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Public policies for tourism in Brazil: an analysis of the national tourism plan for cities

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Resumo

Este artigo tem como objetivo discutir o Plano Nacional do Turismo do Brasil – PNT 2007/2010, no que diz respeito às políticas públicas para o desenvolvimento turístico das cidades. Os Macro Programas Nacionais de Infra-Estrutura, Equipamentos, Transporte, Informação e Difusão, bem como os programas do PNT são analisados e discutidos através de pesquisa documental. Esta discussão é baseada numa revisão de literatura internacional. Como resultado, observa-se que o Plano Nacional do Turismo prioriza diretrizes de desenvolvimento do turismo regional, através da adopção de programas nacionais de macro-estratégias que visam reforçar as regiões de turismo do Brasil. Conclui-se que, apesar dos avanços nas políticas nacionais, é importante considerar a necessidade de um maior diálogo entre os municípios e os governos dos Estados e do país. Isto pode ser alcançado através da implementação de mecanismos para monitorizar o processo de desenvolvimento do turismo nos centros de turismo, dado o papel importante das cidades na eficácia das políticas nacionais

Palavras-Chave: plano turístico, políticas públicas, cidades.

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Introduction

Tourism has been gaining more attention among governments and non-governmental organizations in recent decades. This is because tourism has a strong capacity to qualify environments and generate and distribute incomes into the communities involved (Leiper, 1995; Cooper *et al*., 2001; Scarpati, 2009).

To the qualified development of tourism in a territory, several attributes interact as scenic resources, promotion of local produces and appropriate infrastructure to receive visitors. Tourism, when properly planned and with the effective participation of residents (Brunt and Courtney, 1999; Jackson, 2008), ought to constitute an important economic activity for local and regional development, also allowing a greater interaction of the different productive sectors and stimulating them.

In this context, tourism, as well as other forms of economic, social and cultural activities, exists in an environment composed of different players. One of the most important forces manifests itself through a complex network of policies, laws, regulations and other government actions (Kanitz *et al*., 2010).

Because it is an activity composed by many sectors, the development implementation and monitoring of public policies and guidelines oriented to national tourism are necessary for an alignment of different projects and actions triggered in different Brazilian cities. In this sense, the adoption of a National Tourism Plan is essential to assist cities in the development of tourism, conveying the orientation of the strategic guidelines to be followed in order to suit the various tourism products in the country (Santos and Kadota, 2012).

In Brazil, the Ministry of Tourism established the National Tourism Plan in its second edition entitled "PNT 2007/2010: A Journey of Inclusion" as the guiding document for policies and strategic directions for the development of tourism in the country, states, regions and municipalities. The document is structured by a set of macro programs that are aligned with the programs and actions of the Brazilian Government Multi-Year approved Plan and, according to the report, the conditions for its accomplishment within the federal government.

These goals are guided by the PNT's eight macro programs, entitled: 1) Information and Tourism Studies; 2) Planning and Management; 3) Transportation Logistics; 4) Regionalization of Tourism; 5) Promotion of Private Enterprise; 6) Public Infrastructure; 7) Qualification of Equipment and Services and Tourism Services and; 8) Promotion and Support of Commercialization.

In this perspetive, this article, besides presenting a retrospective of public policies for tourism in Brazil, aims to discuss the content of the macro programs, especially the Macro Program Regionalization of Tourism, and to identify the initiatives that benefit the strengthening of tourism in cities. Likewise, this study proposes to identify the effective articulation of the National Tourism Plan with the mechanisms of control and monitoring of tourism activity in Brazilian cities.

The development of touristic sites as the determinant fator is the existence and development of social capital, being the government's role to create an initia-

tive to strengthen this capital. In this context it is an attribution of local governments to implement sound policies, mobilizing and really allowing the dialogue between communities and government leaders (Lechner *apud* Alvares, 2008).

The paper is structured as follows: it begins, after the presentation of the methodology, with a section that includes a discussion on public policies for tourism, covering a chronological analysis of public policies established in Brazil, giving an emphasis on the methodology established by the National Plan of Tourism Municipalisation - PNMT. It continues with a statement about the National Tourism Plan 2003/2007 PNT and PNT 2007/2010: A Journey to Inclusion, followed by an analysis of Macro Program Regionalization of Tourism. Finally, it presents the results of the analysis made, as well as, a conclusion of the study.

1. Methodology

The methodology used in this study is based on documental research, using as core documents: the National Plan of Tourism Municipalisation – PNMT, the National Tourism Plan 2003/2007 PNT and the National Tourism Plan 2007-2010, as well as covering the reading, analysis and interpretation of bibliographic production, texts, journals and virtual sources about the theme. The documental research is based upon a thorough understanding of documents.

According to Bardin (1977), documental analysis is carried out from documents, contemporary or retrospective, that are considered scientifically authentic. Richardson *et al*. (2008) research documents that enable the scientific study, for example, written records in newspapers and magazines, diaries, memoirs, autobiographies, scientific and technical works, literary works, objects, iconographic elements, photography, cinematographic and phonographic documents.

This diversity of documents are endless elements for Social Research, as those frequently gathered and expressed in a dispersed and fragmented manner, the manifestations of social life in a whole and in each of its sectors. It is not about social phenomena, but demonstrations that record these phenomena and ideas drawn from them (Richardson *et al.*, 2008: 228).

Thus, from this methodological approach it is possible to identify the atual role of cities compared to PNT, considering the relevance of a National Plan related to the orientation of public policies issued approved in the state's governments, departments and other stakeholders.

2. Policy for tourism in Brazil

Public policies are government initiatives that aim to promote the welfare and the understanding of the society needs, often formed from the adoption of governmental planning tools (Days *apud* Alvares, 2008).

The tourism public policies can be classified as micro policies responsible for developing guidelines, planning, control and promotion of tourism in the country. Usually they are managed and developed by administrative bodies linked to the tourism setor, namely the Ministry of Tourism, State and Municipal Tourism (Bolson, 2006).

A public policy of tourism can be understood as a set of intentions; guidelines and strategies established and/or deliberate actions within the government, under the general goal of achieving and/or continue the full development of tourism in a given territory. Therefore, a public setor policy - as the public policies of tourism must not be designed, necessarily under that name. Any guideline or strategy created by the government with the stated goal and within the set of measures established for the same purpose, will be assumed as the government policy in question.

In Brazil, tourism policies were actually instituted in the 1960s with the creation of the Brazilian Tourism Enterprise (EMBRATUR), in 1966. In 1991, it became known as the Brazilian Tourism Institute, and the National Tourism Council (CNTUR) and the General Fund and Tourism (FUNGETUR) were created. These organizations were created in order to structure the national policy of tourism. With development booming, tourism has expanded and gained strength during the "economic miracle" until the mid-1980s, when the national interest in the industry declined due to economic crisis, returning again as a remarkable activity in the 1990s driven by the institution of the Currency Plan, in 1996, and the incentives and encouragements on the public area.

Believing in the capacity of tourism to enable an economic, social and environmental development, since 1996 the Brazilian Government, through EMBRATUR launched the National Tourism Policy, through the document, PNT 1996/1999. The guidelines of the new policy marked a new shift in the public policy priority to tourism in Brazil. There is a replacement of emphasis in development to the esteem and preservation of natural and cultural heritage of the country and also the appreciation of the human being.

From the macro strategies of the established policy, stood out the National Program of Municipalisation of Tourism (PNMT), which proposed a decentralization of tourism management, and the others refer to the Program of Action for the Development of Tourism (PRODETUR), which encouraged and subsidized the deployment of basic infrastructure and tourist infrastructure through the application of resources (EMBRATUR, 1996).

The PNMT was characterized as an attempt of the Federal Government to foster the development of a domestic and regional tourism through local initiatives. The Program adopted a methodology of the World Travel and Tourism Council - WTTC (WTO, 1994), which was intended to promote awareness, sensitization and training of municipal monitors in order to awaken and recognize the importance and scale of tourism as a generator and distributor of

incomes. The strength of the program was the proposed direct involvement of the local community in discussions of the setor (Pellin, 2004).

The structure of The National Program of Tourism Municipalisation at a federal level was composed by the National Executive Committee and the General Coordination of PNMT at a state level, compound of the State Committee and at a municipal level through the establishment of a Municipal Council for Tourism in each city involved. The PNMT contemplated the preparation of inventories of tourism in the city, the creation of Municipal Councils and Funds, and the establishment of the Municipal Tourism Development Plan. To each city who achieved this goal, the federal government received a "seal" as a tourist destination (EMBRATUR, 2001).

In 2003, with the creation of the Ministry of Tourism, the Brazilian Institute of Tourism (EMBRATUR) began to exclusively take care of the promotion of Brazil abroad, and the Ministry of Tourism's role was to develop and guide the development priorities of tourism in Brazil, prescribed in the new National Tourism Plan: 2003/2007 (Ministry of Tourism, 2003).

From these new national guidelines, the planning process of tourism destinations is no longer responsibility of the municipality and starts to be discussed through the organization of tourism regions. At this moment, the Ministry of Tourism and National Tourism Council (CNT) starts to use performance indicators to establish the key markets inducers of tourism in the country to then identify the priority tours of Brazil.

3. The National Tourism Plan

The National Tourism Plan PNT: 2003/2007, adopted after the constitution of the Ministry of Tourism in Brazil, has as key objetives to tourism development the creation of a quality for Brazilian tourism products. Furthermore, considering regional culture and natural differences of the country has established strategies to stimulate and facilitate the consumption of Brazilian tourism products in domestic and international markets (Araujo and Dredge, 2012: 21).

Some authors, for more than a decade, have called attention to the growth of domestic tourism, both in developed and as in developing countries (Beni, 2003; Molina, 2003). Today, it is estimated that over 80% of the global flow of tourism is of domestic origin. According to forecasts by the World Travel and Tourism Council (WTO, 1999), the main domestic tourism growth will occur in emerging economies in Asia, Latin America, Middle East and Africa.

Several targets established in the Plan of 2003, stood out the generation of new jobs and occupations; the increase of the number of foreign tourists in Brazil, increasing thereby the generation of income for the country; the increase in domestic flights and the expansion of tourism in Brazil. The PNT 2003/2007 had seven strategic macro programs, described in Table 1.

Table 1 – macro programs of pnt 2003/2007

Macro Program	Description
Management and Institutional Relations	Compound by the Program for Monitoring the National Tourism Council, Program of Evaluation and Monitoring of The International Relations Plan and Program.
Resources	Its priority is the Program to Attract Investments and Program of Funding for Tourism.
Infrastructure	Composed by the Program of Air, Road, Maritime and Fluvial Accessibility.
Structure and Diversification of Tourism Offer	Composed by the Integrated Routes Program and the Program of Segmentation.
Quality Tourism Product	Composed of the Standardization Program of Tourist Activity and Professional Qualification Program.
Promotion and Support of Marketing Promotion	Constituted by the Program of National and International Promotion of the Brazilian Tourism, by the Program of Brazilian Image Repositioning and by the Commercialization Support Program.
Touristic Informations	Constituted by the Database Program, by the Demand Research Program, by the Program of Assessment of the Impact of Tourism and by the Program of Assessment of Investment Opportunities.

Source: Adapted from Bolson (2006)

In 2004, the Brazilian Government launches the Program of Tourism Regionalization - Tours in Brazil, by teleconference to about 15.000 tourism experts (Ministry of Tourism, 2004). At the time, the Political Guidelines of the Program were also released, based on the guidelines contained in PNT 2003-2007 (Ministry of Tourism, 2007). The program, which starts to integrate the Macro Program of Structuring and Diversification of Tourism Offerings, of the National Tourism Plan 2003-2007, proposed the structuring and organization of the tourism supply in the country through the establishment of competitive tourist regions, developing, thus, at least three quality products in each Brazilian state as well as in the Federal District. According to the Ministry of Tourism (2010) the launch became a milestone in the National Tourism Policy: regionalization went from planning to reality.

In 2007, intending to revise and improve the first version of the National Tourism Plan PNT 2003/2007, the Ministry of Tourism launched the National Tourism Plan 2007/2010: A Journey of Inclusion. The new plan is organized into eight macro programs, as described in Figure 1.

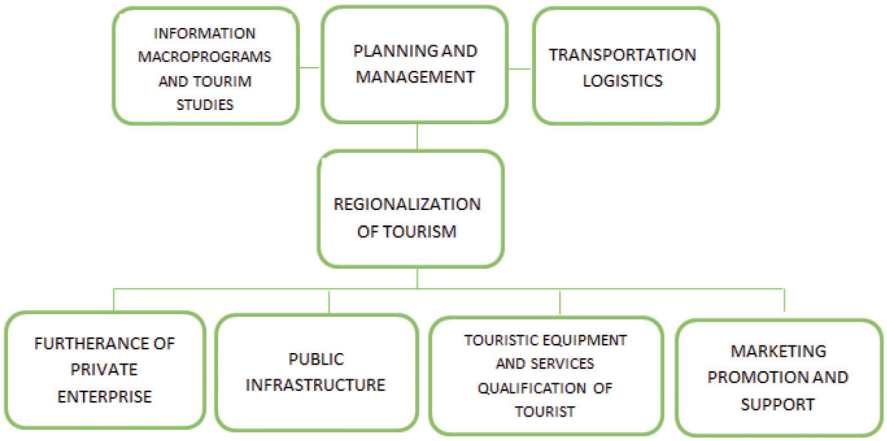
The targets set for the period 2007/2010 were: Goal 1: To promote the achievement of 217 million trips in the internal market; Goal 2: To create 1.7

million new jobs and occupations (which is cumulative), Goal 3: To develop 65 tourist destinations with international quality standard; Goal 4: To generate 7.7 billion dollars in foreign currency (Ministry of Tourism, 2007). Figure 1 presents the chart of macro programs established by PNT in 2007/2010.

The social inclusion occupies a prominent place in the National Tourism Plan 2007/2010, through the facilities provided access to tourism for retirees, employees and students, by offering tours and packages in easy conditions. Another sphere of social inclusion PNT is proposed by the new opportunities for professional training and the inclusion of new jobs for Brazilians.

From this second edition of the National Tourism Plan, the Program Regionalization of Tourism - Routes of Brazil, launched in 2004, started to configure itself as a major national tourism policy. This program got the status

Figure 1 – Macro Programs of PNT 2007/2010



Source: Adapted from Ministry of Tourism (2007)

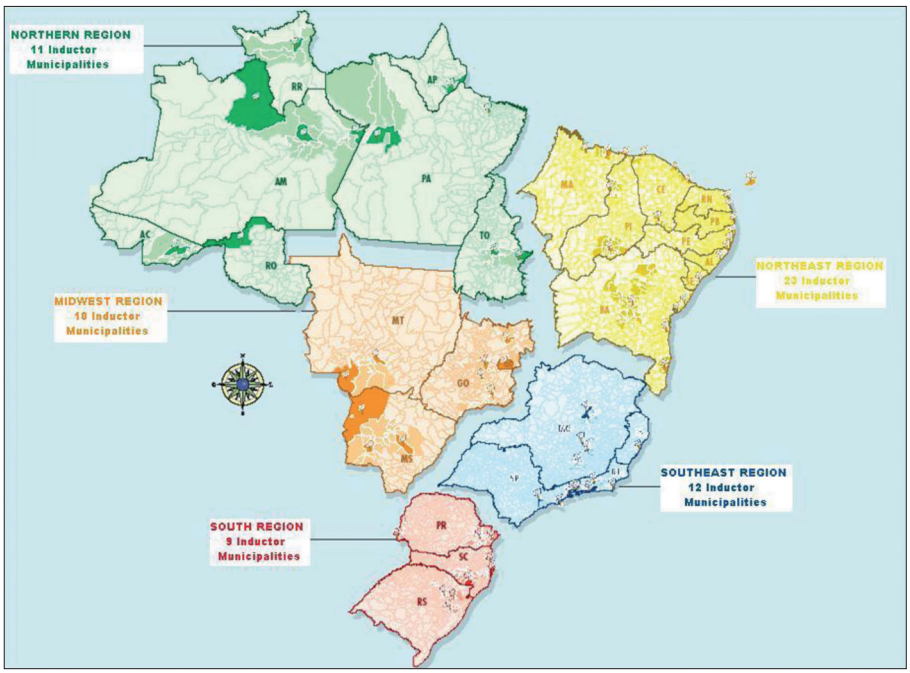
of Macro Program and for its structuration the Ministry of Tourism has identified 200 tourist regions, which contemplated 3,819 municipalities. From this universe, were produced 396 roadmaps that passed through 149 regions and 1027 towns. With the intention to establish the routes and regions with greater market potential, compared to international standards of tourist destinations, the Plan has prioritized 87 strategic tours, covering 474 municipalities, 116 in touristic areas (Ministry of Tourism, 2007). These 87 strategic roadmaps originated the structuring of 65 tourism destinations with international quality standard, in order to promote them as key-destinations to foster the Brazilian tourism competitiveness abroad (Figure 2).

For the implementation of the Regionalization of Tourism, the Ministry of Tourism, together with the National Tourism Council, and governments of the respective State Boards of Tourism proposed the creation of governance bodies, which had the task of sensitizing and mobilizing the stakeholders involved in the tourism activity and in the community of the Brazilian regions. Accordingly, the Program established the Governance Body as an organization with participation of public authority and private players in the municipalities' components of the tourist regions, with the role of coordinating the Program Tours of Brazil at a regional level (Ministry of Tourism, 2007).

The structure, format and legal character of this strategy is at the discretion of those involved. It can be a forum, a council, an association, a committee or another type of collegiate.

The coordination structure of the Brazil Tours Program is represented in Figure 3.

Figure 2 – 65 Inductor Municipalities – Routes of Brazil

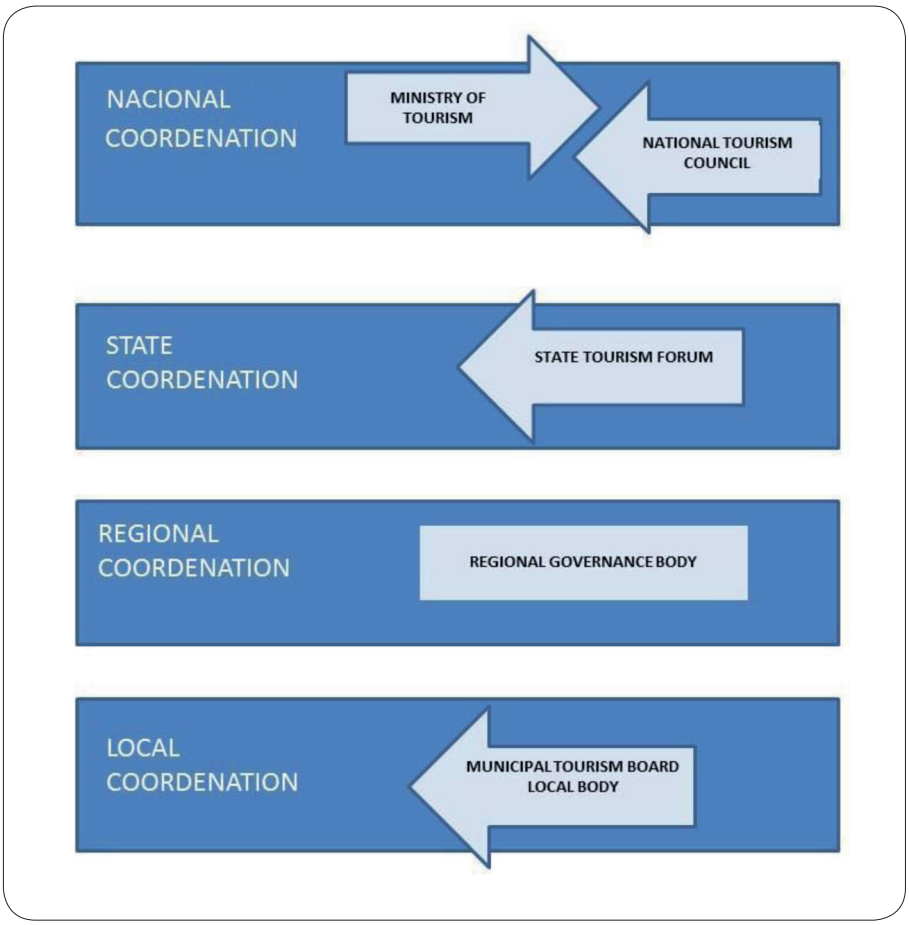


Source: Adapted from Ministry of Tourism (2007)

In this sense, the Federal Government sets a new framework to dialogue with the municipalities, by encouraging the establishment of Boards of Governance. It may be noticed that most instances of governance created in Brazil were formed

from the 65 tourist destination inducers. Thus, these municipalities start leading the strategies of tourism organization in the region in which they were inserted, giving the other members of the city tour the role of "supporting" the process.

Figure 3 – Structure of coordination of the program of tourism regionalization – Tours of Brazil



Source: Adapted from Ministry of Tourism (2007)

4. Results

The history of public policies for tourism in Brazil presented in this paper, opens avenues for a brief discussion regarding its interface with the cities. The table 2 describe the relevant aspects observed in the Brazilian national tourism programs and the limitations observed from the implementation of these policies:

Table 2 – Evaluation of Brazilian Tourism Policies

PROGRAM	RELEVANT ISSUES	MAIN LIMITATIONS
The National Tourism Policy: PNT 1996/1999	First public policy dedicated solely to the development of tourism activity in Brazil; Plan responsible for creating The National Program of Tourism Municipalisation (PNMT).	Restriction of discussions at the local level.
The National Program of Tourism Municipalisation (PNMT)	From this program, began a process of mobilization of local bases for the creation of specific tools for tourism development, empowering local players as multiplier agents of the process; Was the only Federal program so far constituted in National Policy that prioritized and discussed the organization of tourism in the realm of cities.	The constant rotation of local monitors and representatives of municipalities in the workshops organized; The program demanded a greater monitoring and it resulted a expensive cost to Government.
National Tourism Plan (PNT 2003/2007)	It began a policy of developing tourism policy regionalized, with the implementation of the Tourism Regionalization Program - Routes of Brazil; Regional organizations were created to implement the program denominated The Instances of Governance.	Established 65 benchmark municipalities as tourist destination inducers, restricting the participation of other cities in the planning.
National Tourism Plan (PNT 2007/2010: A Journey to Inclusion)	To promoted tourism as a fator for regional development; Improved the Regionalization Program for Tourism, becoming the largest tourism program of the brazilian Government.	No consideration of the diversity of conditions among states, leading to uniformity in direction.
Regionalization Program for Tourism	Key-tourist destinations branding in Brazil and abroad; Ensure access to travel packages under facilitated conditions; To invest in professional training and generating jobs;	Initial mapping of the tourist regions; Non-recognition of interstate tourist regions; Failing in the disclose, in the monitoring and evaluation of the program; Lack of effective participation of stakeholders; Unevenness in destination management; • Low valuation of employee of tourism; Poor articulation of subject groups and discontinuity of specific initiatives.

Source: authors' own elaboration.

Although the plans made over the past eight years are positive factors in the organization of the Brazilian tourism product, there are failures in the process of dialogue between the Federal Government and the Brazilian cities. Despite the efforts, the Tourism Ministry itself acknowledged that there were gaps, particularly related to the effective compliance with the program and strategy of regionalization as a "guiding framework policy" (Ministry of Tourism, 2010).

Conclusion

When assessing the trajectory of public policies for tourism in Brazil, there is a breakthrough in regard to the qualification of spaces and the level of international competitiveness of Brazilian tourism. Despite the history of tourism planning being recent in Brazil, the country has acquired a position of emerging tourism destination in the world.

Specifically, concerning the municipalities, it is possible to observe that tourism conquered priority in the agenda of local public policies. It can be argued that this insertion of the tourism agenda in the municipalities took place because of the national policy of expansion of tourism all over Brazil through the National Program of Municipalization of Tourism (PNMT). Despite the difficulties faced in the operation of the program, often related to discontinuation of municipal management and limited financial resources allocated to monitoring the program, the PNMT was characterized as a first national initiative to insert tourism in the cities agenda.

With regard to policies adopted by the National Program of Tourism (PNT 2003/2007 and PNT 2007/2010), the document started to permeate the guidelines to the development of the touristic activity in the Brazilian states. This is due, specifically, to the articulation and participation of top political figures such as Secretaries of State in the National Council of Tourism, in the discussion forums and in the Thematic Chamber instituted by the Ministry of Tourism. The PNT, indeed, consolidated itself as a base document to the actions in Brazil´s touristic planning and it was especially important for the role of tourism development in the cities policies.

The main discussion related to the PNT and its interface with the cities is related to the disassociation of the National Plan of Tourism from the Cities Act. Created in 2001, the Act, praises the preparation of Urban Master Plans in Brazilian territories. Its aim is to define the social function of all the areas in the city, weather urban or rural, private or public. In this way, its preparation is mandatory in all Brazilian cities with more than 20 thousand inhabitants or integrants of metropolitan regions and urban agglomerations (Ministry of Cities, 2005). Analyzing the integral document, it can be noticed that in any moments there is a connection between the national public policies for the tourism and the Cities Act. However, it is important to highlight the inseparability

of the tourism and the use and appropriation of territories. Many authors, like Boullón (1994), have, for a long time, seen tourism as intrinsic presence in the territory.

In the document constituted by the National Plan of Tourism, it is possible to notice a direction to the development of actions related to the promotion of the Brazilian destination and to the organization of integrated roadmaps of regional character. However, related to cities, it can be noticed a lack of policies directed to the deployment of touristic activities in the cities.

Despite of the PNT contemplating some initiatives as to the preparation of Plans and studies to the local qualification of tourism, like the Support for the National Tourism Development Program (PRODETUR), integrated to the Macro Program of Tourism Regionalization, its access is directed to the competitive destinations. As the Program recommends (Ministry of Tourism, 2007), the program must work on the association of the image of tourism to the internationally acknowledged products and all the products associated to touristic destinations, in the domestic and foreign market.

At present, when the Ministry of Tourism evaluates de National Plan of Tourism of 2007/2010: "A Journey of Inclusion" for its renovation, it becomes strategic to discuss its important role in directing the tourism policies of the cities. So that the "inclusion" recommended by the PNT can effectively happen throughout the national territory, the first step is related to the inclusion of more specific policies that meet the demands of the 5.561 Brazilian municipalities. The prioritization of actions in the 474 municipalities contemplated in the Program of Tourism Regionalization cannot generate exclusion of the other Brazilian cities from the national policies to the touristic development.

The proposals relating to social inclusion set out in PNT can be a major fator of social inclusion if they are really put into practice. However, it is known that tourism as a product of capitalism naturally produces social exclusion.

One of the alternatives to promote this inclusion is, exactly, related to the development of studies that can assess the level of tourism development of the Brazilian destinations. In this sense, the adoption of patterns that control the level of relation between the Urban Master Plans and the touristic development of the cities, like the patterns developed by Lourenço (2003) among other authors (Flores, 2006; Frata, 2007; Tamajón, 2007; Álvares, 2008, Lourenço and Álvares, 2008, 2012; Lourenço, Danko e Álvares, 2011), can assist in the level of effectiveness of public policies of tourism in the territories, as well as establish forecasts of the impact of different decisions in the future evolution of tourism in the cities.

It is convenient to highlight that in-depth discussions about this topic is not our aim, but to promote an increasing awareness of the participation of the cities, its municipal councils and other players of the tourism activity in the national discussions about public policies for Brazilian tourism.

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Although this work is a documental research, limiting thus further analysis of Brazilian tourism public policies, it should be highlighted that it is not intended to exhaust the subject discussed in the paper. Future research will certainly contribute to the expansion of this discussion that should permeate views of all stakeholders, whether public or private setor or local community. In this sense, it reinforces attention to planning, policy integration and dialogue between the various actors in the tourism activity.

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