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TERRITORY AND TERRITORIAL GOVERNANCE, HERITAGE AND TERRITORIAL DEVELOPMENT: STRUCTURE, PROCESS, FORM AND FUNCTION IN THE TERRITORIAL DYNAMICS OF DEVELOPMENT

TERRITÓRIO E GOVERNANÇA TERRITORIAL, PATRIMÔNIO E DESENVOLVIMENTO TERRITORIAL: ESTRUTURA, PROCESSO, FORMA E FUNÇÃO NA DINÂMICA TERRITORIAL DO DESENVOLVIMENTO

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Abstract

It is proposed to relate the categories of geographic analysis, structure, process, form and function, to the territorial dynamics of development, based on the meaning of other conceptual categories, such as, territory and territorial governance, heritage and territorial development. The text is structured in the form of a theoretical essay, based on a review of literature, considering methodological proposals. It starts with a theoretical discussion to elaborate a synthesis in the form of a geographical interpretation of territorial processes, ending with methodological indications that highlight territorial heritage and its components, as a starting point and guideline in the development of localized development strategies. This proposal is considered a significant reference for considering new possibilities in the territorial dynamics of development, with the engagement of territorial heritage as the central strategy.

Keywords: Territory. Territorial Governance. Territorial Heritage. Territorial Development. Socio-Economic-Environmental Contexts.

Resumo

Propõe-se relacionar as categorias de análise geográfica, estrutura, processo, forma e função, à dinâmica territorial do desenvolvimento, com base na aceção de outras categorias conceituais, tais sejam, território e governança territorial, patrimônio e desenvolvimento territorial. O texto está estruturado na forma de um ensaio teórico, tendo como base a revisão da literatura, contemplando proposições metodológicas. Parte-se da discussão teórica para elaborar uma síntese na forma de interpretação geográfica dos processos territoriais, finalizando com indicativos metodológicos que abalizam o patrimônio territorial e seus componentes, como ponto de partida e diretriz na elaboração de estratégias localizadas de desenvolvimento. Considera-se tal proposição um referencial significativo para se pensar novas possibilidades na dinâmica territorial do desenvolvimento, tendo a ativação do patrimônio territorial como a estratégia central.

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Palavras-chave: Território. Governança Territorial. Patrimônio Territorial. Desenvolvimento Territorial. Contextos Socioeconômico-Ambientais.

Introduction

The Brazilian geographer Milton Santos treats structure, process, form and function as categories of analysis of the geographical method. The author uses the concept of space to refer to a totality, an objective reality, as a social product in permanent transformation with mankind, businesses, institutions, ecological supports and infrastructures being the elements that compose space. According to this theoretical perspective, studying space implies understanding its relationship with society. It is the processes resulting from this relationship that will dictate the form and function of each spatial arrangement (SANTOS, 1997).

Santos (1997), thus characterizes the categories of analysis of the geographical method mentioned: (i) the structure, implies the interconnection of all parts, such as the world of organizations and production; (ii) the process, as a continuous action, aiming at any type of result, implying the notion of time, continuity and change; (iii) the form, as the visible aspect of something, as a spatial arrangement; (iv) the function, as one would expect from a particular form.

As these processes are heterogeneous in each fraction of space, sub-spaces result, which are places, regions and territories, with their own configurations (SANTOS, 1997). In another work, Santos (1982) states that the difference between places is the result of the spatial arrangement of the means of production, as a particular form of the organization of the productive process, being that its reality is based on a historically determined territorial basis, in the different spatial sections (municipalities, regions, territories). Therefore, as the various means of production do not express themselves territorially, with one single configuration, places have their peculiarities.

From the theoretical reflections listed, different interpretations can be made. One of them is the understanding that different socio-economic - environmental situations are part of a totality produced by society, which is in permanent transformation. Geographically speaking, this totality is space, with its constituent elements: (i) society with its institutions; (ii) firms or business organizations; (iii) the system of ecological support or natural environment, and (iv) infrastructures. The socio-economic - environmental contexts, such as sub-spaces, which are commonly the object of our observations and studies, are places or areas, municipalities, regions, and territories, all constituted as sub-spaces or territorial sections, all functioning as a whole.

The second is the understanding that it is society that dictates the effects of processes, such as changes over time. In other words, socio-economic - environmental contexts result from decisions and positions historically instituted in sub-spaces, by society. However, as Saquet (2015) warns, the power of decision is not distributed democratically in all segments of society. Thus, power is exercised centrally by a social group at a given historical moment, whether by determination of local interests, or outside interests, in the form of adaptations or impositions.

The third is that the different spatial sections, or socio-economic - environmental settings, present themselves as a fraction of space within the total space, that is, a local expression of the whole, with their specific form and function. Therefore, any analysis that is not completely contextualized, represented, for example, by global productive chains or global technical knowledge, is only subject to partial analysis. Such contexts, because they have a specific form and function, themselves become sub-spaces, at times unique, therefore, deserving of their own analysis. This is what justifies us studying and analyzing sections of space, such as a certain municipality, region or territory.

The fourth is that a certain socio-economic - environmental context, configured in different spatial arrangements, resulting from adaptations or impositions of different socio-spatial formations (SANTOS, 1977), attending to local or external interests, is a result of social, ecological, technological or economic transformations that have occurred over time.

The analysis of these spatial arrangements presents us with challenges. One of them is that their analysis requires periodization and precise definition of the territorial section. This, therefore, being each place, at each moment, has its own role, or function, in the process of production, of circulation, distribution and consumption, or, according to a certain theoretical understanding, in the international division of labor. One implication of this is that when we analyze minor socio-

economic - environmental contexts, such as a municipality, region or territory, it is necessary to understand that only part of what can be observed locally results from local determinations. Thus, the need to establish the rationale, the underlying causes of certain problems or challenges, on a national or global spatial scale, since localized socio-economic- environmental settings are sub spaces of a wider spatial entirety.

Nevertheless, as such sub spaces are territorial expressions of total space, even taking into account national and/or global provisions, they do not cease to have their own configurations. It is considered understood therefore, the fact that territorial peculiarities are expressed in different dimensions, such as the characteristics of the activities of production in the natural environment, within human and intellectual attributes, in social and business cultural patterns, in social and institutional configurations, and within the various types of infrastructures of each socio-economic and cultural setting. These territorial peculiarities, therefore, take shapes, encompassing what we refer to here as territorial heritage.

Even so, It's worthwhile warning: whether it be global production chains, ecosystems, collective intelligence, global culture, social organization and global institutional norms and standards, or finally, the global technological standard; as it is treated only as a sub-space of space in its entirety, any and all analysis, remains only a partial analysis. However, as the part is contained within and embedded in the whole, and the whole is formed by the integrated interrelation of the parts, analysis of a sub-space allows us to significantly understand both the part and also elements of the entirety.

All of this reflection is done with a special purpose in mind: to justify the suitability of taking as a starting point and guideline, the territorial heritage in any forms of intervention and/or analysis of socio-economic - environmental contexts, in the form of spatial sections, such as municipalities, regions and territories. It is intended to relate the categories of geographical analysis, structure, process, form and function, to the territorial dynamics of development, based on the meaning of other conceptual categories, such as territory and territorial governance, heritage and territorial development.

Therefore, following these introductory considerations, we recall some concepts that engage with the categories of analysis of the geographical method proposed by Santos (1997), such as: territory (structure); territorial governance (process); territorial heritage (form) and territorial development (function). As a third step, a theoretical synthesis is made, as an attempt at geographical interpretation. In fourth place, methodological indicators are presented, using elements of territorial heritage as a starting point and guideline. Lastly, some final considerations are put forward.

Methodologically, this is a theoretical-methodological essay, which synthesizes previous personal reflections and reviews publications dealing with the subject matter addressed in this text.

It is intended to contribute together with theoretical and methodological insights to support new understandings about the territorial dynamics of development, with the promotion of territorial heritage being the central strategy. The contribution of these reflections is expected to advance the debate on development from a territorial perspective.

A theoretical reference base

In continuation, some conceptual categories which have a connection with the concept of territorial heritage are explained.

Territory, governance and territorial development as a comprehensive theoretical foundation

The conceptual category of territorial heritage has a relationship with notions of territory, territoriality, identity and territorial development².

Saquet (2015) summarizes the meaning of territory as a social, historical and relational construction. According to this understanding, territory is always tied to the processes of appropriation and domination of space and, of course, to the people who reside in it, contemplating

² The discussion on territory, territoriality and territorial identity will not be explored further in this text. Some publications dealing with the theme are suggested: Saquet (2015); Dallabrida (2017/ 2016; 2015a)

both the physical-natural dimensions of the area and the productive activities carried out there, its people with their know-how, their customs & traditions and their history.

For Raffestin (2015, p. 11), territory "[...] is the most eminently geographic concept that crystallizes the material and immaterial realities that men manipulate in all their relationships of power. The author also refers to territory, relating it to development:

All territorial development is, at the same time, a way of living with the land, but also against it. Brazilians, who are aware of the development of companies engaged in large projects and huge territorial transformations, know it better than anyone else (p. 11)

[...]

What do multinationals do in the territories where they choose to intervene? They frequently irreparably and definitively, destroy territories in order to extract resources that interest them. But at the same time, they destroy the references of the men who inhabit them [...].

It is the opposite of development, that is, the territories and the projected time-frames were not intended to organize, but to practice an economy of prey [...] (p. 14).

It can be seen that the notion of territory, as a social, historical and relational construction, demands a critical positioning in relation to development in the spatial arrangements that make up the different territorial sections. In other words, not every economic enterprise contributes to development, even if it results in the generation of employment, circulation of local income and increased tax collection.

On the meaning of development, a contribution from Saquet (2015, p. 25) is enlightening. "Development is the result of a historical and relational process of multiple economic, political, cultural and natural determinations". Therefore, it does not result from externally induced processes, from enterprises that establish themselves within territories to benefit from the abundant supply of natural resources there. Nor does it result from a chance event, or from the opportunity to set up a new venture nor from the economic growth it provides.

For Rullani (2005, 116), development is always localized and with specific characteristics. "Development is a dynamic process that is intertwined by making and unraveling the territory". On making and remaking, other authors refer to the processes of territorialisation, de-territorialisation and re-territorialisation.

Complementing this, Dallabrida (2015a, p. 325) arrives at an explicit understanding of development from a territorial perspective.

Territorial development is understood as a process of continuous change, situated historically and territorially, but integrated in intra-territorial, supra-territorial and global dynamics, underpinned by the enhancement of resources and assets (material and immaterial, generic and specific) existing in an area, with a view to socio-economic enhancement and the improvement of the quality of life of its population.

Therefore, territorial development is a process undertaken from and within a territory, even if integrated externally, resulting from territoriality practices.

For Raffestin (1977) territoriality corresponds to the lived space and the daily relationships of alterity and exteriority. Alterity understood as the relationships of the interaction and interdependence of people in their coexistence and exteriority as the process of learning and social compliance of the individual with the environment in which they live, understanding the patterns of social behavior, laws and/or norms of daily life. Complementing this, Saquet (2015) refers to territorialities such as relationships of power, economics, politics and cultures, the resulting interactions and networks, practices, political organizations, techniques and technologies, in addition to the relationships of belonging and identity of individuals living in a territory.

It's the relationships of territoriality, represented by the relations between society and nature, which format a given territory, both in a preservationist and predatory sense, both for the purposes of cooperation and usurpation. The daily territorialities are the ones that underpin practices and projects that contribute, more or less, to environmentally sustainable, socially inclusive and economically viable territorial development, which is what is desirable.

Therefore, a territory is a living space, built, destroyed and/or rebuilt in a historical time and place, through social relations of alterity and exteriority and with the natural environment. The

processes that occur spatio-temporally in defining the desired future are expressed in the practice of territorial governance.³ In accordance with the meaning of territorial governance assumed here, as horizontal and collaborative collective relationships of territorial players, it is understood here as a method of collective action in a territory. Magnaghi (2015) considers the methods produced in a territory, the territorial heritage, as common goods, requiring systems of self-government of that territory to "govern the common goods".

It is in this sense that it is argued that the territorial dynamics of development needs to be managed by means of public and private consultation bodies, as a process in which representatives of the different socio-territorial power networks, through voluntary reconciliation and procedures of mediation, assume the practice of territorial management in a decentralized and collaborative manner. This implies citizen participation of the different social, economic and institutional players as protagonists of the process (DALLABRIDA, 2007; 2015a)⁴

Ferrão (2010) points out that the emergence of the issue of governance reflects distinct political-ideological positions, although all of them affect the modern conception of the role of the State: (i) neo-liberal economic visions (deregulatory governance); (ii) post-modern civilist visions (diversifying governance); (iii) neo-modern visions (regulatory, strategic and collaborative governance). The author reaffirms that these various visions coexist in all societies, sometimes in an explicitly conflicting form, others in an apparently peaceful fashion, often leading to misunderstandings both within national projects of individual states and in the context of countries.

Synthesizing contributions from the main authors, the concept of governance, in its general sense, refers to self-organized networks, involving sets of players from organizations and institutions, such as representatives of the business sector, civil society and agents of the state, in decision-making processes, or in areas of reporting, relatively horizontal, as a new model for collective regulation and policy-making (DALLABRIDA, 2015a/c).

The concept expressed in Dallabrida (2015a, p. 325) is adopted:

Territorial governance corresponds to a process of planning and the management of territorial dynamics that gives priority to an innovative, shared and collaborative approach through horizontal relations. However, this process includes power struggles, discussions, negotiations and, finally, deliberations, between agents of the state, representatives of social and business sectors and university or research centers. Processes of this nature are based on an irreplaceable role of the State, on a qualified notion of democracy, and on the protagonism of civil society, aiming to harmonize a vision of the future and a specific pattern of territorial development.

Therefore, what is commonly called self-government of a territory refers to the collective and shared action in the process of planning and the management of territorial dynamics of development, involving territorial players, conceived here as the practices of territorial governance. The characteristics listed, such as acting from an innovative, shared, collaborative and horizontal perspective, are proposed here as procedures to guide the collective actions of the intervention, planning and management of territories.

Territorial heritage as a starting point and guideline in the processes of intervention or territorial analysis⁵

The term patrimony derives from the Latin *patrimonium*, a set of things belonging to the *paternal family*. The suffix *monium*, links it to the term *alimonium* (food), introducing the dimension of care, food care (POLI, 2015).

The academic context from which the discussion on territorial heritage arises is that of the Italian Territorial School. A theoretical-methodological reference originated from this school called a territorialist or anthropobiocentric approach, the purpose of which was to debate the problems of a territory, with a multidisciplinary vision, to serve as a basis for planning and management of that territory (ANDRADE and ALMEIDA, 2016). The territorial school proposes a "return to place", by

³ It is not the purpose of this text to exhaust the theme of territorial governance, which has already been done in other publications. For example: Farinós (2015); Dallabrida (2007; 2015a; 2016) and Cançado, Tavares and Dallabrida (2013)

⁴ Dallabrida (2015a) talks about the notion and purposes of governance, the contexts in which it occurs and the challenges of its practice.

⁵ The theme addressed in Dallabrida (2016; 2017)

means of environmental, territorial and socio-economic heritage in its local dimensions and through the empowerment of the local community, as pillars for a self-sustaining local project of development (MAGNAGHI, 2010).

According to Poli (2015), in territorial sciences, heritage assumes a geographical connotation, drawing attention not only to specific elements (churches, buildings, trees...), but to the territorial entirety, as a unitary form, a co-evolution between nature and culture. In this sense, a territory becomes a support for allocating activities related to its characters of territorial heritage, playing a proactive role in planning, the result of historical processes of construction and reconstruction. Thus, the conception of territorial heritage introduced into the area of territorial planning, a strong innovation in the process of territorial configuration.

Poli (2015) states that territorial heritage has gained exposure in the debate on local or territorial theories of development, such as positive or negative externality, and is considered an advance over the previous discussion on territorial capital or territorial resource. The author states that the inclusion of territorial heritage in planning leads to a distancing from an "economic-based" pattern of development, which uses territorial resources (environmental, landscape, tourism, cultural, etc.) to extract them, taking them from places only to insert them in an exogenous economic cycle, which has already produced new opportunities not just for the generation of employment and income, but also poverty and environmental degradation. In this sense, it proposes that a distinction be made between the concepts of territorial heritage, territorial capital and territorial resources.

On this conceptual differentiation, Poli (2015) reaffirms:

(i) territorial heritage is a co-evolutive historical structure, resulting from the reappraisal and structuring of anthropic activities that transformed nature into territory (MAGNAGHI, 2010), in which material, socio-economic, cultural and identity assets converge; heritage is seen as an object of inter-generational transmission and belongs to common goods, being at the same time a stock of opportunities resulting from the social process and a real basis for social improvement;

(ii) Territorial capital is a concept initially introduced in documents of the OECD⁶ and it is based on the specific characteristics of the territory, on the different complex elements that compose it, put into practice to achieve a high level of economic competitiveness;

(iii) Territorial resource is a concept that qualifies the term resource in the field of economy and refers to the specific and generic "territorial resource" as a tool for development.

With a similar meaning to that attributed to the concept of territorial capital, other authors also refer to the patrimonial assets of a territory (CARAVACA, GONZÁLEZ and SILVA, 2005). However, most of the literature that makes reference to the meaning of territorial heritage still uses the category conceptual territorial capital⁷.

Nonetheless, the use of the concept of territorial heritage is assumed to be more significant, following the understanding of intellectuals from the Italian Territorialist School of Geography. Among these, the author of reference in studies on territorial heritage is Magnaghi (2015; 2010, 2005, 2003, 2000).

Magnaghi (2010) refers to territorial heritage as material sediments, linked to morphologies, the physicality of places, landscapes, but also socioeconomic sediments linked to resources that can be activated in processes of development, contextual knowledge, know-how, cultural expressions and identities linked to collective memory, symbolic values, the characters of belonging to a place.⁸ For Ortega (1998) the notion of territorial heritage starts from a set of cultural and natural resources inherited in a given geographical region, which has a high degree of acceptance and local social recognition.

⁶ The Organisation for Economic Cooperation and Development.

⁷ Dallabrida (2015b) even uses the term territorial capital. However, in later publications, the author began to adopt the concept of territorial heritage. Regarding territorial capital, some publications are noteworthy: Camagni (2008); Capello, Caragliu and Nijkamp (2009).

⁸ The term sediment does not have the same meaning in the Italian language as it does in Portuguese (as pieces of soil or rocks or even dust that are deposited in the lower parts of the relief that form the rocks). The use of the term, by the Italian authors mentioned above, refers to material or immaterial goods resulting from historical accumulation, in man's relationship with nature, in his conditions of survival. It can refer to the accumulation of values, know-how, or even infrastructure built by man, or to landscapes that have been formed and/or transformed.

Calderón and Cuesta (2016) refers to territorial heritage as a unique and original set of natural and social combinations and their relations with each other. The authors recall that territorial heritage constitutes a variable portion of combinations in space, without administrative boundaries. What is important, for the authors, is that more recently, there has been a shift from simply placing value on the protection of resources, to procedures and mechanisms that articulate them, as potentials in strategies of development. Thus, territory is no longer incorporated as a resource or physical space, but as an interconnection in human action, with which territorial heritage becomes the expression of society's use of space.

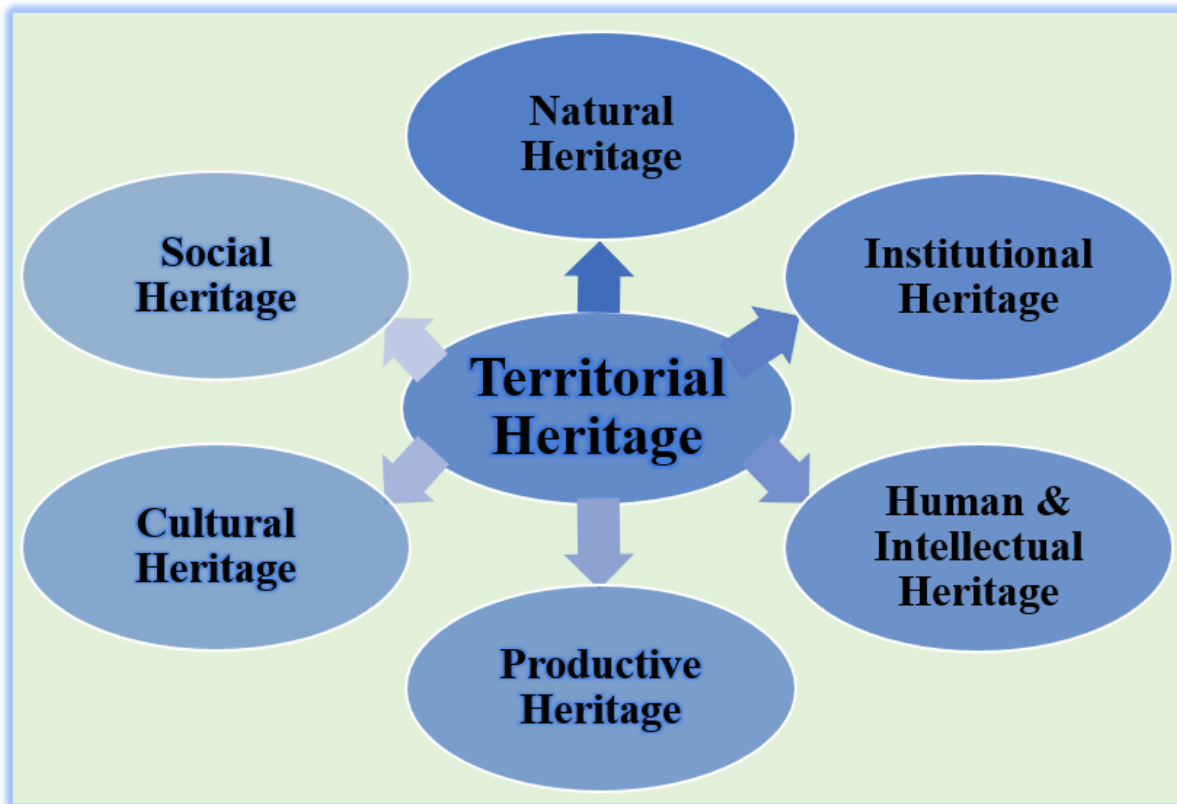
Magnaghi (2015) proposes the consideration of territorial assets (cities, infrastructures, agroforestry landscapes, cultural, artistic and architectural heritage...), or different dimensions of territorial heritage, as common goods, because they have been produced by long co-evolutive processes, between human settlements in their relationships with the natural environment. It means the inclusion of the territory among the common goods, among the *res commium omnium* (something common to all). To this end, it proposes that systems of territorial governance be devised with a view to "governing common goods", as self-government of the territory, even if this requires rethinking legal regulations affecting territories.

Magnaghi (2015) states that this holistic vision, which points the way to a "return to the territory" and, at the same time, to the "communal re-appropriation of territorial common goods", need not wait for the "miraculous" and unlikely solutions of a crisis to become operational. They already occur in several countries, on the fringes and in contrast, in the form of widespread processes of decentralization of public and private decision-making systems. This is a complex process that aims to propose new forms of local/territorial development, characterized by the increasing activation of instruments of participatory democracy, in which contractual forms and multilateral and multifunctional agreements are practiced between sets of players, to make the government of a territory viable as a common good. The author concludes the reflection by stating: "The substratum of territorial heritage practiced under the 'collective right to territory' is at the basis of this path" (p. 157).

A synthesis of the meaning attributed to the concept of territorial heritage by reference authors of national and international Geography is therefore suggested.⁹ Territorial heritage as the set of assets and resources, material and immaterial, that have accumulated throughout history in a given territory, represented by the productive and infrastructure system, the natural environment, human and intellectual formation, cultural expressions and business culture, social values, configurations of associations and networks of relations, in addition to the public, social and corporate institutions present in a given territory. The territorial heritage is the result of historical processes of socioeconomic and cultural construction and reconstruction and is represented by elements inherited from the distant past, others (re)constructed more recently, with elements that constantly overlap the territory.

Territorial assets are the factors in full use, while resources are the factors underused or not yet used at all. The mobilization of this heritage, through collective learning and social interaction, with the emphasis on the possibility of creating innovative means or environments, has great potential to increase social cohesion and overcome institutional barriers that limit processes of territorial development (DALLABRIDA, 2016).

⁹ In Dallabrida (2016), a first conceptual approach is made regarding territorial heritage, in which a synthesis figure is used, inspired by Caravaca and Gonzáles (2009).

Figure 1: Territorial Heritage and its components

Source: Own elaboration (2020), adapted from Dallabrida (2016)

The components of territorial heritage (Figure 1), are of six types: (i) the productive heritage - financial resources, land, machinery, equipment and infrastructure; (ii) natural heritage - natural landscapes (which have or have not undergone processes of anthropization), soils, fossils, minerals, fauna and flora; (iv) cultural heritage - values and codes of conduct, cultural assets and business culture; (v) social heritage - socially shared values, forms of association and locally established social networks; (vi) institutional heritage - public and private institutions of a social, cultural, political or corporate nature.

Thus, based on the theoretical references mentioned here, and especially on the understanding that territorial heritage, with its components, is the starting point and the main guideline in any type of intervention or territorial analysis, we have a starting point to think about territorial development, taking into consideration its values and attributes, its assets and resources, material, immaterial, generic or specific.

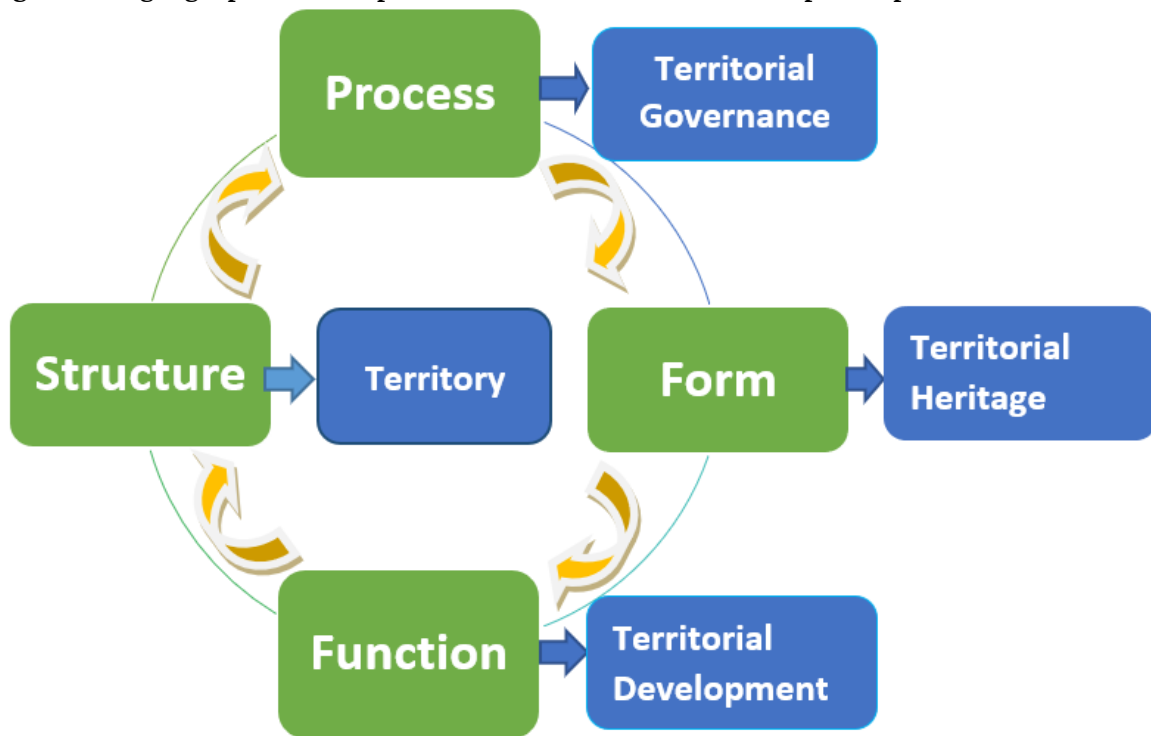
A synthesis, as an attempt at geographical interpretation

Although sector analyses are still more commonly used in studies on socioeconomic and environmental contexts, whether among public or private managers, by citizens of society and even by academics, approaches to development from a territorial perspective tend to advance, contemplating an integrated analysis of the different dimensions of spatial sections, whether economic, social, cultural and environmental.

An alternative to contribute to the broadening of this understanding is to relate the categories of geographic analysis - structure, process, form and function -, proposed by Santos (1997), to the territorial dynamics of development, based on the meaning of territory and territorial governance, heritage and territorial development. By use of the recognition and analysis of the dimensions of territorial heritage as a starting point and guideline in territorial processes, consideration of new

uses and new socio-economic-environmental practices that favor the good living of the population living in a territory are proposed.

Figure 2: A geographical interpretation of the territorial development process



Source: Own elaboration (2020)

Landscape is understood not as something inert, but as "an incomplete dream of perfection" (QUANI, 2006, apud SAQUET, 2015, p. 131), not so much as an unattainable dream, but that which can be harnessed for the purpose of improving living conditions, through planning and territorial management.

A methodological proposal for the study of socio-economic - environmental contexts taking territorial heritage as a starting point and guideline

The six components of territorial heritage can also be thought of as dimensions of a given socio-economic - environmental context: (i) productive; (ii) natural; (iii) human and intellectual; (iv) cultural; (v) social; (vi) institutional.

In order to carry out studies on a particular spatial arrangement, it is therefore necessary to recognize its territorial heritage. It is a matter of explaining and characterizing each dimension, pointing out its potential aspects, challenges and potentials. It is a question of searching for data and information in statistical sources or, when they are not available, seeking to compose them from primary data. Table 1 describes the dimensions, factors and variables that can be analyzed in relation to the territorial heritage of a spatial section.

Chart 1- Dimensions, factors and variables related to the territorial heritage of a spatial cutout

D.	Factors	Variables possible for analysis
PRODUCTIVE DIMENSION	Financial resources	a- Situation regarding the monthly and annual amount of income in local circulation; b- Prospects for attracting future investments; c- Origin of investments (regional, national, international); d- Local existence of financial sector institutions and availability of lines of credit for public and private investments; e- Average per-capita income of the local population...
	Agricultural system	a- Agricultural crops, activities of vegetable extraction, mineral extraction, livestock and horticultural activities that make up the local agrarian system; b- Amount of monthly and annual income generated by each sector; c- Characterization of the activities regarding (i) environmental sustainability, (ii) technological innovation, (iii) capacity to add local value, (iv) stimulation of new or other links in the production chain, (v) destination of production (local consumption, local/regional processing, marketing and/or export without processing, or semi-processed); d- Prospects for new activities or innovations in local production chains; e- Percentage of agricultural land used for organic production in relation to the total...
	Industrial system	a- Sectors of activity covered; b-c-d- Same as the agricultural sector. e- Average percentage of annual budget invested in R&D; f- Percentage of investment in capital goods; g- Percentage and variety in the company's IT spending; h- Percentage of companies with ISO 14,000 registration, or similar; i- Existence of incentives for companies to train their employees...
	Commercial activities & services	a- Sectors of activities that stand out in the commercial sector and participation of each amount of local income in circulation; b- Same commercial sector as the service sector; c- People employed in R&D per 1000/population
	Equipment & infrastructure	a- Main aspects in relation to the equipment and infrastructure existing locally, regarding (i) the identification and quantity available, (ii) the situation regarding quality and innovation; b- Potential in terms of the contribution of equipment and infrastructure to the dynamics of the productive sector and impacts on the population's quality of life; c- Situation regarding unsatisfied needs, or improvements in that which already exists; d- Number of projects planned or carried out in strategies of multidimensional and/or integrated transport and/or storage platforms; e- Percentage of productive enterprises using renewable energy; f- Percentage of territorial cut-off area that is considered an area of risk; g- Evaluation of the existence of risk-mitigation projects; h- Percentage of the population living in risk prone areas; i- Rate of change in annual spending on health and education; j- Existence of mobility plans at regional and/or local level; k- Assessment of the existence of basic facilities (health centers, day care centers, basic schools; hospitals, university, airport...), considering the local population...
NATURAL DIMENSION	Landscapes	a- Characterization of landscapes, classifying them as (i) natural, (ii) anthropized, (iii) with elements of historical - artistic - cultural and tourist value and (iv) destined for environmental preservation; b- State of preservation and aspects to be improved...
	Soil & subsoil (minerals and fossils)	a- Types and capacities of land use; b- Current uses of the land; c- Existence and situation regarding the use and economic valuation of underground mineral resources; d- Palaeontological aspects: situation and perspective...
	Flora & Fauna	a- Characterization, typology and mapping of aspects of fauna and flora; b- Situation regarding the environmental preservation areas in relation to the total area; c- Current and potential uses and valuation, both in economic and ecological terms; d- Situation regarding the preservation and aspects to be (i) optimized, (ii) reverted or (iii) substitution of its use...
HUMAN DIMENSION	Local know-how	a- Description of the principal local knowledge specifically regarding (i) the type (culinary, cultural treatment, arts, traditional knowledge...), (ii) sector of the society involved, (iii) valuation and/or social recognition, (iv) potential of valuation and socioeconomic inclusion; b- Situations to be improved and/or enhanced...

	Academic & professional formation	a- Inventory of the levels of academic education of the population, by degrees of education; basic, secondary and higher; b- Inventory of the professional formation of the population by activity sectors; c- Information regarding occupation, under occupation, lack of professionals, whether in relation to academic or professional training; d- Percentage of the active population with higher education qualifications (university degrees and higher education professional training certificates); e- Rate of change of the employed population; f- Need for academic and/or professional training...
	Knowledge and/or Creativity	a- Aspects present in the population regarding activities with intensity in creativity; b- Situation of the socio-cultural environment, favorable or unfavorable, regarding the preservation of plurality of expression and creativity; c- Percentage of the population between 25 and 64 years with higher education d- Percentage of the population between 18 and 24 years old with secondary education; e- Rate of education of children and youth from 4 to 17 years old...
CULTURAL DIMENSION	Values, codes of conduct & cultural traditions	a- Inventory, classification and characterization of the main expressions and/or manifestations in terms of values, codes of conduct and cultural traditions, present at the site; b- Situation regarding (i) social acceptability and (ii) valuation and/or recognition as elements of territorial identity; c- Number of museums and similar institutions; d- Number of cultural professionals and percentage in relation to the workforce...
	Business Culture	a- Favourable and/or unfavourable aspects, in the business environment, that favor (or not) the attraction of new entrepreneurs; b- Policies, public or private, to support new ventures; c- Needs and/or prospects for creating a favorable business environment for new investments and/or entrepreneurs; d- Situation regarding entrepreneurial commitment, with regard to local establishment; e- Situation regarding the commitment to the objectives and principles of sustainable territorial development...
SOCIAL DIMENSION	Social values	a- Description and ranking of socially shared values: cooperation, hospitality, solidarity ...; b- Aspects in which the presence or lack of sharing of certain values favor (or not) social cohesion; c- Need in terms of sharing social values and future perspectives...
	Forms of Membership	a- Description and characterization of the main formal or informal initiatives of membership; b- Resulting social, economic, environmental and cultural impacts; c- 'Gini' coefficient in social polarization; d- Need for social initiatives that can trigger potentials or overcome existing needs...
	Internal and external social networks	a- Situation regarding forms of interaction and/or social, cultural and/or artistic interchange, (i) between related sectors, (ii) between different sectors, locally, regionally, nationally or internationally; b- Situation regarding the propensity of people or social groups to relate internally or externally, deficiencies or needs...
INSTITUTIONAL DIMENSION	Public, Social and Corporate Institutions	a- Inventory, classification (social, political, economic, cultural, artistic...) and characterization of the main institutional structures in each of the sectors (public, private and corporate); b- Highlights in relation to their function and local impacts; c- Percentage of institutions that have on-line interactive services; d- Quantification of the existence and variety of the number of inter-regional cooperation projects; e- Total number of supra municipal plans and programs; f- Number of youth associations or groups/10,000 population; g- Number of adult and/or elderly associations or groups/10,000 population; h- Number of agreements with international institutions of any kind; i- Needs, potential and necessities in terms of institutions... or requirements...

Source: Own elaboration (2020)

Before commencing, it is understood that obtaining data and information for the variables proposed in Table 1 requires careful consideration of techniques and research tools, in which research participation or research performance will be indispensable¹⁰.

¹⁰ The research project *The development of territories, regions or municipalities is in progress, having as its strategy, the mobilization of its territorial heritage: studies in the 'Territory of Contestado'*. In its execution, one of the specific objectives

In addition to this methodological proposition for studies in territorial sections, taking territorial heritage as a starting point and guideline, other studies can serve as models. For example, Dematteis and Magnaghi (2018) propose parameters or guidelines for a new socio-economic model based on the preservation and enhancement of territorial heritage, proposing, among other aspects: (i) a new environmental and energy model; (ii) incentives to move towards an agro-ecological pattern; (iii) a new framework of humanitarian and cultural exchange, overcoming the conflicts resulting from immigration; (iv) a new urban design, recovering city-countryside synergies; (v) a new production model, with social and ethical management, defining shared production objectives, related to common goods; (vi) a new entrepreneurial framework, having as a principle, corporate social responsibility; (vii) construction of new relations between the socio-territorial system, having the revaluation of the local/regional market as its principal strategy.

Although the authors admit that such changes will cause controversy and resistance, they stress that the proposal to return to local socio-territorial systems intends to present itself as a theoretical-methodological and operational contribution of a multidisciplinary and multi-sectoral nature, as an alternative to the current crisis of a development model based on economic growth. In particular, it is a matter of adhering to the fact that the factors that make up the socioeconomic models need to undergo a critical review process, excluding the strategic value of sectoral solutions. They point out that the different and multiple experiences in progress of "return to the territory" are characterized by some common descriptions that allude to the construction of local/territorial production systems, based on the expansion of the value of territorial heritage as a common good.

Although, the parameters or guidelines and a new socio-economic model based on the preservation and appreciation of territorial heritage proposed by Dematteis and Magnaghi (2018), such as the one proposed in this article, could be considered utopian, it must however be admitted that their implementation is possible. At the very least, they are significant benchmarks for exploring new possibilities for the territorial dynamics of development. Both proposals complement each other. It is therefore a question of mobilizing territorial heritage as the main strategy to support territorial development.

Final considerations

The presented text begins with a classic theoretical contribution by Santos (1997), which deals with the structure, process, form and function, as categories of analysis of the geographical method. It follows the text, explaining a theoretical basis of reference for territorial studies, highlighting the concepts of territory, governance and territorial development, establishing a connection with the meaning of territorial heritage. Subsequently, the origin is referred to once more and the importance and meaning of the concept of territorial heritage is explained, proposing it as a starting point and guideline in the processes of intervention or territorial analysis. As a synthesis, the categories of geographic analysis are related to territorial dynamics of development, presenting **territory**, such as structure, **territorial governance**, as a process in collective action, **territorial heritage**, as a form or spatial arrangement resulting from the territorial planning process, and what is conventionally called **territorial development**, as a function, that is, the collective image of what is expected from spatial arrangement and its material and immaterial components. In other words, territorial development is conceived as the expected result of the society-nature relationship, as a utopia of the people involved in the processes of collective action that take place within the territories. In addition, methodological references are presented for studies on a given reality, taking territorial heritage as a starting point and guideline.

These theoretical-methodological reflections raise a question: Could what we conventionally call development (local, regional, territorial) be termed a utopia? And if it is a utopia, are the daily attempts at study, analysis and research that consider development worthwhile? I don't presume to answer such questions. However, in these final considerations, let us contribute with some reflections on the matter, commencing with a reflection on utopia.

The word utopia was introduced into literature by Thomas More in a publication made in 1515. The term combines the Greek prefix *ou*, which means negation, with the Greek term *topos*, which denotes place, to form the word utopia, meaning "place that does not exist. Thus, utopia is

will be to structure a diagnostic instrument, in the form of a matrix of data and information, having as reference, the elements of territorial heritage.

known as the literary description of an imaginary society, organized on the basis of a critique of reality existing at a given historical moment.

Currently, other understandings regarding utopia are also accepted, such as the critical negation of the conditions of an age, the negation of the present, in the perspective of a better world, or simply understood as the counter-critical image of the current reality (ALONSO et al., 2005). "*Uno solo, entre los mortales, profetizo sin vacilar, que a pesar de este fin de mundo, sobrevive el hombre infinito*" - "*One solitary person, among the mortals, a prophet without wavering, who in spite of this end of the world, survives the infinite man*". Infinite, that is to say, utopian, the man of unyielding hope.

That is, it is proposed to understand utopia as a possibility, in the terms in which Harvey himself (2004) defends the thesis that globalization, manufactured in favor of North American and Western interests, while producing "unequal geographical developments" and socioeconomic and political disparities, also builds its own fragility. Thus, according to the author, referring to the contradictions and paradoxes of globalization itself, there are opportunities for a progressive alternative policy to emerge, creating an unprecedented set of conditions for radical change¹¹. This then, by way of the diffusion of the Western ways of thinking, has unleashed a set of forces of growing economic, social and cultural frustration, above all, an intensive process of human rights violations.

Or even, the utopia as proposed by Santos (2001), "another globalization," no longer as a "fable" - as the hegemonic discourse makes us understand it, marked by hypocritical tendencies and illusory humanitarian actions -, nor as "perversity" - as the world presents itself, a means to perpetuate and aggravate the increasing concentration of resources, capital and information in the hands of a few hegemonic players -, but as "possibility" - as the world can be -, since we have never had as many tools and possibilities to transform reality as today. Saquet (2015) warns that for this to occur, it is necessary to build another form of socioeconomic and political organization, identified with the subjects of each territory, linked to their needs, under their autonomy and connected to other development experiences.

Who knows, the socio-economic and cultural reality that will emerge in the wake of the COVID-19 Pandemic, may well bring these new possibilities of transformation of the current reality, imagined by Milton Santos! Undoubtedly, for this to happen, it is necessary, in the words of Marcos Saquet, to establish another form of socio-economic and political organization! And why not?

In other words, to think of territorial development as the utopia of people in a different and better future, besides the prospect of real improvement in the living conditions of the majority of the population, implies the negation of the meaning of development (i) as a synonym of economic growth, (ii) as a result of external investments focused predominantly on the exploitation of natural resources, (iii) as the result of a selfish attitude of a minority of entrepreneurs who enrich themselves by expanding agricultural and agricultural crops aimed at the export of commodities, through the occupation of areas conducive to environmental preservation, (iv) sustained by support of transnational capital, whether in the form of processing companies, such as the meat export sector, or related to agribusiness on a large scale, as if it were sufficient to contribute to the development of municipalities, territories or regions. Unfortunately, these and so many other promises are still part of the mindset of the majority of the population and, in particular, of practically all public and private management.

There may, of course, be disagreements about these so-called utopian reflections. The reason seems obvious: the disagreements are most likely the result of the fact that many continue to confuse economic growth with development! Economic growth, stimulus of the economy, the elevation of economic indicators, do not always and not necessarily favor development (local, regional, territorial).

Overcoming these promises or beliefs, definitively, implies understanding development as a project of society that has as its perspective the socio-economic stimulation, the improvement of the quality of life of the majority of the population and the maintenance and/or expansion of socio-biodiversity. Socio-biodiversity, understood as being the relationship between goods and services generated from natural resources, which implies the fulfillment of interests related to different ways of life (human, fauna and flora), meeting the principles of good living, equity of opportunity, decent working conditions and environmental preservation.

¹¹ In recent work (DALLABRIDA, COVAS e COVAS, 2017) some proposals are highlighted, advocating an integrating development pattern, more intelligent, more inclusive, more eclectic, that is to say, ethically more accountable to its citizens.

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