



Governance structure: An assessment of the state's role in developing the Vale do Araguaia Territory in Goiás, Brazil

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Resumo

Ao considerar o papel das instituições no direcionamento do desenvolvimento de um território, a estrutura de governança emerge como referencial teórico e metodológico exploratório capaz de prover esclarecimento e direcionar estudos mais aprofundados. Este trabalho investiga as implicações da estrutura de governança na institucionalização do Território Vale do Araguaia-GO. A governança aqui é compreendida como um processo de cooperação e de coordenação entre instituições, atores privados (empresas), públicos (autoridades locais, estabelecimentos públicos etc.) e representações da sociedade civil (associações e sindicatos). O trabalho apresenta um constructo teórico sobre a estrutura de governança que permite a sua descrição e caracterização, a partir da instância estatal e de suas implicações na institucionalização do território. Os resultados evidenciam o impacto da governança estatal na atração de investimentos que hoje consolidam a expansão de uma fronteira de produção de commodities agrícolas, em detrimento do potencial que atividades turísticas e uma equilibrada e diversificada produção agropecuária poderiam ter na consolidação dos fins a que se destinam a delimitação de desenvolvimento territorial. Nesse sentido, fica clara a necessidade de instrumentação de dispositivos legais e institucionais, que permitam fomentar e efetivar distintas potencialidades do território.

Palavra-chave: Território Vale do Araguaia. Desenvolvimento Regional. Turismo. Commodities. Agricultura Familiar

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Abstract

When considering the role of institutions in directing the development of a territory, the governance structure emerges as an exploratory theoretical and methodological reference capable of providing clarification and directing more in-depth studies. This work investigates

the implications of the governance structure in the institutionalization of the Vale do Araguaia Territory in Goiás, Brazil. Governance is understood herein as a cooperation and coordination process between institutions, private actors (companies), public actors (local authorities, public establishments, etc.) and representations of civil society (associations and unions). The work presents a theoretical construct about the governance structure which enables its description and characterization, based on the state instance and its implications for institutionalizing the territory. The results highlight the impact of state governance in attracting investments that today consolidate expansion of a frontier to produce agricultural commodities, to the detriment of the potential that tourist activities and a balanced and diversified agricultural production could have in consolidating the purposes for which the delimitation of territorial development is intended. In this sense, the need to implement legal and institutional devices is clear, which will enable promoting and accomplishing different potentialities of the territory.

Keywords: Vale do Araguaia Territory; Regional development; Tourism; Commodities; Family farming

Estructura de gobernanza: una evaluación del papel del Estado en el desarrollo del Territorio Vale do Araguaia-GO

Resumen

Al considerar el papel de las instituciones en la dirección del desarrollo de un territorio, la estructura de gobernanza emerge como un referente teórico y metodológico exploratorio capaz de aportar esclarecimientos y orientar estudios más profundos. Este trabajo investiga las implicaciones de la estructura de gobernanza en la formación del Territorio Vale do Araguaia-GO. La gobernanza se entiende aquí como un proceso de cooperación y coordinación entre instituciones, actores privados (empresas), actores públicos (autoridades locales, establecimientos públicos, etc.) y representaciones de la sociedad civil (asociaciones y sindicatos). El trabajo presenta un constructo teórico sobre la estructura de gobernanza que permite su descripción y caracterización, a partir de la instancia estatal y sus implicaciones para la formación del territorio. Los resultados resaltan el impacto de la gobernanza estatal en la atracción de inversiones que hoy consolidan la ampliación de una frontera para la producción de commodities agrícolas, en detrimento del potencial que las actividades turísticas y una producción agrícola equilibrada y diversificada podrían tener en la consolidación de los fines por los cuales están destinados a la delimitación del desarrollo territorial. En este sentido, es clara la necesidad de implementar dispositivos legales e institucionales, que permitan la promoción y realización de las diferentes potencialidades del territorio.

Palabra clave: Territorio Vale do Araguaia; Desarrollo regional; Turismo; Productos básicos; Agricultura familiar.

1 Introduction

The implementation of policies to increase regional attractiveness at both national and local levels, aimed at capturing investment flows from industrial sectors, has been the dominant trend in regional development strategies (DALLABRIDA, 2016). Colletis *et al.* (1999), Boisier (2000), Dallabrida and Becker (2003), Davoudi *et al.* (2008) and Fuini (2008) observed that such policies establish formation of a “territory market” by focusing on the allocation of factors as a resource allocation strategy. Such factors emphasize comparative advantages and market conditions as

determinants of the optimal location of productive activities which are fundamental in institutionalizing the territory.

Although the institution of territorial markets under such conditions may seem unambiguous, such strategies do not consider the dynamics of productive resources, as their supply cannot be reduced to a stock of production factors, since the flow of products is a function of solutions built by local actors through innovation and learning (DALLABRIDA, 2016).

Corroborating this thesis, Colletis *et al.* (1999) and Jean and Wa (2004) confirm that the focus on territorial development is premised on the endowment of resources and location; however, these factors are insufficient to explain the development of certain regions, since there are intangible factors such as coordination, governance structure and social capital that contribute to develop regions.

According to North (1991), coordination processes consist of understanding the function of institutions, perceived as “the rules of the game” which promote the distribution of power resources (PAULILLO; ALMEIDA; MELLO, 2019). In this sense, for Davoudi *et al.* (2008), the territory is now analyzed from the perspective of an articulated productive coordination process structured by territorial governance that defines the material and institutional production mechanisms of geographically close actors.

Thus, the governance structure activates power networks which are articulated between different activity branches and produce structural changes, which in turn highlight a set of public and private actors represented by institutions, which then mobilize resources and the potentialities existing in a physical space. Therefore, understanding the governance structure is essential to promote development based on local specificities (FUINI, 2012).

In studies related to territory, Abramovay (2000), Davoudi *et al.* (2008) and Farinós and Ferrao (2015) mention the term territorial governance as a process of organizing multiple relationships that equalize interactions between actors with different interests located in the territory, seeking to promote cohesion and harmonious and sustainable territorial development. The result of this organization is the institution of a shared territorial vision, supported by identifying and valorizing the different capitals necessary to achieve this sustainable cohesion at all scales of the territory, thereby constituting an effective instrument of territorial development policies.

The term governance was introduced in official documents in Brazil from the year 2000 onwards as a reference to development with a territorial focus (BRAGA, 2010). From then on, public policies decentralized decision-making, determining an institutional structure of territorial autonomy for decisions, actions and allocation of public resources.

Governance structures, as determinants of productive and institutional processes, differentiate results in a territorial context with effects that manifest themselves depending on the configurations of interactions between the actors who participate in the process, whether state, social or business (DALLABRIDA, 2016), in turn establishing innovation networks and more or less effective levels of competitiveness for the territory's development (BOISIER, 2000).

Thus, the governance structure is what drives forms of cooperation in a given region, which allow forming and consolidating social capital, given the physical and

social characteristics of a location, such as: geographic location, natural resources, quality of life, local traditions, material and immaterial heritage (e.g., social, cultural and institutional) (DAVOUDI *et al.*, 2008).

In Geraldi's (2022) analysis, the institutionalization of territories in Brazil was defined by a regionalization process for the purposes of public action; this was based on bringing together municipalities with different characteristics in terms of socioeconomic, cultural and environmental aspects, aiming to resolve existing inequalities. Then, the Territorial Development Secretariat of the Ministry of Agrarian Development (*Secretaria de Desenvolvimento Territorial do Ministério do Desenvolvimento Agrário - SDT/MDA*) was implemented in 2003 to promote institutionalization of territories in the country.

Such institutionalization sought to support the developmental proposals of the Lula government (at the time), in which the territory would appear as a spatial integration model of economic activity, thereby constituting a strategic and integrated vision of mobilization and involvement of actors and civil society (associations, unions, non-governmental organizations (NGOs), cooperatives, etc.), on a coherent and functional scale of cooperation and coordination.

In this context, the Vale do Araguaia Territory in Goiás (*Território Vale do Araguaia - TVA*, and the focus of this work), was established in 2003 through the National Program for Sustainable Rural Development (*Programa Nacional de Desenvolvimento Rural Sustentável - PRONAT*), which was then inserted into the production circuit and encouraged by the connection between policies to stimulate regional development and promote agricultural production. This had the aim of integrating production and agricultural space modernization in the state, taking into account the economic, sociocultural, political-institutional and environmental dimensions (Oliveira Júnior, 2015).

The objective was then to obtain resources to strengthen production chains and generate income based on integration between small companies and farmers (economic dimension). This would guarantee the social equity of the territory based on the prevalence of its sociocultural characteristics (dimension sociocultural) and in the institution of new public policies which would guarantee efficient governance (political-institutional dimension), emphasizing the sustainable management of the territory's natural resources (environmental dimension) (BRASIL, 2006).

Although the development perspective is explicit in the constitution of territories, the complex relationship between natural factors and territorial elements may be responsible for a socio-environmental degradation process in the TVA (SUESS; SOBRINHO, 2014; ARAÚJO; ABDALA; MEDINA, 2021).

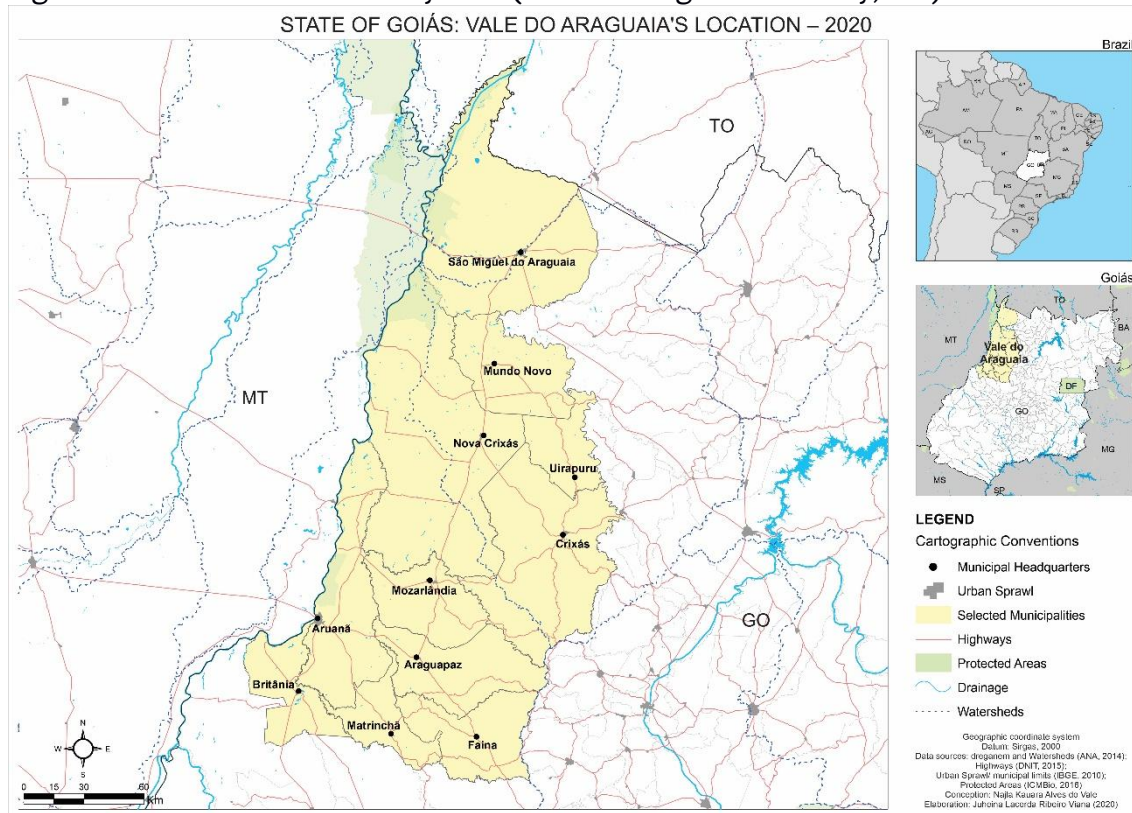
Therefore, there is a need for studies which aim to better understand the development process dimensions and its relationship with the governance determinants in the region. From this perspective, this study appears to be timely in order to understand the territorial development process in Vale do Araguaia, Goiás, from a perspective of governance structures in the territory. This allows us to prospect strategic institutions for its development, contributing with proposals to boost regional development by providing support for the design of public policies that encompass such strategies.

2 Method

2.1 – Socioeconomic characterization of the Vale do Araguaia Territory

The region covered in this study (the Vale do Araguaia Territory, Figure 01), is located in the state of Goiás, Central-West region of Brazil, and is composed of 11 municipalities: Araguapaz, Aruanã, Britânia, Crixás, Faina, Matrinchã, Mozarlândia, Mundo Novo, Nova Crixás, São Miguel do Araguaia and Uirapuru.

Figure 01 - Location of the study area (Vale do Araguaia Territory, GO).



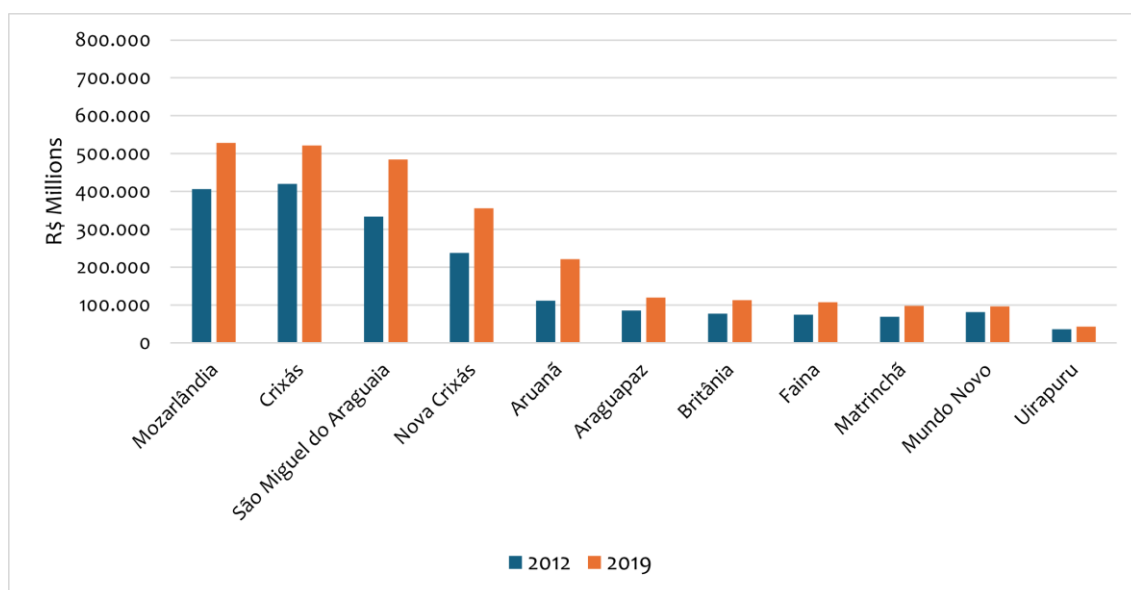
Source: IBGE (2010), ANA (2014), DNIT (2015).

The socioeconomic configuration of the municipalities which compose the TVA developed from three aspects; firstly, through gold exploration, later through livestock and tourist activities, and more recently through agricultural activities (TEIXEIRA NETO, 2018).

It has a total area of 32,940.59 km², and according to IBGE (2010), the total population in 2010 was 104,657 inhabitants, with 26,794 inhabitants from the rural population and 77,863 from the urban population. It borders the states of Mato Grosso and Tocantins, being composed of municipalities in the São Miguel do Araguaia and Rio Vermelho microregions.

Although there has been growth in the economy of the municipalities since institutionalizing the TVA in 2003, as pointed out by IMB (2012), all TVA municipalities were generally below the average GDP of Goiás municipalities in 2019 (R\$848 million) (Figure 02).

Figure 02 – Variation in GDP of the municipalities which compose the TVA between 2012 and 2019.



Source: IMB (2012) and IBGE (2021).

2.2 Method

The study can be characterized as exploratory and qualitative research. The exploratory nature is justified by the review necessary to substantiate it, which followed research criteria such as the year of publication and the nature of the published work, consisting of the keywords: “Territorial Governance”; “Territorial Development”, “Territorial Governance in Vale the Araguaia-GO” and “Public Politics”. Qualitative research seeks to understand the meaning and perception of a subject, seeking to elucidate “how” and “why” a certain phenomenon, program or social context operates in a given group.

Secondary data was used in the bibliographic review coming from the analysis and systematization of publications and documents inherent to government plans and actions related to the theme of regional/territorial development in the TVA. The main sources consulted were: State Secretariat for Management and Planning of the State of Goiás (*Secretaria de Estado de Gestão e Planejamento do Estado de Goiás – Segplan*); State Secretariat for the Environment and Water Resources (*Secretaria de Estado do Meio Ambiente e dos Recursos Hídricos - Semarh*); Mauro Borges Institute of Statistics and Socioeconomic Studies (*Instituto Mauro Borges de Estatísticas e Estudos Socioeconômicos - IMB*); and the Ministry of Agrarian Development/Secretariat of Territorial Development.

It should be noted that each of these entities/institutions uses a different regionalization from that delimited by the Vale do Araguaia Territory, however, as explained in Oliveira et al. (2022, p. 2):

The Multiannual Plan (*Plano Plurianual - PPA*) of 2004-2007 established the Planning Regions of the State of Goiás (*Regiões de Planejamento do Estado de Goiás - Regplan*) so that government program actions could be planned, executed and evaluated regionally. In this sense, the state public administration adopted such regions to serve as a reference throughout the cycle of the public policy process; however, state public institutions created their own criteria over the years to design regions that were appropriate to their context, which ended up reducing the use of the

previous reference. Thus, in addition to the State Planning Regions, the State of Goiás also works with the Health Microregions, Education Regions, Agrodefense Regions, *Emater* (Innovation Institute for Sustainable Rural Development) Regions, Prison Administration Regions, Saneago Regions, among others not identified. Therefore, there is a divergence between the designs of the regions, with different municipalities in each region. This makes it difficult to monitor regional situations and complicates convergent action by the state government, or across its areas of activity.

Faced with such divergence, the work sought information in the different institutions that was complementary or intersectional and covered the municipalities or part of the territory. Furthermore, the results and discussion were supported by secondary data from *IBGE* and *IMB*, particularly those on agricultural production and sectoral development in the municipalities which compose the territory.

The governance approach used in the present work follows that proposed by Farinós and Ferrao (2015) and Espo (2013), according to which three dimensions were attributed to the analysis of governance in the TVA.

The first dimension of governance consists of the predictable and transparent actions of governments, the second in the mobilization of actors and institutions, and the third in the adaptations of the territory, which configure changes in its structure and impacts resulting from these changes (ESPON, 2013). Such dimensions are characterized by their distinct aspects: economic, social, cultural, political and ecological, and appear in different formats: “Local Productive Arrangements (*Arranjos Produtivos Locais - APL*), Tourist Circuits, Local/Regional Development Agencies and Councils, Intermunicipal Consortia, Metropolitan Regions, among other political-institutional structures” (FUINI, 2012, p. 98).

A descriptive model was developed with the aim of systematizing the interaction between these dimensions, structuring the actions which determine governance at the territorial level. Considering that institutionalization of the territory object of this research occurred in mid-2003 and with the purpose of identifying the historical process of strengthening government actions applied to regional development that culminated in the institutionalization process of territories in Brazil, the model presents the actions coordinated by the national and state government covering the period from 1970 to 2018.

3. Results and discussion

3.1 Governance practices at the state level (1970 - 2018)

The institution of territorial development policies primarily aimed to prepare the country for industrial development, for example, in the government of Getúlio Vargas, marked by the implementation of the New State (*Estado Novo*), with policies that integrated the internal market and modified relations between capital and work. Then strategies aimed at structural changes were implemented in the government of Juscelino Kubistchek, which favored numerous investments in the energy, transport and industrial sectors in the country (ARRAIS, 2007).

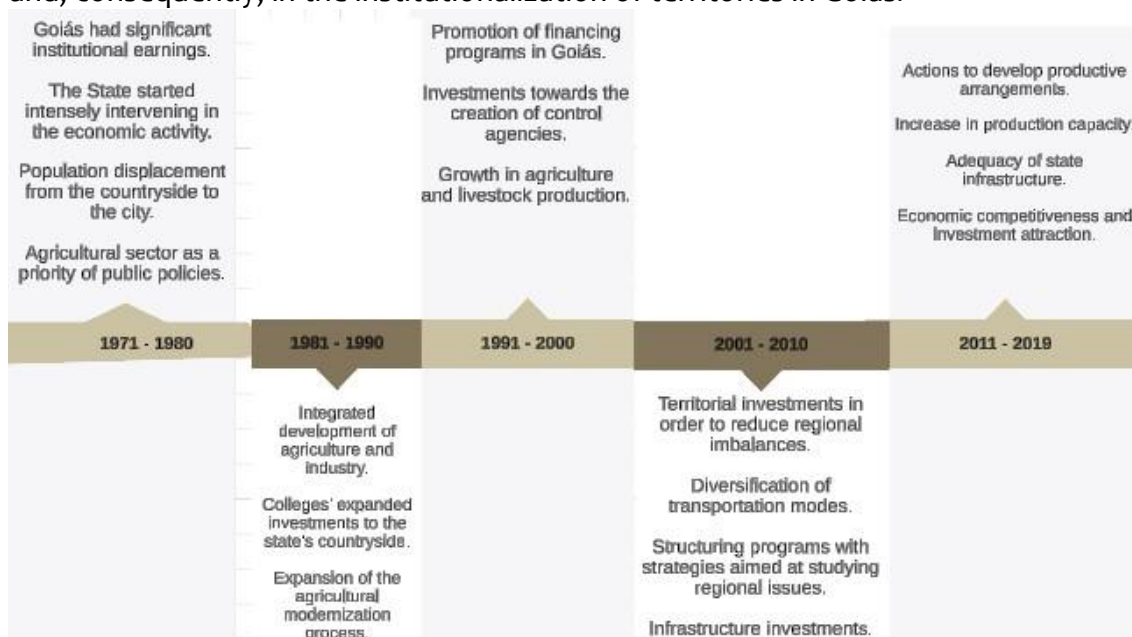
These actions were restructured from the 1960s onwards through a developmental model of the target plan, whose focus was to bring Brazil closer to wealthy countries. Thus, the country instituted the national integration project in this

process, establishing programs for the advancement, occupation and settlement of the territory (ARAÚJO, 2000).

The regional problem in the state context, specifically in Goiás, appeared as one of the objectives of the target plan in the Mauro Borges Teixeira Government, which was in the 1960s, but it was only in the 1970s that the Government of Irapuan Costa Júnior established of the guidelines of the II National Economic and Social Development Plan (*II Plano Nacional de Desenvolvimento Econômico e Social*) with the objective of inducing development through a set of actions to resolve the imbalance between the regions (North, Northeast, Northwest, East, Southeast, South and Center-West) of the state of Goiás (ARRAIS, 2007).

In systematizing the evolution of actions over the period from 1971 to 2018 that conditioned regional development, and consequently the institutionalization of territories in Goiás, it is possible to observe (Figure 3) that the period from 1971 to 1980 was characterized by the development strategy focused on regionalization based on geographic proximity between municipalities with the constitution of the guidelines of the Government of Irapuan Costa Júnior. This emphasized the education, transport and infrastructure sectors of the Center-South region of Goiás, which was undergoing an intense agricultural modernization process to meet national export demands (BRAGA, 2010).

Figure 3 – Actions in the period from 1971 to 2018 that helped in regional development and, consequently, in the institutionalization of territories in Goiás.



Source: Research results (2021).

The period between 1981 and 1990 was marked by national agricultural modernization strategies, through promoting research institutions and allocating investments from the resources of Polocentro and the Central-West Development Superintendency (Sudeco), materialized in projects to expand infrastructures such as roads, energy, and telecommunications, with an emphasis on floodplain irrigation projects, namely: the Rio Formoso Project, Rio dos Bois, Rio do Sono and Alto Paraíso (SALGADO, 2010).

In the opinion of Mesquita and Furtado (2019), the period from 1990 to 2001 is portrayed as a milestone in the state's agro-industrial restructuring based on the evident dynamics that agriculture promoted (especially soybean farming), fostered by tax and financial incentive policies. This period marked the formation of the link between agriculture and industry and consequently the formation of agro-industrial complexes.

The years 2001 to 2010 experienced a new development phase. A governance model was created at the national level which gave greater protagonism to the regions. In this context, the constitution of Rural Territories of Identity or Citizenship became a topic of discussion that began during the mandate of Fernando Henrique Cardoso (FHC) (1995-2002) and promulgated during the Lula government (2003-2010).

The focus of the discussions initially centered on promoting family farming; this approach later sought to infer about the integration of society, agents, markets, public policies and cultural and social valorization within a space (BRASIL, MDA/SDT, 2007).

As a result of this process, 12 territories were institutionalized in the state of Goiás (Águas Emendadas; Chapada dos Veadeiros; Estrada de Ferro; Médio Araguaia; Norte; Parque das Emas; Serra da Mesa; Sudoeste Goiano; Vale do Araguaia; Vale do Paranã; Vale do Rio Vermelho; and Vale do São Patrício) (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019; FUINI, 2012). Such territories were above all designed with the aim of promoting creation and strengthening of local institutions through economic coordination, training and democratic participation in public decisions.

The state of Goiás then underwent implementation of Multi-Year Plans (*Planos Plurianuais - PPA*) (mandate of Marconi Perillo), with a view to the 1988 Constitutional requirements. These plans established guidelines to minimize regional disparities, such as: 1- Making Goiás a competitive and regional economic hub; 2- Improving the quality of life of Goiás citizens; 3- Helping Goiás have harmonious and balanced development; 4- Modern and entrepreneurial government; 5- Alliances and partnerships in favor of Goiás (CORREIA, 2011).

The investments made in Goiás Territories were most evident in: equipment acquisition; carrying out infrastructure works; contracting services; training and agricultural development (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019). The Family Agriculture Strengthening Program (*Programa de Fortalecimento da Agricultura Familiar - Pronaf*) was particularly important in stimulating production systems in the territories. However, Oliveira et al. (2017) report high selectivity in applying this resource between regions in the state of Goiás, where 64% of resources were designated for the southern and central regions. An approximate amount of R\$312 million was invested in the TVA between 2013 and 2018 (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019), which corresponds to just 10% of the amount invested in the State of Goiás in the same period (BCB, 2024).

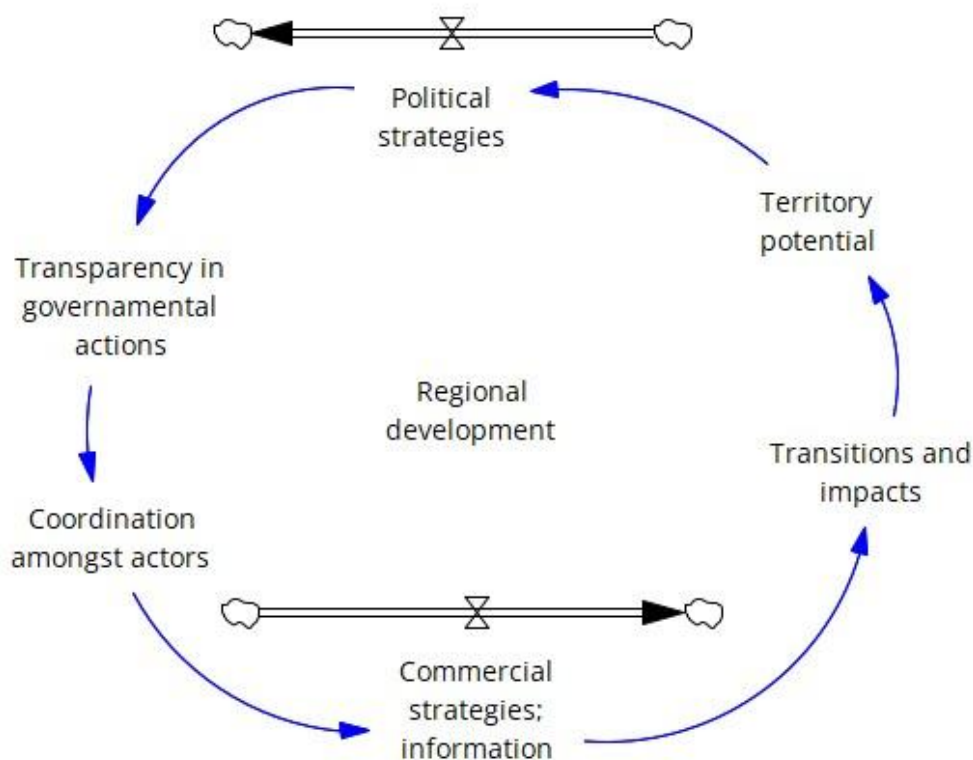
Finally, it is also important to highlight the Central-West Constitutional Financing Fund (*Fundo Constitucional de Financiamento do Centro-Oeste - FCO*) established by the 1988 Constitution, whose focus was on reducing regional inequality, as provided for in the National Regional Development Policy (*Política Nacional de Desenvolvimento Regional - PNDR*), with lines of credit for funding and investment in rural and urban enterprises (IMB, 2014).

Then, regional policies in the period from 2011 to 2018 devoted attention to inter-firm and inter-institutional cooperation networks (arrangements, partnerships), improving their infrastructure and attracting new investments, mainly aimed at planting agricultural commodities (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019; CORREIA, 2011) due to the increase in external demand for agricultural products (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019) and with the aim of reducing economic disparities between state regions (RIBEIRO; LUZ, 2018).

3.2 Governance applied to the TVA

As previously understood, governance can be observed from its governmental dimension in its different spheres (national, state, local), which establishes institutions that enable coordination between actors (established geographically close) with a view to synergistically acting towards a certain level of development (Figure 4). The flows in this model integrate the results of actions in each dimension, defining a governance circuit between their respective instances, which are public and private, through the system's commercial, political and information actions, which promote the transitions observed in the socioeconomic system with environmental, social and cultural impacts.

Figure 4 – Governance circuit applied to territories.



Source: elaborated by the authors, 2022.

Thus, the territory can be characterized as a dynamic system, in which flows are fed back by exchanges that configure relationships established in a space that influences and is influenced by state, public and private bodies. This dynamic characterizes the different productive (re)arrangements in the TVA resulting from

institutional processes with infrastructural and ecological impacts. For example, investments in infrastructure and transformations in land cover and use, and with implications for the endowment of the factors in the territory (KRUGMAN; OBSTFELD, 2001) which allowed it to open up to the production of commodities based on government strategies, such as allocating financing sources to agriculture and livestock and the respective infrastructural investments (CARDOSO JÚNIOR; LUNAS; LIMA, 2017).

It is necessary to emphasize that the institutionalization of the TVA in 2003 coincided with the mandatory presentation of the PPA by government officials. This implementation of the PPA converges with the first dimension of governance, as it demonstrates the government's strategies with more transparency (ESPON, 2013; LIMA *et al.*, 2020). Although some authors (CARDOSO, 2011; PAULO, 2014) highlight the low effectiveness of plans in implementing public policies, Lima *et al.* (2020) argue that the PPA formalizes the actions of the elected government and brings more clarity to management.

The PPA guidelines understood the need to resolve inequalities between the regions in the state of Goiás. According to Goiás (2004, p. 1), “the Strategic Plan of the Government of Goiás aimed to provide integrated and sustained spatial and environmental development, with the goal of connecting the State regions and reducing economic inequalities through harmonious and balanced development”.

In this context, the 2004-2007 Multi-Year Plan (PPA) established the Planning Regions of the State of Goiás (Regplan) so that government program actions could be planned, executed and evaluated regionally. However, according to Oliveira *et al.* (2022), state public institutions created their own criteria over the years to (re)design regions that were appropriate to their context, which ended up reducing the use of the previous reference, making it difficult to monitor regional situations and the convergent action of the state government on their activity areas.

The PPA (2016-2019), managed by the Marconi Perrillo government, was focused on productive integration of the state into the national and global scenario through dynamization of agricultural activity and industrialization of the state. According to Goiás (2016), this productive structuring, and the insertion of regions into the production circuit, would be conducted through different programs, such as: tax incentive programs (Producer and Supplier) and development agencies (Goiás Fomento and Banco do Povo), with projects to support management of micro and small businesses (*micro e pequenas empresas - MPE*) and the institutionalization of Regional Development Poles, which, through the structuring of Local Productive Arrangements (APL) based on local potential, would be established through projects in communities through *Emater*.

It is therefore evident that the strategies to promote development of the TVA were created within the scope of PPAs adopted in different government mandates and with the aim of integrating the different actors in society through socio-territorial power networks (ARRAIS, 2007). According to the IMB (2012), the potentialities highlighted for the TVA were: livestock activity, soybeans and corn, honey production, fruit cultivation (papaya and pineapple), log wood, poultry and pig production, milk and rice production. Regarding industrial activities, the municipalities in the territory had potential for clothing and accessories manufacturing activities; mining, food, dairy and feed manufacturing industries; and

finally, high tourist potential in some municipalities in the territory resulting from the Araguaia River.

In relation to tourist potential, the 2003 PPA immediately stimulated restructuring the territory with a view to exploring the natural attractions evident there. In turn, the Goiana Tourism Agency (*Agência Goiana de Turismo - Agetur*), in partnership with the Brazilian Micro and Small Business Support Service (*Serviço Brasileiro de Apoio às Micro e Pequenas Empresas - Sebrae*), mapped the state's tourist destinations to assist in this process. This approach allowed us to better understand the factors necessary for consolidating tourist destinations, which promoted tourism policy in the state and the institution of six types of programs with their own budget of R\$117,649,920.00 between 2003 and 2007 (GOIÁS, 2004).

The projects consisted of implementing new Convention Centers, Tourist Terminals, the Araguaia tourist corridor, construction and improvement of Tourist Service Centers, urbanization and landscaping of riverside avenues in the riverside cities of Araguaia, in addition to public lighting and tourist signage (GOIÁS, 2004, p. 1).

The next PPA (2016-2019) integrated more actions along this axis in the state, with a focus on the national projection of tourism. According to Goiás (2016, p. 93), "the Vale do Araguaia Region is already a region better known internally in terms of tourism, and it can be better exploited outside the State to attract more tourists and contribute to the development of its less favored region in socioeconomic terms". In this context, investments in improving highway infrastructure and mitigating the negative effects of tourism seasonality, such as job market instability in low season and environmental and natural resource management policies in high season, were the most evident actions (GOIÁS TURISMO, 2020).

With regard to industrial activity, the PPA provided for leveraging industrialization through the programs: Goiás Industrial Development Program (*Programa de Desenvolvimento Industrial de Goiás - Producer*) and Promotion of Industrialization in the State of Goiás (*Fomento à Industrialização no Estado de Goiás - Supplier*), with the objective of implementing, expanding, modernizing and diversifying the industrial sector in the state; however, the two micro-regions that concentrate the municipalities which compose the territory were those that least benefited from Supplier and Producer resources (4.72% in 2003 and 0.10% in 2011) (IMB, 2012).

According to the analysis model adopted by this work, the second dimension of governance allows us to prospect development drivers fundamentally related to strategies evidenced in coordination between actors, represented by different categories of economic agents identified in the region; thus, the analytical focus is the construction (or possibility of) a capital stock that enhances the territory's development.

The integration of the TVA into the global production circuit leads to its specialization in producing commodities, which reduces economic diversity and concentrates negative externalities with effects on the spatial, cultural and environmental dimensions (SILVA, 2018).

The expansion of soybean farming in the territory then becomes a potential promoter of environmental impact, with degradation of ecosystem services (VALE;

CARVALHO; ABDALA, 2021) and traditional peasant culture in the territory (CALAÇA *et al.*, 2001)

Livestock activity was thriving in some municipalities in the territory, such as Nova Crixás and São Miguel do Araguaia, which are the largest producers of beef cattle in the state of Goiás (IMB, 2022), and accentuates the productive specialization process in the TVA; in addition, as warned by Teixeira Neto (2018), several municipalities in the territory have been restructuring their productive activity with the inclusion of grain production (mainly soy and corn).

In terms of loss of economic diversity, it is possible to evidence a retraction in the milk, rice, honey and fruit production in the territory (IBGEa, 2022; IBGEb, 2022). These activities are typical of family production, and of these activities, it is worth highlighting that the honey production constituted the catalyst for institutionalizing beekeeping APL in Crixás, São Miguel do Araguaia, Araguapaz, Aruanã, Faina, Mundo Novo and Nova Crixás (EMATER, 2022).

For Ferreira and Sobrinho (2019) and Calaça *et al.* (2021), this phenomenon of productive specialization has economically negative implications in terms of diffusion, as it weakens the empowerment structures of these other productive potentialities, pressuring small producers to transfer rights to use their properties through leasing or rent. According to Boerema *et al.* (2016), these negative externalities are little recognized at decision-making levels, and therefore governance structures at the state level should advocate an analysis of the deleterious effects of the territory's productive specialization in commodities in the conceptions of their policies.

Despite this evidence, according to Emater (2021) and IBGE (2020), some social actors such as: representatives of the State Department of Agriculture, Livestock and Irrigation; local farmers, Educational Institutions, Sustainable Development Management (*Gerência de Desenvolvimento Sustentável - GDS*), Agribusiness Management (*Gerência de Agronegócio - Geagro*), Emater, businesspeople, cooperatives, among others, were brought together to promote the beekeeping APL, livestock activity and diversified grain production in the territory. However, the amount of resources allocated to categories with lower power resources is evident (ALENCAR; CARDOSO JÚNIOR; LUNAS, 2019)

The National Program for Sustainable Development of Rural Territories (*Programa Nacional de Desenvolvimento Sustentável dos Territórios Rurais - Pronater*) aimed to strengthen the endogenous potential of the territory (ORTEGA, 2016), with the provision of financial resources through programs such as *Proinf* and *Pronaf*. In analyzing the period from 2003 to 2016, a total of R\$52,973,199.68 was invested in Goiás via *PROINF*, of which only R\$233,800.00 was allocated to the Territory, representing a total of 0.44%; moreover, an amount of R\$296 million was invested in the state of Goiás via *Pronaf* between 2013 and 2014, with R\$21,097,817 in the TVA, which represents a total of 7.13%. For Ortega (2016, p. 42) "it is observed that these resources are concentrated in financing agricultural sectoral activities, and their results were considered [disconnected]¹ and limited.

¹ The original term diffuse was used without highlighting the meaning of context, since diffusion is a concept related to the positive promotion of economic and technological development (HAYAMI; RUTTAN, 1988).

The resources allocated for the FCO were concentrated in the municipalities of Nova Crixás, Britânia, Matrinchã and São Miguel do Araguaia; at the same time, these municipalities have the largest herd of beef cattle in the territory (IMB; IBGE, 2019). Cardoso Júnior, Lunas and Cardoso Júnior (2018) also note that most of the resources from this financing were destined to promote beef cattle, soybean and corn production.

Regarding environmental issues in the TVA, it is possible to highlight the work of the Municipal Environmental Council, which has resources from the municipal fund to carry out actions in the territory. According to Bronstein (2017), municipal councils take part in decisions and are seen as requirements for establishing a regional coordination arrangement. However, the lack of councils related to regional development in the TVA (IBGE, 2020) makes the actions of environmental councils disconnected and punctual.

The third dimension of analysis proposed in this research verifies the effect of coordination between actors in the TVA. According to Dallabrida (2015), the effectiveness of governance at the state level can be understood by the effectiveness of stimuli to existing potentials in a location.

Given the diverse potentialities present in TVA (Torres; Ramos, 2008; IMB, 2012), Kazancigil (2002) and Lima et al. (2010) argue that every territory needs an investment analysis with a view to improving its productive potential, considering the use of natural capital in a sustainable way, and that promotes employment and income for the population. From this perspective, it is possible to analyze the effectiveness of actions to provide the development foreseen in the PPAs, given the asymmetries inherent to the different economic organization forms of the TVA and the coordination dynamics between public and private actors in the collective construction of attractiveness factors within those same actors.

The TVA has undergone several cyclical changes. Data from IBGE (2022, a and b) show a growing transition from pasture areas to soybean farming, with livestock farming still prevalent. In the view of Barquero (2004) and Medeiros and Dias (2011), this expansion inverts the intended logic of territorial development, since an international institution, such as the commodities market, promotes development from top to bottom, stimulating transformation of the space, and the appropriation of natural capital according to the product demand. Furthermore, Abdala (2012), Silva (2018) and Calaça et al. (2021) highlight that commodity monocultures cause various environmental and socio-cultural impacts, and in this context, state governance has not considered strategies to reverse or mitigate this cycle.

Ramos (2018) also mentions that tourist activity presents risks to the conservation of rivers, such as environmental pollution and predatory hunting of animals; these risks are accentuated by agricultural activity, which has also generated several impacts due to irregular water diversion and deforestation that threaten the nature resources and biodiversity.

Araújo, Abdala and Medina (2021) highlight the deforestation of environmental protection areas (permanent preservation and legal reserve areas), agronomically inadequate use of soil, vegetation cover fragmentation, degradation of riparian forests and siltation of watercourses in the TVA, and of the Araguaia River itself, with a significant decrease in ichthyofauna (a set of fish species), in addition to significant socioeconomic inequality within the territory (SUESS; SOBRINHO, 2014).

Formal establishments in the private sector linked to tourism activity in the territory represent 0.88% of the state's total in 2019, which is a small representation compared to the tourist region of business and tradition (59%) and gold and crystals (9.37%) (GOIÁS TURISMO, 2020).

Therefore, the actions arising from state governance, which were intended to resolve disparities between territories, were not effectively equalizing within the TVA, mainly because a large part of these resources were used to purchase land and invest in infrastructure and irrigation (CORREIA, 2011; IMB, 2020), benefiting a select group of actors. Hasbi, Barkaoui and Bouksour (2014) clarify that the concentration of power can challenge issues of internal coherence, adversely impacting regional development.

Although data from Seagro (2014) and Emater (2021) present a coalition of actors based on government policy to provide competitiveness hubs through coordinated actions, such as technical training and acquisition of equipment for family farmers, whose purpose was to add value, commercialize and improve infrastructure for beekeeping, dairy, cattle and grain production, the results evidenced in the second dimension of governance presented herein allow us to infer that such initiatives have not significantly impacted the usage change pattern of soil and appropriation of natural capital established by the commodities market.

In this sense, even if there is such an order, the actors who participate in this territorial construction have grouped themselves with a view to obtaining their own benefits, thereby establishing groups of power (PAULILLO, 2011) that reproduce the reported pattern. In any case, social mobilization with a view to promoting development in territories should be able to include different actors such as women, young people and traditional communities in territorial decisions with a view to diluting the influences of large groups and empowering different categories of actors (LUNAS; CARDOSO JÚNIOR, 2018) who act effectively in making decisions and coordinating policies that promote the territory's development.

4. Final considerations

The Araguaia Valley's territorial configuration was established by a national policy as a result of public regional development policies that stimulated a process of horizontal and vertical coordination of actors, materializing investments in infrastructure and improving productive capacity with a view to meeting an external institution, such as the commodities market.

The resources provided at the national level for restructuring territories in Goiás were heterogeneous, and the TVA received less of the resources as it was a new territory. Therefore, the main governance challenge within the territory was to create conditions to enable establishing territorial cohesion based on potential, along with institutional gains which favor an innovative environment, as well as strengthening and equalizing the social capital of the different categories of social and economic actors present in the territory.

The formulation of the PPA (2004-2007) and the PPA (2016-2017) envisaged creating an economy focused on competitiveness hubs based on local potential; however, this work shows that although the TVA was structured to configure Productive Arrangements typically associated with family production since its

conception, the predominant activities in the territory have been livestock farming, and to a lesser extent soybean and corn production, which is in full expansion.

The tourist potential constituted an alternative for socioeconomic diversification of the territory, nonetheless the evidence points to a need for greater coordination of this potential, especially in its relationship with the impacts on natural capital and existing conflicts with the use and occupation of land by expanding agricultural activities.

Governance in tourism must contribute to establish sustainable tourism development strategies, integrating public and private spheres, mitigating the seasonal effects of tourism in the territory through diversified tourist offers, taking advantage of all the potential offered in the territory.

Regarding the intention to form competitiveness hubs, it is observed that the adverse effectiveness of governance in the territory is expressed in the misunderstanding of factors such as: the scarcity of studies on the territory, particularly on dispute processes of a political and institutional nature; the effect of investments and distribution of resources in an asymmetrical way and how these factors consolidate power groups and determine adverse usage forms of the resources available there.

The results presented herein allow us to suggest the institutionalization of Regional/Local Development Councils at the municipal level, which are articulated with the Municipal Environmental Councils, and are proactive in the analysis and constitution of public policies that promote equitable and sustainable development of the different potentials presented by the municipalities in a territorial context.

Lastly, a lack of documentation of the strategies applied to the specific territory stands out among the limitations of this study.

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