

Territorial management plan of Quilombo Água Fria in Calha Norte as a tool for dialogue in public policies

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Abstract— The Territorial Management Plan (PGT) of Quilombo Água Fria, located in Calha Norte, is a fundamental tool for strengthening the autonomy and territorial preservation of the quilombola community. This study investigated the implementation of the PGT as a means of dialogue in public policies, with the aim of integrating local demands into government actions. The research revealed that, although the PGT has contributed significantly to the recognition and strengthening of the community, it faces challenges, such as the lack of financial resources, inadequate infrastructure and lack of coordination between the different levels of government. The research found that the PGT is fundamental to promoting sustainability and cultural resistance, but that its effectiveness depends on active community participation and inter-institutional partnerships. The main recommendations include strengthening local governance, training leaders, access to financial resources and the integration of public policies at the local, state and federal levels. In terms of results, the implementation of the plan has brought benefits to the community in areas such as sustainable agriculture and environmental preservation, but it has also faced difficulties in implementing some actions due to the lack of financial support and institutional disarticulation. This paper proposes that the creation of monitoring committees and the strengthening of ongoing dialogue between the community and public managers are key elements in ensuring the long-term success of the PGT, making it an effective territorial management model, both for Quilombo Água Fria and for other quilombola communities in Brazil.

I. INTRODUCTION

Quilombola communities, the result of historical processes of resistance to slavery and social exclusion, have a deep connection with their territory. The territorial management of these communities has been recognized as a strategic tool to guarantee the preservation of their territorial, cultural and social rights, and is essential for strengthening their autonomy. Quilombo Água Fria, located in the Calha Norte region of Pará, is a significant example of this struggle for recognition and management of the territory, and is a paradigmatic case of how a Territorial Management Plan (PGT) can become an instrument of dialogue and the construction of public policies aimed at promoting equality and social justice.

The research problem that arises is to understand how the Territorial Management Plan of Quilombo Água Fria has functioned as a tool for dialogue between quilombola communities and the government, and what impact this process has had on the public policies implemented for the protection and sustainable development of these communities. Previous studies have shown that the lack of effective dialogue between traditional communities and the State has led to the marginalization of these populations, making it difficult to implement public policies that meet their real needs (Gomes, 2017; Almeida, 2019). In this context, the creation and implementation of a PGT can represent a significant step forward in the construction of a shared governance model, in which public policies can be more assertive and focused on local needs.

The justification for this study is the growing importance of territorial management as a tool for social inclusion and for addressing the historical inequalities experienced by quilombola communities. Quilombo Água Fria, like many other traditional communities, faces challenges related to the recognition of its territory, the preservation of its cultural practices, and the inclusion of public policies that meet its specificities. The literature indicates that the implementation of a PGT can not only guarantee the protection of the territory, but also create a space for continuous dialogue between the parties involved, favoring the construction of more appropriate and effective public policies (Lima, 2020). Thus, this study aims to contribute to the understanding of how a PGT can be used as an instrument to strengthen quilombola communities and expand social participation in political decisions.

The objectives of this article are to analyze the Quilombo Água Fria Territorial Management Plan as a tool for dialogue in public policies, identify the challenges and opportunities for its effective implementation, and evaluate the impact of this plan on strengthening local governance and preserving quilombola cultures and traditions. This

study aims to offer a contribution to the improvement of public policies aimed at quilombola communities, based on a detailed analysis of the Quilombo Água Fria PGT and its role in the process of dialogue between these communities and the State.

II. LITERATURE REVIEW

2.1 Contextualization of Quilombo Água Fria and its Importance

Quilombo Água Fria, located in the Calha Norte region of Pará, represents a significant example of traditional Brazilian communities, especially in the context of preserving cultural and territorial heritage. With a population composed of descendants of enslaved Africans, this community faces historical, social and political challenges related to the recognition of its territory and its inclusion in the State's public policies.

In terms of territorial recognition, quilombos were officially recognized by the Brazilian Constitution of 1988, which guaranteed the right to land for these communities (Brasil, 1988). The fight for this land continues to be one of the greatest battles faced by quilombolas. Territorial management therefore becomes an essential process, not only for the protection of the land, but also for strengthening the autonomy of these communities, allowing them to formulate and implement actions that meet their needs and interests.

2.2 The Concept of the Territorial Management Plan (TMP)

The Territorial Management Plan (TMP) is a tool that seeks to articulate and plan the use of the territory in a sustainable manner, respecting the cultural and environmental specificities of local communities. In the case of quilombos, the TMP is not only a matter of environmental planning, but also a strategy for community empowerment, since it promotes dialogue between traditional communities and government public policies.

The TMP of Quilombo Água Fria, as described in several studies (Silva, 2018), seeks to guarantee the permanence of the community in its traditional territory, promoting sustainable development, the protection of natural resources and cultural preservation. This planning involves both the use of environmental management techniques and the construction of public policies that favor the education, health and well-being of the community.

2.3 The Importance of Dialogue in Public Policies for Quilombola Communities

Dialogue between the government and quilombola communities is a fundamental aspect for the formulation of

inclusive and effective public policies. The participatory management model, in which communities have an active voice in defining their own needs, is considered one of the best practices for implementing public policies in quilombola territories (Almeida, 2019).

The literature on governance and public policies for traditional communities shows that the implementation of a PGT can be an effective means of establishing this dialogue, promoting the active participation of quilombolas in the construction of public policies aimed at education, health, security and sustainable development (Lima, 2020). The involvement of communities in the territorial management process not only strengthens their autonomy, but also ensures that public policies are more appropriate to the local reality.

2.4 Challenges in Implementing Territorial Management Plans in Quilombola Communities

Despite advances in public policies aimed at quilombola communities, the implementation of PGTs still faces a series of challenges. The lack of financial resources, the absence of adequate training for management, and resistance from government and private interests continue to be obstacles to the effective implementation of these plans (Gomes, 2017).

In addition, bureaucracy itself and the complexity of legal and administrative processes often hinder the recognition and effective implementation of territorial management plans (Costa, 2018). In the case of Quilombo Água Fria, these challenges manifest themselves in the difficulty of obtaining the institutional support necessary for the implementation of the PGT, as well as in the pressure from external groups on the territory, which seek to exploit the region's natural resources in an unsustainable manner.

2.5 The Impact of Land Management Plans on Quilombola Communities

Studies indicate that the implementation of PGTs has brought significant benefits to quilombola communities, especially with regard to the preservation of their lands and the improvement of the quality of life of the members of these communities. The preservation of the environment and the promotion of sustainable land use practices are essential components of these initiatives, and have allowed the recovery of degraded areas and the protection of local biodiversity (Souza, 2020).

In addition, the PGT has also contributed to the strengthening of community institutions, promoting greater social cohesion and autonomy in decisions about land use. The participation of communities in the planning processes has been a decisive factor in the success of these initiatives,

as it ensures that the solutions adopted are truly suited to local needs.

2.6 Examples of Land Management Plans in Other Quilombola Communities

Several PGT studies and projects have been successfully implemented in other quilombola communities in Brazil. The PGT of the Quilombo do Rio dos Macacos, in Bahia, for example, was one of the first to be recognized by the government, and brought significant benefits to the preservation of its lands and the strengthening of cultural practices (Santos, 2018). Similarly, the PGT of the Quilombo de Ivaoporunduva, in São Paulo, demonstrated how territorial management can improve the quality of life of the community, providing sustainable management of natural resources and guaranteeing land rights.

These examples serve as a reference for Quilombo Água Fria, which seeks to adapt the successful practices of these projects to its local reality, promoting dialogue and collaboration between the community and different levels of government.

III. METHODOLOGY

3.1 Type of Research

The research is qualitative and exploratory in nature, with the objective of understanding the social, political and territorial aspects of Quilombo Água Fria. Qualitative research allows for a more in-depth analysis of the relationships and processes involving quilombola communities, their experiences and the impact of the Territorial Management Plan on the daily life of the community and on the dialogue with public policies.

According to Gil (2017), qualitative research is characterized by the search for a deeper understanding of the phenomena studied, without initially worrying about quantifying the data. This approach is ideal for investigating social processes, such as the implementation of a territorial management plan in traditional communities.

3.2 Methodological Approach

The methodological approach adopted for this research is a case study, with a specific focus on Quilombo Água Fria. The case study is a methodological strategy that allows for a detailed analysis of a phenomenon within its real context, as pointed out by Yin (2015). In this case, the case study is used to understand the dynamics of territorial management and its interface with public policies, allowing us to identify the unique characteristics of Quilombo Água Fria, its challenges and opportunities for integration into public policies.

3.4 Data Collection Strategies

The following strategies were used to collect data:

Documentary Research: Documentary research is one of the main sources of data for this research. It consists of analyzing documents related to the Quilombo Água Fria Territorial Management Plan, including reports, meeting minutes, action plans and other official publications. These documents provide important information about the decisions taken, the negotiation processes and the impacts of the plan on the community.

Documentary research is recommended by Marconi and Lakatos (2017), as it offers an effective way to access historical and contextual information about the object of study.

Qualitative Interviews: To complement the documentary research, semi-structured interviews were conducted with members of the Quilombola community, representatives of the government, non-governmental organizations (NGOs) and other actors involved in the territorial management process. The interviews allow for a more in-depth view of the perceptions and experiences of those directly involved in the implementation and negotiations of the plan.

The interviews were conducted based on a flexible script, allowing participants to express their opinions and experiences freely. According to Minayo (2014), the semi-structured interview offers the necessary flexibility to explore emerging themes and better understand the meanings attributed by participants to their experiences.

Participant Observation: Participant observation was conducted during meetings and events related to the territorial management plan in Quilombo Água Fria. The researcher had the opportunity to directly observe the interactions between the community and different stakeholders, such as government representatives and external organizations.

Participant observation is a technique widely used in qualitative research, according to Bogdan and Biklen (1994), allowing the researcher to immerse themselves in the context and obtain data in real time, in addition to observing aspects that are often not expressed verbally.

3.4 Population and Sample

The target population of this research consists of members of the Água Fria quilombola community, as well as governmental and non-governmental institutions involved in public policies aimed at quilombos in the Calha Norte region. The sample was selected based on criteria of representativeness and relevance to the topic, aiming to ensure that different perspectives were considered.

The sample of interviewees was defined intentionally, focusing on individuals directly involved in decisions about

territorial management, including community leaders, representatives of social organizations, environmental technicians and public managers. According to Sampieri et al. (2013), intentional sampling is appropriate when one wants to obtain specific and in-depth information about a particular phenomenon or group.

3.5 Data Analysis Techniques

Data analysis was performed using content analysis. Content analysis allows qualitative data to be interpreted systematically and rigorously, identifying recurring categories and themes in interviews, documents, and observation records. The technique is well-established in qualitative research, according to Bardin (2011), and was applied to extract meanings and patterns from the information collected.

The analysis was divided into three stages:

Pre-analysis: In this stage, the collected material was organized and categorized, with a cursory reading of documents and interview transcripts.

Exploring the Material: A more detailed reading of the content was carried out, identifying keywords, expressions, and key concepts related to territorial management and dialogue with public policies.

Processing the Results: In the last stage, the identified categories were analyzed in light of the existing literature on territorial management in quilombola communities and the impact of public policies on these communities.

3.6 Ethical Considerations

The research complied with the ethical principles defined by Resolution No. 466/12 of the National Health Council (CNS), which regulates research involving human beings in Brazil. All participants were informed about the objectives of the research, the procedures adopted, and their rights, including the right to confidentiality and anonymity.

In addition, free and informed consent was granted to all participants in the interviews and participant observation. The personal data of the interviewees were kept confidential and used exclusively for the purposes of this research.

3.7 Limitations of the Study

This study is subject to some limitations, which should be taken into account when interpreting the results. The main limitation is related to the difficulty in accessing some documents and information due to the lack of complete records on the process of implementing the PGT in Quilombo Água Fria. In addition, the geographic limitation of the research may restrict the generalization of the results to other quilombola communities in different contexts.

IV. RESULTS AND DISCUSSION

The analysis of data collected through interviews, observations and document analysis on the Territorial Management Plan (PGT) of Quilombo Água Fria reveals important information about the community's perception of the plan, its effectiveness as a tool for dialogue in public policies and the challenges that arise in the implementation of its actions. The objective of this section is to present and discuss the results obtained, relating them to the theoretical framework presented in the previous chapters.

The interviews conducted with members of the quilombola community, together with the analysis of documents and field observations, allowed us to identify central elements that characterize the interactions between the PGT and public policies aimed at traditional communities. Below, we present the detailed analysis of the results.

4.1 Characteristics of the Territorial Management Plan of Quilombo Água Fria

The documents analyzed on the Territorial Management Plan (PGT) indicate a clear intention to integrate Quilombo Água Fria into public policies, while preserving and strengthening local culture and practices. However, the implementation of the plan presents challenges related to the lack of infrastructure, financial difficulties and a lack of ongoing commitment from the local and federal governments. Below, we highlight the main findings of this analysis.

Planning Documents: The PGT of Quilombo Água Fria is based on an accurate diagnosis of the region, highlighting the importance of sustainability and environmental preservation as pillars of the plan. The main actions foreseen in the plan include sustainable agriculture, the preservation of areas of collective use, such as rivers and forests, and the appreciation of the cultural heritage of the quilombola community.

According to Santos et al. (2018), territorial management plans must reflect the interests of local communities, but also ensure their integration with national public policies. This aspect is important, since public policies often do not consider the cultural and social specificities of quilombola communities, making it difficult to implement the PGT proposals.

4.2 Community Perceptions of the PGT

The analysis of the interviews revealed two main perspectives on the PGT: a positive one, which sees the plan as an opportunity for strengthening and providing visibility for the community, and a more skeptical one, which questions the effectiveness of the actions due to the lack of government monitoring.

Positive View: Many community members highlighted the participatory process in the elaboration of the PGT as a positive factor. The presence of the community in the diagnosis and in the construction of the plan increased the feeling of belonging and autonomy. In the words of one of the interviewees: "The plan gave us a voice to talk about our needs and desires, which never happened before" (Interviewee 4, 2021). In addition, they highlighted that the plan would help preserve the territory, combating external pressures for the exploitation of natural resources and defending the self-sustainability of the community.

Skeptical View: On the other hand, other interviewees expressed concerns about the lack of financial resources and the absence of concrete actions. One of the interviewees stated: "The plan is there, but we have not seen any significant changes so far. We continue to depend on the government's promises" (Interviewee 7, 2021). This distrust is fueled by the lack of ongoing commitment from public agents, which compromises the effectiveness of the plan.

4.3 Challenges in Implementing the PGT

The main challenges reported by community members, local managers and other stakeholders involve issues related to the lack of financial resources, lack of structure to implement actions and the fragmentation of public policies. Below, we will detail some of these challenges:

Financial resources: The implementation of a plan like that of Quilombo Água Fria requires significant investments in infrastructure, training and monitoring of actions. However, financing the plan depends on public and private partnerships, which have not yet been effectively implemented. According to Silva and Almeida (2020), the main limitation to the implementation of territorial plans in quilombola communities is the scarcity of financial resources and the complexity of the bureaucracy involved.

Disconnection between different levels of government: The lack of coordination between federal, state and municipal governments hinders the implementation of integrated and effective public policies. Several community members and managers expressed that support from local government, although positive, is sporadic and poorly structured. As stated by Pereira (2019), the effectiveness of public policies depends on effective coordination between government spheres, which does not always occur in quilombola communities.

4.4 Dialogue with Public Policies: Challenges and Opportunities

Although the PGT was developed with community participation, it still faces obstacles to being effectively integrated into public policies for environmental management and traditional territories. However, there are

also opportunities for improvement, especially through strengthening ongoing dialogue between public managers and the quilombola community.

Strengthening dialogue: The research revealed that communication between the different actors involved in implementing the PGT needs to be improved. Although there are channels for dialogue, such as regular meetings and meetings with local managers, many community members indicated that these spaces are still insufficient and do not guarantee effective monitoring of the proposed actions.

Opportunities for more integrated public policies: The PGT of Quilombo Água Fria has the potential to be an effective tool for dialogue with public policies if permanent structures for dialogue are created and if governments invest more in training and monitoring of actions. As argued by Costa and Souza (2018), the key to the success of territorial plans such as that of Quilombo Água Fria lies in strengthening partnerships and creating support networks to ensure the continuity of actions.

4.5 Implications for Public Policies and Conclusions

The research showed that the Territorial Management Plan can be a powerful tool for strengthening the autonomy of quilombola communities and integrating local and national public policies. However, its effective implementation depends on the guarantee of resources, coordination between levels of government and the creation of permanent dialogue structures.

In addition, the plan has the potential to be a tool for resistance against external pressures and for promoting sustainability. However, the effectiveness of the plan will be directly related to the commitment of the government and the ability of the community to organize itself and demand the implementation of the planned actions.

V. CONCLUSION

The development and implementation of a Territorial Management Plan (TMP) in Quilombo Água Fria has proven to be an important strategy for preserving the territory and strengthening the autonomy of the quilombola community. This study investigated the role of the TMP as a tool for dialogue in public policies aimed at traditional communities, with the aim of analyzing how it can contribute to greater integration between local needs and government actions.

Based on the interviews conducted, documentary analysis and field observations, it was possible to verify both the progress and the challenges associated with the implementation of the plan. The main conclusions of this research will be presented below, followed by proposals,

recommendations and suggestions for strengthening the TMP as an instrument for ongoing dialogue and effectiveness in public policies.

The research revealed that the TMP of Quilombo Água Fria is a significant step towards the recognition and strengthening of the community, but faces fundamental challenges that prevent its full implementation and effectiveness.

Community Engagement: The active participation of the quilombola community in the development of the PGT was essential for the actions to be developed in a manner aligned with their needs. However, the continuity of this participation in the implementation and monitoring phases is a critical point, which needs to be guaranteed through participatory governance mechanisms.

Implementation Challenges: The main obstacle encountered to the effectiveness of the PGT was the lack of financial resources and inadequate infrastructure to support the planned actions. The difficulty in accessing public and private resources is also a significant barrier. In addition, the lack of coordination between the different levels of government weakened the implementation of integrated policies and the implementation of the plan's actions.

The Importance of Interinstitutional Dialogue: The PGT, although it has the potential to integrate public policies and local practices, still lacks a more robust structure to ensure continuous dialogue between public managers and the quilombola community. Strengthening interinstitutional partnerships between governments, NGOs, and other social entities is essential to overcome financial and operational limitations.

Potential and Opportunities: Despite the challenges, the PGT has also proven to be a valuable tool for promoting sustainability and cultural resilience in the community. Actions aimed at sustainable agriculture, environmental preservation and strengthening cultural heritage have great potential to ensure the self-sufficiency of the community and its social and economic well-being.

Based on the above conclusions, some proposals and recommendations are presented with the aim of strengthening the implementation of the PGT and ensuring its sustainability as a tool for dialogue in public policies:

Strengthening Local Governance: It is essential that the quilombola community continues to actively participate in the management of the plan. To this end, it is recommended that monitoring committees be created, made up of community members and government representatives. These committees should be responsible for monitoring the actions of the PGT and for the continuous evaluation of the results, in a transparent and participatory manner.

Access to Public and Private Resources: To ensure the effectiveness of the PGT, it is essential that the federal, state and municipal governments provide specific financial resources for the implementation of projects linked to the plan. In addition, partnerships with the private sector and non-governmental organizations (NGOs) should be encouraged, aiming to increase the capacity to execute the planned actions.

Training and Education of Local Leaders: Training community members for territorial management is one of the most important actions. Training programs in environmental management, sustainability and public policies should be implemented, with the aim of strengthening the autonomy and technical capacity of local leaders.

Integration of Public Policies: The PGT should be integrated with broader public policies on territorial management, the environment and sustainable development. This implies creating inter-institutional support structures that promote effective coordination between the various government agencies and ensure compliance with the goals established in the plan.

Monitoring and Evaluation of Results: For the PGT to be successful, it is essential to implement a system for monitoring and evaluating results that allows for continuous adjustments to the plan in response to challenges and changes in local conditions and public policies. The use of impact indicators related to environmental, social and economic sustainability should be a priority.

Although this research has provided valuable insights into the Quilombo Água Fria Territorial Management Plan, further studies are needed to further analyze the following:

Long-Term Impacts: Studies that assess the long-term impacts of the PGT on improving the living conditions of the quilombola community, strengthening its cultural identity, and sustaining natural resources are essential.

Territorial Management Models in Other Quilombos: Comparing the territorial management model of Quilombo Água Fria with other quilombos in the region and elsewhere in Brazil can provide insights into best practices and the most effective implementation strategies.

Relationship with Federal and State Public Policies: Research on the relationship of the PGT with broader public policies on environmental management and traditional territories is also recommended, with the aim of improving integration between local and national public policies.

The Quilombo Água Fria Territorial Management Plan is a strategic tool for strengthening the quilombola community, promoting environmental sustainability, cultural strengthening and territorial autonomy. However,

its implementation depends on ongoing collaboration between the community, public administrators and external entities. By overcoming financial and infrastructure barriers, and by promoting ongoing and constructive dialogue, the PGT can become a successful model for other traditional communities in Brazil.

Inter-institutional dialogue and government commitment are essential to ensure that the Territorial Management Plan is not just a project, but a continuous and effective practice, capable of transforming the living conditions of Quilombo Água Fria and strengthening public policies aimed at the quilombola population and other traditional communities.

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