 2015; PIRES, 2019).

The multilevel, democratic and tripartite territorial governance model of multi-year development plans and policies presents problems in the structures or instances of territorial governance, and to achieve this level of multilevel and tripartite governance, Pires (2017) highlights four challenges: a) overcoming conflicts in relation to the issue of federalism and fiscal autonomy/capacity of states and municipalities; b) overcoming the multidimensional fragmentation in the design of public policy, in which sectorial, political and geographical structures are often overlapped and uncoordinated and combined; c) overcoming information asymmetries to strengthen institutional and administrative capacity at the subnational level; d) overcoming the low participation of agents' representatives in decision-making instances and processes.

The PNDR, in its implementation, presented some weaknesses: a) the governance initiatives acted as appendices of the state governments and the private sector, without financial and management autonomy, functioning as corporate arrangements with limited representation; b) weak coordination between different actors with different objects and strategies; c) low citizen participation or even limited participation in decision-making structures, in many of them workers unions were not invited to participate, reducing the legitimacy of these initiatives. It was also found that governance was more effective and lasting when a public institution with political power operated to sign agreements and commitments. In the European context, other studies have also highlighted this difficulty in advancing in democratic and participatory local governance as an institutionality underlying sustainable territorial development (PIRES, 2019).

In the context of urban and metropolitan analysis, Ferrão (2012) analyzes the articulation between the concepts of government, governance and territory planning. The author starts from the context of the emergence of metropolitan (or metro-regional) governance entities, in the context of the European Union and beyond. This emergence has opposed a government perspective, based on a hierarchical view of command and control, and a governance perspective; it would be based on non-hierarchical decision-making processes involving public and private actors. Based on the premise that the ideal would not be a conflict between opposing views, but rather an articulation and dialogue between forms of government and governance, the author points out the following strengths and weaknesses of governance: I. Strengths: a) socialization decision-making processes (deliberative democracy); b) efficiency and effectiveness of policies (problem adequacy/intervention area; involvement of key actors; negotiated decisions; new forms of identity, etc.); c) social acceptance of policies; II. Weaknesses: a) lack of democratic legitimacy; b) fragmentation of decision processes, dilution of responsibilities; c) instability of governance systems, reversibility; d) possibility of affirming oligarchic, clientele and populist decision systems.

Balance of components and variables of the institutional dimension of territorial heritage

The components of the institutional dimension of territorial heritage were presented with the purpose of defining them. The political-administrative division component interpreted by the function of the State was treated under two analytical approaches. The first was in the relationship established between the centralization and concentration of power in the Executive Power, with the action of the State for developmentalism in the economy, for industrialization. The formulation of the prognosis for overcoming the problems of regional inequalities was carried out by the economic plans for industrialization. The second is the exercise of power, through the instrumental rationality of the State, designated under federalism and its variables, such as administrative decentralization and competitiveness among subnational units.

The public policy component was delimited by the diagnosis of the problems linked to its implementation, underlying the variables necessary for its implementation, determined by the technical and managerial capacity and the institutional arrangements. The experiences of territorial planning were presented due to advances and institutional legacies that were systematized, incorporating in their strategies participatory, multidimensional, pluriscalar and sustainable planning approaches, mobilized by the European Union, European Territorial Strategy, Green Book on Territorial Cohesion, the Agenda Territorial of the European Union, LEADER, and those of Brazil, Territorial Plan for Sustainable Rural Development (PTDRS), National Policy for Regional Development (PNDR), Regional Development Councils (Coredes).

The component of institutions and public actors was addressed through the discussion on the concept of governance, under the conceptualization of cooperative governance and the neo-endogenous approach, resulting in the mediation of planning between social actors and the scales of action of institutions.

The balance between the components, the political-administrative and the institutions and public actors divisions present important clues for understanding the obstacles to the implementation of participatory territorial planning. The treatment dedicated to the function of the State was carried out by analyzing the tensions generated by federalism: a) political-administrative decentralization with the creation of new centers of power in subnational units, in competition with the federal government; b) asymmetries in the provision of public services to the population, such as social programs, due to the heterogeneity of capacities of subnational governments; c) intensification of disputes over the expansion of the budget allocated by the federal government to subnational units, causing a fracture in the federative dialogue.

Regarding the component of the institutions and public actors, convergence can be pointed out in relation to the propagation of the impacts of federalism for territorial planning. The successive economic crises of the 1990s and 2000s were instrumental in generating inflections in the systematization and advancement of governance implementation, making the management capacity of subnational units unfeasible with local social actors. This scenario was decisive in aggravating the financial dependence of municipalities on the federal government budget. The financial autonomy of public policy management was compromised in the municipalities and the designation of winning regions began to reverberate in competitiveness for public resources and by attracting private sector

investments, increasing territorial asymmetries. And, it made impossible the cooperation created in the spaces of deliberative democracy between social actors and planning institutions.

The public policy component was elaborated by the variables that point out ways to overcome the obstacles found by the effects of federalism and regional inequalities, and which can be the strategy for implementing territorial planning. The first variable listed was the strengthening or implementation of the technical capacity of state institutions. The second variable is inter-federative coordination, involving all actors, from subnational institutions and social actors, from the beginning of the public policy cycle, foreseeing conflicts and fine-tuning the dialogue to promote participatory territorial planning. And, the third variable is the institutional arrangements in public policies, modulated by intersectoriality, federative relations, territoriality and social participation.

In the institutions and public actors component, it is possible to establish a dialogue between the government and governance variable, articulating with the variables of the public policy component, the diagnosis of the problems that territorial governance faces, related to the conflicts generated by federalism in relation to fiscal autonomy of federative units and municipalities. The necessity of overcome the fragmentation of public policy design, and it can be determined by a project that does not meet local demands. Strengthening the institutional and administrative capacity of the technical staff of municipalities and federative units. And, the expansion of dialogue channels between institutional entities and the participation of civil society. The strengths of the government and governance relationship are based on deliberate decision-making processes in a space for concerting social demands and institutional managers. The adaptation of the project to the particularities increases the efficiency and effectiveness of the policies. And, the strengthening of social participation in the public policy agenda.

The components of the institutional dimension, administrative-division, public policies, institutions and social actors can be applied in the territorial diagnosis. The diagnosis comes from the qualitative analysis of institutional documents formulated by public bodies at the federal, state and municipal scales, associated with fundamental points so that it is possible to resolve the possibilities of its implementation, through the quantitative analysis of resources and funding sources specifically for the implementation of the territorial policy and programs. In these components, it is essential to analyze the number of technical staff at all scales of bodies related to territorial planning, through consultation on websites such as *Transparência Brasil* and state and municipal governments, and through interviews seeking to compare experience and technical learning and ability to manage the institutional instruments of territorial planning.

The challenges for implementing the governance proposals and experiences presented in this paper refer to the need for administrative and financial decentralization and the empowerment of subnational spheres and local and regional territories. Based on this assessment, it is important to consider the asymmetries in the participation and cooperation of social actors, which these initiatives and programs encompass according to each socio-spatial reality. However, in these proposals there is a considerable accumulation of management practices shared and successfully negotiated, and they showed alternatives and solutions for territorial development supported by multilevel and interscalar governance and concertation formats. The experiences in the European Union of endogenous local-regional territorial decentralization and concertation date back to the beginning of the 1990s. In Brazil they are more recent, and began to consolidate in the late 1990s and 2000s.

In the case of Brazil, the PNDR has as a challenge the mobilization and articulation of actors in their territorial contexts for development projects and initiatives, and governance in an integrated approach to the territoriality of public policy. Thus, it is important to consider the following challenges: a) complexity of each federative system; b) character of organized civil society participation; c) lack of coordination and articulation mechanisms between the Union, states and municipalities; d) specific structure of the resource sharing model between levels of power and the historically sectoral action logic of government programs (PIRES, 2019).

For European institutions, there is the challenge of promoting integration and inter-territorial cooperation, as a formula that allows for the conservation of territorial heritage for future generations. This commitment to the defined action frameworks supposes an interesting approach to the current complexity of territories, through the articulation of new forms of governance, which allow the design of territorial strategies that focus on territorial heritage. These new forms of governance include the exchange of experiences, corporate work and the improvement of planning

and programming of actions, as discussed in the 2030 Agenda. These formulas, highlighted above, are articulated in the perspective of neo-endogenic approaches possibly reinforced in the future.

Despite institutional efforts to implement territorial intervention models that value territorial heritage, there are serious difficulties in measuring the success of this type of intervention. Two types of limiting forces can be highlighted: the first refers to the economic use of space and, consequently, the appropriation of territory through the logic of profit generation. Second, institutional requirements are also limited by the administrative organization of the State, as different sectoral policies can be transferred in different decision areas. Therefore, when these sectoral policies intervene in the territory, the integral characteristics of the territories and, mainly, their heritage aspect are not taken into account. This occurs in States where administration is decentralized, such as Spain or Brazil. In this way, interconnection and coordination are necessary to guarantee an optimal management of the resources that are part of the territorial heritage. Consequently, the promotion of new forms of governance, of a collaborative nature, is recommended, allowing the definition of the development strategy by the local communities, since they are, in the first instance, the ones who best know the potential of their territories.

Fuini (2013) finds that while the local articulation between actors can be exalted as positive, the pacts built through the interaction of public, private and civil society actors in the mobilization of resources and assets in the territory, it is also possible to present the counterpart of these processes, whose reading may indicate the demobilization of state political structures in the face of flexibilization and decentralization, the advance of public-private partnerships indicating the privatization and predominance of a corporate logic and excessive localism leading to territorial fragmentation and the crisis of the federalism through the prism of competition between places.

Thus, Dallabrida (2015) states that the simple horizontal coordination of policy management at the territorial level does not guarantee that they are democratic. Based on the premise that territorial governance is an institutional exercise of symmetrical power at the territorial level, of collaborative and democratic territorial planning and management. The author advocates that it is necessary to advance in the creation of spaces for representation, negotiation and consultation, redefining the state role in order to allow the representation of new social demands in the context of technological innovations. It is also important to emphasize that the construction of consensus is not a process free from social tensions and conflicts, emphasizing, in this sense, the conciliation and mediation procedures, generally operated by qualified public actors.

Pires (2018) brings us an important reflection and concern about the possibilities for the advancement of decentralized governance, arising from the context of economic and political instability in Brazil.

[...] in the current context, aggravated by neoliberal hegemony and great political and economic instability, the possibilities of continuing decentralized governance in regional territories were threatened. Only a federal government with a democratic and decentralizing vocation that was elected in 2018 could resume the hopes contained in the National Policy for Regional Development (PIRES, 2018, p. 96).

These obstacles configure structural difficulties in the institutional dimension of territorial heritage for the implementation of participatory territorial planning. It is necessary to reinforce and resume the key to territorial development, taking into account the formulation of a broad and characterized diagnosis of inequalities and territorial specificities.

Final Considerations

The paper presented the definition of the components of the institutional dimension of territorial heritage, and sought to present experiences of plans with a territorial approach to development, based on the reference of the European Union and Brazil. The division-administrative component is based on the components, federalism and regional inequalities for the definition of territorial typologies applied to the territorial approach to development, mobilizes data collection: a) quantification of public bodies at the federal, state and municipal scales that are dedicated to this scope; b) qualitative assessment of the applied approach to territorial planning; c) accounting of

financial resources to guide the implementation of plans and projects; d) quantitative and qualitative analysis of the technical staff working on this planning front.

The public policy component was triggered by the balance of plans, programs and projects for territorial development carried out at the federal, state and municipal scales, dedicated to territorial specificities. The variables analyzed are based on the data: a) survey of productive activities in local communities; b) forms of popular participation; c) agreements or agreements between communities and local and federal governments; d) training courses for leaders for participatory territorial development.

The institutions and social actors component is guided by governance that points out the multiple forms in the territorial development processes. The institutions and social actors component is guided by governance that points out the multiple forms in the territorial development processes. The variables of this component fix the analysis in the participatory territorial planning instrument, that is, the forms of intervention of social actors in the formation of the agenda and decision-making processes related to territorial dynamics, resulting from data collection: a) Application of interviews; b) Consultation of official documents, minutes and records, the modalities; c) Monitoring of meetings and negotiation tables; d) Panoramic and historical bibliographic research.

The presentation of components and variables is a first effort of the institutional dimension, is linked to the project "Territorial Heritage as a Reference in the Development Process of Territories or Regions". Furthermore, the research is in its initial stage, and the results presented will be improved as the methodology is applied in pilot testing programs in municipalities.

Table 1: Proposed Institutional Dimension Components and Variables

Institutional Dimension Components	Institutional Dimension Categories	Proposal of data collection technique	Obstacles to territorial governance
Political-administrative division: federalism and its impacts on the actions of the State, at the scales of the federal government, federal units and municipalities.	State action in the modalities of centralization through developmentalism and administrative decentralization with increased competitiveness among subnational units in the formulation of planning.	Analysis of territorial planning data: a) quantification of public bodies at the federal, state and municipal scales; b) qualitative assessment of the applied approach to territorial planning; c) balance of financing sources for territorial programs at the federal and municipal scales; d) quantification of the specialized technical staff in federal, state and municipal institutions.	a) Overlap of scales of territorial policies and disarticulation between federative entities, caused by the divergence between the agendas of the federal and state governments regarding territorial planning; b) The market economy, which favors the economical use of space. The deregulated sectorial policies of the specificities of territorial heritage, amplified by lobbying in the Chamber of Deputies and the Senate for the productive activities of commodities, strengthening pro-foreign market decisions and harming medium and long-term planning for the territories; c) Institutional political structure in the territories formed by decision-making centralization, clientelism and patronage, which collide in the interruption of government programs and policies. These phenomena that act in this political structure impact institutional capacities at the municipal scale, which fall far short of the possibility of formulating an agenda through popular decision-making arenas and of implementing general policy guidelines.
Public Policies: technical and managerial capacity and institutional arrangements for the formulation of territorial planning carried out at the federal, state and municipal scales, dedicated to territorial specificities. These actions seek social participation in the formulation of the public policy agenda.	Cooperative Governance: political administrative decentralization with public and private actors, in associative relationships in networks supported by collective organization environments. Neoendogenism approach: interaction between two top-down and bottom-up, multi-scale perspectives from the one of experiences in tourist activities in rural areas.	A bottom-up approach, based on LEADER, and that of associativism based on the experience of Coredes, accounted for by data from rural territories: a) survey of productive activities in local communities; b) forms of popular participation; c) agreements or agreements between communities and local and federal governments; d) training courses for leaders for participatory territorial development.	
Institutions and public actors: observes the multiple institutions and actors involved in territorial development processes.	Barriers to implementing participatory and territorial governance	a) Application of interviews; b) Consultation of official documents, minutes and records, the modalities; c) Monitoring of meetings and negotiation tables; d) Panoramic and historical bibliographic research.	

Source: Prepared by the authors.

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