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Traditional practices and sustainable development: local indicators of sustainability among *caiçaras* and *quilombolas* in Bocaina

Jeni Vaitsman [I]
Nathalia Silva Duarte [II]
Lenaura Vasconcelos Lobato [III]
Rômulo Paes-Sousa [IV]

Abstract: This article presents the methodology and findings of a study that proposed a set of local indicators for monitoring progress on the United Nations Sustainable Development Agenda 2030 in *caiçara* and *quilombola* communities in the territory of Bocaina in the municipalities of Paraty (Rio de Janeiro) and Ubatuba (São Paulo). The objective was to adapt a global and Brazilian national agenda to the territory level and to construct specific indicators to reflect that "localisation". To begin with, 40 goals of Agenda 2030 were selected and adapted to conditions in the territory. Then a qualitative study of *quilombolas* and *caiçaras* identified local problems in achieving sustainable development and the alternative solutions developed to address those problems. On the basis of that study and secondary data from socioeconomic, environmental and public service information on those populations, 87 local indicators were constructed for the purpose of monitoring progress towards Agenda 2030 targets and goals in the territory.

Keywords: Agenda 2030; sustainable development, local indicators; *quilombolas; caiçaras*.

[I] *Fundação Oswaldo Cruz, Rio de Janeiro, Rio de Janeiro, Brazil*

[II] *Fundação Oswaldo Cruz, Rio de Janeiro, Rio de Janeiro, Brazil*

[III] *Universidade Federal Fluminense, Niterói, Rio de Janeiro, Brazil*

[IV] *Fundação Oswaldo Cruz, Belo Horizonte, Minas Gerais, Brazil*

São Paulo. Vol. 26, 2023

Original Article

DOI: http://dx.doi.org/10.1590/1809-4422asoc20210169r1vu2023L1OA

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Introduction

Since 1987, when the United Nations (UN) institutionalised the notion of "sustainable development", integrating the environmental issue with a type of economic development that would guarantee a future for generations to come (UN, 1987), a number of global initiatives have been driving action in that direction. In 2000, the UN's eight Millennium Development Goals associated action to combat hunger and poverty with implementation of policies for health, sanitation, education, housing, gender equality and the environment (UN, 2000).

In 2015, Agenda 2030 was approved by 193 countries at the United Nations Sustainable Development Summit, broadening the commitment and setting 17 Sustainable Development Goals (SDGs), 169 targets and 232 indicators to monitor implementation in different countries (UN, 2015). Agenda 2030 takes as its point of departure the universal principle of people's dignity and equality and, stressing human diversity, it acknowledges the practices, values and socioeconomic alternatives of populations living in specific territories (UN, 2015). In that regard, MOALLEMI et al. (2019) proposed a participatory, inclusive Local Agenda 2030 associating the SDGs with local sociocultural, economic, political and environmental contexts. Implementation would mean identifying local indicators and sustainability goals, as well as actions and pathways to attain them. Adaptation of the global goals to realities in Brazil was coordinated by the Applied Economic Research Institute (*Instituto de Pesquisa Econômica Aplicada*, IPEA), with the participation of technical staffs of other government agencies (BRASIL, 2018). This study is intended to contribute to the monitoring of Agenda 2030 at the local level, with a focus on the territory of Bocaina, which extends over the municipalities of Angra dos Reis, Paraty (coast of southern Rio de Janeiro State) and Ubatuba (coast of northern São Paulo State) and holds more than one hundred traditional *caiçara*, indigenous and *quilombola* communities (NASCIMENTO, 2019; GALLO, et al. 2020).[1]

The name "Bocaina Territory" (*Território da Bocaina*) was given by the Angra dos Reis, Paraty and Ubatuba Traditional Communities' Forum *(Fórum das Comunidades Tradicionais de Angra dos Reis, Paraty e Ubatuba*, FCT) and the Observatory of Sustainable, Healthy Territories of the Bocaina *(Observatório dos Territórios Sustentáveis e Saudáveis da Bocaina*, OTSS) to reflect their catchment area. The FCT brings together indigenous, *quilombola* and *caiçara* communities on various issues connected with defending that territory. The OTSS is a partnership between the Oswaldo Cruz Foundation (Fiocruz) and the FCT to produce combined traditional and scientific knowledge with a view to developing strategies for sustainable development, health and rights of traditional communities in their territories (NASCIMENTO, 2019).

Local communities in the Bocaina, including *quilombolas* and *caiçaras*, have been working to build sustainable development strategies that incorporate a great deal of their traditions in interactions with the broader context where they are embedded. These

1 - *Caiçara* is the name given to traditional coastal populations between the states of Rio de Janeiro and Paraná that practice a subsistence economy. *Quilombolas* are the equivalent of Maroons of the Caribbean; *quilombos* are their settlements.

strategies include ecological sanitation, community-based tourism, differentiated education and agro-ecology (OTSS, https://www.otss.org.br). Attaining SDG targets depends on these and other initiatives in contexts including institutions, relations between public agents and civil society, public policies, forms of governance and so on.

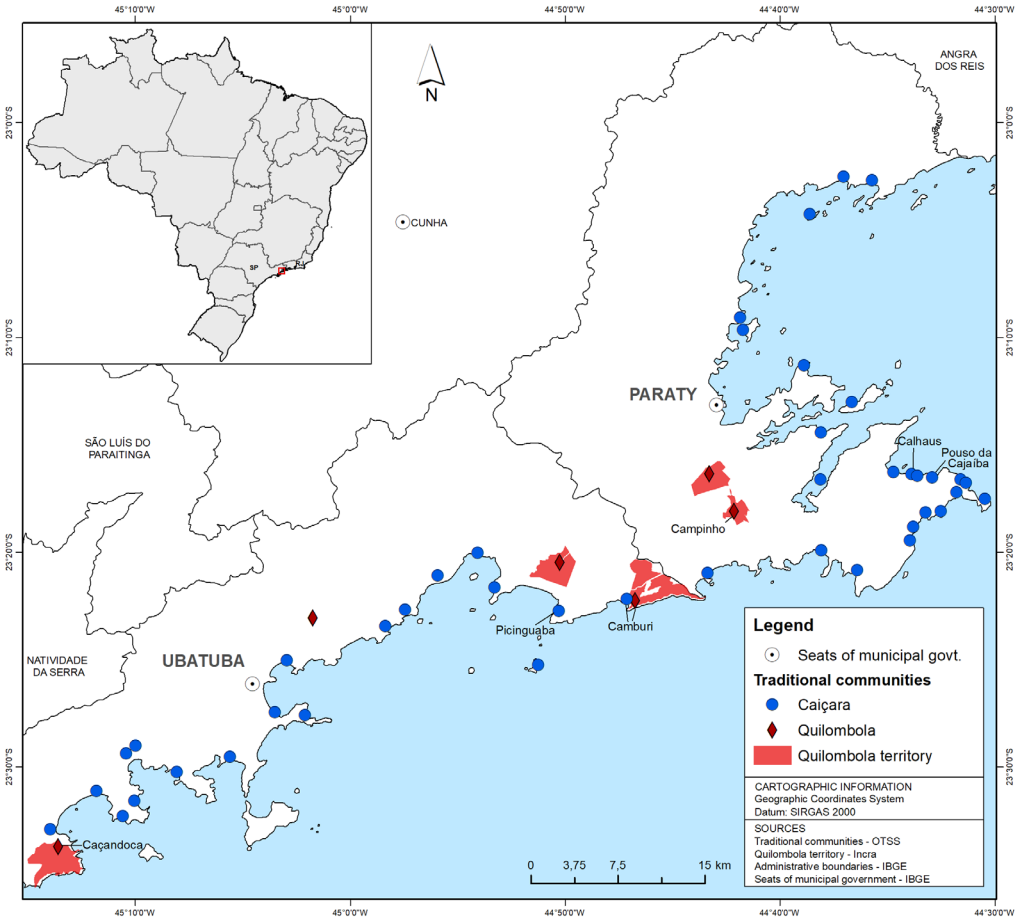
This article proposes a set of local indicators to enable Agenda 2030 to be monitored locally among *quilombolas* and *caiçaras* in the Bocaina Territory. The proposal resulted from a study with three components: adjustment of Brazilian national Agenda 2030 goals to conditions in the Bocaina Territory; data from a qualitative study that identified convergences and conflicts between, on the one hand, traditional *caiçara* and *quilombola* ways of life and, on the other, the goals and targets of Agenda 2030; and secondary data on the conditions of life of the communities in the territory.

Caiçaras and *quilombolas* in the Bocaina Territory

The Bocaina Territory lies between Brazil's two major metropoles – São Paulo and Rio de Janeiro – in the Atlantic Forest biome, where two of the largest continuous portions of Atlantic Forest are to be found (Figure 1). This forest is in a good state of conservation as a result of steep hillsides, which are unsuitable for agricultural activities (CEPF, 2001), and the large number of protected areas and traditional communities (MANSANO, 1998).

Since colonial times, the region's *caiçaras* and *quilombolas* have engaged in manual fishing, plant extraction, small-scale farming, service provision and supply of produce to urban areas (MUSSOLINI, 1980; GOMES, 2005). The *caiçara* communities are descended from European (generally Portuguese), indigenous and black stock, and were originally formed by subsistence fisher-farmers in coastal areas between the states of Rio de Janeiro and Paraná (MUSSOLINI, 1980; ADAMS, 2000).

Figure 1 – Location of traditional communities of Ubatuba (SP) and Paraty (RJ)



Source: the authors, 2022.

Among the *caiçaras*, land occupation was based on family units that developed by providing agricultural produce to the large sugar estates and mining zones of Minas Gerais, (MUSSOLINI, 1980; ADAMS, 2000). Communication between the communities, villages and towns was by boat or paths through the Atlantic Forest. The region's *caiçaras* were distributed in more than 64 communities (OTSS, https://www.otss.org.br/mapas) along the coast.

The *quilombolas* are remnants of *quilombo* communities from the slavery period, which formed peasant micro-societies that bartered or sold produce through non-slaves or even slaves on nearby farms, thus also forming interethnic interactions (GOMES, 2005).

The *quilombos* are quite diverse, depending on their history, location and place in the social and economic dynamics. At present, the *quilombola* issue rests on three main, interconnected components: territory, cultural identity and, more recently, racism. It

is the State's recognition of the group as *quilombola* that gives the right to occupy, and subsequently gain title to, the land as the collective property of the *quilombo*. There are eight *quilombos* in the Bocaina Territory, of which only Campinho da Independência, in Paraty, has gained title since 1999.

In the 1970s, the laying of the Rio-Santos highway (BR 101) and the territory's transformation into a tourist hub has attracted land-grabbers and real estate speculation with a view to building luxury residential complexes and resorts. Sales of land for derisory amounts, expulsion of locals and migration to the region's urban peripheries have been the most destructive effects on traditional ways of life, particularly among the *caiçaras* (DIEGUES & NOGARA, 2005; MANSANO, 1998; SILVA, 2016). The 1970s also saw the creation of the region's first conservation units, including the Serra da Bocaina National Park, in 1972, and the Picinguaba Unit of the Serra do Mar State Park, in 1979. However, environmental legislation introduced over the decades up to the end of the twentieth century generally does not contemplate local populations when creating these protected areas, but applies a conservationism anchored in the nineteenth-century "untouched Nature" view, which defines the United States parks (DIEGUES, 2008). Where these units – and particularly the strict protection areas – have been overlaid on traditional territories, this has placed limits on real estate speculation, but has also prevented a number of traditional activities based on oral knowledge, restricting the communities' social and symbolic reproduction and the reproduction of biodiversity.

In the second half of the twentieth century, the view that traditional populations' ways of life contribute to environmental conservation and the reproduction of biodiversity gained standing in scientific circles (DIEGUES, 2000; CARNEIRO DA CUNHA et al., 2021). From the closing decades of the twentieth century on, environmental and social movements, local organisations and an international agenda that acknowledged the value of biological and cultural diversity gave new status to traditional communities on the political, economic and environmental agenda, associating their practices with nature conservation and sustainable development (BARRETO FILHO, 2006). International Labour Organization (ILO) Convention 169 of 1989 on Indigenous and Tribal Peoples, which has been in force in Brazil since 2003, acknowledged traditional peoples' cultural and ethnic specificity and their right to land. Those communities' knowledge of their problems provides the basis for them to develop sustainable activities and for the formulation of significant local indicators (MOALLEMI et.al, 2019). That was the starting point for the local indicators proposed here.

Local indicators: methodological considerations

Local indicators can be of two types, quantitative or qualitative (REED et al., 2006; HOLMAN, 2009; BANATI; OYUGI, 2019). These types are associated with different approaches to data production, which may be top-down, practiced by experts who construct quantitative indicators generally with data from administrative bases and public statistics or from surveys, or bottom-up, generally qualitative, based on participation by populations,

which point up local problems and priorities to be monitored by way of indicators (BELL; MORSE, 2001; REED et al., 2006). Both have potentials and limitations, and it is possible to identify indicators that combine the strong points of each methodology (REED et al., 2006). While the bottom-up approach grasps specificities and perspectives of the local population, the top-down approach can introduce regularly collected administrative data and public statistics. The proposal advanced here combines these two types of data in monitoring progress towards the goals of Agenda 2030.

Another methodological issue involved in constructing local indicators based on qualitative research is generalisation. Is it possible to generalise findings and construct indicators for a set of communities from qualitative research conducted with an intentional – that is, statistically non-representative – sample?

Qualitative studies seek to understand what certain phenomena mean to their informants. How viable is it to generalise from them to construct indicators on the basis of the perceptions of only a few informants? Gobo (2004) showed that qualitative studies cannot be evaluated on the same basis as quantitative studies; e.g., that generalisation must be based on statistical representativeness and probability sampling. Generalisation in qualitative research is different from that based on statistical representativeness. Qualitative studies can generalise findings from one case studied in relation to a theory or to other contexts with similar circumstances (FIRESTONE, 1993; POLIT & BECK, 2010). Their data confirm and generate theories, explore social issues and produce new information. Qualitative data are both singular to a given individual and typical, because the experiences that characterise one situation can be found in other situations. This has been demonstrated by a number of qualitative researchers (FIRESTONE, 1993; LINCOLN; GUBA, 1986; DELMAR, 2010; CARMINATI, 2018; MORSE, 1999; GOBO, 2004; POLIT & BECK, 2010).

Gobo (2004) highlighted the difference between sample representativeness and generalisation of findings. What is important in qualitative sampling is to select the variation and sociological representativeness of the phenomenon in question. A group's experiences express a social and economic history. The sample expresses a set of characteristics and not just the specific interviewees or the community to which they belong. Generalisation is possible when there are no significant differences among the sample units, when the study population is homogeneous. The experiences of the interviewees express structures and can be observed in other cases. The generalisation relates to social representativeness: more to overall structures than to singular social practices, which merely exemplify those structures (GOBO, 2004).

These are the elements that lead to saturation in qualitative research and warrant halting sampling: the situations manifest in the data begin to repeat in other narratives and experiences. This repetition is a small sign of how more general structures and phenomena manifest in individual lives (BERTAUX, 1981).

The basis for the local indicators proposed here was given by identifying the major problems facing the communities, the obstacles to solution of those problems and the

sustainable development options available. When a problem is defined, there are political implications, depending on who does the defining. What, to one group, is a problem may be a solution to another, depending on the interests and values at stake (KINGDON, 2011). In this study, the problems and obstacles to taking social, economic and environmental options compatible with sustainable development were defined in view of the convergences between two perspectives: that of the traditional populations and that of Agenda 2030.

Methodology for constructing the indicators

How the indicators were constructed will now be described step by step.

a) Adjusting Brazil's national goals to the Bocaina Territory.

Of the 169 global goals of Agenda 2030, the group coordinated by the IPEA selected 167 and added a further 8, totalling 175 national goals (BRASIL, 2018). Of these, 40 were selected as applicable to local conditions in the Bocaina and amenable to monitoring by way of qualitative research data, administrative data or public statistics disaggregated to the level of the study territory and populations.

b) Qualitative research

This research was intended to obtain information and perceptions from *quilombolas* and *caiçaras* as to: the obstacles to their pursuing traditional ways of life, and how the latter converged and conflicted with Agenda 2030; local sustainable development alternatives; access to public services; mechanisms for participation; and structures of governance.

Despite their specific distinguishing features, the *quilombola* and *caiçara* communities share common socioeconomic conditions and face similar problems in the territory. That was the basis for the social representativeness of informants from different communities, whose experiences express phenomena, processes and structures in common with other individuals belonging to similar communities in the territory. Data provided by informants from one community can be generalised to other communities, because the same social processes affect their ways of life and are manifest at the level of personal experience. Issues such as disputes for territory, legal conflicts over land, difficulty in accessing schools and lack of sanitation are common to *quilombolas* and *caiçaras*. Other problems are specific to certain communities, depending on their history and location in the territory. Data relating only to *quilombolas* or to *caiçaras* were differentiated in order to be expressed by indicators specific to each of these groups.

The field research was performed between October 2019 and March 2020. Communities and informants were selected during preparatory visits, local events and suggestions during the fieldwork (snowball sampling). Advance visits were made to the *caiçara* settlements of São Gonçalo, Ilha do Pelado (Paraty) and Camburi, and to the Fazenda (Ubatuba) and Campinho da Independência *quilombos*.

A total of 19 *caiçaras* (10 men and 9 women) and 8 *quilombolas* (5 women and 3

men) were interviewed. Of these 27 people, 6 were leaders (2 *quilombolas* and 4 *caiçaras*), who were active in the FCT, municipal councils, territorial management bodies, legal authorities and local associations. Two *caiçara* and two *quilombola* leaders were interviewed during an FCT workshop held at the Campinho da Independência *quilombo* and the other two, in the communities visited. While most of the leaders interviewed were men (5 men and 1 woman), women were a majority among the community members (12 women and 7 men).

Five communities – three *caiçara*, one *quilombola* and one mixed – were visited for the interviews with community members. The interviews of *caiçaras* in Paraty were conducted at Calhaus (3 men and 1 woman) and at the Pouso da Cajaíba (3 women); at Ubatuba, in Picinguaba, including a small area of its hinterland known as Cabeçuda (4 women and 2 men). The interviews of *quilombolas* were held in Ubatuba, at the Caçandoca *quilombo* (4 women and 2 men). At the mixed community of Camburi, Ubatuba, 2 *caiçara* men and 1 *quilombola* woman were interviewed.

Two semi-structured scripts were prepared, one for leaders and the other for the remaining informants, both with questions relating to the 40 goals of Agenda 2030 adjusted to the local context. The leaders were asked about the economic and political obstacles and alternatives as regards sustainable development. The other interviewees were asked about their conditions and ways of life, identity, access to public services, problems and future prospects. Plans to sample a larger number of communities and interviewees were prevented by the Covid-19 pandemic. The study was approved by the research ethics committee. After authorisation by declaration of free and informed consent, the interviews were recorded, transcribed and analysed.

As a result of the type of development predominant in the region, the leaders pointed to disordered occupation of the territory, predatory tourism, environmental degradation and pollution of water resources. They also highlighted problems encountered with legal and government authorities they had dealings with, land disputes and conflicts with environmental agencies due to environmental legislation and relating to natural resource use, particularly in strict conservation areas. *Quilombolas* stressed that difficulty in gaining title to territory was a key problem in securing the conditions for their existence.

The interviews revealed that supply of public services (sanitation, refuse collection, transport, education and health) was precarious, particularly in communities accessible only by boat or dirt roads. Service provision is the responsibility of the municipal authorities and depends on the territory's legal status.

Initiatives convergent with the SDGs that were mentioned included some already ongoing and in partnership with public bodies: Sustainable Use Authorisation Agreements (*Termo de Autorização de Uso Sustentável*, TAUS) between the traditional community and the Union Heritage Secretariat (*Secretaria do Patrimônio da União*, SPU), with the support of the conservation area's managing body; differential education; community-based tourism; agro-ecology; ecological sanitation; and environmental education.

c) Secondary data collection

The qualitative research findings guided the search for public data relating to the problems identified and the 40 local goals. That search covered such municipal, state, federal, utility (water and electricity), conservation area management and civil society organisation data bases as contained regular records. Data was selected for the following attributes: sensitivity in expressing the phenomenon to be monitored, the periodicity, regularity and reliability of the records, and their levels of disaggregation and comparability over time.

Public agencies' administrative data usually meet those requirements, but are not always sufficiently disaggregated to reflect local phenomena. Individual administrative records, such as personal data, are protected by information confidentiality laws, making it difficult to consult data bases disaggregated to the community level, even when available and not individually identifiable. Examples are the data of the federal government's *CadÚnico* and the General Fisheries Activity Register (*Registro Geral da Atividade Pesqueira*, RGP).

Data posted for public access via the Internet were obtained on the community, micro-territory or municipality scale. The micro-territory is a sub-unit within municipalities and specified on the basis of the communities' historical and sociocultural features. Data on a community or micro-territory do not always distinguish the groups – "*quilombola*" or "*caiçara*" – to which they apply. Nonetheless, as they do refer to the populations of specific areas, they were considered to refer to those groups.

d) Proposed local indicators

At this stage, the local goals were considered against the data from the research and secondary sources to ascertain the compatibility between the qualitative data, data from secondary sources and the goals and their attributes to be used as indicators. The administrative records constituted the main data source, whenever they satisfied the requirements of regularity and disaggregation as regards spatial scale and the groups being studied.

The smallest geographical scales attained by the indicators were community, micro-territory and municipality. Most of the indicators relating to the community were based on the administrative records of civil society organisations active in the territory. However, although these organisations generally engage with major interventions in the collective interest, they do not always record data or do so regularly. The indicators based on the qualitative research related to interviewees' perceptions, and can be generalised on a broader scale. The indicators for the micro-territory were generally sourced from data in the records of primary care clinics and schools in the communities and adjacent areas. Communities close together and with small populations shared health and education services. At the municipality scale, the indicators were based on public administrative records, such as the *CadÚnico*, records of procurement of family farm produce and fishery records – and also on indicators relating to traditional fishing territories and surrounding areas, including oil spills, illegal fishing infractions, volumes of fish landed and monitoring

of fishing activities.

Some aspects of the territory are not directly measurable, but are very important. These were monitored by resorting to proxies. For example, insecure land tenure is one of the main problems facing traditional communities in the Bocaina, and defending the territory is a key element of their struggles. In order to monitor the situation of the communities' access to land and the evolution of public policies that contribute to attaining global goal 1.4, six indicators were proposed in relation to SDG 1 (poverty eradication). Two of these express advances towards this goal in the territory: "the percentage of *quilombos* with title" and "the number of actions to regularise land tenure of *caiçara* and *quilombola* territories: (a) the number of Sustainable Use Authorisation Agreements (*Termo de Autorização de Uso Sustentável*, TAUS) granted and (b) the number of Concessions of Real Right of Use (*Concessões de Direito Real de Uso*, CDRUs) granted". For both, the smallest scale of disaggregation is the community and they are easily disaggregated. The former is readily available, but obtaining information on the latter entails a series of consultations.

For reasons of space in this article, in some cases, a single indicator aggregates the condition of *caiçaras* and *quilombolas* or supply of different services. Specific conditions relating to each of the social groups, or even communities and services, may be disaggregated to form more than one indicator.

Chart 1, below, shows the results of this work: that is, a set of 87 local indicators relating to the 40 local goals and 17 SDGs and developed for the purpose of reflecting progress towards Agenda 2030.

SDG / No. of the Selected National Goal / Local indicators / Source

SDG 1 - NO POVERTY

1.3. Assure access to the social protection system for all, nationwide, by 2030, guaranteeing comprehensive coverage to the poor and to persons in situations of vulnerability.

No. of *caiçara/quilombola* beneficiaries of cash transfer programmes

CadÚnico

Percentage of traditional communities covered by a CRAS in the territory

SMAS

1.4. By 2030 guarantee that all men and women, particularly the poor and persons in situations of vulnerability, have access to social services, basic infrastructure, new technologies and means of production, information and communication technologies, financial services and secure and equitable access to land and natural resources.

No. of land tenure regularisation actions in traditional territories: (a) No. of TAUSs granted and (b) No. of CDRUs granted

SPU, ICMBio, INEA and FF

No. of traditional communities in strict protection conservation areas with signed commitment agreements enabling them to pursue activities connected with their traditional way of life

ICMBio, INEA and FF

No. of environmental licencing processes with prior consultation of the traditional communities affected

SMM, Ibama, INEA, FF and OSC

No. of positively resolved legal processes involving land use conflicts in traditional territories

MP

Percentage of *quilombos* certified

FCP

Percentage of *quilombos* with title

INCRA, ITERJ and ITESP

1.5. By 2030, build up the resilience of the poor and those in situations of vulnerability, reduce their exposure and vulnerability to extreme climate events and economic, social and environmental disasters.

No. of local initiatives to reduce disaster risk in line with national strategies

Civil Defence

SDG2 - ZERO HUNGER

2.1. By 2030, eradicate hunger and guarantee access for all, particularly the poor and persons in vulnerable situations, including children and older adults, to sufficient safe, healthy and culturally appropriate food all year round.

No. of undernourished *quilombola* and *caiçara* children under 5 years old

SISVAN

No. of permits issued by conservation area managements authorising small-scale farming, implementation of production activity support structures and forestry management and exploitation.

ICMBio, INEA and FF

Interviewees' perceptions as to existence of hunger in the community

Qualitative research

2.3. By 2030, increase the agricultural productivity and income of small food producers, particularly women, family farmers, traditional peoples and communities, with a view to ensuring both these populations' production for self-consumption and social reproduction and their socio-economic development, by way of secure and equitable access to: i) traditionally occupied land and territories; ii) technical assistance and rural extension, respecting their culturally transmitted practices and knowledge; iii) specific credit lines; iv) local and institutional markets, including public procurement policies; v) incentives to association- and cooperative-building; and vi) opportunities for adding value and non-agricultural employment.

No. of *caiçaras* and *quilombolas* who participate in family farming programmes

Conab, Secret. Agric. Abast. SP, ITESP

No. of physical and legal DAPs granted to family farmers and traditional small-scale fishermen

MAPA

No. of National Family Farming seals issued to family farmers and traditional small-scale fishermen, by modality

MAPA

2.4. By 2030, guarantee sustainable food production systems by means of research, technical assistance and rural extension policies, and others, with a view to implementing resilient agricultural practices that increase productivity and, at the same time, restore and conserve ecosystem services, so as to strengthen their ability to adapt to climate changes, extreme weather conditions, drought, flooding and other disasters and progressively improve the quality of the land, soil, water and air.

No. of organic produce certifications

MAPA

No. of de agro-ecological projects in *caiçara* and *quilombola* communities

OSC

No. of initiatives in support of the socio-biodiversity production chain in *caiçara* and *quilombola* communities

ICMBio and OSC

2.5. By (2020) 2030 guarantee the conservation of genetic diversity of native and domesticated species of plants, animals and micro-organisms that are important to food and agriculture, by adopting *ex-situ*, *in-situ* and *on-farm* conservation strategies, including germplasm banks, community seed houses or banks and breeding units and other forms of conservation appropriately managed at the local, regional and international levels.

No of initiatives in support of creole seed sharing

OSC

No. of community seed banks in *quilombo* and *caiçara* territories

OSC

SDG3 - GOOD HEALTH AND WELL- BEING

3.7. By 2030, assure universal access to sexual and reproductive health services and inputs, including reproductive planning, information and education, as well as the integration of reproductive health into national strategies and programmes.

No. of initiatives in health education and prevention of pregnancy in adolescence at traditional communities' health facilities.

SMS

Percentage of schools in *caiçara* and *quilombola* communities that participate in the Health at School Programme (*Programa Saúde na Escola*)

SME

3.8. Through the Unified Health System (*Sistema Único de Saúde*, SUS), assure universal health coverage, access to essential services of quality at all levels of care and access to safe, effective, quality essential medicines and vaccines listed in the schedule of products offered by the SUS.

Interviewees' perceptions of health service quality

Qualitative research

Percentage of calls answered by *caiçara* and *quilombola* mobile emergency care units

SAMU and Civil Defence

Percentage of *caiçara* and *quilombola* communities with appropriate access to primary

health care facilities

Qualitative research

Percentage of primary health care facilities with health agents and/or nurses in *caiçara* and *quilombola* communities

SMS

SDG4 – QUALITY EDUCATION

4.1. By 2030, guarantee that all girls and boys complete equitable, quality, lower and upper secondary education at the appropriate age by assuring free supply in the public system that is conducive to satisfactory relevant learning outcomes.

Interviewees' perceptions as to migration of children and young people to continue their schooling elsewhere

Qualitative research

Percentage of *caiçara* and *quilombola* communities with access to school transport

SME

Percentage of *caiçara* and *quilombola* communities with appropriate access (10 min. by boat or on foot) to primary schooling

SME

Percentage of *caiçara* and *quilombola* communities with appropriate access (10 min. by boat or on foot) to lower secondary schooling

SME

Percentage of *caiçara* and *quilombola* schools with Internet access

SME

Percentage of *caiçara* and *quilombola* schools with a library

SME

Age-grade incongruence in the final two years of lower secondary school in *caiçara* and *quilombola* communities

SME

4.5. By 2030, eliminate gender and race inequalities in education and guarantee equitable conditions of access, attendance and success at all levels, stages and modalities of education for groups in situations of vulnerability, particularly persons with disability, rural populations, itinerant populations, indigenous and traditional communities, adolescents and young people under supervision orders and populations on the street or deprived of freedom.

Percentage of boys and girls who complete lower secondary school at the *caiçara* and *quilombola* communities' schools

SME

4.7. By 2030, guarantee that all pupils acquire the knowledge and skills necessary to promote sustainable development, including through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation for cultural diversity and the contribution of culture to sustainable development.

No. of capacitation activities and courses promoting sustainable development that are offered in *caiçara* and *quilombola* communities

ICMBio, FF and OSC

No. of teachers at schools of *caiçara* and *quilombola* communities who receive continued professional development for differentiated education

SME and OSC

Percentage of schools of *caiçara* and *quilombola* communities that offer differentiated education

SME and OSC

SDG5 - GENDER EQUALITY

5.5. Guarantee women's full and effective participation and equality of leadership opportunities at all decision-making levels in the political and economic dimensions of the public sphere, considering intersections with race, ethnicity, age, deficiency, sexual orientation, gender identity, territoriality, culture, religion and nationality, especially for women from the fields, forests, waters and urban peripheries.

No. of *caiçara* and *quilombola* women with mandates on local councils

OSC

No. of *caiçara* and *quilombola* women on the boards of local (a) associations and (b) cooperatives

OSC

5.a. Guarantee women equal rights in economic resources, access to property, control of land, financial goods and services, inheritance and natural resources pursuant to Brazilian laws.

Percentage of TAUSs granted to *caiçara* and *quilombola* women.

SPU and ICMBio

SDG6 – CLEAN WATER AND SANITATION

6.1. By 2030, provide universal and equitable access for all to safe water for human consumption.

Percentage of *caiçara and quilombola* communities with access to drinking water

OSC

No. of actions to implement, extend and improve water supply services in *caiçara* and *quilombola* communities

Sabesp and Águas de Paraty

Interviewees' perceptions as to quality of water for human consumption in *caiçara* and *quilombola* communities

Qualitative research

6.2. By 2030, assure access to appropriate and equitable sanitation and hygiene for all, and put an end to open defecation, with special attention to the needs of women and girls and persons in situations of vulnerability.

No. of sanitary installations in *caiçara* and *quilombola* communities

Sabesp, Águas de Paraty and OSC

Percentage of *caiçara* and *quilombola* communities connected to the sewage collection network

Sabesp, Águas de Paraty and OSC

6.6. By (2020) 2030, protect and restore water-related ecosystems, including mountains, forests, wet zones, rivers, aquifers and lakes.

No. of gallery forest restoration initiatives.

ICMBio, INEA, FF and OSC

SDG7 – AFFORDABLE AND CLEAN ENERGY

7.1. By 2030, assure reliable, modern, universal access to energy services at affordable prices.

Percentage of *caiçara* and *quilombola* communities with access to electricity

Enel, Elektro and OSC

SDG8 – DECENT WORK AND ECONOMIC GROWTH

8.6. Reduce the proportion of young people who are neither in an occupation, studying or in training by 10 percentage points by 2030.

No. of capacity-building and job creation initiatives for young people in *caiçara* and *quilom-*

bola communities

OSC

Interviewees' perceptions of the situation as regards young people with no occupation

Qualitative research

8.9. By 2030, devise and implement policies to promote responsible, sustainable tourism that is accessible to all and generates decent employment and work, improves income distribution and promotes local culture and products.

No. of community-based tourism capacity-building courses offered to *caiçaras* and *quilombolas*

SMTurismo, ICMBio, INEA, FF and OSC

No. of studies of the tourist carrying capacity of the *caiçara* and *quilombola* territories

ICMBio, INEA, FF and OSC

No. of community-based tourism initiatives implemented in the *caiçara* and *quilombola* territories

SMTurismo, ICMBio, INEA, FF and OSC

No. of tourism management plans implemented in the *caiçara* and *quilombola* territories

ICMBio, INEA, FF and OSC

SDG9 - INDUSTRY, INNOVATION and INFRASTRUCTURE

9.1. Improve Brazil's transport system infrastructure, with a focus on sustainability and safety in traffic and transport, levelling regional inequalities, promoting regional and cross-border integration, seeking least cost in passenger and cargo transport and avoiding losses, and increase participation by high-capacity modes, such as railways, waterways and pipelines, making it accessible and affording wellbeing to all.

Percentage of *caiçara* and *quilombola* communities at 2km from access to a passable highway

OSC

9.c. Significantly increase access to information and communication technologies and strive to offer universal Internet access at affordable prices by 2030, seeking to guarantee data quality, privacy and protection and cybernetic security.

Percentage of *caiçara* and *quilombola* communities with mobile network coverage

OSC

SDG10 – REDUCED INEQUALITIES

10.2. By 2030, empower and promote social, economic and political inclusion for all, so as to reduce inequalities, independently of age, gender, deficiency, race, ethnicity, nationality, religion, economic or other condition.

No. of positively resolved legal actions relating to community rights in *caiçara* and *quilombola* territories

MP

Percentage of *caiçara* and *quilombola* communities with protocols in place for prior, free, informed and consensual consultation in line with ILO Convention 169

OSC

SDG11 – -SUSTAINABLE CITIES AND COMMUNITIES

11.1. By 2030, guarantee access for all to decent, appropriate housing at affordable prices and to basic services, and urbanise precarious settlements according to the goals of Brazil's National Housing Plan (*Plano Nacional de Habitação*), with special attention to groups in situations of vulnerability.

Percentage of authorisations granted by conservation area managing bodies for renovation and building of homes

ICMBio, INEA and FF

No. of *caiçaras* and *quilombolas* with access to housing programmes

Min. Desenvolv. Regional and SMHabitação

11.2. By 2030, improve highway safety and access to the city by means of more sustainable, inclusive, efficient and fair urban mobility systems, prioritising mass public transport and active transport, with special attention to the needs of persons in situations of vulnerability, such as those with disability and reduced mobility, women, children and older adults.

Percentage of *caiçara* and *quilombola* communities with appropriate access (10 min. walk) to a public transport system

SMTransporte and OSC

Average time taken by *caiçara* and *quilombola* communities to access public transport

Qualitative research

11.4. Strengthen initiatives to protect and safeguard Brazil's natural and cultural heritage, including its material and immaterial heritage.

No. of initiatives to foster culture in *caiçara* and *quilombola* communities

MinTurismo, Secret. Mun. Cultura Paraty, Fundart and OSC

Percentage of *caiçara* and *quilombola* communities with appropriate access (10 min. walk) to cultural facilities

SME, Fundart, SM Cultura Paraty

11.6. By 2030, reduce the negative environmental impact per capita of cities, improve

air quality indices and solid waste management and guarantee that all towns and cities with populations of more than 500,000 have implemented air quality monitoring systems and solid waste management plans.

Percentage of *caiçara* and *quilombola* communities served by refuse collection services

SMM and OSC

11.7. By 2030, provide universal access to safe, accessible, green public spaces, particularly for women, children and adolescents, older adults and persons with disability and other groups in situations of vulnerability.

No. of initiatives to foster sport and leisure in *caiçara* and *quilombola* communities

SMEsporte and Lazer and OSC

SDG12 – RESPONSIBLE CONSUMPTION and PRODUCTION

12.8. By 2030, guarantee that people everywhere have substantial information and are being made aware of sustainable development and lifestyles in harmony with nature, in agreement with Brazil's National Environmental Education Programme (*Programa Nacional de Educação Ambiental*, PRONEA).

No. of governmental or non-governmental events and productions on sustainable development

SMM and OSC

Percentage of *caiçara* and *quilombola* lower secondary schools that offer sustainable development as a subject

SME

12.b. Develop and implement tools for monitoring the impacts of sustainable development on tourism that is accessible to all, generates decent employment and work, improves income distribution and promotes local culture and products.

No. of sustainable tourism strategies and action plans with monitoring and evaluation tools implemented in *caiçara* and *quilombola* territories

ICMBio, INEA, FF and OSC

No. of pupils trained in community-based tourism courses

ICMBio, INEA, FF and OSC

SDG13 – CLIMATE ACTION

13.1. Strengthen resilience and adaptability to risks related to climate and natural disasters

in all countries.

No. of local strategies to reduce disaster risk in line with national disaster risk reduction strategies

Civil Defence and SMM

SDG14 – LIFE BELOW WATER

14.1. By 2025, significantly prevent and reduce marine pollution of all kinds, especially pollution resulting from activities on land, including marine detritus and nutrient pollution.

Suitability for bathing of beaches in *caiçara* and *quilombola* territories

CETESB and INEA

No. of records of oil spills in traditional fishing territories and adjacent areas

CETESB, INEA and IBAMA

Percentage of coastal *caiçara* and *quilombola* communities where suitability for bathing is monitored

CETESB and INEA

14.4. By (2020) 2030, effectively regulate fishing, end over-fishing, illegal, unrecorded and unregulated (IUU) fishing and destructive fishing practices and implement science-based management plans, so as to restore fish stocks as quickly as possible, at least to levels that can produce maximum sustainable yield as determined by their biological characteristics.

Volume of fish landed in (a) Paraty and (b) Ubatuba

FIPERJ, IP-APTA and SMPesca

No. of fish landing sites in (a) Paraty and (b) Ubatuba where fishing activity is monitored

FIPERJ, IP-APTA and SMPesca

No. of environmental infractions for illegal fishing recorded in traditional fishing territory

PM Ambiental, Ibama and ICMBio

Small-scale *caiçara* and *quilombola* fishermen's perceptions of the quality and quantity of fish catches

Qualitative research

14.5. By 2020 (2030), conserve at least 25% of coastal and marine zones, particularly areas of special importance to biodiversity and ecosystem services, while assuring and respecting demarcation, regularisation and effective and equitable management, with a view to guaranteeing interlinking, integration and ecological representation in broader marine landscapes, in accordance with Brazil's national and international legislation and on the basis of the best scientific information available.

Percentage of traditional fishing territory overlaid on conservation areas

ICMBio, FF and INEA

14.b. Provide small-scale manual fishermen with access to marine resources and markets.

No. of fishing agreements signed with *caiçara* and *quilombola* communities

ICMBio, FF and INEA

No. of *caiçara* and *quilombola* fishermen on the General Fishery Register (*Registro Geral de Pesca*)

MAPA

No. of Extractive and Coastal and Marine Sustainable Development Reserves in *caiçara* and *quilombola* territories

ICMBio, FF and INEA

No. of undertakings (*Termos de Compromisso*) signed for small-scale fishing activities by *caiçaras* and *quilombolas* regarding traditional fishing territories in strict protection conservation areas

ICMBio, INEA and FF

SDG15 – LIFE ON LAND

15.1. By 2020 (2030), at least 30% da Amazônia, 17% of each of the other terrestrial biomes and 10% of marine and coastal areas will be conserved by means of the systems of conservation areas provided for in the Law of the National System of Conservation Areas (*Lei do Sistema Nacional de Unidades de Conservação*) and other categories of areas officially protected as Permanent Protection Areas (*Áreas de Preservação Permanente*, APPs), Legal Reserves (*Reservas Legais*, RLs) and indigenous lands with native vegetation, particularly areas of especial importance to biodiversity and ecosystem services, assuring and respecting demarcation, regularisation and effective, equitable management, with a view to guaranteeing interlinking, integration and ecological representation in broader terrestrial and marine landscapes.

Percentage of *caiçara* and *quilombola* communities with territory overlapping conservation areas

ICMBio, INEA, FF and OSC

15.2. By 2030, eliminate illegal deforestation in all of Brazil's biomes, expand the area of forest under sustainable environmental management and restore 12 million hectares of degraded forests and other forms of native vegetation in all biomes and preferably in APPs and RLs and expand the area of planted forests in alternative soil use areas by 1.4 million hectares.

No. of reforestation initiatives in *caiçara* and *quilombola* territories

ICMBio, INEA, FF and OSC

SDG16 – PEACE, JUSTICE and SOLID INSTITUTIONS

16.6. Set up effective, transparent, accountable institutions at all levels.

Interviewees' satisfaction with public services

Qualitative research

16.7. Guarantee the adoption of representative, inclusive, participatory decision making at all levels.

No. of *caiçara* and *quilombola* participants in public agency bodies

OSC

SDG17 - PARTNERSHIPS FOR THE GOALS

17.6. Improve regional and North-South, South-South and triangular international cooperation in science, technology and innovation and related access, and increase knowledge sharing in mutually agreed conditions, including improving coordination among existing mechanisms, particularly in the United Nations and by way of a world technology facilitation mechanism.

No. of cooperation initiatives with traditional peoples in other countries

OSC

Acronyms:

CadÚnico – Unified Registry System for Federal Government Programs

Conab – National Company for Food Supply

CETESB - Environmental Company of the State of São Paulo

FIPERJ - Fisheries Institute Foundation of the State of Rio de Janeiro

FCP - Palmares Cultural Foundation

FF – Forestry Foundation

FundDart – Ubatuba Art and Culture Foundation

ICMBio – Chico Mendes Institute for Biodiversity Conservation

IBAMA - Brazilian Institute of Environment and Renewable Natural Resources

INCRA - National Institute for Colonization and Agrarian Reform

INEA - State Environment Institute (Rio de Janeiro)

INEP - National Institute of Educational Studies and Research Anísio Teixeira

IPT-APTA - Technological Research Institute- São Paulo Agency of Agribusiness Technology

ITERJ-Land Institute of the State of Rio de Janeiro

ITESP- Land Institute of the State of São Paulo

MAPA - Ministry of Agriculture, Livestock and Supply

MP - Public Prosecutor's Office

CSO - Civil society organizations

SPU - Federal Properties Management Office

SABESP- Basic Sanitation Company of the State of São Paulo

SAMU - Mobile Emergency Care Service

SISVAN - Food and Nutrition Surveillance System

SM- Municipal Department

SMAS – Municipal Department of Social Welfare

SME – Municipal Department of Education

SMS – Municipal Department of Health

SMM – Municipal Department of Environment

TBC – Community-based tourism

Final remarks

The indicators developed by this study are based on a specific context, the *caiçara* and *quilombola* communities of the Bocaina Territory. The challenge was to takeparameters, problems and objectives specified for broader, national and global scales and to translate and adapt them to the local level. It is hoped that this proposal will contribute to the theory and methodology of "localising" Agenda 2030 and will be applicable to other contexts, with the necessary adaptations to their specificities, demands and priorities, and consequently with a different mapping of data sources.

The methodology seeks to reflect the communities' values and aspirations as regards the meanings of development and to accompany the evolution of local problems, the alternatives developed by the communities to overcome those problems and the supply of public services in the territory. The focus is on the sustainable social and economic development and environmental conservation of those territories. In addition, it has potential as information for evaluating these populations' quality of life and their contribution to environmental sustainability and biodiversity conservation.

The endeavour is complementary to that of adapting the global agenda to sub-national levels. In 2016, the *Global Taskforce of Local and Regional Governments, UNDP and UN Habitat* alerted to the need to "localise" Agenda 2030 and present an implementation strategy.

> While the SDGs are global, their achievement will depend on our ability to make them a reality in our cities and regions. All of the SDGs have targets directly related to the responsibilities of local and regional governments, particularly to their role in delivering basic services. That's why local and regional governments must be at the heart of the 2030 Agenda (GLOBAL TASKFORCE OF LOCAL AND REGIONAL GOVERNMENTS, 2016, p. 6).

Although praiseworthy, that effort needs a complementary endeavour going further still to arrive at traditional communities. As with other indigenous peoples and communities, they live on well-conserved lands where 80% of the planet's biodiversity is concentrated (SHAKYA, 2021), but which – in the case of Brazil – are not properly integrated into national statistics. Taking traditional communities in their territory as the focus of Agenda 2030 will contribute to filling that gap. To that end, it is fundamental that the local population, and particularly locally active civil society organisations, participate in the process. Their actions yield social and environmental gains that need to be recorded and reported. Localisation of Agenda 2030 is thus an opportunity to give visibility to the contributions and demands of these communities.

Acknowledgements

This study was made possible by the involvement of numerous actors who supported the research at different points: the *quilombola* and *caiçara* communities and leaders, the researchers of *Projeto POVOS*, the *Observatório dos Territórios Sustentáveis e Saudáveis da Bocaina* (OTSS) and the *Fórum das Comunidades Tradicionais*. Although too numerous to mention by name, we would like to express our gratitude to them in the hope that this study may contribute to sustainable development in the territory.

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Jeni Vaitsman

✉ vaitsman@uol.com.br

ORCiD: https://orcid.org/0000-0001-8569-853X

Nathalia Silva Duarte

✉ nati.duarte.geo@gmail.com

ORCiD: https://orcid.org/0000-0002-5473-1154

Lenaura Vasconcelos Lobato

✉ lenauralobato@uol.com.br

ORCiD: http://orcid.org/0000-0003-2161-7133

Rômulo Paes-Sousa

✉ romulo.paes@fiocruz.br

ORCiD: https://orcid.org/0000-0002-3384-6657

Submitted on: 07/10/2021
Accepted on: 17/11/2022
2023;26:e01691

AMBIENTE & SOCIEDADE 25 anos 25 años 25 years

SciELO

Práticas tradicionais e desenvolvimento sustentável: indicadores locais de sustentabilidade entre caiçaras e quilombolas da Bocaina

Jeni Vaitsman
Nathalia Silva Duarte
Lenaura Vasconcelos Lobato
Rômulo Paes-Sousa

Resumo: O artigo apresenta a metodologia e os resultados de um estudo que propõe um conjunto de indicadores locais para acompanhar a evolução da Agenda 2030 do Desenvolvimento Sustentável da Organização das Nações Unidas em comunidades caiçaras e quilombolas no território da Bocaina, nos municípios de Paraty (Rio de Janeiro) e Ubatuba (S.Paulo). O objetivo foi adaptar uma agenda global/nacional ao nível do território e construir indicadores específicos capazes de apreender sua "localização". Inicialmente foram selecionadas 40 metas da Agenda 2030 adaptadas às condições do território; em seguida, uma pesquisa qualitativa com quilombolas e caiçaras identificou problemas locais para alcançar o desenvolvimento sustentável e alternativas desenvolvidas para enfrentá-los. Com base nessa pesquisa e em dados secundários com informações socioeconômicas, ambientais e sobre oferta de serviços públicos para essas populações, foram construídos 87 indicadores locais com o objetivo de acompanhar as metas e objetivos da Agenda 2030 no território.

Palavras-chave: Agenda 2030; desenvolvimento sustentável, indicadores locais; quilombolas, caiçaras.

São Paulo. Vol. 26, 2023

Artigo Original

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Prácticas tradicionales y desarrollo sustentable: indicadores locales de sustentabilidad entre comunidades caiçaras y quilombolas en Bocaina

Jeni Vaitsman
Nathalia Silva Duarte
Lenaura Vasconcelos Lobato
Rômulo Paes-Sousa

São Paulo. Vol. 26, 2023
Artículo Original

Resumen: El artículo presenta la metodología y los resultados de un estudio que propone un conjunto de indicadores locales para monitorear la evolución de la Agenda de Desarrollo Sostenible de las Naciones Unidas 2030 en comunidades caiçaras y quilombolas en el territorio de Bocaina (municipios de Paraty, Rio de Janeiro y Ubatuba, S.Paulo). El objetivo fue adaptar una agenda global/nacional al nivel local y elaborar indicadores específicos capaces de aprehender su "localización". Inicialmente se seleccionaron 40 metas de la Agenda 2030, adaptadas a las condiciones del territorio; luego, una investigación cualitativa con las comunidades identificó problemáticas locales para lograr un desarrollo sostenible y las alternativas desarrolladas para abordarlas. A partir de estos y de datos secundarios con información socioeconómica, ambiental y de prestación de servicios públicos para estas poblaciones, se elaboraron 87 indicadores locales, para monitorear las metas y objetivos de la Agenda 2030 en el território.

Palabras-clave: Agenda 2030; desarrollo sostenible, indicadores locales; territorio de Bocaina; quilombolas;caiçaras; prácticas tradicionales.

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