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THE MICMAC METHOD APPLIED TO THE NATIONAL SUSTAINABLE DEVELOPMENT POLICY FOR TRADITIONAL PEOPLES AND COMMUNITIES IN BRAZIL: THE CASE OF THE XERENTE DE TOCANTINS INDIGENOUS PEOPLE

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ABSTRACT

This study aimed to understand, through defined variables, the national policy of sustainable development of traditional peoples and communities in the context of the Xerente do Tocantins indigenous community. The central question of this study is: How can this policy contribute to the Xerente de Tocantins indigenous community? Assuming that the policy's contribution is to allow a balanced development of the exploitation and use of the region's natural resources. The methodology of this study consisted of the structural analysis MICMAC (Matrix of crossed impacts - Multiplication applied to the Classification) of the national sustainable development policy applied to the Xerente do Tocantins indigenous community, Brazil. The study can conclude that the analyzed policy sought to reinforce the control of the exploitation of natural resources belonging to the Xerente indigenous community.

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INTRODUCTION

There has been an intense discussion in the academic world around the term ethnodevelopment and the sustainable development policy of indigenous peoples with regard to the recognition, strengthening and guarantee of territorial, social, environmental, economic and cultural rights. In this vein, Verdum (2002), presents that ethnodevelopment emerged in the Latin American debate in a more consistent way in 1981 as a "critical and alternative counterpoint to developmental and ethnocidal theories and actions, which took indigenous societies and traditional communities in general as an obstacle to development, modernization and progress" (VERDUM, 2002, p.88). For Diniz, Magalhães and Monte-Mór (2006, p. 03) ethnodevelopment is characterized by an "attempt to make the sphere of production flourish without the market occupying the centrality of values and the organization of communities where the sphere of culture has historically prevails, constitutes a reference for thinking about the new forms of social organization that have been taking shape in the Territory". In view of what was presented, the question arises: How can the national policy of sustainable development of traditional peoples and communities contribute to the

development of the Xerente de Tocantins indigenous community? The search for this answer makes it possible to raise the following hypothesis: the policy's contribution is to allow a balanced development of the exploration and use of natural resources in the Xerente de Tocantins region. Thus, the general objective of this study is to understand, through defined variables, the contribution of the national sustainable development policy of traditional peoples and communities to the Xerente do Tocantins indigenous community. Therefore, it was necessary to define in this study the structural analysis based on the object system, which is the national policy for the sustainable development of traditional peoples and communities due to the ability to interact with each other and, at the same time, with another system. The object system as mentioned by Godet (1993) in the MICMAC structural analysis methodology, (Cross Impact Matrix - Multiplication applied to Classification) aims to analyze the internal variables that make up the object system. In this case, the system consists of the national policy of sustainable development for traditional peoples and communities, in addition to external variables, which, in some way, interact with the system under study. The case study presented in this work used the MICMAC method developed by the Research Laboratory for Prospective and Organizational Strategy (LIPSOR, 2004) and applied to the Xerente Indigenous

Peoples located on the right bank of the Tocantins River, in the municipality of Tocantínia State of Tocantins.

Indigenistic Policies and Ethnodesvelopment: According to Holanda (2015), the Brazilian Constitutions of 1824 and 1891 were silent on the rights of the Indians and, that only in 1928 through Decree No. 5.484, of June 27, 1928, was there the first diploma to regulate the tutelary regime of the Indians and, later in 1934, the Constitution was the first to attribute to the Union the competence to conduct indigenous policy and guarantee the Indians the possession of their lands. In 1973, through the enactment of Law No. 6,001, of December 19, 1973, which defined the Indian as “every individual of pre-Columbian origin and ancestry who identifies himself, and is identified as belonging to an ethnic group whose characteristics distinguish him from the national society” (article 3). This law, known as the Statute of the Indian, regulates the legal situation of Indians or foresters and indigenous communities, with the purpose of preserving their culture and integrating them, progressively and harmoniously, with the national communion. After the 1988 Constitution, there was a definite impetus for the self-organization process of these societies, the pressure from the indigenous and indigenist movement in the 1980s caused a relaxation of development policies related to indigenous peoples, which led to a process of transition to the throughout the 1990s, in which it moved from a centralized model, in which the Fundação Nacional do Índio (Funai) was the only body responsible for official policy, to a situation in which several government agencies participate in the implementation of indigenous policy. Situation that allowed the involvement of the justice, agriculture, health, education and environment “sectors” and of local communities, indigenous entities and NGOs in order to be proponents and managers of local activities and policies for environmental and health improvement, education and training and production and income generation for indigenous populations. (VERDUM, 2002).

Urruth (2018) shows that there was still a lack of public authorities responsible for articulating and implementing policies for these peoples and communities. In this context, the conditions for the emergence of mechanisms to foster the development of Traditional Peoples and Communities were established through of Decree No. 6,040, of February 7, 2007. This legal system established the National Policy for the Sustainable Development of Traditional Peoples and Communities (PNPCT), whose main objective is to promote the sustainable development of Traditional Peoples and Communities, with an emphasis on the recognition, strengthening and guarantee of their territorial, social rights, environmental, economic and cultural, with respect and appreciation for their identity, their forms of organization and their institutions” (BRASIL, Decreto nº 6.040, 2007). The PNPCT proposal has a close relationship with the concept of ethnodesvelopment as it is concerned with ensuring that the true heritage of traditional populations is preserved and valued, through the enhancement of their identity and their institutions.

The proximity of these terms can be seen by analyzing the relationship between ethnodesvelopment and sustainable development, which, according to Oliveira, Parente and Domingues (2017) are terms in which the theoretical construction took place in parallel, highlighting that the term ethnodesvelopment focuses on propositions that guarantee the autonomy of traditional peoples and communities in the definition of modes and their development choices. Verdum (2002) points out two essential criteria in discussions on ethnodesvelopment: traditional peoples and communities must have the right to choose the measures that may affect their lives, exercising internal autonomy and; the right to be able to participate in the process of formulating, executing and evaluating regional or national development plans and programs capable of affecting them.

When observing the principles of the PNPCT, the presence of the criteria pointed out as essential for Verdum (2002) is seen, since, in the text of the policy, communities were guaranteed the visibility to express themselves through the full and effective exercise of citizenship, the recognition and the consolidation of their rights, the promotion of the necessary means for the effective participation in the instances of social control and in the decision-making processes related to their rights and interests; the preservation of cultural rights, the exercise of community practices, cultural memory and racial and ethnic identity, among other guarantees. Silva (2007, p.09) highlights as the main merit of this policy was “to remove this expressive part of the Brazilian population from invisibility, establishing guidelines and objectives that allow the universal policies of the Brazilian government to adapt to meet the unique demands and characteristics of this public”. This achievement achieved by the PNPCT is consistent with the theoretical concept of ethnodesvelopment exposed by Costa, Oliveira, Beltrão, Ribeiro (2017, p. 113), which presents it as a “dynamic process in which traditional peoples and communities have the capacity to materialize knowledge and procedures that enable these peoples to manage their own development.

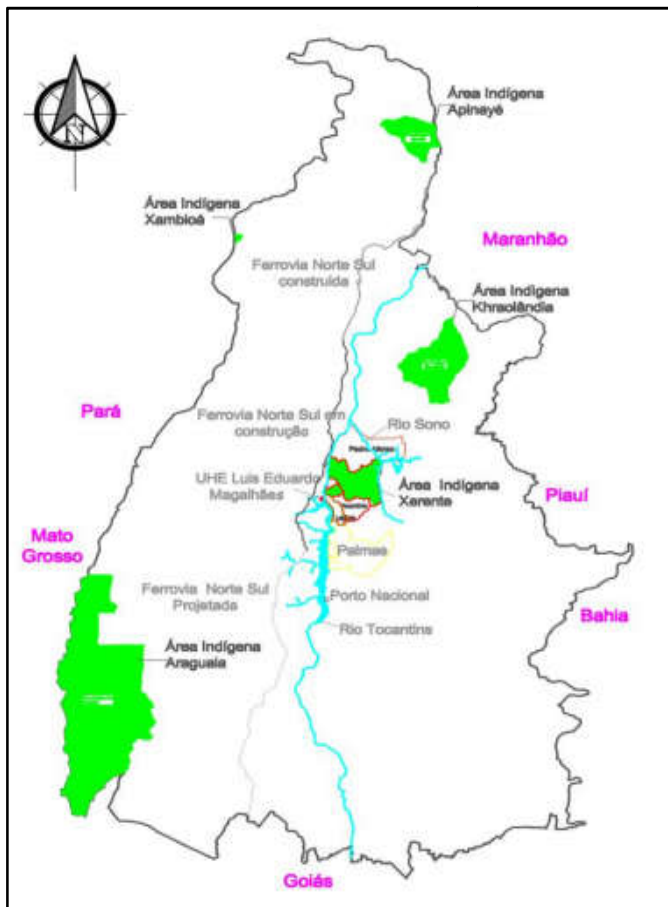
METHODOLOGY

The fundamental objective of Structural Analysis is to help to unveil “the structure of the relationships between qualitative variables [...] that characterize the system” (Godet, 1993a). In the MICMAC structural analysis method, the variables considered most important are selected for the description of the object system, allowing the variables to be organized according to the direct and indirect influence that each variable has over the other. In addition, in the MICMAC method, it is possible to obtain other information about the behavior of the selected variables in relation to their motor skills (motor skills) and their internal dependence on the system. According to Vergara and Netto (2007), the motricity of a variable indicates how much this variable can impose its behavior in relation to the other variables of the system: a variable with high motricity tends to govern the performance of the system to which it belongs or with which it interacts. The authors also state that dependence indicates how much the variable in question is influenced by its behavior in relation to other variables: the behavior of a variable with high dependency can be an indicator of the performance of variables with high motor capacity, which can be said that motor skills and addiction have a cause and effect relationship. Data entry occurs through the construction of the direct influence matrix (of the variable x variable type), filled in by the user. To fill the matrix of direct influence, values from zero to three are adopted, being: 0 - There is no influence; 1 - Weak influence; 2 - Moderate influence; 3 - Strong influence. (NETTO AND VERGARA, 2007).

In this case, the matrix is filled in from the row to the column where the influence of the row variable on the column variables is indicated. The main diagonal is always null, as the influence of the variable on itself is not considered. After filling the matrix, the values of the rows and columns are added (NETTO AND VERGARA, 2007). The value of the lines indicates the force that this variable exerts on the system, that is, the higher the value, the greater the motricity of the variable. The value of the columns indicates the degree of dependence of the variable, the higher the value, the greater the influence that this variable receives from the system. (VERGARA AND NETTO, 2007). Based on this, this study presents, through maps and graphs, the results of the behavior of the National Sustainable Development Policy that directly and indirectly influences the Xerente do Tocantins indigenous community. It is believed that the information generated may allow, in view of the scenario presented in this

study, the construction of a strategic plan aimed at the elaboration or expansion of public policies linked to ethnodevelopment in the region and in Brazil.

Study area: An important representation of traditional communities is made up of the Xerente people, located between the Tocantins River and the Sono River, with a population of approximately 10,000 inhabitants spread across seven Karajá, Xambioá, Javaé, Xerente, KrahôCanela, Apinajé and Pankararú ethnic groups. Together they total more than 82 villages, present in municipalities of all regions of the State. (REZENDE, 2015). The demarcation of 183,542 hectares for the Xerente community took place only in 1972, between the Tocantins and Sono rivers, today, this Xerente area involves a territorial extension of 167,542 hectares (SOUZA, 2019).



Source: Souza (2019)

Figure 1. Shows the study area in the context of the State of Tocantins, Brazil

The creation of TO, in 1988, the economic situation of the State impacted the lives of the indigenous people, and the changes and new governmental political transformations that have intensified in the last decades, have also contributed to the changes in the communities and in the lives of the Xerente Peoples also occur, increasing environmental and social risks. This is partly because indigenous peoples have always been seen as an obstacle to socioeconomic development, and public policies that address their demands and traditional ways of life are still flawed, even threatening the collective territorial rights of these peoples. (SOUZA, 2019). The Xerente people had their population drastically reduced, due to the strong expansion of livestock and the search for navigability in the rivers Araguaia and Tocantins. There is also great pressure for its territory that generates and enhances internal and external conflicts in the villages. Internal conflicts lead to the multiplication of villages and migration to the city, mainly to Tocantínia, where families go in search of better

living conditions, work and education for their children. Another factor pointed out as negative to the development of the community was the installation of the Lajeado Hydroelectric Power Plant, as a result of this undertaking there was flooding of part of the lands surrounding the indigenous area, altering the flora and fauna, altering the pillars of support of the indigenous forms of subsistence and, consequently, their language and culture. Part of the Xerente culture consisting of the categorization of plants, herbs, birds, animals, some of these plants disappearing, certain categories are losing meaning to the Xerente and, as a result, part of the wealth of this people is lost and they will certainly be doing as we do, that is, considering that fish is equal to fish (BRAGGIO, DE SOUSA FILHO, 2006).

Bicalho (2017) states that

[...] the effective recognition of indigenous rights - as peoples ethnically differentiated and belonging to a collectivity distinct from the national community without, however, ceasing to be part of it (therefore, also worthy of the full citizenship inherent to every Brazilian citizen) -, it will only take effect when significant changes are observed in terms of mentalities, that is, when cultural transformations have become notorious, which can see groups with "authentic identities" as truly equal and different, from the perspective of universal and collective rights of peoples. In addition to individual rights, indigenous peoples have specific collective rights that have always resulted in conflicts and disagreements with the State and the national community. It is the right to the territory; right to a different culture; right to ethnodevelopment; and the right to free determination (BICALHO, 2017, p.16).

For Braggio and De Sousa Filho (2006) are crucial factors for the fate of the Xerente, the protection of the territory against invasion and the construction of hydroelectric dams in the surroundings or on their lands, the lack of federal protection to prevent invasions, monoculture, deficiency in school education, migration to the city in search of better living conditions. As studies on this people are still very scarce, it is necessary to broaden the understanding of these peoples, so that they are no longer seen as obstacles to socioeconomic development, but as precursors of new forms of development.

RESULTS AND DISCUSSION

To carry out the structural analysis of the object system based on the analysis of a diagnosis, questionnaire and interview between seven (07) scientists working in research on regional development, five variables were selected to describe the Xerente do Tocantins indigenous community, Brazil. Twelve variables were removed from the goals proposed by Decree No. 6,040, of February 7, 2007, which institutes the National Policy for the Sustainable Development of Traditional Peoples and Communities. However, two variables, being the index of human development and economic growth, were inserted taking into account the regional conjunctures that directly depend on the social and economic performance of the country.

Table 1 shows the internal variables extracted from the national policy of sustainable development of the traditional peoples and communities of Brazil, considered the most important to characterize the Xerente do Tocantins indigenous community and also presents the external variables that are associated with Brazil's socioeconomic issues. However, these variables are presented in summary form in maps and graphs their motor skills and dependence on each other. The MICMAC method entry was built from the direct influence matrix, as shown in figure 2.

Table 1. List of variables for structural analysis of the Xerente de Tocantins indigenous community, Brazil

N°	VARIABLE NAME	INITIALS	VARIABLE DESCRIPTION	THEME
1	Territoryguarantee	G.T	Guaranteethetraditionalpeoplesandcommunitiestheirterritories, andaccesstothe natural resourcestheytraditionally use for theirphysical, cultural andeconomicreproduction.	InternalVariable
2	Conflictsituation	SC	Solve and / or minimize conflictsgeneratedbytheimplantationof Integral ProtectionConservationUnits in traditionalterritoriesandencouragethecreationofSustainable Use ConservationUnits.	InternalVariable
3	Humandevelopment	DH	Guaranteeandvaluetraditionalformsofeducationandstrengthenedialogical processes as a contributiontothedevelopmentofeachpeopleandcommunity, ensuringparticipationand social control in both formal and non-formal educational training processes.	InternalVariable
4	Individual andcollectiverights	DIC	Ensuringfullexerciseof individual andcollectiverightsconcerningtraditionalpeoplesandcommunities, especially in situationsofconflictorthreattotheirintegrity.	InternalVariable
5	Productiveinclusion	IP	Supportandguaranteeproductiveinclusionwiththepromotionofsustainabletechnologies, respectingthe social organization system oftraditionalpeoplesandcommunities, valuing local natural resourcesandtraditionalpractices, knowledgeandtechnologies	InternalVariable
6	Humandevelopment index	IDH	It is a unitofmeasurementusedtomeasurethedeegreeofdevelopmentof a givensociety in termsofeducation, healthandincome.	ExternalVariable
7	Economicgrowth	CE	Mainindicatorformeasurethegrowthof a country'seconomy. The index sumsupall final goodsandservicesproduced in a givenperiod in the local currency.	ExternalVariable

	1 : G.T	2 : SC	3 : DH	4 : DIC	5 : IP	6 : IDH	7 : CE
1 : G.T	0	3	3	3	3	3	3
2 : SC	3	0	3	3	3	3	3
3 : DH	2	2	0	2	2	3	3
4 : DIC	3	3	3	0	3	3	3
5 : IP	2	2	2	2	0	2	2
6 : IDH	1	1	2	1	1	0	3
7 : CE	1	1	2	1	1	3	0

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Figure 2. Matrix of direct influence for the Xerente de Tocantins Indigenous Community

Table 2. Values of motricity and dependence on variables for the Xerente de Tocantins indigenous community

N°	Variable	Total numberoflines	Total numberofcolumns
1	Territoryguarantee	18	12
2	Conflictsituation	18	12
3	Humandevelopment	14	15
4	Individual andcollectiverights	18	12
5	Productiveinclusion	12	13
6	Humandevelopment index	9	17
7	Economicgrowth	9	17
	Total	98	98



Figure 3. Map of Motricity and Direct Dependence for the Xerente de Tocantins Indigenous Community

With the structured direct influence matrix, the MICMAC method (Godet, 1993) was applied, using the MICMAC® application (LPSOR 2004), which next presents the results of the method adding the lines (motricity) and the columns (dependence) as shown in Table 2. The direct influence map shows the behavior of the variables in the object system. In figure 3, it can be seen that the driving variables of the system are Territory Guarantee, Individual and Collective Rights and Conflict Situations. In principle, the Productive Inclusion variable is undefined if it is a driving variable or independent of the system. The Human Development variable presents a connection variable behavior, which at the same time influences and is influenced by the system. The Human Development Index and Economic Growth variables assume a dependency behavior within the system. The graph of direct influence shows how the variables are related under a condition of direct influence, as shown in Figure 4.

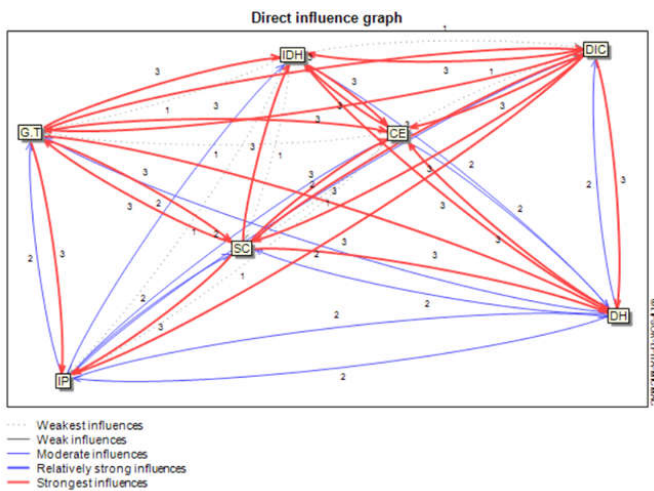


Figure 4. Graphs of direct influence for the Xerente de Tocantins Indigenous Community

After the results presented on the map and graphs of direct influence, this study shows the matrix of indirect influence for the Xerente de Tocantins indigenous community, as shown in figure 5.

	1 : G.T	2 : SC	3 : DH	4 : DIC	5 : IP	6 : IDH	7 : CE
1 : G.T	378	405	498	405	426	564	564
2 : SC	405	378	498	405	426	564	564
3 : DH	310	310	370	310	328	441	441
4 : DIC	405	405	498	378	426	564	564
5 : IP	284	284	352	284	292	400	400
6 : IDH	199	199	253	199	212	269	296
7 : CE	199	199	253	199	212	296	269

Figure 5. Matrix of indirect influence for the Xerente de Tocantins indigenous community

Next, table 3 shows the sum of the matrices of indirect influence of the Xerente de Tocantins indigenous community.

Table 3. Values of motricity and dependence on variables for the Xerente de Tocantins indigenous community

N°	Variable	Total number of lines	Total number of columns
1	Territoryguarantee	3240	2180
2	Conflictsituation	3240	2180
3	Humandevlopment	2510	2722
4	Individual andcollectiverights	3240	2180
5	Productiveinclusion	2296	2322
6	Humandevlopment index	1627	3098
7	Economicgrowth	1627	3098

Note, in Figure 6 there was no change in the behavior of the variables of the indirect influence map when compared to the direct influence map shown in figure 3, in this case, the variables Territory Guarantee, Individual and Collective Rights and Conflict situations, are the strength variables that govern future events in the system (VERGARA AND NETTO, 2007) and that the Human Development Index and Economic Growth variables maintain dependency behavior within the system, these variables being influenced by the driving variables because the behavior will depend on the performance of driving variables (VERGARA AND NETTO, 2007).

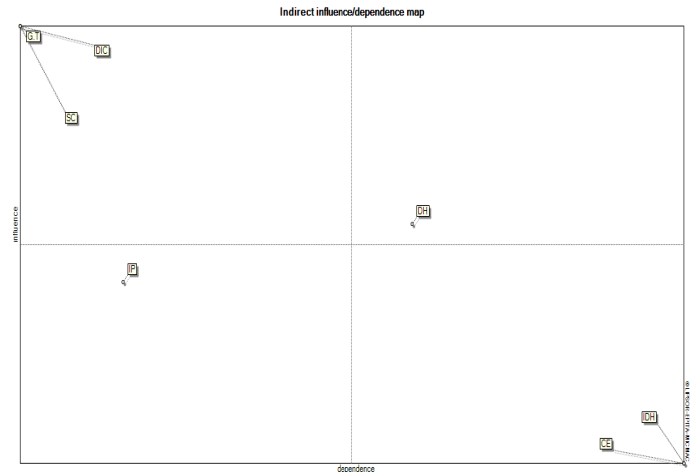


Figure 6. Map of Motricity and Direct Dependence for the Xerente de Tocantins Indigenous Community

To understand the previous explanation, Figure 7 shows the displacement map of the variables from the situation of direct influence (point where the label is) to the situation of indirect influence (the other end of the lines).



Figure 7. Map of displacement of direct / indirect influences for the Xerente de Tocantins Indigenous Community

Figure 8 shows the graph of indirect influence relationships, considering only the strongest 25%. It can be seen in this study, that in the figure the variable productive inclusion is not included, which is precisely the variable considered independent, in which the motor and dependency relationship is lower. As can be seen in figure 8, the guarantee of the territory, conflict situations and individual collective rights are the variables that strongly influence the system and that can be explained from the studies of Lima (2016):

- Regarding the strong influence of the territory guarantee variable, it is believed that the Xerente indigenous community still lives and reorganizes itself inside and outside its territory, with the challenge of perpetuating its culture and intercultural relations with the national society, with the state government and mainly in

political and economic relations with the municipality of Tocantínia.

- Regarding conflict situations, it is clear that the Xerente de Tocantins Indigenous community still has constant conflicts, as it occupies a strategic location surrounded by several development projects promoted by the federal government in partnership with the private sector (DE PAULA, 2000) which in part have already resulted in a drastic demographic reduction and even the disappearance of some Indians. (Martins, 2012).

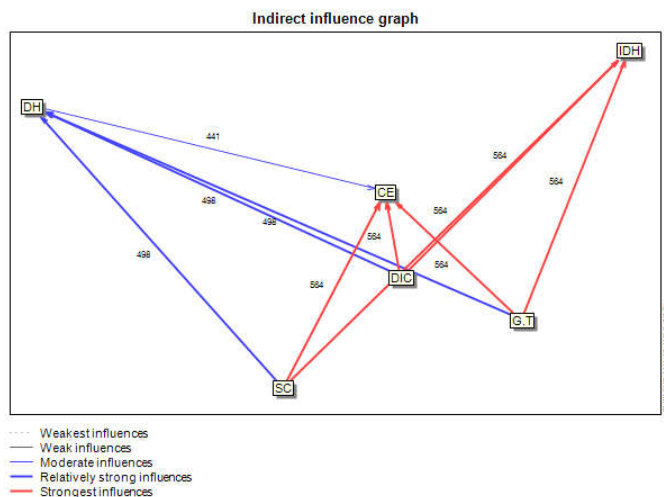


Figure 8. Indirect influence graphs considering the 25% strongest relationships for the Xerente de Tocantins Indigenous community

- Regarding the variable individual and collective rights, it is believed that its strong influence occurs due to the fact that after the demarcation of lands, economic pressures and environmental impacts resulting from the creation of the state of Tocantins and in the years after the construction of the Luís Hydroelectric Plant Eduardo Magalhães and others so that the Indians continue to suffer the pressures of modern agricultural projects around their lands. (LIMA, 2016).

CONCLUSION

Considering that the objective of this study was to understand through the MICMAC method how the national policy of sustainable development of traditional peoples and communities can favor the Xerente do Tocantins indigenous community, some points in this conclusion need to be highlighted. First, in the national policy for sustainable development, there is a contribution centered on the issue of recognition and protection of the rights of this community in the sense of valuing its identity when it is perceived in the study, a high motricity in the variables Territorial Guarantee, Conflict situations, rights individual and collective issues that are central themes linked to community development. Evidently, indigenous peoples have a long history of conflicts with the non-indigenous population and, in Tocantins, this population is sometimes seen as an obstacle to socioeconomic development, it appears that in this way the search for public power to solve, minimize conflicts over land ownership. It was also noticed in this study that the national sustainable development policy offers, in large part, support to the Xerente de Tocantins indigenous community for the balanced use of natural resources so as not to compromise their survival in the future, since, since the construction of the Lajeado dam, on the Tocantins River, the Xerentes Indians' way of life was impacted, with consequences arising from the floods caused by the construction, which affected part of their land, which caused losses and reduced part of the fauna and flora of their territory, alteration of the reach

of the water flow, its eating and cultural habits. Still in this study, it was noticed that the national sustainable development policy addresses the territorial issue as a basic condition for the subsistence of indigenous culture and, mainly in relation to the moderate use of natural resources such as fishing, hunting and fishing that are closely linked the Xerente community's way of life and survival. Finally, the hypothesis of this study that the contribution of the national sustainable development policy is to allow a balanced development of the exploitation and use of the natural resources of the Xerente de Tocantins indigenous community is confirmed, however, it can be revised in order to strengthen actions that can change the mentality of society and, thus, make regional development feasible while respecting the universal and collective rights of each individual.

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