Special Isuue 1
"Public Policies of Tourism in Brazil"

Guest Editors
Thiago Duarte Pimentel
Bruno Martins Gomes
Vânia Lúcia Quadros

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Special Issue Gusest Editors

Thiago Duarte Pimentel

Prof., Universidade Federal de Juiz de Fora, Minas Gerais, Brazil, Email: thiago.pimentel@ufjf.edu.br,

Orcid Id: 0000-0003-1889-069X

Bruno Martins Gomes

Prof., Universidade Federal do Paraná (UFPR), Brasil, Email: E-mail: gomesbma@ufpr.br

Orcid Id: 0000-0003-2515-878X

Vânia Lúcia Quadros

Prof., Universidade do Estado do Pará, Belém, PA, Brasil, E-mail: vaniaquadros@ufpa.br,

Orcid Id: 0000-0002-4008-5243

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Introduction to the Special Issue:
Public Policies of Tourism in Brazil

Thiago Duarte Pimentel, Bruno Martins Gomes, Vânia Lúcia Quadros

How to write a history of public policy? Would there be *a* (universal) history of public policy? What themes, authors, regions, theoretical currents and epistemological foundations stood out over time? As Vandenberghe (2009, 2010) teaches us a story can be told in many ways: chronological, geographical, nationally ... or by the intellectual epigons and their theoretical schools or epistemological traditions, which they found, or to which they are linked.

(If there is not *a* universal story...) What is the best way to tell a story? Using all shapes together. Despite recognizing this, this introduction has a more modest objective: this is not a question of making a review – chronological, geographical, national, theoretical or epistemological – of the state of the art of research in public policies, not even of research in public policies in tourism, or even in a more limited way of research in public policies in tourism in Brazil. This is a task for another occasion and purpose. Nevertheless, we dare here to use "elements" of this *rationale* so useful and effectively carved, only as a heuristic and non-exhaustive procedure, to take advantage of some founding guidelines in the field and, this time, we can offer a minimally coherent and meaningful account that can be useful in the light of the why of this issue, of our impressions on which *"relevant" issues to the study in the area* (especially in tourism, but eventually for the study of public policies in general), and finally what we offer with this work, or saying in other words, to what extent it is believed that the product delivered here can contribute to advance a little in this agenda.

It is traditionally credited to Laswell (1950[1936[1]]) the merit of having addressed the issue of public policies (or the need to study government actions in a recent – modern – context – and (identifying a window of opportunity?) having put it on the agenda in due course at the beginning of the second half of the 20th century, just after the end of the World War II and the beginning of the Cold War period. This story is born and grows on American soil and makes a lot of sense there, whether we consider it as a "social technology" for the diffusion of the American ideology of "democracy+capitalism", in the crusade against socialism, to the rest of the world (Villanueva, 2010; De Leon, 2010), if we take "only" as a tool to improve efficiency in decision-making processes related to the issues of interface between public administration (technical rationality) and political systems (ways of legitimizing the distribution of power) (Villanueva, 2010).

However, even considering the historical cut[2] of the stipulated period (1950s onwards) by the founding landmark of Laswell's recognition, we could perhaps outline more than one geolocation, we could at least see how the theme evolves in the US and outside it, more specifically in Europe; or, if we wanted to include in this classification hierarchical

	Guest Editors
Thiago Duarte Pimentel:	*Prof., Universidade Federal de Juiz de Fora, Minas Gerais, Brazil, Email: thiago.pimentel@ufjf.edu.br,* *Orcid Id: 0000-0003-1889-069X*
Bruno Martins Gomes:	*Prof., Universidade Federal do Paraná (UFPR), Brazil, Email: E-mail: gomesbma@ufpr.br* *Orcid Id: 0000-0003-2515-878X*
Vânia Lúcia Quadros:	*Prof., Universidade do Estado do Pará, Belém, PA, Brazil, E-mail: vaniaquadros@ufpa.br,* *Orcid Id: 0000-0002-4008-5243*

[1]*As a way of dating the "beginning" of studies in the area, Celina Souza, for example, resumes the original publication Harold Laswell, see Laswell, H. (1936). Who Gets What, When, How. [Ed. from, reprinted] MacGrow-Hill Book Company, Inc. On the other hand, perhaps more consensual, or at least numerically more frequent, is to consider the beginning of the "field" of studies on the subject from the 1950s with the publication by Lerner, Daniel & Laswell, Harold D. (eds.) (1951). The Policy Sciences. Stanford, Stanford University Press.*

[2]*See Aristotle (2006), on forms of government, and more recently Hassenteufel (2021) on the traditions of analysis of recent forms of government, middle age.*

asymmetries in relation to the State(s) at the world level, why not insert the countries of the "third world"?

Although it is possible to specify different variables – chronological, geographical, national, theoretical or epistemological – for metatheoretical analysis of the theme of public policies, such elements usually "walk together", in such a way that it is possible, in a first approximation (which is enough for us at this time), to identify the overlap (clusterization) of these layers, sketching, in generic dashes, 3 large Western currents[3]: *public policy schools in the USA, the political sociology of public action in France and analytical pluralism in Latin America.*

In the USA, the birthplace of the discussion on the subject, it is possible to identify 3 major approaches on public policies: the model of decision-making stages (public policy cycle) originally proposed by Laswell; the studies of organizational decisions from the perspective of limited rationality and the satisfactory choices of Herbert Simon; the incrementalist model, by Charles Lindblom; and the mixed model (Mixing Scanner) by Amitai Etzionni; each with its respective unfolding and continuing.

Harold Laswell's public policy cycle model had the dual merit of identifying a set of reasonably stable existing operations in the decision-making and action process related to state public affairs, as well as integrating them into an analytical logical sequence, which in addition to making the process intelligible, clearly demonstrating its form of event, it also clearly specified what would occur in each phase, its intrinsic elements, and which blind spots related to them (Laswell, 1950[1936]). Harold Lasswell introduces the expression policy analysis and contributed to the structuring of this field as an applied social science (Araújo & Rodrigues, 2017).

Among these successors, certainly the most prominent works are those of John Kingdom (1984), who is dedicated to the deepening of the process of agenda formation and the conversion of untreated issues by the State into themes that are incorporated into it, through its coating with the legitimacy[4] layer of a subject of public interest[5]; Paul Sabatier (1988), who advances in the

interactive process of actors around a public policy, in its different phases, and Ramesh & Howllet (2003), who devote attention to the different flows that occur in parallel in a way related to a policy.

If the models of analysis of American sociological and economic inspiration prioritize the analysis of public policies from a more descriptive, pragmatic and essentially positivist orientation, a vision, the current of public policy analysis developed in France, from the 1980s, on the contrary, revolves around what was called *political sociology of public action* (PSPA) (Oliveira & Hassenteufel, 2021).

This perspective is characterized by some important displacements and continuities, which mark its uniqueness. As displacements we can mention the rescue of a historicist approach that operates in the sense of privileginating the construction of the context of study and public policy, the use of a sociological approach inspired by the French tradition itself, which highlights the role of actors and their interactive processes in the constitution, reproduction and alteration of the field in which politics is included as an object of study, stands out, in addition to a theoretical link – as a model of analysis – in what could be traced as a French tradition of sociology of organizations, derived from the works of Michel Crozier and Erhard Friedberg (Oliveira & Hassenteufel, 2021).

On the other hand, just as the sociology of French-based organizations itself made an interesting dialogue with post-war American sociology (Pimentel, 2014)[6], PSPA also conducts a fertile dialogue regarding its concern with the use of an "institutional" framework, through the privileged focus of the instruments and techniques of putting into practice a policy, but within a more culturalist reading, which would allow its possible framing and classification within the *new institutional theory*, a French institutional theory (Oliveira & Hassenteufel, 2021).

What about Latin America? Despite being universally disseminated, circulated and consumed, theories from developed countries, whether from Europe or North America, usually have little to say for countries beyond which they were created (Vandenberghe, 2009). Its premises, theses and proposals for problem solving, in

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[3]*This is because we lack hands and feet, for now, for a possible inclusion of the study of public policies in Asia (e.g. in Russia, China, India, and in Japan, among others, or on the African continent), which, of course, would be extremely rich and enlightening in terms of new theoretical, analytical and operational approaches. In this regard, see. for example, the work of Klugman (1997) and Gustafsson, Shi & Terry (2008).*

[4]*The theme of legitimacy is dealt with in a particularly interesting way in Villanueva (2010).*

[5]*In this process, it is important to highlight the role of the media in the formation of the agenda (Mangialavori, 2014; Brazil & Chapella, 2015).*

[6]*With the exchange of young researchers, for doctoral or postdoctoral studies in the USA in the 1950s, among which stands out the work itself of Crozier, founder of this chain (Oliveira & Hassenteufel, 2021).*

general, focus on the specific reality[7] in which they are located, and it is necessary to adapt them so that they can make sense in such a different context. In addition to the internal diversity itself, inherent in Latin America, and assuming here only a cleavage between central (or developed) and peripheral (or underdeveloped) countries, it could be said that in this context there is a plurality and diversity of approaches and analytical, certainly with variations according to the propositions of influence whether regional are theoretical (e.g. while in Mexico there seems to be a greater influence of American and American approaches, with regard to the social sciences in general, in Brazil, on the contrary, there is the marked trait of French influence).

> *"For the validity of its intellectual exercise, the research program of sciences or policy analysis does not need to be unilaterally committed to some specific conceptual and evaluative preference over the state or government action. It is enough for the full citizenship claim of the legality and efficiency of government officials in compliance with their constitutional functions. The most specific evaluative coloration is all under the responsibility of the investigator, under the impulse of the controversies and political positions of governors and citizens" (Aguilar-Villanueva, 2007d [1993]: 9).*

The value of the need to study public policies in this context has to do, above all, with their usefulness (necessity) in "a state that [...] is nevertheless in the process of being fully legal, fiscal, administratively efficient and accountable" (p.5)

> *"The affection and concern for legality, fiscal care, administrative efficiency, public service, political consensus, obeys the effort to develop in our medium the systematic study of public policies: its analysis, design, implementation, evaluation. Especially now, in the time of state reform." (Aguilar-Villanueva, 2007d [1993]: 5).*

Why this summary? The synthesis picture above reveals, instead of a so-called uniformity and cohesion with regard to the object of study of public policies, the diversity of epistemological, theoretical, methodological, approach and their selective adaptability in relation to the contexts (of origin and application) in which they are used.

In the context of this framework, it is possible to raise, despite all the effort and progress already made in seven decades of studies on the subject, possible limitations and interesting problems to be solved, with regard to the current framework of

studies, for example: a) that operations/epistemic displacements, theoretical and analytical could be made in order to promote a possible more integrative approach of the contributions of each approach? b) how can the diversity of actors and processes in their practical application in the real world be better tracked and described and thus assist, in a retrofeeder way, in more effective forms of application and with higher success rates?

All these issues, in addition to promoting timely reflections on the state of the art, represent opportunities to explore, theoretically and empirically. On the one hand, there are decals in the transfer of intellectual capital from one field to another, from which it is assumed that in tourism, still possible knowledge, models and approaches derived from public policies and already traditionally used there can still be underexplored in this specific field. On the other hand, it is possible to verify that in the academic field of tourism in Brazil, significant advances have been made in recent years. This issue is an example of this.

The fields of Public Policy and Tourism are young in the world of social sciences. The birth of both dates back to the end of the 19th century, and developed mainly from the mid-20th century, a period in which records of studies on public tourism policies are also found. For example, in 1942, Walter Hunziker and Kurt Krapf published *the book Grundriss der Allgemeinen Fremdenverkehrslehre (Treatise* on a general theory of tourism). In this work the authors dedicated chapter 8 to the theme "Politics and Tourism" which, in a context of World War II, deals with topics such as tourism and peace, tourism and political decision-making and tourism as a political instrument (Panosso, 2010). Also, in 1955 the Greek scientific journal SPOUDAI *Journal of Economics and Business* published an edition on tourism in Greece, which contained articles focusing on public tourism policy, such as the articles "National Tourism Policy", written by Dimitrios Papaefstratiou, and "Tourism Economics and Tourism Policy", authored by Nikolaos Fokas (SPOUDAI, 2021).

Since then, investigations into public tourism policies have expanded. Assuming possible failures in the results (such as repeated articles or outside

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[7]*Now, and Brazil. Good, Brazil, as Nelson Rodrigues said, is not for beginners. [...] but what I do know is that a good part of these theories that I presented to you do not apply. They are theories out of place and it is actually a bit like postcolonial literature. It has an image import and then a collage, an application that does not work.... like this child who was reading English novels and who wrote a poem is snowing in the cane field... it is a bit of a situation. (53'- 54') [...] the Habermas, colonization of the world of life by systems, economic systems and political systems. Just look at this where of endless scandals, to see that the problem of Brazil is exactly the world of life, the patrimonialism that is entered into the political system and that is precisely the problem, the tragedy of Brazil. [...]. (Vandenberg, 2009, s/p).*

the desired scope), when searching in Google Scholar, in 2021, for articles in Portuguese and Spanish that contain in its title "tourism" and "public policies", approximately 540 results are found (Google Scholar, 2021b). And in English are available around 2,440 articles that have in the title "tourism" and "policy" (Google Scholar, 2021a). Refining the research by the same terms in English in Scopus, a little more than 1,000 articles are found and 90% of them originate from the areas of Social Sciences, Administration and Accounting, Environmental Sciences, Economics, Earth Sciences and Arts and Humanities (Scopus, 2021, 2021a).

Therefore, the investigation of public tourism policies was not limited to the theories developed in these two fields of knowledge. Researchers of sociology, geography, administration, urbanism, anthropology and psychology, among others, have dedicated themselves to the investigation of public tourism policies bringing theoretical contributions, but sometimes neglected, the theoretical body already existing in the areas of tourism and public policies.

In this context, this issue seeks to bring the parties closer, that is, to analyze public policies of tourism using the relevant contributions of the various areas, but having as a guide the knowledge produced in the areas of tourism and public policies.

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Ethical challenges of public tourism policies in the face of the exacerbated crisis by the SARS-CoV-2 pandemic

Marutschka Martini Moesch, João Paulo Faria Tasso*

ABSTRACT

Keywords:
Public Policies in Tourism,
Ethics,
Covid 19,
Tourism Resumption.

The theme of this article focuses on the various (and contradictory) measures to deal with the disastrous consequences of the Covid-19 pandemic, that is, on the one hand, by encouraging the immediate resumption of Tourism leveraged by the current administration of the Federal Government of Brazil (such as a strategy to fight the economic crisis) and by protest actions by representatives of the productive sector of Tourism and, on the other hand, by popular demonstrations by residents of Brazilian tourist destinations, against such a resumption of the activity. So, the central question seems to be: how should national public policies be structured in order to mitigate the appalling negative impacts of the pandemic on the Brazilian economy (especially regarding unemployment and lack of income), without disregarding the fundamental commitment to health security of populations in tourist destinations, in view of the increase in the situation of disseminated contamination? The objective of the research is to analyze the contradictions that have been established between national public policies for the resumption of Tourism (in the fight against the economic crisis resulting from the Covid-19 pandemic) and the growing insecurity of populations in Brazilian tourist destinations in view of the expansion of the situation. of contamination. The theoretical foundation is based on: theories of the sociology of absences and emergencies, by Boaventura dos Santos; Hannah Arendt (2010) about the rise of the social sphere that undermined the original distinction between public and private, with action (praxis) being one of the fundamental human conditions. The theoretical-methodological path taken in the development of the essay is the multiple case study through the analysis of experiences, and the triangulation of speeches through analytical categories. The discussions that open from there permeate conceptual debates on an ethical foundation of public policies, to mitigate the effects of structural crises, and the current impact of the pandemic that devastates the world scenario. And if these are in the field of mitigation or irresponsible promotion, under the commitment to save jobs, opposing ethical attitudes in the exercise of imposing violence of legal authority, and the principles of public discussion on "mutual commitment and common deliberation".

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"Fear blinds (...) these are the right words, we were already blind when we were blind, fear has blinded us, fear will make us remain blind"
(José Saramago, Essays on Blindness)

1. Introduction

<u>What are we doing</u>? This is the central theme of this article, which focuses on the analysis of the various (and contradictory) measures to deal with the disastrous consequences of the Covid-19 pandemic. On the one hand, initiatives based on encouraging the immediate resumption of Tourism have been recognized, leveraged by the current administration of the Federal Government of Brazil (as a strategy to combat the worsening of the economic crisis) and by protest actions by representatives of the productive sector of the Tourism. On the other hand, popular demonstrations by residents of Brazilian tourist destinations, contrary to the adopted "necropolitics[1]".

The discussions that initiate from there permeate some conceptual debates on an ethical foundation for public policies to mitigate the effects of structural crises, and the current impact of the pandemic that devastates the world scenario.

Corresponding Author   *Research paper*

Marutschka Moesch: *Prof. Dr. , University of Brasília (UnB), Brasília-DF, Brazil, Email: marumoesch@gmail.com,*
Orcid Id: 0000-0002-7029-5495

João Paulo Faria Tasso: *Prof. Dr. University of Brasília (UnB), Brasília-DF, Brazil, Email: jpfariatasso@gmail.com,*
Orcid Id: 0000-0002-1171-6413

[1] *"(...) necropolitics refers to a logic of security exceptionality assumed by a (neo)liberal-(neo)colonial sovereignty that instrumentalizes human existence enabling the destruction of bodies and subjects considered superfluous, this character of superfluous being something that, to a large extent, is accompanied by a discourse that does not allow a fictionalized or phantasmatic notion of the enemy to be built" (Mendiola, 2017, p. 233).*

The uncontrolled advance of the SARS-CoV-2 pandemic around the world has been showing alarming rates in the economic and social contexts. In Latin America, the entirely disjointed responses of governments, throughout the years 2020 and 2021, have resulted in the loss of an extremely high number of lives, highlighting the need for a common body. In the region, where 8.5% of the world's population live and where about a third of the deaths of the pandemic were registered (Brazil and Mexico are global epicenters), the result was extremely devastating: more than one million deaths, 44% in the Brazil and 22% in Mexico. On the other hand, until the beginning of March, the region represented only 03% of the total doses of vaccines against Covid-19 applied in the world, according to Carissa Etienne, Director of the Pan American Health Organization (PAHO) (Carta Maior, 2021).

More specifically in the case of Brazil, the recent report presented by the Central Bank, in February 2021, emphasized that, according to the Central Bank Activity Index (IBC-Br), the Brazilian economic activity closed the year 2020 with a retraction of 4 .05% compared to 2019 (Terra, 2021). The registered unemployment rates were the historical highs: 14.7% in the 1st quarter of 2021; 14.8 million unemployed, of which 2.4 million were added in just one year (IBGE, 2021).

In this context, the World Bank reiterated the need to extend social assistance programs to the most vulnerable, as 50% of workers live in informality in Latin America (OCDE, 2020). There is talk of "socializing the damage" among governments, banks and companies caused by the SARS-CoV-2 pandemic.

With the global dissemination of coronavirus, tourism was certainly one of the most affected sectors. In a March 2021 article, The Economist (2021) predicted that business hotels will decline by at least 50% of congresses and work meetings that will likely never go back to the way they were if they can be held remotely (online). Business Tourism will practically disappear. Entertainment Tourism is expected to return in the second half of 2021, especially in countries that already have vaccination of at least 70% of the population, always accompanied by a lot of operating technology (from purchase, operation, until to experience itself). More than ever, people will appreciate and demand a visit to nature, but with technological solutions. More remote locations, authentic experiences, supported with 24/7 digital assistance.

In Brazil, government measures (federal, state and municipal) - many of them late - had to be taken to try to contain the increase in the number of cases and deaths, such as restrictions on movement (lockdown) and closing of public and private visitation spaces.

The asymmetries in the field of work in Tourism become more visible in the face of the pandemic. Hotels with very low occupancy, closed restaurants and bars, canceled events, as well as tourist attractions and parks, leave new unemployed in their wake. According to the National Civil Aviation Agency (ANAC), since April 2020, the number of flight operations has been reduced by 91.6%. The number of cities served by Brazilian airlines decreased from 106 to 46, while the number of weekly flights declined from 14,781 to 1,241 (Flapper, 2021). After all, Tourism is a human phenomenon of large regional and global flows, which requires encounters, approaches, reception between different ones, and data from the air transport sector show a great impact on these flows.

Still, even with alarming rates - more than 17.4 million infected (until June 12, 2021), according to the Special Epidemiological Bulletin of the Health Surveillance Secretariat, of the Ministry of Health, and 486 thousand deaths (Datasus, 2021), maintaining an average of 2 thousand cases per day – even with this epidemiological picture, it has not been difficult to recognize leisure and visitation practices, in the midst of agglomerated groups of people, being developed normally in different parts of Brazil. Long holidays, festive dates and school and professional vacations have shown countless examples of disrespect for sanitary measures, such as crowded beaches (Ipanema-RJ, Capão da Canoa-RS, Garopaba-SC, Pipa-RN), parties and nightclub openings (Barra de São Miguel-AL, Itacaré-BA, Anchieta-ES, Balneário Camboriú-SC), among others (G1, 2020a).

If it is unquestionable that it is not known how all this will develop and, specially, how long it will take to finish, it is understood that public policies need to be able to anticipate, in everything possible, in order to contain the social crisis that, no one doubts, will continue on the world scenario. State intervention is inevitable and providential at this critical moment. Even the most liberal economies have already converted and are clamoring for intervention, above all to save companies. But this intervention has to serve a clear strategy: to support employment and

guarantee the base of support to those who need it most in this disastrous period of the pandemic.

Crisis only ceases to be destructive if it turns into a new opportunity for those most affected by it. And, for this, it is necessary that the themes and priorities aimed at mitigating the crisis are redefined, in order to enable forms of reinvention for workers and tourism businessmen.

It is important to remember that the current pandemic is not a crisis situation that is clearly opposed to the normal situation. Why? Since 1980, the world has been in a state of permanent crisis. Crisis, by its nature, is exceptional and temporary, and it provides an opportunity to overcome oneself and lead to a better situation.

The viral outbreak pulverizes this common being and evaporates security overnight. The pandemic is not blind and has privileged objectives, but it still creates an awareness of planetary communion, in a somewhat democratic way. The literal meaning of the SARS-CoV-2 coronavirus pandemic is the widespread chaotic fear, and borderless death caused by the invisible enemy, weakening the human condition of defending life, as not even the artificial world of things built by work is guaranteeing the fullness of life. Active life consists of things produced by human activities conditioning human existence.

So, the central question seems to be: how should national public policies be structured, in order to mitigate the amazing negative impacts of the pandemic on the Brazilian economy (especially regarding unemployment and lack of income), without disregarding the fundamental commitment to safety health of populations in tourist destinations, given the increase in the situation of disseminated contamination? What are we doing as a society?

In this sense, this article sought to:

> **a)** demonstrate the role of public policies in the sphere of confronting the crises that have ravaged the world since the 1980s. Reason for bringing to the dialogue Hannah Arendt (2010) about the rise of the social sphere that undermined the original distinction between public and private, as one of the fundamental human conditions is action (praxis), which occurs only in the presence of other human beings, therefore in the public sphere, at a time controlled by the State. Sociological theories that indicate, as a point of discussion, how much public policy (in moments of social and economic crisis) incorporates the authority of a new political body, without resorting to an authoritarian absolute to solve social control in the expansion of the

Covid-19 in tourist destinations, and point to the reductionist conception of what Tourism is, as one of the causes of the vulnerability suffered by tourist communities and the increase in the impacts of the health crisis on their futures.
b) address the necessary reincorporation of ethical bases to public tourism policies, aimed at mitigating the consequences of the Covid-19 pandemic. To explore the field of ethics, classical and contemporary authors were taken as reference, from a conception basis in Aristotle (1991) (for a study on moral values and human behavior, following a teleological order aimed at greater purposes beyond material accumulation), through Spinoza (2009) (reaffirmed the nature of affection as an ethical necessity of the very nature of man), Weber (2006) (ethics and the spirit of capitalism), and modern thinkers such as Boff (2003) (coherence, prudence and ethical values), Bauman (2013) (postmodern ethics), among others.
c) present the theoretical methodological path taken in the development of the essay, such as the multiple case study and the triangulation of discourses. Qualitative research has an exploratory character on some object, deals with subjective aspects and reaches non-explicit or even unconscious motivations. These characteristics are also related to the object of study of the present work, constituting the most appropriate approach.
d) analyze the contradictions between data (official), manifestations (popular) and actions (governmental), evidenced in the period of deep socioeconomic crisis and sanitary insecurity, caused by the development of the pandemic. Describe the main actions of the Ministry of Tourism in the face of the Covid-19 pandemic crisis, recognizing whether they are in the field of mitigating the devastating effects or the irresponsible promotion of the resumption of Tourism (under the commitment to save jobs), opposing ethical attitudes in the exercise of imposing violence of legal authority, and the principles of public discussion on "mutual commitment and common deliberation", in light of the theoretical foundation of the sociology of absences and emergencies, by Boaventura dos Santos (2020).

2. The role of public policies in dealing with crises

The role of public policies in the sphere of confronting the crises that have plagued the world since the 1980s becomes more preponderant, given the global health crisis arising from the pandemic caused by the SARS-CoV-2 virus. The exceptionality experienced by society in the years 2019-2021 brings out extraordinary powers to executive authorities, to the detriment of legislative ones, and has an underlying idea of necessity. The so-called "emergency powers" by the legal field:

> *The powers of emergence are the tools used by public authorities to deal with temporary situations. They empower*

competencies and certain authorities to adopt exceptional measures and presuppose the idea that, in order to preserve public safety, swift and categorical decisions must be taken. Thus, rights and guarantees can be restricted, in order to guarantee the necessary efficiency to deal with the crisis situation, and then restore the previous conditions of operation of the constitutional system." (Barreto, 2020, sp.)

The reason for bringing to this dialogue Hannah Arendt (2010), about the rise of the social sphere that undermined the original distinction between public and private, with action (praxis) being one of the fundamental human conditions, which occurs only in the presence of other human beings, therefore, in the public sphere, now controlled by the State. Social sphere that indicates, as a point of discussion, how much public policy in moments of social and economic crisis embodies the authority of a new political body, without necessarily resorting to an authoritarian absolute. Solving the problem of social control in the expansion of the Covid-19 pandemic in tourist destinations has been a challenge for public authorities.

> *(...) politics is the science and the awareness of the actions of governments established by representations of public subjects. In this way, there is no way to link politics to the development of a people, of a polis, without placing oneself in politics, worked as a representation at the service of the formulation and establishment of common goods. (Alves, 2013, p.41)*

With the pandemic, the debate about the limits of State action came to the fore. Different answers were taken around the globe, not always based on the parameters considered the most democratic.

Public policy presents a complex of means, mechanisms and social processes by which the subjects - civil society, public agents, government structures, behaviors and social movements that constitute society and contribute to modifying and developing it - are controlled consciously and integrated into the total ensemble, so that it is possible to outline, dominate and shape its future.

It gives priority to certain types of development, chooses focuses or poles of formation or increments of sectors/products, selects ways of propagation and forms of materialization of such socioeconomic advances, within the scope of society as a whole. It resolves tensions and conflicts that disturb, hinder or prevent the achievement of the chosen ends. It requires an authority capable of judging interests and demands that are not automatically compatible, or conflicting, of the subsets, subjects and agents whose decisions become norms for such interests and demands.

It supposes a strategy conceived as an organic body of decisions regarding a series of economic, social,

cultural, political and ideological decisions, which results in an effective program that guides the intervention and planning public agencies to the recipients (national group, subgroups, social classes, groups, sectors, regions). The actions that are taken in the light of established public policy must translate into an organic set of objectives and means that are quantitatively and qualitatively evaluated and adapted to each other. They should interest the entire economy, society and the political system (preferably democratic), with determination of resources, instruments, stages, as well as attribution of tasks and responsibilities to the main social agents, in the executive, legislative and judicial spheres, such as in the municipal, state/regional and federal territorial dimension, the organic structure of the rule of law of modern democracies.

The republican meaning of public policy is made in an integrated and broadly representative way. It therefore opts for the re-encounter of the concept with the community, the real management in its effectiveness of management in the service of the public good, of what becomes common. But these republican guarantees are not always present in the State's actions. For, for modern society, being a free person means mastering oneself vital needs and thus "being free to transcend oneself own existence and enter the common world to all" (ARENDT, 1989, p.77).

> *Common wealth, therefore, can never become common in the sense we atribute to the common world; it remained - or rather was intended to remain - strictly private. Common was only the government, appointed to protect private owners from each other in the competitive struggle for more wealth. The obvious contradiction of this modern concept of government, where the only thing people have in common are their private interests (...)" (ARENDT, 1989, p. 79)*

The public space is the place for the practice of freedom, politics, citizenship, action, immortality, uniqueness and equality, the power of appearances (advertising) and the relationship between-the-subjects (PETRY, 2012). Practices that build the public sphere as territorialities of what is common, that is, the public. What for Arendt is what belongs to everyone, to the field of the common. Public policies, as a form of discourse, must take place in a public space, respecting the other as a possessor of speech, which allows a domain that equals individuals, recovering participation in the public sphere, so that government affairs enhance what is of public interest, which is common, replacing the essence of ethics in the use of authority.

Understanding ethics (or "moral philosophy") necessarily implies assuming the understanding of a human process of adopting conducts and behaviors based on an analysis and reflection on different factors, and involving the dimensioning - before, during and after - of the consequences of primary acts (Boff, 2003). It is a field of knowledge governed by a normative knowledge, whose intention is to offer guidance to human behavior through premises such as prudence, coherence, character and habits that do not result in harm to the congeners (Cortina, Orts, & Navarro, 1996; Boff , 2003).

It is precisely these fundamental premises that, in effect, must be linked to the processes of creation and implementation of public tourism policies, conceived as active instruments of government intervention (Dye, 1992). The incorporation of ethical assumptions to public tourism policies must be permeated with decision-making processes, ensuring the democratization and legitimacy of the participation of different segments of society.

However, it should be asked: to what extent has ethics been contemplated in public tourism policies in Brazil, given the current context of the pandemic? Because the public, being a "non-tangible" place - that is, it exists only when citizens gather, and breaks down when they disperse - needs actors who merge and update public spaces. How to do it in time of pandemic?

Ethics, based on the Aristotelian reflection, comprises the part of philosophy that deals with moral values, practical human rationality, that is, actions that, in a teleological order, are always oriented to a specific purpose, a purpose that goes beyond the mere pursuit of material wealth. This "supreme end" (summum bonum) is what we mean by happiness (Aristóteles, 1991).

In the face of a severe health crisis, which is plaguing not only the Tourism sector but the entire social and economic conjucture in Brazil, it is essential that the government assume - in its various spheres of action - the commitment to seek to fulfill the real purposes linked tourism development in the territories. But, on ethical grounds, what would be the real purposes to be expressed in current public tourism policies, given the period of global crisis?

When we understand that Tourism is a field of historical-social practices, which presuppose the displacement of the subject(s), in times and spaces produced in an objective way, enabling symbolic departures from everyday life, covered in subjectivities (Moesch, 2000) - therefore, expliciters of an aesthetic in the face of the pursuit of pleasure - the flow of movement and of encounter, time-space relationship, is only possible due to the human desire to be-with, and, in this moment of pandemic, to be-with (people and destinations).

Thus, the debate based on a time of pandemic crisis is opened in two controversial perspectives: the first, which takes as the main purpose of public tourism policies to combat the evident economic asphyxia faced by the sector, through the immediate resumption of tourist activities and the support structure to them, which is in the public sphere (which does not necessarily mean that it is state-owned); and the second, whose main purpose is to maintain the conditions of human existence - life itself, birth, mortality, worldliness, plurality and planet Earth, according to ARENDT (1989, p.19), which ratifies the need to interrupt any and all non-essential activities (such as leisure practices by Tourism), as a way to prevent the collapse of the health system and the reduction of the growing contagion and death curves in the national territory.

3. Methodological Path Taken

The purpose of this study is to go beyond the appearance of the theme, It is to base existing concepts and create new ones, therefore, being a research with theoretical objectives. In this sense, the improvement of theoretical foundations is aimed at understanding what is included in the designation of the ethical challenges of public policies for tourism in the face of socioeconomic crises, taking into account their controversies and agreements, their explicit and implicit contents, contributing, thus, in the reconstruction of new perspectives that provide ethical mitigation policies and, consequently, a better coexistence between host communities and tourists.

In view of the objectives of the essay, qualitative analysis is the one that best suits its development, since its central focus, according to Minayo (1997), is in the social sciences, with a level of reality that cannot be quantified, that is, it works with the universe of meanings, motives, aspirations, beliefs, values, attitudes and social representations, which correspond to a deeper space of relationships, processes and phenomena that cannot be reduced to the operationalization of variables. The qualitative approach delves into human actions and relationships, a perceptible and non-capable

side in equations, averages and statistics, as in the nature of quantitative research.

In qualitative research, according to Goldenberg (1999), the researcher's concern is not with the numerical representation of the researched group, but with the deepening of the understanding of a social group, an organization, an institution, of a trajectory.

Qualitative research has an exploratory character on some object. It deals with subjective aspects and reaches non-explicit or even unconscious motivations. These characteristics are also related to the object of study of the present work, constituting the most appropriate approach.

To cover the maximum amplitude in the description, explanation and understanding of the focus under study, the triangulation technique was used, which starts from principles that sustain that it is impossible to conceive the isolated existence of a social phenomenon, without historical roots, without cultural and without close and essential links with a social macro-reality (Triviños, 1987, p.138).

According to the triangulation technique, and supposing that we are studying specific subjects, the interest must be directed to processes and products centered on the subject. Then, the elements produced by the environment in which the subject is inserted, and which are responsible for their performance in the community. And, finally, the processes and products originated by the socioeconomic and cultural structure of the social macroorganism in which the subject is inserted.

In this research, the processes and products centered on the subject may correspond to a clipping of the manifestations expressed by the media, social networks, about the reactions to the health mitigation and control policies imposed, in 2020 and 2021, on Brazilian tourist destinations. The elements produced by the environment in which the subject is inserted may be represented by the actions of governments (at the federal, state and municipal levels) aimed at restricting and flexibilizing the norms for controlling the Covid-19 pandemic. And the processes and products originating from the socioeconomic and cultural structure in which the subjects are inserted can be analyzed by the global political and economic context, in view of the policies of the States in controlling the pandemic.

The investigation process went through:

- a provisional inventory of the own ideas, indicating the direction of the analysis and including the origins of interest in the subject;
- the historical and critical recovery of the production of sociological theories, seeking to identify perspectives for initial analysis and, later, the recovery of the proposed categories of analysis, such as ethics in public policies, mutual commitment and common deliberation regarding the source of authority of the new power system , and the reproduction and prolongation of the crises as a way to increase the invisibility of the impacted communities and nullify their confrontation experiences as forms of emancipation;
- the clipping of the broader totality explained from existing conditions and practices for analysis represented by news on social networks and media, of the involved actors.

A great deal of research is based on the in-depth study of particular cases, that is, on an intensive analysis undertaken within a single or a few real organizations. The case study gathers information as numerous and as detailed as possible with a view to learning the totality of a situation. (BRUYNE, 1982, p. 224).

For Bruyne (1982), case studies based on a theory, and referring to an object of knowledge that derives directly from it, tend to test the empirical validity of a system of methodologically constructed hypotheses with a view to experimental proof. The research mode becomes an empirical control field to test the value of theoretical propositions. The contraction of the present thus hides most of the inexhaustible wealth of social experiences in the world.

Criticism of metonymic reason[2] is, therefore, a necessary condition for recovering wasted experience. What is at stake is the enlargement of the world through the enlargement of the present. Only through a new space-time will it be possible to identify and value the inexhaustible wealth of the world and the present. Simply, this new space-time presupposes another reason. (SantoS, 2011, p.88)

The metonymic reason for Santos (2002), despite of being much discredited, it's still dominant. The expansion of the world and the dilatation of the present must begin with a procedure he called the sociology of absences. It is an investigation that aims to demonstrate that what does not exist is, in fact, actively produced as non-existent, that is, as a non-credible alternative to what exists. Transforming impossible objects of knowledge into

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[2] *"Taking the part as a whole".*

possible ones, and, based on them, transforming absences into presences, relying on the fragments of social experience, is what enables the theoretical-methodological interpretation of the sociology of absences.

To unveil the ideologies that guide social experiences, Santos (2002) coments in a sociology of absences the need to identify the scope of subtraction and contraction so that the experiences produced as absent are freed from these relations of production and, by this via, become present. Becoming present means being considered alternatives to hegemonic experiences of a colonialist and patriarchal character. The experiences of life lived in peripheral locations, and in coastal and rural tourist destinations whose credibility of their communities can be discussed and argued and their relationships with hegemonic experiences being the object of political dispute in the COVID-19 pandemic scenario, where the denial of science discourse is present.

By analyzing the experiences of community movements and sanitary containment actions by the local government, in the years 2020 and 2021, in Brazil, during the space-time of the pandemic, the following manifestations against the immediate resumption of Tourism were identified with the media (even without vaccination for the population under 60 years old):

Feelings of security (medical care, insurance policies, services of security companies, therapies, gyms, medications for longevity of life) combined with arrogance, and even condemnation towards all those who feel victimised by the same social solutions, have fallen by the wayside. The generalised chaotic fear and death without frontiers is invisibly present in pandemic time-space.

The manifestations against the resumption of tourism express a rupture with the secular conception of linear time, where the market directs the common sense of society.

The logic based on the monoculture of linear time (SANTOS, 2020), builds the idea that history has a unique and known meaning and direction that were formulated by the modern paradigm of rationality as: progress, revolution, modernization, development, growth, globalization.

The viral outbreak pulverizes this common sense and, by evaporating security from one day to the next, exposes the unpredictable to the immaculate absolute of the global market:

Common to all these formulations is the idea that time is linear and that the central countries of the world system follow in front of time and, with them, the knowledge, institutions and forms of sociability that dominate them. This logic produces non-existence by declaring backward everything that, according to the temporal norm, is asymmetric in relation to what is declared advanced. It is in terms of this logic that Western modernity produces the non-contemporaneity of the contemporary, the idea that simultaneity hides the asymmetries of the historical times that converge in it. (Santos, 2002, p.14)

The first systemic lesson is that "the whole is more than the sum of its parts". This means that there are emergent qualities, that is, that are born from the organization of a whole and that can be retroactive to the parts. In this case, the self-determination of tourist communities, on the logic of the territories' consumption market as mere goods devoid of lives. In the face of crises, history does not present itself as a straight line or a cumulative process as the progressive version preaches.

Manifestations against tourist practices during the COVID-19 pandemic by communities such as São Sebastião, on the coast of the State of São Paulo, where 250 local people created a barricade of burnt tires on the Oswaldo Cruz Highway, in order to prevent access by visitors, demonstrates the insertion of the social into the economy. At opposite poles, the community that produces common wealth becomes an agent of its paralysis, resisting the demands stimulated by travel agencies and MTur to practice tourism in a safe way. The construction of a feeling of security in the face of the invisible threat of the virus, as if it were possible, like the linear time-spaces that, according to security standards, arrogantly permeated the control over any risks.

The visible as an experience, represented here by the tourist demand of the metropolis - São Paulo -, versus the courage of the tourist community, as a political virtue of the "invisible", as they are only part of the "productive chain of tourist activity", explain the debate between the gloomy interior of the production chain, as part of the division of labor, to the light of the public sphere, as the use of those who are common, for all, the territory with its exuberant nature.

The exposure of human frailty by the pandemic caused dramatic positions in defense of life in tourist communities. As, for Bauman:

Sense of community is all that we miss and need to live safe and confident, what would be a lost paradise, but to which we eagerly await return, and so we feverishly search for the paths that can take us there. (Bauman, 2003, p.101)

The simulacrum of death, expressed in Table 1, presented by a resident on an access road to a tourist resort, at the beginning of a long holiday, represents the "vita activa" dedicated to public and political affairs, replacing the absences of policies for the preservation of life. For, what touches human life immediately assumes the character of a condition of human existence, according to Arendt (1989, p.17).

The conservative idea that there is an alternative to the way of life imposed by hypercapitalism falls

Table 1: Manifestations against the resumption of Tourism during the space-time of the pandemic

Contrary to the immediate resumption of tourism		
City Hall of São Sebastião (SP)	It set up a sanitary barrier on the border with the city of Bertioga-SP, forcing the performance of Covid-19 tests to all occupants of vehicles with license plates from other regions.	
Local Community of Ubatuba (SP)	250 local people constructed a barricade of burned tires on the Oswaldo Cruz Highway, in order to stop access to visitors.	
Local Community of São Sebastião (SP)	Ironic reactions: "welcome" by a person dressed as Death on the Rio-Santos highway, and a surfer dressed as Death on the beach at Maresias.	
City Hall of Poços de Caldas (MG)	Sanitary barriers were installed at the entrances to the municipality, prohibiting the entry of tourists.	
Government of the State of Rio de Janeiro (RJ)	Publication of decree with restrictive measures for the entire State. Objective: to prevent residents of the capital from traveling to the interior during a long holiday.	
Municipalities on the coast of Paraná (PR)	Sanitary barriers preventing the entry of tourists and visitors into municipalities, seeking to contain the spread of the pandemic in the region, and restricting the arrival of residents from Curitiba.	
Municipality of Magé (Baixada Fluminense)	Sanitary barriers, set up by the Municipal Secretariat for Protection and Civil Defense of Magé, to prevent more than 30 buses and tourist vans from accessing the waterfalls in the area.	

Sources: Yahoo! Notícias, 2021; Blog Ricardo Antunes, 2021; LeiaJa Nacional, 2020; G1, 2021a; Portal Giro, 2021; G1, 2021 (b); O Dia, 2021.

apart, when in the name of "economic recovery" is suggested the threat to life.

On the other hand, demonstrations in favor of the immediate resumption of Tourism, led by representatives of the productive sector (business), added to the discontent of visitors and vacationers, all them against the measures to contain free movement on beaches and in visitation popular points, applied by local and state governments. Table 2 indicates the manifestations in favor of the immediate resumption of tourism during the space-time of the pandemic, captured in social network between March 2020 and May 2021, related to public tourism policies analyzed in this article.

The social elasticity for the dominant way of life as a type of work, consumption, leisure, coexistence and, of postponing or anticipating death, are relatively rigid, and gradually change over the course of the dynamics of history and political struggles. The pandemic does not accept delays, it requires drastic changes.

The moment goes beyond the notion of regulation through self-production and self-organization. The construction of nature, as something external to society, obeys the constitution of a world economic system centered on the exploitation of natural resources, without understanding the systemic complexity in the society-culture-nature relationship. It is a generating curve in which products and effects are themselves producers and causers of what they produce. Thus, we individuals are products of a reproduction system that goes back to the depths of time, but this system can only reproduce if we ourselves become its producers by mating. Human individuals produce society in and through their interactions, but society as an emergent whole produces the humanity of these individuals by providing language and culture. So, like shadows that visibility creates.

Have we lost the preventive imagination and the political capacity to put society's defense into practice? Public policies in Tourism lack the political capacity to answer to these times of emergency.

Among the necessary characteristics for harmonizing the rule of law with the emergency situation is the publicity of its declaration and the mismatch between the authority that declares and the one that exercises emergency powers. Furthermore, it is important that the measures taken by governments respect some time limit, are subject to control by other instances of power, are necessary for legitimate purposes and are proportionate to the restrictions on the liberties suffered. (BARRETO, 2020, s.p)

Governments must provide clear and accurate information to residents and visitors about the massive growth of the new coronavirus, reinforcing the disastrous consequences brought about in the midst of the public and sanitary calamity that has been established in regions of wide tourist interest, and about the necessary restrictive measures adopted. Authorities must not endorse speculations that are not supported by real facts and science.

Other than that, public emergency and containment measures must be communicated widely, transparently and clearly, and non-discriminatory. In this sense, it is expected that governments not only adopt non-neglected postures, but also take positive actions against discrimination, in order to reduce more accentuated risks among vulnerable groups. During the current pandemic, for example, it became evident that the virus disproportionately affects indigenous peoples, blacks, women, migrants and other minorities. Therefore, they must be included primarily in health strategies and social and economic policies to respond to the crisis.

However, the proposal of building public policies on ethical bases - that is, based on a greater purpose of common good, in which the idea of progress and development of a destination is not reduced to the economic component - seems to be far from the real initiatives of the Brazilian public power in federal and state spheres. What can be identified are, precisely, governmental actions to encourage the immediate resumption of the sector's activities, without any prudence or critical evaluation as to the irreversible sanitary and human consequences that such initiatives may have in the near future. Some of them can be highlighted as follows.

For Tasso, Moesch, Nóbrega (2021), the dissociation between "ethics" and "public policies" in Tourism can be noticed by the abdication of purposes aimed at the common good, and by the reproduction of the final logic of stimulating the growth of tourist flows – sometimes in a saturated way (overtourism) - and of expansion of consumption. The lack of centralized coordination to fight the COVID-19 pandemic, without responsible and sustainable planning that recognizes the limits of sanitary safety of tourist ecosystems, and that reaches the entire tourist community and benefits it equitably, is not present in the face of misguided communication at the federal, state and municipal levels.

Table 2: Manifestations in favor of the immediate resumption of Tourism in the space-time of the pandemic

Favorable to the immediate resumption of tourism		
Tourists in São Sebastião (SP)	Tourists and vacationers destroyed containment barriers to access the beaches (a crime of damage to Public Property), and broke the quarantine period.	
Workers of the events sector in Gramado (RS)	"Tourism is not the villain" protests against the State Government, which reinforce complaints from the local productive sector against the maintenance of non-essential activities (including the Tourism sector) between 8 pm and 5 am. A band of clamor for military intervention was added to the manifestations.	
Representative of tourism agencies in Divinópolis (MG)	Demonstration action by approximately 30 people who demanded the reopening of the sector (closed since the decree that allows the operation of only essential services, and the "Minas Consciente" program).	
Representatives of the productive sector of tourism in Luís Correa (PI)	Demonstration of businessmen from the hotel chain, owners of restaurants and bars, and professionals in the sector, calling for the resumption of responsible tourism activities in the municipality.	
Representatives of the productive sector of tourism in Bento Gonçalves (RS) and cities in Rio Grande do Sul	Mobilization through panels installed at the entrance to the city, as well as banners and posters, with the slogan "Tourism is not the villain", against the restrictions imposed by the decree of Controlled Distance from the Government of RS, pressuring the state government to adopt measures and the resumption of services in the sector.	
Representatives of the tourism and bus chartering sector of Santa Catarina municipalities (SC)	Demonstration with the objective of pressuring the State Government to anticipate the return of activities of the sector.	
Rio Convention & Visitors Bureau (C&VB)	Launch of a promotional campaign with more than 1,700 images, two videos, a map/tour guide and a showcase, portraying the main attractions of the city of Rio de Janeiro, with a view to resuming the flow of visitors.	
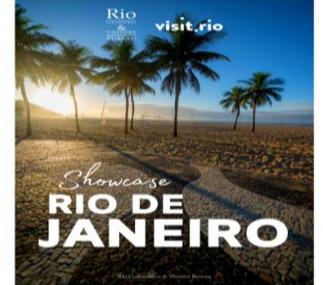
Sources: CNN Brasil, 2021; Portal MartinBehrend, 2021; Trendsmap, 2021; G1, 2020 (b); Programas MN, 2020; Seminário, 2021; alexandrejose.com, 2020; Panrotas, 2021.

Table 3: Demonstrations of government incentives for the immediate resumption of tourism

Government Incentives		
Ministry of Tourism (MTur)	Implementation of the "Responsible Tourism: Clean and Safe" seal, which, according to the MTur, is aimed at recommending biosafety protocols and encouraging recovery from the economic impacts of the pandemic in the tourism sector. It was joined by more than 20 thousand tourist service providers. Creation of the national alliance "Resumption of Tourism", which brings together representatives of the public power, private sector, third sector and Sistema S. Established, through a normative act, four areas of action: preservation of companies and jobs in the tourism sector; improving the structure and qualification of destinations; implementation of biosafety protocols; and promoting and encouraging travel. Launch of the "Travel responsibly. Rediscover Brazil", aiming at reacting to the losses of the sector and accelerating the economic recovery.	
State Secretariat of Tourism of Rio de Janeiro (RJ)	Launch of the campaign to encourage travel throughout the State, published in the Diário Oficial (Official Gazette), days before the beginning of the "super holiday" approved by the Legislative Assembly (Alerj). Entitled "Use a Mask: you can travel around Rio de Janeiro again", the campaign was wrongly publicized. In a statement, the government informed that the placement was a "technical failure".	
Government of Minas Gerais (MG)	Launch of the "Reviva Turismo" Program, which foresees investments of approximately R$17.5 million in 2021, through public-private partnerships, sponsorships, and contributions from the Department of Culture and Tourism.	

Sources: MTur, 2020; diariodorio.com, 2021; MTur, 2021. G1, 2021 (c). Revista Hotéis, 2021; Governo de Minas Gerais, 2021.

with ambitious, unrealistic, hard, structured "top‑down" targets, exclusively focused on the quantitative approach and economic and financial aspects, aiming at generating income/revenues/currencies, employment and taxes, and with these measures, it encourages an irresponsible resumption of tourism in the territories. Actions such as the seal "Responsible Tourism: Clean and Safe", creation of the national alliance "Resumption of Tourism" and the campaign "Travel with responsibility. Rediscover Brazil", are much more similar to a market program that is concerned only with the final context of the productive sector, with the concern

for the possible end of work in a labor society, than with human lives and the continuity of sustainable tourism. By the government departments responsible for Tourism, it is evident that they only listen to business interests (tourism trade) and individual ambitions, hurting the right to participation and the role of equity in public policies.

For Hannah Arendt, freedom is not the modern and private freedom of non-interference, but the public freedom of democratic participation, calls our attention to the fact that the freedom of necessity (production) is not to be confused with the freedom of the public space of word and action. (ARENDT, 1989).

Public debate exists for Arendt (1989) as a fundamental space for many and decisive issues that require a choice that cannot find its foundation in the field of certainties, "things that are not governed by the rigors of the field of cognition and that are not subordinate, therefore, to the despotism of the one-way path of one truth" (p. 29).

The process of building public policies consists of an incessant back and forth between certainties and uncertainties, between the elementary and the global, between the separable and the inseparable. It is not a question of abandoning the principles of classical science – order, separability and logic – but of integrating them into a scheme that is both broader and richer. It is not a question of opposing a global and empty holism to a systematic reductionism; it is about linking the concrete - the experiences - of the parts to the totality. It is necessary to articulate the principles of order and disorder, separation and junction, autonomy and dependence, which are at the same time complementary, competing and antagonistic, within the universe of certainties of a pandemic time-space.

The absence of federal government public policies evidenced by the different uncoordinated actions such as the distribution of emergency aid to citizens and companies; strengthening the false dichotomy between social isolation versus jobs and income; corruption in vaccine procurement processes, causing huge delays in mass vaccination; added to the continuous propagation of fake news on social networks, by members of the pro-government executive and legislative branches, indicating the use of drugs not recommended by the WHO to the detriment of vaccination, as the no need to use masks creating

false controversies arrives to the level of a necropolitics.

Faced with this chaos, the disoriented population makes individual decisions on what to do to face the health crisis. In this context of chaos, the impacts of unemployment are added to an index of 14.6% (Agência Ibge Notícias, 2021), the highest level since 2012, and the inflation projected for 2021 by the Central Bank of 7.27% (G1, 2021d). The 2008 global financial crisis, which at that time had been mitigated by the public, including those of a social nature, widened the abyss between the poor and the rich, sharpening the social disruption, putting the country back on the hunger map.

In the speeches of the politicians to save economy, it is necessary to risk of sacrificing lives, those who cannot be confined to bring food, security services, cleaning, and care to the confined. Politically we do not exist in isolation, but we just coexist. According to Santos (2020), philosophically we can think in isolation, in a duality of coherent dialogue between the self and itself, but politics in its plurality requires always being connected to others, because if we can think for ourselves, we can only act collectively. Challenge imposed at this moment of exceptionality, whose best way to be solidary is to distance one to another.

4. Final Considerations

In this great social, economic, moral and disruptive crisis, it is necessary to imagine democratic solutions, based on the radicalization of participatory democracy at the neighborhood and community level, and on citizen education, aimed at solidarity and cooperation, with less entrepreneurship and competitiveness at all cost.

As the task to be shared by everyone has to be realized by each one under entirely different conditions, which divides human situations and induces harsher competition, instead of unifying a human condition inclined to generate cooperation and solidarity (Bauman, 2003, p. 122). It is not enough to share a territory, it is added to this economic and social sharing to weave the bonds of solidarity and belonging.

A world which is going through a moment of intense transformations needs to be thought about its most urgent issues: the multiple ways in which violence is exercised, the incessant increase in inequality, damage to the environment and the beings that inhabit the Earth, the violation of rights human rights, the militarization of territories and the impact of a pandemic on the

social corpus, especially in its most vulnerable sectors. Context that replaces the role and urgency of democratic and ethical public policies.

What should be done? The virus calls us to action.

a) Diagnostics with groups weakened by the pandemic, pincipally in traditional communities, and in community-based tourism
b) By identifying fragile groups in the territories, create networks of solidarity cooperation.
c) To transfer income in a public policy of professional qualification, through scholarships, guaranteeing a minimum income for tourism workers
d) Do not work alone, strengthen networks of cooperation, solidarity economy, care for life. Build community resistance.

In this essay, far from documenting pessimism towards the possibilities of ethical public policies in public spaces, the aim is to use theoretical tools to transform the situation of injustice into an incessant exercise that unites theory with practice, thus lightning to social fragments of tourist practices in the pandemic space-time to reduce the possibilities of a "necrotourism" to settle there.

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INFO PAGE

Ethical challenges of public tourism policies in the face of the exacerbated crisis by the SARS-CoV-2 pandemic

Abstract

The theme of this article focuses on the various (and contradictory) measures to deal with the disastrous consequences of the Covid-19 pandemic, that is, on the one hand, by encouraging the immediate resumption of Tourism leveraged by the current administration of the Federal Government of Brazil (such as a strategy to fight the economic crisis) and by protest actions by representatives of the productive sector of Tourism and, on the other hand, by popular demonstrations by residents of Brazilian tourist destinations, against such a resumption of the activity. So, the central question seems to be: how should national public policies be structured in order to mitigate the appalling negative impacts of the pandemic on the Brazilian economy (especially regarding unemployment and lack of income), without disregarding the fundamental commitment to health security of populations in tourist destinations, in view of the increase in the situation of disseminated contamination? The objective of the research is to analyze the contradictions that have been established between national public policies for the resumption of Tourism (in the fight against the economic crisis resulting from the Covid-19 pandemic) and the growing insecurity of populations in Brazilian tourist destinations in view of the expansion of the situation. of contamination. The theoretical foundation is based on: theories of the sociology of absences and emergencies, by Boaventura dos Santos; Hannah Arendt (2010) about the rise of the social sphere that undermined the original distinction between public and private, with action (praxis) being one of the fundamental human conditions. The theoretical-methodological path taken in the development of the essay is the multiple case study through the analysis of experiences, and the triangulation of speeches through analytical categories. The discussions that open from there permeate conceptual debates on an ethical foundation of public policies, to mitigate the effects of structural crises, and the current impact of the pandemic that devastates the world scenario. And if these are in the field of mitigation or irresponsible promotion, under the commitment to save jobs, opposing ethical attitudes in the exercise of imposing violence of legal authority, and the principles of public discussion on "mutual commitment and common deliberation".

Keywords: *Public Policies in Tourism, Ethics, Covid 19, Tourism Resumption*

Authors

Full Name	Author contribution roles	Contribution rate
Marutschka Moesch:	*Conceptualization, Methodology, Validation, Formal analysis, Investigation, Data Curation, Writing - Original Draft, Writing - Review & Editing, Visualization, Supervision,*	*50%*
João Paulo Tasso:	*Conceptualization, Methodology, Validation, Formal analysis, Investigation, Data Curation, Writing - Original Draft, Writing - Review & Editing, Visualization, Supervision,*	*50%*

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

Edegar Tomazzoni, Mariana Tomazin, Renata Oliveira*

ABSTRACT

Keywords:
Tourism,
Model,
Indicators;
Management;
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.

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

*Corresponding Author

Edegar Tomazzoni: *Assoc. Prof. Dr., ,University of Sao Paulo, Sao Paulo, Brazil, Email: eltomazzoni@usp.br ,*
Orcid Id: 0000-0001-7074-8127

Mariana Tomazin: *Doctoral, University of Sao Paulo, Sao Paulo, Brazil, Email: mariana_tomazin@usp.br ,*
Orcid Id: 0000-0003-0765-5010

Renata Oliveira: *Post Graduate, University of Sao Paulo, Sao Paulo, Brazil, Email: renata.kazys.oliveira@usp.br,*
Orcid Id: 0000-0002-0864-9758

Research paper

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,

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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%*

Tourism networks - interdependent relationships among public policy actors

Marcos Eduardo Carvalho Gonçalves Knupp*, Magnus Luiz Emmendoerfer, María Velasco González

ABSTRACT

Keywords:
Tourism public policies
Relational perspective
Network analysis

This chapter dialogues with the field of studies and analysis of public policy, which has its pioneering work in the 1940s and is in constant development. Given the various definitions of public policies, there is a convergence that these include articulations between various actors - public and private - which makes it important to consider the relational perspective for analysis purposes. Governments have been dedicated to formulating public policies in specific domains, seeking to guide, regulate, as well as develop certain activities, such as tourism. In this sense, the municipality of Ouro Preto, a World Heritage Site, a tourist destination with a highly relevant historical and cultural heritage, which has established public tourism policies and tourism management tools, becomes a potential locus for investigation. In this context, we seek to investigate the interactions, from the perspective of the network approach, between the actors that make up the municipal public management of tourism in the city of Ouro Preto, Brazil, considering the multidimensionality of political interest in the public-private sector. The contribution of this work continues to improve the understanding of the implications of network management in tourist destinations, articulating the themes of governance and policy networks that circumstantially pass-through discussions on social networks. Thus, contribute to the field of studies on collaborative forms in tourism planning and management. Finally, it is concluded that the application of this theoretical-methodological model allows to assess the articulations and behaviors of the actors within spaces of participation, as well as the positions and exchanges that affect the results facing the construction of public tourism policies.

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1. Introduction

The field of public policy analysis is in constant development, ever since studies on public policies began in the first half of the 20th century. Its perspectives, both classical and recent, range from the pioneering studies of the 1940s and 1950s, the policy cycle, implementation theories, new institutionalism, as well as its critiques, and even the applied models that insert discussions on policy design and/or program transfer. They also involve emerging themes in political science, such as contemporary democratic theory, deliberation, and the legitimacy of the actions of the state through its governments.

The actors and their interactions have always had a relevant place in the reflection on public policies through their flows and dynamics. It is known that there is a multiplicity of distinct definitions of public policies (Dye, 1972; Haas, 1992; Börzel,

1997; Frey, 2003; Campbell, 2002; Faria, 2003; Fisher,2003, among others); however, there is a convergence of ideas in the sense of considering public policies as a network of decisions that are within a dynamic process, with complex interactions among political actors. Thus, understanding how this dynamic process occurs through the interactions between political actors within this decision network would bring elements to apprehend the essence of public policies in certain fields of action in different governments.

In specific fields, governments have been engaged in formulating public policies to solve problems, as well as developing and planning certain activities in order to secure gains for society. Considering the different ways in which governments act, the interest of this research is to understand the network of interactions between the actors that make up an instance of public tourism

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Corresponding Author   *Research paper*

Marcos Eduardo Carvalho Gonçalves Knupp: *Prof. Dr., ,Federal University of Ouro Preto, Brasil, Email: marcosknupp@ufop.edu.br, Orcid Id: 0000-0002-1892-1866*

Magnus Luiz Emmendoerfer: *Prof. Dr., Federal University of Viçosa, Brasil, Email: magnus@ufv.br , Orcid Id: 0000-0002-4264-8644*

María Velasco González: *Prof. Dr., Universidad Complutense de Madrid, Spainl, Email: mvelasco@ucm.es, Orcid Id: 0000-0001-8590-5869*

management in the municipality of Ouro Preto, Brazil.

This important tourist destination has a historical and cultural heritage that is internationally recognized for its relevance and historical preservation. It is located in the central region of Minas Gerais, a state among the 27 states that make up the Federative Republic of Brazil. Its cultural heritage is mainly composed of material assets (churches, chapels, and museums) of Portuguese cultural influence from the 17th, 18th, 19th, and 20th centuries, existing in its region, which is recognized by the colonial history of Brazil and Portugal. Ouro Preto was the first Brazilian city to have its historic center declared a World Heritage Site by UNESCO.

In this context, the following question arises: how are the interactions, from the perspective of the network approach, among the actors that make up the public municipal tourism management in the municipality of Ouro Preto, Brazil, considering the multi-dimensionality of political interest of the public-private sector? To answer this question, we used a mixed methodology, qualitative and quantitative, by means of semi-structured interviews with the members of the Ouro Preto Municipal Tourism Council.

Among the guiding parameters of tourism public policies, some requirements stand out, such as the sustainability element, intersectoriality, and the need to involve related sectors and encompass multiple players – governments, markets, and the community – for developing this activity. In this work, we focus on the involvement of multiple actors, because this comprehensiveness is essential to achieve the goals of the tourism public policies at hand, according to some authors (Jamal and Getz, 1995; Dredge, 2006; Hernández, 2007; Scott, 2011; Tuohino & Konu, 2011; Muñoz-Mazón & Velasco, 2015).

Thus, the aim is to improve the understanding of the implications of network management in local tourism destinations, seeking to reconcile theoretical and methodological frameworks that address the structure and dynamics of relationships between local tourism players and the strength of relational ties. In addition, we seek to delve deeper into the conception of social networks by counterpointing the works that deal with tourism public policies and that go deep into the themes of governance and policy networks, but that circumstantially go through the discussions on social networks.

The use of theories and methodologies need to be discussed in order to understand the ability of tourism actors to seek collaborative and cooperative partnerships. Thus, the theoretical framework will consider, in a broad way, concepts on social networks and tourism public policies, which will help in data collection and analysis on local government actions, which will direct the information survey through the investigation of actions related to the tourism development of the domain in question.

2. Analysis of Actors and their Relationships for Reflecting on Public Policies

Actors have always been a central element of public policy analysis, and reflection on their position, form of action, and relationships is a line of work that has accompanied the discipline since its origins.

In this paper, we are interested in highlighting the relationship of a consolidated research methodology, Social Network Analysis, with the broadest reflections taking place in political science on the concept of governance and, linked to this, the concept of policy networks. We briefly describe the three frameworks.

Social Network Theory

The literature on networks is quite extensive, considering the various disciplines that somehow couple in the field of studies its theoretical-methodological usefulness for scientific investigation. We understand a social network as a set of actors linked by social relations, through connections that involve symbolic language, cultural boundaries, and power relations, and is a field present at a given time and structured by links between individuals, groups, and organizations built over time (Marques, 1999; Granovetter, 1985; Capra, 2002).

Social network analysis attempts to establish an objective means of identifying the ties or relationships between actors within a system, enabling visibility of relationship networks rather than individual attributes. It seeks to understand the organizational structures "spanning the public and private sectors that shape collective action" (Dredge, 2006, p. 270).

According to Dupuy & Gilly (1995), two structures can be considered: the intra-organizational and the inter-organizational. The first collects the individual experiences and discoveries that take place within the organization, and the second arises from the interactions of distinct organisms

that cooperate, formally or informally, for a common project. Complementarily, the analysis of a social network can be carried out by means of structural and morphological characteristics, as well as an analysis that considers the composition and nature of the network.

Density and centrality are two basic characteristics of networks: the former is calculated as a proportion of the number of existing relationships compared to the total number of possible relationships; the latter is used more to measure the ability of a given actor to control the flow of information along the structure.

The centrality measure can also be seen as a measure of leadership, such as a central actor who is extensively involved in relations with other actors, which makes him/her more visible. He will then begin to be recognized by them as an important channel of relational information, and in this capacity, he will be given a higher status. Central individuals are better informed, have more control over uncertainty and more information over a larger number of people, which reinforces their maintenance of the central position (Varanda, 2007, p.215).

Therefore, it is important to define the types of relationships that one wishes to understand among the analyzed actors, and to understand them, the following questions arise: does an actor know a certain actor? How frequent are the contacts? What is the effectiveness of the communications? What are the competencies of the actors in the network? Thus, it becomes necessary to know not only who knows who in the network, but also the relationships that reveal the potential for information sharing, those that reveal the degree of collaboration, and those that disclose what a given actor knows about the skills and knowledge of others in the network (Cross & Parker, 2004).

Thus, the network analysis methodology complements many other approaches focused on analyzing the position of actors in policy processes by bringing the relationship between actors as an investigative foundation. This can be used to understand social phenomena by incorporating a set of elements that form the "constitutive networks of societies centered on states, their organizations, surroundings, and activities. The concept allows incorporating dynamically the various actors and processes present in the production of public policies" (Marques, 2019, p.09). Finally, we highlight two themes that can be understood as correlated to network studies,

governance and policy networks, and which are also related to each other and make sense in the debate at hand.

Governance- opening up governments' decisions

For Kooiman and Van Vliet (1993), the idea of public governance can be considered as a pattern or structure that comes into existence in a sociopolitical system as a common result of efforts in the intervention of all agents involved. These agglomerations encompassing diverse actors external to the formal policymaking institutions internal to governments control policy and, in the most categorical sense, these networks have come to dominate public policy, according to Peters & Pierre (1998).

> *Moreover, in most extreme versions of the argument, if governments attempt to impose control over policy, these networks will have sufficient resilience and self-organizing capacity (Kooiman & Van Vliet, 1993; Marsh and Rhodes 1992; de Bruijn and ten Heuvelhof 1997) to evade government control (Peters & Pierre, 1998, p. 225).*

The concept of governance suggests that the recent transformations that have occurred in the state have inserted various actors for the production of policies. However, this concept is polysemic, complex, and brings together different theories and practices.

> *Definitions tend to suggest recognition of a shift in political practices increasingly involving, among other things, globalization, the emergence of networks across the public-private division, the commodification of the state, and increased institutional fragmentation (Hall, 2011, p. 439).*

Although there is already enough literature to state some limits, the idea of governance is connected to the idea of government; therefore, the simple processes of cooperation with the private sector for tourism development are not part of it. Governance does not respond to hierarchy or market principles, but seeks to approach collective decision-making from new perspectives, improving the degree of cooperation between actors and, in its most operational version, implies the establishment of channels that enable a plurality of actors to work together and design new management and development processes for the public and collectivity (Velasco, 2014, p.20).

Due to the current demonstration of the benefits of these articulations, the nature of these relationships is embodied in the stimulus of governance at different scopes – local and regional – to the various social actors of specific contexts to articulate themselves in the formation of networks, precisely in the sense of the possible benefits of this conformation.

Governance occurs at different geographic scales that can be transnational, national, regional, or local. Because of widely different situations in different places, governance functions and activities often vary within and also across spatial scales (Bramwell & Lane, 2011: 416).

Some papers seek to articulate research on governance with some other theoretical cuttings. Endres & Pakman (2019) explore a theoretical methodological framework anchored in institutional theory and social network analysis to understand specific deliberation spaces that can strengthen new governance. The search for knowledge on governance institutions and their structures among new forms of collective decisions is also part of the research agenda that contributes to the field, understanding network governance as a new political paradigm (Trentin, 2014; Trentin, 2016). Others examine the concept of regional governance bodies and problematize the role of direct state interference in these colleges (Bamtin, Fratucci & Trentin, 2020), as well as Coutinho & Nóbrega (2019) address the discussion on constructing governance in specific domains, such as tourism, in addition to discussing the concepts of governance associated with notions of actor networks.

Therefore, the influence of the State, in its role as coordinator, inciting strategic articulations for the development of some public policies, is an emerging perspective in several countries.

In this sense, "the formation of networks and their impact on social organization is another characteristic of the new forms of governance" (Muñoz-Mazón & González, 2015, p. 313). Thus, public institutions play a key role in this process with the responsibility of promoting cooperation among agents. Therefore, the relational structures in which the state interacts with society to produce public policies as a potential study area, also disseminated by the concept of governance, can be analyzed through network analysis.

According to Dredge (2006, p. 270) "in the last decade, changes in government structures and the shift toward governance have generated interest in the social relations between government, business, and civil society." In this sense, this topic has been addressed in the network approach as an application to incite a link between actors.

Therefore, the collaborative logic that integrates different understandings for the formulation and implementation of public policies constitutes the set of elements for achieving collective goals within the public management processes.

Policy Networks - Range of Actors in Political Processes

While it is true that reflection on governance processes continues, one of its dimensions has been especially fruitful: we refer to governance as networks of actors.

If the actors have been analyzed from the origin of the discipline of public policy, the fact that we find different actors around a certain issue that articulate with the intention of being part of it is also at the core of public policy thinking. This set of actors has been analyzed under different perspectives that have given rise to different concepts. For Carlsson (2000), policy networks can be considered a broad generic category, divided into several other sub-categories: iron triangle; policy community; epistemic community; issue networks; implementation structure; and advocacy coalitions.

In the 1990s, Börzel (1998) discussed the lack of a common understanding of what policy networks actually are, between method, analytical tool, or theory. It seeks to systematize some of these concepts through its state of the art and contributes fundamentally to the differences between the German conceptions, which treat it as an alternative form of hierarchization between public and private actors, while the Anglo-Saxon conceives it as a model of relations between these actors in a given area.

Advancing in this perspective, there are also attempts to expand the possibilities of studies beyond the analysis of public policies, a field of political science related to a critical approach, the field of sociology, crossing aspects of networking with social capital to investigate the relationships between actors that integrate participatory instances (da Mata, Pimentel & Emmendoerfer, 2019).

In a study on tourism from this perspective, network analysis can provide valuable information on information flows and the exchange of resources between them. Network analysis in tourism indicates that the variables leadership and communication have a significant influence on collaborative behavior (Baggio, 2011; Beritelli, 2011).

There are several advantages to collaboration, most notably: it avoids conflict resolution costs; it increases legitimacy and improves coordination; it allows upfront work to avoid the negative impacts of the activity (Bramwell & Lane, 2000). Furthermore, all studies indicate the important role of collaborative networks in finding innovative solutions to complex problems through the sharing

of knowledge, skills, and ideas, and by the constructive management of differences and mutual learning processes among multiple actors.

Thus, the relationship between social actors who group together to perform certain actions can be seen through the social networks concept. This occurs in various contexts and fields, immersed in specific sectors or not, in delimited regions, close or far away. The need to delimit the possible variables that coexist in the field of networks is evident.

3. Tourism Public Policy Investigation - Public Management through the Interdependent Relationships of Tourism Networks

The socioeconomic impact of tourism alone justifies governments' growing commitment in formulating and implementing policies to guide and qualify the development of this activity. Governments in various regions are alert to the opportunities for income generation and employment growth resulting from this activity (Dwyer & Spurr, 2012), as it has strengthened the image of tourism in broad and narrow circles, in political and geographical terms, public and private, which has encouraged its development in continents, countries, regions, and municipalities (Jafari, 1994). Thus, tourism, as a socio-economic fact, acquires a protagonism within local politics (Hernandez, 2007).

Despite the fact that the responsibility of the State for tourism development must consider regional peculiarities in promoting the articulation among several sectors and localities, the central policies have an outstanding importance to work equally the social, cultural, environmental, and economic aspects of tourism. In this case, tourism development becomes a public good in the sense that its benefit is shared by several people; thus, reconciling these interests and desires to ensure sustainable development is the task of public management (Jamal & Getz, 1995).

Therefore, among the guiding parameters of tourism public policies, some requirements stand out, such as the need to involve related sectors and encompass multiple players – governments, markets, and the community – for the development of this activity. Thus, forcing tourism public policies without seeking discussions and consensus with the various public and private stakeholders in the process should not be a guideline to be adopted

by public managers. Muñoz-Mazón & González (2015, p. 312) advocate that the "public administration of tourism should not impose its policies without trying to agree with the rest of public and private actors."

In Brazil, tourism policies have a recent history, and the most relevant ones emerged during the authoritarian regime, in the mid-1960s. Although tourism has had a relatively greater importance for Brazilian governments since then and was given a specific national program in 1994 under Fernando Henrique Cardoso (FHC), the National Program of Tourism Municipalization (PNMT[1], in Portuguese), as part of the decentralization movements underway in Brazil since the late 1980s, the sector still shared portfolios with other areas. With the creation of a specific Ministry in 2003, the Ministry of Tourism, together with the launching of the National Tourism Plan (PNT, in Portuguese) and the Tourism Regionalization Program (PRT, in Portuguese), lines were established for tourism planning in Brazil. Since the beginning of this Ministry, the premise of decentralization of government actions was followed.

In this way, the Brazilian policy follows a global trend, outlined by several countries, which have decentralization as a strong guideline that directs their specific policies (Abrucio, 2007), a consequence of the "strong participatory ideology that marked the transition process from military to democratic regime in the country" (Almeida et al., 2015, p.255) at the end of the 1980s.

The policy institutionalization process highlights the practices they tried to establish, as well as their effects; therefore, the institutional approach helps to highlight the effect of institutions on the behavior of actors at different times of the normative acts of the government in the tourism field (Pimentel & Pimentel, 2018).

In this perspective, there are important contributions in relation to the involvement between various actors in the tourism value chain, which has complex cooperative processes linked to commercialization (Mielke & Silva, 2017). On the other hand, there is evidence that management decentralization has led to social innovations at the regional level (Emmendoerfer, Silva & Lima, 2011). The cluster concept is also used to understand the policies that stimulate these

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[1] The PNMT aimed at "raising awareness, stimulating, and enabling the various Municipal Monitors to awaken and recognize the importance and dimension of tourism as a generator of employment and income, reconciling economic growth with the preservation and maintenance of environmental, historical, and cultural heritage, and having, as a result, community participation and management in the Municipal Plan for Sustainable Tourism Development" (Brazil, 2002).

participative instances, considering the systemic perspective of the tourist activity, where the actors seek mutual cooperation for tourism development purposes (Gomes, Silva & Santos, 2008).

Therefore, several specific policies, such as tourism, are influenced by this action decentralization process, seeking to legitimize civil society control arenas by means of local governance instances and more accentuated participation of the population in public policy definitions. Thus, Dredge (2006) suggests that network theory provides us with an important analytical approach to study the relationships between public and private actors and the local community, as well as the tourism development of destinations.

Instances of Governance – The Challenges of Public Tourism Management and the Participation of Local Actors

The municipal public administration organizes the tourist activity at local level. Whenever the organizational and strategic planning reflexes related to tourism occur, they expose the way the municipality deals with the activity. The economic, social, and infrastructure relations related to tourism are established in the context of the municipality, which is the protagonist in planning tourism activity.

Both the PNMT (1994) and the PRT (2003) generally aimed at the decentralization of the tourist activity, emphasizing more the municipal public management, following a recommendation of the Municipal Tourism Organization – OMT (2003), and, subsequently, encompassing the regionalization, interiorization, and segmentation of tourism. In this sense, the Municipal Tourism Council (COMTUR), as well as the Municipal Tourism Policy, the Municipal Tourism Plan (PMT) and the promotion of tourism activities through the Municipal Tourism Fund (FUMTUR) are mechanisms of municipal public management that optimize the effectiveness of tourism public policies (Minas Gerais, 2014).

Considering this context, the municipal councils of public policies aim to be a link between society and State, in order to make society exercise its citizenship in all aspects safeguarded by the 1988 Constitution. However, these councils are not new in the history of public management as a form of organized collectives of civil society, as they date back centuries, such as the municipal "councils" of the 12th and 15th centuries in Portugal, which at that time had already been adopted as a political-administrative form, as Gohn (2004) points out.

These councils are currently the fruit of political and social achievements in more recent years, especially in post-military regime Brazil, at the end of the 1980s, aiming to value work and the individual based on the principle of human dignity, thus seeking to offer education, health, leisure, work, housing, culture, and the environment, through a participatory process (Presoto & Westphal, 2005; de Lima, 2014). In view of their importance as a participatory model, policy management councils are adopted nationwide (Almeida, 2015) contextualized in various areas.

According to Scott (2011), tourism public policy studies provide useful information on who gets what, when and why in the tourism policy process. Tourism policies are formulated and implemented in dynamic environments where there is a complex pattern of decisions, actions, interaction, reaction, and feedback.

Arguing about the complexity of the current tourism system, Munõz-Mazón and González (2015) suggest that only with the collaboration of various actors can the problems that arise in tourism activity be solved. Hence the need for democratic and participatory institutions, such as the council format, so that diverse actors can be brought together to discuss, advise, and deliberate on public tourism policy.

The decentralization process of the tourist activity has led Brazilian states and municipalities to plan and manage their activities, as the best way to organize local tourism. Following this premise, the municipal tourism council becomes a potential locus of study. However, despite the advances and gains related to the dialogue between public authorities, the private sector, and civil society in the tourism activity, it is necessary to strengthen the tourism structures at all levels, especially seeking to improve the quality of the participation of the various players that make up the activity.

Tourism Networks and the Complexity of their Public-Private Dynamics

The approach to studies of interorganizational relations broadly suggests two streams: the exchange perspective and the resource dependence perspective. Given that collaboration can be stimulated or inhibited by institutions (Jamal & Getz, 1995), it is evident that network analysis is essential to understand the structure and dynamics of relationships. In the tourism context, where it is advocated the stimulation and creation of instances that bring together actors - individual and collective - to seek common understandings on

the directions of tourism policies and planning, the network theory approach helps to understand these relationships.

Therefore, it becomes imperative that this understanding brings benefits and insights into "the nature of network capacity and the opportunities and constraints for building productive public-private partnerships." (Dredge, 2006, p. 270). This public-private partnership is embodied in the foundation of collaboration and cooperation between actors, through different structures. Muñoz-Mazón and González (2015, p. 315) state that "a key piece for articulating a stable cooperation framework are the organizations that bring actors together, position themselves, and collaborate through different structures.

Therefore, the network concept provides elements to analyze these relationships that frame tourism planning and policy processes to open a range of understandings on how the web of interactions between various tourism actors takes place. This network approach matches the axiom of tourism, bringing it as a multidimensional area that brings together diverse actors with varied interests (Dredge, 2006).

Understanding governance in tourism domains becomes vital to analyze the relationship of stakeholders, aimed to assess the interaction and collaboration of actors in this process (Tuohino & Konu, 2014). Thus, network theory assists in this understanding.

The present investigation used a mixed methodology, qualitative and quantitative, by means of semi-structured interviews with the counselors of the Municipal Council of Tourism of Ouro Preto (COMTUR-OP), allowing quantifying and qualifying the formulation and implementation actions for developing tourism in this locality.

In order to answer the research questions, an interview form was prepared for the 16 COMTUR-OP counselors, which are divided into two groups with eight representatives each. The first is the **State**, namely: The Municipal Department of Tourism, Industry, and Commerce; Municipal Department of Culture and Heritage; Municipal Department of Environment; Military Police of Minas Gerais; Federal University of Ouro Preto (UFOP); Federal Institute of Minas Gerais (IFMG); National Historic and Artistic Heritage Institute (IPHAN); and the Ouro Preto City Council. The second has eight representatives from **civil society**: Commercial and Business Association of Ouro

Preto (ACEOP); Convention & Visitors Bureau (CVB); Heritage Collection Area; institutional, ecclesiastical, and private museums; Federation of Associations of Residents of Ouro Preto (FAMOP); Association of Tourist Guides of Ouro Preto (AGTOP); Ouro Preto Development Agency (ADOP); Receptive travel agencies and tourist transportation; and Brazilian Association of Hotel Industry (ABIH) Regional Golden Circuit.

The interview form was formatted in four different axes of analysis, as follows: Part 1 - Perception of Tourism in Ouro Preto today and in the future; Part 2 - Strengths and weaknesses of Ouro Preto as a tourist destination; Part 3 - Role to be taken by public and private entities to improve the situation (adapted from Muñoz-Mazón and González, 2015) and; Part 4 - Relationship network. And it was applied between the months of October 2018 and January 2019.

Of the 16 COMTUR-OP board members, only one of the eight public authority representatives and one of the eight civil society representatives was not willing to answer the survey, all the others did, totaling 14 answered forms. In the analysis of Part 4 - Relationship network, the totality of council members was considered, since those who declined to participate in the research were mentioned by other members of COMTUR-OP. The Pajek network analysis program was used to obtain sociograms.

The analysis categories consider the theoretical-methodological framework based on categories anchored in the field of social networks, governance, and policy networks (Table 1)).

This approach allows analyzing the spaces for participation in public tourism policies, as well as the behaviors and relationships among the players that make up this governance instance. The interactions built (or not) in these instances can reveal the multidimensionality of the political interest, as well as the positions and exchanges between the players, which will affect the collective results of their efforts.

4. Analysis and Discussion

When apprehending the function performed by the political actors that compose the tourist activity in Ouro Preto, it was found that part of the council members is not very active in terms of planning the tourist activity in the municipality, focusing only on their routine work activities. This fact becomes explicit when they highlight their constant

Table 1: Categories of Social Network Analysis

Categories	Description	Theoretical Background
Intra-organizational and inter-organizational	Relationships between actors of the same organization and relationships of actors between organizations. Endogenous and exogenous aspects; and internal and external to the group and group members. Complex pattern of interactions; multidimensional area of political interest;	Depuy & Gilly, 1995; Marques, 1999; Marques, 2006; Marques, 2007. Taka´cs, Janky & Flache, 2008. Munõz-Mazón and González, 2015; Scott, 2011; Scott, 2011; Dredge, 2006;
Structural Aspects	Centrality; leadership; and positioning of network actors. Structural position of members; heterogeneity of participants; and number of group members. Information flow; resource exchange;	Mizruchi, 2006; Quandit & Souza, 2005; Varanda, 2007; Steiner, 2006. Gould, 1993; Olson, 1999 [1965]; Ostrom, 2007. Baggio, 2011; Beritelli, 2011.
Nature and characterization	Strong and weak ties; strength and content of the articulations between actors. Intensity of preference; selective incentives; social norms; cost/benefit ratio; and face-to-face communication among members. Common result of collective efforts; plurality of actors; collective decision making; impact on social organization; collaborative behavior; exchange perspective; resource dependence; productive public-private partnerships;	Cross & Parker, 2004; Granovetter , 1973; Granovetter , 1983; Granovetter et al., 2000; Marteleto & Silva, 2004; Mizruchi, 2006. Elster, 2006; Gould, 1993; Olson, 1999 [1965]; Ostrom, 2007; Taka´cs, Janky & Flache, 2008. Kooiman & Van Vliet, 1993; Peters and Pierre, 1998; Velasco, 2014; Muñoz-mazón and González, 2015; Baggio, 2011; Beritelli, 2011; Jamal and Getz, 1995; Dredge, 2006

Source: Authors

absences in the ordinary meetings of COMTUR-OP, contrary to Article 12 of Municipal Law No. 659/11, which states:

> *The councilor who misses, without justification accepted by the majority of the councilors, 03 (three) consecutive meetings, or 06 (six) alternate meetings, ordinary or extraordinary during the term in office will lose the mandate, occasion on which the substitute will fill the vacancy, and the entity will indicate another substitute.*

This initial observation is already concerned with the interference in this collaborative logic that is instituted in the concept of tourism public policies, aiming at tourism development. Next, the axes of analysis that guided the investigation at hand are systematized, as a form of arrangement of the present study.

Perception of Tourism in Ouro Preto today and in the future

There is a disparity in councilors' perception of tourism in Ouro Preto, where most representatives of the State evaluate Ouro Preto tourism as very poor and regular, while those from civil society evaluate it as good and regular. This asymmetry draws attention because these actors make up a network of collaboration and cooperation where they should work together for the "resolution of problems derived from the planning and coordination of local tourism development" (Jamal & Getz, 1995), but have different visions in this regard.

Among the justifications for the negative evaluations, the lack of professionalism in the activities that make up the tourism sector stands out since, according to them, the professionals do not go through any kind of training and/or course, making the services provided average, besides

marketing deficiency for the destination, as well as the interest in a quick and superficial profit.

For the positive ones, the importance of the legal framework that the city has stands out, namely: instituted Municipal Tourism Policy; Municipal Tourism Plan in force; Municipal Tourism Council; and Municipal Tourism Fund. In this aspect, this strengthened institutional framework that supports social networks can hypothetically generate positive externalities for the proper functioning of the system (Muñoz-Mazón & González, 2015).

At the core of concerns, planning plays a significant role in the issues raised by the councilors, who, despite the positive projections, point out problems that should be observed as soon as possible.

Figure 1: Agreement regarding the service of the trade installed in Ouro Preto.

The tourist trade currently installed in Ouro Preto caters to the various social classes in its various aspects of interest.
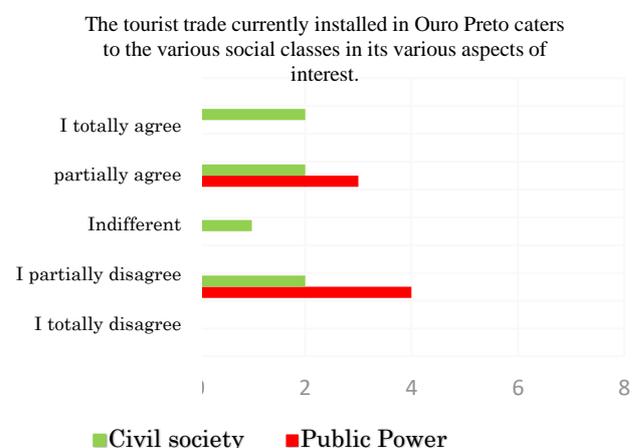
Source: Research data.

Figure 2: Agreement about the services provided.

The services offered today in Ouro Preto meet consumers' expectations.
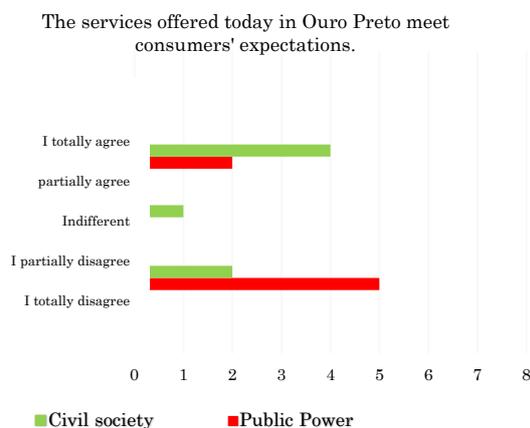
Most members of civil society fully and partially agree that the trade currently installed in the city meets the different social classes and their interests, but most members of the State partially disagree on this statement (Chart 01). Similarly, most members of civil society partially agree that the services offered today in Ouro Preto meet consumers' expectations, while among the representatives of the public sector most partially disagree with this statement (Graph 02).

Strengths and weaknesses of Ouro Preto as a tourist destination

The main strengths of Ouro Preto as a tourist destination are its historical and cultural attractions, which move an expressive number of visitors to the city. The easy access and good roads help in this flow of tourists received by the city. However, there is a concern with the diversification of the destination's attractions, since there are places with tourism potential, such as the city's districts, which are still little explored and that can diversify tourism segments, such as ecotourism and rural tourism.

Three main points regarding the weaknesses of Ouro Preto as a tourist destination should be mentioned. The first point to be highlighted is the weakness of the destination marketing. Once again, we note issues related to the responsibility in the investment for advertising the city among the public and private actors of the destination. On one side, the private sector says that it is the government's responsibility to make the investments to promote the destination; on the other side, the public sector sees the private sector as responsible for promoting the destination.

The second point is the lack of trained professionals in the various sectors that make up the trade and,

thirdly, the lack of unity among the actors that make up the tourism sector in Ouro Preto. Thus, the perception regarding the weaknesses of the trade becomes even clearer since, by not being in consonance with each other, the probability of lack of planning is evident, even showing their prominent concern.

It should be noted that the consolidation of Ouro Preto as a tourist destination should not only be based on the idea of a historical city. There is a disagreement among the players about the fact that the title of World Heritage Site only brings advantages to the destination, besides the fact that tourists do not consume different tourist products when they visit the city.

Role to be assumed by public and private entities to improve the situation

It is unanimous among the actors that the Ouro Preto City Council presents a still incipient participation with regard to tourism activity in its entirety. At specific moments, the City Council has taken part more incisively in decisions taken with COMTUR-OP, when legislation related to tourism was discussed, or even on another occasion, when the Municipal Tourism Plan (PMT) was approved. The unanimity of perceptions regarding the incipient performance of the City Council is worrisome, because, as Ouro Preto is a nationally and internationally recognized tourist city, the representatives of the people together with the State should have a primordial role regarding the discussions of structuring issues in the tourist planning of the destination.

As for the performance of the Secretariat of Tourism, there is the perception of a greater engagement of this body regarding tourism planning in the city. The PMT was one of the goals achieved by the secretariat; however, in the same intensity, it was stated that its execution in practical actions is still not seen. This fact often occurs due to budget problems, not only for the secretariat, but for the entire municipal public machine.

A significant point raised by the actors is related to COMTUR-OP's technical staff that, despite having the representation of several sectors involved in the tourism trade, many only fill the chair temporarily so as not to leave it vacant, since they are not aware of the discussions and provisions of the board and do not have a significant presence at the meetings.

The State, in its majority, disagrees that there are mechanisms that agglutinate all the interests of

those involved with tourism, and for the civil society there is an agreement with the existence of these mechanisms. In contrast, a similarity is evident regarding the perception that COMTUR-OP's actions are insufficient for the tourist development of Ouro Preto, and that it is the public sector that should take the initiative in this development.

COMTUR-OP's Stakeholders Relationship Network

The fourth axis of analysis sought to measure the interaction among COMTUR-OP councilors. To do so, the free software Pajek was used in order to delineate the sociograms related to the interaction among the councilors. At this point, even though only fourteen (14) of the sixteen (16) councilors answered the questionnaire, they were all represented in the network, because the two (2) non-respondents – ADOP and Public Safety – were mentioned by other members at specific moments, since their representation within the sociogram is important.

To analyze the exposed network, the representatives of the **State** are identified by the color red and are listed according to the following legend: (1) Secretariat of Tourism, Industry, and Commerce; (2) Secretariat of Assets and Development; (3) Secretariat of Environment; (4) Public Security; (5) UFOP; (6) IFMG; (7) IPHAN; and (8) Ouro Preto City Council. The **civil society** representatives are identified by the color green and are listed according to the following legend: (9) ACEOP - Commercial and Business Association of Ouro Preto; (10) Museum System; (11) Convention & Visitors Bureau; (12) FAMOP - Federation of Associations of Ouro Preto Residents; (13) AGTOP - Association of Ouro Preto Tourist Guides; (14) ADOP - Ouro Preto Social and Economic Development Agency; (15) Receptive Travel Agency and Tourist Transport; (16) ABIH - Brazilian Association of the Hotel Industry.

Figure 3: All Degree.
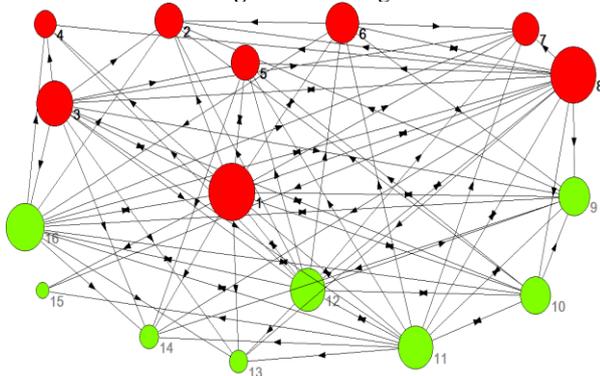
Source: Research data.

The COMTUR-OP counselors representing the public authority have a greater relationship, number of connections, with the other actors in the network, as evidenced by the number of contacts between them and the other network members. This becomes evident because the network hub, the element with the most weight, represented by the node with the greatest number of links to other network members, is the Secretary of Tourism, Industry, and Commerce.

It corroborates the conception that the government is the coordinator and responsible for public policies on tourism. Naturally, this agent is the one who initially stimulates the formation of relationships among the members of this network in order to seek collaboration, guidance, and foster discussions, since it is the agency responsible for implementing municipal tourism policies.

This fact becomes explicit when analyzing Figure 2 (Input Degree) and Figure 3 (Output degree). It can also be seen that the perceptions of interaction among board members are not mutual; thus, there is a certain domination of board members who have greater interaction and prestige within the network.

The results and analysis of the answers that preceded the relationship network endorse the points highlighted here by the sociograms, complementing the inferences suggested by this work. On the part of most of the civil society representatives and some State representatives, there is sometimes a feeling of not belonging to the municipal tourism context, and sometimes individualistic views that make it difficult to plan the activity in an integrated and organized way.

Figure 4: Input Degree.
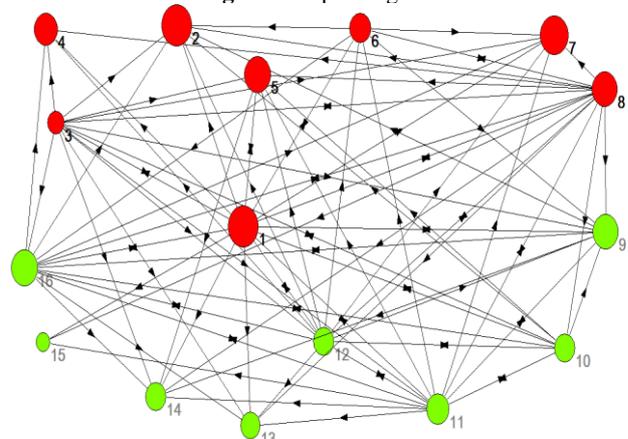
Source: Research data.

A greater equivalence among the councilors can be seen when analyzing the degree of entry into the

network[1], even if this is not uniform, and the representatives of the public authorities still have a certain predominance over the councilors representing civil society. The reciprocity in the relations among the COMTUR-OP board members is a primordial factor for the propulsion of the tourist activity in the municipality.

Thus, there is a significant and organized interaction between several entities favoring something greater, when the relationship between different entities and organizations is reciprocal and proportional, a fact that, according to the analyses, was not evidenced with the output degree[2] as shown in Figure 5.

Figure 5: Output Degree.
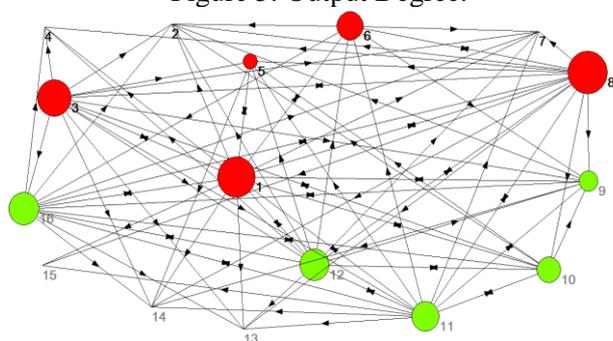
With the sociogram that demonstrates the Output Degree of this network, once again, the councilors representing the State occupy a prominent role with regard to the interaction among the actors of COMTUR-OP. However, when comparing the Input Degree and the Output Degree, it is evident that the councilors who should be immersed in the planning of the tourist activity, primarily in relation to the historical-tourist heritage of the municipality, do not feel they solidly belong to the local tourism context. Special mention is made here of councilors representing the State: (2) Secretary of Culture and Heritage, (7) IPHAN; and advisors representing Civil Society: (13) AGTOP; and (15) Receptive Travel Agency and Tourist Transport.

These councilors showed no interaction with the other COMTUR-OP members to deal with issues related to tourism, and the only contact with the other members is in the ordinary COMTUR-OP meetings. Yet, most of them stated that the actions developed by the council are often not substantial, standing at the margins of a proper and structural planning and sticking to details that, although important for the city, are punctual.

Another point worth mentioning is the fact that two of the councilors representing the State – (1) Secretary of Tourism and (8) Ouro Preto City Council – retain greater interaction power within the measured network. Such prestige can be worrying, since their centrality within the network compared to the others, in a dense network such as the one exposed, can prevent strategic information from reaching all members. Thus, reciprocity in relationships is weakened, and these two members representing these institutions can impose some sort of social control on the other board members through this filter.

On the other hand, one identifies the importance and responsibility of the public authorities in building bridges and fostering discussions about the tourism domain among the public and private actors that make up the sector so as to make certain decisions and implement public tourism policies that are debated among the local tourism agents.

In this sense, the degree of centrality in this interaction network shows that the actors with greater centrality are those who theoretically would be more active in formulating, designing, and implementing public policies, since they are actors linked to the State, executive and legislative. Therefore, they have institutional mechanisms, not only in the prerogative of instituting legal normative acts, but also in the form of legitimacy of legal representation, which capitalizes them in the flow and exchange of information in the relationship with other actors.

However, the quantity of interactions does not necessarily make them more active and effective in the tourism policy processes. This is evident in the case of the Chamber representatives having an incipient participation in this instance, although their position in the network allows them to be more important precisely by mastering the flow of information and exchanges between the actors. And not only proactivity, but also the technical mastery of the issues raised in the debates and deliberations in this instance of governance tends to have more weight, because the most proactive action that meets the demands of the municipality presented by the players is what becomes more relevant for the construction of tourism public policies.

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[2]*Input degree of the network is when an actor suggests/mentions that it has a relationship with another.*
[3]*Output degree is when one actor is mentioned by another in inferring a relationship between them.*

5. Final Considerations

The public policy analysis field of study needs to frequently improve itself to reach the complexity of the dynamics of social situations that change from time to time. In this context, network theory emerges as a possibility to quantify and qualify relationships between social actors in their most diverse characteristics. This implies sustaining theoretical and methodological approaches that contemplate the complex and dynamic situations of contemporary society through a relational bias, making visible the characteristics of the relationships between actors in the field of public policy studies, especially in the field of tourism.

When dealing with tourism public policies, one must consider not only the group of regulations and planning that aim at organizing and developing the activity, but also the relations between the actors that make up tourism through the strategies of relationship, structure, and nature that establish its organization. This is because the aim of its outcome is to strengthen tourism through public and private management, thus ensuring the levels of interdependence and desires among the various agents at play.

In this course, democratic and participative institutions are necessary to guarantee the complex pattern of decisions, actions, and interactions among the actors in order to legitimize the tourism policy process. The council format brings together various actors that discuss, advise, and deliberate on tourism policy, making it a necessary mechanism within the possibilities of governance instances in this domain at hand. And by the nature of its constitution, a conglomerate of agents with diverse interests that relate to each other, it is evident that the theory and analysis of networks can contribute to understanding this structure and the dynamics of this web of relationships in which the planning and processes of tourism policies are framed.

In the empirical approach of this study, it was possible to see that these relations do not have an a priori linear pattern of interdependence between public and private actors in the field of tourism public policies. It is clear that, even if there are normative guarantees for the performance of these diverse actors in the constitution of these participative instances, the collaborative logic is not necessarily guaranteed, because the abstention of some can weaken the collective decisions in favor of tourism development. Differences between perceptions of the domain situation also become conflicting within the network of interactions, causing reality to be perceived through confrontation rather than cooperation and collaboration.

The construction of the interaction network through the sociogram clarifies the situation of the connections between players, their structure, and the nature of these relationships. It proves the abstention of some regarding the responsibility of their role as legitimate representatives of the tourism activity and verifies the potential and importance of others in the process of promoting interactions among the network players. Thus, even with the inductive nature of the structuralism of social network analysis in formal organizations and institutions, such as this one, network analysis helps us understand the connections that could generally suggest convergent strategies and practices among the political actors present in these structures through the nature of these interactions.

Some limitations of this model are observed in that it does not allow conclusions to be drawn from a longitudinal analysis that would enable comparisons of the differences and similarities in the interactions between the actors over time, considering that the people representing the institutions that make up this participatory forum change according to the mandate, although the institutions remain the same. In this sense, this opens up the possibility of future studies, since these pictures of reality could suggest the effectiveness of deliberations in different relational conformations, and also studies that show that indeed there are significant transformations in the reality of these policies and their results in the domain in question, given the articulations of the actors who are members of these instances of governance.

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INFO PAGE

Tourism Networks - Interdependent Relationships among Public Policy Actors

Abstract

This chapter dialogues with the field of studies and analysis of public policy, which has its pioneering work in the 1940s and is in constant development. Given the various definitions of public policies, there is a convergence that these include articulations between various actors - public and private - which makes it important to consider the relational perspective for analysis purposes. Governments have been dedicated to formulating public policies in specific domains, seeking to guide, regulate, as well as develop certain activities, such as tourism. In this sense, the municipality of Ouro Preto, a World Heritage Site, a tourist destination with a highly relevant historical and cultural heritage, which has established public tourism policies and tourism management tools, becomes a potential locus for investigation. In this context, we seek to investigate the interactions, from the perspective of the network approach, between the actors that make up the municipal public management of tourism in the city of Ouro Preto, Brazil, considering the multidimensionality of political interest in the public-private sector. The contribution of this work continues to improve the understanding of the implications of network management in tourist destinations, articulating the themes of governance and policy networks that circumstantially pass through discussions on social networks. Thus, contribute to the field of studies on collaborative forms in tourism planning and management. Finally, it is concluded that the application of this theoretical-methodological model allows to assess the articulations and behaviors of the actors within spaces of participation, as well as the positions and exchanges that affect the results facing the construction of public tourism policies.

Keywords: *tourism public policies, relational perspective, network analysis*

Authors

Full Name	Author contribution roles	Contribution rate
Marcos Knupp:	*Methodology, Writing - Original Draft, Writing - Review & Editing, Supervision,*	*70%*
Magnus Emmendoerfer:	*Methodology, Writing - Original Draft, Writing - Review & Editing,*	*15%*
Maria Velasco González:	*Conceptualization, Methodology, Writing - Original Draft, Writing - Review & Editing,*	*15%*

Public tourism policies in the Brazilian Amazon: Participation and networks

Kassia Suelen Farias, Silvio Lima Figueiredo*

ABSTRACT

Keywords:
Tourism,
Public policy,
Participation

The aim of this study is to analyze the tourism network in Marajó, PA, Brazil. To do so, we sought to elucidate the concept of participation, networks and public policies so that the mechanisms of their organization in this region can be understood. This work is an excerpt from the dissertation entitled "Tourism governance on Ilha do Marajó, Pará, Brazil: An analysis of the relationship networks established in public tourism policies" (Farias, 2018). This analysis uses an interdisciplinary approach in tourism, seeking to interpret it from theoretical perspectives on participation in public policies. The study follows several steps which in the end could be connected and interpreted based on the assumptions of qualitative research. The bibliographical deepening, documentary analysis, the elaboration and application of semi-structured interviews directed the study to reach the proposed objective. Thus, the analysis revealed that the participation of agents in the decision-making process in tourism does not aim to disregard the State, but seeks to confirm the importance that institutions represent. Some examples are civil initiatives and organizations such as the Women's Association of Pesqueiro (Associação das Mulheres do Pesqueiro - ASMUPESQ), as evidenced in the study.

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1. Introduction

The Amazon region was the scene of regional development processes allied to public policies throughout the end of the 20th century and in the first two decades of the 21st century, which guaranteed, at least in intention, the benefits of this development for its population, and therefore for the whole country. Thus, the region appears as a paradigm for attempts at regional development and sectorial public policies. In recent decades, there is a need to reflect on the characteristics of these developmental processes and their criticisms based on incorporating sustainability and related concepts. At the same time that there is a need to develop the region, tourism also begins to appear in regional plans as a vector of development based on its "multiplier effects" and the low investment capacity for its practice.

This picture had several characteristics of its own in many municipalities and Amazonian states. There was a growth in the tourism sector in the state of Pará and more precisely on Ilha do Marajó,

mainly from investments by businessmen and local farmers, who built hotels and inns in the early 1980s and prepared their large farms to welcome visitors.

In addition to the increase in investments and the flow of tourists and their diversification, national tourism policies relatively contributed to adv ance the increase and growth of this sector in Marajó. The ideas of sustainable development of tourism and ecotourism practices are inserted with these policies, much more as a marketing appeal: without much to do with the essences of these activities (Figueiredo, 1999). In addition, social participation is also inserted as an attempt to reframe the conduct of public tourism planning for the region, while meeting the demands of the international market and even the pressures of civil society.

Advancing the ideas of participation and decentralization (already dominant in the late 1990s), the creation of the Ministry of Tourism (MTUR) in 2003 created a favorable environment

Corresponding Author   Research paper

Kassia Suelen Farias: *Master, Federal University of Para, Belém, Pará Brazil, Email: kassiasfarias@gmail.com,*
                          Orcid Id: 0000-0002-7876-3652 iD

Silvio Lima Figueiredo: *Prof. Dr., Federal University of Para, Belém, Pará Brazil, Email: silviolimafigueiredo@gmail.com,*
                          Orcid Id: 0000-0002-6810-1639 iD

for elaborating the Tourism Regionalization Program – Brazilian Routes (Programa de Regionalização do Turismo – Roteiros do Brasil - PRT), based on the guidelines contained in the National Tourism Plan (Plano Nacional de Turismo - PNT) 2003-2007. The program implemented the public tourism policy in a decentralized and regionalized way, and the creation and strengthening of the groups that represented the tourism productive chain stand out among its objectives.

Some previously conceived studies address the difficulty of directly or indirectly articulating between those involved in the tourism production chain, understanding that this is one of the main causes of limited performance of this activity in the State of Pará as a whole, and specifically in Marajó (Figueiredo, 1999; Nóbrega, 2012; Nóbrega; Figueiredo, 2014; Farias; Figueiredo, 2015, Nascimento, 2015). Although tourism policies henceforth based on sustainability and participation have been aimed at the region based on official discussions, it has been difficult to promote economic growth along with environment preservation, not to mention promoting the autonomy of local populations and processes which lead to greater social participation, whether in the creation of political instruments or their implementation.

The organization and participation of civil society in the debates and instruments conducted by the State are considered essential, as the concept of the State should not be limited to the debate of its costs and governmental devices, but its institutional structure, interests, disputes and actors involved, income distribution, development of inclusion actions, social justice and the continuous preservation of citizenship must all be taken into account. Therefore, the different actors should be included in this process, as they are at the same time "sensors" who are able to identify the effectiveness of such public policies, as well as "actors" capable of performing in a unique way in conducting and implementing policies and the conduct of the State.

Therefore, the objective of this study was to analyze the tourism network of Marajó, PA, Brazil, in seeking to elucidate the concept of participation, networks and public policies in the tourism network in order to understand the different

tourism organization processes present in this region. The analysis comes from a part of the dissertation entitled "Tourism governance on Ilha do Marajó, Pará, Brazil: An analysis of the relationship networks established in public tourism policies[1]" (Farias, 2018). An interdisciplinary approach to tourism was implemented in seeking to interpret it from theoretical perspectives on participation in public policies. The study followed several steps which in the end could be connected and interpreted based on the assumptions of qualitative research. The bibliographical deepening, documentary analysis, and elaboration and application of semi-structured interviews directed the study to reach the proposed objective. The analysis revealed that the participation of agents in the decision-making process of tourism does not aim to disregard the State, but seeks to confirm the importance that institutions represent. Some examples include civil initiatives and organizations such as the Women's Association of Pesqueiro (*Associação das Mulheres do Pesqueiro - ASMUPESQ*), as evidenced in the study.

2. Networks and public policies

Network analysis is understood as a useful tool to identify the connections and links represented between actors in tourism public policies (Wray, 2009; Beaumont, Dredge, 2010; Baggio; Scott; Cooper, 2010), and has been widely used under different approaches in scientific studies, whether in sociology or anthropology with analyzes built from a qualitative approach (Barnes, 1987), or in mathematics or information technology where quantitative aspects are more present. Studies conducted by Baggio, Scott and Cooper (2010) can be mentioned as an example.

As Fleury (2002) clarifies, the analysis of networks has been deployed to: 1) understand the relationship between interdependent actors; 2) redirect the object of analysis from the individual actor to interactions with a whole; and 3) indicate the political change of society in response to political/social problems. Thus, networks from a social viewpoint are understood as a structure which connects people and establishes interdependent links, thereby highlighting organizational life (Wray, 2009) instead of individual aspects or group attributes. This allows us to understand the importance of each individual

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[1] "Tourism governance on Ilha de Marajó, Pará, Brazil: An analysis of the relationship networks established in public tourism policies" (Governança do turismo na Ilha do Marajó - Pará: uma análise das redes de relações estabelecidas nas políticas públicas de turismo).

in the network, as well as the influence, preference or distribution of powers.

The networks change according to the social and institutional issues and the historical context of each place, also making it possible to understand the characteristics of the territory as they are made up of "elements which differ over time" (Haesbaert, 2019, p. 293). When analyzing the "network society", Castells (2019) emphasizes that even though networks arise in a process of technological innovations, they take place in a field of communication and are not restricted to technological perceptions, but necessarily depend on the way in which these technologies are captured and made dynamic in the structures of society. That is why there is "synergistic interaction between technological discovery and social evolution" (Castells, 2019, p. 36), which is necessary to understand their specificities as a social organization.

For Fleury (2002) and Schneider (2005), the analysis of networks enabled us to understand the transformations of political-administrative structures with new concepts that express recognizing the complexity of the State and society in order to understand the diversification of actors and resources needed in a given problem. Such resources excel in establishing connections and organizing new social structures, being important for achieving policies, and therefore are able to guarantee the organization of dispersed resources and respond to the problems of public policies (Fleury, 2002).

The networks are also presented as a possibility for organizing civil society, for implementing and articulating social movements in confronting concrete problems. In the new sociopolitical scenario which started in the 1990s in Latin America, new social struggles have been formed and movements and organizations have started to establish themselves in networks which unfold and are articulated by the same social, economic, cultural, political, religious problems, etc., which provide new connotations to the structure of civil society and its relationship with the State (Gohn, 2013). According to Gohn (2013), at that time the networks would enable understanding sociocultural diversity and its articulation with political issues, without falling into a totalizing and homogenizing vision of these relationships.

Based on Enne (2004), applying the concept of networks in social sciences began in the 1950s, mainly with the studies carried out by John

Arundel Barnes (1987), who used the idea of social networks to understand how individuals used personal kinship and friendship ties in a community in Norway. Barnes (1987) proposed to analyze "non-political" local subjects and institutions and demonstrated their importance in relation to political institutions, such as parliaments, parties, elections and diplomacy. Furthermore, he identified the indispensability of the concept of networks to analyze the internal structures of groups and individuals, in addition to understanding that many political processes derive from institutions that fulfill non-political functions, making it essential to analyze these structures to understand the political realities of the place. Thus,

> [...] to adopt the perspective of politics which is implicit in expressions such as academic politics, sports politics, church politics, etc. We should look at it from this perspective, wherever we can find those processes through which individuals and groups try to mobilize support for their various goals and, in that sense, influence the attitudes and actions of their followers (Barnes, 1987, p.160).

Although he recognizes other ways of identifying social groups, Barnes (1987) clarifies that the use of this concept in research performed in Anthropology (for example), is due to the possibility of describing social processes which are established in connections that are beyond the visible limits of a group, which helps to understand if there is a leadership and who the followers are.

In more recent analyses, Schneider (2005) points out three factors that were essential for the emergence of networks: 1) collective mobilization around greater effectiveness of policy implementations; 2) the dynamics of social science studies; and 3) the emergence of new technological and knowledge processes. For the author, participation is related to the symbolic logic of each social actor, whether individual or collective, and these processes are in tune with the precepts of the networks. The author points out that individuals are at the same time sensors which capture the political system and intelligent actors who decide on this system. Based on the concept of "institutional cybernetics", Schneider (2005) reinforces that public policy is not an exclusive matter of a governmental hierarchy, but is located in a complex interference zone which involves collective and private matters that integrate and cooperate in a network structure, and which can be decentralized, despite traditional structures.

Fleury (2002) understands that the multiplicity of social actors involved in the political decision-

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making process would signal flourishing of a polycentric society, which privileges diversity and dialogue. This implies the production of trust, facilitating communication, negotiation and the construction of agreements which contemplate different interests. In this understanding, the author emphasizes that it is important to not only consider management, since this role can be simultaneously mediated by each actor or by a mediator who promotes communication between the actors in the network (Fleury, 2002). This structure causes changes in the understanding of politics as it recognizes the complexity of society and the State, considering the multiplicity of individuals. Based on the limitations and possibilities, Fleury (2002) points out the negative and positive aspects of networks in public policies:

Table 1: Characteristics of public policy networks.

Positive aspects of networks	Negative aspects of networks
Greater mobilization of resources (mainly human) and diversity of opinions about the problem.	Challenges to ensure accountability due to the diversification of actors (public, private, social).
Possibility of the presence of the State in a non-bureaucratic way.	Difficulty in achieving goals, given that the goals are diluted among the actors in the network.
The establishment of adaptive management connected to social reality.	Difficulty of coordination and control.
Possibility of negotiation, consensus, commitment and responsibility which envision aspirations for sustainability.	Slow negotiation process to reach mutual consensus.

Source: Farias (2020) from Fleury (2002).

From the understanding that networks reinforce an interaction and bond between individuals and groups, and are flexible according to the established involvement, it is understood that the network is a form of governance (Beaumont, Dredge, 2010), as it depends on skills and special competencies of each actor involved and share the same objective and resource available to achieve success (Coutinho; Nóbrega, 2019). In the case of tourism, political networks are presented as a possibility to expand participation in decision-making processes, whether in the traditional perspective that understands it as a marketing activity, or in collaborative networks which alternatively seek to meet social and environmental demands in tourism. Identifying the network promotes understanding of agents in the field of relationships, realizing how groups establish decisions and how they mobilize to participate in political actions (Table 2).

Table 2: Categories analyzed about networks.

Category	Author /year	Conceptualization
Social network	Barnes (1987)	It makes it possible to understand the bonds of people from different groups, as well as reveals the limits and internal structure of each group (among other things).
Institutional cybernetics	Schneider (2005)	It reveals that public policies suffer great interference from actors linked to traditional institutions (such as political parties and pressure groups), not to mention the different social actors.
Policy network	Fleury (2002)	It understands that the network causes changes in the political-administrative structure, as it recognizes the complexity of society and the State, considering the diversification of individuals included in the network whose interests are multiple; it realizes an increase in the actors involved, and therefore the degree of uncertainty to manage their relationships and their results increases and opens paths for new interpretations of public policies.
Network society	Castells (2020)	Understanding that different social forms coexist in a society, and these social processes and forms are mixed in different places and periods of historical transition, (re)constituting the network society.

Source: Elaborated by the authors from Schneider (2005), Barnes (1987), Castells (2020) and Fleury (2002).

It is also understood that it is not only society that is diversifying its form of representation in the political field, but the traditional political institutions themselves, because they also (re)configure and (re)invent mechanisms and strategies to try to maintain the traditional power structure of coercion and social bargaining. The continuous reinforcement of social mobilizations and other forms of citizen participation in these disputes is important to accompany the evolution of the political field itself, although we know that "collective action is remarkably difficult for the relatively weaker and powerless" (Levi, 1991, p. 90) by the high concentration of power (political and symbolic) of the members of society who hold the political and social domains. For Nóbrega (2012, p. 133), the search for participation has the search for individual and/or collective interests in its conception, so it "is guided by some kind of relationship with power". According to Benevides' (1994) thinking, active citizens are valuable characters in the democratic process and need to be "created" and "organized" at all times from the multiplicity of spaces for deliberative discussion, expanding communication and information for effective political education from encouraging the creation of interaction networks.

3. Experience in researching networks and tourism

From an interdisciplinary perspective which presupposes scientifically constructing tourism with the interaction of other knowledge that involves the phenomenon, as highlighted by Barretto (2006), the objective of this study is to analyze the tourism network in Marajó, Pará, Brazil, in the context of regional tourism development[2]. Thus, we initially collected secondary information on the genesis and history of tourism processes in Marajó, in parallel with the understanding of the main local agents related to this practice in order to conduct the investigation on networks in the reported Region.

From identifying these contexts, documents were collected which expressed the public policy related to the theme explicitly about tourism or even dealing with the issue in a secondary or peripheral way. Information was collected in the field on the political forms in which it is possible to identify the performance of networks, such as the so-called "tourism governance bodies", including the Pará State Tourism Forum (*Fórum Estadual de Turismo do Pará - FOMENTUR*). An analysis of the Forum material was added to the information analysis available on Federal Government websites, such as the Transparency Portal and the Conventions' Portal (*Portal da Transparência* and the *Portal de Convênios - SICONV* and *SIACOR*, respectively), enabling an analysis of budget transfers directed to tourism in Marajó, PA. Although used in broader research for other purposes, this device appears in this section to identify the municipalities effectively related to the result of investments in the sector by the government at the federal level and from tourism policies and plans.

In addition, semi-structured, directive interviews were carried out throughout 2018 as a methodological strategy for compressing the performance of tourism networks in Marajó, with ancillary collection carried out until 2020, enabling to establish connections between formal decisions and collective action strategies in the network. The choice of agents follows identifying members of instances such as the Forum, but also the traditional production chain, with representatives of the traditional trade and public agents, in addition to other agents which are part of the relational field of tourism, such as the Women's and Residents' Association of Vila do Pesqueiro

(*Associação de Mulheres e Moradores da Vila do Pesqueiro*).

Table 3: Agents interviewed in the Marajó tourism network in the municipalities of Soure and Salvaterra.

Political Institutions	Former Secretary of State for Tourism (*Secretário de Estado de Turismo - SETUR*), who served until the 2018 term;
	Current State Interlocutor of the Pará Tourism Regionalization Program (2020);
	Soure Secretary of Tourism from 2018 to 2020;
	Tourismologist, servant of the Soure Municipal Tourism Secretariat;
	Secretary of Tourism of Salvaterra from 2018 to 2020.
Governance Instances	President of the State of Pará Tourism Development Forum (*Fórum de Desenvolvimento Turístico do Estado do Pará - FOMENTUR*);
	President of the "Polo Marajó" Regional Tourism Forum (*Fórum Regional de Turismo do Polo Marajó - FOREMAR*);
	President of the Soure Municipal Council of Tourism.
Civil Organizations	President of the Marajó Tourism Association (*Associação de Turismo do Marajó - ATM*);
	President of the Women's and Residents' Association of Vila do Pesqueiro in Soure (*Associação de Mulheres e Moradores da Vila do Pesqueiro em Soure - ASSUREMAS*);
	President of the Vila de Joanes Rural and Artisanal Educational Association (*Associação Educativa Rural e Artesanal da Vila de Joanes - AERAJ*);
	President of the Association of Municipalities of the Marajó Archipelago (*Associação dos Municípios do Arquipélago do Marajó - AMAM*).
Private iniciative	Businessmen from hotels and inns in Salvaterra.

Source: The authors (2021).

Thus, the methodology was built to identify and analyze the performance of network actors in elaborating and implementing Tourism Policies aimed at Marajó; the concept of governance given the changes that have been directed by the National Tourism Policy; and the relationship between the network actions and the perception of its agents in the process.

4. Analysis: Performance of Marajó Tourism Agents In Networks

Study context and objective

The Marajó region comprises sixteen municipalities, with a territory equivalent to 8.3% of Pará state (102,810 km²) and an estimated population of 577,790 inhabitants, corresponding to 6.5% of the state's total (FAPESPA, 2021; IBGE, 2021). Its geographic division is composed of three micro-regions: Arari; Furos de Breves and Portel. The first two are located at Marajó's most insular area (Marajó Island), which is known for being the largest fluvial-marine island in the world and the largest among those that form the Marajó

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2 *The work originates from an excerpt from the dissertation entitled "Governança do turismo na Ilha do Marajó - Pará: uma análise das redes de relações estabelecidas nas políticas públicas de turismo" (Farias, 2018). After the dissertation, the collection continued to update data in the process of preparing the doctoral qualification report and in the study for Rota Marajó of the project on Qualification in Tourism of the UNB/UFPA.*

Archipelago [3], with 49,606 km². It has a strategic geopolitical position for being within the notorious Marajoara Gulf[4], on the boundary between the waters of Amazon River estuary and the Atlantic Ocean (Alves, 2016), and consists of 12 municipalities, including Soure and Salvaterra. Within the western part of Marajó the micro-region of Portel is found, which is composed of four municipalities and is predominantly continental.

Soure and Salvaterra occupy the 122th and 121th position, respectively, in the Gross Domestic Product (GDP) ranking of the State of Pará. The current Human Development Index (HDI) demonstrates the incipience of the municipalities of Marajó in terms of life expectancy, education and per capita income. The agricultural sector, services and administration and public services make up the largest share of the municipalities' gross domestic product, being: 17.24%, 25.71% and 49.65% respectively in the municipality of Soure; and 13.69%, 27.61% and 49.87% respectively in the municipality of Salvaterra (FAPESPA, 2021).

There is a great diversity of natural resources (fauna and flora) and geographic accidents in this region, which enable a unique and at the same time heterogeneous landscape. The cultural and social aspects refer to a historical trajectory marked by conflicts experienced by local residents in the 18th century and part of the 19th century, especially by traditional populations (indigenous communities, *quilombolas*, *caboclos*, riverside dwellers, etc.) in the municipalities of Soure and de Salvaterra, in an attempt to use and manage natural resources which are usually found on private properties.

The first public policies to guide tourism in the State of Pará began in the 1970s with research on the state's tourist conditions coordinated by the Pará Institute for Economic-Social Development (*Instituto do Desenvolvimento Econômico-Social do Pará - IDESP*). Tourism was even more encouraged during this period until the 1980s, presenting itself as "[...] an economic alternative capable of lifting the depressed economies of the northeastern states and of boosting the economy of the Amazon with the 'wave' of ecological tourism" (Rodrigues, 1996, p. 149). Marajó would then become a consolidated tourist destination in national operators headquartered in the center-south, with its sale

associated with this type of tourism in the main product catalogs.

There was a boost to tourism development in the region with the stimulus to ecotourism on the Ilha do Marajó in the 1980s, especially in the municipalities of Soure and Salvaterra which included "Belém tourism agency, Soure hotels and two pioneer farms which offered demonstrations of milking and cart and horse rides" (Castro; Campos, 2015, p. 463), and were able to stimulate rural tourism. A little later, especially in the early 2000s, there was a slowdown in tourist activity on the island, and local businessmen understand this period as a period of decadence.

Marajó tourism agent activities in networks

Public policy networks incorporate different actors, official or not, which differ in social and political subsectors. According to Castells (2005), this importance is improved in active democracy, recognized as an important mechanism in society's communication, and can be used as an instrument in an innovative policy. Thus, there is a representation of the tourism network to better visualize the actors who are directly or indirectly involved in the current political context of tourism in Soure and Salvaterra (Figure 1), which allows visualizing the actors as well as the interaction between them.

The representation and visualization of the network, its actors and their interactions enables a first look to understand the agents of the relational field and the interaction of these agents, also indicating the network dynamics in the same way. Although the network produces the field, agents can compose this field, but not necessarily be present in the network. The network presents its participants and they were identified from the dynamics they produce in their creation. Among the participants, all build perceptions about tourism, its relationships and the dynamics and actions for tourism to become more dynamic. Therefore, they produce several discourses on tourism and its effects, and regarding the theme of this investigation, they expose the perspective with which they understand their participation in the network and in decision-making processes, as explained in Tables 1 and 2.

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3 The Marajó Archipelago comprises approximately 2,500 islands, among the most important and habitable are: Marajó Island, Mexiana, Caviana, Porcos, Mututi and Uituquara (Amaral. et al., 2007).

4 The Marajoara Gulf "includes the wide mouth-bay of Amazon's River between Amapá and the extraordinary Marajó Island; Estreito de Breves is located to the west of this island, ending in the long stretches of Baía das Bocas; and to the east-northeast, the Pará River, the BaixoTocantins and the Marajó Bay. An essential sector in the history of the Amazon and its sub-regional peculiarities, where the nodal point of Belém do Pará, the nodal point of Macapá/Porto de Santana, the nodal point of Jari and the small nodal sector of the Breves region are identified (Ab'Sáber, 2010, p. 16).

Figure 1: Tourism network in Ilha do Marajó.

	Associação de Turismo do Marajó (ATM);
	Associação dos Municípios do Arquipélago do Marajó (AMAM)
	Associação Comercial de Soure (ASCOM)
	Associação dos Moradores do Povoado do Céu (AMPOC)
	Associação dos Usuários das Reserva Extrativistas Marinhas de Soure (ASSUREMAS)
	Associação Educativa Rural e Artesanal da Vila de Joanes (AERAJ),
	Fórum de Desenvolvimento Turístico do Estado do Pará (FOMENTUR)
	Fórum Regional de Turismo do Marajó (FOREMAR)
	Instituto do Meio Ambiente e dos Recursos Naturais Renováveis (ICMBIO)
	Secretaria Estadual de Turismo do Pará (SETUR-Pará)
	Secretaria Municipal de Turismo de Salvaterra (SETUR-Salvaterra)
	Secretaria Municipal de Turismo de Soure (SETUR-Soure)

Source: Farias (2018).

Governments at the federal, state and municipal levels, companies and civil organizations that traditionally drive tourism networks need to be in harmony so that the work (together) functions minimally. This is the main feature of networks. The difficulties in putting its operation into practice are: 1) the interpretation that each agent has about the importance of the network's operation and mainly of tourism; and 2) the lack of communication between the different agents involved or not in this tourism dynamic. This is a necessary articulation for the different political channels to function, as well as for the very survival of the mechanisms of citizen participation.

The municipal tourism councils have been presented as an important institutional innovation among the governance instances created and induced by public policy at the federal level, which allow ensuring improved governance and its democratic role (Azevedo; Anastasia, 2002, Trindade et al., 2019). Thus, the tourism council acts decisively on the spot as a cooperation institution, as its function enables "mobilizing organized segments; networking the different local sectors; formulating local strategies for planning and developing tourist activity from a decentralized and articulated management" (Trindade et al. 2019, p. 660).

Da Mata, Pimentel and Emmendoerfer (2018) report that the creation of laws aimed at the creation of Municipal Councils in Brazil, such as the 1988 Constitution, the National Policy for Social Participation and the Social Participation System, were fundamental to consolidate spaces for social participation in political processes in the state field. These normative acts gained their own contours in tourism with the creation of governance bodies in Brazilian regions and municipalities.

The results of decentralizing dynamics of tourism policies are directly related to the influence of the participating agents involved with the activity in decision-making processes. The network problems in relation to the common goals was noticed in this study, which are at the key of tourist development. Many components of the Marajó tourism network perceive limited positive results. This happens when the degree of involvement and communication between network members is compromised.

The non-participation, or limited participation, of agents makes the decentralization objectives unfeasible, as there is no way to decentralize actions and policies if there is no one to participate and assume roles and functions. No matter how hard it may be for a representative to achieve the objectives of the Forums or Councils, the demands of the municipalities and their citizens need to be part of the public policy agendas, and to do so communication by the network and knowledge of the network are necessary: "Therefore, one cannot understand Public Policy Networks without also understanding the relationship process established between tourism agents, which is mainly through communication" (FARIAS; BAHIA, 2019 p.146).

In the case of Marajó, even though Soure and Salvaterra are priority municipalities in the State Policy, they have not yet managed to fully implement/create this important concept of participation. Soure then created the Municipal Tourism Council of Soure (Conselho Municipal de Turismo de Soure – COMTUR) with difficulties, but its actions and agendas cannot reach the "higher" scales of governance instances.

Regarding the interactions between network actors in the Marajó region, the data collected and presented in Figure 1 reveal that the centrality of input (Indegree), represented by the number of arrows that an actor receives within the network, is greater in the Soure Municipal Secretariat of Tourism (Secretaria Municipal de Turismo de Soure - SETUR-Soure) and in the Pará State Secretariat of Tourism (Secretaria Estadual de Turismo do Pará - SETUR-Pará). This fact reveals the importance and centrality of these two actors in the network, and indicates the need to create local governance bodies, meaning Municipal Tourism Councils, so that local actors, organized or not in collective actions such as associations, are able to participate in decisions made on tourism activity at the local level.

Although the municipal tourism councils reveal weaknesses, especially in the way decisions are made, as they delimit the participation in consultative processes, and may even reduce the autonomy of the actors, their relevance for the interaction and participation of different actors were observed, especially those representing organized civil society; the Residents' Association of Povoado do Céu (Associação dos Moradores do Povoado do Céu - AMPOC) and the Women's and Residents' Association of Pesqueiro (Associação das Mulheres e Moradores do Pesqueiro - ASMUPESQ) are in this situation. These organizations represent communities which are inserted in the Soure Marine Extractive Reserve area (Reserva Extrativista Marinha de Soure), and they are also represented by the Soure Users' Association of the Marine Extractive Reserves (Associação dos Usuários das Reservas Extrativistas Marinhas de Soure - ASSUREMAS).

Few local representations were detected with the absence of the Tourism Council in the municipality of Salvaterra. The exception was the Vila de Joanes Rural and Artisanal Educational Association (Associação Educativa Rural e Artesanal da Vila de Joanes - AERAJ), which has an important role in the district of Joanes for its cultural and social productions, which are directly linked to the tourist activity in the area. According to an interview with the Secretary of Culture, Sport and Tourism of Salvaterra (Secretário de Cultura, Esporte e Turismo de Salvaterra - SETUR-Salvaterra), there has already been an attempt to create a Tourism Council in the municipality; however, according to the respondent, political-partisan differences were the biggest impasse:

> [...] the lack of integration due to the position of party politics. Some people are like that because they were very close in the previous administration or were benefited too much for some reason by the previous administration, then when we come here everyone is at the same level, and then what happens? For some other reason they were not benefited, and those who had benefited when they wanted to criticize excessively criticized... in short, they were the same problems of party politics (verbal information, interview given in January, 2018).

In this case, the interaction of *SETUR-Salvaterra* is greater with formal bodies, such as the Association of Municipalities of the Marajó Archipelago (*Associação dos Municípios do Arquipélago do Marajó - AMAM*), and up to 2019 with the Regional Forum of Marajó (*Fórum Regional do Marajó - FOREMAR*), than with the representations of society which demonstrates the fragility of creating political instruments capable of expanding participatory processes in developing tourism in the municipality.

The Association of Municipalities of the Marajó Archipelago (*AMAM*) also plays an important role in the network, as it is the interlocutor of the municipalities of Marajó with the state governance organ *FOMENTUR*, and the regional organ *FOREMAR*. However, considering the local context, interactions between *AMAM* and society were not detected in the survey, as none of the interviewed actors (representatives of the communities of Soure and Salvaterra) knew about it.

It was observed that few actions have taken place since the creation of *FOREMAR* to increase civil society participation from the different municipalities of Marajó within the forum. A lack of communication and publicity of the actions carried out by *FOREMAR* were detected problems, considering that many actors in the network were unaware of the forum's role as a participatory channel of public policy for tourism in Marajó, such as the Vila de Joanes Rural and Artisanal Educational Association (*AERAJ*), the Women's Association of Pesqueiro (*ASMUPESQ*), and hotel businessmen, who claimed not to know about it.

Therefore, in recognizing *FOREMAR*'s limitations and operating difficulties, an election was held in 2017, decentralizing the Forum's actions to the two regions of Marajó. This made it possible for the Forum to elect a representative from Marajó dos Campos and another from Marajó das Florestas, who could be the president and vice-president. *FOREMAR* was only chaired by only one representative until 2017. Although the limitations presented were numerous, the regional Forum contributes to important actions, such as the improvement of river transport, the subject of numerous complaints.

> *[...] the Tourism Forum is very important for us to reach the municipalities, for us to be able to have a strong presence, so that not only AMAM, but so that we can have interlocutors; AMAM and the Forum are integrated so that we can have greater strength to dialogue with the State. The instance strengthens Marajó's struggle to develop tourism in the region (verbal information[5]).*

The regional Forums were removed in a new administration of *SETUR-PA* in 2019, as well as a reorganization of tourist regions, which from six tourist centers became 14 tourist regions in the state. The exclusion of regional forums weakened the process of establishing the network, which started in 2003, with the creation of *FOMENTUR*. The importance and participatory trajectory played by the regional Forums in the tourism network of Pará were not considered, as could be seen in the minutes of *FOMENTUR* meetings, as well as in the speech of the State Interlocutor of the *SETUR-PA* Tourism Regionalization Program:

> *Then, there is FOMENTUR, which is a State Tourism Forum, which brings together all the tourist trade and in which the 14 tourist regions are included, which are in the representation of FOMENTUR. The municipal councils are within the municipality only, for the time being. But they can also, depending on how the region is, be part of the* IGR, they are already part of the Tourist Region, as the Municipal Council of Tourism, but they can also be part of the IGRs. But this is a criterion that is up to the tourist region, the group that is creating this IGR. With the reorganization, did SETUR think about changing the governance instances in the state of Pará? Did you even discuss this process, which would, in a certain way, have repercussions on existing governance bodies? No, because you see, the reorganization was in the tourist region. Many people today make the confusion of an

IGR with a tourist region. One thing has nothing to do with another. But in the discussion of the IGR, we have been raising awareness with the representatives of these regions, who may be putting together a group to form an IGR, but we have this awareness-raising in our regionalization workshops because it is not easy to create the IGR. It is already difficult for us to raise awareness of tourist activities in the city (verbal information[6]).

Another important player in the network, the Marajó Tourism Association (*Associação de Turismo do Marajó - ATM*), is composed of representatives from the Marajó private sector, such as hotels, transport companies, travel agencies and tour operators. This organization has gained prominence in the network by establishing relationships with *SETUR-Pará*, *FOMETUR* and the Municipal Tourism Secretariats of Soure and Salvaterra. This fact confirms the political and organizational strength of this association as a representative of the private sector on the Ilha do Marajó.

Other organizational forms of this sector in the municipalities in question are the associations of local traders, such as *ASCOM-Soure*. Its operation is aimed at organizing trade and service providers in the municipality. Thus, tourism is just one of the agendas dealt with by this association, which explains its little role in the tourism network in Marajó, as illustrated in Figure 1.

Thus, it is observed that the lack of knowledge of important channels for discussions and information exchange, such as the State Forum and the former Regional Tourism Forum, signal the difficulties and fragility of the decentralization process and participation in tourism in Marajó. This situation is illustrated in Table 4, with excerpts from the interviews of some representatives (public power, civil society and private initiative).

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[5] *Interview conducted with the FOREMAR Representative in 2019.*
[6] *Interview conducted with the State Interlocutor of the SETUR-PA Tourism Regionalization Program in February 2021.*

Table 4: Systematization of agents' perception of the Governance Organ (Forums and Councils).

Interviewee	Perception of Governance Organs (Forums and Councils)
Secretary of State for Tourism	"The Forum works as a catalyst link between all agents who work and can contribute to tourism as an economic activity in the State of Pará [...]. The Forum has its official participants, but it is an open forum, any entity can participate, can invite themselves or can be invited by a representative of the Forum to be present. So this is open. Now my understanding is that we still need to know how to better use the Forum [...]. The score I would give it in its importance would be 10, but in its result a 6, due to weak understanding of the tourism process as an economic activity [...]. As the various actors are more planned to participate in the processes, they look for it and we look for them. This is a process which occurs with a certain naturalness. Some are more active and others less, and this will depend on who is conducting the entire process".
Soure Municipal Secretary of Tourism	"*FOREMAR* went in the very oriented interest of the Soure and Salvaterra municipalities. Because it was just there. The forum does not have resources to give subsidies to take to another municipality on the other side of Marajó. [...] What structure do I give these forums to better develop their regions? None [...] (**This structure that you refer to and the economic, financial structure itself?** It's the financial one, because I'm in Belém, I'm in Soure, how do I get from here to Breves, Anajás, Gurupá, will I have to pay for my own resources? Or will my institution have to pay? If it is an action that will help the Ministry to develop Public Policies for my region [...] (**how does the Municipal Tourism Department manage to dialogue with these FORUMS, in this case *FOREMAR*?**) It can't, in my opinion it can't, because I'm going to be very honest, as a tourismologist, I still don't see this effective dialogue in my state, it's still very loose, very mixed up, I'm not even managing to organize the bare minimum, so that the state works in a regionally articulated way, I have to see each municipality [...] . So, how can I say that my region is articulated if even the main municipalities which are recognized by the Ministry are not organized? [...]".
Tourismologist, servant of the Soure Municipal Tourism Secretariat	"Nobody does tourism alone, everybody needs everybody. And, the Tourism Forum, when people come together, they will necessarily be stronger. If I have a practical set, which I can't benefit from a part... it's no use working today only as a means of accommodation [...] if I have bad transport, if I have bad tourist attractions, if I have service providers bad services, hotels will be idle and the reverse too [...] and tourism is a chain [...]. Today the people there (**Soure**) have already started to work for each other's benefit. Agents were switched and most of the agents who joined have a fresh mind" [...]
Municipal Secretary of Salvaterra	"I create expectations with this new *FOREMAR* management that we can achieve this objective of having a participatory bias, but like the *FOREMAR* representative, he always had assiduous participation, but he never had support, support from the segments that they could give sustainability to their discussions and demands with *FOMENTUR* for benefits in the Marajó region, so that is to say he was a solitary voice, speaking on behalf of the collective, speaking for the benefit of the collective.[...] he kept the information for the municipality, for *AMAM*, but he had no counterpart, if a lot did not happen through the FORUM, it was because there was no active participation of the members and sustainability representatives who could give direction to the forum. (**But were the discussions established in the forum passed on to the municipalities?**) They were, I can say yes in Salvaterra. (**How were they passed on to you?**) Through the e-mail formation, it was passed on to the discussion minutes and everything else, through that we manifested ourselves in making some progress and saying what we were thinking about that discussion, finally we raised our position".
FOREMAR president	[...] if these representatives are not active, the thing goes blank. If you actually look at other municipalities who are in this: "they don't speak". It's that story the deaf don't know what the mute wants, so they have to talk, right? I believe that today, because you see, the economic activity of Marajó, specifically in Soure, was cattle raising and fishing, today I believe that tourism is the third economic activity, if not already the second. Today we have a Marajó Tourism Association that already fights for our interests. This Association is perfectly replacing the Council, although the Council is reorganizing itself as well. So these are the interests that we have to have as a representative of a certain entity in the case of *FOMENTUR*, right? You have to have interests. There are two factors: the importance of tourism and the interest represented by this instance (**What are the difficulties of dialogue between *FOREMAR* and *FOMENTUR*?**) Look, we haven't had much difficulty, because whenever we need something from the Tourism Department, we have one... we don't always get it, because I think that all of us, in any circumstance, have limitations. So within the State Tourism Secretariat, what was possible within the limitations of this Secretariat, we have arrived and posed the problems that they are solving as much as possible. (**Has the Forum/Council been active in the elaboration and implementation of Policies aimed at the Polo do Marajó? What is your assessment of the Forum/Council's performance?**) Look, this is very related to *PRODETUR*. It's the kind of thing that doesn't depend on the Secretariat, because if it depended on the Secretariat, it would have already been resolved. In the elaboration of the *PDITS*, we had a very active participation in the elaboration of this Program, we as *FOREMAR* [...]" (**What is your assessment of FOREMAR's performance?**) Look, despite everything, *FOREMAR* said what it came for. At least it tried to resolve some situations. Some were resolved as in the case of transport, others were not resolved exactly, such as *PRODETUR*. But what is certain is that it was present, in the

	worst case *FOREMAR* was present with *FOMENTUR*. Maybe I don't even know if the whole community knows about *FOREMAR*'s work, but the truth is that it tried to do something."
President of the Marajó Tourism Association (*ATM*)	"As far as I know, the council is a consultative entity, so in practice it doesn't work, a process that requires extra mobilization for the council to work, without this mobilization everything is on paper. We realize that people participate, at the time of doing, they will do what the public administration wants to do, so that's why I say it needs an action, a forum, so that it can get off the ground".
President of the Women's and Residents' Association of the Vila do Pesqueiro in Soure (*ASMUPESQ*)	"Yes, we participate in the Soure Tourism Council, in the municipality. (**Have you been present at any Council meeting?**) Yes. I am a counselor (**How do you perceive your participation in these tourism discussions?**) It is very important, right? for us to have community-based tourism here in the community (*TBC*). We are reactivating it (*TBC*) too, which was stopped, right? for a while there, for lack of administration. So it worked so well for us that we're wanting it to happen again [...].
President of the AERAJ	"Difficult, when they invite us and we go and participate, as long as we don't leave here, because we can't leave here on our own unless they make it easy for us (**Did they help?**) No, for the forum, not for these things. (**Have you ever heard of *FOREMAR* and *FOMENTUR*?**) No, never. (**What about tourist boards?**) Here, for example, Silvia, the representative of the board of education. Tourism doesn't have one".
President of the AMAM	"*AMAM* had a seat at the Forum even before the Regional Forum. We have already been part of everything that is Council, Forum, everything related to the issue of tourism. Today, those who have a seat are the governance bodies and not the association of municipalities, in fact, we were part of it through *FAMEP*, because *FAMEP* had a seat [...]. (**Does *FOMENTUR* satisfy the wishes of Polo Marajó?**) I don't think so, I think *FOMENTUR*, no it doesn't... I think there is more for us to understand? Go inside the Forum and argue, because you know right? that Forum and Council is a daily struggle. It's for you to go there, set something up and fight for it to be contemplated, for it to be for the region. Until then *FOREMAR*, as it was a Forum that discussed more the interests of two municipalities, then it fought for those two. Today we have a context, you know?"
Business owners of hotels and inns in Salvaterra	"Look, we've already participated in some here, but it's just that they don't have an active frequency, like, in the city, right? they come, do those things and leave, but it's not sustainable (**When you say they, who does "they" refer to who?**); "to the people who do tourism in the city, right?" (Hotel 1 verbal information). "I have Knowledge (**Have you ever attended a Forum or Council meeting?**) no. I only know that these organs exist. I have so much frustration with these organs, you know? There's so much talk and little result, I'm a little skeptical of these organs" (Hotel 2 verbal information).

Source: Farias (2018).

In this context, the intended decentralization does not only refer to the possibility of directing political decisions to civil society, necessarily requiring a dialogue between the different actors - public power, private sector and civil society. For these measures to be implemented in the governmental field, "radical changes in the way of governing are needed, promoting a more solidary and participatory social and political regulation [...]" in public spaces (Caccia-Bava, 2001, p. 75). Citizen participation in decision-making processes has been particularly insufficient in Marajó, and when it happens, it is sometimes restricted to bureaucratic issues.

Another problem arises: the studies by Castells (2005) on the formation of networks demonstrate that the key to interpreting this category does not necessarily involve articulations in favor of solutions for productive arrangements or productive chains. The association between productive arrangements and chains in tourism and the development of tourism, public policy and participation networks and even the understanding of tourism governance, with the presence of the so-called "governance organs" is very present, and the agents often take turns between market agents and public agents (Figueiredo, Nóbrega, 2015).

As highlighted by Beni and Cury (2012), work articulated in networks refers to new organizational and production possibilities in the globalized world. This perspective in tourism would promote partnerships, co-management and associated management with the objective of regional development and tourism development; in addition, it would reinforce the idea that the "common strategy planned by the network partners can result in new priorities and new combinations of cooperative production, and vital

permanent feedback dynamics for consolidating tourism clusters" (Beni; Cury, 2012, p.488).

New social and organizational dynamics from this framework have absorbed the tourist activity in an autonomous way as a possibility of social reproduction, as traditional groups and communities. These groups are beginning to establish themselves as component actors of tourism networks, although the domain of the economic perspective in public policies and activity planning is recognized. They have been contributing little by little to the structuring of networks based on the decentralization of information and processes between different social agents, which directly or indirectly dynamize the tourist activity and transform it.

To get an idea of the resources transferred by the Ministry of Tourism (*MTUR*) to the municipalities that make up the Marajó region, only the municipality of Soure obtained a transfer of funds to a civil society organization in 2018, namely the Women's and Residents' Association of Vila do Pesqueiro in Soure (*ASMUPESQ*). *ASMUPESQ* is an organization created and located in a Conservation Unit in the Extractive Reserve category (*RESEX* - Marinha de Soure), coordinated by women who develop actions directly linked to environmental and sociocultural issues in their territory. This organization has been developing community-based tourism practices since 2005, with the objective to carry out tourism in an autonomous and decentralized manner.

The situation of *ASMUPESQ* is paradigmatic in this study, because although it is representative of an important community located in the main tourist attraction of Marajó, it has not been a participant in the Tourism Planning of the State of Pará, as noted by the president of *ASMUPESQ*:

> [...] we only participate in the Council, but there is no other, like... other activity, you know? That involves us directly. (**Have you ever heard of the Cheese Route?**) Yes, we were never invited to participate. We know it's the SETUR people and everything, who are so involved, you know? But we were never invited, so to participate in a conversation with them, nothing. (**Who participates?**) Only the people from the municipality, they only invite the entrepreneur, right? the big businessmen (verbal information, our emphasis).

The lack of knowledge of important channels for discussions and information exchange, such as the State and Regional Forum in the state of Pará represented by *FOMENTUR*, makes it impossible to maintain and even create new networks which

allow democratic discussion of proposals to develop tourism in the area (Figueiredo; Nóbrega, 2015). These articulations are necessary for the functioning of the different political channels, as well as for the very survival of citizen participation mechanisms in the public arena in a decentralized manner.

Public policies aimed at tourism in Brazil since the 1990s have dynamized strengthening the leading role of the tourism production chain at regional and local levels. Including different agents in the decentralized management process in these has been encouraged through the creation of institutions such as those created in 2003, with the Tourism Regionalization Program – Brazil Routes (*Programa de Regionalização do Turismo - Roteiros do Brasil - PRT*): Municipal Councils, Regional Forums, State Forums, National Tourism Council (*Conselho Nacional de Turismo - CNTUR*), the National Forum of State Secretaries and Directors of Tourism (*Fórum Nacional de Secretários e Dirigentes Estaduais de Turismo - FORNATUR*).

ASMUPESQ is highlighted by proposing the application of a new tourism concept, aimed and carried out for and by the community in one of the main tourist attractions in the municipality of Soure. However, as observed in the structure of the governance organs created in the state of Pará, this organization has a limited role and is only inserted in the debate process of the municipality when it participates in a consultative manner in the Municipal Council of Tourism of Soure (*Conselho Municipal de Turismo de Soure - COMTUR-Soure*), but is unable to participate in the Regional Tourism Forum of Marajó (*FOREMAR*), nor does it participate or is even aware of the State Tourism Forum.

However, there was a reorganization of the tourist regions of the state with the restructuring of the State of Pará Tourism Department into a new political mandate of the state government started in 2019, being previously divided into six tourist centers and now 14 tourist regions in the current context. This reorganization changed the structure of the regional tourism Forums, considering that each Forum was created based on the old order, meaning that there was a regional forum for each tourist pole. In accordance with what can be analyzed in the minutes of *FOMENTUR* meetings (2019 and 2020) and in an interview with the State Interlocutor of the Tourism Regionalization Program in early 2021, the Regional Forums were removed and the new guidelines of the national tourism policy, such as the creation of Regional

Governance Organs (*Instâncias de Governança Regionais - IGRs*) in the state of Pará.

The proposal for institutionalization of organs was resumed under the government of Jair Messias Bolsonaro in 2019, reinforcing the need for constitution and institutionalization so that the articulation of tourism development strategies comes from "a more professional management process, without giving up on strengthening social participation" (BRASIL, 2019, p.22). The institutionalization of the Governance Organs, or *IGR* (a term proposed in the current government), becomes something necessary, so it therefore requires greater commitment and convergence of agents for the change process with an executive focus.

Thus, public management advisory instruments in formulating and conducting public tourism policies in the municipalities and regions of Pará still have little meaning in their operation, since governance bodies are only recognized as a way of organizing tourism management. One more problem arises: the true objectives of these social forms in decision-making processes in the public arena, which refer to the possibility of expanding social participation and the diversification of actors in the mold of Teixeira (2002), and the flexible and dynamic decentralization of political decisions seem to be placed in the background in the search for the insistent objective of tourist development in the municipality, in other words, the market agents.

Conclusion

The recent changes in society, the reformulation of the State and the new dynamics of companies facing technological and social changes have been challenges in the new century, especially with the increase in political and economic crises, with the difficulties in representative democracy and in worsening the situation of precarious populations in the world. In this interface, new public policy and planning proposals are (re)configured in relation to the demands of the globalized world. Society has been transforming and organizations are increasingly flexible and adaptable to these changes, putting more traditional structures at risk.

Tourism as an economic activity under this parameter has also undergone intense changes in its dynamics and concept. It is linked to local and global changes, such as the conception of the State, the conduct of public policies, the expansion of participatory processes in governmental instruments and environmental changes, and

Tourism development has progressively interpreted these changes in its conduct.

Decentralization and the effective participation of different agents in the decision-making process of tourism do not disregard the presence of the State, and the importance of each institution representing society cannot be overemphasized. Therefore, thinking about the relations of tourist activity is inevitably thinking about the importance of the State and civil society agents beyond market agents.

The tourism network concept was initially signaled by encouraging creation of participatory channels in the municipalities, and the creation of Municipal Tourism Councils was encouraged to increase the autonomy of municipalities and the participation of society in political decisions. However, the political and social culture of many municipalities became the main obstacle to its realization, since these municipalities and their managers were not prepared to decentralize their decisions, nor was civil society prepared to make dynamic decisions that represented a set.

Although these instances are initiatives which enabled creating roles within the scope of participation, operational weaknesses and limitations were observed in Marajó. This is because many civil organizations, such as AERAJ and ASMUPESQ, are unaware of the existence and importance of these institutional channels at the regional and state levels, or are still unable to participate and interfere in important decisions, even as part of the network.

The influences of the networks of relationships established within the scope of public tourism policies, as well as their repercussions for the governance process in the municipalities of Salvaterra and Soure in the Marajó Archipelago, can be understood under different spectrums, but mainly the possibility of transforming traditional local political structures. These structures have marked the historical trajectory in Marajó from the conquest and occupation process by the Portuguese to the formation of local social relations. These relationships are mainly characterized by the resistance of local residents, especially by the traditional populations of Soure and Salvaterra, as shown by Marin and Silva (2007), who despite the economic, social and political powers which have established themselves there, have supported intense territorial processes and social struggles.

One of the difficulties encountered was the recent changes in the structure of the Pará's governance

organ which significantly altered the tourism network in Marajó and other tourist regions. The new order brought with it the extinction of the Regional Tourism Forums, which functioned as a forum for discussion in each tourist pole under the pretext of adapting to the "new" premises of the PRT. In addition, there is a new political context for tourism in Brazil, which reinforces the creation of Regional Governance Organs (IGRs) with legal and financial autonomy, so that management becomes more professional. Thus, a new study is suggested which can analyze the consequences of participation in the tourism network in Pará, examining whether the institutionalization of IGRs accounts for the plurality and dynamics of agents in the tourism network.

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INFO PAGE

Public tourism policies in the Brazilian Amazon: Participation and networks

Abstract

The aim of this study is to analyze the tourism network in Marajó, PA, Brazil. To do so, we sought to elucidate the concept of participation, networks and public policies so that the mechanisms of their organization in this region can be understood. This work is an excerpt from the dissertation entitled "Tourism governance on Ilha do Marajó, Pará, Brazil: An analysis of the relationship networks established in public tourism policies" (Farias, 2018). This analysis uses an interdisciplinary approach in tourism, seeking to interpret it from theoretical perspectives on participation in public policies. The study follows several steps which in the end could be connected and interpreted based on the assumptions of qualitative research. The bibliographical deepening, documentary analysis, the elaboration and application of semi-structured interviews directed the study to reach the proposed objective. Thus, the analysis revealed that the participation of agents in the decision-making process in tourism does not aim to disregard the State, but seeks to confirm the importance that institutions represent. Some examples are civil initiatives and organizations such as the Women's Association of Pesqueiro (Associação das Mulheres do Pesqueiro - ASMUPESQ), as evidenced in the study.

Keywords: *Tourism, Public Policy, Participation*

Authors

Full Name	Author contribution roles	Contribution rate
Kassia Suelen Farias:	*Conceptualization, Methodology, Writing - Original Draft, Writing - Review & Editing, Supervision,*	*60%*
Silvio Lima Figueiredo:	*Conceptualization, Methodology, Writing - Original Draft, Writing - Review & Editing,*	*40%*

This paper does not required ethics committee report

Justification: The methodology of this study does not require an ethics committee report.

The regional forum of the sustainable tourism of Brejo and its Role in the interiorization of tourism in Paraíba/Brazil

Ana Valéria Endres

ABSTRACT

Keywords:
Public Tourism Policies,
Tourism Regionalization
Program/Brazil,
Social Network Analysis

In Paraíba, Northeastern Brazil, the sun and sea segment is the main responsible for the flow of visitors in the state, being the segment that receives the most government investments in planning and promotion, to the detriment of the interior regions that figure in the background. The main policy of Ministry of Tourism is the Tourism Regionalization Program, which aims to manage, structure and promote tourism in a decentralized manner, transferring the responsibility for its development to the tourist regions, thus opening up possibilities for the interiorization of the activity. The Paraibano Tourist Region is one of the few in the interior of the state that has a growing tourist movement and an organizational dynamism that makes it stand out from the rest. Thus, the question is: What are the determinants of interests that move between the order established by public policy and the horizontal relations, of a more organic nature, forged within the Region? Are there more or less strong indications that the actions guided by the Program and those implemented by the Regional Forum for Sustainable Tourism in Brejo have been contributing to the interiorization of tourism in Paraíba? That said, the main goal of this study is to investigate the performance of the Regional Forum for Sustainable Tourism of Brejo and its contributions to the process of interiorization of tourism in Paraíba. This is a descriptive and qualitative research that uses bibliographic and documentary data, as well as data collected in field visits. The reticular perspective was also used as a methodological resource. Data were analyzed and interpreted through the conceptual repertoire of the fields of Geography and Political Sociology for the understanding of local dynamics, guided by the verticality and horizontality imposed by public tourism policy in the Region. The conclusion reached is that the increase in tourism happens horizontally, that is, the most significant actions for regional tourism planning arise in the region, from the articulation of local actors, mainly through and around the Forum

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1. Introduction

Talking about the interiorization of tourism in Paraíba is referring to the activity in regions located beyond the waterfront; it is to consider a movement that is limited to a few municipalities in the interior of the state, which seek to integrate as a complementary product to sun and sea tourism, the main segment responsible for the flow of visitors in the state. Tourism on the coast is what receives the most investments in planning and promotion, on the other hand, the interior regions are historically in the background with regard to the application of public and private resources.

Even so, in the second decade of the present century, there has been a significant improvement and growth in tourism supply and demand in specific regions of the interior of the state, especially in some cities in the micro-region of Brejo Paraibano, which corresponds to a transition area between Zona da Mata (waterfront) and Sertão.(Hinterland) Its natural characteristics − such as milder temperatures, morphological formation of mountain ranges and historical and cultural attributes − are configured as tourist attractions that give the region the possibility of consolidating other segments in the tourist activity in the state, in addition to sun and sea tourism.

The dynamism presented by Brejo runs parallel to the Programa de Regionalização do Turismo (PRT) (Tourism Regionalization Program), which since 2003 proclaims as its objective the tourism planning in a regionalized and decentralized way, transferring the responsibility for their own development to the tourist regions. From a policy perspective, the mandatory institutionalization of Instâncias de Governança Regional (IGR)

Ana Valéria Endres: *Assoc. Prof., Universidade Federal da Paraíba, João Pessoa, Brasil, Email: ave@academico.ufpb.br,*
Orcid Id: 0000-0002-7694-5014

(Regional Governance Instances) and the effectiveness of the articulations that involve social actors in different spheres and levels, is what determines its success. In this case, the context in which this dynamism occurs in the Brejo Region invites investigation. After all, what are the determinants of interests and different rhythms of the flow of actions that move between the order established by public policy, and the horizontal relations provided by this same order, of a more organic nature, forged within the Region?

This is the background where the main question of this work is outlined: Are there more or less strong indications that the actions guided by the PRT and implemented by the Fórum Regional Turístico Sustentável do Bejo (FRTSB) (Regional Forum for Sustainable Tourism of Brejo) have been contributing to the interiorization of tourism in Paraíba? That said, the main objective of this study is to investigate the performance of the FRTSB and its contributions to the process of interiorization of tourism in Paraíba.

Next, the chapter presents a discussion on verticalities and horizontalities for a better understanding of the spatial dynamics imposed by public tourism policy in the region. After detailing the object of study and its historical trajectory, the chapter ends with a reticular analysis of the flow of articulations that imprint a different facet on tourism planning in the region.

2. Theoretical Framework

Verticalities and Horizontalities in Public Policies
The words verticality and horizontality are commonly associated with geography. However, over time, other disciplines started to use these terms, according to different perspectives and purposes. In this work, the studies of the geographer Milton Santos (2001, 2006) are used as a theoretical basis for the understanding of such concepts, in order to later apply them to the studied reality. Thus, it will be possible to understand the relationships and effects built in the context of public policies from the verticals and horizontalities that affect the environment.

Santos (2001, 2006) defines verticalities and horizontalities as arrangements or cutouts of the current geographic space, resulting from the globalization process, positioned in an overlapping and complementary way. In this direction, in the interpretation of Goulart et al. (2010, p. 397), verticalities and horizontalities are "the fragmentations of space, its functionalities and

reordering of places in geographic continuities or not". Each category has its particularities.

Verticalities compose what Santos (2006, p. 192) calls "(...) constellations of discontinuous but interconnected points, which define a space of regulatory flows". The points that form the space of flows do not follow a continuity because they are separated at different economic and spatial levels, far from each other, on scales ranging from local to global, but when interconnected, they ensure the global functioning of society and economy, that is, of the established order.

Santos (2006) explains that local society exercises control over its technical aspects of work, while the political aspects of this work are determined at higher levels and far from the place where the macro-actors (macro companies and the State) who hold decision-making power operate about these dynamics. In these circumstances, it is observed "[...] a solidarity of the organizational type, that is, the relationships that maintain the aggregation and cooperation between the [local] agents result from an organization process [...]" (Santos, 2001, p. 106) in which external agents are directly or indirectly responsible for ordering part of the work of local actors, who, in turn, become dependent on their regulation. Verticalities imply dependent and hierarchical relationships, in which directions follow from the top down.

While in verticalities the flow points are far from each other, in horizontalities they are close and integrated. For Santos (2006, p. 192), horizontalities are "extensions formed by points that add seamlessly, as in the traditional definition of region". Due to this continuity and contiguity, horizontalities consider the regional/local scale of things in which the actors and actions are local, close, integrated, and cooperated. Horizontalities imply lateral relationships, without hierarchies and dominations, consequently, without subordination.

Horizontalities are the locus of a more limited cooperation, to the point that verticalities are the vehicle of a broader cooperation, both economically and politically, as well as geographically. In verticalities, the result is an organizational solidarity that implies a local ordering as a movement imposed by external agents. To the point that for horizontalities there is an organic solidarity, resulting from a local solidary integration based on the collective interest of the actors. Despite the different interests and rhythms, the integration between these different parts is

precisely what maintains the survival of each one and, consequently, of the whole (Santos, 2001).

Santos (2006) clarifies that horizontalities are both the place that receives orders from distant hegemonic actors, and the place where decisions taken locally and together are processed. This means that horizontalities are the product of decisions originating on the spot, but also of vertical orders. This explains the fact that verticalities and horizontalities occur in the same space and at the same time.

The connection and fluidity in the space of horizontalized and verticalized flows are processed in a way that they can be perceived through the approach of networks, forming a reticular system. These networks act so much at the service of those actors who, from outside the area, determine the internal modalities of action in places, organizing the work of all other actors; as at the service of those actors who foster social cohesion in response to marginalization and exclusion and to the globalization process that often do not meet the development interests of a particular territory or region (Degrandi & Silveira, 2013; Karnopp, 2014).

Based on all this, one has to think that all public policies elaborated by the central government and directed to a certain location are vertical, since they start from the top down, from the federal to the local level. But, even thought by the central government, these policies carry elements that determine horizontal practices, such as the articulation and participation of actors in the processes of formulation and implementation of government actions at the local level. The administrative decentralization undertaken by the Brazilian State starts to expose the forces that condition these processes and determine the role of actors in the conduct of national public policies, including in the context of public tourism policies.

Public Tourism Policies And The Reticular Perspective
Tourism, as it is a complex and dynamic phenomenon, which covers different sectors, causing impacts of opposite natures, awakens interests in governments, business, researchers and society in general. Therefore, naturally, tourism needs planning and specific policies for its better management.

Public policies are guided by what governments decide to do or not do, that is, situations in which they assume a position of deliberate choice in view of the possibilities of acting and not acting, deciding and not deciding in spaces where the clashes around interests, preferences and ideas

develop (Hall, 2011). Planning, on the other hand, is a process through which public policies are developed, aiming to implement strategies that enable tourism development in localities, based on legitimate interventions to affect behavior and practices within precise territorial limits (Rodrigues, 2014). However, the course of rethinking and establishing tourism as a development strategy is an arduous task, which is imposed not only and exclusively on the State, but on the entire tourism production chain and on society in general (Coriolano, 2006).

From a historical perspective, Molina and Rodrigues (2001) note that the main motivation for tourism planning in Latin America, from the 1970s onwards, was concentrated on the potential benefits credited to tourism to attract investments, generate employment and income and promote economic growth, without considering the qualitative character of this growth. The planning, of an eminently technocratic and centralizing character, which oversees state actions to promote the sector, begins to be questioned due to its decontextualization in relation to the physical, economic, cultural and social aspects and the emergence of more participatory processes (Endres, 2002).

In Brazil, from 1988 onwards, with the establishment of the Citizen Constitution, the roles to be played by the government in conducting its policies are reorganized. All governments and civil society are subject to a new logic and structure of action that focuses on participation (Cohen, 2003; Côrtes, 2005). It is at this moment that discussions on governance emerge within the Brazilian State, based on the scope of managerial public administration, in order to meet the policy objectives more efficiently, given the State's slowness in responding to public problems (Keinert, 2007; Secchi, 2009).

The necessary administrative decentralization, combined with the growing desire for greater participation by civil society in decisions, allowed the opening of legitimate spaces in which they could act together, such as the public policies management councils (Carneiro, 2002; Draibe, 1998). The emergence of this context established new relationships in response to the hierarchization of centralized decisions and stimulated the formation of networks, based on the decentralizing governance established since then (Mota & Bittencourt, 2019).

The network perspective comes into evidence as an innovative way of conducting policies and the search for partners by the government outside the State sphere becomes strategic for the realization of the decentralization imposed for/for the consolidation of Brazilian democracy (Lavalle et al., 2007; Martins, 1998). During this period, direct democracy was strengthened by the institutionalization of different spaces in which social actors interact and articulate, fostering participatory experiences, strengthened from 2003 onwards by a more social public administration (Avritzer, 2009).

In public tourism policies, established from the 1990s onwards, networks are treated in a metaphorical and normative way under the notion of "partnerships", which ultimately supports the Programa Nacional de Municipalização do Turismo (PNMT) (National Program for the Municipalization of Tourism), launched in 1994 In the PRT, created in 2004, networks appear as a sine qua non for their implementation, as they establish new forms of articulation between various organizations of civil society and government (Endres, 2003) . In subsequent years and administrations, what is observed is the expansion of network governance structures as a mechanism for political participation, whether subjugated to the dictates of the market or more social demands (Lopes & Baldi, 2009; Lowndes & Skelcher, 1998).

 The notion that networks structure and shape new perspectives of governance begins to be evidenced by public tourism policies and becomes the focus of studies to understand the dimension of the relations between the State and society and for the legitimacy and effectiveness of these spaces within the Brazilian context (Batin et al., 2020; Endres & Pakman, 2019).

Studies in Brazil on how the State conducts public tourism policies are not recent, but scarce until the mid-2010s (Endres, 2010), and take breath from the contributions of Hall (2011) and González (2014) on the theme of tourism governance. Some theoretical-methodological perspectives are used to elucidate its dynamics and complexity for its establishment, which ultimately have as a strategy to improve collective decision-making processes, always focused on broad benefits (Coutinho & Nóbrega, 2019).

Based on this perception, it is understood here that governance guides the institutionalization of networks and legitimizes the articulations between

actors in spaces of participation formalized and endorsed by federal policies, as can be seen in the proposed implementation of the PRT. According to the Program

Institutionalizing is the same as establishing, therefore, institutionalizing is the same as establishing. Instances are the different forms of organization that manage the Program in a tourist region. Governance concerns the act of governing, leading, governing. Therefore, the expression Institutionalization of Regional Governance Instances means to establish an organization to decide and lead the tourism development of a region (Ministério do Turismo [MTur], 2007, p. 14).

Stimulating the institutionalization of the IGR means the formal establishment of an organization that can build pacts, share spaces for dialogue, make decisions and guide the tourism development of a region in a sustainable way (MTur, 2019). However, achieving this objective depends on how actors position themselves and articulate themselves in the networks of relationships they establish with each other. In this context, the reticular perspective has a contribution to make to this discussion, as it exposes the central actors and the patterns of relationships, vertical and horizontal, that drive public policy for tourism in Brejo and that encourage the internalization of tourism in Paraiba.

3. Methodology

This is a fundamentally qualitative – descriptive – research, whose main goal is to diagnose the problem in question through pre-analysis, exploration of the material and treatment of the data and information obtained, without necessarily presenting a solution to the problem, as is the case here in which case only a few relevant reflections are outlined. The collected material received qualitative treatment, that is, the data were analyzed and interpreted through the conceptual repertoire of the fields of Geography and Political Sociology, in order to build logical meanings to the facts related to the research problem pointed out. For this analysis, interviews and minutes of the Forum meetings were essential.

The interviews were conducted between 2015 and 2019, on different occasions. The first contact with the Regional Forum for Sustainable Tourism of Brejo, henceforth referred to as Forum, took place in 2015 in the city of Areia, at a meeting of "sensitization" of Secretaria de Estado de Turismo e Desenvolvimento Econômico (SETDE) (Secretary of State for Tourism and Economic Development)

on the PRT and the importance of the Governance Body. On that occasion, the president of the Forum and the executive manager of support to SETDE's government programs were interviewed about their vision of the progress of the PRT in Brejo, in light of the norms established by the PRT in 2013 (MTur, 2013).

In 2016, at SETDE's headquarters in João Pessoa, the executive manager was interviewed again, as well as, on a visit to the municipality of Solânea, the still president of the Forum. Also interviewed were the municipal secretaries of Areia and Bananeiras at the time, as well as two lodging entrepreneurs who still work in the region. The last interview was carried out in 2019 with the Forum's current secretary, in the municipality of Duas Estradas, and sought to retrieve new information about the work carried out since then. Throughout the text, not all informants are identified, only some lines were selected because they are illustrative for the analysis undertaken.

These interviews were guided by a script and organized into thematic blocks in order to: (a) Identify actions designed and undertaken in the study area through the perception of actors involved in the local tourist activity on the importance of the PRT and its repercussions for the region; (b) Identify the actors involved with local actions, understand the relationships established between them and the forms of articulation of local/regional agents and/or with external agents; and finally, (c) analyze the advantages and difficulties faced by them in developing tourism in the interior of Paraíba.

The choice of informants was based on the intention of identifying and comparing the vision of some organizations that participate in the Forum meetings regarding the local tourist activity, as well as understanding how these agents act in the region, whether articulated with each other or not, in order to try to point out where the political actions that contribute to the increase of tourism in the Turistic Region of the Brejo come from.

Regarding the spheres of action in which these organizations are located, the classification proposed by Bresser-Pereira and Grau (1999) is used, namely: the state public sphere holds the power of the State and/or is subordinate to the State apparatus, also called "first sector"; the non-state public sphere, also known as the "third sector" or "non-governmental organization", represent organizations that originated through the action of social movements aimed at the public interest, is non-profit, although governed by private law; the corporate sphere is also non-profit, but is oriented towards defending the interests of a group or corporation, that is, the interests of market representatives. There is also the private sphere, which is oriented towards profit or private consumption, being represented by entrepreneurs.

Table 1: Organizations Participating in the Forum Meetings Between 2009-2018, Divided Into Spheres of Action.

STATE	CIVIL SOCIETY		ENTREPRENEURS
State public sphere	**Corporate sphere**	**Non-state public sphere**	**Private sphere**
(9) BNB	(5) Ass.de Artesãos e Costureiras	(1) AJAC	(12) Condomínio Águas da Serra
(10) Bombeiros Guarabira	(8) ATURA	(2) AMAR	(16) Engenho Baixo Verde
(26) FUNESC	(13) Cooperativa das Flores	(3) ASSISTIC	(17) Engenho Beatriz
(34) P.M. de Alagoa Grande	(14) Cooperativa de Bordadeiras	(4) Ass. de Jovens Arte e Cultura	(18) Engenho Lagoa Verde
(35) P.M. de Alagoa Nova	(15) Cooperativa de Fruticultores	(6) Ass. de Mulheres do eng	(19) Engenho Mineiro
(36) P.M. de Areia		(7) Associação IRRIGATERRA	(20) Engenho Olho D'Água
(37) P.M. de Bananeiras		(27) Grêmio Morenense	(21) Engenho Serra Preta
(38) P.M. de Belém		(54) SEBRAE	(22) Engenho Triunfo
(39) P.M. de Borborema			(23) Engenho Vitória
(40) P.M. de Matinhas			(24) Engenho Volúpia
(41) P.M. de Pilões			(28) Hotel Vale do Paraíso
(42) P.M. de Pirpituba			(29) IG Empresas
(43) P.M. de Remígio			(30) Oficineiro do MDF
(44) P.M. de Serraria			(31) Operadora Raízes Clube
(45) P.M. de Solânea			(47) Pousada Rural Sítio Sabiá
(46) PBTUR			(48) Pousada União
(49) PRODETUR			(50) Restaurante Baião
(55) SECULT			(51) Restaurante São João
(56) SETDE			(52) Restaurante Vila Real
			(53) Rota Turismo

Notes. 1) PM = City Hall. 2) Numbers before names are codes for lattice analysis. Numbers 11, 25 and 33 were excluded for technical reasons.
Source: *Own elaboration (2021), inspired by Bresser-Pereira and Grau (1999, p. 16) and adapted to the Forum's reality in Paraíba.*

Based on this classification, the actors representing the State and civil society, who relate to each other from the Forum, were divided as can be seen in Table 1.

It should be noted that the organizations listed in Table 1 were those that were on the attendance lists and in the contents of the minutes of the meetings held between 2009 and 2018, which were provided by the then president of the Forum in 2016 and complemented by the secretary of the Forum, in an interview in 2019. The content and the presence list of the analyzed minutes present the historical trajectory of the actions carried out within the Forum, however, not all meetings were registered and when registered, some did not contain the relation of the presence of the participants. This explains the time gaps following the meetings shown later by the sociogram in Figure 01 before 2009, between 2011 and 2014 and between 2016 and 2018.

In an Excel spreadsheet, the dates of the meetings were entered in the columns and rows of all organizations, firstly sorted alphabetically and then enumerated. This strategy was used so that it was not necessary to include their names in full in the sociograms, making it difficult to visualize and analyze the network. This spreadsheet only shows the existence of a membership relationship of the actors in the meetings, without taking into account their attributes, which are coded in a separate spreadsheet.

In sociograms (graphical representation that represents the structure of relationships in a group situation), attributes or characteristics can be visualized, which are represented by colors and shapes of nodes or points that connect the actors. The colors, chosen at random, represent the organizations' sphere of action, with red being chosen for the public-state sphere, blue for the corporate, green for the non-state public sphere and the color yellow for entrepreneurs. Table 1 precisely shows the division of organizations by spheres of action and their respective colors. Another important attribute for the analysis is the scope of action, identified by the geometric shape of the node, so that the triangles are the local actors (organizations) with headquarters and operations in the region and the inverted triangles represent those that act at the state/national level, in addition to the region.

After the proper coding, the spreadsheets were inserted into the Ucinet 6 for Windows software (Borgatti et al., 2002) and generated an incidence matrix, with the links between the actors and the events (two-mode) and from this, an adjacency matrix, with the links established between the actors (one-mode). Through statistical models, this last matrix allowed us to dimension the degree of centrality and intermediation of the actors in the network (Hanneman, 2001). Both matrices generated sociograms (Figure 1, 2 and 3) that graphically express the pattern of social relations between organizations that know and influence each other within the Forum.

According to Marques (2000) there are three important aspects about the analysis of social networks in the field of social sciences. The first concerns an older and more widespread concept in the analysis of social networks, which is to consider it as a metaphor. In everyday language, the use of the notion of network is loaded from these metaphorical registers – the interweaving, circulation, topology – to designate the sets of individuals and the relationships they maintain with each other. The second, in a more normative tradition, observes social networks as a configuration of a set of entities that seek to achieve some goals. The third sees in social networks a method for describing and analyzing the patterns of relationship in the structure of organizations and individuals in society. It is in this last aspect that this study fits clearly, considering that it best goes to the essence of the observed phenomena.

Thus, Social Network Analysis (ARS) is used as a methodological tool to support the chosen theoretical framework, which together were fundamental to build the historical trajectory of political actions in this space of participation for the interiorization of tourism in Paraíba. The patterns of relations between the actors can indicate the possibilities for the expansion or reduction of verticalities and horizontalities in the dynamics of politics and its consequences for the dynamization of regional tourism, which is precisely what we want to explain. In this sense, governance and the reticular perspective, understood as the order established and given by macro-actors, are independent variables of analysis that try to contribute to this explanation.

In the scheduled meetings, in addition to the minutes, other documents were also collected, such as the final versions of the Statute and the Internal Regulations, official letters exchanged between the Forum and other organizations, invitations, reports, summons for meetings, individual files of the members and several isolated records of

activities and actions carried out. On the first visit, in addition to printed documents, a flash drive with most of these documents was also made available by the president at the time, which greatly contributed to the research. On the second visit, only printed documents were digitized, indicating a much lower number than those collected two years earlier. The precarious archiving of these may be a consequence of the absence of their own headquarters, which means that the elected secretaries carry with them a wealth of documents on the organizational life of the Forum, in addition to depending on the meager structures of the municipalities where they reside and seek support.

Although available, not all documents could be included in the analysis as they lack basic information such as the dates of events, showing a pattern that sheds light on the way each administration conducts and administers the Forum. It was observed that the viable documents are grouped between the years 2009 to 2011, from 2014 to 2016 and some from 2018 and from them it was possible to prepare Tables 1 and 2 that show, respectively, the Forum participants and their spheres of action and their transit as effective members of the Forum.

The research techniques used were intended to develop convergent lines of investigation based on what Yin (2004) calls data triangulation, as various sources of evidence essentially provide several evaluations of the same phenomenon that corroborate the validity of the construct. In the analysis, it was decided to do a reflective reading, based on a dialogic movement between the theoretical input and the data obtained, so that it was possible to answer the main question that guides this study.

4. Analysis and Discussion
The Context of Tourism Policies in Paraíba
In Paraíba, public tourism policies are undertaken by the Companhia de Desenvolvimento da Paraíba (Company for the Development of Paraíba) (CINEP), an autarchy linked to the SETDE, which aims to promote the development of the state, acting as a facilitator in the implementation of companies and projects. Examples are the construction of the Ronaldo Cunha Lima Convention Center (already partially built and in operation) and, more recently, at the end of 2020, the relaunch of the Cabo Branco Touristic Pole (a project that has been trying to be implemented in the state since the 1980s) to be endowed with large hotel and entertainment developments. This last

initiative strongly demonstrates the maintenance of the logic of tourism megaproject policies that guided tourism policies in the 1980s around the world and that had a strong impact on coastal areas in the Northeast region of Brazil.

Linked to SETDE is also the Executive Secretary for Tourism, which aims to conduct tourism planning in the state and this is done, at the moment, following the guidelines of the PRT, when trying to articulate the municipalities of Paraíba in Regions Tourism, sensitizing them to work together through IGR, as advocated in the ministerial proposal for Roteiros do Brasil started in 2003. Despite its importance for the operational function it represents, this Secretariat has no direct participation in strategic decisions for the development of tourism, leaving this role to CINEP and the Empresa Paraibana de Turismo (Paraibana Turism Company) (PBTUR), its subsidiaries (2014).

PBTUR, a mixed economy company, which has the government as its only budgetary source, is the public responsible for the tourist promotion of the state and who, in fact, promotes initiatives aimed at the development of tourism, mainly through agreements with the Minitério do Turismo (MTur) (Ministry of Tourism) and the sector's professional associations (Endres, 2014). Its initiatives are almost entirely aimed at promoting tourism on the coast.

From what has been exposed so far, we have the following picture: a region in the interior of the state that has been gaining notoriety in terms of tourist activity amid specific actions of a federal public policy – PRT – that opens up the possibility for the interiorization of tourism. However, this is implemented by a public body with low political capital and institutional capacity, in contrast to the strong investment in the waterfront headed by bodies with greater autonomy and power. Therefore, it is necessary to question the nature of this movement that has been taking place in the Turistic Region of the Brejo, in the midst of such an adverse context.

In this context, adversity is also evident in the movement that the place demonstrates to establish in the face of political arrangements determined in higher instances and resulting from the globalization process that affects the tourist industry. In the case of the Northeast, the established order is translated into structuring public policies, designed and prescribed within the scope of supranational organizations to guide local

development. Included in this scope are national programs such as the megaproject policies in the 1980s, the Programa de Desenvolvimento do Tutismo (PRODETUR) (Northeast Development Program) since 1992 and, more recently in 2008, the PRT Inductor Destinations Management Project, all with the clear objective of introduce and reproduce on the coast the type of touristification characteristic of coastal tourism centers in Europe (especially Spanish beaches) and in America, with the example of Cancun, Mexico. In this scenario, the coast ends up being the first investment option among public administrators and entrepreneurs.

However, no matter how great the political forces for the concentration of investments on the coast, the possibilities for the development of other tourist segments in new regions, in addition to the waterfront, are beginning to be outlined. In the proposal of this rearrangement, the place takes on a prominent position, against hegemonic in that it seeks to reorganize its functionalities dictated by the established order, where the local society only exercises control over the technical aspects of work, while the political and the decision-making power of this work is determined in other instances, far from the place. In Brejo, what is observed is a counter-flow movement, which can define new dynamics based on actions that, even vertically oriented, arise from the interests and decisions of agents in the region itself.

It is also worth highlighting here the role of institutional agents representing the state, non-state, corporate and private spheres and the relationships they establish in the process of making policy. One of the basic precepts that governs these relationships is the articulated and networked action of these agents for the implementation of the policy and the achievement of its objectives, private and/or collective. The bet is the effectiveness of working together, which is measured by participation in the arenas opened by the adopted network governance structure, but which, in the end, only yields results when supported by relationships of trust between its members. The diversity and commitment of the actors in the flow of decisions is what can indicate the reasons for the dynamism and growth of tourism in the interior.

The PRT and the Brejo Tourist Region

The Tourism Regionalization Program – Roteiros do Brasil was launched in April 2004 in an environment of political changes initiated in 2003 during the first term of the Inácio "Lula" da Silva Government (2003-2006) to replace the Programa

Nacional de Municipalização do Turismo (PNMT) (National Program for the Municipalization of Tourism) (1994-2002) of the Fernando Henrique Cardoso are. Its implementation and results were relatively positive due to its pioneering spirit in terms of decentralizing actions and encouraging the participation of various interest groups in the sector's planning process (Brusadin, 2005).

In addition, the PNMT was a structuring tourism policy that did not focus only on the coast, presenting itself as a first proposal for the interiorization of northeastern tourism. The difference, however, between both programs lies in the territorial approach. While the PNMT motivated the development of tourism planning in the municipalities, the PRT guides towards the structuring of tourist regions as a way to cover and integrate a greater number of municipalities. The change from the successful PNMT to the PRT replacement on these technical bases, however, does not mask the political issues of this decision, as tourism was the only sector of the new government's policies not to be supported by the principle of municipalization.

The PRT aims to support the management, structuring and promotion of tourism in a regionalized and decentralized manner, directing the focus of public policies to tourist regions, so that they become responsible for their own development from the institutionalization of the IGRs. The premises of the territorial approach, integration and social participation, inclusion, sustainability, innovation and competitiveness (MTur, 2007; 2013; 2019) are tested by studies such as those by Gomes and Silva (2017) in Rio de Janeira and by Silva and Fonseca (2018) and Virgínio and Ferreira (2013) in Rio Grande do Norte, in order to reflect on the prospects for the interiorization of tourist activity.

The contours of the Tourist Regions are defined based on the fulfillment, by the municipalities, of the guidelines indicated by the program. In Paraíba, the articulations between city halls, businessmen and others interested in the activity for the definition of the first Tourist Region of the Brejo took place after a call from SETDE and MTur in 2004. As at that time, some managers had already moved municipal authorities and businessmen to prepare the route for the Caminhos do Frio (Paths of the Cold) it was agreed that the municipalities that would make up the region would be those that were already articulating for the planning of the event.

In the years that follow, new criteria are adopted to make the municipalities show commitment to play their role in the implementation of the PRT and, when met, are able to integrate a tourist region. The state government, after analysis, accepts or not the municipality's entry into the Regionalization Map released by the MTur, in principle, every two years. The Figure 1 shows the Tourist Map of Paraíba in 2019.

Figure 1: Tourist Map of Paraíba, With Emphasis on Tourist Regions in 2019
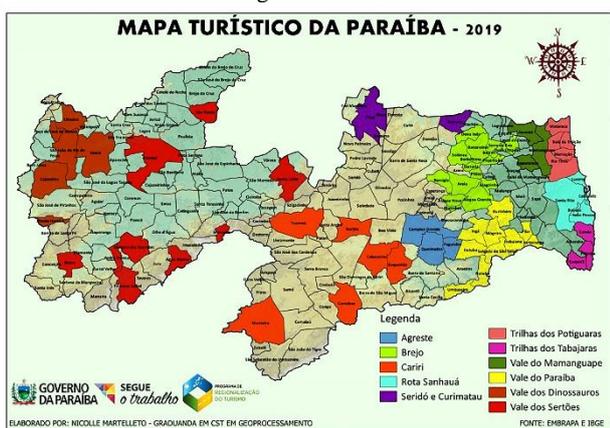
Source: www.pbtur.gov.br (2021).

However, the criteria for the entry of municipalities in the region in the Forum and, consequently, in Paths of the Cold followed another logic of action, based directly on local articulations.

Brejo's tourist products are cultural and gastronomic events that integrate several municipalities and that are conceived by the Thematic Chambers opened by the Forum, responsible for their planning. In June, the script for "Arraiá do Brejo" takes place, organized in an integrated manner, where each municipality invests in a different product. Bananeiras (37), for example, plays São João Pé de Serra, and Remígio (43) bets on the performance of square dance bands. There is a consensus among the municipalities that, separately, are not able to compete with the "Greatest São João in the World" event held by the municipality of Campina Grande, but understand that they benefit from it due to the tourist flow it generates. The regional cuisine motivated the creation of the Banana Tree Gastronomic Festival, which served as inspiration for the Festival Sounds and Flavours of Brejo Paraibano, which has been taking place since 2013. In addition to these, there are other events and actions carried out, albeit of a smaller proportion.

The main attraction of the region is the Paths of the Cold, a route with great local and regional repercussion that gives visibility to the Brejo and the municipalities that participate in it. Its first edition took place in 2005, even before the creation of the IGR, in the city of Bananeiras and in 2020 it would have been in its fifteenth edition if it were not for the Sars-CoV-19 pandemic that forced the event to be postponed. The itinerary takes place between the months of July and August, when temperatures are milder in the Brejeiras mountains, where a city each week hosts the event. The proposal is to consume the culture in the cold mountains of Paraíba through musical, theatrical, dance, handicraft attractions, in addition to exploring the regional cuisine, the rich historical heritage and the mountain landscape. A broad program that includes urban and rural spaces in the region's municipalities, as can be seen, by way of example, in the event dissemination folder of Paths of the Cold (Figure 2).

Figure 2: Folder to Publicize the General Programming of Paths of the Cold (5th Edition, 2010)

Source: www.paraibacriativa.com.br (2021).

It should be noted that the entry and exit of municipalities on the route are defined by the Forum, which receives proposals from municipalities, whether or not members of the defined region. In the words of some interviewees, the inclusion of municipalities in Paths of the Cold has been conditioned to possible facilities for obtaining support and financial resources between them and with the state and federal government, development agencies and the like. The stimulus for the insertion of new municipalities belonging to

the Brejo Region to integrate Paths of the Cold, according to the President of the Forum, is an attempt to "join forces" to seek improvements in the infrastructure of goods and services, as well as other investments that foster and stimulate the interest and participation of the private sector in the development of tourism. In addition, the tourist potential of other municipalities that are not yet part of the event could make the overall program richer and more diversified. But, in general, only the municipality that manages to gather resources and participating companies participates in the event. For example, in 2010, six municipalities were included in the annual program.

The first edition of Paths of the Cold took place in 2005 in the city of Bananeiras, in the format of a seminar. Afterwards, the event gained shape and strength. In 2011, the Forum managed the first fundraising with the state government, through the Secretaria de Estado da Cultura (SECULT) (State Secretary for Culture) (55) for its realization, only possible by the legal formalization of the Forum in 2010. In 2013 Paths of the Cold now has nationally known artistic attractions, demonstrating better structuring, however, the crisis established in the country from 2014, and especially in 2015, resulted in the end of the resources provided by the state government and made the event become search for local artists.

The return to the place, which at first seemed to be an obstacle to the visibility of the event, came to meet the still incipient experience tourism, now established as the main segment of the Brejo (de Oliveira, 2018; Nagabe, 2019). In this sense, the partnership with the Serviço Brasileiro de Apoio às Micro e Pequenas Empresas (SEBRAE) (Brazilian Micro and Small Business Support Service) (54) was important to mobilize local entrepreneurs, through training and consultancy, in order to qualify the enterprises to receive tourists throughout the year.

In 2014, PBTUR carried out a single comparative study between the years 2011 to 2014 on the profile and habits of tourism demand in seven municipalities with an emphasis on support infrastructure, attractions, equipment and services directly associated with the activity (PBTUR, 2014). Although the data are not current, nor are they particularly reliable, they show an increase in the flow of tourists in the region in the period. Unfortunately, there is no recent systematized data that can account for this movement, much less determine the economic and social advances that

contribute to regional and sustainable development based on tourism.

The Brejo Regional Sustainable Tourism Forum (FRTSB)
In 2007, the MTur produced a collection of technical-guiding documents called "Tourism Notebooks", with step-by-step instructions to guide the implementation of the program at the regional level and guide actors in achieving the objectives proposed by the Tourism Regionalization Program. The Operational Module 3 notebooks (MTur, 2007) indicates the main legal forms for the institutionalization of IGRs, such as Associations, Councils, Forums, Committees and Consortia, and aspects of their applicability, form of creation, representation, administrative process, procedures and routines. The Program also advises that preference should be given to taking advantage of already established participation spaces, such as the PRODETUR (49) and the Operational Technical Groups that already work within the limits of the Regions Touristic.

The PRT encourages these spaces to incorporate regionalization activities into their attributions, in order to reconcile their strategies, when necessary and possible, and reinforces the well-known maxim that "I must keep in mind that, in order to produce results, the way in which a group organizes itself" (MTur, 2007, p. 17). This is what also reinforces the 2019 document (MTur, 2019), that a model that can facilitate the institutional relationship between city halls and between them and the private sector must be adopted, including for the feasibility of financial transfers to the actions of the IGR. For this, it is recommended to carry out a technical analysis of the advantages and disadvantages of each legal form to suit the regional characteristics before choosing one of them.

In the case of the Brejo Tourist Region, the constituted IGR is the FRTSB, defined as a civil society organization, with legal personality of private law and public interest, non-profit and economic. It was legally established in 2007, having as founding members a group of local entrepreneurs and the municipalities of Areia (36), Alagoa Grande (34), Alagoa Nova (35), Bananeiras (37), Pilões (41), Serraria (40) and Matinhas (44). In 2010 and 2011 the Bylaws and Internal Regulations were approved, respectively (FRTSB, 2010; 2011). Its establishment opened up the possibilities for making agreements, establishing partnerships, preparing and submitting projects and raising funds, among other actions that allow the IGR and its members more autonomy to carry out regional tourism planning.

The Forum was chosen as a legal form because it is a broader, flexible and more comprehensive possibility of governance, which can act integrated with other forms of governance, such as local associations and cooperatives, in advising on the development process of regional tourism. The Forums are multiple and public spaces, where actors meet to discuss a given subject through thematic chambers, on the creation of agendas and discussion agendas, political, social, cultural and economic articulation, in order to propose and organize collective activities, without the ties of the legal structure of the others (MTur, 2019).

The Forum's Internal Regulations define that any individual and legal entity of public and private law, of unblemished reputation, committed to its statutory objectives may be associated. The duties of the associates, founders and effective:

1. Participate, as much as possible and according to your interests, in events and projects promoted by the FRTSB-PB (seminars, fairs, courses, lectures, solidarity actions, activities and social responsibility, etc.).
2. Periodically provide the FRTSB-PB, on demand, with information about your company and the results achieved, to be used in a consolidated manner together with data from other member companies and thus obtain an overview of the economic and social advances that the Association's members have made are conquering.
3. Communicate FRTSB-PB to the product and service lines it develops and or sells, the sales and marketing strategies it adopts to promote its business.
4. Pay, on the established date and in accordance with the current table, the membership fee in accordance with its category and size, defined in article 31 and its paragraphs.
5. Share with FRTSB-PB efforts to seek any kind of lost fund value and investment and promotion resources from government agencies and private institutions. (FRTSB, 2011, p. 2).

Table 2 shows Forum members with voice and voting rights, in the three available years, and lists all actors, including partners and members, by sphere of action, as defined in Table 1 above. It was built from two minutes (2007 and 2011) that registered the founders and staff linked to the Forum, while the third column was assembled from a single document prepared in 2015 among those assigned. As of that year, no relationship was found that could be systematized and included in Table 2.

Table 2: Effective Members of the Forum with Voting and Voice Rights and Partners (Selected Years)

Non-state public sphere	2007	2011	2015
(1) Associação de Jovens Arte e Cultura - AJAC	🟩		🟩
(2) Ass. de Moradores que Amam Areia - AMAR			🟩
(3) ASSISTIC			🟩
(4) Associação Cultural Agrícola de Jovens	🟩		
(6) Associação de Mulheres do Engenho		🟩	
(7) Associação Irrigaterra		🟩	
Casa do Turista de Bananeiras	🟩	🟩	🟩
Diosece de Guarabira	🟩		
FACINART			🟩
(27) Grêmio Morenense	🟩		
Ponto de Cultura de Bananeiras	🟩		
(54) SEBRAE	🟩		
Private sphere	**2007**	**2011**	**2015**
Ateliê A Talha			🟩
Balneário Furnas	🟩		🟩
Brejotur - Agência de Viagens	🟩		🟩
Cachaça Sabor da Terra			🟩
Churrascaria e Cachaçaria Vila Real			🟩
(12) Condomínio Águas da Serra			
(16) Engenho Baixa Verde	🟩		🟩
(17) Engenho Beatriz			
Engenho Carro	🟩		🟩
(18) Engenho Lagoa Verde			
(19) Engenho Mineiro			
(20) Engenho Olho D'Água			
(21) Engenho Serra Preta	🟩		🟩
(22) Engenho Triunfo	🟩		
(23) Engenho Vitória	🟩		🟩
(24) Engenho Volúpia			
Hotel Serra Golfe			🟩
(28) Hotel Vale do Paraíso			🟩
(29) IG Empresas			
Irmão em Trilha	🟩		
Private sphere	**2007**	**2011**	**2015**
Kalangos do Brejo	🟩		
(30) Oficineiro do MDF		🟩	
(31) Operadora Raízes Clube			
Panificadora El-Shaday			🟩
OPS Produtora Cultural			🟩
Pousada Aconcheg'art			🟩
Pousada da Estação	🟩		
Pousada Luis Soares			
(47) Pousada Rural Sítio Sabiá	🟩		
(48) Pousada União			
Rancho Nova Vida			🟩
(50) Restaurante Bianão	🟩	🟩	🟩
Restaurante Pesque e Pague			
(51) Restaurante São João		🟩	
(52) Restaurante Vila Real			🟩
(53) Rota Turismo			
Trajjeturs Turismo			🟩

Note. The actors present in the table are all those who appear in the minutes (preceded by the number) and those identified in other Forum documents, with the exception of the minutes. Among all those mentioned, the table highlights in green only the effective members, defined by the Assembly, for a specific period. Source: Prepared by the author based on Forum documents (2021).

Regarding Table 2, it should be remembered that among the documents obtained after 2015 there were a good number of handwritten forms with registration of members, but they were not dated, but indicated that they were from different periods due to the different layout of the forms. Mostly, they registered the association of small enterprises such as bars, restaurants, producers of local events, tourist agencies, grocery stores and others located in several municipalities in the region, as well as liberal professionals who are not included in the table nor appear in the minutes. This group represents the majority of members who pay their contribution but do not participate in Forum meetings, at least not in those that have been registered.

The data in Table 2, even with the limitations pointed out, show that the participation of the public sector is more stable, especially of the more active group that participates more in the editions of Paths of the Cold; that in the private sphere only the largest companies have more sensitive continuity while the small ones, even though they are the majority, appear and disappear, having sporadic participation in the meetings, which can be seen in the sociogram in Figure 3 later in the text.

The discontinuity of the payment of the annuity is a factor that greatly influences the entry and/or exit of organizations and individuals as effective members of the Forum. The categories subject to membership are divided between city halls, associations, cultural groups, clubs/associations and individual entrepreneurs. With the exception of city halls that pay more, the annual fee is the same for the other categories. The issue of default is a recurrent theme at the meetings, as the annual fee is what sustains a large part of the Forum's expenses and activities.

Many of the documents collected show the Forum's daily life in terms of accountability, defining planning and evaluation strategies, encouraging institutional strengthening actions and, relentlessly, seeking new members and partners such as public bodies, development and training agencies, companies, individual entrepreneurs and politicians, with the clear objective of obtaining resources and establishing partnerships.

The movement of Forum members gives the IGR a different dynamic from the results of the studies carried out by Xavier et al. (2021) on the difficulties in conducting the Regional Tourism Forum of the Central Region, in Rio Grande do Sul, in generating mobilization and collective involvement. It also distances itself from the perception of Nóbrega and Figueiredo (2014) of the IGRs in western Pará, with emphasis on the Foretur/Tapajós, which does not satisfactorily address basic governance elements, such as the quantity and quality of established partnerships. In an opposite perspective to these results, the Forum of Brejo approaches the understanding that the choice of the forum as a legal form favors more dynamic, agile and less bureaucratic actions that give the opportunity and autonomy of its members to perform their roles (Costa & Carvalho, 2014).

This situation leads to a reflection: what are the implications of this choice for the establishment and consolidation of network governance? What characteristics of networks do the Forums reinforce? Would other institutionalization modalities bring a different aspect to their conduct? How does the institution of the Forum contribute to facilitating synergy and the exchange of resources to decide and drive the growth of tourism in the region? Are there signs that the legal character affects the analysis of the effectiveness of participation in formally instituted spaces? So far, little is known whether the quality of participation (in)depends, in principle, on the structure and format of law chosen by the regional collective represented by the public, non-state public, corporate and private sectors, which are related through this policy.

The studies carried out on the performance of IGRs in various formats of legal grouping, such as legally called Councils, Associations, Development Agencies, Forums and others, were not sufficiently systematized to be able to state whether the chosen legal modality affects the effectiveness of the spaces of participation, legitimized by the governance structure given by the PRT. Furthermore, converging with what the Program states, it is understood that "the institutionalization of the IGR, in fact, will occur when, in addition to complying with legal and institutional aspects, it will be known and recognized by the regional community, in particular by the actors that make up the Tourist Trade and by institutions that have relations with these representatives" (MTur, 2019, p. 9). This is the idea.

Analysis of the Forum from the Reticular Perspective

The Forum, even before its formalization as an IGR in 2007, had as its agenda to mobilize city halls, companies and other organizations interested in the development of tourism in the region to build

Figure 3: Sociogram of Membership (Two-Moden) of Actors Present at Forum Meetings Regional Sustainable Tourism of Brejo Between the Years 2009 To 2018
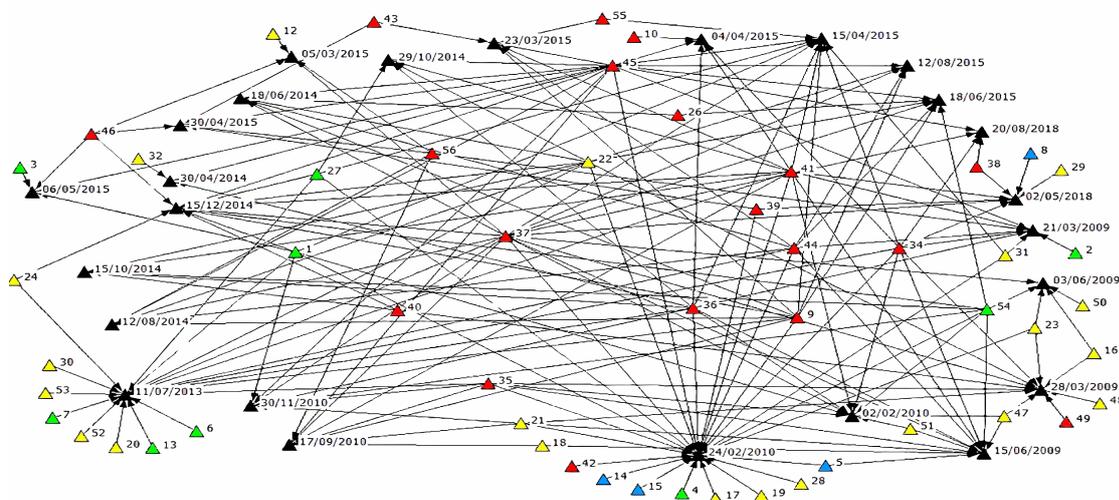
"partnerships" in the planning of Paths of the Cold. The theme of the meetings, preponderantly, revolves around the planning of the event and the demands for its realization.

It is in this space of participation that the search and maintenance of partnerships and fundraising strategies are articulated with the tourism development entities that open up to these possibilities, whether in the planning of Paths of the Cold, or in the offer of training courses for local entrepreneurs, or for the improvement of infrastructure and promotion of the region.

The first sociogram (Figure 3) shows the pattern of relationships established between organizations as a result of their presence in meetings – represented by black triangles with the respective dates of events – held by the Forum between the years 2009 to 2018. These organizations are represented in the sociogram by the colored triangular nodes or connection points, the state public sphere being the red color, the non-state public sphere the green color, the corporatist blue and the entrepreneurs the yellow (in line with the colors assigned, for each sphere, in the Table 1).

At the bottom of the network, one can see, between the meetings held in 2009 and 2013, the presence of some organizations representing the corporate sphere, which over the years disappeared from the meetings. The exception is the Associação de Turismo Rural e Cultural de Areia (Rural Tourism Association of Areia) (ATURA) (8), which despite appearing only at the meeting on May 2, 2018, begins to play an important role in the dynamization of the Forum, as measured by the analysis of other documents and by the speaks of some interviewees. Its creation in 2014 was stimulated by the consultancy provided by SEBRAE (54) to the Forum on associations in the municipality, which in previous years also contributed to the organization of various cooperatives (such as those formed by artisans, fruit growers, embroiderers and seamstresses) scattered around region and who once participated in the meetings.

The role of the owner of Engenho Triunfo (22), the first to open the doors for visitation, inaugurating a new modality for local tourism was decisive for the mobilization of Areia's businessmen to organize themselves. The presence of representatives from the private sphere (plant owners, small businesses and individual micro-entrepreneurs) at the Forum is constant, considering that a large part of the board and founding partners come from this sphere of activity, who are often present, in different roles. An example is the case of ATURA (8) and Engenho Triunfo (22), Solânea City Hall (45) and IG Companies (29), actors who take turns representing private, public, and public sometimes the corporate. From the perspective of all these actors, the Forum is an alternative to be heard and attended to in demands for more investment in tourism in the region.

At the top of the network are arranged the meetings held between 2014 and 2015, a period in which local and regional articulations made a difference in the organization and execution of the 2015 edition of Paths of the Cold, which ended up contributing to a particular movement in region. Some members of the Forum, together, took the

Figure 4: Sociogram of the Degree of Centrality of Actors in the Regional Forum Network of Sustainable Tourism of Brejo Between the Years 2009 To 2018
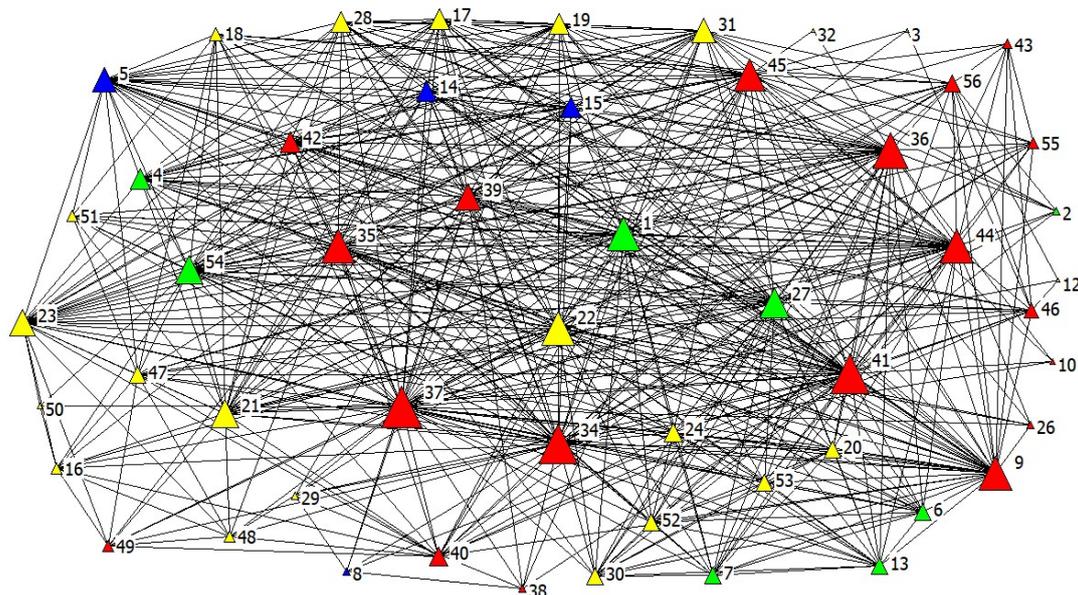
initiative to develop an alternative program, with fewer resources and based on creative experiences and the exchange of resources among the participants in the script. With this change – in the interviewees' understanding – a Tourist Region of the Brejo was created with which local people identified.

The attitude towards the 2015 event, provoked by the reaction to the lack of resources from traditional sources in 2014, aroused strong feelings of belonging and identity, the strength of will and engagement among Forum members, as well as their understanding of the power of organization they have as members. This new awareness has been commonplace among participants in the Paths of Cold, at all levels, and in events ever since. This perception is reinforced by the pattern seen in the sociogram in Figure 4, in which the centrality of actors in the network is distributed in such a way that power is relatively shared.

This sociogram in Figure 4 shows the actors that have greater centrality in the network, those that are more connected, which is shown through the size of the triangle it represents, the larger the figure, the greater its connectivity or centrality. The degree of centrality is an index of access to information and resources that circulate on the network and the opportunity to influence or be influenced within it (Hanneman, 2001; Molina, 2006). The pattern observed shows a balance between the organizations that interact within the

Forum. It is a network of low centrality, since control is widespread among group members, which favors a more equal distribution of opportunities and limits on the exchange of resources. The highlight are the larger private companies (the sugar mills) and the city halls of the municipalities most engaged in Paths of the Cold, without the sociogram revealing any preponderance of some of them.

It should be noted that the presence of the Associação de Jovens Arte e Cultura (Association of Young Art and Culture) (AJAC) (1) and the Grêmio Morenense (27) in the central area of the network demonstrates an interesting movement on the role of organizations from the non-state public sphere in the Forum. The most plausible panorama for the presence of these organizations shows the relevance and representativeness of the Forum as a space for legitimate participation to give voice to those organizations that would otherwise be difficult to hear. The opportunity to be part of a group with other organizations from different spheres makes this governance structure approach what Batim, Fratucci and Trentin (2020) understand as an instrument of civil society's struggle for more participation and decision-making power in the process on-site tourism planning.

Figure 5: Sociogram of the Degree of Intermediation of Actors in the Regional Forum Network of Sustainable Tourism of Brejo Between the Years 2009 To 2018
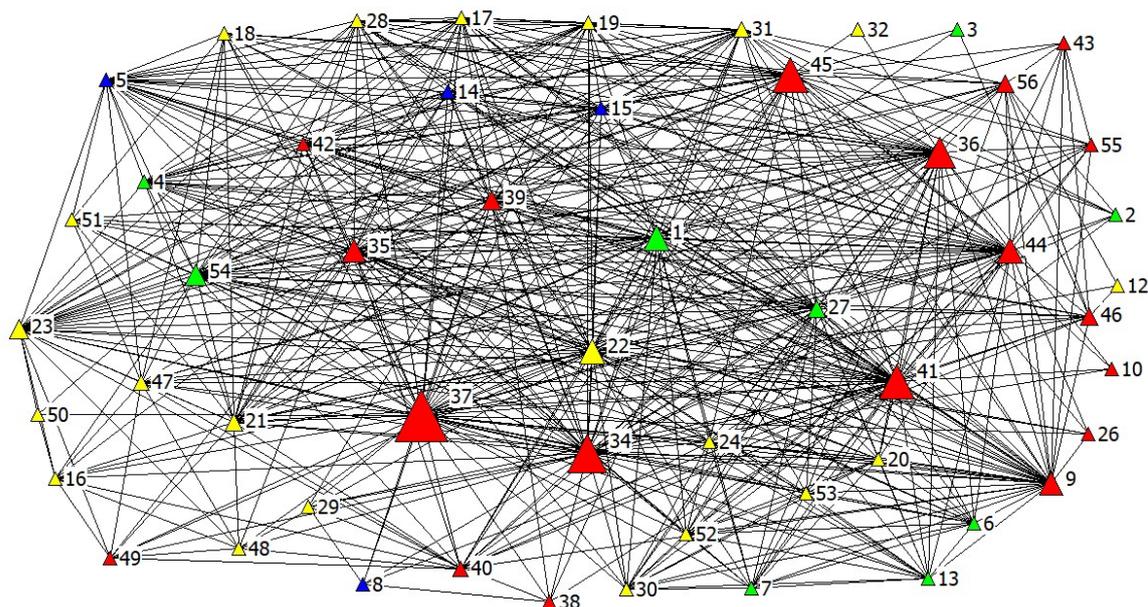
Source: Prepared by the author (2021).

The active participation of AJAC (1) and Grêmio Morenense (27) in the Forum is related to the demands of each one, but which largely reflect the national ills in the area. AJAC brings together young people, predominantly from the rural areas of the municipalities, with the objective of organizing themselves to discuss the demands for employment and better quality of life. In tourism there are the hopes of many of them, stimulated in training courses offered by educational institutions and training agencies and seduced by the discourse about the benefits that the activity brings. It is the opportunity to integrate and establish contacts with other organizations, especially those in the private sphere.

Grêmio Morenense is a centenary literary-recreational entity, officially founded in 1924 and has a relevant role in the socioeconomic and historical context of the region and which, over the decades, has suffered from neglect of the local historical heritage. Since 2002 its headquarters is entitled Cultural Heritage of Solânea, which favored its reopening in 2005 and its inclusion in the Forum in 2007 as a founding member. The presence of Grêmio at the Forum is an opportunity to assert the maxim that tourism can contribute to the appreciation of the historical and cultural heritage of the Brejo and, in particular, that of its host city of Solânea.

Both AJAC and Grêmio Morenense are founding members of the Forum with the right to voice and

vote, and their high attendance at meetings explains a good part of why they are central to the network. Now, the extent to which these demands are met by the flow of information and resources exchanged on the network is something else. The inferences made so far, and which give content to the network, are supported by the story told by the minutes and the practical result for these specific demands, only other theoretical-methodological approaches could account for meeting these demands.

The sociogram in Figure 5 shows the degree of intermediation of actors in the network, which indicates how often an actor is on the shortest path to connect two others that do not have direct relationships and do not even know each other. In the central part of the network thus elaborated, the main actors are placed in an intermediation position, that is, in an advantageous position since it is through them that the greatest amount of information and resources pass through. This is where the city halls and the central role in mobilizing the information and resources they have can be found, with special emphasis on the Municipality of Bananeiras (37), and with little less intensity, for the city halls of Alagoa Grande (45), Areia (36), Pilões (41), Solânea (45), but all of these have a leading role in the Paths of the Cold project.

The pattern observed in the sociogram (Figure 5) shows the power of intermediation that the

Municipality of Bananeiras (37) has over other members of the same network, but who do not know each other, which gives the municipality advantages in terms of articulation to achieve its goals, as it is the fastest way to connect and mediate the flow of information and network resources.

The importance of Bananeira is justified by the uniqueness of the municipal government in investing in tourism in the early 2000s, serving as an example and inspiration for other municipalities in the region to also invest in the sector. What drives the city's economy is the second-home tourism segment, under the face of closed condominiums, which extend over large rural areas of the city, bringing their benefits and harms, depending on which side you look at. But that's another matter.

Horizontalities and Verticalities in the Dynamics of the Forum

Of the tourist regions of Paraíba located beyond the waterfront, the Region of Brejo Paraíba is the one that has shown the greatest prominence. Its rich tourist potential contributes, without a shadow of a doubt, but that's not all. The regional agents involved in the activity, articulated through and around the Forum, have been working in this direction.

The constant presence of the same municipalities in the Forum (Table 02) gives them greater power of intermediation over the actors in the network. This pattern reinforces the perception of governance as "a State instrument to maintain its power under the aegis of valuing the place and community participation in decision-making" (Batim et al., 2020, p. 48). This also makes the Forum a subterfuge for maintaining its own interests and, consequently, it is subject to the convening power and operating rules of municipal governments (Burity, 2005).

Thus, in an attempt to make spaces for participation more efficient, the articulatory practice of training in networks is rewritten in terms of a collaborative relationship with the State, established by an organizational solidarity that leads the place to the rules of the established order. By organizing the processes, structured by the assumptions of network governance, the policy directs, through vertical flows, the guidelines for conducting national policies in the region. This is how the PRT must be understood, with the specificity, in Paraíba, of not having the SETDE (56) as an intermediation point between the

municipalities, because despite its institutional power as the one attributed to it by the program, within the scope regional practically disappears in the transit of the effective articulations. The opportunities for participation opened up by verticalities give rise to practices and actions supported by a network of organic solidarity and collaboration, which meets the needs of the region, such as those described so far.

The network, as a space for debate and the search for consensus, also measures the limits defined by the competition between actors for more resources and more space. Converging with what Carvalho (2019) concluded in an analysis of the problems that occur in the Governance Instance in Maranhão, what is seen in the Forum are misunderstandings between members motivated by distrust and disagreement about the role played by each one in the elaboration of actions of the Paths of the Cold. It is noticed the resistance of some members to share resources when it comes to accepting the inclusion of new municipalities in the Cultural Route of a close schedule, even if these formally integrate the Tourist Region of Brejo and the Forum.

The case of the municipality of Solânea (45) is an example, as, despite being associated with the IGR since 2010, it was only in 2014 that it was able to actually join Paths of the Cold. In 2011, the city halls participating in the event refused to share with Solânea the few resources granted by the state government to finance the cultural itinerary. Solânea would enter only under the condition of spending a certain amount to invest in its programming. However, the municipal manager at the time did not accept this condition, which led to a postponement of the municipality's entry into the itinerary. Despite this fact indicating/reflecting the influence of governmental discontinuity in policy management, this has not been reflected in the actions of the Forum considering the frequency of city halls in this space of participation.

The context of the dispute over financial resources is a reflection of their limitation, not only for Paths of the Cold, but for the maintenance of the Forum itself. The lack of own resources also undermines the possibility of hiring consultants that can develop projects that meet the requirements of the MTur public calls, which could help to consolidate regional tourism. This financial restriction is offset by the availability of others such as information, knowledge, skills, support, among other non-monetized resources. Even so, the search for other

sources of funds is an ongoing work of the Board, recorded by official letters and notices of meetings.

The historical trajectory of this IGR, which begins in 2005, with the first articulations for the realization of Paths of the Cold, shows the implementation of policies created in the Region itself, where the actors are articulated to undertake in a regionalized manner. In other words, horizontal forces are decisive in the tourism planning process in the Brejo Region, fulfilling the PRT's proposal to transfer to them the conduct of their own development. Considering this, based on the governance elements indicated by Nóbrega and Figueiredo (2014), the Forum do Brejo presents itself as a dynamic space for articulation and a positive experience of participation.

5. Final Considerations

The PRT is a state policy that, as stated, aims to plan tourism in the country in a regionalized and decentralized manner, and does so by transferring responsibility for its development to tourist regions. In Brejo da Paraíba, the definition of the Tourist Region took place in 2004 by the municipalities' compliance with the call of the PRT, starting a trajectory that was established in 2007 by the institutionalization of the Regional Forum for Sustainable Tourism of Brejo. Since then, the articulations between actors (state public, non-state public, corporate and private) involved in the activity have been maintained based on their participation in the regional tourism planning process.

The main result of these articulations are events in the form of integrated itineraries such as Paths of the Cold, which in turn provides visibility to the region, arouses interest in new agents and in more municipalities and generates tourist flow. Therefore, a consolidated Tourist Region is less dependent on agents and forces external to the place, where actions generated by local actors predominate.

It is understood that the policy formulated by the macro-actors, in this case essentially represented by the State, in conditioning tourism planning at regional and local levels, takes place from an organizational solidarity established in a vertical, top-down manner, which defines the actions. This direction conditions the idealized structure of network governance, which makes room for the mobilization and empowerment of regional agents in carrying out these actions. In line with these guidelines, the Tourist Region of Brejo Paraíba and its Regional Governance Instance, by showing themselves more active than any other region, managed to execute and give visibility to the Paths of the Cold project, which was highly successful and repercussion.

The reticular approach has allowed us to deepen our knowledge of the network of relationships established between the various actors in the Forum. The first sociogram shows the dynamics of the actors and their presence at the meetings and provides an overview of their distribution in the network, by spheres of action, with the most frequent being those located in the central area of the network. The following sociogram shows the actors with the greatest centrality in the network, that is, those most connected. Thus, for example, the prominence of the cachaça plantations and the city halls of the municipalities with the greatest commitment is confirmed. Finally, the third and last sociogram indicates the actors who are in an intermediary position, with greater or lesser intensity. Highlight for the position of the Municipality of Bananeiras, as well as with a lot, but less intensity, of the city halls of Alagoa Grande, Areia, Pilões and Solânea, precisely those that play a major role in the Paths of the Cold project. This approach, together with field observations, allowed a better understanding of the object of study.

For all of the above, it can be concluded that the increase in tourism in the Brejo Tourist Region is the result, at least to a large extent, of a flow of horizontal actions, based on an organic solidarity resulting from the articulation between Forum members supported by municipal agencies that manage tourism, sometimes by the participation and performance of private and third sector agents. The most significant actions for regional tourism planning have been designed and managed within the region by these actors, in a more autonomous way.

To the question of whether there are more or less strong indications that the political actions articulated within the scope of the Forum have been contributing to the interiorization of tourism in Paraíba, the answer is clearly yes. The tourist phenomenon finally surpassed the waterfront and reached the Brejo region of Paraíba. Thus, it is possible to talk about the interiorization of tourism in Paraíba from this Region. Now, to what extent the activity influences and what it means for regional development is a question to be answered in future research.

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INFO PAGE

The regional forum of the sustainable tourism of Brejo and its role in the interiorization of tourism in Paraíba/Brazil

Abstract

In Paraíba, Northeastern Brazil, the sun and sea segment is the main responsible for the flow of visitors in the state, being the segment that receives the most government investments in planning and promotion, to the detriment of the interior regions that figure in the background. The main policy of Ministry of Tourism is the Tourism Regionalization Program, which aims to manage, structure and promote tourism in a decentralized manner, transferring the responsibility for its development to the tourist regions, thus opening up possibilities for the interiorization of the activity. The Paraibano Tourist Region is one of the few in the interior of the state that has a growing tourist movement and an organizational dynamism that makes it stand out from the rest. Thus, the question is: What are the determinants of interests that move between the order established by public policy and the horizontal relations, of a more organic nature, forged within the Region? Are there more or less strong indications that the actions guided by the Program and those implemented by the Regional Forum for Sustainable Tourism in Brejo have been contributing to the interiorization of tourism in Paraíba? That said, the main goal of this study is to investigate the performance of the Regional Forum for Sustainable Tourism of Brejo and its contributions to the process of interiorization of tourism in Paraíba. This is a descriptive and qualitative research that uses bibliographic and documentary data, as well as data collected in field visits. The reticular perspective was also used as a methodological resource. Data were analyzed and interpreted through the conceptual repertoire of the fields of Geography and Political Sociology for the understanding of local dynamics, guided by the verticality and horizontality imposed by public tourism policy in the Region. The conclusion reached is that the increase in tourism happens

Keywords: *Public Tourism Policies, Tourism Regionalization Program/Brazil, Social Network Analysis*

Authors

Full Name	Author contribution roles	Contribution rate
Ana Valéria Endres:	Conceptualization, Methodology, Software, Formal analysis, Investigation, Resources, Data Curation, Writing - Original Draft, Writing - Review & Editing,	100%

The Effect of Position in the Field in the Development of Public Policies: Bourdieusian analysis of the Municipal Tourism Council of Juiz de Fora (2011-2020)

Thiago Duarte Pimentel, Marcela Costa Bifano de Oliveira, Fabíola Cristina Costa de Carvalho*

ABSTRACT

This work makes efforts for a theoretical-empirical analysis of public policies of tourism from the sociological theory of the social fields of Pierre Bourdieu. We start from the assumption that agents with a greater volume of capital would be able to interfere, more incisively, in the tourist field, particularly in their public policies, influencing more forcefully what can/should be and ends up being done, in a given context. Empirically, we took as study object the Municipal Council of Tourism of Juiz de Fora (COMTUR), heuristically as an approximation of the tourist field in general, and specifically the process of elaboration of public policies derived from it, in particular in terms of its results (decisions, actions and projects carried out), as a reasonably objective indicator of the operation of this field. A multi-methods approach was used, using different procedures (a) systematic and unsystematic observation of meetings, (b) description and recording of data in a diary note, (c) semi-structured interviews with key actors, (d) analysis of secondary data (minutes of COMTUR meetings from 2011 to 2020, as well as other data and historical records). The study is based on the composition of a cumulative database of observations, which has been constituted over the last decade, being specifically composed in the most part, regarding the study of COMTUR, by two studies, one conducted between 2015 and 2016, which recovered data from 2011 to 2015, and the other, conducted between 2019 and 2020, that compiled data from 2016 to 2020. We seek to identify the relationships between the different agents in the interactive dynamics of this social space, in terms of ideas, discourses and actions, as well as the positions of the agents, particularly the dominant ones, which stand out in relation to the others. We particularly highlight the relationships between proposed-proposals, approved-executed proposals, as well as between both and the volume of capital of the agents, especially the dominant ones, and finally the specific circumstances of each action (proposed and approved). The evidence points towards a direct relationship between the said volume of capital, the degree of participation in the meetings and the tendency to approve and eventual implementation of the proposals made by the agents with the highest volume of capital, who were at the center of the debate. It is concluded that the supposed democratic and "universal" openness in terms of the possibility of action is part of an ilusio of the field, which does not translate necessary, neither directly, in the real manifestation and participation in the field (COMTUR). It is said that the agents with the highest volume of capital tend to be those who, in a way, participate more in the actions and achievements of this sphere and, in this sense, are more likely to guide the local tourist context, as opposed to the actions of other agents in the field, who act as adjuvants. Therefore, any significant change in the field needs to include, in whole, or in part, those dominant agents.

1. Introduction

In recent years, management councils have become synonymous (in common sense) with democratic and participatory management (Paes de Paula, 2008)[1]. To this logic underlies the thesis that in appropriate spaces, free of coercion (imposed or self-imposed), social actors could express themselves in a more authentic and reliable way and assert their local interests and ideas (Tenório, 2008). Through the management councils, the various actors have the possibility to manifest and participate in the formulation, monitoring and control of the public policies (Gohn,

Corresponding Author		*Research paper*

Thiago Duarte Pimentel: *Assoc. Prof., Universidade Federal de Juiz de Fora (Brasil), Juiz de Fora, Brasil, Email: thiago.pimentel@ich.ufjf.br, Orcid Id: 0000-0003-1889-069X*

Marcela Costa Bifano de Oliveira: *PhD. Student, Centro Universitario de la Costa - Universidad de Guadalajara (Mexico), Juiz de Fora, Brasil, Email: marbifano@gmail.com, Orcid Id: 0000-0002-8102-5247*

Fabíola Cristina Costa de Carvalho: *Independent Researcher, Benemerita Autónoma Universidad de Puebla, Puerto Vallarta, México, Email: fabiola.cvlho@gmail.com, Orcid Id: 0000-0001-5719-9020*

[1] *In his doctoral thesis Oliveira (2009) unequivocally evidence the adherence of this discourse to common sense.*

2011; *Instituto de Pesquisa Econômica Aplicada - IPEA*, 2012; Mata, 2016), supposedly exercising greater social control over the State (Gurgel & Justen, 2013; Gomes, 2015; Lima & Brito, 2021). Its use has spread more and more throughout the country and has been institutionalized in several instances and at the three levels of the State, and even in private organizations[2].

Despite their possible contributions, there have been several situations in which these mechanisms have presented questionable results (Abramovay, 2001). The symbolic use of councils, only as a formal mechanism for enabling the management entity (municipal, state or federal) to the legislation, has been constantly verified (Gohn, 2011). Many times, the deliberation and decision-making of the topics discussed in this space is not the result of a process of discussion among the participating members. This happens because instead of participation acquiring an effectively deliberative character, it usually acquires an advisory role, legitimizing the decisions established by the government and local elites, leading to the questioning of what many relate to these decision-making bodies, of being a democratic innovation (Kronemberger, 2016).

Moreover, there are rare occasions when there is a fragile assumption that the actors would participate more effectively as a basis for this device (Kliksberg, 1998). On the contrary, complaints of ignorance, lack of interest and questioning about the relevance and applicability of these structures, are combined with their visualization as time-consuming, nonspecific, inconclusive and unpragmatic (Nobrega & Figueiredo, 2014). All this has led to the questioning of the management councils as instruments of empowerment and social control (Mata, 2016; Mata; Pimentel & Emmendoerfer, 2018).

In order to analyse more closely this issue, we use Pierre Bourdieu's sociological theory of social fields, investigating the volume of capital of agents,

which enable them to play certain roles within a social field (whether in a company or in a council) and take as empirical object of analysis the Municipal Tourism Council of Juiz de Fora (COMTUR, in Portuguese acronyms[3]), to analyse how certain agents influence the dynamics of the said board, which materialize in projects or actions that must be executed. We relate this event to the conditions and characteristics that determine the ability of those agents to perform such actions. We start from the assumption that agents with a higher volume of capital would have greater capacity to interfere in the tourism field, from the establishment of a power relationship over the others, thus being able to interfere more forcefully in what should or should not be done.

The relevance of this type of study lies precisely in the fact that, as traditional perspectives, with structural functionalist cutting, have been widely used for studies in public policies; few studies operates with alternative theoretical lenses (Marques & Machado, 2014; Mata; Pimentel & Emmendoerfer, 2018)[4]. Such studies, by problematizing the issue of power relations, an aspect that is underexplored and sometimes omitted from other perspectives, can contribute to shed light on asymmetric social relations in contexts of participation and democratic public spaces, where a certain asymmetry of power between participants and horizontal participation is assumed; which in general is not verified in practice (Pimentel et al., 2020).

Elements of *bourdieusian* analysis[5] of social fields were used as empirical method, together with the unsystematic observation of meetings, interviews and in a privileged way the minutes of the COMTUR meetings from 2011 to 2020. The relations between proposers and proposals, proposals approved and implemented, the relations between proposers and approved proposals and then between those and the proposals implemented, as well as the circumstances of each action and the provisions of the agents were identified. The evidence points to a direct

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2 See the boards of directors of large, national and international, companies, marketed on the stock exchange. In fact, the management boards in private companies emerge as one of the mechanisms for solving the "agency conflict", which gradually –in the context of the literature on governance that will move from the private to the public sector in the early 1970s and onwards– will be absorbed into the public area, based on the thesis of the inclusion of several controllers (a supposed social panoptism).

3 All of the acronyms mentioned in this paper refer to Portuguese writing.

4 Conducting a bibliographic meta-study on the 831 scientific works published in the Annals of the "Encontro Anual da Associação Brasileira de Ciência Política/ABCP", in the period from 2000 to 2012, these authors found that, contrary to what happens in the great area of social sciences, where Pierre Bourdieu is the author with the highest number of citations (13.4%) of the total, specifically in the area of political science, in Brazil, this scenario is inverted, and Bourdieu does not even appear in the list of the 12 most cited, those with a frequency greater than or equal to 8.4% (the equivalent of 28 citations in the entire period analysed).

5 This study does not strictly follow a methodological bourdieusian perspective. This for two reasons: the first is that in addition to the issues of theoretical (re)construction (of the research object, i.e., field) and historical construction, several quantitative, qualitative, bibliographic and historical procedures were used by the author for analysis of a field, with no specific way to do so; and, on the other hand, by the fact that the original research, and the theoretical-epistemological orientation that guides it, as well as the research group led by the first author, are influenced by critical realism, which sees this –even though Bourdieu is not part of it– in the works of this author an emblematic example of anticipation and convergence, in various theses, in particular methodological, of a realistic critical work "outside" the tradition of critical realism (Vandenberghe & Veran, 2016).

relationship between the volume of capital of the agents, their degree of participation (frequency and deliberation), the occupation of key positions (e.g., composition of the Executive Board) and the tendency to approve and execute the proposals.

In addition to this introduction, we present below a brief description of Pierre Bourdieu's sociological theory, with emphasis on his central concepts of field, capital and *habitus*. In the third section, the methodology of the study is exposed with emphasis on elements of the analysis of social fields. The fourth section presents the results of the research, in which the historical context of COMTUR is observed, the participation of the agents, its dispositions, its composition and its correlation with the volume of capital of the agents. At the end, we present inferences about the volume of capital to its tendency to convert into capacity of action and to the direction, either by action or omission, of the local tourist context.

2. The Field as a Theoretical-Analytical Framework

Pierre Bourdieu's Sociological Theory
Pierre Bourdieu's work develops a critical sociology that, while part of the existence of objective structures, maintains that these structures are products of social construction (Thiry-Cherques, 2006). The central axis of Bourdieu's genetic structuralism is the analysis of objective structures, which are not fixed, but rather the result of the history of the positions and dispositions that reproduce it, that is, it is the product of the relationships that develop in time and space (Pimentel, 2012; 2014).

In this sense, Bourdieu elaborates a theory that incorporates the concepts of field, capital and *habitus* to identify the relationships between individual or collective agents, who through strategies struggle to reach their interests and dominate the field. The field can be defined as a default or a setting of objective relationships between positions. These positions impose determinations on their occupants, agents or institutions, for the current or potential situation in which they are on the scale of the different species of power (or capital), whose disposition commands access to the benefits that are at stake in the field (Bourdieu, 1993).

Forms of capital mean forms of power. For Bourdieu (2001) capital is accumulated work in the form of internalized or incorporated matter, and time is required for its acquisition. The different forms of capital that allow specifying the notion of

position are defined as follows: (1) economic capital - money, goods, material wealth; (2) social capital - social access, networking; (3) cultural capital - knowledge, skills, information; (4) symbolic capital - prestige, honour, is a synthesis of other capitals (Pimentel, 2014). Thus, objective relations are the relations between the positions occupied in the distributions of resources, economic capital, cultural capital, social capital, recognized as legitimate (Bourdieu, 1990; 2004). In this sense, the position of each agent is determined by the volume and quality of capital that each one has (Thiry-Cherques, 2006).

According to Bourdieu (1993) a capital only has meaning in a field if it confers a power over the field. Thus, what defines the field is the state of power relations between players, which depends on their position, consequent to the distribution of specific capital. But it should be noted that the value relationships between capitals are not static, players can work on increasing or preserving their capital, or they can also work to transform the immanent rules of the game. Thus, the field as a structure of objective relations between positions of force, sustains and guides the strategies by which the occupants of these positions fight, individually or collectively, to protect or improve their position and enforce the principle of settlement more favourable to their own interests (Bourdieu, 1993).

These struggles aim at the monopoly of legitimate violence (authority) that is characteristic of the given field, that is, the conservation of the structure of the distribution of specific capital. Those who monopolize specific capital, which are those with power and authority, tend to conservation strategy, while those with less capital tend to transform strategies (Bourdieu, 1983). Symbolic power is then defined as the ability to preserve or transform social reality, from cognitive instruments of construction of the reality (Wacquant, 2002).

There is therefore, in this social space, a conflict between those who dominate and those who are dominated. Thus, the institutions of a given field tend to "impose" the dominant culture, so that the *habitus* is reproduced (Thiry-Cherques, 2006), and that the structure of dominant and dominated is maintained, ensuring that capital (cultural, economic and social) is not redistributed, operating in favour of the conservation of the distribution of capital among the same agents, keeping them in a privileged position. In specific terms, the field involves a *doxa* (common sense) and *nomos* (general laws that govern it).

For Bourdieu, *habitus* is a system of dispositions (way of thinking, of doing, of feeling) that lead us to act in a certain way, in certain circumstances. The provisions (*habitus*) are flexible, are acquired by the internalization of social structures, are carriers of individual and collective history, are internalized in a way that we ignore their existence (Thiry-Cherques, 2006). *Habitus* is a particular way of relating to the world, it is structured and structuring: it is a product of the structure and producer of practices, a reproducer of structures (Bourdieu, 1993), so it represents not only a conditioning, but an action. As Vandenberghe (2010) comments, *habitus* is the product of social structures, but we must go beyond the pure deterministic trap, since *habitus* as a generating principle of actions, evaluations and perceptions, also structures the social world.

In this way, the strategies of the agents for taking position depend on the position they occupy in the field, and through their provisions (*habitus*) will be oriented to the conservation or subversion of this distribution of capital (perpetuating or changing the rules of the game). The strategies, through the objectives of the fight, also depend on the space of availability inherited from previous fights, which will define the space of taking position. From the position and the provisions (which are due to their social origin) is that the agent orients himself towards such or what possibilities, all in an unconscious way (Bourdieu, 1996).

Proximity in the social space predisposes an approximation, that is, people located in the same place of space (classes) tend to be closer by their properties or their dispositions (which determine the tastes, affinities, sympathies, desires, so the probability of them sympathizing is greater) (Bourdieu, 1996).

> [...] the position occupied in the social space, that is, in the distribution structure of different types of capital, which are also weapons, commands the representations of this space

and the positions taken in the struggles to keep or transform it (Bourdieu, 1996: 97).

This is how concepts such as *habitus*, field and capital cannot be defined in isolation, but only within the theoretical system of which they take part (Bourdieu, 1993). The field is the place of relations of strength and struggles in the sense of transforming it, thus it can be characterized by a place of permanent change (Bourdieu, 1993). Thus, the social field can be seen, in a simplified way, as a system of relations between the social positions of the agents, which is the objective part, determined by the amount of capital of each agent in the field, by the *provisions* that is the subjective part of the field, composed by the *habitus*, which will determine what the agent is willing to do or not, and positions taking that refer to a position, in which positions and *habitus* are expressed in the sense of ruptures or continuities of the structures of the field.

To examine a social field, three interconnected stages must be followed. First, one must analyse the position of the field in relation to the field of power. Secondly, the objective structure of the relations between the positions occupied by the agents or the institutions that are in competition in this field must be defined. Thirdly, the *habitus* of agents, the position taking they have acquired through the internalization of a certain type of social and economic conditions they find (Bourdieu, 1993) should be analysed. Bourdieu (1993) adds that the field of positions is methodologically inseparable from the field of position taking (structured system of practices and expressions of agents) and in equilibrium situation the space of positions tends to command the space of positions.

3. Methodology

This study is based on bourdieusian theory, which seeks to study the "social fields". It is specified through different thematic areas that regulate objects of interest and dispute on the part of agents

Figure 1. Theoretical synthesis.
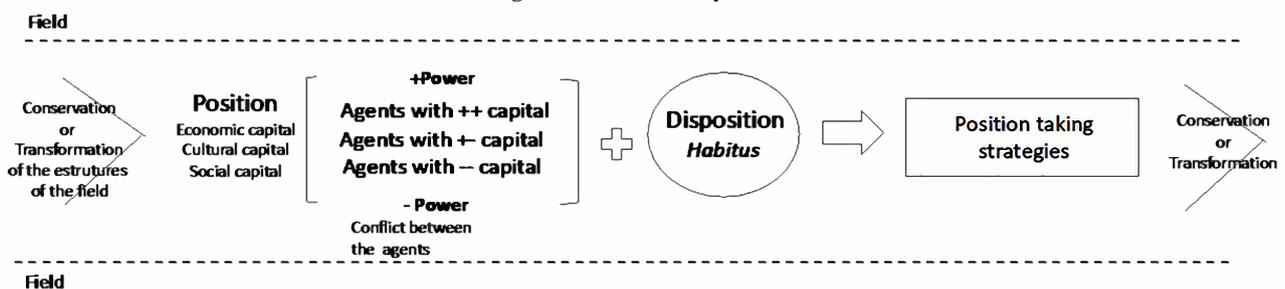
Source: Authors elaboration.

in reality. According to Wacquant (2002) this sociological theory resulted in an original theoretical field, unveiling the dialectic of social and mental structures in the domination process. Thus, Bourdieu's (2004) work can be understood as a structuralist constructivist, because he understands that there are objective structures in the social world (language, myth, etc.) that guide or coerce the practices and representations of agents, regardless of their conscience or will, but recognizes how these agents interact and socially rebuild those structures. Therefore, the logic of scientific research should be to seek to identify such structures and unveil the mechanisms that regulate them, both their form of reproduction and modification, over time.

Empirically we take as object of study the interactive dynamics among the agents of the tourist field (COMTUR of Juiz de Fora-MG) in the period from 2011 to 2020. The Municipal Tourism Council is heuristically an approximation of the tourist field in general, and the process of elaboration of public policies derived from it, in particular, in terms of its results (decisions, actions and projects carried out), can be perceived as reasonably objective indicator of the functioning of this field.

Here three definitions are important: the first refers to the consideration of public policy as an object of dispute (Bifano-Oliveira & Pimentel, 2016). We assume this proposition as a premise, since a policy, like any action of a State, acts universally on all the actors involved and subordinated to it, in addition to what, in the case observed, is the object of dispute since it directs the common understanding (doxa), rules (nomos) and practices (*habitus*) and imposes a "di-vision" of the world (Bourdieu, 1989: 113), in which the dominant (established) vision will determine the legitimate forms and means by which it can compete for scarce resources, thus regulating the rules of the game in the interaction between the agents that compose it.

The struggles regarding ethnic or regional identity, that is, regarding properties (stigmas or emblems) linked to origin through the place of origin and the lasted signs that are correlative to them, such as the accent, are a particular case of the struggles of the classifications, struggles for the monopoly of making it known and believed, to make known and to make recognize, to impose the legitimate definition of the divisions of the social world and, in this way, to make and undo the groups. In fact, what is at stake in them is the power to impose a vision of the social world through the principles of di-vision that, when imposed on the group as a whole, they realize meaning and consensus about the meaning and, in particular, on the identity and unity of the group, which make

the reality of the unity and identity of the group (Bourdieu, 1989: 113 - bold added).

The second reading key to the issue lies in the possibility of heuristic and methodological approximation between the social space of the tourist field and the Municipal Tourism Council to the extent that it gathers most of the agents of this field in the destination studied and still a considerable part of the most important visible agents. On the other hand, it is recognized that the social space of a social field (in this case, tourism) overflows and exceeds the limits of the standardized institutional space of a council (it may even contain the COMTUR), and that even relevant agents may not be part of it, being "invisible" in the methodological option of fixing to the agents present in the social space of COMTUR. Nevertheless, this methodological option is justified since COMTUR brings together, in an extensive (mostly numerically), and intensive (considerable part of the main), the actors of the field.

A third important element concerns the common imaginary (doxa) established, through an homogenizing discourse with institutional legitimacy, and the framing (in this case even more formal) of agents and their actions, generated in the social space, whose results depend not only on the interactive process of the forces of the field "itself", but on the interface and transfer of these "results" to other fields, for example, that of the State, i.e. public management (bureaucratic administration), in the case analysed, on a municipal scale, which in turn is a tributary of the partial merger of two other independent social fields: political and economic (Bourdieu, 2004).

In addition to these considerations, a multi-system approach was used, using different procedures: (a) systematic and unsystematic observation of meetings, (b) description and recording of data in a field diary note, (c) semi-structured interviews with key actors, (d) analysis of documentary data (minutes of COMTUR meetings from 2011 to 2020, Bylaws and Municipal Tourism Plan), as well as other secondary data and historical records.

The study is based on a cumulative database of observations about the study object, which has been constituted over the last decade, and it is particularly important to highlight for this study, two researches, one conducted between 2015 and 2016, which retrieved data from 2011 to 2015, and another, conducted between 2018 and 2019, which compiled data from 2016 to 2018. This material was complemented by the analysis of the data of

Table 1. Research design.

Phase 1: Collection of primary and secondary data		
STEP 1: Election of a public tourism policy as an object of dispute in the field. 2.1 Election of a **public tourism policy** for the empirical analysis of the agents involved with it.	**STEP 2: Mapping of the agents present in the field in the municipality and their interaction with the elected policy (object of dispute).** 3.1 Research on COMTUR, its operation, and its members representing the agents that make up the tourist field. 3.2 Analysis of minutes of COMTUR meetings in the period 2011 to 2020, and the Bylaws	**STEP 3: Primary data collection.** 4.1 Application of semi-structured interview with key agents and direct observation (notes in the diary).

Phase 2: Analysis of the tourist field		
Concepts	Categories	Criteria
STEP 4: Position - quantitative study of the volume of capital of each agent	-Economic capital -Cultural capital -Social capital -Trajectory	It is the objective side of the field, the place of social hierarchy that each agent occupies in the field. We can verify it from the economic, social and cultural capital of each agent. Social capital is verified from the resource relating to the relationships that organizations establish with other organizations. Cultural capital is verified from the resource relating to the education level of the representative of the organization. Economic capital is verified from the available financial resources, that is, the annual assumption of each organization.
STEP 5: Layout	-*Habitus*, position taking of agents to act according to what has been internalized.	The subjective side of the field is determined by the *habitus* and the position taking of agents to act according to what has been internalized. It is verified from the mission, vision and objectives of organizations, it is also verified from the context of policies in the country and in the municipality.

Source: reproduced from Bifano-Oliveira; Pimentel, 2020b.

the minutes, documents and actions of that social space and its agents of the years 2019 and 2020, in order to have a vision and a balance of what was produced in a decade.

In the specific case of this research, what is intended to be studied is the (social) field of tourism. However, the sociological analysis of the tourist field is conditioned by multicausal elements, because tourism is formed by a complex structure of social actions and relations. Thus, the importance of different research techniques is defended, which complement each other to identify and analyse the mechanisms that structure the action of the agents of the tourist field. Thus, the design of this research is guided by the mixed method, done in 5 stages, divided into two phases, described in Table 1, applied to each period.

Following the path of a *bourdieusian* analysis, this research used multi-methods and different procedures for compiling the largest number of data and information, of different types, and reconstitution of social reality as broadly as possible, with a view to having a reading of the social field on screen and the interactions between agents. Four categories were central to this process: a) the historical constitution of field; b) the

agents that compose it; (c) *habitus*, the provisions of the agents; and (d) the distribution of capital, the position of the agents and their ability to take action in the field.

Initially, secondary data were recovered from historical, documentary and statistical sources related to the object of study and its components, besides, of course, bibliographic materials related to the research theme that provided us with a selective, non-exhaustive theoretical review and focused on studies on Bourdieu. Within this *corpus* stand out the set of normative materials (minutes, laws, resolutions, regulations, etc.) of the municipal government, since they institute and regulate the social space of COMTUR, as well as statistics and historical data that were compiled for the historical reconstruction of the context of the locus and object of study. In the following stage, a mapping of the member agents of COMTUR – individual, of organizations, entities and formal institutions– was made considering them representative of the tourist field of the municipality of Juiz de Fora.

The study took place in a cross-sectional way, in 2 moments: (1) between 2011 to 2015, 63 minutes were analyzed, available on the site of the

Table 2. Ordinary and extraordinary meetings from 2011 to 2020*.

Minutes	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Ordinary	12	12	11	13	12	10	3	6	8	6	**93**
Extraordinary	2	1	0	0	0	5	24	10	0	0	**42**
Total	14	13	11	13	12	15	27	16	8	6	**135**

Note: Here were not counted the three ordinary meetings of the Municipal Tourism Fund (MTF), which dealt only with the report of the expenses of the MSD, referring to the meetings of October 30, 2013; April 30, 2014 and December 1, 2014.
***** *More detailed information see Appendix, table 6.*
Source: own elaboration from the analysis of the minutes.

Municipality of Juiz de Fora, in the space dedicated to COMTUR[6]. The analysis consisted of quantifying the participation related to attendance in meetings in order to verify which agents were more present, in addition to analyzing the position of the agents according to their volume of capital (economic, social and cultural). Analytically in a heuristic way, a s in an ideal type, we identified the position based on representative (but not exhaustive) criteria[7] of each type of capital listed by Bourdieu: economic capital (annual budget of each individual or collective agent); cultural capital (education level of each representative of organizations); social capital (number of links/relationships with other organizations). (2) For the period from 2016 to 2018, we based on the studies by Oliveira et al. (2020a; 2020b), in which minutes were analyzed from the 2nd half of 2016 to December 2018, to which 14 minutes were added for the years 2019 and 2020. In all, in the period from 2011 to 2020[8], 135 minutes were analyzed, in addition to other documents such as the Municipal Tourism Plan.

Regarding the primary data, semi-structured interviews, observation and notes were collected in a diary. At the first moment (2011-2015), the interviews were conducted with 21 members of COMTUR, 6 from the public sector (PS) and 15 from civil society (CS); and in the second moment (2016-2020), 7 members, being 3 associated with the PS and 4 linked to the CS (Oliveira et al., 2020a). All members were interviewed (president, vice president, secretaries and tax advisers) on both occasions.

Based on the empirical object of dispute (Municipal Tourism Policy) all the mentioned stages were carried out, and it was moved to phase 2 (data analysis), which took place in two more stages according to the set of categories analyzed. Thus, the position and disposition of the agents in relation to tourism policy was verified. These categories allow us to visualize that the action of the agents is determined by their position, that is, by the power they have in the field and their ability to influence decisions according to their interest, and by their willingness to do something in this field.

4. Analysis

Following the *Bourdieusian* analysis, we tried to recover different types of data and information with a view to having a broader reading of the social field and the interactions between the actors. Four categories were central to this process: a) the historical constitution of field; b) the agents that compose it; (c) *habitus*, the provisions of agents; and (d) the distribution of capital, the position of the agents and their ability to take action in the field.

With the exception of the historical constitution of the field, the other categories were analyzed in the period from 2011 to 2020: divided into 2 distinct periods, between 2011 and 2015, and between 2016 and 2020, because it understands that there are unique characteristics in each period, either in terms of the composition of the set of agents, or whether in terms of the guidelines, discourses and interactive dynamics installed in it, or even in relation to the pursued and achieved results.

Historical constitution of the tourist field

The historical process of constitution of tourism policies in Juiz de Fora is relatively recent, however marked by advances and setbacks, permeated by political discontinuities and absence of qualified technical staff and its own institutional body in the local public administration, which already denotes the little weight related to the importance attributed to the theme.

The policies of the sector were born, constituted and prevailed in the interval of the last

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6 *They can be found on the official website of the municipality, dedicated to COMTUR. Available in:*
https://www.pjf.mg.gov.br/conselhos/turismo/atas_de_reunioes.php. Accessed on April 29, 2016.
7 *From the collection of primary data (interviews), we created a scale from 1 to 8 for each capital. For economic capital, the scale was based on the annual budget of each entity interviewed, its calculation was made from the subtraction between the largest budget and the smallest budget divided by 8 (scale) to calculate the amplitude of the scales, with this it was possible to determine on which scale each entity fit. For cultural capital, the scale was based on the level of education of each representative of the entities: 1.Primary, 2.Secondary, 3.Technician, 4.University level, 5.Specialization/MBA, 6.Master, 7.Doctorate, and 8.Post-Doctorate. Thus, the level of education determined the scale on which the entity fit. For the share capital, we analyse the number of connections or relationships maintained by the agent with other organizations: (1) Government (2) Academy; (3) Entrepreneurs; and (4) Organized Civil Society at the levels: i. Friendship ii. Work iii. Familiar. Thus, the maximum number of relationships that an organization can maintain is 12. To calculate the scale, we divide 8 (maximum scale number) by 12 (number of relationships), we have a value of 0.67 for each relationship the agent maintains. In the end, we add up the results for each type of capital to obtain the volume of capital of each agent.*
8 *The data referring to this period refer to the work that the first author performed in Oliveira et al. (2020a; 2020b), and the results of which take part in this analysis. To complete the analysis of the decade, the authors of the present text extended data collection to the years 2019 and 2020, regarding COMTUR's official minutes and documents.*

Table 3. Chronology of institutional acts related to COMTUR in Juiz de Fora (MG) (1998-2020).

Date	Normative Act	Line up	Purpose
Moment 1 – 1998-2004			
February 18, 1998	Law No. 9218	Creates the Municipal Tourism Council and the Municipal Tourism Fund of Juiz de Fora.	It establishes the first attempt to form of COMTUR.
August 27, 1999	Decree No. 6512	Establishes the Internal Rules of procedure of the body (COMTUR)	Establishes the number of directors, four of which are linked to public sector and seven to civil society, adding eleven members.
-	-	-	Discretionary performance of tourism within the Directorate of Planning and Strategic Management (DPGE)
2003	Strategic Sectoral Plan for Tourism of Juiz de Fora (PESTJF) *	Organization of the local tourist offer	Instrument that formalized purposes and actions for the segment in the city, intended to make the place a tourist destination, with itineraries and specialized products, according to the "Tourism Regionalization Policy" launched at the same time at the national level.
Moment 2 – 2005-2010			
2005	-	-	Discretionary performance of tourism within the Undersecretary of Industry and Commerce. The sector had a tourism coordinator, 16 internal trainees and 36 external trainees.
2008	Municipal Law	Secretariat of Tourism Industry and Commerce	It puts tourism as a new era, industry and commerce are traditions in the city, but the goal was to bet on tourism as a new alternative to add to the development.
December 2008		Extinction of the Secretariat of Tourism Industry and Commerce	Tourism now has only two trainees and is placed as a sector of articulation without execution power, thus reducing its importance in the institutional structure
December 16, 2010	Law No. 12,178, (repealed law no. 9218 of 1998)	Municipal Tourism Council of Juiz de Fora was reinstituted **	A new bylaw has been approved. After a period of inactivity, COMTUR was reestablished.
December 16, 2010	Lead n°. 12.178	Institutes the Municipal Tourism Fund – MTF	The MTF is a public fund associated with the tourism segment to promote the development and maintenance of tourism in the municipality (PJF, 2010a).
Moment 3 – 2011-2019			
2013	Law No. 12,812 (amends law no. 12,178)	Redefines the composition and roles of board members.	"the chairman of the board should be elected alternately between the members representing the private sector and the municipal government" (PJF, 2013). Civil society entities were considered "representatives of the private sector".
December 15, 2016	Law No. 13,469 (amends law no. 10,000)	Changes the name of the current Secretariat for Economic Development, Labor and Generation of Employment and Income - SDEER to "Secretariat of Economic Development, Labor and Tourism - SEDETTUR"	Articulate and implement economic development policies, including trade, industry, service, science and technology, tourism, work, job creation and income, the incentive to small and microenterprise and individual entrepreneur, international relations and research aimed at the sustainable development of the municipality.
December 17, 2017	-	The statute of the MTF has been established ***	It establishes that possible revenues will come from appropriations and contributions from individuals or legal entities; transfers from the Union, state or public or private entities or results of financial operations of the MTF (PJF, 2010a; PJF, 2017).
13 November 2018	-	Bylaw	Bylaw document has been reissued.
September 3, 2018	Ordinance No. 10.131	Appointment of new directors	Appoints the members of the board, with emphasis on 17 holders linked to civil society.
January 31, 2019	Law No. 13,830	Creation of the Secretariat for Economic Development, Tourism and Agriculture (SEDETA)	Merger of the Secretariats of Economic Development, Labor and Tourism (Sedettur) and Agriculture and Supply (SAA), responsible for the definition of general guidelines and coordination of the formulation and implementation of employment and income policies, entrepreneurship, industrial, trade, services, agribusiness and tourism of the municipality. The Department of Tourism Incentive (Ditur), which is responsible for planning, coordinating, promoting, disseminating and supervising actions aimed at the development of the activity in Juiz de Fora, is part of the portfolio.

Source: own elaboration from the research data.

* PESTJF's specific strategic lines and objectives: a) strategic lines: 1) Juiz de Fora, receptive city: develop Juiz de Fora as a tourism portal, integrating it with other cities, expanding and improving its tourism infrastructure and the professional qualification of the sector, with the specific objectives: i. Establish effective policies for the disclosure of Juiz de Fora; ii. Seek an integrated structure to support tourism, reinforcing the articulations between the public and private sectors; iii. Improve the competitiveness of the sector as a basis for tourism development, strengthening professional training infrastructures; b) strategic line 2: Juiz de Fora, singular, historical and cultural city: intended to value current products, diversifying services and improving their quality to consolidate the tourist destination "Juiz de Fora", with the specific objectives: i. Consolidate Juiz de Fora as a gastronomical hub, ii. Enhance the singularities of the city that give it a condition of respect for social groups; iii. Valuing local tourist products, highlighting the city at the national level; iv. Generate qualified and articulated infrastructure to support products and cultural manifestations (PJF, 2003; Oliveira et al., 2020a).

** In accordance with Article 1 of Law 12,178 of December 16, 2010, the Municipal Tourism Council of Juiz de Fora (COMTUR) is "a collegiate advisory body, of advice and inspection, aimed at guiding, encouraging and promoting tourism in the municipality of Juiz de Fora" (PJF, 2010).

*** It is noteworthy that the management of The MFT is not directly linked to COMTUR, as clarified in the following excerpt: "the MFT will be administered by the body directly related to tourism of the Municipality of Juiz de Fora, and the holder is responsible for the financial management of resources and execution of the technical and administrative tasks inherent to the Fund" (PJF, 2010a; PJF, 2017)" (Oliveira et al., 2020a: 68).

characterized by the existence of three legal devices (Municipal Tourism Council, Municipal Tourism Fund and Municipal Tourism Plan), and markedly developed in three historical moments (or phases) in the municipality: 1) between 1998 and 2004 –institution of the theme and its introduction into the local public agenda; 2) between 2005 and 2010 – a troubled moment in which tourism gains relevance, but at the same time identifies the emptying and decommissioning of the structures and mechanisms previously created; and 3) between 2011 and 2019 – reactivation of legal mechanisms and effort for the maintenance and continuity of actions, this period is the focus of our analysis. The Table 3 systematizes institutional acts and their changes related to tourism policy in Juiz de Fora (MG).

In the first period (1998 and 2004) it is seen the institution of the theme and its introduction into the local public agenda. Although at that time there was no institutionalized space for tourism within the public organization, according to the Coordinator of Articulation and Strategy of the Department of Tourism of the Municipality of Juiz de Fora[10] there were employees dedicated to meet the tourism theme within the Directorate of Planning and Strategic Management (DPGE). In relation to COMTUR, as observe Oliveira et al. (2020a), in its early years, the Council did not establish a Municipal Tourism Plan or an analogous document. Despite the existence of civil public employees within the city hall dedicated to tourism, in addition to the creation of COMTUR and The MFT on February 18, 1998, few actions were carried out until 2004, and there is no documentation available on the period, with the exception of the publication of the Strategic Sector Plan for Tourism of Juiz de Fora in 2003, externally prepared by a specialized consulting team[11]. The Plan mentions that its implementation should be due to the implementation of 43 projects, selected among propositions of individuals and local organizations, which was not verified, and the Plan was not executed, among other factors by political discontinuity[12] (PJF, 2003). On the other hand, Oliveira et al. (2020a: 68) infer that, even considering the discontinuity and non-

implementation of the Strategic Sector Plan for Tourism, it "contributed to the consolidation of public institutions and equipment, such as the Juiz de Fora Convention & Visitors Bureau (created in 2001 and still active) and *Expominas Juiz de Fora*[13] (inaugurated in 2006)".

We see then that this period is marked by actions of relevance to tourism, such as the creation of COMTUR and MFT, in addition to the publication of a Strategic Tourism Sector Plan. In addition, tourism acts in a discretionary manner within the municipal public management, not having its own space. However, the interaction between the agents in the field occurred in a little articulated way, because there was no direct participation of public officials within COMTUR, the Plan was a parallel incitive, executed by agents outside the field.

Between 2005-2010, the second period observed, there was a troubled moment in which tourism gains relevance, but at the same time identifies the emptying and deactivation of the structures and mechanisms previously created. According to the Coordinator of Articulation and Strategy of the Department of Tourism of the Municipality of Juiz de Fora, in 2005 there were changes in management, and the tourism theme that was subordinated to the DPGE, passes to the Undersecretary of Industry and Commerce, but still without formalization, because it still has no own portfolio. Although, even if it did not have a space office, the sector had a tourism coordinator, 16 internal trainees and 36 external trainees to meet the demands of tourism in the city. During this period, it was implemented the Project "Living Juiz de Fora" with free itineraries on the weekend.

It is only in 2008 that this activity has its own office, from the creation of the Secretariat of Tourism, Industry and Commerce. Due to this fact, tourism is really inserted in the Municipal Law and gains institutional recognition and aims to generate development along with the traditional activities of the city, industry and commerce. However, according to the counselor interviewed, when there was a change in the term of office of the Mayor, at the end of 2008, the aforementioned

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9 *Although there is a record that in the 1970s there was an Autonomous Department of Tourism (DAT, in Portuguese acronyms), within the Municipality of Juiz de Fora in the period of government of the President Itamar Franco, there is no record of its activities. This Department worked for a while, but soon after it was extinguished (personal interview on April 8, 2016 with Coordinator of Strategic Articulation of the Department of Tourism of the Municipality of Juiz de Fora).*
10 *Interview held on April 8, 2016.*
11 *The external consultancy was called Marco Apoio, and later it changes its name to Instituto Ideias.*
12 *On this political discontinuity of public policy, Oliveira et al. (2020a) consider that, in the municipal electoral process of 2004, the dispute between the candidate of the situation and the municipal director of planning favored the victory of a third competitor, from outside the situation, who did not follow several actions of the previous management, among them, tourism. However, it is important to consider that it cannot necessarily be affirmed that the discontinuity of public policy exclusively due to the exchange of municipal public management, since there may be policy discontinuities within the term of office of the same management, either due to lack of resources, reorientation of courses of action, priorities, among others.*
13 *Centro Regional de Convenções e Exposições da Zona da Mata – Expominas Juiz de Fora is a Convention Center administrated by the state government of Minas*

Secretariat was extinguished, as well as the Project "Living Juiz de Fora", the sector began to have only two internal trainees and tourism is placed as a sector of articulation without execution power, reducing its importance in the institutional structure.

In this context, the Secretariat of Tourism, Industry and Commerce becomes undersecretary of Economic Development within the Secretariat of Planning and Development, where the "Tourism Center" is located. Following the Department of Planning and Development was dismembered into two folders, Planning and Economic Development, and linked to this the Department of Tourism.

In relation to COMTUR and FMT, there is a discontinuity in their operation, although they have not been officially extinguished, they simply stopped working. According to the Coordinator of Articulation and Strategy of the Department of Tourism of the Municipality of Juiz de Fora, this happens because COMTUR is gradually disarticulating and losing strength from the moment the presidency starts to be represented by a person from the municipality of Bicas (another municipality nearby), reaching the point of not working.

With this scenario of fragmentation and disarticulation of the sector, in 2009 with the aim of strengthening tourism in the city, the first Tourism Forum took place, which brought together organizations related to tourism activity to discuss the main problems and the possible alternatives. The main alternative found was the need to reactivate COMTUR/JF. It is then in December 2010, that the board is reactivated with an advisory basis, allowing agents to initiate a process of organization and articulation of the sector.

We see then that this period is marked by a conflict in the tourist field, the agents involved were questioning the relevance of tourism in the city, leading to the reduction of the available structures to the sector –extinction of the Secretariat of Tourism, Industry and Commerce, reduction of personnel, extinction of programs and disarticulation of COMTUR. But at the same time there is a movement in the field by some agents, seeking to find alternatives to recover the centrality of the theme in the context of municipal public management (bureaucratic field) (Bourdieu,

2004).

In the third period, between 2011 and 2020, the focus of analysis of this research, there is not only the resumption of actions, but also their relative continuity and stability over more than a decade. This does not necessarily mean amazing progress, on the contrary, the achievements are modest, but to some extent represent relative marginal advances in relation to the previous situation. Such achievements can be attributed, predominantly, to 2 types of factors: a) external, such as a window of political opportunity and b) internal, by certain actors and their interests and, more or less, proactive behavior. For example, regarding the first factor, it is possible to mention the reactivation of COMTUR itself in December 2010 with the explicit intention of meeting the requirements of the National Tourism Plan and the State Tourism Policy that links the transfer of resources to the municipalities the existence of a Municipal Tourism Council and a Municipal Tourism Fund proven to be active. In the specific case of the "Tourism State Policy of Minas Gerais" this is one of the requirements of the annual transfers of the Tourist ICMS[14], coming from the Robin Hood law. In addition to receiving the transfer of funds, it is also required a "Municipal Tourism Plan", which was a central theme in the discussions of COMTUR in this period. Thus, the elaboration of the Municipal Tourism Plan of Juiz de Fora became the object of dispute in the field. In relation to the second factor, Bifano-Oliveira (2016), Bifano-Oliveira and Pimentel (2020a, 2020b) and Oliveira et al. (2020b) observe that there is a small group of actors, stable and reasonably cohesive, who are the effectively responsible by the main actions performed.

In addition, during this period there is the inclusion of tourism within a Secretariat in 2016, where the name of the Secretariat for Economic Development, Labor and Generation of Employment and Income - SDEER for Secretariat of Economic Development, Labor and Tourism - SEDETTUR is changed. And in 2019 with the Merger of the Secretariats of Economic Development, Labor and Tourism (Sedettur) and Agriculture and Supply (SAA), tourism remains having a portfolio dedicated to it: Department of Tourism Incentive (Ditur). This was also a demand of COMTUR members, who mentioned the need for

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14 Tax on Operations Related to the Circulation of Goods and Services Rendered in Interstate and Intermunicipal Transport and Communication (ICMS in Portuguese acronyms). A portion of this tax is distributed to municipalities to develop tourism activity

Table 4. Composition of COMTUR 2011-2020.

Period*	Number of members	Organizational Structure/Executive Board
Phase 2011-2016		
2011 a 2013	21 members, pursuant to Ordinance No. 7448 of February 9, 2011	Chair: ABAV Vice-President: Tourism Course/UFJF Secretary: Ditur/SDEER
2013 a 2015	The composition of the council has been expanded. Specifically, 11 other entities (totaling 31 members) were accepted and appointed, but in this period, 3 entities left, with a total of 29 participating entities. In addition, in April 2015, 4 entities come out and 3 others enter, totaling, from April to December 2015, 28 participating entities.	Chair: Ditur/SDEER Vice-President: ABAV (until 18/03/2014), and during the term was replaced by the Tourism Course /UFJF Secretariat: ABRASEL
Phase 2017-2020		
2015-2018	28 members, according to Ordinance No. 09204 of February 23, 2016.	Chair: ABRASEL Vice-President: ACRBA Secretary: Ditur/SDEER
2018-2020	24 members, according to Ordinance No. 10131, of September 3, 2018.	Chair: DITUR/PJF Vice-President: Tourism Course/UFJF Secretariat: ABRASEL

Note: Management 2011-2013 (from 10/02/2011 to 31/07/2013); Management 2013-2015 (from 01/08/2013 to 15/12/2015 to 12/09/2018); Management 2018-2020 (from 13/09/2018 to 2020).
Source: *own elaboration from the data of the minutes (2011-2020) and the PMJF (2020).*

a Tourism Secretariat. It is worth mentioning that, although it is not an exclusive Secretariat of Tourism, it is an advance in relation to the activity by public management.

Thus, this period is characterized by a more frequent interaction and a more proactive interactive dynamic, with the search for common goals, by a greater willingness to collaborate among members, but this process, which is developing over the decade, is very slow. It is this interactive dynamic that we intend to analyze forward, but it is interesting to subdivide, for analytical purposes, this period from 2011 to 2020 into 2 phases: from 2011 to 2015, and from 2016 to 2020, which will be explored more closely below.

The opposition of the field by its main agents and their frequency

First of all, it is important to comment, in a synthetic way, how COMTUR works. Currently, the Council is linked to the Secretariat of Economic Development, Tourism and Agriculture. Its organizational structure consists of an Executive Board –composed of President, Vice-President, and Secretary–, Fiscal Committee and Members. The term of office of the Executive Board is renewed every two years, in at least one third of its full members (PJF, 2010). Currently meetings take place ordinarily 6 times a year, it is composed of a non-governmental majority, with advisory and advisory and inspection character, aimed at guiding, encouraging and promoting tourism in the municipality of Juiz de Fora (Oliveira et al., 2020a).

Graph 1. Frequency of entities for the period 2011-2015.
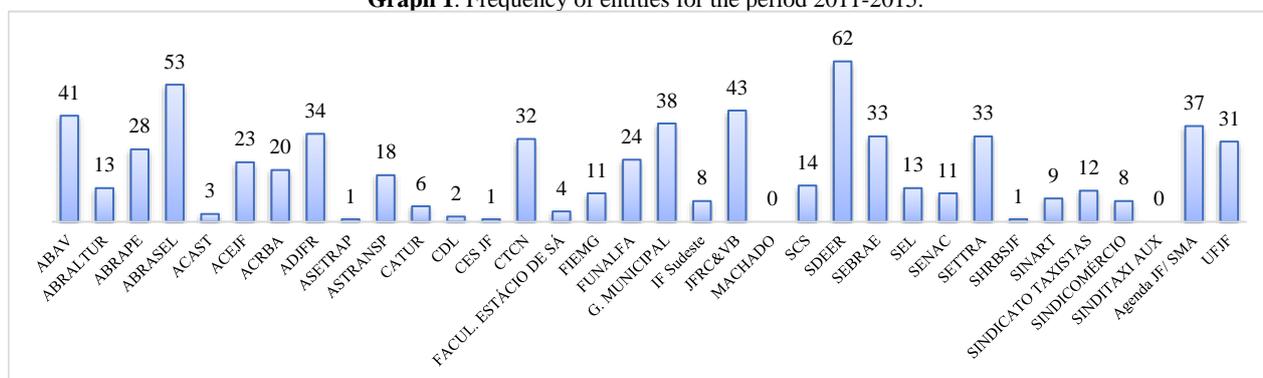
Source: *Authors elaboration.*

From 2011 to 2015, we analyzed 63 minutes to quantify the presence of each member at COMTUR meetings. The analysis was performed from the records in minutes available on the website of the Municipality of Juiz de Fora, in the webpage dedicated to COMTUR[15]. Thus, the presence of the members in the meetings was compared and these numbers were counted, in order to know and verify the degree of participation that competes and involves the tourist trade within the COMTUR.

From the quantification of the frequency of the members of the Council, we identified that the frequency of participation of the entities in the meetings, in general, is low (see graph 1). Of the 34 COMTUR member entities in the period analyzed, 24 (70.5%) did not attend even half of the meetings held.

The entities that participate most are generally directly related to the tourist trade of Juiz de Fora, which in a way justifies their greater interest in participating in discussions about the activity. Only 10 entities attended more than half of the meetings, they are: (1) Secretariat of Economic Development Employment and Income/Department of Tourism (SDEER/Dtur) with 62 attendances; (2) Brazilian Association of Bars and Restaurants (ABRASEL) with 53 attendances; (3) *Juiz de Fora and Region Convention Visitors Bureau* (JFRC&VB) with 44 attendances; (4) Brazilian Association of Travel Agency (ABAV) with 41 attendances; (5) Municipal Guard (GM) with 37 attendances; (6) Environment Secretariat (SMA) 37 attendances; (7) Juiz de Fora and Region Development Agency (ADJFR) with 34 attendances; (8) SEBRAE with 33 attendances; (9) Transport Secretariat (SETTRA) with 33 attendances; (10) Tourist Circuit "Caminho Novo" (CTCN) with 32 attendances.

As for the period 2016 to 2019, there is institutional continuity in terms of the structures, mechanisms and policies (discretionary or not) already defined and ongoing since 2011, which represents, in a way, the maintenance and stability of the actions and provisions in progress, but also a prior structural conditioning, since the "rules" of the game are established, that is, there are criteria for the entry, permanence and participation of agents in this social sphere.

If, on the one hand, most of the rules remain identical, it is important to highlight the change of some rules in relation to COMTUR and its dynamics in 2018, after a new publication of its Bylaw. One of them is the change in the number of mandatory meetings –from 12 to 6 per year– as an internal standard for its regimentally defined operation. The justification for this change was the supposed formal difficulty to held 12 annual meetings in previous years, a requirement that is necessary for the formal adaptation of the municipality to the State Tourism Policy, which in turn, if not complied with, would result in loss of transfer of resources. This proposal was made by the representative of the Municipality of Juiz de Fora (PJF) and approved by all, without in-depth discussions.

If at first, we thought that the reduction in the number of mandatory meetings to 6 per year could have favoured the increase in the number of members' attendance at the meetings, it was found that there were low rates of participation and dispute in the governmental and non-governmental segments, a reduction in relation to a participation that was no longer significant (Pimentel et al., 2019). According to Oliveira et al. (2020a), the percentage of participation of directors linked to the public authorities in the period from the second half of 2016 to the end of 2018, corresponded to 35.7%, and the participation of civil society councillors was 43.6%. That is, the directors did not attend even 50% of the meetings in the period analysed. On the other hand, the authors also identified a homogeneous behaviour of some members representing the government and civil society, which indicates the existence of cohesion in a minority group that keeps COMTUR moving (Oliveira et al., 2020a).

As noted by Oliveira et al. (2020a: 70) in addition to the use of a type of technical language that suggests the attempt to impose a point of view in addition to criticism, this poor performance is verified by the fact that:

> [...] all seats available to the government, in all meetings, 35.7% were occupied; this same indicator, for civil society councillor's, corresponded to 43.6%; 85.7% of the agenda points were unanimously approved and 85.7% of the deliberations turned to issues relating to Comtur and not to public tourism policy [...] another information extracted from the minutes of the meeting is that there is stability between assiduous actors in Comtur, that is, the attendance records display recurring names. It is possible to infer, therefore, that there is a nucleus – numerically much smaller than the Comtur plenary – that supports its actions. [...]

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15 *This source was used due to its official and institutional character, being considered a legal document for the measurement of the presence of members in the meetings.*

Although the Rules of Procedure require only 6 regular annual meetings, it also requires frequent extraordinary meetings. As the object of dispute was the elaboration of the Municipal Tourism Plan, besides being a requirement for the transfer of ICMS, all the debate related to the updating of the Municipal Tourism Policy migrated to the extraordinary meetings. Another significant change was the change of individual members in September 2018, allowing representatives of their entities in the previous management (2016 to 2017) to be replaced by new representatives. Not only did the dynamics between the agents start to unfold differently, but there was a concentration of attributions and positions in the same individual, simultaneously representing different institutions (ABRASEL and DITUR/PJF).

These amendments –the Bylaw and new members– materialized not only in the quantity, attendance and absenteeism of the participation of members in relation to the council, but also negatively impacted the process of interaction, discussion, collective deliberation, which became more apathetic, protocol (without discussions) and merely formal, in order to approve demands, brought by municipal public management, formal adequacy to municipal regulatory requirements or higher legislation. An emblematic example can be seen in the approval process of the Municipal Tourism Plan –whose fundamental engine was the threat of suspension of transfers from SETUR/MG to PJF, made repeated times in previous years, since the existing Plan was from 2003 and this was also a mandatory requirement for the receipt of transfer of funds from the tourist ICMS.

From this finding, it can be said that Bourdieu (1993) is assertive in stating that the structure of distribution of relative power capital in a field is altered by the entry of new agents, which brings with it the change of new rules. In the case under analysis, the entry of new members takes place in September 2018, and two months later, in November of the same year, it is published the new bylaws.

But if the profile of the council and its dynamics had reduced its performance, how is it explained the publication of a Municipal Tourism Plan in 2020, whose process predominated by the *stop and go logic* was stuck for more than 5 years, having started in the management of the year 2016. The replacement of the full member representative of the Dep/Tur UFJF, by his successor as full member of this institution with COMTUR, who, for own reasons personally assume the mission of

completion of the Municipal Tourism Plan and is who will coordinate and that will make efforts, from the beginning to the end, to the execution and delivery of the document.

Habitus, disposals and forms of action in the field

If the documentary sources already give us the clue of a type of dynamics installed in the microcosm of the social space, the *habitus,* the disposal and forms of action of agents in the field may be better explored, or at least deepened, in relation to interviews and use of direct observation, by one of the authors.

Habitus refers to a process of socialization of agents and to their tacit, practical knowledge of them in relation to the way of doing, behaving and even to the cognitive schemes of their social environment. This type of tacit knowledge can be seen in two different situations in the period observed (2011 to 2019).

The first with regard to the production of a *doxa* (dominant view, common sense, and usually illusory) instituted around the notion of tourism of "business and events" as being the segment of greatest demand and representativeness of tourism in the city and, should therefore, be assumed as a structuring axis in terms of public policies for the sector.

> *Tourism in JF it **is a business tourism** [...] the **private sector knows very well the importance of tourism as a business** and not only as leisure. The city of JF is business is not leisure, no one comes here because of Halfeld Street or because of the Olympic Torch, comes to do **business** in the city, comes to a convention, **comes to an event, a fair**. So that's the profile of the city [...] The role that **the focus that should be developed is to apply in events, and in the attraction of events** that the city behaves for the consolidation of business tourism in the **city** as a city that has infrastructure for business tourism. **This is the profile that the whole trade knows that we have to** work within it there, **work more and more business tourism** (SHRBSJF).*
> *Source of revenue within the business **and events segment** (CTCN).*
> *I think it's a pretty embryonic thing yet. **Stronger on the issue of events** (SMA).*
> **Business tourism***, I do not see growth to do a cultural tourism, we have a lot of good and I do not see a development in relation to this (Sec Com Social).*
> **The focus is business** *tourism, we have to develop more of this, I fear a good infrastructure of hotels and restaurants (ADJFR).*
> *So there is a focus that **is business tourism and events,** which is the role that Juiz de Fora's tourism is adopting today, so generally that's it, the Convention Bureau works with it, the university, the focus of it, I won't say it's the main focus, but it all leads to business tourism and **events,** the developments all lead to this, you see hotels are being building and event*

spaces in the city are growing so rapidly, apart from the performance that the city of JF gives to this segment of tourism (CATUR).

It is important to note how uncritically this vision –strongly headed and defended by representatives of the private sector– is spontaneously assimilated by the other agents, even in the absence of any confirmation, data or related fact; but so merely by the principle of verification (subjective and singular tacit knowledge) that commercial representatives are the "tourists" who occupy the city's hotels the most.

Although there are indications that it is business tourism that predominates in the city, as pointed out in the survey[16] *"The tourist that the city has, the city that the tourist wants"* coordinated by Professor Marcelo Carmo Rodrigues of the tourism bear of the Federal University of Juiz de Fora (UFJF) in 2016, other studies reveal that the main reason for the arrival of tourists to the city is to visit "friends and relatives" [17] (SETUR, 2017). A significant part of these tourists is linked to the student flow, or to the microregional commuting, or the flow of weekend tourists, which seem to be completely ignored. As mentioned in the Municipal Tourism Plan (2020: 55), these two studies on the profile of tourist demand in the city point to an advance in the attempt to characterize the tourist, but "it is noticeable the lack of constant monitoring regarding the profile of demand and its peculiarities. In addition, it is mentioned the lack of a single methodology for research, allowing a comparison of parameters".

An even more important bottom issue would be pertinent to be asked: about the disjunctive between *business* tourism versus *events;* and another even more important about the very idea of specifying in a univocal way a type of tourism profile for the city. In this way, is the establishment of a public policy exclusively oriented to business tourism and events the appropriate way? Meanwhile, visions considered peripheral – perhaps more by the absence of their defenders in the social space of the council than by a factual foundation– such as historical-cultural and gastronomic tourism (Oliveira et al., 2020a), may be more unusual due to the very lack of development of tourism products and services by the private sector (Pimentel & Oak, 2020), which,

in turn, demands a public policy to create subsidies for its inefficiency.

Today there is a lack of an identity of the attraction, valuing the attraction so that it is experienced by the community. **We focus only on business tourism and events. There is a lack of better communication between sectors. We have much more to offer"** *(ABRALTUR).*
*Now tourism, in reality I see it as a tool for development, it generates jobs, hospitality, restaurant, service, all this, tourism is a development **tool of the city, has to be much better explored**. The relationship of the city with business tourism is already well fostered, I think Comtur already works this idea, but I think it can work much **more, not only as business tourism, but as leisure tourism** too [...] and maybe even in the tourist attraction, not business, leisure tourism, the person come here and have what to do, even have, **we have enough things, we have the Brewery Circuit, it has the JF Sabor, it has other things that is leisure for people and maybe is little publicized out of Juiz de Fora** (SINART).*
*[...] that society can turn this value into JF that can yes, transform tourist products, as for example the issue of beer is **one, we can turn beer into a** tourist product of the city, it has not yet reached that point, but can, the way is this, make touristic the beer, as well as the cultural heritage of Juiz de **Fora**, how many **are the** museums of Juiz de Fora, the juiz-forano does not know, the architectural **heritage** of Juiz de Fora which is an important heritage, people come from outside and is surprised by Juiz de Fora and the juiz-forano this has already become a stain on his vision, and he cannot see the **beauties of the galleries that cross the center of the city** and, a trade completely distinct from the rest of the country, which is **a street trade, so vigorous, so strong ,**and so concentrated [...] I mean, we have some features that are so cool, **that we could sell it better, and we can't** (ABRASEL).*
*[...] I think it's what shouldn't aside, **that it would be of JF's identity that so it gets** lost a little, in my opinion okay, and tourism should explore more of this, which is **cultural tourism, it's historical tourism, the material and immaterial heritage that we have and the identity of JF should not be left aside,** and this should also be a complement to business tourism and events since it is the focus of JF today. There is also the **German issue, of craft beers that is not being taken** still very well positioned, of course there is already a wonderful work on this, but I think the trade the government should have eyes, see better this segment (CATUR).*

In this away, this little divergence makes it difficult for actors to enter into a consensus (Pimentel, 2018) on how to act and how to design strategies to promote tourism more efficiently in the city. This is evidenced in the speech of some councilors interviewed, who highlight the need for a global vision of the destination, which includes an integration of all sectors in search of a common goal that is tourism development in the city.

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16 *According to the results of this survey, the majority of tourists from Juiz de Fora go on business (53.5%), visit the city for family gatherings (16.2%), for social, cultural, technical-scientific and sporting events (7.8%); health (4.5%); leisure (7.4%); education and education (3.1%) and others (7.5%).*
17 *In this study of the Setur/MG, the results indicated that 40.6% of tourists travel to Juiz de Fora to visit friends and relatives, and 19.8% business, followed by 14.6% for health reasons.*

*But I think **the biggest difficulty and the biggest obstacles to this convergence is exactly that, whether it's** this view that is very focused on the entity itself, and when you're in a sphere of this governance I think you talk about a unit of analysis and development much greater than the very interest of your specific entity. Understood? So, **if we go to COMTUR to deal with issues only the Convention, which concerns the capture of events and there is a good relationship with the hotel and events network installed in the city we will lose the dimension of other things, if we deal with issues only related to issues of gastronomy for example, we will miss other opportunities.** So, I think it's getting out a little bit, getting out of the box, getting out of **the box, thinking more integrated and within your own interests, is giving** up a little vanity (ABRASEL).*

*Everyone wants the tourism to develop, that JF effectively become a popular destination, [...] at the same time there is a huge point of **divergence that prevents these people from feeling together, organizing, establishing policies,** so everyone wants but, and I participate in many meetings and groups related to the tourism of Juiz de Fora, everyone wants tourism to arrive, go down, appear in the city as the salvation of the crop, as the chicken of the golden eggs, but in counter starting I see that a point of divergence that is all actors involved in the meetings of which I **attend, in the end I realize that they are very concerned about benefiting their own business**. So [...] It's a nonsense, I want tourism, but effectively I want this tourism to settle, but I don't want it to bring me investments, I want my company to always benefit, so this is really a bottleneck, in development, in the establishment of tourism in the city (UFJF/Deptur).*

*[...] as the person is **focused on self-interest**. Understood? He does not understand [...] that I work for the collective and as a consequence I will earn the profit. Understood? Then there are many who cannot understand why I will work for the collective [...] (SDEER /Dtur).*

A second important point to be addressed in the issue of *habitus* is the willingness of agents to think and act in a certain way (Pimentel, 2014; Bifano-Oliveira; Pimentel, 2016; 2020a; 2020b). For example, we have identified that agents that make up the same sector tend to have the same view. And as the idea (taken even as a value) of competition is naturalized and mobilized by the agents of the segments (regardless of specific enterprises) linked to private initiative, whether through metrics, forms of evaluation or distribution of resources, we see that, on the other hand, segments of organized civil society tends to orient itself towards social inclusion, while the public sector is tended to be oriented to (uncritical) compliance with norms (even those ethically questionable). Although the results show the same disposition related to the same sector, we identified that the economic aspect of tourism is the view partitioned by all of them (see Figure 2). Spatial and identity proximity tends to cause agents to acquire the same disposition and reference schemes (*habitus*) for action.

Figure 2. Layout in the field.
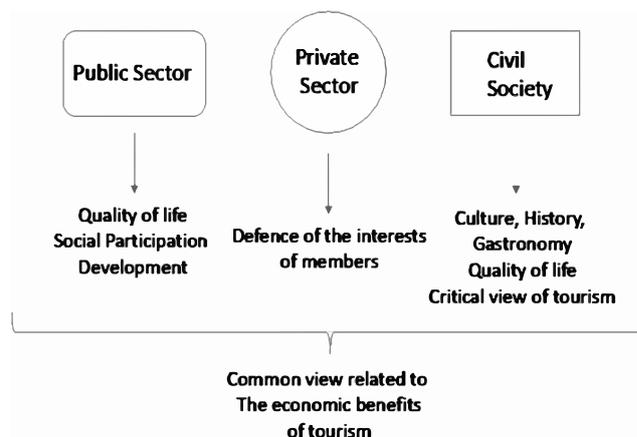
Source: own elaboration from the research data.

However, provisions do not necessarily imply automatism in action. Despite this divergence between the agents, according to Oliveira et al. (2020b), there is a convergence in the interviewees' statements regarding the function associated with COMTUR, which Bourdieu calls *nomos,* and which means legitimate procedural forms and rules by which one can and must act. The first question, in this context, concerns the legitimacy of this social space (COMTUR), and the ways in which one can act in it, and, in turn, that it can act in other broader social spaces. For the interviewed agents, the role of the council is of articulation, organization of efforts of the members of the chain, and development of proposals and actions to be undertaken in an integrated way. They also mention that it is up to COMTUR: (1) to think about public policies, (2) consolidate the Municipal Tourism Plan, (3) advise local authorities and (4) consolidate itself as the sphere of social participation and control.

> *[...] Comtur has recently improved its performance, as structuring actions, which required substantive time and energy, and now have consolidated. This is the completion of the first stage of the municipal tourism plan, after two years of work, and the realization, on July 3, 2019, of the "1st Forum for Tourism Management and Events of Juiz de Fora" and region, which, among other actions, published the diagnosis that will underpin the plan (Oliveira et al., 2020b:19).*

This goes against the results of our research, which identified that despite the various problems within COMTUR –slowness, little concrete action, search for particular interests on collectives– we can highlight in the statements of the counselors the perception of an attempt to make things better. There is a "will" on the part of some entities, especially those related to the tourist *trade,* to carry forward the work that has been built within

the council, as they themselves mentioned, it as a slow process, but that is gradually improving.

*The point of convergence is that everyone wants the Municipal Tourism Plan to be reviewed, everyone knows the needs of the city, everyone is supporting that COMTUR is deliberative, everyone is willing to work to create tourism projects. Understood? Everyone who is there believes in the potential of the **entity**, but I think they commit little yet as an entity. Understood? (JFRC&VB).*

*The COMTUR is as follows, I think it still has little low representation in the sense of participation of the **entities** in meetings, it is a monthly meeting, and sometimes, I think so, there is little talk, **now that there are some initiatives** that seems to give some result [...] (JFRC&VB).*

*[...] so I think today it would be the great difficulty in working for the sake of fate, not for each one. But so, we are trying, **the entities are isolated, but they are trying** (SDEER/Dtur).*

*[...] that does not give anything, really, a discussion of an hour and a half, two empty hours that does not give, has no concrete actions [...] And I think COMTUR is not yet so, but it is starting to improve, the last meetings have been much **better, already have projects, already have a** perspective (JFRC&VB).*

*Sometimes the desire is development but miss in the time of doing, but **I have seen in a very positive way the Council, despite these difficulties**, I see in a very positive way [...] the participation despite being around 30% of the group, 35, 40% who actually participates in the Council, I think it is a relatively high number, I see councils that does not have the same participation, it is a council where in fact the ideas are agreed, are built, it is not a council that is there for form, and to refer to any idea, is a council that is there to **debate, build, discuss**, this I see in a very positive way and a point of convergence (ABRASEL).*

The importance of the *nomos* observed in the second period of analysis (2016-2020), is that, unlike the previous period, in which COMTUR was in the process of legitimization, already in this second moment of the decade under analysis, these mechanisms are legitimized. Therefore, there is no question about the view that tourism actions should pass through it. Thus, and together with the configuration of agents, the tacit support the established *doxa,* the personal performance of certain agents, and the "external" demand that generates an imperative the need to have a tourism plan, generated between 2016-2020 a mobilization –superior to the centrifugal force of the provisions of each class of agents– around the elaboration and construction of the Municipal Tourism Plan, which is considered in this work as the object of "dispute" in the field, in this period of analysis.

The question lies not in terms of whether or not to make the plan, but how it should be done. Once in accordance with the imperative need to prepare the Plan for the transfer of ICMS funds, as we mentioned earlier, the agents expose the desire to consolidate the Plan in order to reconcile efforts and create a direction for COMTUR actions aimed at the real development of tourism in the city, since this policy will direct the common understanding (*doxa),* rules (*nomos*) and practices (*habitus*) imposing a view of the world, overcoming the individualistic views that aim at the benefit of the entity itself, as mentioned by the interviewees.

However, we ask what the real benefit of the transfer of the ICMS fund would be, since as mentioned by Oliveira et al. (2020a), the money coming from ICMS does not go to the MTF, it goes directly to the public account, and the tourism sector often does not benefit from this budget.

From the analysis of the minutes and official documents that regulate COMTUR, we can identify that there is little participation regarding attendance in the council, in addition to changes in the regulation that imply a lower interaction and discussion between the agents that compose it. On the other hand, when we interviewed the counselors, we realize that, even though there is a perception of a slow process, with few concrete actions, they indicate an attempt and a willingness of those who actually participate in carrying out some initiatives.

If [x] didn't get to do it, it wouldn't come out, because no one has the technical capacity to do so, apart from the lack of capacity coupled with the dispersion of interests and lack of commitment would not allow it to do so. The imposed "need" externally by SETUR opened a window of opportunity that allowed the mobilization around this, which can only be possible also by the internal work of leaders [of the UFJF member] to internally mobilize the efforts [...] (DEPTUR/UFJF).

As Oliveira et al. (2020a) mentions the councilors recognize a slow maturation, which led to the materialization of actions (Tourism Website, diagnosis of the Municipal Plan, 1st Forum of Tourism Management and Events of Juiz de Fora and Region, and a synergy in the productive chain of event tourism). However, this process is still marked by contradictions, since despite the 33 extraordinary meetings focused exclusively on the discussion of The Plan in 2017 and 2018 (Oliveira et. al, 2020a), it was only prepared and published according to the action of a very small group of agents, with emphasis on the individual performance of certain agents, around which it turned its elaboration. In other words, if it depended on the debates and the articulation between the members of COMTUR, the Plan, materialized in a physical document, would nevertheless be an unfulfilled will.

Graph 2. Capital volume of entities directly related to tourism*
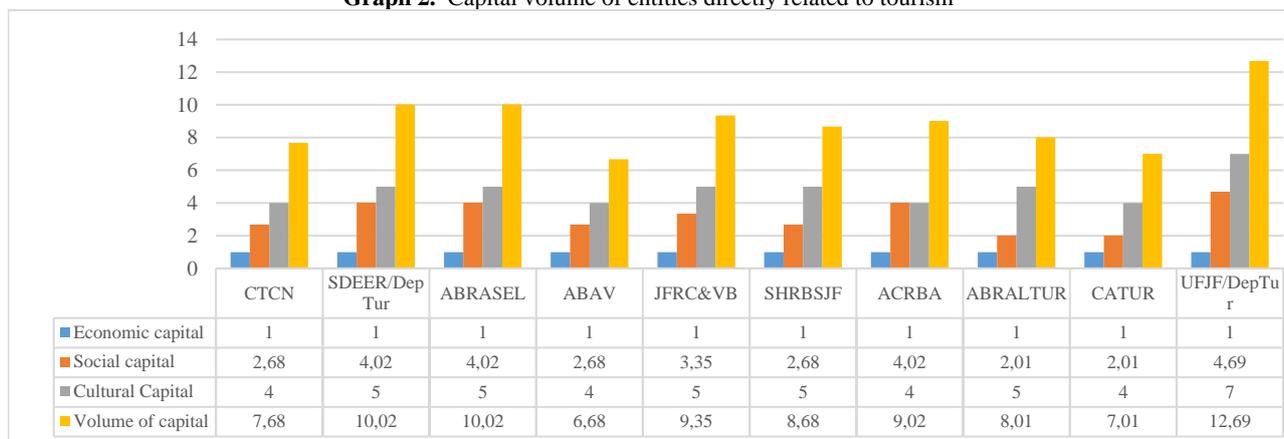
	CTCN	SDEER/Dep Tur	ABRASEL	ABAV	JFRC&VB	SHRBSJF	ACRBA	ABRALTUR	CATUR	UFJF/DepTur
■ Economic capital	1	1	1	1	1	1	1	1	1	1
■ Social capital	2,68	4,02	4,02	2,68	3,35	2,68	4,02	2,01	2,01	4,69
□ Cultural Capital	4	5	5	4	5	5	4	5	4	7
■ Volume of capital	7,68	10,02	10,02	6,68	9,35	8,68	9,02	8,01	7,01	12,69

* In accordance with Article 1 of Law 12,178 of December 16, 2010, the Municipal Tourism Council of Juiz de Fora (COMTUR) is "a collegiate advisory body, of advice and inspection, aimed at guiding, encouraging and promoting tourism in the municipality of Juiz de Fora" (PJF, 2010).
***Source:** own elaboration from the research data.*

<u>*The distribution of capital, the position of the agents and their capacity to take action in the field.*</u>

In order to identify those agents with greater power of influence in the tourist field of Juiz de Fora, we verified the position of each of them in the field under analysis. Graph 2 shows the volume of capital of entities directly related to tourism during the 2015-2018 COMTUR management period, demonstrating which agents have a higher volume of capital, that is, a privileged position in the tourist field of Juiz de Fora.

The individual agents with the highest volume of capital are respectively, the Department of Tourism of the Federal University of Juiz de Fora (UFJF/DepTur), with 12.69 volume of capital (VC), a federal public authority but which is part of the local scenario –within the scope of the Municipal Tourism Council, for example– as a representative of organized civil society[18]; the Department of Tourism of the City Hall of Juiz de Fora (SDEER/DepTur), with 10.02 (VC), representing the local public sector; and the Association of Bars and Restaurants (ABRASEL), tied with 10.02 (VC), followed by *Juiz de Fora and Region Convention Visitors Bureau* (JFRC&VB), with 9.35 (VC) and the Brazil Germany Cultural and Recreational Association (ACRBA), with 9.02 (VC).

According to Bourdieu (2004), the agents are distributed in the social space, first according to their volume of capital, and according to the relative weight of the different species of capital.

Capitals confer a power in the field, and their distribution constitutes the same structure of the field, which is given by the position (Bourdieu, 1993). Thus, the capitals will determine the positions in the field of agents, as well as their strength and their strategies.

In this sense, if analyzed separately, the three agents with higher VC, and that represent the different sectors –public (SDEER/DepTur), private (ABRASEL) and organized civil society (UFJF/DepTur)– we identify that they are rightly the agents who most occupied the posts of the Executive Board of COMTUR from 2011 to 2019, keeping always at the heart of the debate. This data can be verified in the table 3 (*Composition of COMTUR 2011-2020*), previously presented, in it we identify that in all four analyzed managements the SDEER/DepTur always took part of the Executive Board, while ABRASEL and UFJF/DepTur were part of three administrations (see table 5). The other entities that formed the Executive Board during this period were ABAV (2 managements) and ACRBA (1 management).

Table 5. Composition of the Executive Board 2011-2020.

Management Period	Presidency	Vice presidency	Executive Secretariat
2011-2013	ABAV	UFJF/DepTur	SDEER/DepTur
2013-2015	SDEER/DepTur	ABAV - UFJF/DepTur	ABRASEL
2015-2018	ABRASEL	ACRBA	SDEER/DepTur
2018-2020	SDEER/DepTur	UFJF/DepTur	ABRASEL

***Source:** own elaboration from the research data.*

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18 It is important to consider that, in the case of the municipal council observed, its composition is divided in a tripartite way, considering agents representing the private sector, organized civil society and public authorities. Due to legislation instituted in the act of creation of the council, only organizations, directly or indirectly linked to the municipal public administration are considered in the segment of public entities. Therefore, the representation of the Federal University of Juiz de Fora is linked to what the council classifies as organized civil society.

As can be seen, the institutional agents that occupied a prominent position as members of the Executive Board of COMTUR, over the decade (2011-2020), were practically the same, basically changing the position in relation to the composition of said board, being: ABAV, ACRBA, ABRASEL, SDEER/DepTur and UFJF/DepTur, especially the latter three, either by the how many times, or by their qualified participation (Pimentel et al., 2019; 2020). Thus, there seems to be a concentration of decision-making positions in the same actors. In addition, these agents are those who, in general, have the highest volume of capital (which even suggests the fact that they were selected, in voting, at each election, for the occupation of these positions). Finally, it is important to mention the relative importance of its participation, whether nominal or qualified in the interactive processes unfolded in this social space.

Regarding the frequency of participation of agents, in the period from 2011 to 2015, we see that SDEER/Dtur (62 attendances) and ABRASEL (53 attendances), were the entities that most participated in the meetings, followed by the *Convention Visitors Bureau* with 44 attendances and ABAV with 41 attendances. In the period from 2016 to 2020, it is verified that the same are the entities with the highest volume of nominal participation. In addition, the studies by Pimentel et al. (2019; 2020) distinguish between nominal participation, which concerns the number of times an agent has attended meetings throughout the year, and qualified participation, which refers to the interventions, debates and proposals made by each agent, in meetings throughout the year.

Qualified participation seems to be a relevant indicator of the agents' ability to work in the field, because when data from the interventions made by the agents, are crossed with their achievements, it is observed that there is again an overlap between volume of capital, presence in management positions, greater frequency in meetings and qualified interventions, with proposals made and executed.

In summary, (a) there is a tendency to low participation of COMTUR members, generally with an average of less than 50% of meetings, (b) the most frequent agents are those occupying positions on the board and/or the MTF, (c) the agents with the highest volume of capital are the most participatory, formally and qualified, and (d) the agents with the highest volume of capital and the highest qualified participation are the most

influential in the results of the interactive dynamics of the field (Pimentel et al., 2019; 2020).

Thus, we identify that the agents with the highest volume of capital and, therefore, with greater power in the field, are the ones who can influence and conduct discussions and debates, so that their proposals are kept on the agenda. Thus, as Bourdieu (1993) mentions, the space of positions tends to command the space of taken positions. Meanwhile, the other actors often seek to resume the themes of their interest and do little to involve in the discussion of other topics. However, the more global understanding of the field goes through *habitus,* which in the case observed, is perhaps best learned by the broader mental schemes, actions and predispositions wrapped by the cleavages of segments (or "class").

5. Final considerations

According to Bourdieu, in the social field the actors who have a privileged position, given the amount of capital, determine the rules of the game according to their interests. These actors tend to conserve social structures, so that their positions in the field do not change. This relationship is guided by *the habitus* of the field, which translates into the way of thinking, feeling and making of agents, conserving or reproducing structures. Thus, Bourdieu's theory of social fields helps to understand the relations of power and domination, which produce social structures and relationships. In addition, it allows to identify an active agent capable of transforming the structures and relationships of domination.

Thus, from the analyzed data, we verified that the entities that most participate in the meetings and their respective volumes of capital are directly related to the proposals that are executed. Confirming our assumption that the agents with more power tend to be those who, in a way, guide the local tourist context, leaving little space for the effective action of other agents, even if this action occurs in supposedly democratic contexts. That is, the entities with the most power in the field are those that have the greatest influence, which guide the local tourist context according to their perceptions. The other entities are supporting in the tourist scene of the city.

The evidence points to a direct relationship between the volume of capital of the agents, their degree of participation in the meetings and the tendency to approve and execute the proposals made by the agents with the highest volume of capital. In summary, despite a supposed openness

in terms of the possibility of action, manifestation and participation in democratic contexts and spaces such as municipal councils, it is suggested that the agents with the highest volume of capital tend to be those who, in a way, participate more in the actions and achievements of this sphere and, in this sense, are more likely to guide the local tourist context, in opposition to the performance of the other agents, in general, less participatory, and, in particular, with lower qualification in their participation, which makes it, therefore, more limited.

Acknowledgement

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APPENDIX

Table 6. Total Meetings held between February 2011 and December 2020.

Period	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
January	-	Day 31 - Ordinary	Day 30 - Ordinary	Day 30 - Ordinary	Day 28 - Ordinary	-	Day 26 - Ordinary	-	-	-
February	Day 01 - Ordinary Day 10 - Extraordinary Day 10 - Ordinary Day 16 - Extraordinary	Day 29 - Ordinary	Day 28 - Ordinary	Day 27 - Ordinary	Day 27 - Ordinary	Day 17 - Ordinary	Day 02 - Extraordinary Day 09 - Extraordinary Day 16 - Extraordinary Day 23 - Extraordinary	Day 21 - Extraordinary	Day 28 - Ordinary	Day 12 - Ordinary
March	Day 16 - Ordinary	Day 29 - Ordinary	Day 26 - Ordinary	Day 18 - Ordinary Day 31 - Ordinary	Day 26 - Ordinary	Day 16 - Ordinary Day 24 - Extraordinary	Day 15 - Ordinary Day 09 - Extraordinary Day 22 - Extraordinary Day 29 - Extraordinary	-	-	.
April	Day 13 - Ordinary	Day 27 - Ordinary	Day 04 - Ordinary Day 26 - Ordinary	Day 25 - Ordinary Day 30 - Ordinary MSD*	Day 15 - Ordinary	Day 20 - Ordinary	Day 05 - Extraordinary Day 12 - Extraordinary Day 19 - Extraordinary Day 26 - Extraordinary	-	Day 14 - Ordinary	-
May	Day 24 - Ordinary	Day 30 - Ordinary	Day 29 - Ordinary	Day 30 - Ordinary	Day 20 - Ordinary	Day 18 - Ordinary Day 31 - Extraordinary	Day 03 - Extraordinary Day 10 - Extraordinary Day 17 - Extraordinary Day 24 - Extraordinary Day 31 - Extraordinary	-	-	-
June	Day 01 - Ordinary	Day 28 - Ordinary	Day 12 - Ordinary	Day 30 - Ordinary	Day 11 - Ordinary	Day 15 - Ordinary Day 09 - Extraordinary Day 17 - Extraordinary Day 21 - Extraordinary	Day 05 - Extraordinary Day 28 - Extraordinary	-	Day 26 - Ordinary	Day 04 - Ordinary
July	Day 29 - Ordinary	Day 31 - Ordinary	Day 31 - Ordinary	Day 31 - Ordinary	Day 23 - Ordinary	Day 20 - Ordinary	Day 12 - Extraordinary Day 21 - Extraordinary	Day 12 - Ordinary	-	-
August	Day 03 - Ordinary	Day 28 - Ordinary	Day 21 - Ordinary	Day 28 - Ordinary	Day 14- Ordinary	Day 17 - Ordinary	Day 08 - Ordinary Day 02 - Extraordinary Day 09 - Extraordinary Day 30 - Extraordinary	-	Day 21 - Ordinary Day 22 - Ordinary Day 23 - Ordinary	Day 05 - Ordinary
September	Day 16 - Ordinary	Day 27 - Ordinary	-	Day 26 - Ordinary	Day 16 - Ordinary	Day 06 - Ordinary	Day 20 - Extraordinary	Day 12 - Ordinary	-	-
October	Day 20 - Ordinary	Day 11 - Extraordinary Day 18 – Ordinary	Day 30 - Ordinary MSD*	Day 30 - Ordinary	Day 27 - Ordinary	Day 31 - Ordinary	-	Day 10 - Ordinary Day 31 - Ordinary Day 17 - Extraordinary Day 24 - Extraordinary Day 31 - Extraordinary	Day 22 - Ordinary	Day 29 - Ordinary
November	Day 01 - Ordinary	Day 29 - Ordinary	Day 28 - Ordinary	Day 26 - Ordinary	Day 27 - Ordinary	-	-	Day 22 - Ordinary Day 07 - Extraordinary Day 21 - Extraordinary Day 28 - Extraordinary	-	Day 30 - Ordinary
December	Day 14 - Ordinary	Day 19 - Ordinary	Day 18 - Ordinary	Day 01 - Ordinary MSD* Day 17 - Ordinary	Day 15 - Ordinary	Day 02 - Ordinary	-	Day 14 - Ordinary Day 05 - Extraordinary Day 12 - Extraordinary	Day 18 - Ordinary	Day 18 - Ordinary

Note: * meetings whose content was not incorporated into the analysis, because they are ordinary meetings of the Municipal Tourism Fund (MSF), in which it was only the report of the expenses of the MSI.

Source: adapted from Juiz de Fora City Hall. Available from: *https://www.pjf.mg.gov.br/conselhos/turismo/atas_de_reunioes.php*

INFO PAGE

The effect of position in the field in the development of public policies: Bourdieusian analysis of the Municipal Tourism Council of Juiz de Fora (2011-

Abstract

This work makes efforts for a theoretical-empirical analysis of public policies of tourism from the sociological theory of the social fields of Pierre Bourdieu. We start from the assumption that agents with a greater volume of capital would be able to interfere, more incisively, in the tourist field, particularly in their public policies, influencing more forcefully what can/should be and ends up being done, in a given context. Empirically, we took as study object the Municipal Council of Tourism of Juiz de Fora (COMTUR), heuristically as an approximation of the tourist field in general, and specifically the process of elaboration of public policies derived from it, in particular in terms of its results (decisions, actions and projects carried out), as a reasonably objective indicator of the operation of this field. A multi-methods approach was used, using different procedures (a) systematic and unsystematic observation of meetings, (b) description and recording of data in a diary note, (c) semi-structured interviews with key actors, (d) analysis of secondary data (minutes of COMTUR meetings from 2011 to 2020, as well as other data and historical records). The study is based on the composition of a cumulative database of observations, which has been constituted over the last decade, being specifically composed in the most part, regarding the study of COMTUR, by two studies, one conducted between 2015 and 2016, which recovered data from 2011 to 2015, and the other, conducted between 2019 and 2020, that compiled data from 2016 to 2020. We seek to identify the relationships between the different agents in the interactive dynamics of this social space, in terms of ideas, discourses and actions, as well as the positions of the agents, particularly the dominant ones, which stand out in relation to the others. We particularly highlight the relationships between proposed-proposals, approved-executed proposals, as well as between both and the volume of capital of the agents, especially the dominant ones, and finally the specific circumstances of each action (proposed and approved). The evidence points towards a direct relationship between the said volume of capital, the degree of participation in the meetings and the tendency to approve and eventual implementation of the proposals made by the agents with the highest volume of capital, who were at the center of the debate. It is concluded that the supposed democratic and "universal" openness in terms of the possibility of action is part of an ilusio of the field, which does not translate necessary, neither directly, in the real manifestation and participation in the field (COMTUR). It is said that the agents with the highest volume of capital tend to be those who, in a way, participate more in the actions and achievements of this sphere and, in this sense, are more likely to guide the local tourist context, as opposed to the actions of other agents in the field, who act as adjuvants. Therefore, any significant change in the field needs to include, in whole, or in part, those dominant agents.

Keywords: *Bourdieu, Tourism, Tourist Councils*

Authors

Full Name	Author contribution roles	Contribution rate
Thiago Duarte Pimentel:	Conceptualization, Formal analysis, Writing - Original Draft, Writing - Review & Editing,	40%
Marcela Costa Bifano de Oliveira:	Conceptualization, Formal analysis, Writing - Original Draft, Writing - Review & Editing,	30%
Fabíola Cristina Costa de Carvalho:	Conceptualization, Formal analysis, Writing - Original Draft, Writing - Review & Editing,	30%

Public Policies, Tourism and Inovation: an analysis of the cases turismo 4.0 (Portugal) and smart tourism destination (Spain)

Alexandre Augusto Biz, Dores Cristina Grechi*

ABSTRACT

The paper on public policies, tourism and innovation gave the opportunity to reflect on traditional concepts of public policies, based on the current scenario permeated by changes caused by innovations in different areas. The effort to relate the different theoretical approaches was based on the analysis of two exemplary cases: Portugal and Spain. Both countries have produced innovative public policies regarding tourism management, be they procedural, organizational, marketing, institutional or reverse innovations. The methodology had a qualitative approach, comprising theoretical review and case study. The analysis of the documents was based on the reference on public policy analysis, with attention to the models of institutional and systemic orientation and the cycle of public policies on the possibilities of innovation for tourism, and the vision of democratic innovation. Knowing the historical process and the institutional context inherent to the cases studied allowed a critical look at the Brazilian panorama, considering the challenges and possibilities of the policies for the sector, based on innovation and all stages of the policy cycle.

1. Introduction

Technological advances and the speed with which information is disseminated have caused profound impacts on the way tourism services are transacted, i.e., the way products related to the travel sector are produced, disseminated and delivered (MTur, 2020).

For Muniz *et al.* (2021) technologies also impact the way in which the knowledge of consumers from their tourist experiences can be managed by destination managers (*Destination Management Organization)* to generate value and competitive differences in services and tourism products. It is noticed that technological advancement produces effects on the vision of tourism public policy as economic aspects, participatory (civil society), social development and digital inclusion.

For institutional economics, the relations between the actors of a system occur based on three models of governance: market, hierarchy (firm) and mixed (Williamson, 1996; Gomes; Santos, 2008). The mixed models bring together actors from the public, private and third sector spheres. As far as the public management of tourism in Brazil is

concerned, it can be observed that since the nineties of the last century there has been the implementation of guidelines aimed at fostering mixed governance structures, first at the municipal level (MTur, 1998) and then at the regional level (MTur, 2004).

The purpose of creating mixed organizations for decentralized tourism management was to encourage the democratic participation of key stakeholders in tourism (MTur, 2006). International organizations, including the World Tourism Organization (UNWTO) and the Organization for Economic Cooperation and Development (OECD) disclosed in their guiding documents for sustainable tourism development, the importance of encouraging dialogue and participation in the development, monitoring and evaluation of tourism public policies (Wold Travel and Tourism Council - WTTC, 2017).

In parallel, the technological revolution has caused incremental innovations (constant improvements) and disruptive innovations (paradigm shattering) also in the way of exercising this popular participation. The main trends in public tourism management point to the need for more

Corresponding Author

Alexandre Augusto Biz: Assoc. Prof., Santa Catarina Federal University, Florianópolis, Brazil, Email: alexandre.biz@ufsc.br, Orcid Id: 0000-0003-3235-9328 (iD)

Dores Cristina Grechi: Estat. Nível V, Mato Grosso do Sul State University, Dourados, Brazil, Email: doresgrechi@gmail.com, Orcid Id: 0000-0002-4481-0166 (iD)

customization in the configuration of models adapted to the reality of each place, people and historical context (Ivars-Baidal et al., 2017).

Since the historical trajectory influences the development (North, 1990) and that each place has its way of cooperating and collaborating, varied approaches need to be used to analyze the relationship between individuals and institutions, instead of single methods (Conceição, 2002), as well as, different communication channels such as, for example, internet, chats, mobile phones, applications and social networks, can reach the largest possible number of citizens, demands and problems (Sontag et al., 2020).

In a scenario of constant resilience, it is justified to reflect on the interfaces between innovation and public policies, since several innovations have forced some issues to enter the political agendas either incrementally, or as a disruptive factor (Souza, 2006). The opposite also requires reflection, since innovation needs specific public policies.

Public policies are conceptualized in many different ways, among these, there are theorists who position the policy as a formal institution, which is influenced by informal institutions, such as habits and local culture (North, 1990). That is, it will be the rule that will guide the direction of action of individuals, organizations and the very development that is desired for a destination, however, individuals and the context can also influence the policies. Moreover, policies have the function of deciding which problems will be solved at a given time and in a given context (Gelinski; Seibel, 2008). Or which will not be (Dye, 2005).

For Frey (2000), the construction of a public policy comprises a development cycle in different stages, such as: the identification of problems, the choice of problems that should enter the political agenda, policy formulation, decision-making, implementation, monitoring and evaluation.

The choice of which problem should be incorporated into the political agenda will depend on some factors, one of which is the pressure from the actors and other institutions (Souza, 2006). A second factor that impacts decision-making is the bounded rationality that permeates the entire process of building a policy, since it is not always possible to make the best decision due to not having all the necessary information (Somon, 1955).

But what would be the relationships between public policies and tourism? Tourism is one of the most cross-cutting economic sectors, so there are

different types of actors and institutions directly and indirectly related, and it is a data and information intensive activity, which requires policy directions with strategic and integrated vision between different economic sectors.

Baptista, Pocinho and Nechita (2021) mention that tourism public policies should show a concern for the development of the sector and, at the same time, improve the quality of life of the population.

The Organization for Economic Cooperation and Development - OECD, presented in 2010 a study called *OECD Tourism Trends and Policies* 2010, in which the tourism sector faced important challenges that impact on the developed in the long term quoting the strategic role of tourism public policy for: a) changes in global markets, b) impact of tourism on the economy, c) climate and sustainable change, d) knowledge economy, e) human resources and f) competitiveness and productivity.

Another strategic component for tourism public policies is in innovation. According to Cooper *et al.* (2019) innovation is essential for the competitive future and economic survival of a tourism destination, justifying that innovation involves knowledge, new products and services, and new thinking about tourism.

Brandão (2014) describes that innovation in the tourism sector is based on seven possibilities, namely: a) in service and product innovation; b) innovation in processes; c) organizational innovation; d) innovation in marketing; e) institutional innovation; f) reverse community innovation (innovations that benefit local residents); and g) reverse innovation to business (innovations that bring benefits to other companies). Note the reflection Brandão (2014) made when presenting the vision of reverse innovation, that is, what benefits the innovation will bring both to the community and to businesses.

Zach and Hill (2017) summarize why innovation is a critical factor for a tourist destination, first by competition with other tourist destinations for consolidation with tourists, and second, innovation favors the understanding of socioeconomic determinants that are in constant change. In other words, innovation can be understood as a fundamental process to face the stagnation of a tourist destination (Butler, 1980), from its management (*Destination Management Organization*), to the providers of services and tourism products (companies that operate directly and indirectly in tourism) to the local community.

It should be noted that tourism comprises mostly micro and small businesses under family management, which are deprived of access to the different aspects of innovation due to non-inclusive public policies. On the other hand, there is the local community, which should also benefit directly and indirectly from innovations.

Therefore, the question is: *how can stage 1 (identifying problems and deciding what will be on the agenda), as well as part of stage 2 (formulating alternatives) of the cycle of public policy for tourism impact on the innovation process (considering its different aspects), in a way that contemplates the entire tourism production chain, especially micro and small enterprises?* The research questioning falls on the agenda, in an initial way, because the insertion of a problem in the political agenda is the beginning of the process of developing a policy. For Sontag *et al.* (2020, p.106): "The study of the public policy agenda is the basis for investigations focused on the following stages of the cycle: formulation, implementation and evaluation".

Based on the premise that public policies are important for innovation to occur and vice versa, this article aims to analyze the interfaces between public policies for tourism and innovation analyzing two contemporary cases and global references, the proposal of Portugal with Tourism 4.0 and the proposal of Spain with Smart Tourism Destinations (STD) that followed different constructions, but that have in their strands the reflections presented by Brandão (2014).

2. Tourism public policies under the systemic and institucional approach

The complexity of the tourism phenomenon intensifies to the extent that the current society, postmodern (Hall, 2014) or liquid (Bauman, 2007) also becomes more complex. As tourism is a social phenomenon, the operationalization of the activity will reflect the behavior and demands of the current society.

Modern tourism, i.e., the displacement of people to places far from their usual environment, for various reasons and for a fixed time, arises with the industrial revolution in the nineteenth century. It became possible thanks to the modernization of means of transport, changes in labor relations, entry of women into the labor market, technological innovations in the area of communication and excessive pollution and urbanization that encouraged people to seek places in the countryside for rides and enjoyment of free time (Dias, 2005).

The digital revolution, which began between 1950 and 1970, was characterized by the use of computers and, later, by the internet, impacting the way people study, shop, relate to each other and, also, how they spend their free time. In the last thirty years, the emergence and popularization of social networks have stimulated innovations of all kinds, drastically changing the transactions between the elements that make up the tourism system.

The tourism phenomenon can be analyzed under different approaches, from hermeneutics, phenomenology, positivism, dialectics and also under a systemic approach (Panosso Netto; Castillo Nechar, 2014). The systemic approach, in Brazil, has in Beni's theory (1998), its greatest exponent, in which the author presents a representative scheme of the tourism system, the elements that configure it and the relationships between them.

Internationally, the systemic approach in the study of tourism was originally discussed by Cuervo (1967), Leiper (1979), Boullón (1997), Getz (1996) and Pearce (1995). Other works have advanced from Beni's original scheme, in an attempt to try to incorporate into the model the complex character of a network society, in which transactions between elements are much more intense, fluid and fast (Baggio et al.; 2010; Velasquez; Oliveira, 2016; Beni & Moesch, 2017; Vilela; Costa, 2018).

For the model of Beni (1998), the tourism system has different groups of relations that can be analyzed individually or as a whole. Among them, the set of operational actions, that is, the tourism production chain (Costa; Souto Maior, 2006); the set of ecosystemic relations (ecological, economic, cultural and social environment) and, finally, the set of structural organization, composed by the infrastructure and superstructure.

In this research, although the interest falls specifically on the superstructure element, it is imperative to consider the effect of other elements on the superstructure, taking into account the complexity of the phenomenon and its systemic character.

According to Beni (1998) the superstructure is composed of policies, plans, administrative structures, and information and statistical systems related to tourism. All, in a way, interconnected. Under the institutionalist view, or more specifically the New Institutional Economics (NIE), policies are considered formal institutions, subject to bounded rationality, uncertainty and opportunism (Williamson, 1985). That is, the

superstructure would be what North (1990) calls environment and institutional arrangement. In other words, the environment would be the rules of the game and the arrangement are the governance structures where the game is played.

For Chang and Evans (2005, p. 02), institutions are "mechanisms that *enable* the achievement of purposes that require supra-individual coordination and, even more importantly, that are *constitutive of* the interests and worldviews of economic actors".

Once public policy is understood as a formal institution subject to the interferences of all the other elements of the system, it is understood that the opposite is also true, that is, policy is also capable of interfering in the other elements. Hodgson (2000) argues that this process is cyclical (circular causation) happens as time passes (Figure 1). Institutions shape and are shaped by individual action (Chang; Evans, 2005).

Figure 1. Superstructure in the light of institutionalist theory
Article subtitle (second level title)
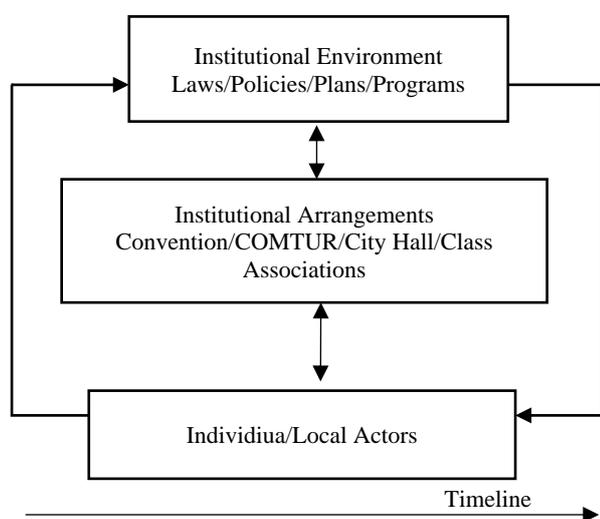
Source: own preparation, adapted from Hodgson (2004).

Therefore, for institutional economics, the rules and organizations are dependent on the past (Conceição, 2002), which makes even the innovations are much more of incremental order, especially in the field of public policies (Souza, 2007). Thus, "each place will need to develop strategies that allow to efficiently arbitrate situations of disagreement" (Grechi et al., 2019, p. 232).

Several theoretical models can be used in the analysis of public policies, such as incrementalism, game theory, rationalism, theory of elites, interest groups, institutionalism, systems theory and others more (Tude, 2010). These models are not exclusive in their entirety, some of them, at some point may be complementary in the process of building policies, or even in their analysis.

To analyze tourism public policies and the relationship with innovation it was chosen the institutionalist and cycle approaches for understanding that they can be useful and complementary: "In the context of public policies, the institutionalist schools show potential and are being used in various analyses, contemplating different moments of public policy" (Chechi & Grisa, 2019, p. 736).

The institutionalist strand has its origin in the studies of Veblen (1919) in the early twentieth century, for which institutions are a reflection of the habits of individuals. Veblen (1919) is inspired by Darwin's studies, so his institutionalist theory is also evolutionary. For Veblen (1919) innovations are not given, for example, but the result of a whole process of construction of individuals and impacted by endogenous characteristics.

Briefly, the institutionalist schools are divided between the old institutionalists (OIE), whose exponents are Veblen (1919), Commons (1931) and Mitchell (1914), the neoinstitutionalists (NEO), such as Meyer (1977) and Ostron (2007), including the subcurrents of sociological and historical neoinstitutionalism, and the new institutional economics (NIE), represented by Coase (1937), Williamson (1985) and North (1990). Among the contemporary institutionalists are Chang (2002) and Hodgson (2006).

The emergence of these different currents was intended to be a counterpoint to the neoclassical view of economics, for which man is a totally rational being, with given preferences, in a context of equilibrium and always seeking utility maximization.

It is noteworthy that the different currents were complementing and contrasting over time, but in order to better explain the different realities that presented themselves.

According to Cavalcante (2014, p. 389), "contemporary institutionalists move more fluidly within these three ways of understanding and defining institutions, which reflects the attempt, at least in Hodgson's case, to reconcile the OIE and the NIS".

Table 1: A summary of the different institutionalist approaches in the context of public policy

Institutionalist Approaches	Features	Conclusions concerning public policies
Old Institutional Economy (OIE)	It considers individuals and the influence of the environment in the construction of politics and, also, the transformations over time. The individuals, their habits and routines (Veblen, 1919); the expansion of individual preferences in collective action (Commons, 1931)	This approach makes it possible to analyze the legitimacy of public policies, programs and projects and the capacity of arrangements to favor or not the implementation of a public policy. The approach of the old institutional economics and sociological neo-institutionalism in the cycle of public policy, would contribute to the analysis of all stages. It can be inferred that social conventions, habits, routines would influence the prioritization of themes and choice of instruments, their implementation and evaluation.
Sociological neo-institutionalism	Public policy, in this context, would be an action influenced by the environment and the conventions that legitimize the process before individuals and organizations in that context.	
Historical neo-institutionalism	The evolution of public action is associated with the adaptive processes of society, state and interest groups and the asymmetry of power through time.	In this strand, public policy analysis focuses on power relations and the influence of the historical process on both agenda formation and policy implementation. Policy analysis, as with OIE, takes into account path dependency, including that of groups trying to stay in power.
New Institutional Economics (NIS) and Rational Choice Neo-institutionalism	Public policy is understood as a tool, whose purpose is to regulate and solve, seeking efficiency. In these two currents it is assumed that policy makers are maximizers and rational and that institutions are rules agreed upon to solve dilemmas of collective action, i.e., reduce transaction costs.	The approach considers policy making as an objective process, in which it is possible to perceive the best decision to be made, and that this will be absorbed by individuals.
Contemporary Institutionalists	They move between different ways of understanding and defining institutions in an attempt to reconcile OIE and NIS. Change and resistance to change - *path dependence* (Hodgson, 1992).	Policies would be the rules of the game (NIS) but also the result of mental models (OIE). That is, Individuals and institutions would be in an uninterrupted co-evolutionary process. One molding the other in a "circular causation", since institutions restrict, but also allow human interaction.

Source: adapted from Chechi and Grisa (2019).

Despite being considered neoclassical, the NIS institutionalists do not ignore that the process of building a policy, or the transactions between individuals, are permeated by bounded rationality and opportunism, in addition, other ingredients need to be incorporated, such as: frequency of transactions, asset specificity (time, investment, brand, location, dedicated assets, physical and human) and uncertainty (Williamson, 1996).

Therefore, analyzing a policy from an institutionalist and systemic perspective means identifying the actors involved in the process, the existing organizations or governance structures, the rules in force at the time and the relationships between actors. In addition, it is essential to incorporate the discussion of how the context (historical, economic, ecological, social, cultural and technological) impacts the process of building the political agenda.

The institutionalist approach to public policy advocates that changes in the design of institutions should be cautious, because they will not always result in a positive evolution (Conceição, 2002). To be efficient, one must consider that the institutional design should also be accompanied by changes in the political, cultural, social and, why

not, technological context. Hodgson (1992) contributes when he states that more than understanding how institutions are established, one should understand the process by which they are modified.

The use of the institutionalist framework to analyze public tourism policies is still timid, but can be found in the works of Gomes and Santos (2007), who dealt with the influences of public tourism policies on transactions between agents; Gomes (2008), who used the transaction costs approach to analyze the relationships between the actors of an instance of tourism governance in Minas Gerais; Alban (2021), who used the NIS to analyze the case of tourism in Praia do Forte (BA); Grechi (2011), to analyze the institutional matrix of tourism in Bonito (MS); Arruda , Mariani and Caleman (2014), on coordination and governance structures in a tourism production system; Falaster, Zanin and Guerrazzi (2017) demonstrated the potential of using institutionalist theory in tourism studies; Gomes (2018) on tourism public policies and entrepreneurs, in which he discusses public policies, tourism and institutionalism and Gomes, Giannini and Bassani (2020), who make an

institutionalist analysis of entrepreneurs and public sector in the municipality of Morretes.

The aforementioned works corroborate the suggestion of Chechi and Grisa (2019), for whom it is important to consider in the phases of the policy cycle the various aspects of institutionalist approaches, among them culture, values, power and interest, which make the process of building agendas and the policies themselves complex. Therefore, understanding how the relationship between innovation and tourism public policy occurs is essential to understand the processes of positive change for the development of tourist destinations.

The process of building a public policy and the policy cycle model

Discussing public policies is related to understanding the role of the state, which has been changing as society has also changed. Studies in this field show that the State, in past centuries, was responsible for issues related to the maintenance of private property, security and attention to borders. Currently, the state also assumes the role of maintainer of social welfare (Tude, 2010).

Also related to social welfare, the United Nations - UN has established seventeen sustainable goals (SDGs) by 2030, being the seventeenth of which states the importance of partnerships and the means to implement them. This goal is consistent with public policies in the sense that policies are means to achieve purposes established in the collective, often through partnerships.

In any public policy, be it tourism or not, the collective and citizen participation is essential for the established guideline to meet the needs of the policy target audience. However, in tourism, the target audience, in most cases, is the tourist, who does not resides in the city (Sontag et al., 2020).

In these terms, it is essential to think the public policy of tourism in its various perspectives. According to Frey (2000), policy can be understood from three dimensions: as a formal institution (laws and rules), as the process or path to decision-making and, finally, as a result, in the form of a specific policy.

In addition, Tude (2010) includes three more aspects in the study of policies: the political network (actors and institutions responsible for holding discussions about problems to be transformed into agenda), the political arena (movement to balance conflicts and consensus among actors, resulting in different types of policy) and also the cycle of public policies (Lassasswell, 1956; Sabatier, 2007; Kingdon, 2011).

For Rua (1998), politics would be the way to settle the conflicts that arise from the different needs and opinions present in society, it would be the counterpoint to the use of coercion. And they are the decisions and actions on where and when resources will be allocated. The author distinguishes between public policy and political decision, being the decision the equivalent of the choice that the actors make about the available alternatives before having a policy.

According to Gelinski and Seibel (2008) and Araújo and Rodrigues (2017), the distinct theoretical frameworks are complementary and may intersect at various moments, despite being different currents of thought. The authors present four models that they consider promising in the field of public policy analysis: the political cycle model, the multiple flows model, the interrupted equilibrium model and the theoretical framework of cause or interest coalitions. In this study, the cycle model will be used to present how the policy is processed in different stages and, complementarily, the systemic, institutional and interrupted equilibrium models, specifically when thinking about innovations that cause major disruptions in specific contexts (Janes et al., 2007).

The cycle (or sequential) model consists in understanding how the construction of a public policy occurs, its advantage is to facilitate the understanding of a complex process from the moment that separates the process into distinct but concatenated parts. According to Araújo and Rodrigues (2017), the original model was developed in the late 1950s by Lasswell, inspired by Easton's systemic approach.

Despite having received criticism, like the other models, it also received contributions and was consolidated with the stages of problem identification, agenda formation, development of alternatives, implementation, monitoring, evaluation and change.

The processing of demands from organized society (workers, government, private initiative, international agencies and media) occurs through the political system, which needs to meet the different needs that arise, whether new, recurrent or repressed (Easton, 1968).

For a state of affairs to become a problem with the scope of a political problem, there are three

situations: collective or individual political mobilization with power resources; a situation of crisis or calamity and, finally, a situation of opportunity, where the actors see advantages in facing that problem. Such situations are related to the interrupted equilibrium model. Baumgartner and Jones (1999), authors of the interrupted equilibrium model, also emphasize the power of the media or the impact of some current policy issue (Gelinski; Seibel, 2008). From then on, the problem becomes part of the political agenda and the next stage will be the development of alternatives by the players involved, being the moment when the neuralgic issues concerning the problem come to light, each player will seek, by means of power struggle, to impose their point of view and it will be up to the public manager to conduct the situation (Rua, 1998).

Alternatives may be designed from incremental and conservative perspectives (usually when agendas have high conflict potential), or more rational ones, where cost-benefit aspects are strongly considered. A third route mixes incremental and rational perspectives, leaving structural agendas in the incremental mode and the other agendas in the rational mode. In short, the alternative chosen to solve the problem at hand will be the one that minimizes losses for the actors that have the power of decision at that specific moment (Etzioni, 1967).

Regarding the agenda-setting stage, Souza (2006) concludes that the construction of a collective consciousness about a certain problem is a fundamental aspect for a problem to become a policy. Mainly because it is a bottom-up process. For the author, there are also the actors she calls "visible" (politicians, media, parties, pressure groups) and the invisible ones (academics and bureaucrats), the former defining the agenda and the latter the alternatives.

This is where the intersection with innovation occurs, since technological changes have promoted new collectives, even informal ones, which announce changes in the political game. Anyway, the authors agree on one aspect, all models of analysis, construction and formulation of public policies can complement each other, to blend, so that policies get closer to the real needs of the largest number of people and in the most innovative possible way.

Public Policies and Innovation in Tourism

There are different versions of the concept of innovation. The precursor of the concept and typology was Schumpeter (1934) with his work "The theory of economic development" being this the basis of all theories. The OECD/EUROSTAST (2018) describe innovation as a new or improved product or process that differs significantly from previous products (units or processes) and that was made available to users or put into use by the unit.

Table 2 shows the main types of innovation cited by OECD/EUROSTAST (1997) that can be applied to tourism, namely:

Table 2. Main types of innovation

TYPE OF INNOVATION	EXPLANATION
Product innovation	Is the introduction of a new or significantly improved good or service with respect to its characteristics or intended uses. It includes significant improvements in technical specifications, components and materials, embedded software, ease of use or other functional characteristics.
Process innovation	Is the implementation of a new or significantly improved production or distribution method. It includes significant changes in techniques, equipment and/or software.
Marketing innovation	Is the implementation of a new marketing method with significant changes in product design or packaging, product positioning, promotion or pricing
Organizacional innovation	Is the implementation of a new organizational method in the company's business practices, workplace organization or external relations.

Source: OECD/EUROSTAST (1997).

Hjalager (2010) analyzed the research on tourism innovation from the typologies quoted in Table 2. In the end, he highlighted ten gaps to be explored: i. Innovation processes; ii. Driving forces (external factors); iii. Barriers to innovation in tourism; iv. Economic and innovative performance; v. Technological innovation; vi. Diffusion of innovation; vii. The role of entrepreneurship; viii. Policy study and evolution; ix. Innovation and Academia; and x. Theories of innovation development in tourism.

Weindenfeld (2013) analyzes that tourism innovations, by their characteristics, are rarely major industry-wide breakthroughs, but more often constitute minor changes or improvements.

Kofler, Marcher, Volgger and Pechlaner (2018) cite three other factors that impact the process of innovation in tourism, these being: massification of a tourist destination (regular attendance), the characteristic of tourism sector companies

consisting of small and medium-sized enterprises that do little innovate and/or transfer sectoral knowledge and the relationship with the public sector.

Domareski-Ruiz, Gândara and Chim-Miki (2015) who brought the vision of tourism territorial innovation as a strategy to consolidate a tourist destination structured by four pillars denominated as territorial competitiveness: talent; innovation; connectivity; and entrepreneurship adapted from the *State of European Cities Report,* published in the year 2007 (Domareski-Ruiz et al., 2017).

However, for any discussion that relates public policy, innovation and its area of application as, for example, tourism, it is necessary to discuss another typology that anticipates those cited by Domareski-Ruiz *et al.* (2017), which is the democratic innovation described by Smith (2009)[1].

Democratic innovation is about moving citizens beyond traditional modes of institutionalized engagement by asking how unequal participation can be overcome with innovations, how citizens can be empowered in the decision-making process, how the environment can be structured to enable informed judgements and how the process can be open and transparent (Smith, 2009).

Dryzek (2009) emphasizes that democracy is divided into three parts: the private space where political conversations and interactions occur in everyday contexts; the public space over contexts that have been created to discuss political concerns; and the empowered space where binding collective decisions are made (the democratic innovation).

Finally, Gherghina, Ekman, and Podolian (2019) describe that democratic innovations can be understood as institutions that are specifically designed to increase and deepen citizen participation in policy decision-making.

These processes should be established in public policies. For Ratten and Braga (2019), the public sector vision for tourism innovation policies should be focused on the creation of an innovative tourism ecosystem including a collaboration between stakeholders (private and public sector) and the community (citizen).

The implementation of a public policy follows three categories, *top down* when defined by the public sector, *bottom up* when demanded by the tourism sector, and interactive or hybrid when discussed with stakeholders and the community (citizen)

(Birkland, 2005; Hall, 2014; Rodrigues, Williamans, & Hall, 2014).

This interactive/hybrid discussion occurred in Spain in the construction, in 2007, of the Spanish Tourism Plan *Horizonte 2020*, being the pioneer country in consolidating an agenda of innovation policies in tourism with the purpose of overcoming the perceived barriers to innovation in the sector with the predominance of small and micro enterprises - SMEs, low level of investment in research and innovation, lack of creativity and entrepreneurship and retention of human capital, through three specific programs, innovation, knowledge and talent attraction (Rodrigiues et al., 2014).

In this line, the Government of Portugal approved by the Resolution of the Council of Ministers 134, of 27 September 2017, an innovation policy agenda in tourism called "Tourism Strategy 2027" with the purpose of boosting the economy, affirming Portugal as an international reference hub in innovation and entrepreneurship (Portugal, Presidency of the Council of Ministers, 2017).

3. Methodology

The methodology had a qualitative approach, comprising theoretical review and case study, from the analysis of two examples: the actions of the Portuguese Government regarding the project "Tourism 4.0" and the Spanish Government with "Smart Tourism Destinations".

The analysis of the documents was based on the reference on public policy analysis, with attention to the models of institutional and systemic orientation and the cycle of public policies (Souza, 2006; Frey, 2000; Araújo; Rodrigues, 2017) on the possibilities of innovation for tourism (Brandão, 2014), the typologies of innovation cited by the OECD/EUROSTAST (1997) and the vision of democratic innovation (Smith, 2009).

Content analysis is of recurrent use in qualitative research to support the analysis of the content raised, whether oral or documentary, as well as media (Bardin, 1977).

At this stage, the work was organized into three phases: pre-analysis (first contact with the documents and quick reading to identify those that best fit the research objectives); exploration of the material (a second round of reading with the attention focused on answering the fixed questions and the established objectives from categories and

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1 Smith's (2009) democratic innovation theoretical approach is an antithesis of Schumpeter's theoretical approach

classifications) and, finally, the third phase, which consists of interpreting what was identified in the documents, identify convergences, divergences and implicit relationships (Godoy, 1995). Figure 2 presents the stages of the policy cycle grouped into four stages, which are subdivided into eight sub-phases, each explained in the figure itself.

Figure 2. Stages of the Policy Cycle.
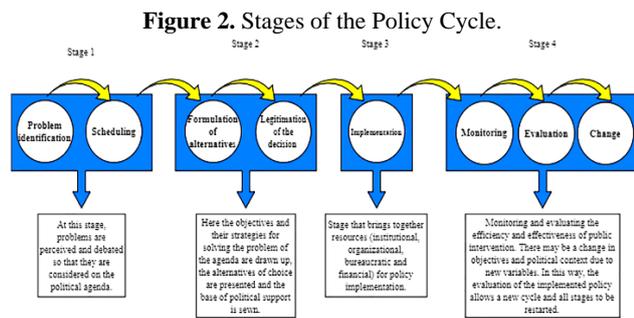
Source: prepared by the authors based on Frey (2000), Souza (2006) and Araújo and Rodrigues (2017).

To analyze the researched documents, the proposal was to merge these steps as the theoretical framework provided by institutionalism (Table 3). To this end, the analysis of the documents was carried out considering that:

In step 1 (a) the informal (socioeconomic, cultural and historical aspects) and formal (laws, policies, plans and programs existing at the time prior to the implemented innovation) institutional context was presented and, in step 1 (b), the process/pathway of change adopted was discussed.

Stage 2 of the cycle focused on the actors and the respective instances of governance that articulated the transformation of the problem into an agenda, or even which instances resulted from the entire process underway. Stage 3 sought to present the result as an established policy, and stage 4 showed how the monitoring and evaluation of this policy occurs.

4. Results and Discussion

The results of the analysis of the consolidation of public policy related to innovation in tourism are presented, being Tourism 4.0 in Portugal and Smart Tourism Destinations in Spain.

Tourism 4.0 - Portugal

The Government of Portugal carried out a diagnosis of the evolution of tourism activity between 2005 and 2015. In this period, Portugal recorded an average annual growth of 6.3% in international tourism revenue (Figure 3), being the second best performing country among competing European tourism destinations such as France (1.6%), Italy (2.2%), Greece (2.8%), Malta (7.4%) and Spain (2.4%), and of Mediterranean Africa competitors such as Morocco (3.7%), Tunisia (-3.2%) and Egypt (0%).

Another factor highlighted in the diagnosis is related to the issuing market of tourists. The domestic market represented in 2015 approximately 33%, while the United Kingdom, Germany, Spain, Netherlands and France represented 47% of the international market, i.e., markets very close in relation to distance and ease of land and air travel.

Figure 3. Tourism revenue in value and as a % of GDP.
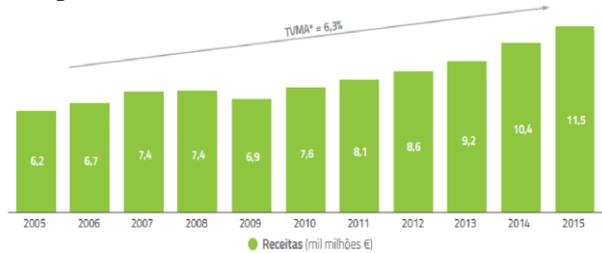
Source: Portugal/Turismo de Portugal (2017b, p. 23).

Table 4 represents the synthesis of the analysis carried out between 2005 and 2015.

Table 3. Analysis strategy.

STEPS	SUBSTEPS	ANALYSIS
1 Problem Identification and Scheduling	Step 1 (a) Institutional Context	Informal (habits, culture, new, recurrent or repressed demands). Formal (laws, policies, plans, programs, projects).
	Step 1 (b) Process	Decision-making pathway (disruptive or incremental/path *dependence*, cabinet-based, with participation).
2 Formulation of Alternatives and Legitimation of Decisions	The policy network (institutional arrangements or governance structures)	Interaction of the different institutions, groups of actors (politicians or bureaucrats) and institutions responsible for holding discussions to formulate the alternatives
3 Implementation	Pooling of bureaucratic, organizational, financial and institutional resources to achieve the outcome	The specific policy
4 Evaluation	Monitoring, Evaluation and Change	Evaluate the effectiveness of the policy as the scenario changes. Start the cycle over again

Source: Prepared by the authors from Frey (2000), Tude (2010), Mata et al. (2019), Araújo and Rodrigues (2017) and Souza (2006).

Table 4. Positive factors of the project

Positive Factors	Aspects to be Improved
More qualified territory and tourism resources	Capitalization of companies
Infrastructure to support development	Qualification of human resources
Growth in several indicators of tourism demand	Income of workers in tourism
More qualified supply of accommodation	Bureaucracy and context costs
New forms of more qualified accommodation	Digitalisation of the tourism offer
Creative entrepreneurship on the rise	Seasonality
Increase in the supply of tourist entertainment activities	Regional asymmetries
International recognitions and awards in several areas of tourism in Portugal	Information on Portugal in foreign markets
Increased air connections	Networking and joint promotion and co-creation
	Sustainability of the destination and of the companies

Source: Portugal/Turismo de Portugal (2017b, p. 30).

With the results, a process of public participation and discussion on the challenges, objectives and goals took place on May 24, 2016. The Resolution of the Council of Ministers No. 134/2017, published in the *Diário da República*[2] on September 27, 2017 approved the "Strategy for Tourism 2027 (ET27)" (Portugal; Presidency of the Council of Ministers, 2017).

The strategy adopted aimed to ensure the consolidation of sustainable tourism activity throughout the year and throughout the Portuguese territory, "that enhances the natural resources that Portugal has and that contributes to job and wealth creation and the promotion of territorial and social cohesion".

The construction of the Tourism Strategy 2027 (TE27) was guided by a process that involved a wide participation of tourism agents and civil society starting on May 24, 2016 in the Municipality of Tomar, 140 km from Lisbon. They used the proposal of looking *out of the box* (OOB)[3] in order to gather contributions from various angles of society. According to Cordeiro and Nogueira (2018, p. 2) OOB represents "[...] the creation of a virtual environment where knowledge is acquired in a way based on constructivism".

This process ran until January 6, 2017 and included different forms of public consultation - tourism strategic laboratories (TSLs), international *focus groups, website* and technological platforms, opinions and written contributions from various public and private

entities and individual citizens, involving a total of more than 1,700 participants.

The TSEs held public sessions in all the regions of Portugal with the aim of obtaining contributions and recommendations for tourism, analyzing the main tourism indicators of each region, debating around the strategic priorities for regional and national tourism. Ten public sessions were held with over 1,400 participants, with a more transversal vision discussing international trends and agenda, competitiveness and innovation in tourism and knowledge, employment and training. Five main challenges highlighted by the participants were identified, among them the stimulation of innovation and entrepreneurship.

TE27 was structured in five strategic axes, namely: i. Enhancing the territory and communities; ii. Boosting the economy; iii. Enhancing knowledge; iv. Generate connectivity networks; and v. Portugal Project. Each axis has, hierarchically, lines of action and typologies (Portugal; Presidency of the Council of Ministers, 2017).

Some aspects to highlight in SL27 about the insertion of Small and Micro Enterprises (SMEs), entrepreneurship and innovation in tourism. SMEs were mentioned in Axis 2 - Boosting the economy as typology: *Availability of aggregated information on financing and capitalization solutions for **SMEs*** and; in Axis 3 - Boosting knowledge as typology: *Projects to develop the strategic and competitive management capabilities of **SMEs**, including, namely, adaptation to new business models, access to international markets and to the digital economy* (ibidem, our emphasis).

Entrepreneurship was mentioned in Axis 2 - Boosting the economy as a line of action: To *affirm Portugal as an international reference hub in innovation, **entrepreneurship** and production of goods and services for tourism* with two typologies *Projects to encourage the development and growth of start-ups, innovation and **entrepreneurship** activities in tourism* and *Initiatives to boost **entrepreneurship**, including, namely, the following components (Incubation and acceleration of companies; National Network of Tourism Incubators; Support for internationalization of*

Figure 4. relevant companies and institutions in the construction of the Portugal i4.0 initiative

Source: Deloitte (2017).

companies - participation in international fairs; and Entrepreneurship Programme in Tourism for students in Hotel and Tourism Schools) (ibidem, our emphasis).

Complementing this, entrepreneurship is referenced in Axis 3 - *Enhancing* knowledge as a typology: *Boosting the Schools of Hospitality and Tourism of the Tourism of Portugal as Specialized Training Centers in Tourism,* **Entrepreneurship** *and with an international vocation* (ibidem, our emphasis).

In relation to innovation, it was quoted in Axis 2 - Boosting the economy as a line of action: *To affirm Portugal as an international reference hub in* **innovation***, entrepreneurship and the production of goods and services for tourism and* typology *Projects to encourage the development and growth of start-ups,* **innovation** *and entrepreneurship activities in tourism* and *Stimulating financial* **innovation** *instruments in tourism such as venture capital funds and other specific financial instruments for tourism* (ibidem, our emphasis).

In Axis 3 - Enhancing knowledge, innovation is cited in the typologies: *Open Kitchen Fab Labs - opening Schools of Hospitality and Tourism to companies and startups for product testing and fostering creativity and* **innovation** *in gastronomy and catering* and *Stimulating an ecosystem of continuous innovation in tourism and international reference, which includes the creation of a Tourism* **Innovation** *Centre based on a partnership between the Tourism of Portugal, associative structures, companies, entities of the entrepreneurial ecosystem and creative industries and technology partners* (ibidem, our emphasis).

The synthesis of the relation observed in TE27 between SMEs, entrepreneurship and innovation is in the economic boost of Portugal observing the digital transformation. The digital transformation has been consolidated since 2017 with the Portugal i4.0 (Industry 4.0) Initiative. More than 100 entrepreneurs and relevant institutions from Portugal participated, represented in Figure 4.

The Portuguese Ministry of Economy identified the opportunity to generate conditions for the development of national industry and services in the digital era in four areas defined as strategic: Automotive, Fashion and Retail, Agro-Food and **Tourism,** selected from the importance to the national economy, relevance of SMEs and special disposition to digital transformation, as development of cyber-physical technologies that allow disruptive changes in production and business models (ibidem, our emphasis).

In 2017, the Tourism 4.0 Programme emerged with the aim of transforming Portugal into a global hub of innovation in tourism, promoting an ecosystem of technological and business cooperation, fostering entrepreneurship (a vehicle for innovation and the creation of new companies), knowledge transfer from companies in the sector, leadership in innovation processes (the future of tourism), training and empowerment of human resources and companies to innovate. The programme included incubation, acceleration, investment and internationalization actions, initially for over 200 companies (Portugal: Turismo de Portugal, 2017c).

Table 5 represents the programme overview divided into four strategic areas namely: i. Digital tourism platform, ii. Technological and business cooperation ecosystem, iii. Support and incentive

vehicles and iv. Other initiatives that interact with the tourism plan.

Table 5. Overview of the Tourism 4.0 Programme

Digital Tourism Platform	Creation of an i4.0 maturity assessment matrix
	Digital Tourism Forum: events to spread digitalisation in the tourism sector
	International promotion of Portuguese best practices and initiatives in the tourism sector
Ecosystem of technological and business cooperation	Boosting the ecosystem: i. Digital one-stop shop for interaction between tourism sector companies and the State; ii. Integrative platform of data and interest for tourism businesses
	Uniformization of destination Portugal's communication on public digital platforms
	Start-ups: i. Tourism Innovation Centre and ii. *Digital Tourism Hackathon*
Support and incentive vehicles	Financing and investment incentives: i. Mobilizing programmes for research and technological development; ii. Accelerator for incentive competitions to digitisation in tourism; iii. Vale i4.0 for Micro and Small and Medium Enterprises (SMEs)
	Training and empowerment of human resources: i. *Tourism Digital Academy*; ii. Creation of training in i4.0 at Universities, Polytechnic Institutes and Hotel and Tourism Schools;
	Legal and regulatory adaptation: Basic standardisation for Industry 4.0
Other initiatives that interact with the tourism plan	Sustained expansion of the wi-fi network in historic city centres

Source: adapted from Portugal/Turismo de Portugal (2017c).

It is important to highlight that for the implementation of the proposals of the Tourism 4.0 Program there is the involvement of different public and private entities such as:

● Ministry of Economy and Employment;
● State Secretariat of Tourism;
● *Turismo de Portugal*: national tourism authority;
● COTEC Portugal[4] , the main business association for the promotion of innovation and business technological cooperation that includes multinational companies, national companies and SMEs from different economic sectors; and
● IAPMEI Agency for Competitiveness and Innovation[5]: its mission is to promote competitiveness and business growth, aiming at strengthening innovation, entrepreneurship and business investment.

Finally, the management and monitoring process of TE27 and consecutively of the Tourism 4.0 Programme is structured on three bases, *Turismo de Portugal*, Strategic Tourism Laboratories (STLs) implemented in all tourism regions and by the National Tourism Forum.

Smart Tourism Destinations - STD - Spain

The strengthening of the process of tourism innovation in Spain emerges in November 2007 when the Spanish Government approves in the Council of Ministers the Spanish Tourism Plan Horizonte 2020 (*Plan del Turismo Español Horizonte 2020*). At that time, the Vice-President of the Spanish Government, Mrs. María Teresa Fernández de la Veja, pointed out that the plan intended to increase social and economic benefits, diversify tourist activity generating prosperity and progress for the whole Spanish society. And stressed that tourism was a fundamental pillar for the growth and development of the economy of Spain (Spain; Presidency of the Gobierno, 2007).

For the preparation of the Spanish Tourism Plan Horizon 2020 there was a broad participation of civil society, public and private sector in the area of tourism in Spain, surveys in the main issuing markets of international tourists to Spain and with foreign tourists, described in Table 6.

Table 6. Phases II of the plan: participation and debate.

Focus	Shares
Civil Society	Focus groups were conducted in two representative tourist destinations such as Calviá (Mallorca) and Barcelona, as well as surveys of more than 1,000 residents in different cities and online discussion forums.
Public and Private Sector	Meetings held in Barcelona, Madrid, Jerez de la Frontera, Gijón, Palma de Mallorca and the Canary Islands with more than 1,600 representatives of the sector and an online survey that obtained more than 2,200 responses.
Main source markets	Analysis of over 12,000 questionnaires applied in the main issuing markets carried out by Turespaña [6] and discussions with 72 groups held in 18 European cities.
Tourists	More than 25,000 loyalty and satisfaction surveys conducted by Frontur [7]

Source: Adapted from SPAIN/Ministry of Industry, Tourism and Trade (2007a)

The plan was already highlighting the importance of public policies, SMEs and innovation. Increasing tourism leadership depends on the cooperation between the public sector and the participation of the private sector in the definition of public policies with an impact on tourism. It is important to highlight that Spain is the most competitive country in tourism by the *World Economic Forum* - WEF (2019) and among the *top* 3 in numbers of international tourists and tourism revenue by the studies of the *World Tourism Organization* - UNWTO (2020).

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[4] *https://cotecportugal.pt/pt/quem-somos/*
[5] *https://www.iapmei.pt/getattachment/SOBRE-O-IAPMEI/Missao-Visao-Valores/Decreto-Lei-n%C2%BA-266-2012-(Organica-do-IAPMEI).pdf.aspx*
[6] *Turespaña.*
https://www.tourspain.es/_layouts/15/Tourspain/registroUsuarios/login.aspx?ReturnUrl=%2f_layouts%2f15%2fTourSpain%2fregistrousuarios%2fmisutilidades.aspx
[7] *Frontur. Available at https://www.dataestur.es/general/frontur/*

As for SMEs, the analysis carried out highlighted their representativeness in the tourism market in the generation of jobs and their resilience (ability to adapt to change). On the other hand, they point out the difficulties to retain talent and to innovate, so they described the role of the State in leading the process to boost innovation for tourism SMEs, citing, for example, the National Plan of R+D+I (Spain; Ministry of Industry, Tourism and Commerce, 2007b).

In relation to innovation they highlighted as strategic issues from the vision of the new tourism economy (based on innovation, knowledge and talent) namely (Spain; Ministry of Industry, Tourism and Commerce, 2007b):

i. improving the competitive environment, especially in terms of employment and training, productivity and research & development & innovation;

ii. the difficulty in attracting and retaining the best professionals (determining factors for improving the quality perceived by customers);

iii. the inadequate management of knowledge and innovation by both business management and tourist destinations; and

iv. inadequate management model with scarcity of motivation and resources for innovation.

Table 7 presents a summary of the discussion of innovation in relation to tourism referring to the Spanish Tourism Plan Horizon 2020.

Table 7. Summary of the discussions on innovation and tourism

Focus	Reflection
Culture of innovation	Spanish tourism needs to consolidate a culture of innovation in businesses and destinations, allowing R&D&I to consolidate values for permanent improvement in planning, policy-making and the provision of tourism services. The different public and private agents should explicitly evidence their commitment to this.
Value Creation	Innovation in tourism materializes in the processes of value creation and continuous improvement aimed at the customer, and the improvement of products and experiences that can offer, in addition to improving business processes, in the preservation and sustainability of the environment in which tourism activity is developed.
Knowledge Network	The generation of new tourism knowledge will be effective and efficient to the extent that as many representatives of the different areas, sectors and territories involved as possible participate. The goal is to create a knowledge management and tourism innovation network.
New model	Boost a new horizontal innovation model for the tourism sector, improving scientific and technological capacity, and increasing effectiveness and efficiency in management processes.

Source: Adapted from SPAIN/Ministry of Industry, Tourism and Trade (2007b)

In 2012 the Spanish Government presents the National and Integral Tourism Plan (*Plan Nacional e Integral de Turismo*) NITP which aimed to boost the competitiveness of tourism businesses and destinations, renew leadership in the world tourism market for the next decades and contribute to the generation of wealth, employment and well-being of citizens (Spain; Ministry of Industry, Energy y Tourism, 2012).

In the plan it is highlighted as strategic to establish mechanisms that enable the faster incorporation of innovations with the definition of a homogeneous framework that allows the analysis of tourist destinations under the concept of "Smart Destinations" in line with the trends of creating "Smart Cities".

The *State Society for the Management of Innovation and Tourism Technologies* (*Sociedad Estatal para la Gestión de la Innovación y las Tecnologías Turísticas* – SEGITTUR[8]) would be responsible for the construction of a methodology that includes the necessary requirements to qualify a destination as smart, with the participation of universities, business schools and research centers, as well as the public and private sector in the areas of tourism, economic development, mobility, environment, provision of tourism services, among others (Spain; Ministry of Industry, Energy y Tourism, 2012).

As established measures were: i. the elaboration of a base document for the definition of "smart destinations" and its minimum requirements to be met; ii. the specific definition for qualification of "smart destinations" and; iii. the choice of pilot projects of qualification.

In December 2017 the Spanish Government launches the National Plan for Smart Territories (*Plan Nacional de Territorios Inteligentes - Diciembre* 2017) whose purpose is to address problems of city management rather than the tourism industry. They focused on five priority areas among them, smart tourism (Spain; Ministry of Industry, Energy, Tourism y Agenda Digity, 2017).

The document mentions that the traditional conceptions of smart city to smart territory have been converted to adopt the best technology continuously to increase the efficiency of the management of public services and ensure the maximum satisfaction of visitors (tourism demands different types of services and infrastructure of the city and businesses) (Spain; Ministry of Industry, Energy, Tourism y Agenda Digity, 2017).

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8 SEGITTUR. Available at: https://www.segittur.es/ejes-de-actuacion/

An important highlight is the vision of **tourism innovation ecosystem** as the basis for smart tourism. That is, the need to promote the relationship between public managers and the technology industry, and the impacts for SMEs (Spain; Ministry of Industry, Energy, Tourism y Agenda Digity, 2017, emphasis added).

As a result, SEGITTUR consolidates the concept of smart tourism destinations based on the vision of governance, innovation, technology, sustainability and accessibility represented in Figure 5.

Figure 5. Conceptual vision of smart tourism destinations.

Source: SEGITTUR (2017).

SEGITTUR contextualizes STD as being

An innovative tourist destination, consolidated on a state-of-the-art technological infrastructure, which ensures the sustainable development of the tourist territory, accessible to all, which facilitates the interaction and integration of the visitor with the surroundings and increases the quality of their experience at the destination and improves the quality of life of the resident (SEGITTUR, 2017).

The transformation of a tourism destination into a STD aims at revaluing the tourism destination through innovation and technology by:

- Increased competitiveness with better use of tourism resources;
- Improved efficiency in production and marketing processes;
- Impulse for the sustainable development of the destination in three aspects: environmental, economic and socio-cultural;
- Improving the quality of visitors' stay and the quality of life of residents; and
- Consolidate the tourism strategy as a basis for the economic dynamization of the territory ensuring its positive effects in the long term.

To this end, technical standards were created to create a homogeneous framework for the STD project aligned with the process of creating smart cities being UNE 178501:2018 *Sistema de Gestión de un Destino Turístico Inteligente*, UNE 178502:2018 *Indicadores y herramientas del Destino Turísticos Inteligentes*, UNE 178503:2019 *Semántica aplicada a los destinos inteligentes* and UNE 178503:2019 *del Hotel Digital inteligente y conectado*.

Consolidating the STD process was the formation of the Network of Smart Tourism Destinations (RED DTI) in October 2018 with about 70 members. In 2019 there was a revision of the bylaws that allowed an expansion of new members. Data from May 2021 indicated more than 250 members from tourist destinations, institutions and companies (SEGITTUR, 2021).

Finally, destinations that integrate the STD Network benefit in: i. the formation of strategic alliances that are consolidated between destinations and the private sector for the development of technologies and tourism innovations; ii. the assistance service in the implementation of the conversion process in STD; iii. advice on standardization and the implementation of seals as Integral System of Spanish Tourism Quality in destinations; iv. access to databases of support, subsidies and funding; v. training programs and training in matters related to the axes of the STD methodology; vi. catalog of suppliers of technological solutions and services for destinations, vii. news service and repository of studies and publication; viii. presence and participation in fairs and national and international forums and other networks (SEGITTUR, 2021).

Table 8 presents an analysis of the research conducted from the institutionalist approach in the context of public policies, type of innovation and a summary of the cases.

With regard to the Portuguese case, the institutional context, in the problem and scheduling stage (Stage 1), was favorable in the sense that the country had a history of growth in tourism revenues over a decade. However, even so, they established a diagnostic analysis and identified tourism as strategic for the country's economy and, furthermore, that certain aspects needed to be contested in order to achieve a more competitive scenario. The chosen process was based on citizen participation through public

Table 8. Analysis of institutionalist approaches, types of innovation and innovation policy

Case	Institutionalist Approach	Type of Innovation	Overview
Tourism 4.0 Portugal	Contemporary Institutionalist	Organizational	National policy from the Ministry of Economy for digital transformation of strategic areas for the development of Portugal, in which tourism is contemplated. The innovation policy focuses on the development of digital tourism platform, development of technological and business cooperation ecosystem (strengthening SMEs), political and financial support and incentive and integration with the national tourism plan.
Smart Tourism Destination Spain	Contemporary Institutionalist	Organizational	National policy in the construction of intelligent territories aimed at addressing management problems in cities where tourism, as a strategic sector of socio-economic development in Spain, has been contemplated. The innovation policy is based on the vision of a tourism innovation ecosystem aimed at improving competitiveness (strengthening SMEs), process efficiency, sustainable development, quality of life for residents and tourists, and economic dynamism of the territory.

Source: own preparation based on the study.

consultations that extended over a period of nine months.

It also highlights institutional innovation with the creation of standards and rules and, again, organizational innovation with the creation of the STD Network, process innovation (how to constitute a STD) and product innovation. Democratic innovation was also present as in the Portuguese model, since citizen participation was enhanced through various channels.

In the document analysis, Stage 2 is clearly defined, since the networks of actors were activated and different institutions interacted, with the purpose of legitimizing the problems and the alternatives chosen to solve them. In all, five different strategies were established to interact with the network of actors. The chosen methodology, named *out of the box* (OOB), should be highlighted, as it imprinted an innovative character to the process of building the desired policy.

As for Stage 3 (implementation) resulted in the construction and implementation of the "Tourism Strategy 2027". This policy indicated the importance of small and medium enterprises, entrepreneurship and innovation. In addition, emphasis is given to the Tourism 4.0 Program.

Finally, Stage 4 (evaluation and monitoring), is supported by three governance bodies: *Turismo de Portugal*, Strategic Tourism Laboratories (for each region of the country) and the National Tourism Forum.

From the analysis of the Portuguese experience, the complete cycle of creation and implementation of a public policy was verified. In addition, it was identified innovation along each stage of the cycle in the following modalities: process, organizational, marketing, democratic and product.

In the Spanish case, the institutional context (Stage 1a) for change and innovation emerges ten years earlier than in Portugal, with the Spanish

Tourism Plan Horizon 2020 and considering that the activity was an important pillar for the country's economy.

Despite the acknowledgement of public actors on the importance of the sector, there was, as in Portugal, a process (Stage 1b) with wide consultation of society through digital platforms, focus groups, meetings with representatives of sectoral groups and online discussion forums. This scenario allows us to identify incremental innovation in the process (stage 1b of the cycle), since Spain was already leading the sector at a global level.

The stage of formulating alternatives (Stage 2) counted on the opinion of actors from civil society, public sector, private initiative, the issuing market and tourists. As a strategic focus, the country defined as a priority in the area of tourism: public policies, innovation and small and medium enterprises, understanding that the three issues were dependent on each other.

As for the implementation (Stage 3), the result of the process reflected on the evolution of the discussion considering innovation as culture, value, knowledge and model, preparing the ground for the birth of the National and Integral Tourism Plan (2012). What is considered another example of the incremental model of innovation in Spanish public policies.

This plan warned about the importance of a "model" for smart management of destinations. To support the plan, an official governance structure was established, an example of organizational innovation, called Segittur. In 2017, the National Plan for Smart Territories was launched, extrapolating the tourism segment and incorporating the integral management of cities.

The stage of evaluation, monitoring and change (Stage 4) occurred recurrently in the Spanish model, since between 2007 and 2017 the emergence, expansion or reformulation of plans

was noted as a function of other pre-existing ones (incremental innovation).

5. Concluding remarks

The documentary analysis carried out from the Portuguese/Spanish cases and using the chosen theoretical scope, allowed reflecting on innovation as a process of construction of a public policy and, also, as a result of it.

Comparing the two models it was found that both have coinciding elements in what concerns the understanding of the importance of public policies for innovation, the presence of governance structures for the management and control of these policies and the stimulus to small and medium enterprises.

It is concluded that in both cases innovation is transversal and, like tourism, depends on the alignment of different areas. For this, policies and plans need to reflect concepts increasingly integrative and systemic with other sectors, as did the National Plan of Smart Territories (Spain), characterizing a reverse innovation of the community, since innovation in tourism brought benefits to the management of the city as a whole (BRANDÃO, 2014).

It became evident that tourism and innovation for tourism, in both countries, are issues of strategic vision of the state and not of the government. The cases studied offer a lens to look at the planning of Brazilian tourism at the federal, state and municipal levels and note that actions in Brazil are still incipient. However, one should highlight the proposal of the Ministry of Tourism in the construction of a project to transform, initially, ten tourist cities into innovative destinations from an adaptation of the Spanish methodology in partnership with the Argentinean institute *Ciudades del Futuro* (ICF). This project includes Rio Branco (AC) and Palmas (TO) representing the North region, Recife (PE) and Salvador (BA) in the Northeast region, Campo Grande (MS) and Brasília (DF) in the Midwest region, Florianópolis (SC) and Curitiba (PR) in the South and Rio de Janeiro (RJ) in the Southeast (MTur, 2021).

Finally, looking at the trajectories of Portugal and Spain and considering that the trajectory matters, according to the institutionalist vision, it is clear that the path to innovate requires specific public policies. And even if such policies are incremental, and not disruptive, they should be based on a strongly integrative, participatory and shared vision of the future with the largest possible number of actors.

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PUBLIC POLICIES, TOURISM AND INNOVATION: AN ANALYSIS OF THE CASES TURISMO 4.0 (PORTUGAL) AND SMART TOURISM DESTINATION (SPAIN)

Abstract

The paper on public policies, tourism and innovation gave the opportunity to reflect on traditional concepts of public policies, based on the current scenario permeated by changes caused by innovations in different areas. The effort to relate the different theoretical approaches was based on the analysis of two exemplary cases: Portugal and Spain. Both countries have produced innovative public policies regarding tourism management, be they procedural, organizational, marketing, institutional or reverse innovations. The methodology had a qualitative approach, comprising theoretical review and case study. The analysis of the documents was based on the reference on public policy analysis, with attention to the models of institutional and systemic orientation and the cycle of public policies on the possibilities of innovation for tourism, and the vision of democratic innovation. Knowing the historical process and the institutional context inherent to the cases studied allowed a critical look at the Brazilian panorama, considering the challenges and possibilities of the policies for the sector, based on innovation and all stages of the policy cycle.

Authors

Full Name	Author contribution roles	Contribution rate
Alexandre Augusto Biz:	*Conceptualization, Methodology, Formal analysis, Investigation, Resources, Writing - Original Draft, Writing - Review & Editing,*	*50%*
Dores Cristina Grechi:	*Conceptualization, Methodology, Formal analysis, Investigation, Resources, Writing - Original Draft, Writing - Review & Editing,*	*50%*

This paper does not required ethics committee report

Justification: The methodology of this study does not require an ethics committee report.

Regionalization and Public Investment: Analysis of the transfers of the Ministry of Tourism (MTur) in the state of Rio de Janeiro

Rodrigo Cardoso da Silva, Maria Aparecida Pontes Fonseca

ABSTRACT

This article is dedicated to understanding the intertwining of two materializations of public Tourism actions, namely: the Tourism Regionalization Program (PRT) and the investments made by the Ministry of Tourism (MTur). This is a gap in the studies of public tourism policies, when trying to understand the effectiveness of public actions by the applied financial instruments (González, 2014). Thus, it is intended to align the resources allocated to the municipalities with the Tourism Regionalization Map, in order to spatialize these actions, discover possible concentrations and deepen the debate about ministerial action. Then, it is also intended to classify the use of public resources into categories of use (1 – Public Square; 2 – Event Support; 3 – Infrastructure; 4 – Urbanization; 5 – Management Actions; 6 – Attractions; 7 – Gantries; 8 – Tourist Sign). The spatial focus of the research will be the state of Rio de Janeiro, the choice of this federative unit was due to its significant power of attracting international tourists, as well as being a consolidated destination in the Brazilian domestic market. The time frame starts in 2004, as it is the first year of implementation of the Tourism Regionalization Program (PRT), and ends in 2016, due to the data from the Transfer Contracts System of the Ministry of Tourism (SIACOR) having this limitation. About 478 agreements established between MTur and the municipalities of RJ were analyzed. The main results point to a distribution of resources without technical criteria. Among the 10 municipalities that received the most resources from MTur, at least 4 (São João do Meriti, Itaborai, Maricá and Nova Iguaçu) have no tourist representation and no relevant tourist attractions, or even belong to Tourism production chains. The main category of use of MTur resources in RJ are: Infrastructure (30.3%), Urbanization (21%) and Public Squares (19.5%). The development of tourist attractions accounted for only 9.1% of all investment. In addition, the research points to important tourist municipalities in the state of RJ (Itatiaia and Cabo frio) that did not receive any agreement or funding from MTur. This paper contributes to elucidating the way MTur operates through the distribution of resources and their uses for the development of Tourism policies in the last decade.

1. Introduction

The participation of the Brazilian State in public Tourism policies has been consolidated since the 1990s, when the first state planning instruments for the Tourism sector were developed (Cruz, 2002). Between 1990 and 2003, government action was based on public policy programs, two of which stood out in this context, the Tourism Development Program (PRODETUR) and the National Tourism Municipalization Program (PNMT).

The first program, respectively, made significant investments in basic and tourist infrastructure, which was heavily concentrated in the northeast region, and was responsible for promoting Tourism on the coast (Cruz, 2002; Fonseca, 2005). The second program was dedicated to training public managers and entrepreneurs to manage the development of Tourism at the municipal level (Brusadin, 2005).

In 2004, the newly created Ministry of Tourism launched the PRT (Tourism Regionalization Program) that drastically changed the way to encourage the development of Tourism in the country, considering as a parameter the tourist region. Since then, a national effort has begun in the country to plan and organize the tourist regions, in 2004, at the beginning of the program,

Corresponding Author

Rodrigo Cardoso da Silva: Prof., Federal Institute of Brasilia Department of Tourism, Hospitality and Leisure, Brazil, Email: drigorcs@hotmail.com, Orcid Id: 0000-0001-8473-4244

Maria Aparecida Pontes Fonseca: Prof., Universidade Federal do Rio Grande do Norte (UFRN), Brazil, Email: mpontesfonseca@gmail.com, Orcid Id: 0000-0003-1863-2332

219 tourist regions were presented (Brasil, 2004). In 2019, the Tourism Regionalization Map identified 333 regions, a growth of 109 since the beginning of the process (Brasil, 2019).

In general, the tourist regions were created with specific purposes, among them, four gain prominence, they are: 1 – Plan and treat each tourist region with its characteristics and peculiarities; 2 – Internationalize Tourism products with the Brazilian essence; 3 – Promote the expansion of Tourism activity throughout the country; 4 – Create instances of governance to produce synergy between the government and the private sector, in addition to mobilizing civil society (Brasil, 2003, 2007, 2013b, 2018b; Silva, 2015).

The PRT is one of the programs with the longest implementation horizon, considered a long-term public policy, with 17 years in 2021 already elapsed since its creation. However, the results and effectiveness of this policy are not yet evident. Furthermore, has the region actually become the center of attention for state action? What prevented the success of this public policy? Did the tourist municipalities integrated in tourist regions receive more resources coming from MTur? How were these resources used? These are some of the questions that we intend to answer in this paper.

It is understood that there are several ways to consider public policies, in this work, the analysis will be based on the transfers of public resources to perform actions and activities related to the development of public policies. According to González (2006; 2014), one of the main difficulties of the management of tourist destinations in the context of public policies is in their financing. Therefore, it is relevant to investigate the dynamics of distribution of public resources for municipalities of tourist regions.

Within this context, the general objective is to understand the interweaving between the PRT and the public investments made by the Ministry of Tourism in the state of Rio de Janeiro. Delimited as specific objectives: A) to identify public investments made to tourist municipalities that are part of tourist regions. B) to identify how the resources were used in the municipalities. It is believed that this research can contribute to a technical analysis on the use of public resources intended for the development of Tourism[1] .

2. Public Investment in Tourism

Currently, it is noticeable that Tourism has entered the government agendas in order to encourage social development, economic growth, diversification of activities, increase international tourism receipts, increase employment, among other objectives. Contemporary modern society recognizes the expression of the Tourism phenomenon by its transversal capacity that affects and drives the service market in general. In this sense, tourist activity is an object of public interest and, consequently, attracts attention of the entire political class, directing efforts to create and manage specific policies for this activity in all spheres of public power (executive, legislative and judicial).

At the international level, developing countries that choose to bet on Tourism, and that do not yet have an economic expression in the capitalist market system, choose to face this issue by making available the resources present in their territories. Thus, to a large extent, natural resources, environmental and historical heritage are among the main potential attractions that are used to create a tourist supply to meet the demand for Tourism. However, this process of insertion and construction of the tourist market is not easy, since it is necessary to invest in many areas to consolidate tourist demand and become a competitive tourist destination. In this context, Tourism policies become necessary and their extension must be long-term, to reconcile the interests of all actors involved in the Tourism development process (Beni, 2006; González, 2006).

The triggering of the Tourism process requires investments in various sectors (infrastructure, professional qualification, tax incentives, financing, etc.) and for this reason, planning Tourism requires a wide legislative and financial apparatus. The investments that the government promotes in Tourism overflow and affect other areas of society, as it is an area with transversality (Banerjee et al., 2016).

Public investment in the Tourism sector is an action that is hardly possible to measure, because of its extension and its direct benefits. In Brazil, some researchers point out that this transversal capacity of Tourism has been misinterpreted, mainly in public policies and in investments directed by MTur, whose main consequence is the pulverized actions in various spheres,

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[1] *This article is part of the doctoral thesis entitled "Parliamentary interference in the budget of the Ministry of Tourism: discourse and reality of public Tourism policies in Brazil".*

predominantly actions in the area of infrastructure (Silva & Fonseca, 2017; Todesco & Silva, 2017). These works, for the most part, are punctual actions and disconnected from regional policies or local Tourism policies.

Regarding these specific actions, Silva and Fonseca (2017) and Silva (2015) point out that much of these investments come through parliamentary amendments that are linked to partisan political objectives and, therefore, far from the political proposals outlined by the National Tourism Plans, or even not aligned with the main difficulties and problems of local or regional Tourism management. This fact has been perpetuated for a long period and has contributed to the understanding of academia and scholars that Tourism policies are devoid of technical content.

Another movement that has been valued in public policies is decentralization[2] , so that the formation of boards and governance bodies are elements of decentralization in the policies of MTur, since 2004 (Coutinho, 2015; Nóbrega, 2012; Silva, 2015). Also on decentralization, it is important to emphasize that it can become a limiting factor and unable to improve externalities between municipalities, promoting unnecessary competition, if there is no alignment with regional political aspects ((Kis-Katos & Sjahrir, 2017) since decentralization actions do not have rules and well-defined criteria, they can cause competition among those who must share power. It is added that the Union (federal power) has a decisive role in fiscal and decision-making decentralization, and perhaps this sphere of government is the one with the greatest capacity to promote, in the hierarchical chain of public power, the foundations for the decentralization of power, based on the trust placed in public policies (Sztompka, 2016).

In the context of Tourism, decentralization is not yet a reality, considering that the governance bodies created with this perspective only hold the advisory role, so that they do not deliberate on regional issues, or even between municipalities and state governments (Nóbrega, 2012; Silva, 2015, 2016). In addition, fiscal decentralization was considered as a necessary action in Tourism policies, since it is not enough to create advisory regional councils, it is essential to promote financial and institutional autonomy (González, 2016; Silva & Fonseca, 2017; González, 2006).

Currently, public investments in various spheres of State action (health, education and the entire sphere of social security) have been operated by a movement of fiscal decentralization, that is, transfers are made directly from the Union to municipalities or state governments, according to its competence to act, to facilitate budget execution, as well as reduce political interference from other spheres of government (Moutinho, 2016).

For this reason, investment policy must also adapt to fiscal and decision-making decentralization. For more than a decade, Tourism policies have been promoting the formation of governance bodies to provide effective management of Tourism regions in the country, through the PRT[3]. However, no MTur study or document proves this alignment of what is invested with the needs and priorities of the tourist regions of the country.

In the area of Tourism, it is common for public actors to allocate resources for works in the areas of transport, mobility, sanitation, urban reform and landscaping, that is, designate these resources as investments in Tourism (Mazón, 2014). In fact, these areas corroborate with the development of the activity, but in many cases, the main issues or with greater urgency are not resolved by these investments. This fact happens when public investments and public policy guidelines are not aligned, this scenario is also of paramount importance for the present paper, to the extent that it reflects on the current situation of Tourism in the country, taking into account that there was public investment in municipalities and tourist regions in the country (Lemos, 2013; Silva & Fonseca, 2017; Silva Junior & Silva, 2019)

It is understood that investments in the Tourism area must, first of all, address the central issues of the practice of the activity, such as: infrastructure for existing attractions, management actions, regularization of the market, and improvement of local potential. Logically, the main demands being met, it is possible to indirectly benefit from various aspects of urbanization, aesthetics, as well as the quality of life in cities and tourist spaces (Yázigi, 2003a). In addition, it cannot be denied that what favors the quality of life of the resident, generates equal benefit for the practice of Tourism (Yázigi, 2003b).

According to Banerjee, Cicowiez, & Cotta (2016), in countries that are still new to the tourist market,

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2 *Decentralization is related to increasing the decision-making power of smaller bodies on local issues, this aspect is interconnected with the implementation of governance as a model of public policies.*
3 *Tourism Regionalization Program started in 2004.*

one of the objectives of public investments is to improve aspects of the governance of destinations and the sector, in addition to creating favorable environments for the development of private initiatives. This recommendation of the authors is for countries that have few sources of financing and are not yet consolidated destinations, as they need to create market conditions to attract local and mainly foreign investment. In addition, they need an organization that addresses local conflicts and obstacles. In Brazil, the investment policy came before the establishment of Tourism governance actions, as an example, we can cite the policies of megaprojects and PRODETUR in the 1990s and 2000s (Duda & Araujo, 2014; Fonseca, 2005; Paiva, 2010).

In short, government-level Tourism planning and management is still a primary challenge. In this sense, understanding the use of resources operated in the Tourism area helps us to map out how the Brazilian State has acted in the structuring and development of its destinations.

In this study, it was decided not to choose a specific theory on public policies and public budget (despite recognizing the application of several, such as: multiple flows, incrementalism, public policy cycle, among others). That is because, in a certain way, this choice could direct the researcher to specific aspects and categories already contemplated in existing theories. In this sense, we sought to investigate public investments and to find new ways to reflect specifically on the reality of Brazil,

with emphasis on the budget and public Tourism policies. This challenge was faced by understanding that it is thus possible to conduct a process of induction of new knowledge, and reflections arising from the reality of the budget for Tourism.

3. Study Methodology

Rio de Janeiro (RJ) is adopted as a spatial focus for this research, as it is the state with the highest tourist representation in Brazil, being this the main tourist destination of the country. According to the study of international tourist demand, 70% of tourists go to RJ with leisure intentions, and the main segment is sun-and-beach Tourism (60%), followed by the segment of nature, ecotourism and adventure (19%) and, finally, culture (18.2%) (Brasil, 2018a). According to the study of domestic travel demand, RJ's estimate of domestic demand in 2012 was about five million tourists annually (Brasil, 2012). In this sense, the state becomes ideal to analyze the function and distribution of MTur resources for municipalities belonging to tourist regions.

The time frame of the research was established between 2004 and 2016, this choice was made by the use of the Transfer Contracts System[4] (SIACOR) database, where it was possible to collect all the transfer agreements concluded between MTur and the municipalities of RJ. This specific database only contains information until 2016, because there were significant changes in the databases with the Government of Michel Temer,

Table 1: Tourist regions and number of tourist municipalities in RJ

	Tourist regions (2006)	Number of municipalities	Tourist regions (2009)	Number of municipalities	Tourist regions (2013)	Number of municipalities	Tourist regions (2016)	Number of municipalities
Rio de Janeiro	Agulhas Negras	4	Agulhas Negras	4	Agulhas Negras	4	Agulhas Negras	4
	Metropolitana	2	Metropolitana	2	Metropolitana	2	Metropolitana	2
	Costa do Sol	13	Costa do Sol	13	Costa do Sol	13	Costa do Sol	13
	Serra Verde Imperial	10	Serra Verde Imperial	5	Serra Verde Imperial	5	Serra Verde Imperial	5
	Costa Verde	5	Costa Verde	5	Costa Verde	5	Costa Verde	5
	Vale do Café	14	Vale do Café	13	Vale do Café	13	Vale do Café	12
	Baixada Fluminense	9	Baixada Fluminense	10	Baixada Fluminense	10	Baixada Fluminense	5
	Serra Norte	12	Serra Norte	11	Serra Norte	11	Caminho da Serra	7
	Caminhos da Mata	5	Caminhos da Mata	5	Caminhos da Mata	5	Caminhos da Mata	5
	Costa Doce	5	Costa Doce	5	Costa Doce	5	Costa Doce	2
	Noroeste das Águas	13	Noroeste das Águas	13	Águas do Noroeste	13	Águas do Noroeste	7
	-	-	Caminhos Coloniais	6	Caminhos Coloniais	6	Caminhos Coloniais	4
total	11	92	12	92	12	92	12	71

Source: Mapas do turismo brasileiro (Brazilian Tourism Maps) (Brasil, 2004, 2009; 2013a; 2016)

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4 Transfer contracts (agreements) were regulated by Decree No. 6,170 of July 25, 2007.

and thus the information began to be hosted in other systems with different formats, such as the Transparency Portal, Plataforma Mais Brasil, among others. The main result we tried to achieve was to identify where, how much and what amounts were allocated to tourist municipalities, considering producing a detailed analysis.

To systematize and present the data, we chose to produce cartographic maps in order to demonstrate the concentrations of public resources in certain municipalities. The spatial analyses were divided into four periods, namely: 2004/2006, 2007/2010, 2011/2014 and 2015/2016. This division was carried out in order to facilitate the comparison of the volume of resources destined to municipalities, and whether they were contemplated in tourist regions. Following is Table 1 with information about the tourist regions in RJ, as well as the number of municipalities in each region.

RJ has 92 municipalities and all were considered tourist in the regionalization of 2006, 2009 and 2013. The number of tourist municipalities in RJ only declined to 71 in the regionalization of 2016. In relation to the number of tourist regions, another tourist region was added – Caminhos Coloniais in the regionalization of 2009, totaling 12 tourist regions that remain to this day.

The process of regionalization of Tourism in Brazil has undergone several changes over time, these changes covered several areas, some are mentioned: 1 – name change of the tourist regions; 2 – creation and exclusion of regions; 3 – inclusion and exclusion of municipalities (Fonseca et al., 2019; Silva, 2016). Therefore, to reduce these

distortions and problems, a map of the reference regionalization was adopted for each temporal division of the analyses. Thus, for the first period, the regionalization of 2006 was used, for the second the regionalization of 2009, for the third the regionalization of 2013 and finally, for the fourth period the regionalization of 2016. Despite the regionalization of RJ being a one of the most stable in terms of the number of municipalities and tourist regions, it maintained the periodization in four periods, in order to offer more details about the investments.

On the maps, the municipalities that received resources from MTur according to each time frame are highlighted in green. An intensifying color scale (going from lighter to darker green) was used to represent the investment concentrations. Six investment and color scales were defined, ranging from 0 (zero) to above 4 (four) million Brazilian Reais.

It is important to note that all agreements signed by MTur were accounted for, regardless of the situation[5] , because it was considered that there was the availability of public resources at the federal level to the municipalities, in addition, there is a range of factors that can lead to the cancellation of the transfer from the inability to elaborate projects, to the political will to change the object of investment.

To identify the use of the resource and classify it into categories for objective evaluation, the categories presented and detailed in Chart 1 below were adopted.

Chart 1: Category of uses of public resources.

CATEGORIES	DESCRIPTION OF OBJECTS
1 – Construction of Public Squares	Implementation, reform, revitalization of public squares and other interventions in squares.
2 – Event Support	Event sites, exhibition parks, convention centers and similar physical structures that aim to promote events.
3 – Infrastructure	Handicraft centers, sports gyms, tourist and bus terminals, kiosks, renovation or revitalization of buildings, implementation of infrastructure, marinas, acquisition of equipment.
4 – Urbanization	Paving, asphalting of roads, improvement of accesses, revitalization of public spaces, drainage works and deployment of bridges to improve access.
5 – Activity Management Actions	Plans and projects whose purpose is the planning for tourist activities in municipalities and states.
6 – Tourist Attractions	Support to tourist attractions, renovation, requalification of shores, trails, viewpoints and parks, implantation of a tourist complex. Works with the purpose of providing improvement of beaches and resorts.
7 – Gantries	Infrastructure for signaling the entrances and exits of urban areas, renovation or revitalization of gantries.
8 – Tourist Sign	Signaling of tourist places or spaces in municipalities. Signaling or plate revitalisation system.

Source: Adapted from Silva (2015), Lima (2017) and Silva Junior e Silva (2019).

5 The agreements/contracts may present the following situations of the work: advanced, delayed, not started, normal, stopped.

These categories of public resource use presented in the chart above were based on some previous research, such as Silva (2015), Lima, (2017) e Silva Junior, Silva (2019). It is noteworthy that the categories of use of resources represent a methodological effort to synthesize numerous agreements/contracts that were concluded in this study, the main objective being to understand the use of public resources.

As the final stage of the analysis, the panorama of the 10 municipalities that received the most resources will be evaluated. The study follows a quantitative approach, using descriptive analyses. The data tabulation was done with the help of the Excel software, using descriptive statistics on the contributions of resources and accounting.

Finally, we emphasize the investigative character of this work in an attempt to formulate theoretical elements on the process of planning and execution of public Tourism policies in Brazil, and that for this reason no specific theory or theoretical categories were determined, to have greater freedom of analysis and observation of reality.

4. Analysis of Public Investments in Rio De Janeiro
The analysis of the results begins by showing the volume of resources transferred by MTur to the municipalities of RJ by period of time, investment volume and municipal counterparts. This information is presented in Table 02 below.

Table 2: Summary of investments of MTur transfers in RJ (BRL) - 2004/2016.

| Periods	Investment Volume	Municipal counterparts
2004 – 2006	40.803.000.00	8.625.513.10
2007 – 2010	121.871.244.50	25.153.454.80
2011 – 2014	112.854.122.50	12.479.202.40
2015 – 2016	29.720.556.00	5.260.863.70
Total	305.248.923.00	51.519.034.00

Source: SIACOR, MTur. Authors' elaboration.

To better understand the dynamics of the distribution of public resources and their application in the municipalities of Rio de Janeiro, the results were separated by periods according to Table 02. Thus, it is intended to deepen and reference the resource concentrations in each time frame.

Distribution of Resources Between 2004 and 2006
Between 2004/2006, approximately BRL 40 million were distributed to 49 municipalities (53.2%) that concluded agreements/contracts with MTur, reaching a volume of 104 agreements. In this scenario, 43 municipalities had no investments, even though they were considered touristic and members of tourist regions. This analysis can be visualized in Map 1, which shows that there is a considerable proportion of municipalities with the lowest investment scale. In contrast, the largest sums of resources were concentrated in five municipalities (Niterói, Rio das Flores, Maricá, Petrópolis and Angra dos Reis). The municipality of Niterói has prominence in this time frame, because it concentrated, alone, about BRL 7 million in resources.

Map 1: MTur investment in the municipalities of RJ - 2004/2006
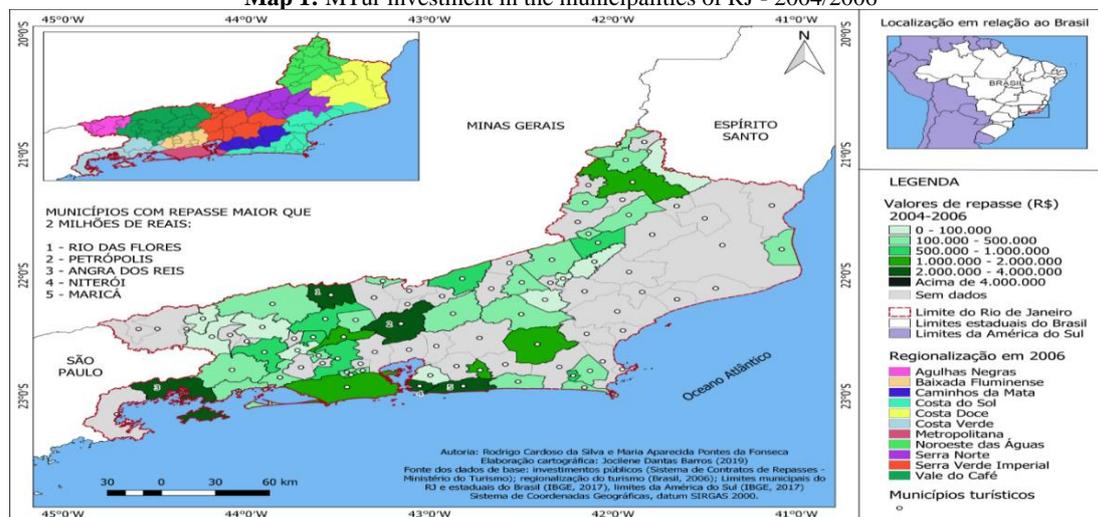
Source: Authors' elaboration.

Next, Map 1 with the spatialization of public investments in the state of RJ.

In this spatial focus of 2004-2006, it is noticed that the tourist regions of Costa do Sol, Serra Verde Imperial and Costa Doce had few municipalities served by public resources.

It is noticeable in the previous map that the investment category of BRL 1 million to BRL 2 million contemplated six municipalities (Itaperuna, Rio de Janeiro, Silva Jardim, Tanguá, Miguel Pereira, Nova Iguaçu), which represent 12.2% of investments. Itaperuna had the largest investment (BRL 1.3 million) of this group, however, this municipality was not considered as a municipality with tourist representation, and even today, it is configured as an industrial municipality in the north of the state.

In the category of BRL 500 thousand up to BRL 1 million, a group of nine municipalities was formed (Itaocara, Pirai, Engenheiro Paulo de Frontin, Vassouras, Nilópolis, Iguaba Grande, Sapucaia, Cambuci and Valença), most of them located in the interior of the state of RJ. With the exception of Vassouras, the other municipalities do not have potential attractions that justify the investments they received.

In the BRL 100 thousand to BRL 500 thousand category, most of the investment was concentrated in 29 municipalities representing the largest portion, around 59%, of the total municipalities with investment in RJ. Thus, in this time frame, there was an intense spraying of public resources.

In this sense, it should be noted that Paraty and Cabo Frio are municipalities that have not received investment, but were already consolidated tourist destinations.

Between 2004 and 2006, a volume of about BRL 40 million was invested throughout the state of RJ, noting that the tourist region of Costa Doce obtained the least amount of resources, having only one municipality of this region contemplated. In this scope, the distribution of resources found in Map 1 does not appear to follow technical criteria or a planned order of Tourism Development.

Distribution of Resources Between 2007 and 2010.
Continuing with the analysis of investments, the study turns to the second time frame of 2007-2010, which is one of the broader investment segments. The regionalization that was used as a parameter is that of 2009. In this regionalization, RJ added another tourist region (Caminhos Coloniais[6]), which resulted in a total of 12 tourist regions, but the number of tourist municipalities remained 92. Next, Map 2 is presented with the spatialization of public investments of MTur, in the period 2007 – 2010.

According to Map 2, 67 (73%) municipalities with MTur investments were considered in the state of RJ. In this period, a total of 226 agreements/contracts were signed with the municipalities, and it should be noted that 25 municipalities considered touristic were no longer served in this period of analysis.

Map 2: MTur investment in the municipalities of RJ – 2011/2014.
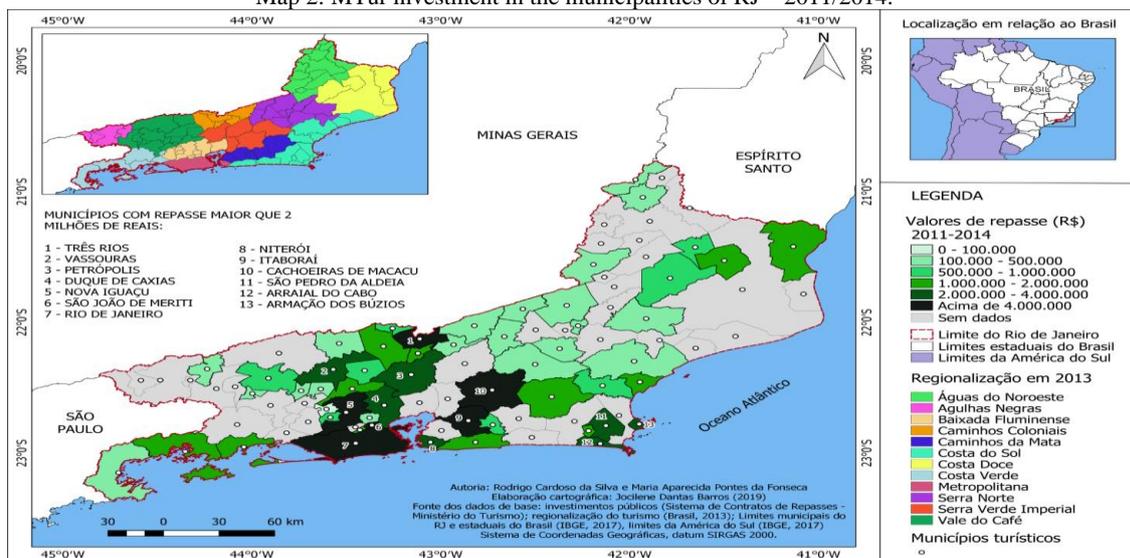
Source: Authors' elaboration.

6 The Caminhos Coloniais region was created by the separation of municipalities with borders with Minas Gerais, the municipalities that formed the new region were: 1 – Areal, 2 – Comendador Levy Gasparian, 3 – Paraíba do Sul, 4 – São José do Vale do Rio Preto, 5 – Sapucaia and 6 – Três Rios.

The largest investments, above BRL 4 million, were concentrated in six municipalities (about 6.5%), namely: São João do Meriti (BRL 24.9 million), Paraty (BRL 7.9 million), Rio de Janeiro (BRL 7.2 million), Armação de Búzios (BRL 5.4 million), Nilópolis (BRL 4.7 million) and Angra dos Reis (BRL 4.1 million). These municipalities, alone, concentrated about BRL 53 million out of a total of BRL 121 million, representing a little more than 43% of the four-year investments.

In the BRL 2 to BRL 4 million category, this group covered 8 municipalities (8.7%), namely: 1 – Valença (BRL 3.7 million), 2 – Maricá (BRL 3.6 million), 3 – Duque de Caxias (BRL 2.8 million), 4 – Niterói (BRL 2.6 million), 5 – Resende (BRL 2.3 million), 6 – Rio Claro (BRL 2.2 million), 7 – Teresópolis (BRL 2.2 million) and 8 – Petrópolis (BRL 2.1 million). In this group, only three municipalities have a certain tourist representation, being them: Niterói, Teresópolis and Petrópolis.

In the category of values averaged from BRL 1 to BRL 2 million, 20 municipalities (about 21.7 %) were on this investment scale. There are still 16 municipalities (about 17.4%) with investments of BRL 500 thousand to BRL 1 million and, finally, 14 municipalities (about 15.2%) in the investment category of BRL 100 thousand to BRL 500 thousand.

In the period 2007-2010, approximately BRL 121.8 million were distributed to the municipalities of RJ, a volume three times greater compared to the previous period (2004 – 2006). Most of the resources were concentrated on the coast of RJ, as well as for the municipalities near the capital. This same scenario was observed in the state of Rio Grande do Norte (RN).

The case of the municipality of São João do Meriti, located near the municipality of Rio de Janeiro, which had the highest concentration of resources, was surprising. However, the market and tourist attractions of this municipality are not expressive, nor do they offer complementarity to another destination of the state, a situation that will be investigated later.

In this time frame (2007-2010), resources were more concentrated than in the previous one, although the volume of resources was significantly higher. There is a relevant number of municipalities in the smallest investment bands. It is also noticeable that there is a greater number of municipalities with values above BRL 4 million. It is noteworthy that even with a small amount of municipalities in RJ, about 25 ceased to be benefited from the Ministry's resources. According to the volume of resources of 2007-2010, as well as considering the territorial extent of RJ, it would be possible to serve the 92 tourist municipalities of the state.

It is noticed that there is a force that operates and directs these resources to specific municipalities; it is considered that this direction is made by parliamentarians, through individual and bench amendments. According to Silva (2015) and Todesco and Silva, (2021), it is possible to observe this trend of parliamentary action when studying the budget and its composition in the Tourism portfolio.

Distribution of Resources Between 2011 and 2014.
The following is the next time frame of investment, which includes the years from 2011 to 2014, as well as the Tourism Regionalization Map of 2013, which was used as a parameter to identify the tourist municipalities. Next, Map 3 with the spatialization of resources in the state of RJ.

Map 3: MTur investment in the municipalities of RJ – 2015/2016.
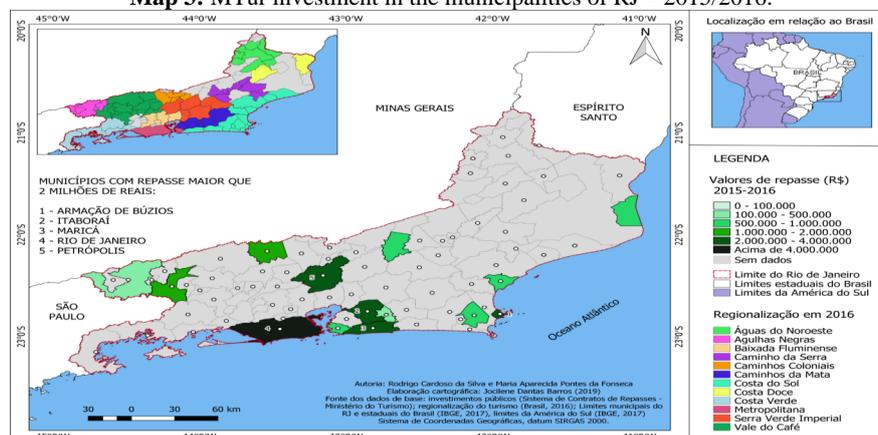
Source: Authors' elaboration.

It should be noted that there was no change in the number of tourist municipalities in the state of RJ, remaining 92 according to the Tourism Regionalization Map in 2013. The time frame of Map 3 shows a spatialization of 54 (58.6%) municipalities with MTur resources, which concluded 119 agreements/contracts with the contribution of BRL 112 million.

In the range of investments above BRL 4 million, only six municipalities stand out: 1 – Rio de Janeiro (BRL 28.2 million), 2 – Itaboraí (BRL 10.3 million), 3 – Nova Iguaçu (BRL 7.3 million), 4 – São João do Meriti (BRL 5.9 million), 5 – Cachoeira do Macacu (BRL 4.7 million) and 6 – Três Rios (BRL 4.4 million). It should be added that this range of investment concentrated around 61 million, that is, more than half of the resources distributed in this time frame.

In the category of BRL 2 to BRL 4 million invested, there are seven municipalities, they are: 1 – Armação de Búzios (BRL 3.8 million), 2 – Niterói (BRL 3.8 million), 3 – São Pedro da Aldeia (BRL 3.1 million), 4 – Duque de Caxias (BRL 2.9 million), 5 – Arraial do Cabo (BRL 2.9 million), 6 – Petrópolis (BRL 2.4 million) and 7 – Vassouras (BRL 2.0 million). This category agglomerated about BRL 21 million. It is noteworthy that the municipalities of Itaboraí, Nova Iguaçu and São João do Meriti have a considerable contribution of resources, but these municipalities do not have an expression in the market and tourist attractiveness of RJ.

In the category of BRL 1 to BRL 2 million investment, a group of 12 municipalities was formed, which concentrated about BRL 17 million. The other 30 municipalities were in the two lowest investment range. The Agulhas Negras tourist region was the region with the lowest investment, followed by Águas do Noroeste. This data coincides with the data on the decrease in the Ministry's budget (Todesco e Silva, 2021).

Distribution of Resources Between 2015 and 2016.
Next, Map 4 displays the last time frame of investment, and the regionalization of the year 2016 was used to identify the tourist municipalities. It is noteworthy that there was a change in the number of tourist municipalities from 92 to 71 tourist municipalities. The state of RJ decreased 21 tourist municipalities, however, the number of tourist regions remained the same (12 regions).

The tourist regions that lost municipalities were Águas do Noroeste and Costa Doce. Another change that happened was the name change of the Serra Norte region in 2013, which was renamed Caminhos da Serra in 2016.

In this last time frame represented on Map 4, only 14 municipalities were identified and 29 agreements/contracts were established. The contribution of resources was around BRL 29 million, the lowest amount invested. The municipality of Rio de Janeiro is the only municipality with investments above BRL 4 million, to be more precise, about BRL 8 million were invested.

Map 4: MTur investment in the municipalities of RJ – 2015/2016.
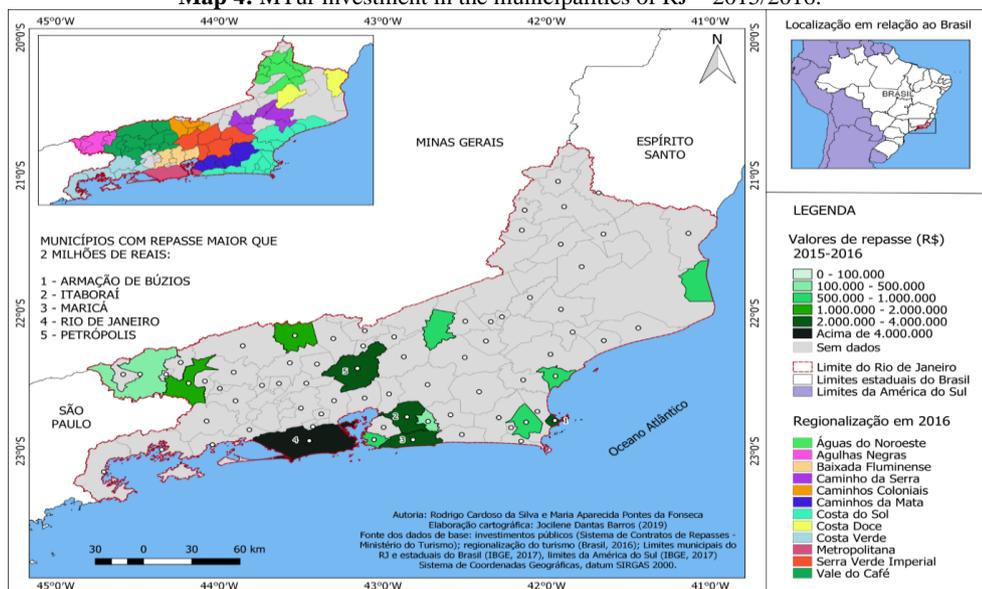
Source: Authors' elaboration.

In this time frame, four municipalities obtained investments ranging from BRL 2 to BRL 4 million, they are: 1 – Itaboraí (BRL 3.8 million), 2 – Armação De Búzios (BRL 2.3 million), 3 – Maricá (BRL 2.3 million) and 4 – Petrópolis (BRL 2.2 million).

In the category of BRL 1 to BRL 2 million, only three municipalities obtained such values, these being: 1 – Tanguá (BRL 1.7 million), 2 – Rio das Flores (BRL 1.2 million) and 3 – Barra Mansa (BRL 1.0 million). The other six municipalities are located in the lowest investment categories, below BRL 1 million. With the reduction of tourist regions in this time frame, two municipalities that are not part of the regionalization of Tourism received resources, they are: São João da Barra and Sumidouro. These municipalities received, respectively, BRL 580 thousand and BRL 975 thousand in investments.

In the period 2004-2013, the state of Rio de Janeiro presented the peculiarity of having all its municipalities considered touristic and integrated into the tourist regionalization. Next, Table 3 presents a summary of information on the number of municipalities served in the state, as well as those considered touristic or not.

Table 2 presents an interesting scenario, in which it is highlighted that all investments were made in municipalities considered touristic, since the whole state was considered touristic from 2006 to 2013. The periods with the highest number of tourist municipalities contemplated with investments are 2007/2010 and 2011/2014. On the other hand, it is noteworthy that there is a significant amount of

Chart 2: List of Touristic Municipalities without MTur investment (2004/2016).

Tourist municipality in 2006	Tourist municipality in 2009	Tourist municipality in 2013	Tourist municipality in 2016
Araruama	Araruama	Araruama	Araruama
Cabo Frio	Cabo Frio	Cabo Frio	Cabo Frio
Carapebus	Carapebus	Carapebus	Carapebus
Conceição de Macabu	Conceição de Macabu	Conceição de Macabu	Conceição de Macabu
Guapimirim	Guapimirim	Guapimirim	Guapimirim
Itatiaia	Itatiaia	Itatiaia	Itatiaia
Magé	Magé	Magé	Magé
São José de Ubá	São José de Ubá	São José de Ubá	*
Seropédica	Seropédica	Seropédica	*
Trajano de Moraes	Trajano de Moraes	Trajano de Moraes	*
Varre-sai	Varre-sai	Varre-sai	*

Source: SIACOR, Tourism Regionalization Map (2006, 2009, 2013, 2016). Authors' elaboration.
* municipalities that were no longer considered tourist in 2016.

tourist municipalities that were left without investment in all periods, even though the state has a reasonably smaller number of municipalities. In this sense, it was investigated which municipalities did not receive MTur's investments. Below, Chart 2 brings this survey.

When analyzing Chart 2 above, there are some interesting aspects. The first is the case of seven of these municipalities (Araruama, Cabo Frio, Carapebus, Conceição de Macabu, Guapimirim, Itatiaia, Magé) that despite participating in the PRT since 2006, did not receive any funds from MTur. The second case is the municipalities of São José de Ubá, Seropédica, Trajano de Moraes, Varre-sai, which were on the Regionalization Map

Chart 3: List of Touristic Municipalities without MTur investment (2004/2016).

Tourist municipality in 2006	Tourist municipality in 2009	Tourist municipality in 2013	Tourist municipality in 2016
Araruama	Araruama	Araruama	Araruama
Cabo Frio	Cabo Frio	Cabo Frio	Cabo Frio
Carapebus	Carapebus	Carapebus	Carapebus
Conceição de Macabu	Conceição de Macabu	Conceição de Macabu	Conceição de Macabu
Guapimirim	Guapimirim	Guapimirim	Guapimirim
Itatiaia	Itatiaia	Itatiaia	Itatiaia
Magé	Magé	Magé	Magé
São José de Ubá	São José de Ubá	São José de Ubá	*
Seropédica	Seropédica	Seropédica	*
Trajano de Moraes	Trajano de Moraes	Trajano de Moraes	*
Varre-sai	Varre-sai	Varre-sai	*

Source: SIACOR, Tourism Regionalization Map (2006, 2009, 2013, 2016). Authors' elaboration.
* municipalities that were no longer considered tourist in 2016.

until 2013 and, soon after, ceased to be considered touristic.

These two observation points of Chart 2 present a reality that can help to understand a little about the fluctuations in the number of municipalities participating in the PRT, in which a group of municipalities remained active in the political guidelines and did not receive investments; this fact weakens the Tourism policy in its collaborative, synergistic and democratic values. In the other situation, municipalities that remained for a long period in the PRT and abandoned it, as they did not see any benefits or advances for being considered touristic.

These two situations undermine the confidence of public and private actors about the efficiency of the Tourism Policy. About this aspect, Sztompka (2016) emphasizes that it is a priority to maintain trust and establish a system that supports rules and criteria for all participants in the groups. The lack of technical criteria for applying and receiving appeal may be a factor that contributed to the inefficiency of the results of public actions.

Also in Chart 2, there are two prominent municipalities, they are: Cabo Frio and Itatiaia, highlighted in blue. Both municipalities are regional tourist destinations, having a representative market and tourist attractions. In the case of Itatiaia, the municipality holds, in its territory, the Itatiaia National Park (first national park created in 1937), which attracts a flow of people interested in the segments of nature Tourism, adventure and ecotourism (Hubner, 2013).

In addition, the District of Penedo, located in Itatiaia, near the National Park, attracts a significant flow of people from the region, because it houses the only Finnish colony in Brazil, as well as a consolidated market structure with accommodation, catering and entertainment equipment characteristic of tourist activity (Fagerlande, 2015, 2010). It is added that Itatiaia

is a municipality belonging to the Agulhas Negras tourist region [7].

The municipality of Cabo Frio belongs to the tourist region of Costa do Sol since 2006, and its main attraction is in the landscapes and beaches. According to Fonseca, (2011) Cabo Frio, Armação de Búzios and Arraial do Cabo are the three most important municipalities in the region when it comes to tourist activity. In addition, it should be noted that Cabo Frio has an airport and manpower training institutions, both primary services for the maintenance of Tourism (Fonseca, 2011). Next, Table 4 is presented with data on the market and economy of Tourism in Itatiaia and Cabo Frio.

In this scenario, the two municipalities presented reinforce the detachment of these investments with reality, making it more evident that there is a force that operates behind these investments, without using technical criteria. The detailed analysis of the investments reveals the political strength of the municipalities as a decisive element; this fact would explain the situation of São João do Meriti, Nova Iguaçu, among other municipalities, with significant contribution of resources, but without a strong representation of Tourism in these municipalities.

In general, about BRL 305 million were directed in the state of RJ, these resources were distributed in 81 municipalities, this represents 88% of the municipalities of the state. Observing the concentrations of investments demonstrated so far, it is not possible to affirm that technical elements of the market were studied, or even the Tourism potential was taken in consideration for the allocation of resources in RJ. It was identified some peculiar situations of municipalities such as Itatiaia and Cabo Frio, which had no action financed by MTur resources, which, in turn, were neglected to benefit municipalities such as São João do Meriti, Itaboraí and others in the state of RJ.

Table 4: Tourist categorization data for 2017.

Tourist region	Municipality	Quantity Lodging Jobs	Quantity Lodging Establishments	International Flow	Domestic Flow	Category 2017
Agulhas Negras	Itatiaia	524	96	5.677	99.260	B
Costa do Sol	Cabo Frio	693	80	22.707	1.345.732	A

Source: Ministry of Tourism, adapted from the categorization of tourist municipalities (2017).

7 Information taken from the interview held on July 05, 2019, with the municipal representative of the secretariat of Tourism.

In the universe of agreements/contracts, almost no actions were identified that make mention of tourist regions or even works and actions between tourist municipalities. The only mention of this type of situation was identified in two in the years 2012 and 2016. The first dealt with the construction of a gantry in Duque de Caxias, managed by the Secretariat of Works of the state of RJ, worth BRL 1,950,000 (one million, nine hundred and fifty thousand Brazilian Reais). The second agreement dealt with installing five tourist information offices in the municipality of Rio de Janeiro in the amount of BRL 460,000 (four hundred and sixty Brazilian Reais). These two agreements/contracts bring, in the description of the action, mentioning the benefits for several municipalities, however, the objects financed by them are singular and are directed to specific municipalities.

Following the analysis, the next step is to understand how these Tourism resources were used in the municipalities of the state. In this sense, Table 5 will provide a summary of the distribution of the use of resources in the eight categories of use, as well as the amount of municipalities and agreements/contracts established with the municipalities of Rio de Janeiro.

Overall, the state of RJ had 478 agreements/contracts established between the years 2004 to 2016. In Table 5, three categories of resource use were highlighted, they are: "Infrastructure", followed by "Urbanization and Public Squares". It is noticeable that the broader category is "Infrastructure", with 62 municipalities and 142 agreements/contracts, representing 30% of the resources. Soon after, comes "Urbanization"

with 90 agreements/contracts established in 39 municipalities of RJ, this category represents 21% of resources. Third, the category "Public Squares" appears with 134 agreements/contracts in 54 municipalities, representing 19.5%. If these three categories were aggregated, they would represent about 70% of the resources, a scenario that puts RJ with a higher concentration of resources than RN, when it comes to the category of use.

The categories "Attractions" and "Tourist Signage" were at the same level, both in the number of municipalities and agreements/contracts. This fact highlights a certain asymmetry, since RJ held a significant amount of municipalities organized in tourist regions. However, it appears that investments in the "Attractions" category were low, which was left out of the other forms of use of the Ministry's resources.

The category "Gantries" and "Event Support" also had a number of similar resources; their representation in the amount was 4.8%. However, only nine municipalities had agreements/contracts in the category "Event Support", with 10 agreements/contracts signed. On the other hand, the category "Gantries" includes 22 municipalities contemplated and 26 agreements/contracts signed with the same contribution of resources.

Finally, the category "Management Actions" was the smallest budget invested with a representation of 1% of the volume of resources, with only four agreements/contracts signed. Among them, two went to the municipality of Armação de Búzios with the elaboration of a marina project and improvements to the pier. The other two agreements/contracts were for the municipality of Rio de Janeiro, with tourist signage and accessibility projects in the city.

Table 5: Distribution of public resources by category of use in RJ (2004-2016).

Resource Usage Category	Number of municipalities	Number of Agreements/Contracts	%	Invested value	%
1 – Public Square	54	134	28	BRL 59.378.520.10	19.5
2 – Event Support	9	10	2	BRL 14.735.000.00	4.8
3 – Infrastructure	62	142	30	BRL 92.469.204.90	30.3
4 – Urbanization	39	90	19	BRL 64.208.663.40	21.0
5 – Management Actions	2	4	1	BRL 3.190.000.00	1.0
6 – Attractions	24	38	8	BRL 27.766.165.30	9.1
7 – Gantries	22	26	5	BRL 14.593.689.20	4.8
8 – Tourist sign	22	34	7	BRL 28.907.680.10	9.5
Total	-	478	100%	BRL 305.248.923.00	100%

Source: SIACOR, MTur. Authors' elaboration.

This panorama of the agreements/contracts of RJ outlines a scenario in which it is considered that the Ministry's resources have developed specific structures and without effective link with the development of Tourism, considering that categories such as "Attractions" and "Management Actions" occupy peripheral positions in investments.

To broaden the debate on the use of these resources in RJ, the 10 municipalities with the largest investments of Mtur were selected, considering the period 2004-2016. Next, Table 6 provides a detailed synthesis by categories of use of these investments.

In Table 6 (see Appandex), it should be noted that the municipalities of Rio de Janeiro and São João do Meriti, both are the main destination of MTur resources in the state. While Rio concentrates resources on "Tourist Signage, Public Squares and Attractions", São João do Meriti makes use mainly in "Public Squares, Urbanization and Event Support". Together these two municipalities cover about 45% of the resources; that is, they are two investment centers in the state of Rio de Janeiro, when the volume of resources per municipality is analyzed in the period from 2004 to 2016.

According to Table 6, the most relevant categories of resources were "Infrastructure and Urbanization". In the "Infrastructure" category, the municipalities of Niterói, Nova Iguaçu, Itaboraí and Petrópolis stand out. In the category "Urbanization", there are Maricá, Paraty, São João do Meriti and Armação de Búzios.

It is important to mention that many objects belonging to partners are found as "Support for Tourism Infrastructure Projects", however, it is not possible to assess what type of object was materialized with these investments, since there is no more detailed information. The category of "Infrastructure" houses a range of objects, among them: renovations, extensions, modernizations and construction of related buildings and tourist circulation spaces.

It is noticed that many MTur resources are used to solve urban policy problems, such as sanitation, access, roads and even paving avenues. Certainly, Tourism can benefit from this type of improvement, but for these sectors, there are other bodies with significant performance, such as the former Ministries of Cities and National Integration that were in full operation at the time of these agreements/contracts. According to Cruz (2002)

and Fonseca (2005), when studying PRODETUR, Tourism policy actions assumed the role of urban policy. Apparently, the versatility and complexity of Tourism are used as a cloak to cover up the biased use of resources, making it impossible to boost Tourism with this resource.

The third category to use MTur resources is the implementation of "Public Squares". In this category, three municipalities stood out, being: Rio de Janeiro, São João do Meriti and Itaboraí.

The category of "Public Squares" is relevant for the municipalities, as it is the most requested type of investment so far by the municipalities of RJ. This fact reinforces the understanding that these works, using MTur resources, have a greater relationship with political power than with the development of Tourism (Silva, 2015).

In the "Attractions" category, Rio de Janeiro, Angra dos Reis and Niterói had a higher performance. The features of the "Attractions" category were used to recover or improve some sights in RJ. It is noticed, in the research, that most of the resources that are classified as "Attractions", are, in fact, works on beaches, public bathing spots and viewpoints. The agreements/contracts revolve around the revitalization, small improvements, requalification and recovery of these spaces.
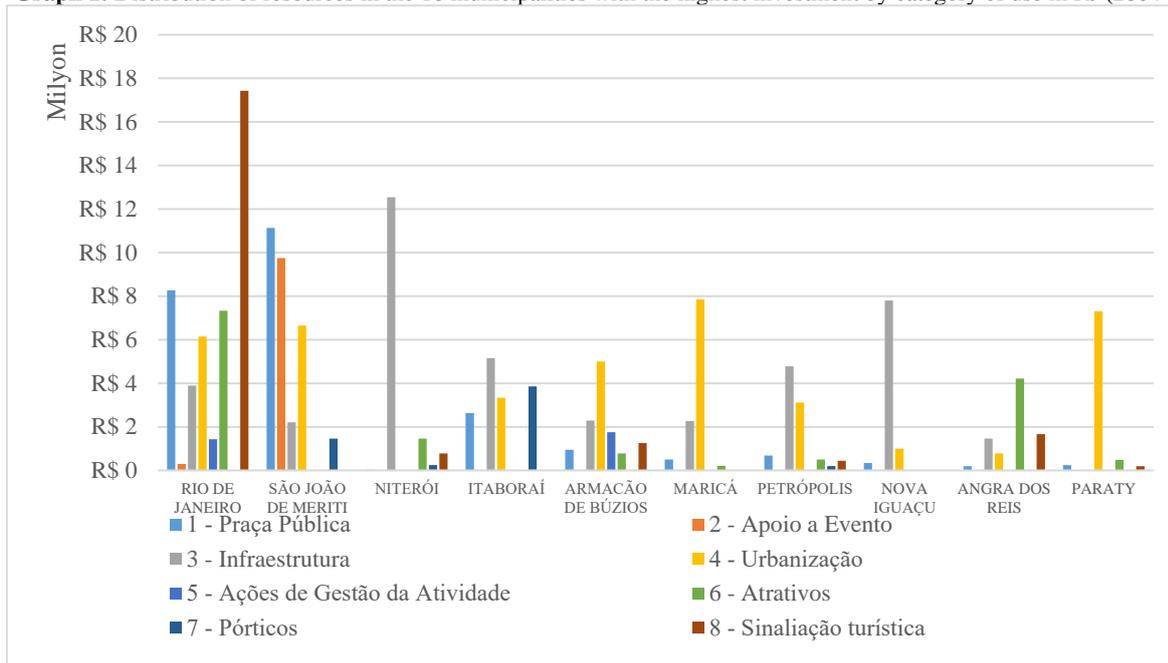
A highlight in the category "Attractions" is the municipality of Engenheiro Paulo Frontin, which is not among the 10 largest investments, but it is the one that has more agreements/contracts in this category, in total there are five agreements/contracts to implement the Lago Azul Tourist Complex[8] , with about BRL 1 million being allocated between the years 2005 to 2009.

Next, Graph 1 summarizes the distribution of resources and ratifies the analyses made in this session on the municipalities of RJ, considering the investments made in each category of use by the ten largest investments in the state.

mostly between destinations "A and B". However, the presence of São João do Meriti, Itaboraí, Nova Iguaçu and Maricá, among the largest investments with categories "C and B", is not explained by economic data. In addition, the amount of resources exceeds the volume of resources for Armação de Búzios, Angra dos Reis, Petrópolis and Paraty, which presented superior results. Not to mention Itatiaia and Cabo Frio (mentioned earlier)

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8 No photos were obtained with the identification of the complex.

Graph 1: Distribution of resources in the 10 municipalities with the highest investment by category of use in RJ (2004-2016).

1 - Praça Pública
2 - Apoio a Evento
3 - Infraestrutura
4 - Urbanização
5 - Ações de Gestão da Atividade
6 - Atrativos
7 - Pórticos
8 - Sinaliação turística

Source: SIACOR. Authors' elaboration.

that do not have any investment, but, in return, have significant indicators.

The research in RJ showed that there are other elements and forces directing public resources, causing a deviation of the budget with guidelines instituted by the Tourism policy. Therefore, the RJ study points out that the technical and economic element in the Tourism area is not predominant in the receipt of resources.

According to Vieira et al. (2018), when studying public investments in 65 Brazilian tourist destinations, they concluded that the relationship between investment and competitiveness does not depend on the allocated volume of resources, but on the strategic orientation in use. In this sense, that study corroborates with this research, exalting the need to establish technical criteria capable of adequately directing government action in tourist municipalities.

5. Final Considerations

Considering that the objective of this research was to understand the intertwining between the PRT and public investments in Tourism in the state of RJ, inferences are possible: 1 – Belonging to the

Table 7: RJ categorization data – 2017.

Tourist region	Municipality	Quantity Lodging Jobs	Quantity Lodging Establishments	International Demand	Domestic Demand	Category	Total transfer
Metropolitana	Rio de Janeiro	16.721	484	1.458.949	6.953.904	A	44.801.835.90
Not Listed	São João do Meriti	508	17	0	40.086	B	31.209.955.40
Metropolitana	Niterói	789	36	22.707	2.51.967	B	15.057.644.00
Caminhos da Mata	Itaboraí	160	15	0	0	C	14.985.000.00
Costa do Sol	Armação de Búzios	1.970	235	244.104	769.263	A	12.034.569.00
Costa do Sol	Maricá	11	6	0	118.348	C	10.825.956.00
Serra Verde Imperial	Petrópolis	968	91	17.031	211.881	B	9.724.564.10
Baixada Fluminense	Nova Iguaçu	429	7	0	32.450	C	9.141.250.00
Costa Verde	Angra dos Reis	672	96	153.275	954.420	A	8.324.250.00
Costa Verde	Paraty	738	130	124.891	488.663	A	8.238.750.00

Source: MTur, categorization 2017. Systematization by the authors.

tourist region is not the funda mental criterion for receiving public resources. 2 – The technical criteria are not evident and the resources were distributed in a dispersed manner in several municipalities. 3 – The potential of some municipalities (Itatiaia and Cabo Frio) with better indicators was disregarded, to the detriment of others that did not present data that justify the concentrations of resources they received (São João do Meriti, Itaboraí and Nova Iguaçu). These situations show failures in investment management and misalignment of public Tourism policies.

It was possible to identify that almost all of the resources transferred by MTur were allocated in municipalities belonging to tourist regions (from 2006 to 2013 all municipalities in the RJ were considered tourist). However, some municipalities (Cabo Frio and Itatiaia) with strategic potential for the development and expansion of Tourism in the state were not contemplated with MTur resources. This reality evidenced in this research points to a random allocation of resources, and without clear technical criteria.

Regarding the use of public resources, investments continue to be mostly for urban infrastructure, following the movement of the 1990s, when PRODETUR had this objective. Large sums of resources have not been identified to remedy regional or even structural problems of Tourism in tourist regions. What can be inferred is that the resources are spread over several municipalities, without integration or even thinking about local realities, for this reason, large contributions were made to public squares, urbanization and infrastructure.

It is also noteworthy that there are almost no resources allocated in "Tourism Management Actions", that is, there was no preparation of the higher body of Tourism policy to create and promote Tourism development strategies in municipalities. The investment policy in Tourism follows a poorly visible line, in which it is not possible to understand the motivations, reasons or even lack of resources. One of the arguments that help to understand this investment scenario is to observe that there are great indications that most of these resources are from parliamentary amendments, and that these are used as an electoral campaign platform, implementing small and punctual works.

A limitation of this research is the impossibility of observing the uses of resources from 2017 onwards,

a limitation generated by the database used. In this sense, it is advisable to use other databases such as: Plataforma Mais Brasil and the Transparency Portal.

It is believed that this work is still an initial step to open a line of research in the area of investments and consolidation of tourist destinations, because the literature is still scarce, and there are few works dedicated to understanding this dynamics of investments and consolidation of public policies, especially in the area of Tourism.

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Regionalization and Public Investment: Analysis of the transfers of the Ministry of Tourism (MTur) in the state of Rio de Janeiro -Brazil

Abstract

This article is dedicated to understanding the intertwining of two materializations of public Tourism actions, namely: the Tourism Regionalization Program (PRT) and the investments made by the Ministry of Tourism (MTur). This is a gap in the studies of public tourism policies, when trying to understand the effectiveness of public actions by the applied financial instruments (González, 2014). Thus, it is intended to align the resources allocated to the municipalities with the Tourism Regionalization Map, in order to spatialize these actions, discover possible concentrations and deepen the debate about ministerial action. Then, it is also intended to classify the use of public resources into categories of use (1 – Public Square; 2 – Event Support; 3 – Infrastructure; 4 – Urbanization; 5 – Management Actions; 6 – Attractions; 7 – Gantries; 8 – Tourist Sign). The spatial focus of the research will be the state of Rio de Janeiro, the choice of this federative unit was due to its significant power of attracting international tourists, as well as being a consolidated destination in the Brazilian domestic market. The time frame starts in 2004, as it is the first year of implementation of the Tourism Regionalization Program (PRT), and ends in 2016, due to the data from the Transfer Contracts System of the Ministry of Tourism (SIACOR) having this limitation. About 478 agreements established between MTur and the municipalities of RJ were analyzed. The main results point to a distribution of resources without technical criteria. Among the 10 municipalities that received the most resources from MTur, at least 4 (São João do Meriti, Itaborai, Maricá and Nova Iguaçu) have no tourist representation and no relevant tourist attractions, or even belong to Tourism production chains. The main category of use of MTur resources in RJ are: Infrastructure (30.3%), Urbanization (21%) and Public Squares (19.5%). The development of tourist attractions accounted for only 9.1% of all investment. In addition, the research points to important tourist municipalities in the state of RJ (Itatiaia and Cabo frio) that did not receive any agreement or funding from MTur. This paper contributes to elucidating the way MTur operates through the distribution of resources and their uses for the development of Tourism policies in the last decade.

Authors

Full Name	Author contribution roles	Contribution rate
Rodrigo Cardoso da Silva:	*Conceptualization, Methodology, Software, Formal analysis, Investigation, Data Curation, Writing - Original Draft, Writing - Review & Editing, Visualization,*	*60%*
Maria Aparecida Pontes da Fonseca:	*Conceptualization, Formal analysis, Investigation, Writing - Review & Editing, Visualization, Supervision,*	*40%*

This paper does not required ethics committee report

Justification: The methodology of this study does not require an ethics committee report.