

# Main Public Tourism Policies in Brazil as a Tool for the Development of Tourism on the Amazon Frontier: A Review

Fabio Robson Casara Cavalcante<sup>1</sup>, Gilmara Ferreira de Lima<sup>2</sup>, Carlos Alberto Paraguassú-Chaves<sup>3</sup>, Ana Maria Moraes da Fonseca Cavalcante<sup>4</sup>, Carla Dolezel Trindade<sup>5</sup>, Simão Aznar Filho<sup>6</sup>, Ruy Drummont Smith<sup>7</sup>, Simão Dolezel Aznar<sup>8</sup>, Fabrício Moraes de Almeida<sup>9</sup>, Lenita Rodrigues Moreira Dantas<sup>10</sup>

<sup>1</sup>PhD in Sciences: Socio-environmental development - NAEA / UFPA. Associate Professor, Federal University of Rondônia – UNIR.

<sup>2</sup>Graduated in Environmental Management – Federal University of Rondônia - UNIR (Brazil). Voluntary researcher at the Higher Institute of Health Sciences and the Environment of the Amazon – AICSA.

<sup>3</sup>PhD in Health Sciences -University of Brasília - UnB, Brazil; Post-Doctor in Health Sciences - UnB and Degli Studi D'Aquila University - Italy. Full Professor at the Rio de Janeiro Institute Faculty, Brazil

<sup>4</sup>Master in Agronomy from the Federal University of Pernambuco (UFPE), Brazil. Voluntary researcher at the Higher Institute of Health Sciences and the Environment of the Amazon – AICSA.

<sup>5</sup>PhD in Law - Universidad Nacional de Lomas de Zamora (Argentina). Post-doctorate - Universita deli Studi di Messina (Italy). Full Professor at the University Institute of Rio de Janeiro - IURJ, Brazil.

<sup>6</sup>PhD in Law - Universidad Nacional de Lomas de Zamora (Argentina). Post-doctorate - Universita deli Studi di Messina (Italy). Full Professor at the University Institute of Rio de Janeiro - IURJ, Brazil.

<sup>7</sup>Master in Legal Sciences from the Autonomous University of Lisbon. Adjunct Professor at the Faculty Instituto Rio de Janeiro, Brazil.

<sup>8</sup>Graduated in Law. Master of Law Student, Specialist in Law. Professor at the University Institute of Rio de Janeiro, Brazil.

<sup>9</sup>PhD in Physics (UFC), with post-doctorate in Scientific Regional Development (DCR/CNPq). Researcher of the Doctoral and Master Program in Regional Development and Environment (PGDRA/UNIR).

<sup>10</sup>Graduated in Law. Graduated in Geography. Specialist in Law. Voluntary researcher at the Higher Institute of Health Sciences and the Environment of the Amazon – AICSA.

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**Abstract—** This paper describes the main public policies for tourism in Brazil, highlighting them as instruments for tourism development in the Amazon frontier region. Public policies for the development of tourist activity, the goals and guidelines that guide the socio-spatial development of the activity, depend on the actions of government officials. In this sense, the development plan is fundamental in determining the priorities that will stimulate the growth of tourism in each region, that is, the tourism policy must work both in stimulating and directly controlling the development of tourism, as well as being concerned with the protection of the interests of society. This is a contextualization study based on a literature review. It was evident that public tourism policies can be elaborated, implemented and supervised at the municipal, state and federal levels, however, it is at this last level that the guidelines of public tourism policies in Brazil are concentrated, however, conditioning the creativity of companies to the background, strategies for the sector at the state and municipal levels, thus demonstrating the strong dependence of the sector on the action of the federal public power and, consequently, an obstacle to entrepreneurship

*and the very development of tourism at the local level. It can be inferred that despite the great potential that the Amazon region has, the tourism sector still faces numerous obstacles to its development in its entirety, among them we can highlight: low interest in the topic due to municipal economic fragility; by social disorganization; the lack of adequate infrastructure for leisure practices; by the lack of public investments that encourage the development of the tourism market; by the lack of information from society's actors regarding public policies; by the lack of strategic vision of the public power; due to the lack of a master plan in the municipality that establishes rules and that these are clear with regard to the development of tourist activity in the Amazon region.*

## I. INTRODUCTION

Tourism and its variants have been identified as one of the main economic activities in expansion in the world, especially with regard to the practices of ecotourism activities, a form of sustainable development. In this context, the Amazon, as the main biome on the planet and of paramount importance in terms of biodiversity, at first one could expect a significant advance in these activities in the region. However, what is observed is a reality quite different from this thought, even in regions where the public and/or private agencies themselves point to a vocation for the sector for certain municipalities, as is the case of the municipality of Guajará-Mirim, in Rondônia. The municipality of Guajará-Mirim, for example, has a territorial area of 24,855,724 km<sup>2</sup>, an estimated population of almost 50,000 inhabitants and is located on the border between Brazil and Bolivia and within the so-called Legal Amazon. This municipality counts with an area of 92.06% of its territorial extension as being legally protected areas, among them 41.57% being of Indigenous Lands and 50.49% of Conservation Units, a fact that led the municipality to be recognized by the central government of Brazil with the title of "Green City", through the Environmental Institute of the Biosphere [1], however despite this situation, public tourism policies are incipient and almost unnoticeable.

The growth of the tourist segment largely depends on government initiatives, starting from the elaboration of public policies that will be linked to the local reality and will be the guiding principles for its action, in order to constitute an effective form of intervention by the public power in the regulation, planning and inspection [2]. A public tourism policy originates in the political environment, and brings together a series of interests on the part of local leaders, which make possible the development and progress of local infrastructure, encouraging and strengthening the development of tourist activity [3]. According to Fino; Matheus [4] only in 1966, while the world was experiencing the period known as the

"Tourist Boom" - when the tourist flow increased to the point of massification of the activity, is that the Brazilian government began to value the activity for economic benefits. Dias [5] highlights that the Brazilian government began to pay attention to tourism effectively in the 1960s, specifically in 1966, when it created the Brazilian Tourism Institute (EMBRATUR) and established guidelines for the elaboration of a national tourism policy. According to Sancho; Irving [7] emphasize that, in the historical perspective, until the 90's, tourism policies did not constitute a priority in national planning, receiving attention and investments only by sector. For Cruz [6] the emergence of tourism, at the end of the 20th century, as one of the most important wealth-generating activities in the world, aroused in Brazilian public administrations, and especially in the federal sphere, a sudden and deep interest in its development. However, tourism policies are still a field that have been gradually occupying space in the scope of planning and public management, unlike other policies such as those directed to health and education, which already have defined agendas and projects [8]. Salini [9] emphasizes that the behavior and practice of tourism must be guided through laws, programs, projects and actions - public policies -, which focus on valuing the subjects involved with tourism, in the context of sustainability. Public tourism policy is one of the policy areas responsible for developing guidelines, planning, promotion and control of tourist activity in a country, state, region or municipality [9].

To Barretto; Burgos; Freenkel [10] Most of the negative impacts attributed to tourism by geographers and anthropologists are due to the lack of policies to prevent the problems raised. In this sense, Cruz [11]; [12] highlights the importance of creating public policies for the development of tourist activity, as it is up to them to establish goals and guidelines that guide the socio-spatial development of the activity, both in terms of the public sphere and the private sector. For the author, in the absence of public policy, tourism is given in absentia, that is, at the mercy of initiatives and particular interests. It is

essential to establish objectives in the planning of public tourism policies, so that the historical, cultural and natural preservation of destinations can be ensured, create conditions for improvement in equipment and services and allow the well-being of natives and visitors. In this sense, the development plan is fundamental in determining the priorities that will stimulate the growth of tourism in each region [13]. Furthermore, for Solha [14] there is no doubt that tourism policy should work both in stimulating and directly controlling the development of tourism, as well as being concerned with protecting the interests of society. In Goeldner's understanding; Ritchie; McIntosh [15], tourism policy is a set of regulations, rules, guidelines, strategies and development and promotion objectives that provide a framework in which individual and collective decisions that directly affect tourism development and activities are adopted per day at a tourist destination. According to Cruz [16]; [11] tourism policy is a set of intentions, guidelines and strategies established and/or deliberate actions, within the scope of the public power, due to the general objective of achieving and/or continuing the full development of tourist activity in a given location. The author also highlights that a sectoral public policy - such as public tourism policies - does not have to be conceived, necessarily under this designation. Every guideline or strategy instituted by the public power with the exposed objective, will compose, with the set of measures established with the same purpose, the governmental policy in question. According to Beni [17] tourism policy is a set of conditioning factors and basic guidelines that express the paths to reach the global objectives for the country's tourism, determining the priorities of the executive, supplementary or assistance action of the State. For Beni [18], tourism policy must be driven by three conditions: cultural, economic and social, being the basis of public institutions, in their plans and programs, which will determine priorities; promote incentives and manage resources, formatting regulatory guidelines and support for the sector.

Hall [9]; [19] emphasizes that for the satisfactory development of public tourism policies it is essential to evaluate and monitor the actions, with this it is possible to: assess the degree of needs of government policies and interventions; to enable the testing of hypotheses regarding the functioning of the process, the nature of the results and the efficiency of the programs; specify about policy outcomes and impacts; measure the efficiency and cost-effectiveness of tourism policies and plans in terms of financial, human and capital resources. Furthermore, Vieira [2] highlights that municipalities potentially destined for tourism need the participation of public actors for the effective implementation of these policies; it is with

their support that the equipment and services available to the public will be able to be offered with quality; they are the ones who will formulate the basic guidelines for environmental protection, dissemination and promotion of cultural values and incentives for domestic and international tourism. It is incumbent upon the Public Power to disseminate and expand the understanding of the importance of the wealth of biological heritage resources and knowledge of the legislation and public policies aimed at its conservation. As much as a region has attractions, it will not be able to attract and expand the stay of visitors if it does not have adequate infrastructure and services [20].

The objective of this study was to describe the main public policies for tourism in Brazil, highlighting them as instruments for the development of the Amazon frontier region. As a methodological procedure, a bibliographic study was carried out through the literature review technique, where official documents, books, articles, theses and dissertations were analyzed that address the topics that concern public policies, public tourism policies, as well as as well as on tourism and its application in border regions and other subjects developed in this work. Bibliographic research is a method of studying and analyzing documents in the scientific domain [21]. According to Fonseca [22] any scientific work begins with a bibliographic research. For Koche [23] the objective of bibliographic research is to know and analyze the main existing theoretical contributions on a given subject or problem, making it an indispensable instrument for any research. According to Marconi; Lakatos [24] "bibliographic research is not a mere repetition of what has already been said or written about a certain subject, but it allows the examination of a theme under a new focus or approach, reaching innovative conclusions".

## **II. THE MAIN PUBLIC TOURISM POLICIES DEVELOPED IN BRAZIL AND IN THE AMAZON REGION**

For Dias [5], public policies are actions carried out by the government that aim at the common good and meeting the needs of society, oriented towards satisfying public interests. They can also be understood as governmental planning tools, by which norms, rules, strategies and goals are determined to achieve certain objectives outlined. For this author, although policy can be exercised by society as a whole, not being an exclusive action of the State, public policy is a set of exclusive actions of the State. In this sense, Barretto; Burgos; Freenkel [10] report that public policies are "state actions guided by the general interest of society". Perret [25] considers that public policies are the set of action devices, implemented as a result of the decisions of one or several public authorities, in order to

achieve an objective or to achieve a purpose linked to the general interest. And it is this general interest that must be maintained to ensure the development of communities. In Hall's view [9], public policy encompasses government action, inaction, decisions and non-decisions, since it implies a deliberate choice between alternatives. For a policy to be considered public, it must, at the very least, have gone through a process, even if only authorized or ratified by public bodies. These government actions must be aimed at meeting the needs of the whole of society. Hall [9] also emphasizes that public policy making is, above all, a political activity, and these are influenced by the economic, social and cultural characteristics of society, as well as the formal structures of governments and other aspects of the political system. Politics must be seen as a consequence of the political environment, values and ideologies, the distribution of power, institutional structures and decision-making processes.

Teixeira [26] conceptualizes public policies as guidelines, guiding principles of action by the public authorities; rules and procedures for relations between public power and society, mediations between actors in society and the State. In this case, policies are explicit, systematized or formulated in documents (laws, programs, lines of financing) that guide actions that normally involve investments of public resources. However, there is not always compatibility between the interventions and declarations of will and the actions developed. The “non-actions”, the omissions, as forms of manifestation of policies must also be considered, as they represent options and orientations of those who occupy positions. The author mentions the following types of public policies: Regarding the nature or degree of intervention: structural – they seek to interfere in structural relationships such as income, employment, property, etc.; conjunctural or emergency – aim to alleviate a temporary, immediate situation. Regarding the scope of possible benefits: universal – for all segmental citizens – for a segment of the population, characterized by a specific factor (age, physical condition, gender, etc.); fragmented – aimed at social groups within each segment. As for the impacts they can cause to beneficiaries, or their role in social relations: distributive – aim to distribute individual benefits; they are often instrumentalized by clientelism; redistributive – they aim to redistribute resources among social groups: seeking some equity, they withdraw resources from one group to benefit others, which causes conflicts; regulatory – aim to define rules and procedures that regulate the behavior of actors to meet the general interests of society; would not aim at immediate benefits for any one group. The author Rua [27] shows that “although a public policy implies a political decision, not every political decision constitutes a

public policy”. Public policies, according to Dias; Matos [28] emerged as a way of managing collective problems and demands “through the use of methodologies that identify priorities, rationalizing the application of investments and using planning as a way of achieving predefined objectives and goals”. For Castro [29] “It is up to public policies to establish guidelines through the planning of strategies, identifying needs and problems in the most varied segments (...)”. Public policies are thought and idealized with a view to sequential stages, being understood by distinct phases that constitute the policy in its entirety. These range from problem identification; formulation of solutions; decision making; action implementation; and finally, the evaluation of the results [30]. Lopes; Amaral; Caldas [31] report that the Public Policy formulation process, also called Public Policy Cycle, has several stages (Table 1).

Public policies can be designed, implemented and supervised at the municipal, state and federal levels, with the State, at each of the three levels of government, being primarily responsible for ensuring the formulation and execution of public policies. The participation of civil society in the elaboration and management of public policies takes place mainly through municipal, state and national councils. In addition to the councils, civil society exercises social control over public policies through forums, movements and other organizations. It should be noted that civil society can participate in the execution of public policies, but the guidelines and criteria must be defined by the government. Thus, a general theory of public policy implies the search to synthesize theories built in the field of sociology, political science and economics. Public policies have repercussions on the economy and on societies, which is why any theory of public policy must also explain the interrelationships between State, politics, economy and society [32].

Table 1 - Illustration of public policy phases

<b>First phase</b>	Agenda formation (priority selection)
<b>Second Phase</b>	Formulation of Policies (presentation of solutions or alternatives)
<b>Third Phase</b>	Decision Making Process (Choice of Actions)
<b>Fourth Phase</b>	Implementation
<b>Fifth Phase</b>	Evaluation

Source: Adapted from [31].

Public policies for tourism are based on the National Tourism Policy. According to art. 4 of Law No. 11,771, of September 17, 2008, which provides for the National Tourism Policy and Article 2, item I, of Decree No.



7,381/2010, the National Tourism Policy is a set of laws and regulations, aimed at planning and ordering the sector, guidelines, goals and programs defined in the National Tourism Plan – PNT. By Art. 5 of Law No. 11,771, the objectives of the National Tourism Policy are: to democratize and provide access to tourism in the country to all population segments, contributing to the elevation of general well-being; reduce regional social and economic disparities, promoting social inclusion by increasing the supply of work and better income distribution; expanding tourist flows, permanence and average spending of national and foreign tourists in the country, through the promotion and support of the development of the Brazilian tourist product; to stimulate the creation, consolidation and dissemination of Brazilian tourist products and destinations, with a view to attracting national and foreign tourists, diversifying flows between Federation units and seeking to benefit, especially, regions with a lower level of economic and social development; provide support to strategic programs to attract and support the holding of business fairs and exhibitions, incentive trips, congresses and national and international events; promote, decentralize and regionalize tourism, encouraging States, the Federal District and Municipalities to plan, in their territories, tourist activities in a sustainable and safe way, including among themselves, with the involvement and effective participation of the receiving communities in the benefits arising from the activity economic; create and implement enterprises for cultural expression, tourist entertainment, entertainment and leisure activities and other attractions capable of retaining and prolonging the length of stay of tourists in the localities; to promote the practice of sustainable tourism in natural areas, promoting the activity as a vehicle for environmental education and interpretation and encouraging the adoption of conducts and practices of minimal impact compatible with the conservation of the natural environment; preserve the cultural identity of communities and traditional populations eventually affected by tourism; prevent and combat tourist activities related to abuses of a sexual nature and others that affect human dignity, respecting the powers of the various government agencies involved; to develop, organize and promote the different tourist segments; implement the inventory of the national tourist heritage, updating it regularly; provide the necessary resources for investments and use of the national tourist space in order to allow the expansion, diversification, modernization and safety of tourist equipment and services, adapting them to demand preferences, and also to environmental and socioeconomic characteristics existing regions; increase and diversify lines of financing for tourism enterprises and for the development of small and

micro-enterprises in the sector by banks and official development agencies; contribute to the achievement of a fair and equitable tax policy, at the federal, state, district and municipal levels, for the various entities that make up the tourism production chain; promote the integration of the private sector as a complementary agent of financing in infrastructure and public services necessary for tourism development; to promote the sector's competitiveness through the improvement of quality, efficiency and safety in the provision of services, the search for originality and increased productivity of public agents and private tourism entrepreneurs; establish standards and norms of quality, efficiency and safety in the provision of services by operators, enterprises and tourist facilities; to promote the training, improvement, qualification and qualification of human resources for the area of tourism, as well as the implementation of policies that enable professional placement in the job market; and implement the production, systematization and exchange of statistical data and information related to tourism activities and enterprises installed in the country, integrating universities and public and private research institutes in the analysis of these data, in the pursuit of improving quality and credibility of statistical reports on the Brazilian tourism sector. When dealing with conservation units, tourism will be developed in line with their creation objectives and with the provisions of the unit's management plan.

### **2.1. National Tourism Plan (PNT)**

In Art 2, item II, of Decree No. 7,381, of December 2, 2010, the National Tourism Plan - PNT is considered as: a set of guidelines, goals and programs that guide the activities of the Ministry of Tourism, in partnership with other sectors of public management in the three spheres of government and with the representations of civil society, private initiative and the third sector, related to tourism, under the terms of art. 6 of Law No. 11,771, of 2008. Article. 6 of Law No. 11,771, of 2008. Pursuant to art. 6 of Law No. 11,771, the National Tourism Plan - PNT is prepared by the Ministry of Tourism, after consultation with the interested public and private sectors, including the National Tourism Council, and approved by the President of the Republic, with the aim of promoting: credit for the sector, including financial agents, lines of financing and financial costing; the good image of the Brazilian tourist product in the national and international market; the arrival of foreign tourists and the movement of tourists in the domestic market; greater contribution of the exchange rate to the balance of payments; the incorporation of special demand segments into the national market, namely the elderly, young people and people with disabilities or reduced mobility, by encouraging discount programs and facilitating travel, accommodation and enjoyment of

tourist products in general and campaign promotion institutions; protection of the environment, biodiversity and cultural heritage of tourist interest; the mitigation of socio-environmental liabilities eventually caused by tourism; the stimulus to responsible tourism practiced in protected natural areas or not; guidance for the actions of the private sector, providing subsidies to economic agents to plan and execute their activities; and inform society and citizens about the economic and social importance of tourism. By the sole paragraph of the referred law, the PNT will have its goals and programs reviewed every 4 (four) years, in line with the pluriannual plan, or when necessary, observing the public interest, with the objective of ordering the actions of the public sector, guiding the effort of the State and the use of public resources for the development of tourism. The National Tourism Plans have been an advance in terms of the current way of seeing and thinking about tourism in different instances, whether local, regional or national. It is still an initiative of the national government in an attempt to establish goals, implement actions, placing the tourist activity as an important generator of employment and income for the population that is directly or indirectly linked with the activity, and therefore, as an important element of economic development for the country [33]. Next, the national tourism plans from the 2000s will be exposed, as well as the main programs and plans related to tourism.

### 2.1.1 National Tourism Plan 2013-2016

The National Tourism Plan 2013-2016 presents as a vision of the future, positioning Brazil as one of the three largest tourist economies in the world by the year 2022. Considering the diagnosis of the sector and having as a reference the guidelines that guided the preparation of this Plan, four major objectives were identified to be pursued within the defined horizon: Prepare Brazilian tourism for mega-events; Increase the generation of foreign exchange and the arrival of foreign tourists; Encourage Brazilians to travel around Brazil; and Improve the quality and increase the competitiveness of Brazilian tourism. The Plan's vision of the future is to position Brazil as one of the three largest tourist economies in the world, by 2022, prioritizing aspects such as the arrival of foreign tourists and their stay in the country for longer, since the external public mostly spends more money in Brazil. For each of the objectives presented, indicators are built, goals are set and actions are elaborated, defining the results expected to be achieved in 2016, summarizing the effort to be undertaken in the coming years by the Ministry of Tourism, in partnership with the actors of the National System of Tourism. The definition of strategic actions, proposed in the National Tourism Plan 2013-2016, reinforces the position presented in the evaluation of the Tourism Regionalization Program,

to prioritize actions in the regions and, thus, consolidate Decentralized Management from the expansion of participation, dialogue and social control. As a central strategy for achieving the objectives and targets set out in this document, as well as for guiding the various activities listed therein, two integrated paths for planning and implementing policies for Brazilian tourism were established: A Strategic Agenda for Brazilian Tourism; and The preparation of executive documents, called PNTs in Action.

Table 2 - Goals of the National Tourism Plan 2013-2016

Goal 1	Increase the arrival of foreign tourists to the country to 7.9 million
Goal 2	Increase international tourism revenue to US\$10.8 billion by 2016
Goal 3	Increase to 250 million the number of domestic trips carried out by 2016
Goal 4	Raise to 70 points the average national tourism competitiveness index until 2016
Goal 5	Increase to 3.6 million formal occupations in the tourism sector by 2016

Source: Adapted based on the National Tourism Plan - 2013/2016

### 2.1.2 National Tourism Municipalization Program (PNMT)

The trajectory of the National Tourism Policy with a territorial focus began with the institutionalization of the National Tourism Municipalization Program – PNMT. For Brusadin [34], the PNMT was one of the main programs implemented in the National Tourism Policy. The PNMT was a program created by the federal government to stimulate national tourism development through the decentralization of public tourism policies and the strengthening of tourism planning in the municipalities. Despite having been created in 1992, the PNMT was only officially instituted in 1994, through Ordinance n° 130, of March 30, 1994, from the Ministry of Industry, Commerce and Tourism (MICT), starting its effective activities in the municipalities from 1995 onwards and persisting at the federal level until the end of 2001 [34]. The PNMT is defined as a federal program to promote the decentralized development of Tourism. The PNMT is coordinated by EMBRATUR with the purpose of implementing a new simplified and standardized management model for the tourist activity for states and municipalities in an integrated manner, seeking greater efficiency and effectiveness in the management of tourist activity, in a participatory manner. As a strategic and multifaceted program, the PNMT brought together several projects and initiatives from the PNT 1996/1999, focusing efforts on the implementation of guidelines and strategies for the sector at the national level [7].

According to the author [7], the program, whose structure involved the federal, state and municipal levels, focused on tourism management and planning at the local level. Municipalities were considered the main agents for conducting the tourism development process, based on the commitment to sustainability. Economic, social, cultural, political and environmental issues permeated all the objectives and actions of the PNMT, whose proposals and statements partially internalized the theme of social inclusion. The PNMT aimed at decentralizing planning activities to the municipalities, with a horizontalization of guidelines and actions for tourism policy in the country. Municipalities should build a municipal tourism policy aimed at their interests, based on the National Tourism Policy [5]. The PNMT contemplated the elaboration of inventories of the municipal tourist offer, creation of councils and municipal tourism funds and culminated with the formatting of a municipal tourism development plan, so that the municipality was "baptized", receiving the seal of tourist municipality, after the fulfillment of all the workshops and stages of the program [35]. Beni [36] highlights that the program was created with the main objective of improving the tourist product through the awareness of municipalities and their inhabitants about the economic benefits that tourism could bring, as well as the decentralization of planning activities. The PNMT intervention strategy included the preparation and holding of workshops in three phases, aimed at: (a) raising awareness of tourism as an economic activity, developed based on the pillars of sustainability; (b) organization of tourism actors (providers of tourism services, public, private and third sector), at the municipal level, up to their organization in a municipal council (representative and legitimate); and (c) construction of the municipal tourism development plan (alignment of tourist demand and supply), in a participatory and collective manner, by the municipal tourism councils.

The process of implementing the PNMT in the municipality went through a series of steps that can be summarized as follows: Completion of the Tourist Information Report - RINTUR (established by Normative Deliberation 417), training of Multipliers, community awareness, formation of the Municipal Tourism Council, creation of the Municipal Tourism Fund, preparation and implementation of the Municipal Tourism Development Plan. In the PNMT, an attempt was made to introduce a differentiated tourism planning methodology, with a participatory approach, formulated from the fusion of the Metaplan technique and the ZOPP method, both created in Germany in the 70s and 80s, respectively, by the Government Agency GTZ (German Society for Technical Cooperation). The Metaplan technique is based on

visualization with an emphasis on the moderator. The ZOPP method, Objective-Oriented Project Planning – incorporates Metaplan techniques, but is more focused on development and technical cooperation projects. The procedure is based on training through workshops, which take place in three phases with minimum intervals of 90 days, composed of working groups in which all participants, based on questions and guiding material, start building knowledge from the individual reality [34]. The implementation of the PNMT in 1,081 Brazilian municipalities enabled the involvement and training of 27,483 people through 1,107 workshops at different levels [37]. According to the aforementioned authors, in eight years of effective operation (1995 - 2002), the program generated a significant change in the management of Brazilian tourism, especially when the involvement and participation of the various social agents is observed. The country has moved from a situation of extremely centralized and vertical public policies to a situation of involvement and participation of agents interested in the development of tourism in their municipalities.

Tretin; Frattucci [37] also emphasize that the PNMT awakened the municipalities to the possibilities that tourism development could mean for local economies, especially with regard to the possibilities of implementing an endogenous tourism development model, centered on local characteristics and potential. without, however, closing itself off to exogenous agents and projects. For the authors, the involvement of local social agents in the management processes of tourism development provided a new understanding of tourism itself, both for the population in general, as well as for local political representatives, who began to treat the sector with a more professional and less misrepresented. However, Sancho; Irving [7] emphasize that the position adopted by EMBRATUR during the implementation of the PNMT prevented the decentralization proposal from being effectively implemented. This is because the actions of the municipalities were conditioned to the regulations of this body, since to participate in the program, they should be identified as priorities for the development of tourism. In this direction, the actions of the municipalities were, many times, subordinated and conditioned to the rules at the federal and state levels. Thus, according to the aforementioned authors, the PNMT proposed, but failed to effectively implement, a truly decentralized management structure, especially from the point of view of democratizing the decision-making process among all government levels. Only at the local level, once the "rules of the game" were met, were municipalities able to acquire some autonomy to implement the tourist development process. The most consistent criticisms in relation to the

The Aquarela Plan 2020 – International Tourism Marketing in Brazil, outlines the paths to be followed, the objectives to be achieved, and the essential actions for Brazilian tourism to advance with the great opportunities for global promotion and communication in the coming years. The objectives of international promotion are: Contribute to the success of the World Cup and the Olympic Games; Maximize results for Brazilian tourism; Optimize the country's worldwide exposure to make it better known. The work of diagnosis and preparation to build a tourism marketing strategy in the decade of the World Cup and the Olympics in Brazil fulfilled a series of steps. Since 2008, Embratur has been working with its team of professionals, carrying out studies, trips, meetings

*Table 3 - Phases for the design of the 2020 Watercolor Plan*

Source: Adapted based on the 2020 Watercolor Plan

Page | 134



sustained growth of at least 1 percentage point above the growth in South America.

#### 2.1.4 Color Plan

In 2005, the Plano Cores do Brasil was launched, with the main objective of promoting tourism at the national level. In it, the analysis of the country's tourist products was considered, with a set of 111 tourist itineraries, represented in the data collection carried out in January 2005. Plano Cores used exactly the same evaluation methodology as Aquarela. In this context, the Plan, at first, sought to analyze the promotional actions of tourism in the country, its image and that of its products in the Brazilian trade; evaluate the Brazilian tourist centers through the Regionalization Program; define promotional strategies consistent with the objectives of the PNT 2003-2007; integrate into the international tourist brand; propose criteria aimed at promotional actions in promotion forums on a state scale and prepare an operational marketing plan from a commercial perspective. Furthermore, based on the Aquarela Plan 2003-2007, the segmentation of Brazilian tourism products was presented. In the elaboration of the Plano Cores do Brasil, it was identified that the lack of knowledge of the national market in relation to the Brazil product is almost as great as that of the international market. As seen earlier, the Brazil brand was created during the process of building the Plano Aquarela – International Tourism Marketing Plan for Brazil. The Cores do Brasil Plan, National Tourism Marketing Plan establishes 2 well-differentiated temporal phases: Year 2006. The year of launch of domestic tourism, to: Consolidate the internal organization of the Ministry of Tourism Marketing and its integration with the partners directly involved with the management of the tourism product Brazil; Sensitize the sectors involved; Capture new resources for the promotion; Structure current products into roadmaps and packages; Produce promotional materials; Change the image of the act of “traveling through Brazil”, implementing the new positioning of “Experience” traveling through your own country. Years 2007–2010. The years of consolidation of Plano Cores, to: Consolidate the new positioning of domestic tourism in the national tourist market; Increase the number of tourists, increase income and generate jobs, reaching the proposed goals and objectives.

#### 2.1.5 Tourism Regionalization Program

In 2004, after the presentation of the National Tourism Plan (PNT) 2003/2007, the Ministry of Tourism launched the Regionalization Program – Roteiros do Brasil, an important policy for structuring tourism in Brazil, based on the guidelines contained in the PNT and which presented a new perspective on the development of tourist activity

through decentralized management. The Tourism Regionalization Program reached 219 tourist regions in 3,203 municipalities [39]; [40]; [41]; [42]. The Tourism Regionalization Program grew under the integration of the social, economic, institutional, cultural and political sectors of the municipalities. It also articulates the relationship between the spheres of government, civil society, higher education institutions and the tourism sector agent, joining efforts in fulfilling the goals of the National Tourism Plan [43]. The Program is the result of the National Tourism Plan 2003-2007: Macroprogram 4 – Structuring and Diversification of the Tourist Offer, which had as its starting point the national debate with the representative segments of society, in order to promote sustainable tourism development in a regionalized way in Brazil. The premise of the Program, considered strategic for the achievement of the National Tourism Policy, focused on the purpose that its execution, in a decentralized and regionalized way, with a focus on coordinated and participatory planning, would have a positive impact on the socioeconomic results of the national territory. The regionalization process applied a new model of tourism development in Brazil, which was already strongly marked by the Tourism Municipalization Plan launched in 1994, seeking the integration of municipalities, strengthening the regions and creating Tourist Routes. Flexibility, articulation, mobilization, inter-institutional cooperation and “decision synergy” were also sought [39]; [40]; [41]; [42]; [44]. The operational guidelines of the “Regionalization Program” consist of nine modules: Awareness; Mobilization; Institutionalization of the Regional Governance Instance; Elaboration of the Strategic Plan for the Development of Regional Tourism; Implementation of the Strategic Plan for the Development of Regional Tourism; Program Tourist Information System; Tourist Routing; Marketing Promotion and Support; Program Monitoring and Evaluation System. The Tourism Regionalization Program – Roteiros do Brasil, according to its Political Guidelines, presents three strategies to achieve regionalization. (Table 4).

Table 4 - Strategies of the Tourism Regionalization Program to achieve regionalization

	coordinated management	Integrated and participatory planning	Marketing promotion support
	Coordinated management seeks to form partnerships with a view to sharing proposals, responsibilities and actions. It involves the three spheres of executive	Integrated and participatory planning means dreaming together, to think about the tourism we want in the short, medium and long term. Enabling the elaboration of Strategic Plans for the Development of	The promotion and commercialization characterized by establishment of relations with market agents, by institutional and

but also the that promote the ation of the power with the ty, both in and in ent, including n.	Regional Tourism in a participatory manner means democratizing the spaces and mechanisms of political representation of civil society, allowing for changes, but also for the necessary structural advances.	action and interaction. The objective is to provide a environment suitable for the changes required by a market competitiveness, using this context to favor the difficulties social inclusion. operationalize and continue within their political-territorial limits, the prescribed and applicable directives in their respective conjunctures. These obstacles, in large part, reveal the incapacity and institutional fragility for tourism management in many regions of the country, despite successive attempts to plan the integrated development of tourist activity [36]. With the launch of the National Tourism Plan 2007-2010 – An Inclusion Trip, in June 2007, the Tourism Regionalization Program gained more notoriety and consolidated itself as a structuring and transversal program. The new PNT is composed of eight macroprograms, including the Tourism Regionalization Macroprogram, which guides all other macroprograms, programs and actions of the Plan. In other words, the regionalization of tourism gains status within the PNT and establishes itself as an instrument that contributes to the achievement of all the goals established for Brazilian tourism by the year 2010. Now as a macro-program, its responsibility has increased and its objectives have been expanded, as follows: to promote the development and deconcentration of tourist activity; support the planning, structuring and development of tourist regions; increase and diversify quality tourist products, contemplating the cultural plurality and regional difference of the Country; enable the insertion of new destinations and tourist itineraries for commercialization; to encourage production associated with tourism, adding value to the tourist offer and enhancing the competitiveness of tourism products; enhance the benefits of the activity for local communities; Integrate and dynamize the productive arrangements of tourism; increase the tourist stay time in tourist destinations and itineraries; boost regional economies. The Tourism Regionalization Macroprogram is composed of four Programs, within the scope of the 2007-2010 PNT, as shown in Table 5.
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The operational guidelines of the “Regionalization Program” consist of nine modules: Awareness; Mobilization; Institutionalization of the Regional Governance Instance; Elaboration of the Strategic Plan for the Development of Regional Tourism; Implementation of the Strategic Plan for the Development of Regional Tourism; Program Tourist Information System; Tourist Routing; Marketing Promotion and Support; Program Monitoring and Evaluation System. According to the Operational Guidelines of the Tourism Regionalization Program – Roteiros do Brasil, the tourism regionalization process must: involve representatives from all levels – public authorities, entrepreneurs, civil society, educational institutions and the third sector – and open space for everyone contributes to the Program's actions in the region; respect the diversity of opinions in building consensus, promoting joint discussions and negotiations among participants; raise different visions of the same problem according to the interests, needs, expectations and fears of the groups involved; take into account local knowledge, skills, vocations, local culture and experiences, for their use and inclusion in the regionalization process; consider and respect ethnic, social, cultural, historical, economic and environmental inequalities and differences, among others, minimizing negative or prejudiced interference in the process [39]; [40]; [41]; [42].

The Tourism Regionalization Program – Roteiros do Brasil can be considered the hallmark of Brazilian tourism and, perhaps due to this policy, the sector has never been so structurally strengthened. Thinking about regional tourism planning means understanding the territory as a space and place of interaction between man and nature and using it as a tool to agglomerate destinations in a single geographic region with similar characteristics, forming clusters; zones; poles; circuits or tourist itineraries. The social organization of the municipalities itself undergoes changes, since regionalization intends to “think collectively” of the sector, adapting economic agents with new strategies, interacting with public authorities, the private sector and the community, inducing them to a global vision of planning and service delivery [44]. These characteristics allow us to conclude that the elaboration of any tourism plan in Brazil

operationalize and continue within their political-territorial limits, the prescribed and applicable directives in their respective conjunctures. These obstacles, in large part, reveal the incapacity and institutional fragility for tourism management in many regions of the country, despite successive attempts to plan the integrated development of tourist activity [36]. With the launch of the National Tourism Plan 2007-2010 – An Inclusion Trip, in June 2007, the Tourism Regionalization Program gained more notoriety and consolidated itself as a structuring and transversal program. The new PNT is composed of eight macroprograms, including the Tourism Regionalization Macroprogram, which guides all other macroprograms, programs and actions of the Plan. In other words, the regionalization of tourism gains status within the PNT and establishes itself as an instrument that contributes to the achievement of all the goals established for Brazilian tourism by the year 2010. Now as a macro-program, its responsibility has increased and its objectives have been expanded, as follows: to promote the development and deconcentration of tourist activity; support the planning, structuring and development of tourist regions; increase and diversify quality tourist products, contemplating the cultural plurality and regional difference of the Country; enable the insertion of new destinations and tourist itineraries for commercialization; to encourage production associated with tourism, adding value to the tourist offer and enhancing the competitiveness of tourism products; enhance the benefits of the activity for local communities; Integrate and dynamize the productive arrangements of tourism; increase the tourist stay time in tourist destinations and itineraries; boost regional economies. The Tourism Regionalization Macroprogram is composed of four Programs, within the scope of the 2007-2010 PNT, as shown in Table 5.

Table 5 - Programs of the Tourism Regionalization Macroprogram: PNT 2007-2010

Regionalization Planning and Management Program
it ranges from articulation, sensitization and mobilization activities, to the elaboration of strategic plans for tourist regions. It has effective action through the institutionalization of Regional Governance Instances, in the formation of networks and in the monitoring and evaluation of the

regionalization process.
<b>Structuring Program for Tourism Segments</b>
proposes the ordering and consolidation of each segment, the articulation and strengthening of its representative bodies and the standardization of conceptual reference, which together with the structuring of production associated with tourism configure the basis for the construction of tourist itineraries.
<b>Program Structuring Production Associated with Tourism</b>
aims to identify products associated with tourism, artisanal, industrial, commercial and services, as a way of expanding and diversifying the offer. It proposes ways to leverage opportunities and overcome challenges to incorporate these products and adapt them to the market and the tourism commercialization process.
<b>Support Program for Regional Tourism Development</b>
integrates the Regional Tourism Development Programs – PRODETUR. It aims to ensure sustainable and integrated development, improve the quality of life of the local population, increase the sector's revenues and improve the capacity to manage the activity in areas of expansion and tourism potential.

Source: Adapted from PNT

The Tourism Regionalization Program, structured by the National Tourism Plan 2013-2016, is qualified based on the propositions arising from the discussions held within the scope of the National Tourism System, the technical teams of the Ministry of Tourism, the evaluations arising from the governance bodies, the National Regionalization Network and, finally, the public consultation. The Program, in its revision, reflects the aspirations of society, recovers the determination of the State's action and makes possible the emergence of the diversities of the territories, transforming them into a powerful economy, capable of generating the state of well-being. The Program was established by Ordinance No. 105, of May 16, 2013, which according to Art. 1st aims to promote the convergence and articulation of the actions of the Ministry of Tourism and the set of sectoral and local public policies, focusing on the management, structuring and promotion of tourism in Brazil, in a regionalized and decentralized way. In its article 2, it presents the following specific objectives: to mobilize and articulate programs and actions within the

scope of the Ministry of Tourism, other public bodies and national and multilateral development agencies, for the territorial approach and decentralized management of tourism; establish criteria and parameters for the definition and categorization of tourist municipalities and regions, in order to generate indicators of processes, results and performance as tools to support technical and political decision-making; promote the integration and strengthening of collegiate bodies in states, regions and municipalities; encourage and support the formulation and management of state, regional and municipal tourist plans, with the protagonism of the production chain, adopting an integrative vision of spaces, agents, markets and public policies; provide means to qualify professionals and services, as well as increase associated production in tourist regions and municipalities; foster entrepreneurship in tourist states, regions and municipalities; to stimulate the capture and promotion of investments in the tourist area of states, regions and municipalities, training managers for these purposes; identify the infrastructure needs of states, regions and municipalities and articulate their prioritization with the sectorial areas; support the promotion and marketing of tourist products; transfer technical knowledge aimed at the efficiency and effectiveness of public tourism management in the country; define criteria, parameters and methods capable of stimulating and disseminating the best practices and initiatives in tourism in the country; and establish criteria for expanding the use of public selection notices, in choosing projects for the allocation of public budget resources. Article 3 The management model adopted by the Tourism Regionalization Program is based on the perspective of shared, decentralized, coordinated and integrated management, providing participation, democratization, consensus and agreements, involving the multiplicity and diversity of institutional entities, economic agents and society organized civilian. Article 4 The Areas of Action of the Tourism Regionalization Program are: decentralized management of tourism; market planning and positioning; professional qualification, services and associated production; entrepreneurship, attracting and promoting investments; tourist infrastructure; tourist information; marketing promotion and support; and monitoring.

To achieve the desired results in the tourism regionalization process, guidelines were defined that constitute the premises for its execution: Territorial approach, adopted as a reference for development. Integration and social participation, strengthening the protagonism of the tourism production chain at the regional level, in the set of municipalities, and in the processes of public policy management. Inclusion,

understanding the region as a plural and participatory space, which expands human and institutional capacities, facilitating political, economic, social and cultural relations. Decentralization, acting within the scope of the National Tourism System, adopting the methods and processes of Decentralized Management. Sustainability, comprising the sustainable development of tourist regions as a basis for the preservation of cultural identity, respecting political, economic, social and environmental specificities. Innovation, defined as the ability of the tourism production chain to understand that the structuring of tourist destinations depends on a new integrative vision of productive development and competitiveness, which: requires the formalization of services and qualification of people; causes the expansion of micro and small enterprises, associative and cooperative organizations; requires articulation in networks; demand investments in technologies; seeks to offer segmented products and services that add values to the socio-cultural and environmental heritage and that generate, as a result, the expansion of production capacity, occupation positions, dissemination and distribution of products and services, in addition to the circulation of income in the territory. Competitiveness, understood as the growing ability to generate business in economic activities related to the tourism sector, in a sustainable way, providing the tourist with a positive experience. The management model adopted by the Tourism Regionalization Program is based on the perspective of shared management, making evident the participation, democratization, consensus and agreements, involving multiplicity and diversity of institutional entities, economic agents and organized civil society.

## 2.2 TOURISM POLICIES IN THE AMAZON

It is important to highlight that studies and analyzes on public tourism policies aimed at the Amazon are few. Most of the published research has been carried out in the states of Amazonas and Pará. Therefore, the bibliographic research carried out in this work was reduced to a small number of authors who discuss the theme. Two of the main tourism policies for the region, according to Todesco [45], were: Amazon Tourism Plan (PTA) and Proecotur. Such policies were elaborated in different historical moments, however, they adopted the same strategies to reach their objectives, apparently, divergent, evidencing the contradictions referring to the planning and the development of this activity in the territory in question.

### 2.2.1 Amazon Tourism Plan (I PTA and II PTA)

The elaboration of public tourism policies began to take shape in the Amazon in the 1970s, with the elaboration of the I Plan for Tourism in the Amazon – PTA, in 1977 [46].

The I Amazon Tourism Plan (PTA), for the period from 1980 to 1985, was launched in 1977, resulting from an agreement signed between Sudam and Embratur. This agreement establishes that the contracted company should prepare the I PTA in two stages: 1. “planning for domestic and neighborhood tourism” and 2. “planning for major international tourism” [45]; [47]. The objectives that were intended to be achieved through the I PTA were: to contribute to an orderly territorial occupation of the Amazon; participate in the economic and social development of the region, through the generation of income and employment, with the lowest economic and social costs and ecologically defend and enhance the region's natural resources and its historical-cultural heritage [46]. For the first stage, the agencies envisaged “moderate financial investments”, focused on the creation of a support structure along the recently opened or under construction highways (Belém-Brasília, Transamazônica, Cuiabá-Santarém, Belém-São Luís, Manaus-Border with Venezuela and Guyana, Manaus-Humaitá-Porto Velho, Humaitá-Lábrea-Rio Branco, Rio Branco-Border with Peru, Macapá-Oiapoque and Perimetral Norte) and in the increase of reception infrastructure and complementary services [45]. For the second stage, the objective was to “capture a portion of North American tourism oriented towards the Caribbean” and Europeans, however, this public would not be “attracted by the urban poles of the Amazon ecumene”, it should be oriented towards the “great rivers of the area, for its beauty and natural characteristics”. The I PTA intended to direct investments “in areas that respond more quickly to demand and allow a rational redistribution of effects in other pre-selected areas”. The selection of “priority tourist centers and poles” was carried out through a hierarchy of the potential for tourist use of natural and cultural resources, urban and tourist infrastructure [45]. The areas defined as tourism hubs were: Manaus, Belém, Santarém and São Luís - arranged in a horizontal line and located on the banks of the Amazon River, with the exception of São Luís - Maranhão. And as tourist centers: the capitals of the states of Acre and Mato Grosso, and, at the time, the capitals of the federal territories of Rondônia, Roraima and Amapá, all located in the border region [45]; [46].

Aiming at the preservation of natural areas for the economic exploitation of tourism, the I PTA also proposes the delimitation of “Special Areas of Tourist Interest” in some states of the Legal Amazon, stimulated by the then recent Law No. provided for the creation of “Special Areas and Places of Tourist Interest” [45]. In 1992, the II PTA was published which, like the previous one, followed world trends. However, in this case, they advocated planning that was much more concerned with the



environment and society and pointed to the need to value and preserve the natural and cultural heritage of the Amazon region [47]. The II Plan for Tourism in the Amazon - PTA, prepared by the Superintendence for the Development of the Amazon (SUDAM), jointly with the Superintendence of the Manaus Free Zone - SUFRAMA and the Bank of the Amazon - BASA, was to be in force until 1995. Its objective was to constitute an instrument to coordinate the actions of the Federal Government, and of the private initiative, in the sense of overcoming the existing barriers for the realization of tourist activity in the Region. The II PTA aimed to deepen the priority lines of work and actions defined in the Tourism Program of the Amazon Development Plan [46]. According to Nóbrega [46] the document presents the following general guidelines: promote tourism development in an ecologically sustainable manner; revitalize the structural actions of public and private institutions that make up the regional tourist trade; minimize the use of natural and cultural resources in the production of inbound tourism; integrate regional tourist itineraries; reinvigorate the image of the Amazon as a destination for tourist currents. The II PTA presents four priority programs to consolidate the Amazon as a tourist product: a) Tourism Education Program; b) Study, Research and Planning Program; c) Marketing and Promotion Program; d) Tourism Infrastructure and Equipment Program.

The strategies that guided the II PTA were not only of an economic nature, unlike the objectives presented in the I PTA. SUDAM observes, in its position, the need to adapt to the global influence, relating tourism to environmental and social sustainability. It is in this circumstance “that tourism, especially ecotourism, is placed as an alternative for the development of the Amazon” [48]. Based on Normative Deliberation nº 303, of January 20, 1992, Embratur defined the priority poles for development and classified them as: consolidated, under development and potential in the sector. Under this orientation, in the II PTA, the following were defined: consolidated tourist centers such as Manaus and the Metropolitan Region of Belém; the poles that would be under development in the region, such as: Rio Branco and surroundings of Acre; Macapá and surroundings of Amapá; coast of Pará; West of Pará; South of Pará; Porto Velho and surroundings in Rondônia; Boa Vista and surroundings in Roraima; Cuiabá and surroundings of Mato Grosso; Araguaia Valley in Mato Grosso and Amazon Region in Mato Grosso. In addition to the potential poles, which would be in different regions of the Amazon [47].

### 2.2.2 PROECOTUR

The Program for the Development of Ecotourism in the Legal Amazon – Proecotur, was created with the objective of developing and proposing a policy and a program for the practice of Ecotourism [28]. It is a program co-financed by the Brazilian Government and the Inter-American Development Bank - BID and executed by the Ministry of the Environment - MMA, being managed by the bodies responsible for tourism at the State level. It is worth mentioning that its conception emerged from the ecological “wave” experienced in the 1990s, worldwide. In that decade, Brazil was the scene of great discussions regarding the ecological movement, heated by Rio – 92, enabling measures to be taken to minimize the impacts on the environment [46]; [49]. According to Cruz [12], this Program was mainly justified by the vastness of the forest, low density of the regional territory and lack of basic and tourist infrastructure, and also sought to offer tourist destinations in this region to an international tourist demand. Proecotur was launched in 2000, with the general objective of promoting the sustainable development of the Amazon region through ecotourism, establishing guidelines and means for the implementation of basic tourist infrastructure, in an area covered by nine states, which make up the Legal Amazon: Acre, Amapá, Amazonas, Maranhão, Mato Grosso, Pará, Rondônia, Roraima and Tocantins. The specific objectives of PROECOTUR are: to protect and develop the region's tourist attractions, through measures such as the creation of parks and reserves with specific management in ecotourism; create a stable environment for investments in ecotourism ventures, through the definition of policies and norms and the strengthening of state, regional and national environmental management and tourism development bodies; make ecotourism ventures operationally viable by conducting market studies, identifying, developing and adapting technologies for energy generation, effluent treatment, etc. to the Region, and making the results available to private investors; make ecotourism ventures financially viable through the expansion of specific credit lines for the segment; and improve/implement or expand the basic infrastructure necessary to make possible the increase in the tourist flow to the Legal Amazon. In order to achieve the aforementioned objectives, the MMA aimed to execute Proecotur in 6 years, divided into two phases, with Phase I called pre-investments (coordinated by the Ministry of Environment and Phase II of investments (coordinated by the Ministry of Tourism).

Proecotur has as a parameter the “Guidelines for a National Ecotourism Policy” and was subsidized by the “Ecotourism Strategies for the Legal Amazon” which aims to achieve the sustainable development of the Amazon

through the practice of ecotourism. It includes planning and investment actions in ecotourism centers, made up of a set of municipalities that concentrate many ecotourism attractions, selected in each of the states of the Legal Amazon [50]. The main goals of the Program: implement ecotourism centers in the Amazon; create around 30 thousand direct jobs and 100 thousand indirect jobs; implement around 10,000 new housing units – hotels / inns and lodges in the jungle; develop institutional and environmental activities; promote cooperation with private organizations; to promote changes in performance indices and improvement of professionalism and quality standards of existing and to be operated ecotourism products; conduct institutional strengthening actions for local environmental agencies; identify, generate and make available identified technologies; prioritize financing from Banco da Amazônia – BASA / FND (Green Tourism); stimulate the creation of the Investment Promotion Agency [46]. After its launch in 2000, the planning phase of the poles (Phase I), which should have been completed in 3 years, ended only in 2010, with the conclusion of the “Strategic Studies for the Development of Sustainable Tourism in the Legal Amazon” as a milestone. Brasileira” (study contracted by the MMA to Fundação Getúlio Vargas - FGV). According to the MMA, the main results of Proecotur in Phase I were: i) Mobilization and articulation of governmental and non-governmental actors through the Technical Group for the Coordination of Ecotourism for the Legal Amazon (GTCAmazonia), an advisory body of the Proecotur Coordination, which made possible the participation and integration of social actors in the Amazon, giving a participatory and decentralized character to the management of the Program. ii) Induction to the institutionalization of Tourism by supporting the structuring of state tourism agencies in the Legal Amazon, consolidating the insertion of the theme in the governance structures of the nine states in the region. iii) Local and regional ecotourism planning through the elaboration of Regional Strategies and Ecotourism Development Plans for the 15 poles of the Program. These documents define the guidelines for the implantation of the poles, based on the effective and potential tourist attractions and propose strategies for tourist commercialization. iv) Planning and implementation of projects to support ecotourism in Conservation Units, including infrastructure works, environmental zoning, plans for the creation and management of various categories of UCs (federal, state and municipal), studies and management plans of archaeological sites, management plans and tourist use strategies, speleological management plans, implementation of interpretive trails and tourist signs, among others. v) Implementation of small infrastructure

works with the objective of preserving natural attractions and improving tourist reception areas (mainly Tourist Service Centers - CAT and Tourist Fluvial Terminals - TFT). vi) Elaboration of 20 executive projects for several works to be implemented in Phase II. Among these, airport projects, road paving, tourist river terminals, environmental sanitation. Some infrastructure works, sanitation and paving of roads, landing strips and revitalization of borders and ports were also carried out. vii) Support for institutional strengthening through training actions involving more than four thousand people in awareness-raising workshops and training courses on the following topics: Quality in Service to Visitors, Planning and Management of Ecotourism Enterprises, Driving Visitors in Natural Environments, of Management Plans in Conservation Units and Strategic Planning Workshops for the Development of Ecotourism in Communities. Proecotur, as well as several federal and state programs had many difficulties to take off. Many gaps were left by most programs, Proecotur is no exception to the rule. The characteristics, the objectives, the essence, the obstacles are very important components for the understanding of several policies already implemented and in the management process. Perhaps the main obstacle encountered by public policy managers in governance bodies is the process of evaluating public policies [49].

### 2.2.3 FRONTUR

The Brazilian State defines the region of the Brazilian Border Strip geographically as it is 150 km wide along 15,719 km of the land border; this extension encompasses 11 units of the Federation and 588 municipalities, accounting for approximately 10 million inhabitants and bordering 10 countries in South America. According to the World Tourism Organization (WTO), “80% of international tourism is carried out between neighboring countries”. Therefore, when the Ministry of Tourism was created in 2003, a Department of International Relations was structured. Among the main areas of action of this department was to evaluate and disseminate best international practices in tourism, in addition to subsidizing the development of tourism policies, and identifying and carrying out actions that promote tourism at the borders [51]. In the reactivation of the Meetings Specialized in Tourism of Mercosul - RET, in 2003, a survey was carried out with the purpose of diagnosing what were the problems faced for the tourist integration of the continent and what were the main needs of the sector. Most of the issues cited were related to borders [52]. The integration of legislation, the standardization of immigration documents, buses and customs services were identified as the main demands of the tourist trade to improve the flow of tourists in Mercosur. In order to meet

these demands, the Border Concentration project was developed. This project gave rise to the International Seminar on Border Tourism (FRONTUR) as a tool for studies involving border regions. Frontur emerged in 2004 from a partnership between the Ministry of Tourism and the academic sector, aiming at debating proposals and solutions for the main obstacles to border flow in South America [51]; [53]. Frontur's main objective is to attract attention to tourism generated in a scenario of borders, bringing together all bodies and entities related to cross-border tourism to discuss and find solutions that facilitate the movement of the international flow of tourists. During the Frontur, the peculiarities and difficulties encountered by tourists at the border crossing are discussed together with the authorities responsible for borders, government tourism bodies, private initiative, universities and border communities to draw up plans with goals to find solutions to the problems identified [52]. The Seminar has already been held in several cities, such as: Santa Maria/ RS (2004); Foz do Iguaçu/PR (2005); Boa Vista/RR (2006); Cuiabá/MT (2007); Campo Grande/MS (2008); Santa Maria/ RS (2009). In 2010, for the first time it was held outside Brazil, in Asunción/Paraguay (2010). Among the results obtained in these seminars are: aggregation of actors interested in the cause; formation of the Border Tourism Observatory – a network of researchers from South America and overseas, from Portugal and Spain; insertion of other national bodies for the debate, such as the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of National Integration, the National Land Transport Agency, among others; and foreigners, such as the National Secretariat of Tourism of Paraguay, the National Directorate of Migration of Paraguay, the National Institute of Tourism of Venezuela, etc. [52]. In 2011, the Ministry of Tourism (MTUR) through Ordinance No. 162 of August 26, 2011 creates the Frontier Tourism Program FRONTUR. With the following objectives: Art. 2º The objectives of FRONTUR are: I - to reduce regional disparities, increasing the offer of employment and income; II - strengthen South American tourism, especially with MERCOSUR countries, working on the implementation and improvements in integrated tourist itineraries; III - Assist in the preparation of border states for the mega-events of 2014 and 2016 IV - increase the flow of tourists from neighboring countries, improving information and attendance systems at the entrance gates; V - expand the cooperation of federal government agencies that work at the borders; VI - improve the collection mechanisms and statistical data processing systems at border gates. The Border Tourism Program – Frontur emerged with the proposal to boost the activities of the MTur in the border regions that encompass the states of

Acre, Amapá, Amazonas, Mato Grosso, Mato Grosso do Sul, Pará, Paraná, Rio Grande do Sul, Rondônia, Roraima and Santa Catarina. The activities carried out by Frontur will be developed in partnership with the tourism secretariats and agencies of the states, capitals and municipalities involved [54].

### III. FINAL CONSIDERATIONS

For the development of the tourism trade, it is necessary to have pre-established rules to be followed, rules that are present in public policies, prepared by the public sector in order to guide the actions of all actors in society, respecting the limits and characteristics corresponding to the locality. Public policies for tourism are based on the National Tourism Policy. The PNT is considered as a set of guidelines, goals and programs that guide the Ministry of Tourism's activities, in partnership with other sectors of public management in the three spheres of government and with representatives of civil society, the private sector and the third sector, related to the tourism. The Plan's vision of the future is to position Brazil as one of the three largest tourist economies in the world, by 2022, prioritizing aspects such as the arrival of foreign tourists and their stay longer in the country, given that the external public mostly leaves more foreign exchange in the territory. The National Tourism Municipalization Program (PNMT) was a program created by the federal government to stimulate national tourism development through the decentralization of public tourism policies and the strengthening of tourism planning in the municipalities. The program, whose structure involved the federal, state and municipal levels, focused on tourism management and planning at the local level. Municipalities were considered the main agents for conducting the tourism development process, based on the commitment to sustainability. Economic, social, cultural, political and environmental issues permeated all the objectives and actions of the PNMT, whose proposals and statements partially internalized the theme of social inclusion. The PNMT aimed at decentralizing planning activities to the municipalities, with a horizontalization of guidelines and actions for tourism policy in the country. Municipalities should build a municipal tourism policy aimed at their interests, based on the National Tourism Policy. The Aquarela Plan – International Tourism Marketing of Brazil, sets out the paths to be followed, the objectives to be achieved, and the essential actions for Brazilian tourism to advance with the great opportunities for promotion and global communication in the coming years.

The strategic objectives of the Aquarela Plan 2020 were designed to meet the following objectives for international

tourism in Brazil: improve and have long-term results in Brazil's international tourism promotion work; involve the public and private sectors of national tourism in a unified strategy from the country to the outside to better take advantage of the opportunities of the future; promote Brazil as a global tourist destination in a professional manner; take advantage of the great sporting events in the world to make Brazil better known around the world as a tourist destination. With the Plano Cores launched in 2005, Brazil's main objective was to promote tourism nationwide. In it, the analysis of the country's tourist products was considered, with a set of 111 tourist itineraries. In the elaboration of the Plano Cores do Brasil, it was identified that the lack of knowledge of the national market in relation to the Brazil product is almost as great as that of the international market. The Tourism Regionalization Program – Roteiros do Brasil, an important policy for structuring tourism in Brazil, presented a new perspective on the development of tourist activity through decentralized management. The Tourism Regionalization Program reached 219 tourist regions in 3,203 municipalities. The Tourism Regionalization Program grew under the integration of the social, economic, institutional, cultural and political sectors of the municipalities. The premise of the Program, considered strategic for the achievement of the National Tourism Policy, was centered on the purpose that its execution, in a decentralized and regionalized way, with a focus on coordinated and participatory planning, would have a positive impact on the socio-economic results of the territory.

The two main Public Tourism Policies aimed at the Amazon were the Amazon Tourism Plan (PTA) and Proecotur. These policies were elaborated in different historical moments, however, they adopted the same strategies to reach their objectives, apparently divergent, evidencing the contradictions regarding the planning and development of tourism in the Amazon.

The I Amazon Tourism Plan (PTA) is the result of an agreement signed between Sudam and Embratur. The objectives that were intended to be achieved through the I PTA were: to contribute to an orderly territorial occupation of the Amazon; participate in the economic and social development of the region, through the generation of income and employment, with the lowest economic and social costs and ecologically defend and enhance the region's natural resources and its historical-cultural heritage. The II Plan for Tourism in the Amazon - PTA, prepared by the Superintendence for the Development of the Amazon (SUDAM), jointly with the Superintendence of the Manaus Free Zone - SUFRAMA and the Bank of the Amazon - BASA, aimed to constitute an instrument to

coordinate the actions of the Federal Government, and of the private initiative, in the sense of overcoming the existing barriers for the accomplishment of the tourist activity in the Region. The document presents as general guidelines, to promote tourism development in an ecologically sustainable way, to revitalize the structural actions of public and private institutions that are part of the regional tourist trade, to minimize the use of natural and cultural resources in the production of receptive tourism, to integrate regional tourist itineraries and, reinvigorate the image of the Amazon as a destination for tourist currents. It also presents four priority programs to consolidate the Amazon as a tourist product: the Tourism Education Program; the Study, Research and Planning Program; the Marketing and Promotion Program; and, the Tourism Infrastructure and Equipment Program.

The Program for the Development of Ecotourism in the Legal Amazon – Proecotur, was created with the objective of developing and proposing a policy and program for the practice of Ecotourism. It is a program co-financed by the Brazilian Government and the Inter-American Development Bank - BID and executed by the Ministry of the Environment - MMA, being managed by the bodies responsible for tourism at the State level. The general objective of Proecotur was to promote the sustainable development of the Amazon Region through ecotourism, establishing guidelines and means for the implementation of basic tourist infrastructure, in an area covered by nine states, which make up the Legal Amazon: Acre, Amapá, Amazonas, Maranhão, Mato Grosso, Pará, Rondônia, Roraima and Tocantins. The Border Tourism Program – Frontur emerged with the proposal to boost the activities of the Ministry of Tourism in the border regions that encompass the states of Acre, Amapá, Amazonas, Mato Grosso, Mato Grosso do Sul, Pará, Paraná, Rio Grande do Sul, Rondônia, Roraima and Santa Catarina. The activities carried out by Frontur are developed in partnership with the tourism departments and agencies of the states, capitals and municipalities involved. Reduce regional disparities, increasing employment and income; strengthen South American tourism, especially with Mercosur countries, working on the implementation and improvements in integrated tourist itineraries; assist in preparing border states for mega-events; increase the flow of tourists from neighboring countries, improving information and attendance systems at the entrance gates; expand the cooperation of federal government agencies that work at the borders; to improve the collection mechanisms and statistical data processing systems at the border gates, are the objectives of Frontur.

When analyzing the issue of Trade in Tourism, it is clear to any viewer the disregard for the subject, with regard to



the exploitation of natural resources, in view of the enormous potential that Brazil has, especially in the Amazon region. Because according to what the National Tourism Plan itself points out, Brazil, considered the greatest power of natural resources on the planet, holder of a fifth of the Earth's species and 67 national parks open to visitors, at no time had a Tourism policy in protected areas. If used as a priority for government policy, tourism can be presented as a strategy for sustainable development, as it has the potential to collaborate with the protection and conservation of the environment. An expanding market such as tourism can be considered synonymous with the generation of opportunities, as it provides significant economic growth, and can even serve as the basis of the economy, with job creation, dissemination of culture, local valuation, income generation, among others. In this sense, public policies arise in order to manage this entire development process. However, it was found that, given the Brazilian scenario, the signaling of public policies is not always accompanied by structural changes in terms of performance improvement. Proof of this are programs that had their implementation frustrated in certain regions, as was the case of Proecotur. Thus, for its application to be successfully implemented, recognition and local empowerment are necessary, within a governance base that guarantees the functioning of the tourism system. For this, knowledge of public policies by stakeholders is an essential part. In this way, it can be inferred that despite the great potential available to the region, the tourism sector still faces numerous obstacles to its development in its entirety, among them we can highlight: low interest in the topic due to the economic fragility of the municipality; by social disorganization; the lack of adequate infrastructure for leisure practices; by the lack of public investments that encourage the development of the tourism market; by the lack of information from society's actors regarding public policies; by the lack of strategic vision of the public power; due to the lack of a master plan in the municipality that establishes rules and that these are clear with regard to the development of tourist activity in the region.

These are indications that reinforce the thesis of ignorance of public policies on the part of actors, directly and/or indirectly linked to the sector, which help to understand the challenge still to be overcome by the local social structure. As an example of the Amazon frontier region, Guajará-Mirim is open to multiple possibilities due to its incomparable stocks of biodiversity, as well as its socioeconomic history, such as the creation of the Madeira Mamoré Railroad, known worldwide, however it does not progress from the point of view of local valorization. It is noted that several policies were created, but not all of them

were able to achieve their goals. Therefore, the failures pointed out here sound like a warning signal to the local society. Overcoming them becomes the main objective. Knowledge about public policies is on the list of actions identified as strategic in search of a new milestone for the country's development, based on the consolidation of the tourism economic sector.

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