



Territorial Management: Revisiting the Corede Missões/RS-Brazil Strategic Regional Development Plan

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Abstract

The research deals with updating the Strategic Regional Development Plan (SRDP) of the Rio Grande do Sul State Missões Region. The objective is to present the aspects related to the updating of the COREDE Missões SRDP, which had as its prerogative the insertion process and participation of society, in the form of municipal and macro-regional plenary meetings and their perceptions of territorial development. The methodology used rescued the concepts from the SWOT matrix, to identify potential, challenges, threats and opportunities in different axes of analysis. Furthermore, a strategy was established to hierarchize the choice process of the regional agents involved, which made it possible to determine critical and active problems, requiring greater attention and a rapid formulation of alternatives for correction, prevention and control of PED actions. In this context, with the participation and legitimization on the part of regional society, it identified four regional strategies, inserted in 58 projects and future actions, hierarchical, to enable social actors to implement alternatives to the development of the COREDE Missões Region.

Key-words: Strategic plan; Regional development; COREDE Missões; SWOT matrix; Hierarchization Strategy.

Gestão territorial: Revisitando o Planejamento Estratégico de Desenvolvimento Regional do Corede Missões/RS – Brasil

Resumo

A pesquisa trata da atualização do Plano Estratégico de Desenvolvimento Regional (PED) da Região das Missões do Estado do Rio Grande do Sul. O objetivo é apresentar os aspectos relativos à atualização do PED do COREDE Missões, que teve como prerrogativa o processo de inserção e participação da sociedade, sob forma de plenárias municipais e macrorregionais e suas percepções de desenvolvimento do território. A metodologia utilizada resgatou os conceitos provenientes da matriz F.O.F.A., de modo a identificar potencialidades, desafios, ameaças e oportunidades em diferentes eixos de análise. Além disso, estabeleceu-se a estratégia de hierarquização do processo de escolhas dos agentes regionais envolvidos, que permitiu determinar problemas críticos e ativos, requerendo maior atenção e uma rápida formulação de alternativas de correção, prevenção e controle das ações do PED. Nesse contexto, com a participação e legitimação por parte da sociedade regional, identificaram-se quatro estratégias regionais, inseridas em 58 projetos e ações futuras, hierarquizadas, de modo a possibilitar aos atores sociais, a implementação de alternativas para o desenvolvimento da Região do COREDE Missões.

Palavras-chave: Plano Estratégico. Desenvolvimento Regional. COREDE Missões. Matriz FOFA. Estratégia de Hierarquização.

Gestión Territorial: Revisando el Plan Estratégico de Desarrollo Regional de COREDE Missões/RS-Brasil

Resumen

La investigación trata de la actualización del Plan Estratégico de Desarrollo Regional (PED) de la Región de Missões del Estado de Rio Grande do Sul. El objetivo es presentar los aspectos relacionados con la actualización del PED de la COREDE Missões, que tenía como prerrogativa el proceso de inserción y participación de la sociedad, a través de los plenos municipales y macrorregionales y sus percepciones sobre el desarrollo territorial. La metodología utilizada rescató los conceptos de la matriz F.O.F.A., con el fin de identificar potenciales, desafíos, amenazas y oportunidades en diferentes ejes de análisis. Además, se estableció la estrategia de priorizar el proceso de elección de los agentes regionales involucrados, lo que permitió determinar problemas críticos y activos, que requieren mayor atención y una rápida formulación de alternativas para la corrección, prevención y control de las acciones de PED. En este contexto, con la participación y legitimación por parte de la sociedad regional, se identificaron cuatro estrategias regionales, insertadas en 58 proyectos y acciones futuras, jerárquicas, con el fin de que los actores sociales implementen alternativas de el desarrollo de la Región COREDE Missões.

Palabras clave: Plan Estratégico. Desarrollo regional. COREDE Missões. Matriz F.O.F.A. Estrategia de jerarquización.

1 Introduction

The challenge of updating the Strategic Regional Development Plan (SRDP) was to create a document that would bring together the different strategies and social actors' interests, through a debate process and a privileged space for negotiation. This process aimed to confront and articulate divergences and convergences to benefit regional society. The team from the Universidade Regional

Integrada do Alto Uruguai e das Missões (URI), Santo Ângelo Campus, worked on updating the SRDP, which had been previously prepared in 2009 and 2016.

The objective of strategic plan updating is to adapt its guidelines to the transformations that have occurred since its previous preparation, considering changes in the socioeconomic, political and environmental scenario. The University group recognized the dynamic and updated plan importance, capable of guiding development actions and projects in a sustainable manner and aligned with the region interests, seeking to promote an efficient, competitive region capable of keeping up with current trends. Furthermore, the technical team emphasized the importance of flexible and open coordination for the region development, to adapt to the territory changes and needs.

The current stage of strategic plan updating - Updated Proposal Report and Plan Management Model for the Period 2022-2030 - was conceived as a regional integration instrument, seeking to articulate public and private initiatives. Its purpose was to take market opportunities advantage and the territory potential, promoting the investments concentration in a strategic manner and aligned with the region development objectives. In this context, the URI team sought to encourage the broad mobilization and participation of all those discussions involved, negotiation and decision-making about the region future. The intention was for the various interested parties to have a voice and contribute to the process, ensuring the decisions representativeness and legitimacy, considering the regional strategic guidelines.

The updating process proposed by the team was based on the teachings of Raffestin (1993), Becker (1983) and Cargnin (2014), in which the strategic regional development plan can be an element where actors act on different scales, and which are reinforced by social practices, rescuing the territory notion. Thus, the region becomes the social practice fruit. The development plan importance is reinforced by Crocco and Diniz (2006, p. 28): the system works on multiple scales, but the policies implementation requires the appropriate scales selection for each policy type and objective.

For Cargnin (2014), it was only from the end of the 1990s that there was a defense around strategies for planning actions by the State for regional issues. The strategies adoption for regional valorization took shape with the national integration axes study, developed by the Ministry of National Integration (MNI), demonstrating the inflection in territorial development policies. The actions set and instruments created to address territorial planning, together with other debates that underpinned the National Regional Development Policy (NRDP)elaboration, established an innovative process. The territorial culture planning in the Rio Grande do Sul (RS) case, although its first initiatives involved studies focusing on the country Southern Half, developed more fully through the Regional Development Councils (COREDEs) structuring in the 1990s, based on regionalization experiments in other regions, where they were formalized through the 28 regional councils' establishment.

Cargnin (2014) demonstrates the importance of these councils and thus identifies: they are bodies bring together civil society representatives, organizing participation in the government planning process and promoting debates about the regions' development. The 1998 Regional Development Policy of the RS state can be

considered one of the most complete formal instruments for reducing regional inequalities ever developed in the State (Cargnin, 2014).

With this in mind, the work team visited the 25 COREDE Missões municipalities to hold municipal and regional meetings, using the F.O.F.A. Matrix methodology (Strengths, Opportunities, Weaknesses and Threats) combined with strategies for prioritizing priority projects, to discuss the strengths, opportunities, weaknesses and threats found in the region, in order to direct development strategies in the search for fairer and less unequal spaces, constituting an instrument to induce the territorial governance system improvement (Santos, 2006).

The respective work objective was to guide the COREDE management in relation to its own strategic plan, revisiting, readjusting and reassessing the Plan constructing process for the period 2015-2030, considering the changes that have occurred in the socioeconomic scenario, in the different scalar perspectives. Furthermore, the aim was to support government planning at the national, state and municipal levels with projects that were consistent with regional development problems and opportunities.

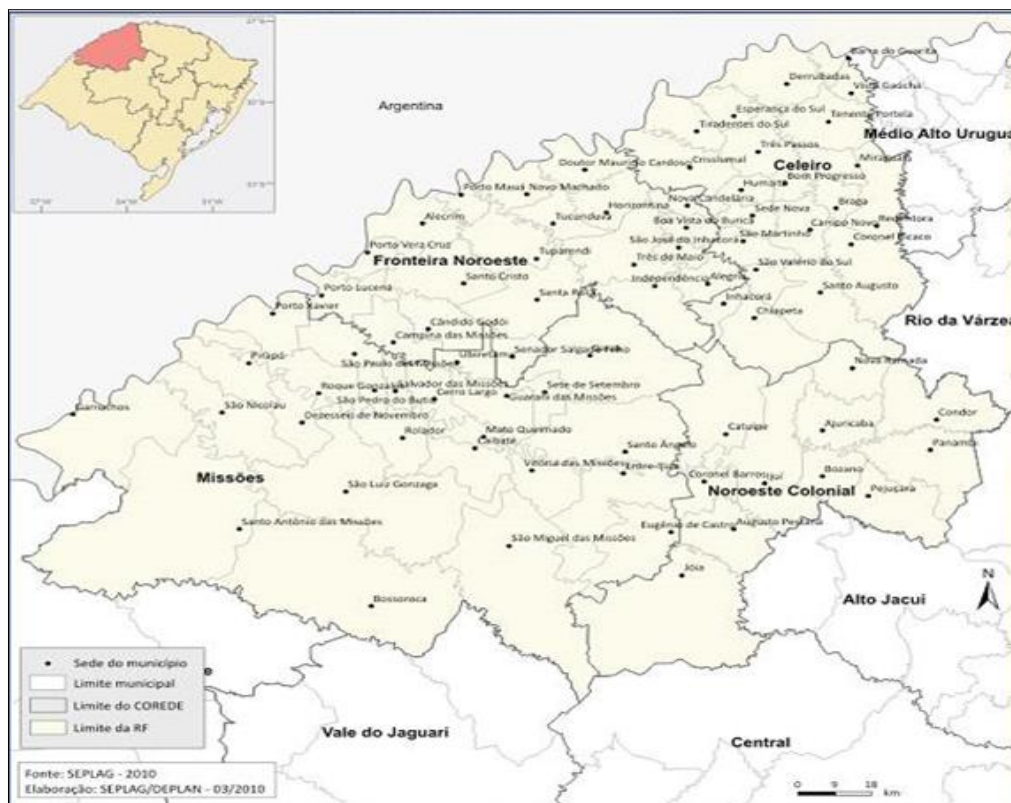
As a final article outline, within the context presented and methodologies applied, the problems identified were transformed into projects and actions defined in four major strategic axes: 1) Infrastructure; 2) Sociocultural; 3) Competitiveness and Environmental Sustainability; and 4) Articulation, Governance and Territorial Planning.

In addition to this introductory section, the article is divided into four more sections: a) the first refers to the territory under study characterization; b) the second deals with the constructing the SRDP Missões process and its management structure; c) the third highlights the methodological approach applied to define regional strategies and priorities; d) and, the fourth and final section presents the final considerations in relation to the study objective.

2. Spatial scope and study characterization

The Missões Regional Development Council (COREDE) was created in 1991 and is part of the Functional Planning Region Seven (RF 7) of the RS state. RF 7 brings together the COREDEs of Celeiro, Missões, Fronteira Noroeste and Noroeste Colonial, as shown in Figure 01.

Figure 01. Functional Planning Region Seven (RFP 7).

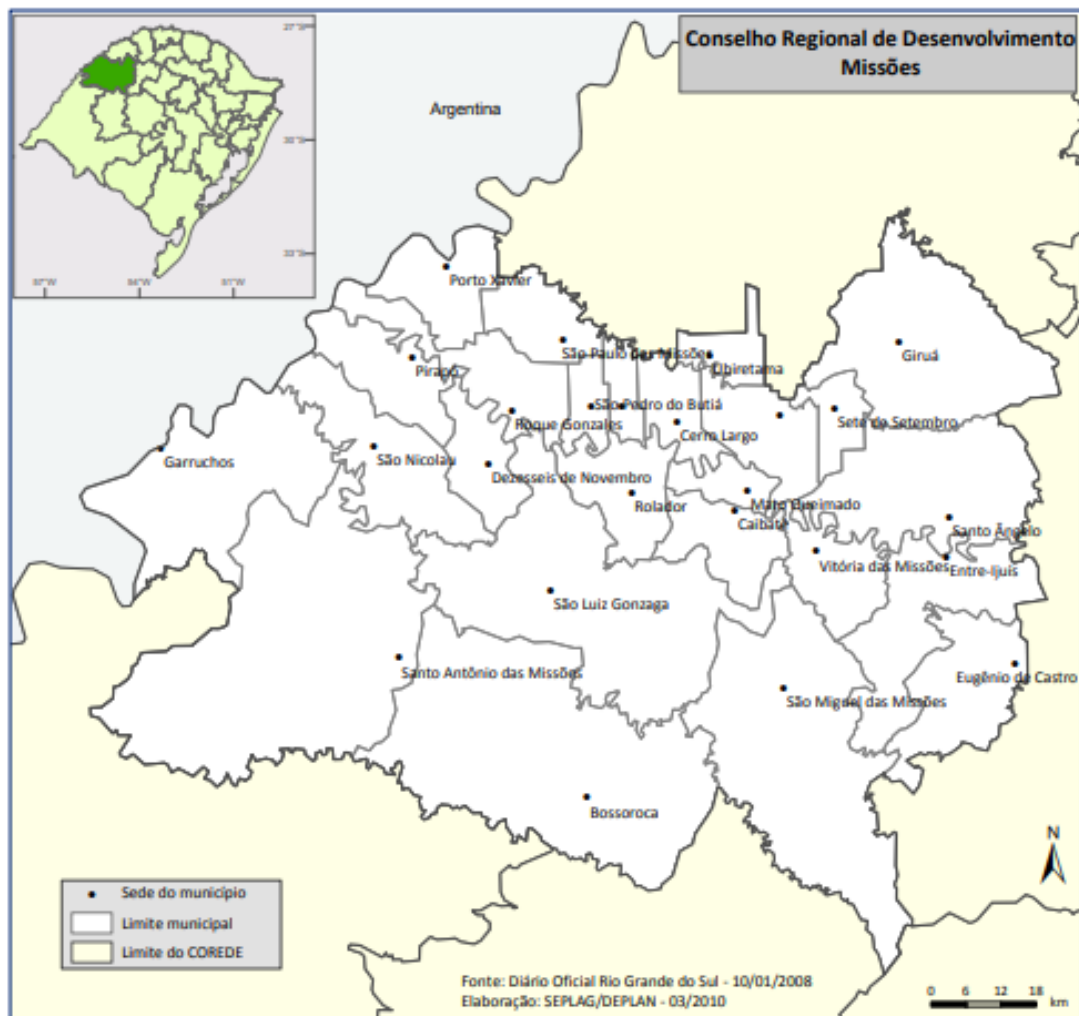


Source: SEPLAN, 2015.

It is located in the RS state Northwest Region, bordering the COREDE-Northwest Border to the North, the COREDE-Colonial Northwest to the East, the COREDE-Jaguari Valley to the South, the COREDE-West Border to the Southwest and the Republic of Argentina to the far West (Figure 01). Its territory total area corresponds to 4.6% of the RS state. Its altitudes vary from 70 to 360 meters, distributed predominantly in the Southern Plateau geomorphological unit (COREDE Missões, 2010).

Therefore, according to Wbatuba et al. (2023) the region encompasses 25 municipalities, listed below: Bossoroca, Caibaté, Cerro Largo, Dezesseis de Novembro, Entre-Ijuís, Eugênio de Castro, Garruchos, Giruá, Guaraní das Missões, Mato Queimado, Pirapó, Porto Xavier, Rolador, Roque Gonzales, Salvador das Missões, Santo Ângelo, Santo Antônio das Missões, São Luiz Gonzaga, São Miguel das Missões, São Nicolau, São Paulo das Missões, São Pedro do Butiá, Sete de Setembro, Ubiretama e Vitória das Missões. The municipalities' locations are shown in Figure 02.

Figure 02. COREDE Missões Location



Source: Atlas Socioeconômico Rio Grande do Sul (2010).

As shown in Figure 02, this region is located on the border between Brazil and Argentina. According to the Ministry of Foreign Affairs (MRE, 2024), Argentina is one of Brazil's main political and economic partners, and its bilateral relations are essential strategies for Brazil's insertion in the region and the world. However, it still does not have adequate infrastructure investments with its neighboring country.

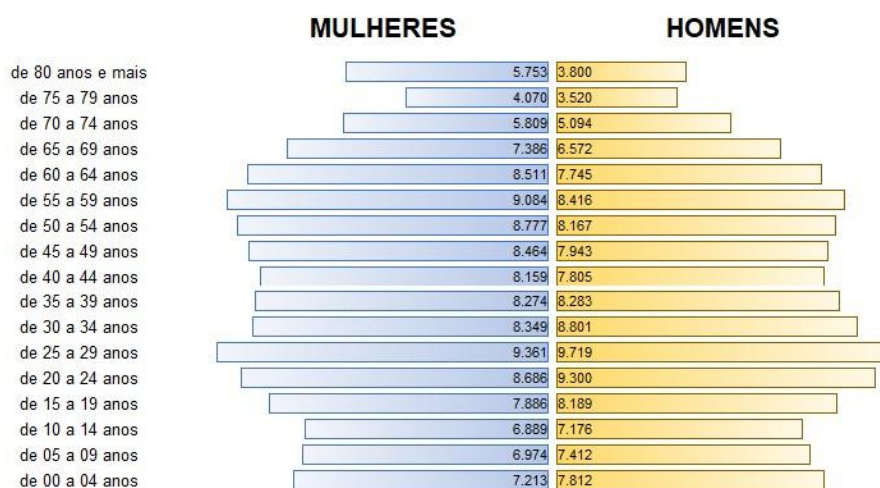
In addition, in the COREDE Missões municipalities, infrastructure problems do not only occur on the borders with Argentina. According to the COREDE Missões Socioeconomic Profile (SEPLAN, 2015) the transport infrastructure has deficiencies in the road modal, both urban and rural, as well as in the waterway and rail, which are underused, especially because they have potential through the Uruguay River and the Ijuí River, mainly for the agricultural production flow.

COREDE Missões has an economic base focused on agriculture, with livestock farming and grain cultivation such as corn, wheat and, mainly, soybeans as the main activities. In turn, the industry is linked to the primary products processing, and commerce and services are focused on supplying and supporting the primary and secondary sectors from agriculture. Another important region asset is historical and

cultural tourism, as well as physical and natural potential as a great opportunity to be taken advantage of (Wbatuba et al., 2017, p. 39).

COREDE has its population distributed across 25 municipalities with a 12,861.20 km² area, which represents an average population density of 19.7 inhabitants/km². This fact reflects the presence of medium and large properties, where population sparseness predominates, with low densities. These municipalities are located to the regions south and southeast, such as Garruchos with only 3.6 inhab./km², Bossoroca with 3.9 inhab./km², São Miguel das Missões with 6.0 inhab./km², Santo Antônio das Missões with 6.4 inhab./km², Eugênio de Castro 6.6 inhab./km², Rolador 8.6 inhab./km² and Pirapó with 8.7 inhab./km². The most densely populated municipalities are Santo Ângelo with 121.2 inhab./km², Cerro Largo with 83.5 inhab./km², and Porto Xavier with 37.4 inhab./km², which are above the regional average, which is 19.86 inhab./km² (Wbatuba et al., 2023).

Figure 03. COREDE Missões Population Pyramid, by gender - 2021.

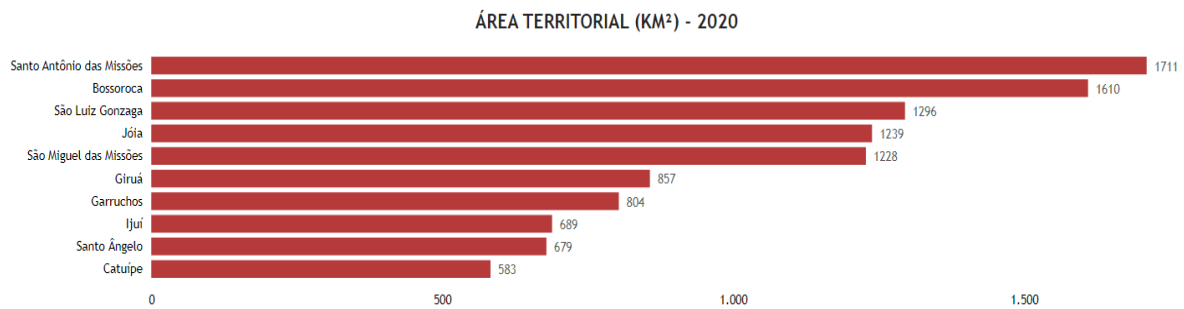


Source: Wbatuba, et al. (2023).

Figure 03 shows a trend towards a decrease in the younger people number in the region, driven by the sharp reduction in fertility and the flight of young people to more dynamic regions. This reality is present in the missions' municipalities, reinforced by data from the State Economics and Statistics Department (DEE, 2021) and confirmed after the IBGE preview release (2022). It is noteworthy that the population between 20 and 29 years old (37,066 inhabitants) is 26% larger than the population between 00 and 09 years old (29,411 inhabitants), proving the fertility rate decrease. Another important factor to consider is that although most of the population is female in the region, the graph shows that most women are over 40 years old, with a technical tie among the population between 35 and 39 years old and reversing the trend for the youngest, under 34 years old.

In area relation, the smallest municipality is São Pedro do Butiá with 107.6 km², while the largest municipality in terms of land area is Santo Antônio das Missões with 1,710.9 km², which can be seen in Figure 04.

Figure 04. Largest municipalities territorial area.



Source: Wbatuba, et al., (2023)

Regarding demographic aspects, Table 01 shows the COREDE Missões population according to the 2010 and 2022 censuses. In general, the region population decreased from 248,016 to 240,593, representing a drop of -2.99%. Despite this reduction, Santo Ângelo, the municipality with the largest population, had a small positive variation of 0.84%, and increased its total percentage share from 30.75% to 31.97%. São Luiz Gonzaga, the second population municipality, also showed a slight increase, from 34,556 to 34,752 inhabitants. However, most region municipalities showed a decrease in their population. Bossoroca showed the largest drop, with a variation of -14.44%, followed by Garruchos and Pirapó, with reductions of -16.88% and -18.03%, respectively. On the other hand, some municipalities recorded population growth in the same period, such as Cerro Largo, Entre-Ijuís, Salvador das Missões and São Pedro do Butiá, with increases of 3.13%, 2.46%, 7.79% and 6.86% respectively.

Table 01 also provides Functional Region 7 (RF 7) information, within which COREDE Missões is located, and on the RS state. Between 2010 and 2022, the RF 7 population had a small growth of 0.16%, while COREDE Missões saw its share in RF 7 decrease from 32.65% to 31.62%, reflecting its population reduction. In the same period, RS had a population increase of 1.74%, while RF 7's share in the state remained practically stable, with a slight decrease from 7.10% to 6.99%.

Table 01. COREDE Missões population evolution comparison according to the 2022 Census in relation to the 2010 Census.

Municipality	2010	Part. (%)	2022	Part. (%)	Variation 2010-2022 (%)
Bossoroca	6.884	2,78%	5.890	2,45%	-14,44%
Caibaté	4.954	2,00%	4.704	1,96%	-5,05%
Cerro Largo	13.289	5,36%	13.705	5,70%	3,13%
Dezesseis de Novembro	2.866	1,16%	2.507	1,04%	-12,53%
Entre-Ijuís	8.938	3,60%	9.158	3,81%	2,46%
Eugênio de Castro	2.798	1,13%	2.633	1,09%	-5,90%
Garruchos	3.234	1,30%	2.688	1,12%	-16,88%
Giruá	17.075	6,88%	16.013	6,66%	-6,22%
Guarani das Missões	8.115	3,27%	7.415	3,08%	-8,63%
Mato Queimado	1.799	0,73%	1.795	0,75%	-0,22%
Pirapó	2.757	1,11%	2.260	0,94%	-18,03%

Porto Xavier	10.558	4,26%	9.938	4,13%	-5,87%
Rolador	2.546	1,03%	2.291	0,95%	-10,02%
Roque Gonzales	7.203	2,90%	6.576	2,73%	-8,70%
Salvador das Missões	2.669	1,08%	2.877	1,20%	7,79%
Santo Ângelo	76.275	30,75%	76.917	31,97%	0,84%
Santo Antônio das Missões	11.210	4,52%	10.300	4,28%	-8,12%
São Luiz Gonzaga	34.556	13,93%	34.752	14,44%	0,57%
São Miguel das Missões	7.421	2,99%	7.056	2,93%	-4,92%
São Nicolau	5.727	2,31%	5.118	2,13%	-10,63%
São Paulo das Missões	6.364	2,57%	5.846	2,43%	-8,14%
São Pedro do Butiá	2.873	1,16%	3.070	1,28%	6,86%
Sete de Setembro	2.124	0,86%	1.830	0,76%	-13,84%
Ubiretama	2.296	0,93%	1.994	0,83%	-13,15%
Vitória das Missões	3.485	1,41%	3.260	1,35%	-6,46%
COREDE MISSÕES	248.016	100,00%	240.593	100,00%	-2,99%
RF7	759.591	100,00%	760.771	100,00%	0,16%
COREDE MISSÕES	248.016	32,65%	240.593	31,62%	-2,99%
RIO GRANDE DO SUL	10.693.929	100,00%	10.880.506	100,00%	1,74%
RF7	759.591	7,10%	760.771	6,99%	0,16%

Source: Prepared by the authors based on population data presented by IBGE (2022).

In relation to the municipalities population growth rates, a decline occurred from 1970 onwards, with negative values appearing in Porto Xavier and Roque Gonzales. In the 1980s, this trend became much more pronounced, with eleven municipalities falling into this situation. In the 1990s, the region continued this trend, when only five municipalities presented positive rates in population terms (Wbatuba et al., 2017). With the 2022 census preview, shown in Table 01, 19 of the 25 municipalities presented a decrease in their population, with Salvador das Missões and São Pedro do Butiá standing out, achieving positive rates above 6% of population growth.

According to the COREDE Missões Socioeconomic Profile (SEPLAN, 2015, p. 09), based on studies by the Geography and Statistics Brazilian Institute, the Region has a Sub-Regional Center¹ (Santo Ângelo), two Zone Centers² (São Luiz Gonzaga and Cerro Largo) and the remaining municipalities as Local Centers³. Santo Ângelo attracts the two Zone Centers and the nearby Local Centers. Other Local Centers,

¹ Characterized as centers with less complex management activities, with a reduced operation area, with external relationships only with the metropolises (SEPLAN, 2015a, p. 09).

² Understood as smaller municipalities with operations restricted to their immediate area (SEPLAN, 2015a, p. 09).

³ Defined as cities whose centrality and activity do not go beyond the limits of their municipality, with a population predominantly of less than ten thousand inhabitants (SEPLAN, 2015a, p. 09).

located in the region west, have connections with São Luiz Gonzaga, and in the region north, with Cerro Largo.

Rio Grande do Sul is the Brazilian state whose population had the lowest population growth in the early 21st century years. In the state, there is an area occupies the Northern Border, Northwest and South part that is characterized by population emptying, mainly in the rural sector. The COREDE Missões is the region with the population loss highest rate during this period (SEPLAN, 2015). In studies and analyses carried out by the state Government (Zuanazzi, 2019), historically, the RS state has presented a migratory deficit compared to other Brazilian states, not because it has a high people outflow, but because it has a low inflow. The next section presents the theoretical contributions related to the Regional Strategic Plan elaboration for the Missões.

3 The Art State of the Missões Strategic Regional Development Plan (2015-2030 and 2022-2030)

The region is the result of how the territory is organized, and regionalization is the process construction itself and of the particularities in the interaction with the whole. The whole is the interaction/construction object, considering its specificities. Regional development occurs based on planning and/or actions in constructed territories, appropriated by society, that is, it is in the territory that regions or places are constructed (Etges, 2001; 2005). Thus, the strategic development plan elaboration depends on the agenda to be constructed between governments and society, at different scales, aiming at the public policies definition, their implementation and results evaluation. Regional governance must be articulated to propose policies promoting results with assumptions interconnection that make development viable, becoming State policies and not just Government policies (Becker, 1995; Becker; Bandeira, 2003).

According to Filippim and Rótulo (2013), defining a guiding development model is, therefore, a task for society as a whole and not just for governments (central, state, municipal). To achieve this, a development different dimensions integrated view is necessary, and it is important to consider the space in which it takes place, especially in its regional configuration. There must be an interaction between the society levels, whether political, historical, cultural, economic, ecological, and social, within a territorial context. Planning must consider these analysis scales to bring the plan closer to its effectiveness (Boisier, 1995). A development plan makes it possible to visualize society central aspects and to make paths viable, outlining general guidelines that provide opportunities for choices among the various public policies, characterized by the development of a diagnosis, instruments that enable the implementation, review, and actions correction. For Cardoso Jr. (2011), the two axes of a plan are a comprehensive society view and an interconnected various public policies formulation and government activities.

The regional strategic development plan is a document that combines diagnosis, prognosis and actions/projects to be implemented, which must consider the historical, economic, social, environmental, political, ethical, cultural and territorial particularities and specificities (Fernández; Brandão, 2010). The region's development dynamics must be connected to competitive thinking, as the region

must take competitiveness advantage, based on its structural and natural endowments to organize and enhance them, seeking to strengthen and consolidate its regional development (Büttenbender; et al., 2011; Büttenbender; Sausen, 2020; Siedenberg, et al., 2012). Therefore, a strategic plan structured in different development perspectives depends on the institutional agents' capacity (public and private) to articulate to define their regional priorities and strategies. The plan should serve as a reference for directing and programming government plans, in a medium and long-term perspective, at multi-scale levels.

In the subsequent section, the research methodological design is discussed, considering the preparing the 2015-2030 plan process, with the aim of promoting evaluation, adaptation and updating, demonstrating and revisiting the projects and products generated in this plan.

4 Revisiting the SRDP 2015-2030: Methodological Procedures for Assessment, Adaptation and Updating (PED 2022-2030)

The SRDP project portfolio for the Missões Region 2015-2030 is composed 58 projects of a total, which, in turn, encompass 174 related products. The projects and products distribution according to the major strategies, which cover different established dimensions, is presented in Table 02 below.

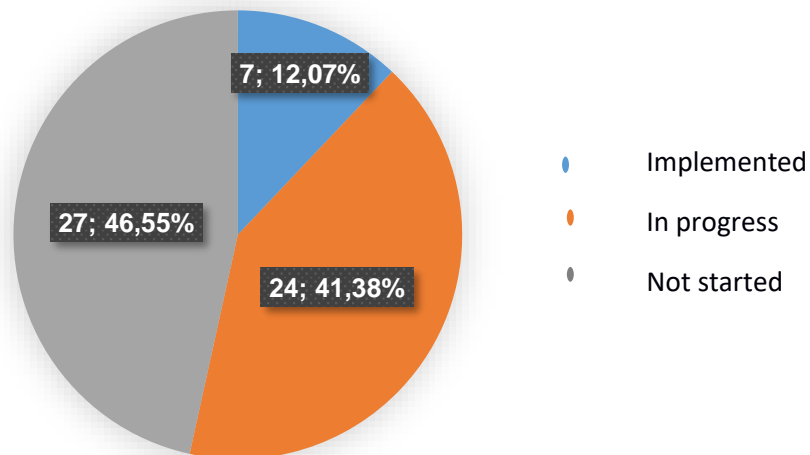
Table 01. Projects and products total number by strategic axis.

Strategy	Projects	Products
1. Infrastructure	21	58
2. Sociocultural	16	45
3. Competitiveness and Environmental Sustainability	16	54
4. Articulation, Governance and Territorial Planning	5	17
TOTAL:	58	174

Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

The vast projects majority (i.e., 46.55%, equivalent to 27 projects) have not yet been initiated. On the other hand, only 12.07% (or 7 projects) have been fully implemented and 41.38% (or 24 projects) are in progress. It is important to highlight that, for the purposes of classification as “in progress”, all projects had at least one product under development or implemented were considered. Figure 05 shows the projects distribution according to their execution status.

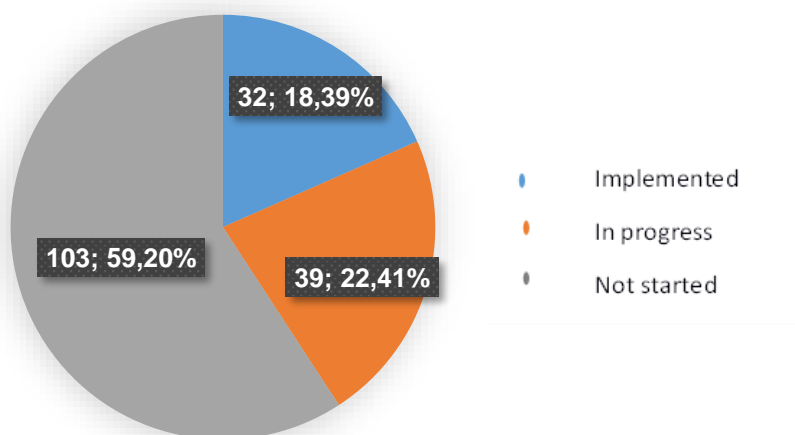
Figure 05. Projects by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

Products regarding, when observing Figure 06, it is possible to notice most of the products (103), that is, 59.20%, have not yet been started. Only 18.39% have been completely implemented, totaling 32 products, while another 22.41%, corresponding to 39 products, are currently in the execution phase.

Figure 06. Products by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

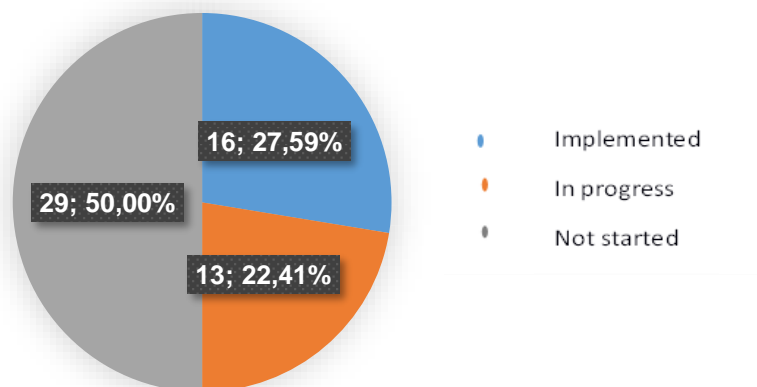
In the following subsections, products and projects current situation analyses are presented according to each of the major strategic axes that transition between the different dimensions, with their execution status.

4.1 Strategy 1 - Infrastructure

Strategy 1 of COREDE Missões is related to the technical diagnosis infrastructural dimension SRDP Missões. Considering this strategy is of utmost importance to dynamics measure of regional integration in competitiveness favor in

the economic and social sectors. Infrastructure is directly investments related, with significant interference in regional economic performance. The technical diagnosis infrastructural dimension is composed of a portfolio of 21 projects involving a total of 58 products. As indicated in Figure 07, only 22.41% of these products have been implemented to date, which is equivalent to a total of 13 products. In addition, 27.59% of the products (i.e., 16 in total) are currently in progress and 50% (29 products) have not been initiated.

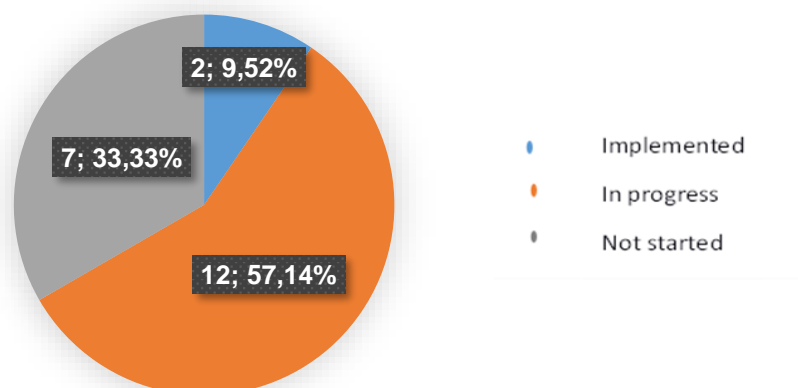
Figure 07. Products by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

From the 21 projects analysis linked to Strategy 1, it is possible to see only two of them (9.52%) have been effectively implemented to date, as shown in Figure 08. This means the result achieved to date in relation to this strategy is quite low. On the other hand, there are another 12 projects in progress, which is equivalent to 57.14% of the total. These projects already have at least one product implemented or in progress, indicating that progress is being made in relation to Strategy 1. However, there is still a considerable projects number (7) that do not have any product in progress or implemented. This fact represents 33.33% of the projects, which indicates these projects have not yet started.

Figure 08. Projects by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

Regarding the main regional demands in relation to infrastructure aspects, logistics is still the main claim. This positioning is justified by the fact there are serious structural problems in regional road interconnection, as well as in the agricultural production flow (national and international logistics), in development support of regional production sectors (telecommunications, energy and sanitation) and in the regional tourism sector (infrastructure to support tourists, access to archaeological sites, regional airport and tourist signage). In addition, the geographic location must also be considered, which is in a border region (Brazil x Argentina) and far from large consumer centers. The actions and respective projects address the claims indicated by the social actors in the SWOT matrix preparation and are hierarchized by the Vester matrix methodology (Betancourt, 2016), which are presented in a compiled form in Table 03.

Table 03. Infrastructure Strategy Projects Execution Progress

PRIORITY	PROJECT	ATUAL SITUATION	EXECUTION PERCENTAGE
1°	international Bridge Porto Xavier (BRA) - San Javier (ARG)	In progress	0%
2°	Regional Airport	In progress	50%
3°	Asphalt Access to Municipalities	In progress	45%
4°	Electrical Energy Reliability	In progress	50%
5°	Telecommunications Quality	In progress	50%
6°	Alternative Energies	In progress	25%
7°	Integra Missões	Not started	0%
8°	Duplication of BR-285	In progress	0%
9°	Duplication of RS-344	In progress	0%
10°	Mobile Basic Sanitation	In progress	0%
11°	Ring Road between Santo Ângelo x Entre-Ijuís	In progress	0%
12°	Archaeological Sites access	In progress	33,3%
13°	Tourist Signage	In progress	100%
14°	Caaró Sanctuary access	Not started	0%
15°	Caaró Sanctuary revitalization	Not started	0%
16°	Cerro Inhacurutum Viewpoint	Not started	0%
17°	Customs Expansion - Porto Xavier	Not started	0%
18°	Customs Parking Expansion - Porto Xavier	Not started	0%
19°	New Customs - Porto Xavier	Not started	0%
20°	Fenamilho interchange - Santo Ângelo	In progress	33,3%

21°	Little Beach and Square - Dam/Roque Gonzales	Implemented	100%
TOTAL	21 Projects		

Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

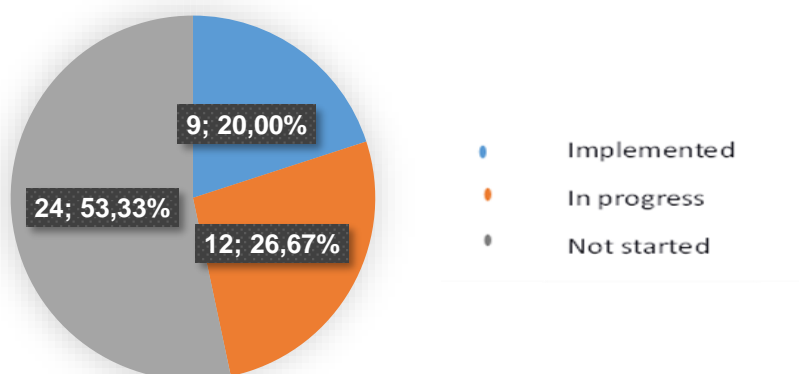
According to the information collected from Strategy 1, the projects with the highest priority are the international bridge between Porto Xavier (BRA) and San Javier (ARG) and the regional airport. The projects with the lowest priority are the customs and parking lot expansion in Porto Xavier and the Fenamilho interchange in Santo Ângelo.

It is important to clarify the region lacks adequate infrastructure to promote better conditions for urban mobility and the people and goods movement, greater safety and quality in road transport and costs reduction and logistical risks. Another important point regarding infrastructure, which is analyses part is access to basic services such as electricity and the internet, which are also part of the projects list in this stage.

4.2 Estrategy 2 – Sociocultural

The second COREDE Missões region strategy, to the technical diagnosis sociocultural dimension related, addresses the regional needs identified by the stakeholders, which involve the health, education, culture, social vulnerability and public safety sectors. These aspects are directly stakeholder's social well-being linked regarding the regional services quality and availability. The project portfolio consists of 16 initiatives with a total of 45 products. Figure 09 indicates the products percentage not started is 53.33%, corresponding to a total of 24 products, while only 20% (9 products) are implemented and the remaining 26.67% (12 products) are in progress.

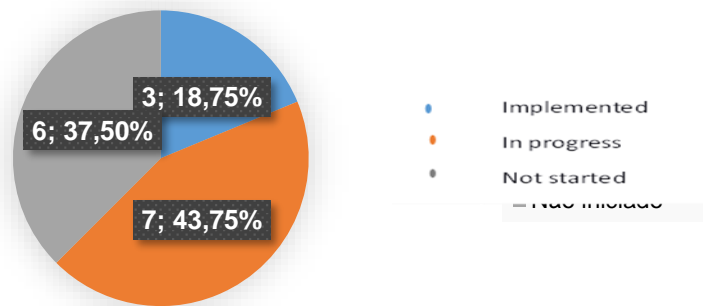
Figure 09. Products by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

According to the data shown in Figure 10, it can be seen, among the 16 projects make up strategy 2, only three (i.e., 18.75%) are fully implemented, while seven (or 43.75%) are in the development process. The remaining projects (6 projects or 37.50% of the total) have not yet been initiated.

Figure 10. Projects by execution status.



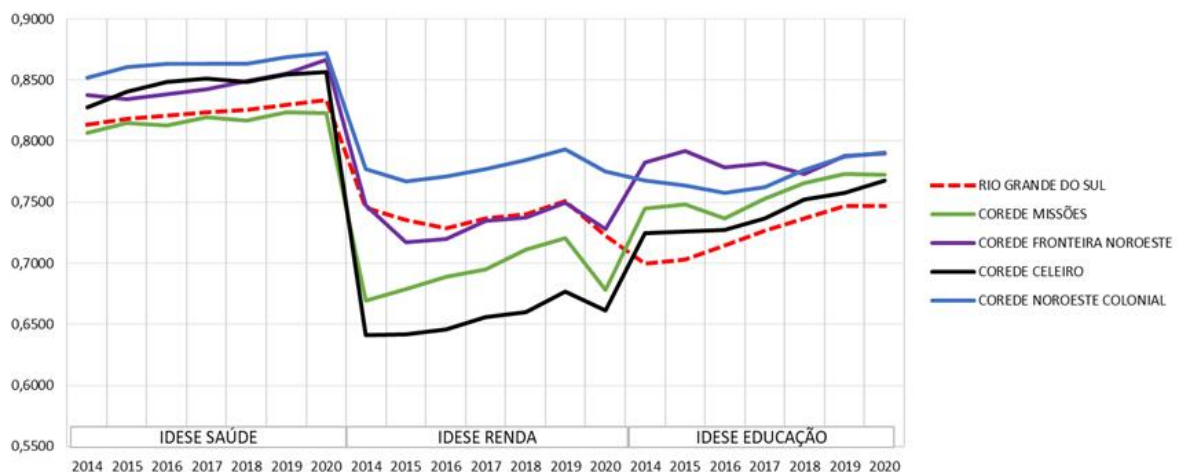
Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

Based on the technical diagnosis, the regional profile in development indices terms is below the state levels and RF 7 in some areas. Therefore, actions are needed to raise the region to higher levels, considering its particularities and regional specificities.

The Figure 11 analysis shows the Health Block has COREDE Missões and COREDE Fronteira Noroeste with indicators below the state average, in practically the entire period. COREDE Celeiro, on the other hand, has indicators below the average only in the first two years, exceeding the average since 2016. In the Income Block, the COREDE Missões results are equal to the state average in 2018 and 2019, and in the other periods, the indicator is below the state average. In this indicator, the COREDE with the worst results is Celeiro and the best is Noroeste Colonial, which corroborates the aggregate index results.

Regarding the RF 7 Education Block, compared to the RS State, all COREDEs presented results above the state index in 2014. In 2014 and 2015, COREDE Celeiro presented an index close to the state average and in the other years it had an index below this average. In this indicator, COREDE Fronteira Noroeste presented the best results in practically all the years analyzed, and only in 2018 did it have results like COREDE Noroeste Colonial.

Figure 11. IDESE by COREDE Missões Municipalities Blocks, RF 7 and RS, period 2014-2020.



Source: Prepared by the authors, based on data from DEE (2021).

Reading this scenario highlights that the indicators that contribute most to rates lower than those of the State are in the areas of Income Generation and Health. According to the demands collected for the SRDP 2022-2030 update (Wbatuba, et. al., 2023), the sociocultural strategy includes the Hospital de Caridade de Santo Ângelo (HSA) expansion and the high-complexity oncology unit creation, about health. In addition to these demands, the demands include the creation of a climate alert system, border monitoring, a solidarity economy, a social observatory, awareness of the agrochemicals use and family succession, in relation to social and cultural vulnerability, which could improve family income. They also cover the school administrators training, medical courses, higher education and professional courses, in educational aspect and projects for public safety relation, which would contribute to improving the region IDESE and of the municipalities specifically. These actions are presented in Table 04 and are focused on the demands indicated in the SWOT matrix and ranked by Vester's matrix (Betancourt, 2016) in the sociocultural strategy.

Table 04. Sociocultural Strategy Projects Execution Progress

PRIORITY	PROJECT	ATUAL SITUATION	EXECUTION PERCENTAGE
1°	Services Expansion – Santo Ângelo Charity Regional Hospital.	In Progress	50%
2°	HCOU – High Complexity Oncology Unit.	In progress	33,3%
3°	Raising Awareness of the Agrochemicals Use in the COREDE Missões Region.	In progress	0%
4°	Our People in Our Land – Family Succession.	Not Started	0%
5°	Medicine Course Implementation.	Not started	0%
6°	Technical Course in Tourist Guide.	In progress	50%
7°	Warning and Monitoring System for adverse weather conditions, floods and the hydroelectric plant floodgates opening in the Missões Region.	In progress	0%
8°	Border Monitoring System – Brazil x Argentina – Remote Technology.	In progress	0%
9°	Solidarity Economy.	Not startes	0%
10°	Social Observatory – SO.	Not started	0%
11°	My Ground, My Roots.	Not started	0%
12°	School Councils training and qualification.	In progress	0%
13°	Technical professional education courses offer expansion.	Implemented	100%
14°	Missões Watershed Committee maintenance.	Not started	0%
15°	Military Brigade Motomechanization Project	Implemented	100%
16°	Military Brigade Re-equipment Project	Implemented	100%

TOTAL	16 PROJECTS
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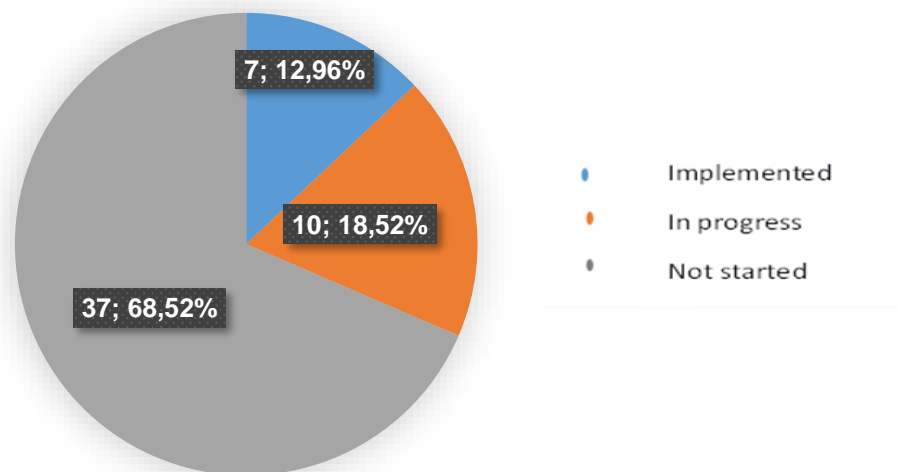
Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

The strategy in question presents several projects, but the most important is the services expansion at the regional hospital, which is currently underway. In the education area, there are several projects under development at different stages, but the project that stands out is the technical professional education courses offer expansion, which has already reached the 100% implementation mark.

4.3 Strategy 3 – Competitiveness and Environmental Sustainability

The COREDE Missões region third strategy combines technical diagnosis economic, tourism and environmental dimensions aspects. The project portfolio of this strategy consists of 16 initiatives with a total of 54 products. Figure 12 indicates the products percentage not started is 68.52%, corresponding to a total of 37 products, while only 12.96% (or 7 products) are fully implemented and the remaining 18.52% (or 10 products) are in the execution phase.

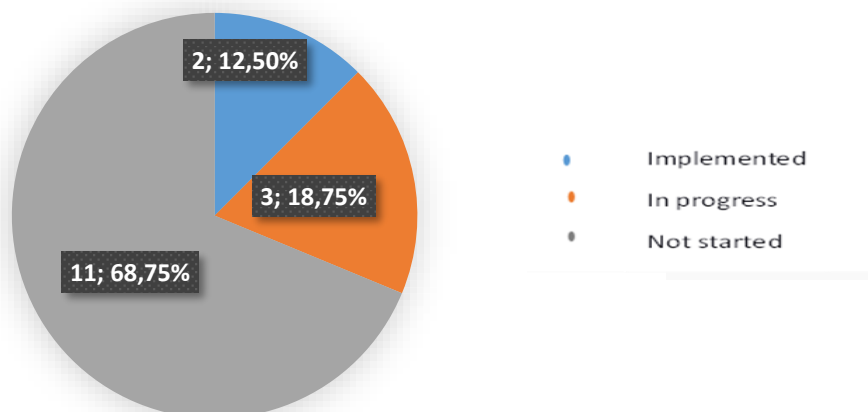
Figure 12. Products by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

When analyzing the 16 projects associated with Strategy 3, it is possible to see most of them - a total of 68.75% - have not even been started. Only two projects, or 12.50%, have been effectively implemented, while another three projects, 18.75%, are currently underway. This information is shown in figure 13.

Figure 13. Projects by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

Most of the projects related to this strategy are agriculture linked; a sector presents major challenges in the region. As it is primarily focused on agribusiness, the region faces the first challenge of consolidating its governance and then directing financial and human resources to implement the planned actions. Table 05 presents a projects' status overview related to the Missões region, highlighting the projects have been implemented and those are still in progress or have not yet started.

Table 05. Competitiveness and Environmental Sustainability Strategy Projects execution progress.

PRIORITY	PROJECT	ATUAL SITUATION	EXECUTION PERCENTAGE
1°	Project to Support the Management of Missões Agro-industries.	Not started	0%
2°	Production Chains competitiveness - Regional Consortium for Integrated Health Inspection Construction (SIM Missões).	Not Startes	0%
3°	Encouraging Entrepreneurship.	Implemented	100%
4°	Missões - My Land.	Not started	0%
5°	Missionary Events Calendar.	In progress	0%
6°	Missões Feed the Faith.	Not started	0%
7°	Missões Tourism Marketing Plan execution.	In progress	0%
8°	Center for Agroindustries Qualification.	Not started	0%
9°	Regional Competitiveness – Differentiation of Missões Region Beef Cattle – “Buena Carne Missioneira”.	Not started	0%
10°	Regional Competitiveness – + Leite Project: Management, Governance and alternatives for the Dairy Farming Agroindustrialization.	Not started	0%

11°	Production Chains Competitiveness – Strengthening Grain Production in the Missões Region.	Not started	0%
12°	Production Chains Competitiveness - Cooperation Networks.	Not started	0%
13°	Technological Center for Missões Research and Innovation	In progress	0%
14°	Interinstitutional Technological Park for Renewable Energy and Biotechnology.	Not started	0%
15°	Environmental Protection Tariff on Waste Collection.	Not started	0%
16°	Thirty Peoples Articulation and International Jesuit Route.	Implemented	100%
TOTAL		16 PROJECTS	

Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

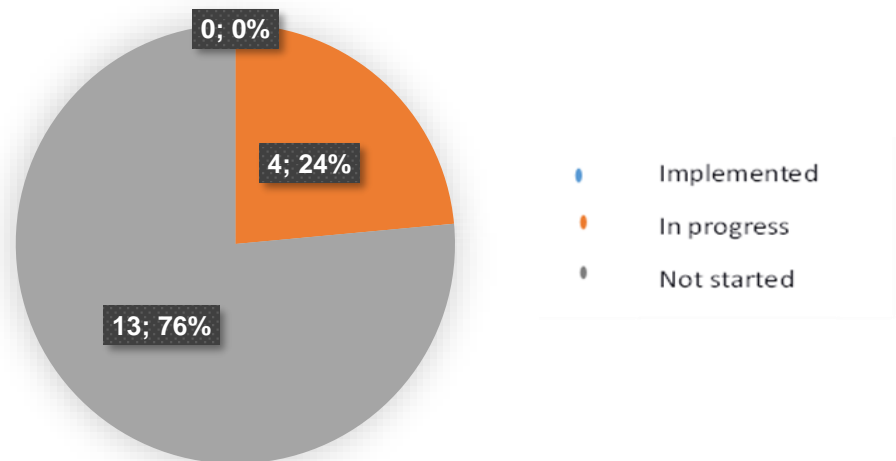
Among the implemented projects, the following stand out: Fostering Entrepreneurship, the Thirty Peoples Articulation and International Jesuit Route, both with 100% implementation. Among the ongoing projects are the Missionary Events Agenda and the Technological Center for Missões Research and Innovation. The other projects (11), as also shown in the previous graph, have not yet been initiated. It is also necessary to coordinate the different actors involved participation - governments, universities, companies and civil society - in a more integrated and participatory manner.

According to the feedback from the executors of one of the projects in this strategy, it is important to highlight the one on Fostering Entrepreneurship, which went far beyond what was proposed in the SRDP Missões project portfolio, and which was carried out in partnership with the Missões Municipalities Association, University (URI-Santo Ângelo) and Regional Education Coordinators (14th, 17th, 20th, 21st, 32nd and 36th - CRE) with support from state and national funding agencies (FAPERGS and CNPq). The project was developed through a learning path, which enabled young people from public schools to learn and undertake, with the skills development promoting purpose, including theoretical knowledge, technical and behavioral skills and attitudes regarding the Financial Education themes, Entrepreneurship and Culture and Digital Technologies.

4.4 Strategy 4 – Articulation, Governance and Territorial Planning

The articulation, governance and territorial planning strategy deals with institutional dimension aspects related and presents projects aim to strengthen and improve institutions. The project portfolio related to this strategy is composed of five projects that include 17 products. Of the products, as shown in Figure 14, none have been implemented, four are in progress (24%) and 13 have not been started (76%).

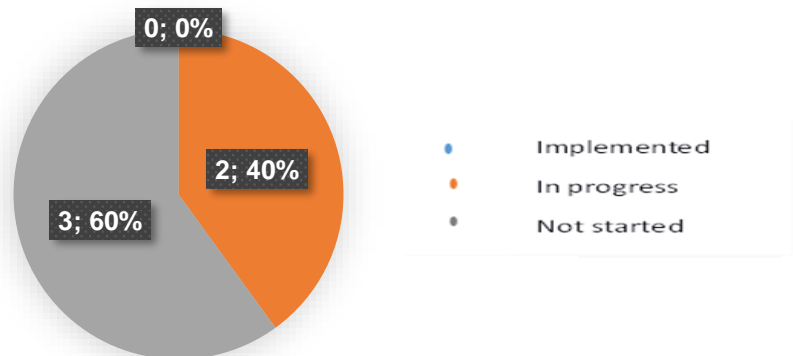
Figure 14. Products by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

When analyzing Figure 15, no project has been implemented in its entirety, with three projects not started and two in progress.

Figure 15. Projects by execution status.



Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

The technical diagnosis showed the population democratic participation and the articulation in promoting the leadership construction is a significant deficiency, which is aggravated by the young population migration crisis, demonstrated by Zuanazzi (2015) and by data from the Economics and Statistics Department (DEE, 2021), which governance and regional investments level impacts.

In view of this, Table o6 presents the five projects aim to meet these regional demands, prioritized by the Vester Matrix methodology.

Table o6. Articulation, Governance and Territorial Planning Strategy Projects execution progress.

PRIORITY	PROJECT	ATUAL SITUATION	EXECUTION PERCENTAGE
1º	Strong Leadership – Strong Territory.	In progress	0%

2°	Our Ground.	In progress	0%
3°	Missões Development Agency.	Not started	0%
4°	Regional Center for Economic Information – RCEI	Not started	0%
5°	Regional SRDP Management Committee for the Functional Planning Region Seven (RFP 7).	Not started	0%
TOTAL		05 PROJECTS	

Source: Prepared by the authors, SRDP Missões 2015-2030 according (Wbatuba et al., 2017).

It is important to highlight simply creating projects focused on territorial development is not enough to drive the desired dynamics. It is essential society recognizes the establishing organizations responsible importance for monitoring, supervising, overseeing and promoting the necessary updates so that such projects become effective tools for territory promoting.

Finally, the evaluation COREDE Missões Strategic Regional Development Plan (SRDP) update for the period 2022-2030 was built based on social and democratic participation, which took place between October 2022 and July 2023, consolidating itself as a tool for management, promotion and articulation of the COREDE Missões region development. The next and last section presents the final notes regarding the relevant study considerations.

5 Final remarks

The COREDE Missões Strategic Regional Development Plan (SRDP Missões - 2022-2030) evaluation and update was built on the horizontality principles. Throughout the plan plural and participatory construction, strategic direction plenary sessions were held at municipal and sectoral levels (SWOT Matrices), in all municipalities in the Missões region. In the respective plenary sessions, social actors were able to express their different views and interpretations on the region development, as well as the definition of priority strategies and projects, with a focus on the territorial perspective.

As a result of social participation considering the four major regional strategies established in the 2015-2030 Strategic Plan, 58 projects and 174 products were obtained, which were assessed and readjusted using the Vester matrix methodological rules as demonstrated in the previous sections, to plan update. Thus, considering the process of updating and assessing the 2022-2030 Strategic Plan, the strategies defined in the previous plan (2015-2030) were maintained and 24 more projects were added, totaling 82 projects and 262 products, with the possibility of more than R\$ 1.6 billion in estimated investments. In addition, the Functional Region 7 three strategies were maintained, with 12 macro-regional priority projects. Such initiatives aim to minimize or neutralize obstacles and enhance existing strengths and opportunities in relation to the region development.

One of the main objectives of this Strategic Plan update was the Regional SWOT Matrix discussion and analysis, created in the 2015-2030 SRDP, which aimed to identify, through municipal and regional assemblies, the COREDE Missões strengths

and opportunities, as well as the weaknesses and threats. Once again, the municipal and regional assemblies held for this purpose involved various society segments and leaders, allowing the participation of all interested parties, with the aim of being an instrument to induce social participation, aiming at the improvement of a territorial governance system. This governance system is established with a view to regional development, with the perspective of meeting the interests of all region members.

To formulate the SWOT matrices, according to the proposed methodology, the analysis was divided into six dimensions that structured the technical diagnosis: 1) environmental; 2) infrastructural; 3) economic; 4) sociocultural; 5) tourism; and 6) institutional. The sectoral breakdown aimed to enrich the debate with technically qualified groups familiar with this regional perspective of analysis.

According to the COREDE Missões Region social actors, the main factors that stood out in the SWOT Matrix composition were the following:

a) Strengths: expertise in grain production, beef cattle and dairy farming, land productivity, existence of a technology hub and park, technical and higher education, regional airport, historical and cultural heritage, agro-industries;

b) Opportunities: demand for agri-food products, adding value to agricultural products, agro-industrialization, strengthening family farming, marketing system for large consumer centers, Porto Xavier international bridge, education focused on the countryside and tourism, promotion of entrepreneurship and railway system use;

c) Weaknesses: family succession, electrical energy quality, social vulnerability, attractiveness and tourists' retention, agricultural waste management, rural and agro-industrial management, school dropout, young people to other urban and regional centers migration, entrepreneurial education, telecommunications, regional articulation, care in health reference centers, entrepreneurial profile, employment and income generation, asphalt access; and,

d) Threats: family farming weakening, rural communities' disappearance, falling birth rates, agrochemicals unconscious use, reduction in school enrollment, discontinued public policies, population aging, health centralization, land concentration, regional disarticulation and adverse weather conditions.

Finally, the COREDE Missões Region updated (SRDP 2022-2030) is a document needs to be widely disseminated in the regional community, so it can access it and assist and contribute to its implementation, while safeguarding the legitimacy and regional actors protagonism. In turn, monitoring the projects implementation should be a priority for the region's governance, aiming to validate the efforts undertaken here and the results obtained, with the entire regional community participation.

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