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Márcia Cristina Santos
Universidade Federal do Pará
marciacsantos72900@gmail.com

Rodolpho Zaluth Bastos
Universidade Federal do Pará
rzb@ufpa.br

Wagner Barbosa
Universidade Federal do Pará
zweigw@gmail.com

Lise Tupiassu
Universidade Federal do Pará
ltupiassu@gmail.com

Otávio do Canto
Universidade Federal do Pará
odocanto@gmail.com

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SHARED MANAGEMENT AND SOCIO-ENVIRONMENTAL CONFLICT IN CONSERVATION UNITS: THE CASE OF MARINE RESEX MESTRE LUCINDO, MARAPANIM-PA

ABSTRACT: This article aimed to identify the limits of shared management in the Mestre Lucindo Marine Extractive Reserve (RESEX), considering the existing socio-environmental conflicts. RESEX was created in 2014, is managed by a Deliberative Council and does not yet have a Management Plan in place. To achieve this goal, it was necessary to carry out a bibliographic-documentary survey on the subject, and field work, consisting of interviews; participation in meetings of the RESEX Management Board; participation in Participatory Cartography workshops at RESEX, carried out by the Society-Environment Research Group of the Amazon (GPSA-Amazônia), supported by CAPES/COFECUB and CNPq; surveys on the profile of RESEX beneficiary families and participation in fish monitoring activities carried out by the Chico Mendes Institute for Biodiversity Conservation (ICMBio) and also carrying out photographic records. These methodological steps made it possible to identify the interrelationships between the councilors, as well as the socio-environmental conflicts reported by them, and the limits of shared management. The interviews were directed to the councilors, and allowed to identify the main social and environmental conflicts existing in RESEX from their perspective. The work found that the existing limits in the shared management of RESEX are: deficiency in the information system among the majority of councilors, low level of participation of the population in the RESEX management process, difficulty in mediating regarding the interests of the members of the Deliberative Council, weak communication between the RESEX communities and the implementation of the Integrated Management Center (NGI).

KEYWORDS: Comanagement, Social Empowerment, Territory.

GESTÃO COMPARTILHADA E CONFLITO SOCIOAMBIENTAL EM UNIDADES DE CONSERVAÇÃO: O CASO DA RESEX MARINHA MESTRE LUCINDO, MARAPANIM-PA

RESUMO: O presente artigo visou identificar os limites da gestão compartilhada na Reserva Extrativista (RESEX) Marinha Mestre Lucindo, considerando os conflitos socioambientais existentes. A RESEX foi criada em 2014, é gerenciada por um Conselho Deliberativo e ainda não possui Plano de Manejo implantado. Para alcançar este objetivo, foi necessário realizar um levantamento bibliográfico-documental acerca do tema, e trabalho de campo, consistindo de entrevistas; participação em reuniões do Conselho Gestor da RESEX; participação em oficinas de Cartografia Participativa na RESEX, realizadas pelo Grupo de Pesquisa Sociedade-Ambiente das Amazônias (GPSA-Amazônias), apoiada pela CAPES/COFECUB e CNPq; levantamentos sobre o perfil das famílias beneficiárias da RESEX e participação nas atividades de monitoramento do pescado, realizadas pelo Instituto Chico Mendes para Conservação da Biodiversidade (ICMBio) e, ainda, realização de registros fotográficos. Essas etapas metodológicas possibilitaram identificar as interrelações entre os conselheiros, bem como os conflitos socioambientais relatados por eles, e os limites da gestão compartilhada. As entrevistas foram direcionadas aos conselheiros, e permitiram identificar os principais conflitos socioambientais existentes na RESEX a partir da perspectiva deles. O trabalho constatou que os limites existentes na gestão compartilhada da RESEX são: deficiência do sistema de informação entre a maioria dos conselheiros, baixo grau de participação da população no processo de gestão da RESEX, dificuldade de mediação relativa aos interesses dos membros do Conselho Deliberativo, comunicação frágil entre as comunidades da RESEX e a implantação do Núcleo de Gestão Integrada (NGI).

PALAVRAS-CHAVE: Cogestão, Empoderamento social, Território.

GESTIÓN COMPARTIDA Y CONFLICTO SOCIOAMBIENTAL EN UNIDADES DE CONSERVACIÓN: EL CASO DE RESINHA MARINHA MESTRE LUCINDO, MARAPANIM-PA

RESUMEN: Este artículo tuvo como objetivo identificar los límites del manejo compartido en la Reserva Extractiva Marina Mestre Lucindo (RESEX), considerando los conflictos socioambientales existentes. RESEX fue creada en 2014, es administrada por un Consejo Deliberante y aún no cuenta con un Plan de Manejo. Para lograr este objetivo, fue necesario realizar un relevamiento bibliográfico-documental sobre el tema, y un trabajo de campo, consistente en entrevistas; participación en reuniones

del Consejo de Administración de RESEX; participación en talleres de Cartografía Participativa en RESEX, realizados por el Grupo de Investigación Sociedad-Medio Ambiente de la Amazonía (GPSA-Amazônia), apoyado por CAPES / COFECUB y CNPq; encuestas sobre el perfil de las familias beneficiarias de RESEX y participación en las actividades de monitoreo de peces que realiza el Instituto Chico Mendes para la Conservación de la Biodiversidad (ICMBio) y también la realización de registros fotográficos. Estos pasos metodológicos permitieron identificar las interrelaciones entre los concejales, así como los conflictos socioambientales denunciados por ellos, y los límites de la gestión compartida. Las entrevistas fueron dirigidas a los concejales, y permitieron identificar los principales conflictos sociales y ambientales existentes en RESEX desde su perspectiva. El trabajo encontró que los límites existentes en la gestión compartida de RESEX son: deficiencia en el sistema de información entre la mayoría de concejales, baja participación de la población en el proceso de gestión de RESEX, dificultad para mediar sobre los intereses de los miembros de la Consejo Deliberante, débil comunicación entre las comunidades RESEX y la implementación del Centro de Manejo Integrado (NGI).

PALABRAS CLAVES: Cogestión, Empoderamiento Social, Territorio.

INTRODUCTION

In recent decades, several tools have been created to encourage social participation during the development of important activities and processes, evoking society to become a protagonist, and giving voice to groups historically marginalized by local development policies. With this, these groups not only assume responsibilities, but also demand the guarantee of their rights, actively influencing current and future events throughout their history.

By focusing on the empirical reference of this work, there is a fundamental event for the consolidation of the current scenario: the Rubber Tappers Movement, in the 1970s. This was the prelude to a base of local organization that was strengthened and achieved several achievements, including the granting of land to the cabocle population by the federal government; the legal definition of Extractive Reserves (RESEX) in 1990; the pioneering spirit of being the first category of Conservation Unit (CU) to allow the inclusion of people in its territory (BECKER, 2009); in addition to

being the first CU typology to be created as a result of social demands (PEREIRA; FENELON; OLIVEIRA, 2019; ROCHA et al., 2021), and having preceded the creation of the National System of Conservation Units (SNUC), which was instituted 10 years later by Law No. 9985/2000.

In this sense, it is possible to affirm that the success achieved by the Rubber Movement's struggle represents the embryonic stage of shared management in the Amazon context, which gave rise to great advances in popular mobilization and participation in territorial action policies. Thus, the main instrument of action and social empowerment of shared management is the Deliberative Council. As provided for in the second paragraph of Article 18 of Federal Law No. 9.985/2000, each RESEX must be managed by a Deliberative Council, which must be formed by "representatives of public agencies, civil society organizations and traditional populations residing in the area". Shared management or co-management is a typology of management based on the distribution of decision-making processes among different social subjects, such as public agencies, members of civil society and representatives of the private sector (CARLSSON; BERKES, 2005; JENTOFT, 2003).

However, it is worth noting that, just as shared management has several attributes, this same situation is also permeated by socio-environmental conflicts (COSTA; PEREIRA, 2018). This is due not only to the diversity of social subjects in action, but also to the local reality itself, as it is important to consider that, given the particularities and contradictions present in the local context, existing socio-environmental conflicts directly interfere in the shared management process. The analyzes become even more complex when considering that the shared management in Marine RESEX involves the management of common use resources, with emphasis on fishery resources (SOMBRA et al., 2018; LIMA et al., 2020).

In this sense, by involving fishermen in the management processes of

fisheries resources, several positive points emerge, such as: the enrichment of this experience by adding the knowledge of fishermen, in addition to making them multipliers regarding the importance of complying with standards and, finally, fostering the "sense of belonging" by all individuals who have a relationship with fisheries resources (LIMA et al., 2021; ALVES et al., 2020; CASAL; SOUTO, 2018). In this regard, Canto et al., (2018) claim that the main point regarding territorial management is the "democratic acceptance of struggles", and not the neutralization of conflicting interests, and for this it is necessary to attenuate the asymmetry between the social subjects involved.

By directing analysis to shared management, Canto et al., (2020b) understand that this is still the best modality of UC management, since its objective is to admit the existence of conflicts and, from there, generate opportunities for mediation, establishing consensus to be accepted and respected by all individuals present at the CU, in addition to of those directly related to the management of a CU.

Buckles e Rusnak (2000) indicate that there are several sources of conflicts in the management of common-use resources, emphasizing four fundamental points. The first point refers to the fact that resources are interconnected, so that the actions of an individual or group can affect areas far away from where they originate.

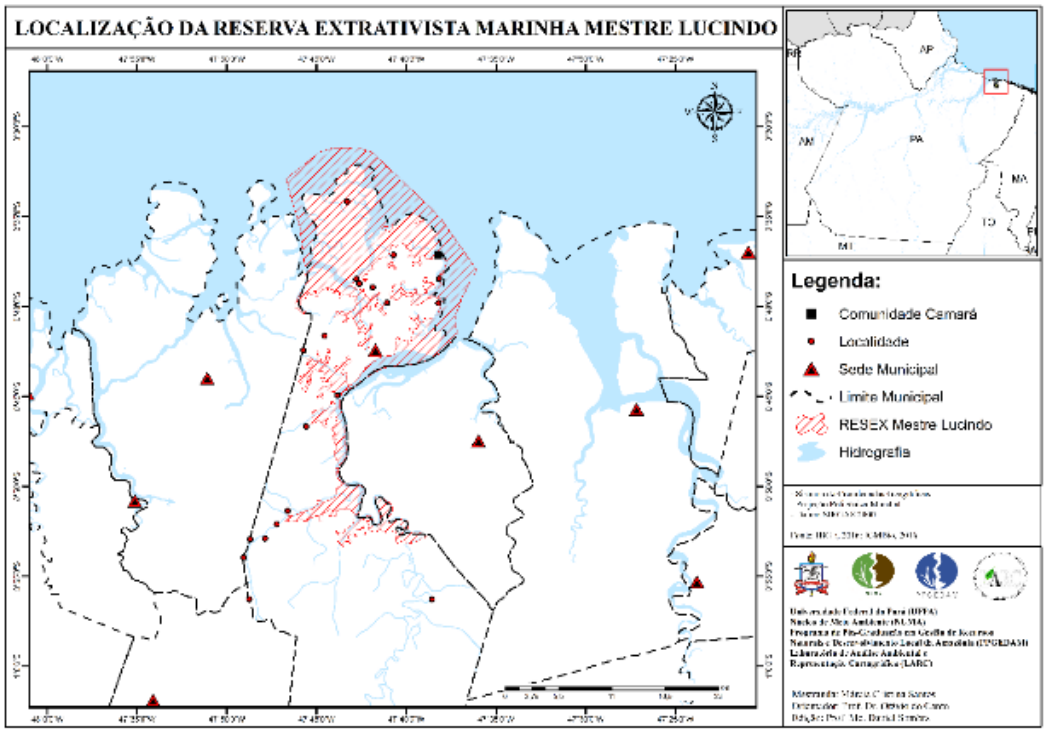
The second point deals with the great inequality in terms of bargaining power between the social subjects involved in the appropriation and management of resources processes, which means that the subjects with the greatest bargaining power are, consequently, the ones with the greatest chances of controlling decisions for their own benefit. The third point concerns the scarcity of resources due to the rapidity of socio-environmental transformations, the growth in demand and the irregular distribution of the wealth obtained.

The fourth and last point deals with the real uses of resources, which only become understandable when

considering social and cultural variables. In this perspective, other studies indicate that the proper understanding of the functions of the members of the Deliberative Councils, as well as the effective articulation between them, are the biggest challenges of the shared management of CUs (COSTA, 2018; ICMBio, 2014; ESPÍRITO SANTO; PIRAUX, 2021; COSTA, VASCONCELLOS SOBRINHO; ROCHA, 2018; SILVA JÚNIOR et al., 2018).

This research defined RESEX Marinha Mestre Lucindo as a study area, located in the coastal zone of Pará, more precisely in the municipality of Marapanim. Artisanal fishing and shellfish extraction are the basis of the local economy. In Figure 1, there is the RESEX location map. Thus, the objective of this work was to identify the limits of shared management in Marine RESEX Mestre Lucindo, considering the existing socio-environmental conflicts.

Figure 1. Location map of Marine RESEX Mestre Lucindo.



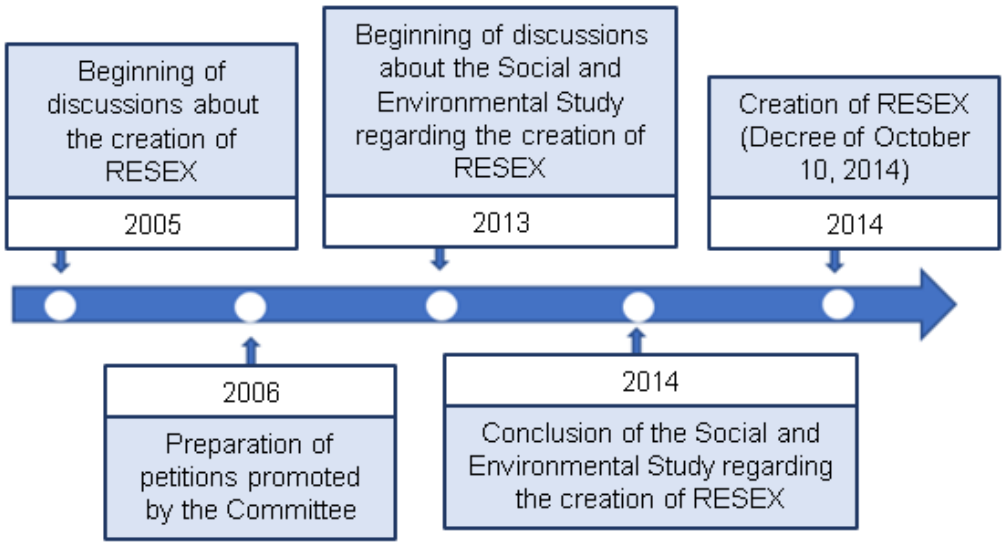
Source: LARC/NUMA, 2019.

Finally, it is pertinent to mention that this research converges to the Sustainable Development Goals (SDGs), mainly Goals 14 and 15, referring to life in water and life on land, respectively.

MATERIAL AND METHODS

In order to achieve the objective presented here, it became necessary to determine some methodological steps, such as bibliographic-documentary survey, field observation, conducting interviews and photographic records. Marine RESEX Mestre Lucindo is located in the municipality of Marapanim, in the Northeast of Pará. It was instituted by the Federal Decree without number, of October 10, 2014, and four years later its Deliberative Council was created. RESEX has an area of more than 26 thousand hectares, and comprises 32 communities that are grouped into eight poles. Pole 1, or Camará Pole, is made up of the communities of Camará, Crispim, Bacuriteua and Retiro; Pole 2, or Marudá Pole, is made up of the communities of Marudá, Recreio, Sossego and Sol da Manhã; Pole 3, or Vista Alegre Pole, is made up of the communities of Vista Alegre, Itauaçu and Tamaruteua; Pole 4, or Araticum-mirim Pole, is made up of the communities of Araticum-mirim, Manhuteua, Livramento and Porto Alegre; Pole 5, or City Pole or Abacate Pole, is made up of the communities of Abacate, Barraca, Nova Aliança and Porto do Bugário; Pole 6, or Guarajubal Pole, is made up of the communities of Guarajubal, Juçateua, Arapijó and Canavial; Pole 7, or Igarapé-açu Pole is made up of the communities of Igarapé-açu, Boa Esperança and Santana do Maú; and Pole 8, or Remanso Pole, is made up of the communities of Remanso, Maranhãozinho, Pedral, Cipoteua, Cruzeiro do Maú and Marudazinho (CAMPOS, NASCIMENTO; MENDONÇA, 2017). Next, there is Figure 2, which presents the chronology of events linked to the RESEX management process.

Figure 2. Sequence of the most relevant events for the creation of Marine RESEX Mestre Lucindo.



Source: GPSA-Amazônias, 2019.

In this research, the following methodological instruments or resources were used: bibliographic-documentary survey and fieldwork. Among the stages of field work, semi-structured interviews carried out with RESEX counselors are included.

With this, it was possible to identify some of the existing socio-environmental conflicts and, consequently, some of the limits of shared management. Another stage was the field work, which took place at four different times, and had the function of bringing researchers, the local population and councilors closer together, in addition to allowing direct observation of existing conflicts. The first moment took place at the meetings of the RESEX Deliberative Council. On these occasions, it was possible to verify the most diverse relationships established between the board members.

In these events, the board members and all other interested parties met at a previously defined place, date and time to discuss the topics contained in the notice of convocation for the meeting. The topics discussed referred to the management of RESEX, presentations of activities carried out in partnership

with other institutions, and possible conflicts. Figure 3 shows one of the meetings of the RESEX Deliberative Council.

Figure 3. Meeting to commemorate the five years of creation of Marine RESEX Mestre Lucindo.

Source: GPSA-Amazônias, 2019.

The second moment of the field work was the holding of Participatory Cartography workshops, which were provided by the Society-Environment Research Group of the Amazons (GPSA). This type of cartography is not official, but it is a strong tool for getting to know the territory through the eyes of local inhabitants. From this instrument, it became possible to know, in addition to the existing conflicts, also some of the limits of shared management. The phases of this step will be described below.

First, the research team contacted a local leader, and arranged a meeting. Then, on the scheduled day and time, the team went to the community to meet with the local leader. On this occasion, the researchers addressed Participatory Cartography, the importance and usefulness of this technique, the sequence of necessary processes and suggested the application of this dynamic in the community. The leader expressed interest, and committed to mobilizing the community to participate in this

process, with a pre-defined date, time and place.

On the appointed day, the team returned to the site and talked to everyone present about the meaning of this cartography, the methodology of the process and the importance of this product for RESEX. In this meeting with the community, the team took picture-cards with the representation of the territory in question. The picture-cards were opened and presented to community members. After that, the team reaffirmed the stages of the dynamic, and stimulated the community to debate and identify the areas and their respective types of use.

At first, the community was shy to participate, but little by little, some members felt more confident, and this encouraged others to participate. Thus, with the identification of the multiple uses of the territory, some conflicts began to be highlighted, which made the image-letter increasingly full of details. At the end of this process, the team returned to the University, and there the Participatory Cartography map was made in the Laboratory. This process took place more than once, in order to increasingly improve the information collected from the local population. And, in each meeting with the community, the researchers reinforced the explanation about the key points of the process: what it is about, what it is for and what its importance and objectives are. The conclusion of this phase consisted of the delivery of the map in three printed copies, one available for the community, another for the Municipal Secretary for the Environment and the third for the representative of the managing agency of RESEX. This same map was also provided in digital media, in order to provide a greater reach of the results obtained. These workshops were implemented in Vila do Camará and in the community of Cajutuba, which comprises the islands of Itauaçu and Tamaruteua, both located inside RESEX. Figure 4 illustrates the realization of a Participatory Cartography workshop.

Figure 4. Cajutuba community members indicating the modes of use and occupation of the land, sea and areas where conflicts are manifested, in order to compose the map through Participatory Cartography.

Fonte: GPSA-Amazônias, 2019.

And yet, the third stage of the field work took place with the voluntary participation in the process of surveying RESEX beneficiaries, an activity carried out by the Chico Mendes Institute for Biodiversity Conservation (ICMBio). This survey was carried out by applying questionnaires contained in tablets provided by the Information System for Families in Federal CUs (SISFAMÍLIAS), of the Ministry of the Environment, with the objective of identifying and getting to know in more detail the extractive families that inhabit the territory of RESEX. For this, the questionnaires collected information such as: identification of family members; characterization of the housing and use area; education and health; access to services; production and marketing; land use and conservation practices; income; and social organization, environmental aspects and relationship with the UC management. Thus, with this experience, it was possible to know a little better the local population, their way of life and their understanding of some of the existing conflicts. From there, it was possible to reflect and analyze the relationship between these conflicts with some of the limits of

RESEX management. Figure 5 demonstrates the application of a questionnaire to one of the families residing in the RESEX area.

Figure 5. Application of a questionnaire to a family that lives in the community of Guarajubal.

Fonte: GPSA-Amazônias, 2019.

Finally, the fourth and last moment of the field work took place with the participation in fish monitoring activities, also promoted by ICMBio. In this experience, it was possible to verify the precarious working conditions of fishermen, the conflicts involved and some of the limitations of management. Given the large territorial extension of RESEX, as well as the limited financial resources for continuous inspection, the strategy of autonomous monitoring of fish aimed to encourage greater participation by the population in this inspection, and was one of several activities related to the management of RESEX. In Figure 6, it is possible to visualize the performance of this activity by two local residents.

Figure 6. Residents of Camará during a fish monitoring action at Lembe's beach.

Fonte: GPSA-Amazônias, 2019.

RESULTS AND DISCUSSION

The RESEX Deliberative Council is composed of representatives of community associations, such as the RESEX Users Association Marinha Mestre Lucindo (AUREMLUC), the Center of Associations of Users of the Marine Extractive Reserves Marine of the Coast of Pará (CAUREM) and the Fishermen's Colony; educational institutions such as the Federal University of Pará (UFPA), the Federal Rural University of Pará (UFRA) and the Federal Institute of Pará (IFPA); rural assistance agencies, such as the Technical Assistance and Rural Extension Company of the State of Pará (EMATER/PA); and the National Commission for Strengthening Extractive Reserves and Traditional Extractive Coastal and Marine Peoples (CONFREM). In March 2020, there should have been a new election for members of the Deliberative Council, but the process was postponed due to the pandemic caused by the new Coronavirus. Within the Deliberative Council, it was possible to notice the engagement of AUREMLUC, a community organization, during activities related to the management of RESEX. In this regard, Canto et al., (2020a) also recognized this role, mainly due to the strength of local representation. This Association has

developed the role of mediator between communities and federal agencies, but has little interaction with municipal agencies.

In order to identify the existing conflicts in RESEX from the perspective of the social subjects involved in the management processes, semi-structured interviews were carried out with the members of the Deliberative Council. The information collected is shown in Table 1.

Thus, it was found that, according to the councilors, the main socio-environmental conflicts identified in RESEX were: predatory fishing, mangrove degradation and land conflicts.

As for predatory fishing, research by Isaac-Nahum and Ferrari (2017); and Paula (2020) pointed to the pressure exerted by industrial fishing, which puts fish stocks at risk. As for the degradation of mangroves, the research of Almeida Filho, Tognella and Lima (2020) points to the importance of implementing RESEX as a protection for this biome, but also highlights that, without proper inspection, the risks grow dramatically, as well as the low frequency of carrying out environmental education activities (BRAGA; SILVA; RODRIGUES, 2020).

The identification of these conflicts was fundamental for the beginning of reflections and analyzes about the problems of RESEX's shared management. In a research developed by Santos et al., (2020), which deals with the socio-environmental conflicts found in Camará, the authors cited predatory fishing, the lack of land tenure regularization, as well as the inadequate disposal of solid waste as the main conflicts at Lembe's beach. These same conflicts were also detected in the studies by Ferreira, Maneschy and Ribeiro (2017); França, Silva and Araújo (2020); Silva et al (2017); and Treccani, Monteiro and Pinheiro (2020). All conflicts observed during the fieldwork were identified and are shown in Table 2, divided according to typologies.

Table 1. Interviews with the counselors of Marine RESEX Mestre Lucindo.

Interviewed	Institution/ Pole representing	What are the main social and environmental conflicts existing at RESEX?	What institutions or agencies do you look for to deal with these conflicts?
1	ICMBIO	Difficulty in communication (due to the distance between the Poles); lack of capacitation in society; and conflicts of interest (sometimes for political reasons).	SEMMA and EMATER-PA
2	Muirapinima Institute	Mangrove degradation (wood cutting); solid waste (lack of environmental awareness, absence of selective collection and reuse practices); predatory fishing; and vegetation burning.	Public Ministry, Fisheries Secretary and Police Station
3	City Council	Lack of awareness among tourists, residents and owners of establishments.	Muirapinima Institute and SEMMA
4	Pole 7	Crab predatory extraction; predatory fishing; and burning vegetation.	EMATER and AUREMLUC
5	ICMBIO	Deforestation and inefficient fisheries surveillance.	ICMBIO and Police
6	Pole 5	Deforestation; solid waste; and degradation of mangroves.	AUREMLUC, SEMMA and ICMBIO
7	AUREMAG	Deforestation; predatory fishing; solid waste; and degradation of mangroves.	ICMBIO and Public Ministry
8	AUREMLUC	Deforestation; predatory fishing; and degradation of mangroves.	ICMBIO, SPU and SEMMA
9	CONFREM	Predatory fishing; degradation of mangroves; land problems; conflicts between fishermen due to the lack of physical delimitation of the RESEX.	Federal Attorney, ICMBIO and Federal Police
10	Youth Pole	Deforestation; solid waste; and predatory fishing.	SEMMA and ICMBIO
11	EMATER-PA	Land problems; deforestation; disorderly occupation; solid waste; and predatory fishing.	SEMMA and ICMBIO
12	Pole 1	Land problems; deforestation; vegetation burning; and degradation of mangroves.	ICMBIO, Federal Attorney, SEMMA e SPU
13	Bebê Naiff Institute	Little disclosure of RESEX.	Couldn't answer
14	Fishermen's Colony	Predatory fishing; vegetation burning; siltation of water bodies; and noise pollution.	SEMMA and ICMBIO
15	CEPNOR-PA	Lack of regulation in the fishing area; and the population's lack of knowledge about RESEX.	ICMBIO, IBAMA, SEMMA and Military Police.
16	UFRA	Predatory fishing.	ICMBIO, SEMMA, IBAMA and Public Ministry

Fonte: GPSA-Amazônias, 2019.

Table 2. Types of existing conflicts at Marine RESEX Mestre Lucindo.

OPERATIONAL CONFLICTS OF MARINE RESEX MESTRE LUCINDO
Conflict generated by lack of information
Conflict generated by the weakness of government logistics for carrying out work at RESEX
Conflict generated by the implementation of the NGI (Integrated Management Center) in all CUs in Salgado Paraense.
Conflict generated by the multiplicity of interests of members of the Deliberative Council
Conflict generated by the lack of physical delimitation throughout the RESEX area
Conflict generated by the lack of land regularization
Conflict generated by the lack of communication between RESEX communities
Conflict generated by the weakness of the Universities/RESEX relationship
SOCIAL AND ENVIRONMENTAL CONFLICTS OF MARINE RESEX MESTRE LUCINDO
Conflict generated by predatory fishing
Conflict generated by inadequate disposal of solid waste near water sources
Conflict generated by inadequate disposal of solid waste in mangroves
Conflict generated by the lack of basic sanitation
Conflict generated by logging in mangrove areas, in addition to upland areas
Conflict generated by the disrespect of the crab's closed season
Conflict generated by the anthropogenic degradation of mangroves
Conflict generated by fires and deforestation
Conflict generated by the anthropogenic siltation of rivers
Conflict generated by the accumulation of solid waste in rivers
Conflict generated by predatory crab extraction
Conflict generated by disorderly tourism practices
CONFLICTS OF OTHER TYPES OF MARINE RESEX MESTRE LUCINDO
Conflict generated by acidentes due to pilotagem boats passing at high speed

Fonte: GPSA-Amazônias, 2020.

Canto et al. (2020a), in a research on the use of networks for the analysis of conflicts in this RESEX, verified, also through interviews with local residents, that ICMBio and AUREMLUC share the centrality of care, as they were the entities most cited by interviewed people. The authors highlighted that this reveals little interaction between the other institutions involved, as well as between institutions and communities, which may interfere in the interrelationships between other social subjects. In this regard, Prado and Seixas (2018) pointed to the dependence of extractive populations in relation to other social subjects involved, alerting to the fact that co-management is an instrument of social emancipation, and not of guardianship. The same could also be verified in the researches of Espírito Santo and Piraux

(2021); and Silva, Anunciação and Araújo (2020). Thus, as knowledge acquired from the experiences previously reported, it was possible to identify the limits present in the context of shared management of RESEX, which were summarized in Table 3.

Table 3. Limits of shared management at Marine RESEX Mestre Lucindo.

LIMITS OF SHARED MANAGEMENT AT MARINE RESEX MESTRE LUCINDO
Low education of counselors
Lack of information from part of the population and by some counselors
Low degree of population participation
Multiplicity of interests of members of the Deliberative Council
Fragile communication between RESEX communities
Implementation of the Integrated Management Center (NGI)

GPSA-Amazônias, 2019.

Regarding the low education level of some councilors, it is worth emphasizing the recognition and appreciation of the wealth of traditional knowledge that contributes so much to scientific knowledge. However, the deficiency in schooling makes them more susceptible to malicious proposals. An example of this was the speech of representatives of Rede Celpa during the Deliberative Council meeting held on September 24, 2018. At the time, the representatives mentioned that, within the scope of the "Light for All" Program, the concessionaire was interested in deploying lighting poles in locations that did not yet have electricity. Initially, there was great euphoria at this proposal, especially by residents of some communities.

However, the representative of the Federal University of Pará, Professor Doctor Otávio do Canto, on the RESEX Council, asked for caution, and requested the documents related to the approval for the execution of the Project, in order to appreciate the material, together with the other councilors, with greater attention. After this demand, the matter was not dealt with in the Council again. Everything indicates that it was just a political maneuver in an electoral period,

creating an expectation without the proper clarification to the community members. After some time, at the meeting on October 10, 2019, ICMBio employees reported that representatives of Rede Celpa learned that the licensing of the works would be carried out by IBAMA, as a result, the concessionaire declared that it had given up on the process. As for the lack of information, this aspect referred to two situations verified during the activities developed at RESEX. The first one was the lack of knowledge of the existence of RESEX by residents of some communities. The interesting point to be highlighted is that, due to this lack of knowledge, this portion of the population became liable to adopt certain behaviors that are not allowed in UCs. And the second situation was the lack of knowledge on the part of some councilors regarding their attributions, verified throughout the field observations. In this way, the proper development of the work of these councilors could be compromised, in addition to limiting their power of action.

Regarding the low level of participation of the population, it was found that, even open to the public, the meetings or some activities related to the management of RESEX had low participation of local inhabitants who were not part of the Deliberative Council. In this regard, it is important to pay attention to the population residing in the so-called "fresh water zone", composed of the communities of Remanso, Pedral, Marudazinho, Cipoteua, Maranhãozinho, Boa Esperança, Santana do Maú, Cruzeiro do Maú and Igarapé-açu. The inhabitants of these communities were the ones who least participated in these events, due to the access made difficult not only by the distance, but also by the precarious conditions of the roads, since the vast majority of the events took place at the municipal headquarters.

Regarding the multiplicity of interests of the members of the Deliberative Council, it is a fact that shared management is marked by multiplicity. Universities, community associations, members of the local

population, federal agencies, among others, make up the RESEX Deliberative Council. However, while this set of different perspectives enriches the possibilities for environmental protection and local development, such heterogeneity also generates limits to management, mainly due to the distinction of interests between each of these subjects.

As for the fragile communication between communities, it was found that, due to the extension of RESEX and the fact that in some of them there was no signal coverage for telephone and/or internet, the dissemination of information was quite difficult.

Finally, there is the implementation of the Integrated Management Center (NGI), through Ordinance No. 120, of February 13, 2020. This new management model extinguished the position of RESEX manager and replaced it with a team of technicians specialized in one of the following thematic areas: protection, socio-environmental management, public use, land regularization, licensing, administration and monitoring. This same team will be responsible for all seven UCs located in Salgado Paraense. According to the Ordinance, the implementation of the NGI would take place from the month of May 2020. However, due to the pandemic, the NGI is not yet fully operational.

Furthermore, this new situation already proves to be a new limitation to shared management, given that each technician responsible for all the other seven CUs must move between them, which imposes a logistics for the movement of professionals between the CUs, which it can be affected by the conditions of roads and highways common to the access between the UCs. Considering that the number of demands will increase substantially, the chances of deceleration of the processes related to them will also increase. In addition, bearing in mind the current political context, there is Federal Decree No. 10.341/2020, which provides that the Federal Government may resort to the action of the Armed Forces as a "Guarantee of Law and Order" in federal UCs. In particular, in the Sole Paragraph of this Decree, it is

established that federal public agencies dedicated to environmental protection will be coordinated by the Armed Forces Commands. This could mean the beginning of the restriction on the autonomy of the Management Councils.

CONCLUSION

Shared management allows the equitable participation of different social subjects in discussions and decisions and, consequently, in the democratic conduct of territorial action policies. And, as an inherent part of a scenario formed by different social subjects, there is the presence of socio-environmental conflicts, which can directly interfere with the processes of shared management.

Thus, there is the Deliberative Council, an entity responsible for maintaining and reinforcing the greatest possible degree of local representation, together with the collaboration of different institutions, with a view to forming more complex and holistic analyzes of the local reality. However, the diversity of social subjects involved, despite enriching the possibilities of action on the territory, also allows for the expansion of conflicts. In this sense, in view of the existing conflicts, some of the limits of shared management were verified, namely: low education of councilors, lack of information from the communities about the UC, low level of population participation, multiplicity of interests of council members deliberative, fragile communication between the RESEX communities and the implementation of the Integrated Management Center (NGI).

Although existing conflicts can be interpreted, at first sight, as limiting factors to local development, they are, in fact, driving agents of this process, as they generate new ways of interpreting reality and new means of mediating these conflicts. of shared management refers to a movement of participation of multiple voices that arise from the place, from a democratic conduct that is established on a dialectical level.

Thus, thinking about management presupposes, in addition, thinking about planning, and adapting it to the

local reality, not in a dualistic way, but in a complementary, interchangeable way to achieve a more sustainable reality.

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