Management and market intelligence indicators based on the application of a tourism destination analysis model

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ABSTRACT

Keywords:
Tourism,
Model,
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Destination.

This study is contextualized in the guidelines of the Ministry of Tourism of Brazil, promoting integrated itineraries and regionalization of tourism. The objective of the research is to analyze the development of tourism destinations, through the availability, access and application of the destination tourist indicators, which is selected in information for academic, organizational and managerial knowledge, based on the concept of intelligence in tourism. The destination selected for the application is the municipality of Bento Gonçalves (Rio Grande do Sul), known as the Brazilian capital of grapes and wines, is one of the main tourist destinations in southern Brazil. In 2010, academic research concerning the development in the municipality, showed positive points related to the general infrastructure, services and tourist equipment, as well as its importance in the regional and national tourism context. For the current research, the methodological design consists a theoretical review on the theme of management and smart tourism destinations, the tourist destination and region contextualization, and analytical correlations of collected data, using the expanded and updated instrument of the previous research, with questions open and closed, structured in ten conceptual axes. The methodology, of qualitative and quantitative nature, was complemented by document analysis. Evidence from the field research shows that the destination has evolved significantly in economic, governance and administrative intelligence terms, consolidating its regional position.

Keywords: Tourism, Model, Indicators; Management; Destination.

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1. Introduction

The approach to intelligence in tourism is fundamental because, with the new communication paradigms and advances in technology, different ways of living and traveling are configured. In tourist destinations, these changes are perceived as a range of new challenges for governance, through the collection of data and representative information (Angelidou, 2015). The systematization of indicators is an essential condition to verify the intelligent tourist potential of destinations.

This study is contextualized in the guidelines of the Ministry of Tourism of Brazil (MTur), promoting integrated itineraries and regionalization of tourism, through the categorization map of destinations, among which is the municipality under study. One of the main problems facing tourist destinations is the lack of indicators to guide public policies and development projects in

the sector. Economic, social and cultural indicators are essential for planning and managing municipal and regional tourism. In this sense, an analysis model was developed, for whose application the municipality of Bento Gonçalves (RS) was chosen, known as the Brazilian Capital of Grape and Wine, one of the main tourist destinations in southern Brazil.

Based on the same issue, in 2010, the authors Tomazzoni, Possamai and Lovatel published research on tourism development in the same municipality, highlighting the positive points related to general infrastructure, services and attractions, as well as their importance in regional and national tourism.

Among the main challenges to be overcome, in that research, the following were observed: the insufficiency of municipal resources destined to the tourism portfolio, the lack of planning and a marketing plan for tourism, the low qualification of

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professionals who worked in the service and the population's lack of knowledge about the importance of tourist activity for the municipality (Tomazzoni et al., 2010).

In this sense, after ten years, the problem of consistency of indicators is once again discussed. The objective of this chapter, based on the reality of the current scenario, is to analyze the management and development of destinations, through the availability, access and application of tourist indicators, which constitute information for academic, organizational and managerial knowledge, according to the concept of market intelligence in tourism. Specifically, the efficiency of the analytical model is verified, in relation to the conceptual dimensions and the theoretical practical elements of tourism.

Other specific objectives are: to carry out comparative analyzes between 2010 and current indicators; identify potential for classifying the municipality as a smart tourist destination; verify perspectives for overcoming the Covid-19 pandemic crisis. It is important to highlight that the context of the final writing of this research addresses the scenario of the greatest global health crisis of the century, due to the Covid-19 pandemic, caused by the new coronavirus (SARS-CoV-2). Worldwide, tourism is one of the economic sectors most affected by the impacts of the pandemic crisis.

The research in this chapter was methodologically delineated in three stages: theoretical review on the theme and destiny; survey and data collection; and analytical correlations of the collected data. The tourism destination management analysis model consists of 70 closed questions, structured in 10 conceptual axes and the documentary technique.

In this sense, the study contributes to knowledge in planning actions in the investigated destination, considering the contributions of tourism, both in local and regional development. It emphasizes the importance of data systematization and the need for indicators that make it possible to design strategies and develop effective actions to improve and cope to overcome crisis.

The chapter is structured in: introduction, with justification and objectives; theoretical foundation on public tourism policies; management and intelligence in tourist destinations; method, with data collection procedures; results and discussion of indicators and their correlations; and conclusion, emphasizing the achievement of the objectives.

2. Public Tourism Policies In Brazil

Tourism policies are essential for the performance of public institutions, but also of the private sector, in the organizational management of the activity, at local (municipal) and regional levels. In addition to the fact that cooperation between municipalities in integrated planning regions is problematic in Brazil, the new Notice of the Ministry of Tourism (2017) for tourist regions, which emphasizes that resources are restricted to those that are part of the Brazilian tourism map, reinforces the discussion.

To understand the process of mapping tourist destinations, it is important to briefly review the policy of regionalization of Brazilian tourism. Although tourism, albeit in its incipient form, has been contemplated by public administration since the 1930s, it is noteworthy that, in the 1990s, the Brazilian Tourism Company (Embratur) instituted the National Program for the Municipalization of Tourism (PNMT), which was implemented in the governments of Fernando Henrique Cardoso (1995 – 2002). The PNMT proposal was decentralization, making municipalities responsible for managing tourism, through partnerships with the community and the private sector. To facilitate this articulation, the creation of Municipal Tourism Councils was encouraged.

According to Araújo and Taschner (2012), the national tourism policy in Brazil took on greater visibility in the 1990s, with the transformation of Embratur into the Brazilian Institute of Tourism. During that period, the National Program for the Municipalization of Tourism (PNMT) was instituted to expand the autonomy and participation of states and municipalities. It was a change of model due to the decentralization of policies. Creation of Tourism Councils and Funds and municipal tourism development plans were its guidelines (Araújo & César, 2012).

Despite being an important initiative, the PNMT generated punctual results. The Ministry of Tourism (MTur), as an exclusive portfolio, was created in 2003, a milestone in the history of Brazilian tourism. Embratur then became responsible for marketing and promoting Brazil abroad (Araújo & Taschener, 2012). Although it was coherent to delimit public policies for the management of tourism activity at municipal scales, due to the configuration of the Brazilian federation, in which municipalities are constitutional entities, the complexity of tourism implied that the articulations transcended this delimitation.

Municipal managers were challenged to articulate the tourism policies of their secretariats with the secretariats of neighboring municipalities, assuming regional visions. The characteristic of the complexity of tourism, which gave rise to regionalization, is analyzed by several authors, including Fratucci (2014). For this author, due to the multiplicity and diversity of segments, organizations and productive actors, tourist activity has a dual nature, it is zonal and reticular.

The reticular spatial dimension is fundamental for the territorial contextualization of tourism, and the most appropriate referential concept of the region itself is "territory-network", which includes nature, both zonal (municipal, or local) and reticular (regional) of the activity. For Fratucci (2014, p. 43), "this has been, in general, the mistake of our public tourism policies. (...) The space is understood only as support and raw material, prioritizing the interests of only one group of tourism agents, the businessmen". The author argues that the policies are not effective in carrying out projects for the development of the activity, but he recognizes that the Ministry of Tourism has made progress in contextualizing the policy at a regional scale.

After its creation, in 2003, the Ministry of Tourism launched, in 2004, the Tourism Regionalization Program – Roteiros do Brasil (TRP). For the Ministry (MTur, 2013), the Program is a structuring axis for tourism, whose focus is the generation of jobs and quality of life, through development policies in Brazilian regions with economic potential. The strategic government policy of the Program, therefore, is the regional development of tourism. The Political Guidelines document confirms that regionalization is the model of decentralized, coordinated and integrated public policy management for tourism, based on cooperation and governance (democratization of participation and distribution of responsibilities).

The regional configuration transcends the spatial geographic delimitation and is defined by integrated planning and the sharing of promotion and market actions (marketing and commercialization) for tourism (MTur, 2013; Feger & Etges, 2012). Government policies and tourism plans have become objects of study by various researchers and analysts, such as Beni (2006), who recognizes the coherence of guidelines and institutional structuring for the planning of regional tourism space.

Beni (2006), however, identifies difficulties in understanding, adapting to the situation and implementing the proposals for the regionalization of tourism by the authorities. The difference in the realities of the municipalities and regions also challenged the articulation of the segments, even though the economic, social, cultural and environmental particularities of tourist territories were recognized (MTur, 2013).

This context implied reformulations of the guidelines of the Tourism Regionalization Program, whose reissue in 2007 was based on the model of inducing tourist destinations, highlighting 65 municipalities (among which the 27 capitals). The justification for the definition criteria was the competitiveness study, which identified the main Brazilian destinations that, in addition to their tourist differentials, lead the planning and management of tourism in their regions.

According to the Ministry of Tourism (MTur, 2007), considering the International Marketing Plan - Aquarela Plan and other studies and research on federal government investments, in addition to the analysis of the potential and infrastructure of municipalities, 65 destinations inducing to from these itineraries, which would have the role of inducing tourist development in their regions. (...) Without intending to go deeper into the subject, it is important to consider that the criteria for defining the 65 inducing destinations were not clearly exposed by the MTur, having been the subject of questioning.

In order to measure and monitor the competitiveness of these inducing destinations, the MTur, in partnership with FGV and Sebrae Nacional, developed the methodology for the Tourism Competitiveness Index (Sette & Tomazzoni, 2016, pp. 300–301). The analysis of the experiences and municipalization of tourism, by the NTMP, and the regionalization of tourism, by the TRP, shows that both programs were not successful in managing the complexity of the dialectical relationship between municipalization and decentralization.

In this sense, the process of formulating the national tourism policy, despite the difficulties and obstacles, has become more dynamic. The National Tourism Plans, 2007-2010, 2013-2016 and the current one, 2018-2022, maintained the perspective of decentralization based on the strengthening of tourist regionalization. The guidelines and structuring principles of the 2007-2010 NTP were emphasized by the General Tourism Law, created in 2008, and whose 48

articles support the decentralization and regionalization of tourism (Machado & Tomazzoni, 2011).

The concept of regionalization faces an administrative limitation with regard to the Brazilian federative structure. This is because, in principle, it is possible that tourist regions, defined based on the zonal characteristic of flows, may extrapolate the administrative limits of Brazilian states. In border areas, this issue tends to be more evident, as identified in the study by Feger (2010). However, despite these limitations, the regionalization policy was designed to be carried out in line with the Brazilian federative model, in which state governments assumed a strategic role in the delimitation of regions and in fostering actors in each region for planning and promotion of destinations.

Also in this sense, the Brazilian states established their tourism development policies, incorporating the regions, defining them as strategic elements. The observation of the state plans of the southern Brazilian states, however, indicates that there was no definition of the construction of complementary databases that would translate the regional realities, with some exceptions of studies that bring indicators on the offer of non-hotel accommodation, as if see in Rio Grande do Sul (Zuanazzi, 2016).

In general, the plans are structured based on indicators similar to those considered by the Ministry of Tourism, which considers developments linked to hotel accommodation as centralizers of the tourist economy, in addition to taking actors linked to this sector as strategic in the planning process (Abrahão & Tomazzoni, 2018), without considering that, in several municipalities, there are other actors that are also relevant to the tourist dynamics, such as the case of second residence, or second-home tourism.

Namely, in 2013, the Tourism Regionalization Program was reformulated, also reflecting the updating of the guiding documents and the need to strengthen the role of interlocutors in the different spheres of power. In 2015, the Ministry of Tourism adopted the methodology of Categorization of Municipalities of Tourism Regions, established by Ordinance No. 144, of August 27, 2015, whose instrument aims to identify the performance of the sector's economy, in the municipalities listed in the Brazilian Tourism Map.

The methodology designed to meet the categorization consists of five objective variables, directly related to the economy of tourism, which

are: Number of Accommodation Establishments; Number of Jobs in Hosting Establishments; Estimated Visitors Quantity Household; Estimated Number of International Visitors; Collection of Federal Taxes for Accommodation Means (MTur, 2020).

The grouping takes place in five categories, from A to E, currently, the 2,694, which appear in the Brazilian Tourism Map, are categorized as follows: A) 124 municipalities; B) 257 municipalities; C) 476 municipalities; D) 1522 municipalities; E) 377 municipalities. The state of Rio Grande do Sul is divided into 27 tourist regions, comprising 345 municipalities, in the following categories, respectively: A) 02 municipalities; B) 22 municipalities; C) 40 municipalities; D) 198 municipalities; E) 83 municipalities (MTur, 2020).

The Ministry of Tourism confirms the dynamism of the activity's policy: "the categorization is a dynamic process, just as the Brazilian Tourism Map should be periodically updated and improved" (MTur, 2019). However, it is possible to observe the persistence of the perspective of non-perception of second home destinations as dynamizing elements of the tourist economy and of the practical implementation of public policy guidelines.

The problematization defined in this article allows us to take as a hypothesis that the fact that the process of defining policies, as well as planning, tends to be considerably harmed, by not defining as a strategic line the construction of a database referring to the second residences, the measurement of their flows, as well as the inclusion of actors linked to this phenomenon, in the process of defining actions for the development of tourism.

In 2019, the Ministry of Tourism, together with Sebrae and Embratur, created the Tourism Invest Program, with the objective of promoting the convergence of actions and investments to accelerate development, generate jobs and increase the quality and competitiveness of 30 Tourist Routes Brazil's Strategies (MTur, 2019).

The Tourism Invest Program will also produce general guidelines that are added to these actions to definitively change the way tourism in Brazil is positioned for Brazilians and for the world. As a result, the tourism sector will gain: a National Investment Attraction Plan; an Integrated Image Positioning Plan for Brazil; Guidelines for the Development of Smart Tourist Destinations, with indicators for sustainable business; a Smart

Tourism Map and market intelligence studies and research (MTur, 2019, p. 11).

The Tourism Invest Program operates based on four strategic axes, namely: strengthening governance; improvement of tourist services and attractions; attracting investments and supporting access to financial services; and tourism marketing and marketing support (MTur, 2019, p.16).

As noted in this brief overview of the scenario of public policies in tourism, it is observed that the inclusion of the topic of intelligence in tourism is recent, however, it is relevant for studies such as those proposed in this chapter.

3. Management and Intelligence In Tourist Destinations

Cities in various parts of the world have adapted to new realities to meet the demands of different lifestyles and consumption that emerged with the advances in technology and internet 2.0. Millions of people cross the globe finding a new generation of structured products and services based on new technological socioeconomic models that drive new innovative businesses that reorganize tourism on a daily basis, such as the so-called "collaborative economy", which transformed traditional ways of staying , getting around, eating, drinking and having fun in more flexible and less centralized formats (Sousa Lobo, 2020).

The internet also sets a precedent with its wide and immoderate visibility. The virtual space encourages and attracts many users on a daily basis to new ways of relating, discussing, exchanging information and opinions, influencing the perception of consumers and values of tourism products and services (Oliveira, Baldam, Costa, & Pelissari, 2020). From these new dynamics, competitiveness between destinations has never been so intense, making it essential to think and design new paths for tourism.

Public managers and the private sector have appropriated the concept of intelligence, which has been applied to different sectors of the economy and areas of the social sciences. It corresponds to technological, social and economic development, through the use of information and communication technologies (ICT), as a resource for capturing and collecting data, using tools, instruments and technological devices, such as sensors, systems, software, Internet Of Things (IoT) and Big Data (Gretzel, Sigala, Xiang, & Koo, 2015); and it integrates, above all, local governance, investment in social capital and sustainable development

policies and actions (Caragliu, Bo, & Nijkamp, 2009).

More than the application of these technologies, the concept of intelligence implies interconnection, synchronization, integration and sharing, in real time, of data and information distribution sources (Gretzel et al., 2015). Despite the bias of privilege to corporate interests, intelligence in cities has the social function of providing quality of life to its residents and visitors, and developing the economic efficiency of services (Buhalis & Amaranggana, 2014).

To deal with different situations and problems, it is common for companies, organizations or institutions to use market intelligence or, as it is also known, competitiveness intelligence. The concept is also part of the logic of sharing, monitoring, surveying and analyzing data, in the search for efficient solutions, but it is applied to specific market situations, such as for competition, identification of consumption patterns, better understanding of the segment in which it operates. in the market, etc.

The transformation of data into relevant information supports decision-making and increases the probability that the decision will be more assertive, in addition to enabling favorable plans and strategies to be drawn up (MTur, 2018). Innovation and sustainability are key factors for smart actions and give rise to new terms and concepts, such as smart cities and smart tourism destination (García, Filho, & Júnior, 2016) and tourist regions smart (Harrison et al., 2010; Gretzel, 2018).

Caragliu, Bo and Nijkamp (2009) add that smart cities are those that invest in human and social capital, develop sustainable management of natural resources and encourage governance, in favor of the quality of life of their citizens. Smart tourist destinations (STDs) are the new tourism paradigm (Koo, Shin, Gretzel, Hunter, & Chung, 2016). STDs work from the same perspective as smart cities, applying the same components and making use of the same ICT infrastructure. However, stakeholders are included in the process of exchanges, sharing, interconnections and engagement in technological platforms, generating instantaneous data on tourist activities.

This integrated platform has multiple touch points that can be accessed through a variety of end-user devices, which will support the creation and facilitation of real-time tourism experiences and improve the effectiveness of managing tourism

resources across the destination, both at the micro and macro level (Buhalis & Amaranggana, 2014, p. 557, our translation).

STDs benefit tourists and residents alike. Tourists can have their experience improved when tourist trade organizations and services use real-time data, making it available to the visitor and integrated with other relevant data, derived from different sectors, sources and services, which can give substance to the whole. This information contributes to the decision-making of public and private managers, being transformed into experts. This information contributes to decision-making by public and private managers, being transformed into personalized and more enriching experiences (Gretzel et al., 2015).

The application of intelligence in tourism attributes a competitive value to the destination, since the competitiveness in destinations has been growing significantly with the greater amount of information. Thus, the importance of having integrated and substantial data for the creation of indicators for the management of destinations is observed, which only intelligent actions combined with ICTs can carry out (Santos & Inácio, 2018).

Intelligence provides resources for solutions in tourism destination management and contributes to advances in terms of innovation across the entire structure of the sector, which benefits stakeholders and the activity in general (Boes, Buhalis, & Inversini, 2016). This facilitates collective actions, which involve the interests of the entire production chain up to the end user, local residents and visitors. These interests must be based on sustainable and local development parameters (Gretzel et al., 2015). This process results in an experience, in general, more enriching for the tourist, in economic and social development and competitive advantage in the destination (Boes et al., 2016).

The Tourism Market Intelligence Network (TMIN) is an initiative structured around three of these concepts, "provided by the Strategic Plan for Tourism Marketing – Experiences in Brazil: 2014 – 2018 is an environment for analysis and permanent sharing of information and knowledge".

The description is presented in the document available on the MTur website. The main objective of the TMIN is "to generate a process of synergy and intelligence that allows the expansion of the professionalization of tourism marketing in Brazilian destinations (MTur, 2018, p. 03)".

The document presents objectives, principles, marketing strategies and responsibilities, according to meetings that take place at the national level, of interested individuals, cooperating in an organized way, which enabled the development of the base on which this network has carried out its activities.

For Meneghel and Tomazzoni (2012), communication plays an essential role in the economy. It is through it that productive and commercial relationships are built between the interested parties. Cooperation networks between actors with common interests are a market strategy to obtain results that are only possible through mutual collaboration, with the exchange of information, partnerships and dialogues (Bouças da Silva, Hoffmann, & Costa, 2020) .

The construction of knowledge and implemented actions will only be possible if there is cooperation between the actors involved in tourist destinations. A primordial part of a destination's intelligence depends on people, as they are the ones who run institutions, implement technologies and produce information. DTIs must create this environment of cooperation between these links, which is fundamental for sharing data, knowledge and innovation (Del Chiappa & Baggio, 2015).

Cruz and Gândara (2016) argue that the relevance of establishing indicators for managing and monitoring STDs lies in making notes on critical points and developing efficient strategies and plans for more assertive decision-making. Indicators are important resources that synthesize phenomena that are difficult to recognize and detect in reality, so that they are possible to measure, quantify and qualify. Through indicators, it is possible to analyze information and make smarter decisions. "To correctly use the indicators, you must: know what you want to evaluate; selecting the relevant information and synthesizing the information into a series of useful and meaningful measures for decision-makers" (Cruz & Gândara, 2016, p. 13).

Thus, the importance of the surveys of the National Tourism Competitiveness Index, which were developed on inducing destinations, in the period from 2008 to 2015 is attested. The index measured and monitored the competitiveness of 65 municipalities, an important achievement for a large country continental. The strategic information in the document contributes to analyzes of tourism activity and the execution of public policies.

Nevertheless, Bento Gonçalves was considered one of the 65 inducing destinations, in order to corroborate its importance, both for regional tourist development, and its tourist recognition at national and international level.

With these references of the index, the Municipal Tourism Plan of Bento Gonçalves 2015-2018 was prepared. Data were also collected from various entities, such as the Union of Hotels, Restaurants, Bars and Similar (UHRBS) in the Grape and Wine Region, Bento Convention Bureau (BCB), Parque de Eventos and Development Foundation of Bento Gonçalves (Fundaparque), which enabled the Municipal Tourism Secretariat of Bento Gonçalves (Semtur) to organize and plan the activity.

The Serra Gaúcha Tourism and Culture Observatory (Observatur) and the Rio Grande do Sul Tourism Observatory assisted managers and organizations, contributing with information through important research about the region (Meneghel & Tomazzoni, 2012).

According to the Bento Gonçalves Competitiveness Index report (2015), the destination stands out for its articulation between the public and the private sector "allied to the engagement of entities, it reflects on partnerships that enable the development of local tourism and the realization of projects for the benefit of of the community". The next section presents the methodological paths for collecting information and further analyzing it.

4. Methodology

The research is classified as exploratory, descriptive and explanatory, with the objective of analyzing the development of a tourist destination, through the availability, access and applications of tourist destination indicators, which constitute information for academic, organizational and management, according to the concept of tourism market intelligence. The method, which is qualitative in nature, is structured in three stages, the first is the theoretical review, the second, the collection of data about the destination, and the third consists of discussion and analytical correlation of the collected data.

In order to substantiate the importance of the indicators, the theoretical review presents, first, a brief overview of public policies for tourism in Brazil and concepts of management and intelligence in tourist destinations. In results and discussions, the investigated territorial cut is contextualized, the tourist destination of Bento Gonçalves, located in the Serra Gaúcha region, in the state of Rio Grande do Sul, identifying its articulation with the policies and actions of tourism organization at national levels. and state, as well as the analytical set inferred by the research.

Data collection was structured through an instrument, in the form of a questionnaire, with questions related to the elements of the dimensions of socioeconomic development and organizational management of tourism. The form brings together more than 70 closed questions, structured in ten axes, and which were answered by the team of the Municipal Tourism Secretariat (Semtur), represented by the secretary, the executive manager and two technicians in planning and events. Technicians from the Departments of Development and Agriculture (SMDA), Culture, and Environment also participated.

Several questions regarding cooperation and regional integration were answered with the

Table 1. Conceptual axes and categories of the destination analysis model

Conceptual axes	Analytical Categories
Economic data	Number of companies and jobs; Incentives and prospecting for new markets; MTur categorization.
Infrastructure, environment and essential services	Urban Mobility; Tourist signage; Tourist Information Points; Natural areas; leisure areas; Basic sanitation, supply and collection; Public cleaning; Vulnerability and Violence.
Configuration of tourism offer	Activities Characteristics of Tourism (Accommodation; Food; Transport; Agency and operator activities).
Performance and prioritization of the Tourism	Flow activity; Hospitality jobs, ISSQN, average salary.
Regional integration and governance	Regional/state/federal integration projects; regional membership organizations
Cultural-tourist production	Historical archives and records; Culture incentives; Projects, activities, actors and cultural spaces; Marketing of craft products and services.
Tourism planning	Governance bodies, class organizations and the public sector of Tourism; Planning instruments; Tourism life cycle.
Professional qualification	Courses supply and demand; Entourages and technical visits.
Disclosure Press office	Communication vehicles; Participation in promotional events; Travel review sites.
Calendar of events	Frequency; Coverage.

Source: Own elaboration (2021), based on Tomazzoni et al. (2010).

support of the managers of the Grape and Wine Region Tourism Association (Atuaserra) and complemented through the websites of the City Hall (Semtur) and the Business Union of Gastronomy and Hospitality Region Grape and Wine (SEGH). Data collection, therefore, also consisted of analyzing the content of these sites, in order to identify actions of organization, planning and good practices developed by the destination in recent years. Table 01 presents the conceptual axes of the research instrument and their respective analytical categories.

It is noteworthy that the first version of the survey instrument was developed and applied by Tomazzoni, Possami and Lovatel, in 2010. The application of the updated version made it possible to identify the scenario of changes in the destination over ten years, the time interval between the two surveys. The instrument was expanded and deepened, keeping, however, the essential aspects.

The collection was complemented with analyzes of the following documents: the National Tourism Competitiveness Index for the years 2011, 2013, 2014 and 2015; the publications of the 2018 and 2019 National Tourism Award, available on the MTur website and on the MTur Virtual Library belonging to the Market Intelligence Network in Tourism (RIMT); the municipal law of Bento Gonçalves of nº 6.023 of December 15, 2015; the Bento Gonçalves Tourism Plan 2015-2018; the Sedeactel agreement, no. 137/2018; and the MTur agreement No. 880005/2018.

The period of collection of the research instrument took place in 2020 and, due to the subsequent context of fighting the pandemic, the axis, Crisis Monitoring Actions and Covid-19, was added to the analysis, based on the rate categories lethality compared to national and state averages, expenditure and revenue indicators for confronting the crisis, and the use of situation monitoring tools. The analytical synthesis of the collected data is presented in the following section

5. Results and Discussion

It is important to contextualize the destination under analysis in the history of public policies. According to Flores (1993), Rio Grande do Sul was a pioneer in Brazil to create an official agency to promote tourism in 1954. The Rio Grande do Sul Tourism Secretariat (Setur-RS) was created in 1971 and in the Plan State of Tourism of the year 1976 has the oldest record on regionalization,

which already divided the state into tourist zones (Machado & Tomazzoni, 2011).

The historical path of organizing tourism in the state has gone through several scenarios, changes and challenges. Above all, it served as a reference for projects at the national level, such as the proposal for the regionalization of tourism, the constitution of governance bodies, inspired by the Regional Development Councils (Coredes), the State Forum, the Micro-regional Forums, among others. Part of the Setur-RS work team was integrated into the newly created MTur, in 2003 (Machado & Tomazzoni, 2011).

Regarding the categorization context, Rio Grande do Sul has two destinations classified in category A, Porto Alegre and Gramado. In the Geap and Wine Tourist Region, which comprises the territorial cut of this investigation, no municipality is classified in the mentioned category, Bento Gonçalves is classified in category B. The other municipalities in the region are categorized as follows: 03 municipalities include Category C, 19 municipalities to Category D, and 06 municipalities to Category E.

In the Tourism Invest Program, there are 12 municipalities covered, in Rio Grande do Sul, which form two Strategic Routes – Porto Alegre and Serra Gaúcha; and Porto Alegre and Missions. The Porto Alegre and Serra Gaúcha Strategic Route comprises the municipalities Gramado, Canela, Nova Petrópolis and São Francisco de Paula (Hortênsias Tourism Region), Bento Gonçalves, Caxias do Sul, Garibaldi (Grape and Wine Tourism Region), São José dos Ausentes, Jaquirana , Cambará do Sul (Campos de Cima da Serra Tourist Region). The Porto Alegre and Missões Strategic Route comprises the state capital (Porto Alegre Tourism Region) and the city of São Miguel das Missões (Missions Tourism Region) (Mtur, Embratur & Sebrae, 2019).

Bento Gonçalves, the "Brazilian Capital of Grape and Wine", is positioned as a priority in tourism development actions nationwide, as does Serra Gaúcha. In addition, in December 2018, through a survey carried out by the Rio Grande do Sul Tourism Observatory, Bento Gonçalves was considered the third destination in the state most offered by the main Brazilian tourist operators, behind only Gramado and Canela, belonging to the Tourist Region of Hydrangeas (Rio Grande do Sul Tourism Observatory, 2019).

Located less than 50 km from the regional airport of Caxias do Sul, the municipality was one of 65

inducing destinations according to the classification of the Competitiveness Index of the MTur. In the Brazilian Tourism Map it is classified in category B, but tourism managers in the municipality disagree with this categorization, as the MTur criteria are based on the hotel offer. The correct one for managers would be the classification in category A.

In 2010, according to the SHRBS of the Grape and Wine Region, there were 10 hotels and 19 inns in the city, totaling at the time, 1,080 housing units and 2,321 beds, corresponding to 62.6% of hotel occupancy in the high season months, and 44.68% in the other months.

In the current research data collection, an increase in the hotel offer in the destination was identified. At the end of 2019, there were 14 hotels, with 1,114 rooms and 2,692 beds, and 29 inns, with 383 rooms and 1,033 beds. The average occupancy rate of the hotel business, in the last four years, was between 45% and 50% per year. In fact, the quantity and quality were considered excellent by the respondent managers.

To illustrate this significant increase in the hotel network, the tax generated by the hotels reached R$ 322,000.00 in 2007, and, by September 2018, it had already reached R$ 1,397,900.91. in 2017, it was close to BRL 1,600,000.00.

In the 2010 survey, it was pointed out that the hotel sector generated about 2,000 formal jobs and another 1,000 informal ones, indicating a low average salary, and the normative minimum wage for this category was R$ 466.40 (U$ 80,00) in 2007. In 2019, the absolute numbers collected indicated that, in high season, there were 1,395 jobs classified as permanent and 538 as extras, and in low season the number of permanent ones was 1,386 jobs and 356 extras. The normative minimum wage for this category, by experience contract, was R$1,196.80 (U$ 220,00) in 2018, still understood as insufficient.

The offer of other services in the tourism production chain also increased in this period of time. In 2010, the destination offered 53 restaurants, four snack bars, eight cafes, 12 receptive agencies, nine night leisure establishments (discotheques, nightclubs and bars), 04 car rental agencies and three tourist service stations. In the current data collection, the offer increased to 485 gastronomic ventures, being 247 restaurants, 218 cafes and snack bars and 20 similar ones, 10 receptive agencies, 30 tourist guides, five night leisure establishments

(discotheques, nightclubs and bars), four lessors of vehicles and four tourist service stations.

The increase in the tourist offer, accompanied by the planning and organization of various actions, also reflected in a significant increase in the flow of visitors. In 2010, the average number was 500,000 a year. Since 2015, the growth of this rate has been exponential, of 7% per year, on average, registering, in 2018, the flow of 1.5 million visitors. Of these tourists, 45% are from the state of Rio Grande do Sul, and the remaining 55%, from other states, 16% from São Paulo. The low percentage of 5% of foreign tourists is noteworthy.

It is assumed that this statistic of foreigners, including Argentineans, may be due to their preference for other destinations, mainly sun and beach. But a potential demand for tourists can be understood by the Mercosur countries, other countries in South America, as well as other countries, with the city hosting major events, such as business fairs and congresses.

In 2010, it was found that the municipality carried out sector-specific strategic planning. On December 15, 2015, municipal law No. 6.023 was instituted, referring to the Municipal Tourism Plan of Bento Gonçalves, defining objectives, guidelines and goals in line with the National Tourism Plan, representing an important achievement in the context of local tourism development and regional.

In the 2015-2018 Municipal Tourism Plan of Bento Gonçalves, it is stated that the process of drafting the document had the participation of the Management Group, formed by partner entities, which work directly linked to the tourist activity and have planning and monitoring tasks. of the destination, under the management of the Municipal Tourism Secretariat (Semtur) and the Municipal Tourism Council (Comtur).

The scope of the Municipal Tourism Plan was defined in four years, with Comtur being responsible for updating it, and with an expected annual assessment involving trade actors, through planning workshops.

In the current data collection, it was found that the various entities representing the sector are active and hold monthly meetings, with good participation. Semtur and other private entities have qualified professionals, with training and experience in the area, and strategic planning actions are systematically monitored and updated.

It is noteworthy that the version of the Municipal Tourism Plan in force covers the period from 2015

to 2018. The tourist destination maintains the agreement No. 888005/2018, with the Union, through the MTur, for the purpose of its elaboration. The agreement was signed at the end of 2018, and the amount invested was R$ 150,000.00 (R$ 148,500.00 being transferred from the MTur budget, and R$ 1,500.00 in counterpart from the municipality).

It is important to mention that the bureaucratic slowness and the articulation of local governance instances for the elaboration of a guiding public policy document, such as the Municipal Tourism Plan, demands time, effort and dedication. Due to the complexity, it is not always possible to complete the process within the estimated time.

For the formulation of public policies, financial investments are necessary, which, in this case, were made possible through an agreement with the MTur. In this sense, another limiting factor for this action may be linked to the fact that Semtur's budget allocation, as also pointed out in 2010, continues to be insufficient, given the sector's necessary demands. The budget for tourism in 2019 was three million, corresponding to 0.5% of the percentage of the total budget of the municipality.

It is noteworthy that, in the last 20 years, local tourism has overcome several crises and has gradually expanded. In prospecting for new markets, entrepreneurs have intensified actions in the North and Northeast regions of Brazil and in Latin America. The dissemination and marketing strategies of the destination are carried out through advertising and brochures, in annual participations in events such as Abav, FIT-Buenos Aires, Gramado Tourism Festival, among others.

The destination maintains an exclusive page on the internet, dedicated to the information needed by tourists and visitors, as well as other social networks and an application. The destination is also publicized through actions by Atuaserra and the state government. In addition, in 2018, the agreement No. 137/2018 was signed through the Secretariat of Culture, Tourism, Sport and Leisure of Rio Grande do Sul (Sedactel) to support regional tourist activity to promote the destination and Serra Gaúcha in value of R$ 43,036.00 (R$ 36,577.00 being transferred by the state and R$ 6,461.00 in counterpart from the municipality).

In the last five years, the following events were created and launched: Calendar of Seasons of Events – Bento in Harvest, Sweet Easter, Autumn Portraits, Winter of Sensations, Spring Enchantments, Christmas Bento. And also important tools, such as tourist support application, Tourist License and Entrepreneur Portal. Other initiatives are exchange agreements and regional integration through local art, with Gemelágio projects with Italy and Ermanamientos with Argentina and Uruguay.

Also, in the last five years, the municipality has received delegations of public managers (authorities) and private entrepreneurs to research and learn about its achievements in tourism, from: Minas Gerais, Paraná, Mato Grosso do Sul, Italy, China and Portugal. About 30 tourism managers and entrepreneurs carried out refresher trips and technical missions to Portugal and Italy, and the tourism secretaries who worked at different periods for Semtur gave more than 50 lectures at the invitation of other states and municipalities.

This practice of visits by delegations from other locations to research and learn about achievements in the sector in Bento Gonçalves was also pointed out in the survey carried out in 2010, as an indicator of the development of tourist activity. In this sense, it is important to highlight good destination practices recognized nationwide. Namely, in 2013, the National Tourism Competitiveness Index, carried out in the 65 inducing destinations included the identification of practices adopted by destinations that had a direct and indirect connection with the tourist activity and that contributed to the development of the surveyed locations.

In 2013, 2014 and 2015, the aforementioned experiences were analyzed by technicians from the MTur, Sebrae Nacional and the Getulio Vargas Foundation. Among the technical evaluation criteria were considered the positive impacts, the relevance of the project and the possibility of application in other destinations, the innovative character and the recurrence with which the cases were mentioned during the field research of the Competitiveness Index (MTur , 2013).

In 2013, under the theme "Na Palma da Mão", the "Turismo Bento" project was one of the highlights. The application was developed and launched in March 2012 by Semtur, with the aim of offering simplified and free access to general and tourist information about the destination. The information was made available in categories, various tools, contained the tourist map of the destination and indicated the attractions closest to the user's location (MTur, 2013).

This tool is currently available, and the information needed to perform its installation is available on Semtur's promotional website (bento.tur.br/instalacao-aplicativo/). The various possibilities of information in the city can be easily accessed and help in the experience of the destination.

Another project, also started in 2012, which was highlighted in the theme "Entrepreneurial culture" of the same edition of the 2013 Competitiveness Index is called Cantina Bento. Its purpose is to qualify local artisans, promoting the culture of modern design techniques. The project was implemented by the Union of Furniture Industries of Bento Gonçalves (Sindmóveis), with support from Semtur and the Technical Assistance and Rural Extension Company (Emater) (MTur, 2013).

About this project specifically, no information was found about its current validity, however, in terms of qualification, the municipality has constantly met its demand for courses in the area. The themes of hotels, gastronomy, entrepreneurship and service were some of the items mentioned in the data collection as being offered in recent years.

In 2014 and 2015, the destination did not have any initiative mentioned by the publications of the National Tourism Competitiveness Index, whose latest version is from 2015. It is important to highlight that, after this period, the MTur stopped using the term "inducing destinations " in its documents that guide national policy, making use of new classifications, such as the priority routes of the Investe Turismo Program.

Also aiming to identify, recognize and reward outstanding tourism initiatives and professionals who have innovated or worked proactively in the area, MTur, in partnership with CNTur, created the National Tourism Award in 2018 (MTur, 2018).

The proposal is to hold the award annually, which is divided into categories and has judging committees made up of members from different entities and expertise (MTur, 2018). The publication of the results for the years 2018 and 2019 appears on the official website of the MTur and presents a summary of the first three places in each category. In the MTur Virtual Library, linked to RIMT, within the Experiences and Best Practices tab, it is possible to find the main projects submitted in full.

In the 2018 edition, 242 projects were registered, with Bento Gonçalves being awarded the 6th place in the category - Tourism Monitoring and Evaluation, with the "Visitors Data Registration Program for the Municipality of Bento Gonçalves". This project consists of automating the collection and recording of data from the city's visitors, implemented since 2016 and which is still in force, generating reliable data that are used as a subsidy for the planning of the municipal government for the tourist activity, in addition, also, to allow the monitoring of tourism performance in Tourist Service Centers (CATs) (Ministry of Tourism Virtual Library, 2018).

In 2019, 418 projects were submitted and the destination stood out in the category - Marketing and Marketing of Tourism, with the initiative "Volunteer Photographers of Tourism", which consists of publicizing the day-to-day of the destination, without the presence of commercial advertisements , through the social network Instagram, generating an image bank from a group of 22 amateur and professional photographers (Ministry of Tourism Virtual Library, 2019).

Another initiative highlighted in this same edition was the "International Congress of Municipal Tourism Councils of the Grape and Wine Region" in the category - Awareness, Qualification, Certification and Formalization in Tourism, submitted by Atuaserra. The event has been held since 2016, with annual editions and, in 2019, it became international. The initiative was created with the objective of meeting the qualification of municipal councilors in the area of tourism participating in the regional governance instance and has a partnership with higher education institutions, public and private (Virtual Library of the Ministry of Tourism, 2019a).

Although the fate of Bento Gonçalves did not win the first classifications of the National Tourism Award and led to the physical representation of the trophy, his actions, as well as others in the state of Rio Grande do Sul, and in the governance body of the Uva e Tourism Region do Vinho, which the destination is part of, demonstrate that over the years it has developed good local practices, which can be a reference in other tourist destinations.

It is verified, therefore, both in relation to this technological modality and in relation to the series of indicators gathered in this article, that the municipality of Bento Gonçalves has the potential to become an intelligent tourist destination and to be recognized with this competitive differential by the market.

Finally, in relation to measures to confront and overcome the impacts of the Covid-19 pandemic

crisis, the Municipal Tourism Secretariat presented, in July 2020, an action plan, with the implementation of security protocols for the resumption of tourism , whose fulfillment is through certification with the "Clean and Safe Environment" seal. Semtur monitored compliance with the protocols, inspecting the establishments, which already totaled 86 seals.

The team participated in meetings with representatives of unions, associations, companies in the area, to exchange experiences and knowledge. Another initiative, through the Bento Pro-Tourism Committee, in partnership with higher education institutions in the state and in the country, was the creation of the Tourist Observatory to Combat Covid-19, in the municipality. The initiative aims to monitor the evolution of cases and draw up a diagnosis of the impacts of the sector (Semtur, 2020).

 The study carried out, referring to March and June 2020, by the Observatory, shows that the containment measures used worked. With a sample of 136 establishments, only 1% of companies said they had visitors with symptoms or confirmed, and 1% also said they had a suspicious employee. When asked if there was contact by employees with infested or suspects, 3% answered affirmatively. In all of the above cases, the suspects and infected were referred for medical care at the UPA 24h (Semtur, 2020). As of August 2020, the Municipality of Bento Gonçalves, in partnership with the Tourism Observatory, launched the "Smart Tracking" platform aimed at commercial establishments in the municipality (Fecomércio-RS, 2020).

 In September 2020, Bento Gonçalves received the "Safe Travel" seal by the World Travel & Tourism Council (WTTC), which affirms the safety of tourist destinations according to the safety protocols recommended by the World Health Organization (WHO). The city was the sixth in the country, and the second in the Serra Gaúcha Region, to be recognized by the seal. The certification is an important document, as it can help the sector's recovery and guarantees international visibility. It is estimated that tourism had its flow reduced by about 80%, a loss to the economy that could reach R$ 150 million (U$ 30 million) (Semtur, 2020).

 In this scenario of new measures to restrict tourist flows and intensify health security, in the initial stage of normalization, the inflows of tourists from closer emitting centers predominate. Due to the procedures carried out, tourism managers in the

municipality of Bento Gonçalves demonstrate that they understand the changes in consumer habits, by adapting the image of the destination to the new market reality. These actions confirm the prospect of recovery in the performance of local tourism to 2019 levels. Table 2 presents the situation of each analytical category measured by the research analysis.

Of the 41 categories analyzed, which comprise the ten conceptual dimensions plus the dimension of coping with the pandemic, 32 categories are fully complied with, and nine are partially complied with, which translates into percentages of 78% of total compliance and 22% of partial compliance. The final indicator is that the destination under analysis presents significant advances in the management and development of tourism, based on the application of the research model.

Table 02. Analytical summary of results

Conceptual axes	Analytical Categories	Situation
Economic data	Budget for the tourism department	PC
	Number of companies and jobs	FC
	Prospecting for national markets	FC
	Prospecting for international markets	PC
	MTur Categorization	PC
Infrastructure, environment and essential services	Urban mobility	FC
	Tourist signage	FC
	Tourist information offices	FC
	Natural areas	FC
	Leisure areas	FC
	Basic sanitation, supply and collection	PC
	Public cleaning	FC
	Vulnerability and violence	FC
Configuration of tourist offer	Accommodation and food	FC
	Transport	FC
	Agencies and operators	FC
Activity performance and prioritization	Tourist flow and occupation	PC
	Hotel jobs	TC
	Average wage	PC
	Collection of municipal tax (ISSQN)	FC
Regional integration and governance	Integration projects (regional/state/national)	FC
	Role of membership organizations	FC
Cultural-tourist production	Historical archives and records	FC
	Culture incentives	FC
	Activities, actors and cultural spaces	FC
	Marketing of craft products and services	PC
Tourism planning	Instances class organizations and public sector	FC
	Planning instruments	FC
	Destination Life Cycle	FC
Professional qualification	Course supply and demand	PC
	Entourages and technical visits	FC
Disclosure	Press office	FC
	Communication networks	FC
	Participation in promotional fairs	FC
	Travel review sites	FC
Events	Calendar	TC
	Frequency	PC
	Coverage	FC
Crisis monitoring actions and Covid-19	Average lethality rate - BR / RS	FC
	City Monitoring Tools	FC
	Coping expenses and revenue indicators	FC

FT – Fully Complies; PC – Partially Complies.
***Source**: Own elaboration (2021).*

6. Final Considerations

This chapter fulfilled the objective of analyzing destination management and development, through the availability, access and application of tourist indicators, which constitute information for academic, organizational and managerial knowledge, according to the concept of market intelligence in tourism. It also fulfilled the specific objectives of identifying the potential for classifying the municipality as an intelligent tourist destination, and verifying prospects for overcoming the crisis and returning to normality after the Covid-19 pandemic.

To fulfill the objectives, the chosen municipality was Bento Gonçalves, verifying that it has remained in the regional leadership of tourism, as the second main destination in the Serra Gaúcha Region, for over ten years. In actions, or in regional integration projects, the municipality's participation is considered significant, due to its proactivity in the Serra Gaúcha Tourism Association (Atuaserra) and in the tourist organizations of Rio Grande do Sul. In decisions, in organizations or entities in regional terms, the power and influence of the municipality are crucial, as local managers are consulted for the main tourism initiatives in the state.

Also, as conclusions, there is that the municipality still faces challenges to improve its infrastructure and its tourism offer. However, the development of tourist activity in the region was expressive, if compared to the research results of Tomazzoni, Possamai, and Lovatel (2010). The destination has attracted demands, whose expenses drive the local economy, generating job and income opportunities for the population, as well as for the activity's external operators.

The growth in numbers in the tourism sector indicates that the city has invested, recognized itself and is seeking to become a reference tourist destination. The creation of a Municipal Tourism Plan is vital for the tourist planning and development of the destination, as well as the importance of guaranteeing its periodic updating, with content that guide actions and policies that allow the continuation of the results presented in this research. .

In this sense, it is essential that entities representing the sector remain engaged in the established networks and continue in the process of making new alliances. The set of indicators shows that Bento Gonçalves has the potential to be recognized as an intelligent tourist destination. In this sense, the Management Group stands out, which has worked in recent years assuming an important role in local governance for the development of tourism in the destination, through a network composed of heterogeneous institutions, which promote discussions, dialogues and debates under different points of view from a common goal: to increase the tourist performance of Bento Gonçalves. Added to this, we can mention initiatives to encourage entrepreneurship, such as the "Cultura Empreendedora" project and the creation of the "Portal Empreendedor" website.

Another factor is the insertion of technological tools and solutions, such as the development of an application for tourists, which contributes to enriching the tourist experience by providing access to information. Monitoring actions and reliable data collection in the tourism sector since 2016 are important to measure the performance of the destination and, thus, improve tourism management, through the development of strategies and intelligent decision-making, in the improvement of both services and in the promotion of public policies, as seen in the elaboration of the 2015-2018 Municipal Tourism Plan. It is noteworthy that the dissemination and promotion of the destination occurs on a permanent basis, both through events and publicity pieces, as well as through social networks, which has been important in the constitution of a tourist brand in the city.

The municipality has benefited from cooperative actions, integrated and shared with various actors of the public and private initiative, both at the local and regional levels, over the last ten years. The challenges to be overcome have intensified, given the current context of the uncertainties of the Covid-19 pandemic. However, fate has shown positive results in controlling the virus. The actions of monitoring and integration between the local tourist trade are highlighted in the face of economic difficulties in the sector and in the creation of intelligent measures and efficiencies based on destination indicators.

In summary, the use and monitoring of indicators, presented in this research, constitute an important instrument for identifying positive and negative aspects of the destination, in all its intelligent potential. In this sense, it reaffirms the importance of intelligence in tourism for the formulation of public policies aimed at the development of the sector.

For further research, it is important to advance in the application of the model in other destinations,

in order to carry out comparative analyses. Although the model is adequate and efficient, it can be updated according to the characteristics and realities of different application contexts. Also, it is suggested to broaden the discussion about analytical categories that identify non-compliance with actions by managers, based on other dimensional theoretical axes, contemplated by the very approach of intelligence in the tourism market.

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Management and market intelligence indicators based on the application of a tourism destination analysis model

Abstract

This study is contextualized in the guidelines of the Ministry of Tourism of Brazil, promoting integrated itineraries and regionalization of tourism. The objective of the research is to analyze the development of tourism destinations, through the availability, access and application of the destination tourist indicators, which is selected in information for academic, organizational and managerial knowledge, based on the concept of intelligence in tourism. The destination selected for the application is the municipality of Bento Gonçalves (Rio Grande do Sul), known as the Brazilian capital of grapes and wines, is one of the main tourist destinations in southern Brazil. In 2010, an academic research concerning the development in the municipality, showed positive points related to the general infrastructure, services and tourist equipment, as well as its importance in the regional and national tourism context. For the current research, the methodological design consists a theoretical review on the theme of management and smart tourism destinations, the tourist destination and region contextualization, and analytical correlations of collected data, using the expanded and updated instrument of the previous research, with questions open and closed, structured in ten conceptual axes. The methodology, of qualitative and quantitative nature, was complemented by document analysis. Evidence from the field research shows that the destination has evolved significantly in economic, governance and administrative intelligence terms, consolidating its regional position.

Keywords: *Tourism, Model, Indicators, Management, Destination*

Authors

Full Name	Author contribution roles	Contribution rate
Edegar Tomazzoni:	*Methodology, Validation, Investigation, Resources, Writing - Original Draft, Visualization, Supervision, Project administration,*	*40%*
Mariana Tomazin:	*Conceptualization, Validation, Formal analysis, Resources, Data Curation, Writing - Review & Editing,*	*35%*
Renata Oliveira:	*Conceptualization, Formal analysis, Investigation, Data Curation,*	*25%*