

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

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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[1936¹]) 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 cut² 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

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¹As 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] MacGraw-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.

²See 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 currents³: *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 Etzioni; 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 legitimacy⁴ layer of a subject of public interest⁵; Paul Sabatier (1988), who advances in the

interactive process of actors around a public policy, in its different phases, and Ramesh & Howlett (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 privileging 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

³This 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).

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

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

⁶With 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 reality⁷ 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 decays 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

⁷Now, 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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