

PAPER DETAILS

TITLE: The Public Agenda of Tourism in Brazil

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PAGES: 23-31

ORIGINAL PDF URL: <https://dergipark.org.tr/tr/download/article-file/589826>

The Public Agenda of Tourism in Brazil**

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Keywords:

Public Policy,
Public Agenda,
Tourism, Brazil

Article History:

Submitted:10.07.2018
Accepted:30.11.2018

ABSTRACT

Despite discussions about Brazilian public policies of tourism (PPoT), their evolution and impacts in this country are still little known. By assimilating various roles over the last century, Brazilian governments could establish goals and provide different expectations about PPoT. This study aims to analyze the institutionalization process of Brazilian PPoT, from their born, in the very beginning of the last century (1930), to the first decade in the actual century (2010). To reach this objective, the Brazilian public agenda of tourism was reconstituted, in a retroductive way. The specialized literature –about public policies, in general, and PPoT, in particular– was made in order to produce an analytical framework to support the empirical analysis. The historical, longitudinal, ex post facto, research was empirically landed by the data collection of normative acts did by the Brazilian Federal Government. These acts were considered as public policies and they were collected through the historical archive of the House of Representatives. They were analyzed, in a quantitative and qualitative manner, by the content analysis technique. The results allow us to recognize five major periods guiding the PPoT in Brazil agenda, each one having it proper organizing principle, *modus operandi* as well its expected effects. As conclusion, we can sustain the existence of recurrent institutional inconsistency; increased investments and changing expectations over the PPoT along of the last century. There was also recent change in the profile of these policies, seeking to conform them to the international standard.

Doi:<http://dx.doi.org/10.31822/jomat.492460>

1. Introduction

Thomas Dye (2009) gave a definition of public policy, which has become a classical one due its synthetic power: public policy is everything what governments choose to do or not to do. It can have its themes, formats, goals and purposes diversified not only when comparing the different national states but vary according to the roles played by certain state in the course of its history (Kliksberg, 1998). In this sense, although much has been discussed recently about the Brazilian public

policies, in general, (Melo, 1996; Faria, 2003, 2005; Souza, 2006; Paiva, 2010); tourism policy, once having its impact only recently evaluated, comes gaining prominence (Pimentel & Pimentel, 2011; Pimentel et al, 2011; Pimentel, Pimentel & Vidal, 2017).

However to assimilate diverse roles throughout the twentieth century, the Brazilian government has set goals, create structures, allocate resources, and provide expectations of the most distinctive ways to the development national tourism. It is in

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Research Paper



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**A previous version of this paper was originally written and published in Portuguese

this sense that is built the question that guides this paper, how the Brazilian State, from 1930 to 2010, sought to institutionalize tourism public policies? Thus, the objective of this paper is to analyze the process of institutionalization of Brazilian tourism public policies from 1930 to 2010.

The institutional approach in the state study is interested in issues such as the institutionalization of procedures and consolidation of government actions, the effect of political institutions on the behavior of the actors or the political decisions content (Arretche, 2007). Thus, the investigation of the institutionalization process of tourism policies in Brazil aims to recognize the tourism policies contents, the practices they have tried to establish and expected effects at different times.

To achieve this aim, we have attempted to reconstitute the tourism public agenda in Brazil (section 2). In the third section, we present the historical, longitudinal, ex post facto, research was empirically landed by the data collection of normative acts did by the Brazilian Federal Government. These acts were considered as public policies and they were collected through the historical archive of the House of Representatives. In the sequence (fourth section) the data were analyzed, in a quantitative and qualitative manner by using content analysis technique—, 369 public policies with specific contend of tourism, which covered the period of the last 90 years. The data allows us to identify the five major periods structuring the Brazilian tourism public agenda. Finally, in the last section, we present the five majors periods characterizing the PPOt in Brazil agenda, each one having it proper organizing principle, modus operandi as well its expected effects.

2. Literature Review

The notion of state, according to Almond (1992), is shaped differently by two dominant traditions in political science, the first defending the sovereignty "classic" of the state and the second consists of the pluralist theorists "classics." The first notion reinforces the state absolute authority, while the latter denies the sovereignty of the state, which is characterized as an association among many.

Mann (1992) notes that definitions of state contains two main perspectives of analysis, institutional and functional, that is, the state can be defined by their features or their institutional functions. A mixed view would be to Max Weber (2006), prominent in studies of the formation of the national state, which considers the institutional and functional (establish and enforce laws). His concept has four main elements: (1) a set of institutions and employees, (2) centrality, political relations radiate from the centre, (3) demarcated territory on which it is legitimate, (4) establishment of mandatory, sustained the monopoly of violence.

However, over the last two or three centuries, says Poggi (2008), many states have acquired additional features to those noted by Weber (1922; 1964; 1978; 2004). Its internal structure is usually designed and controlled by laws that each state produces and enforces and governing their own activities.

Recently, especially in the 1990s, the great task of the modern state was his reform or reconstruction. However, neoliberal reforms showed signs of failure and then emerged as alternative the social character of state reforms, guarantor not only of property and contracts, but also of the social rights. This new positioning of the state and the consequent changes it causes, leads to realize that as are changed the roles assumed by the state, are changed, also, his forms of intervention and relationship with society.

However, according Souza (2006) we have failed to consider how minimally designing public policies to promote social inclusion of the majority population in developing countries in recent democracy, especially in Latin America. Thus, Souza (2006) states that in recent decades recorded the resurgence of the public policy importance, as well as the institutions, rules and models that governs its decision, development, implementation and evaluation.

There is no one, neither better definition of what is public policy. A synthetic proposition of Thomas Dye (2009: 1), which defines public policy as "what the government chooses to do or

not do" . According to Howlett and Ramesh (1995) are five stages of policy cycle, (1) setting the agenda; (2) definition; (3) decision making; (4) implementation; and (5) identifying the results generated.

For Frey (1999), after 20 years of military rule, Brazil is experiencing in relation to the institutional structures and political processes an extremely dynamic and eventful period, and neither the institutional nor the network of political actors or patterns conduct political and administrative arrived to consolidate under the new democratic conditions.

Regarding to tourism in Brazil, due to its dynamic growth over the last ten years and the potential for employment generation, foreign exchange and income, it is observed that has gained relevance in economic, political and social scenarios (Beni, 2006).

In the global context, as noted by Solá (1996), the development of tourism policies for the pure promotion of tourism is giving way to policies interested in developing various products in order to remain the nations competitive. The author looks at three generations of tourism public policies in world, (1) which covers the first decades of the Fordist era of tourism, is characterized by objective to encourage mass tourism from a quantitative point of view; (2) the impacts of tourism are better understood, and the objectives are redefined searching for the well-being of residents; (3) the competitiveness became the focus of tourism strategies and policies.

Given this scenario, we question about the insertion of the Brazilian nation and expect to answer that when doing the reconstitution and analysis of Brazilian tourism public agenda.

3. Data and Methodology

The research is qualitative (Triviños, 1987). To Goldenberg (2002) the qualitative and quantitative method provides an understanding of a phenomenon in depth, while the quantitative seeks to establish universal rules and laws.

Due to the ex post fact character of the research, operationally, for reconstitution and analysis of

Brazilian tourism public agenda, we used the analysis of documents. One of the most knowledges and useful techniques is Content Analysis (CA), which is defined by Bardin (2016: 42) as "a set of analysis techniques for communications, aiming for systematic and objective procedures to describe the content of the messages, or not obtain quantitative indicators, which allow the inference of knowledge concerning the conditions of production / reception (inferred variables) of the messages."

To this research, regarding the volume of empirical material (369 normative acts and thousands of pages), the content analysis technique was used in order to classify and analyze the data collected. We used CA as a first step thematic frequency of the categories to classify and systematize the data according the periods originally observed in the literature review and, than, as a second step, we did thematic use of CA, in order to analyze in detail the principles and elements presented in each normative act and how it had convergence with the period classified.

According Pimentel (2001), studies based on documents as primordial material organize and interpret them according to the objectives of proposed research. Thus, regarding the main purpose of this research –which was reconstruct the Brazilian public agenda of tourism– we have adopted the script proposed by Pimentel (2011) that follows, in order to showing the systematization built to achieve the expected result: (1) identify key tourism public policies in Brazil; (2) analyze some means used by governments to institutionalize tourism public policies, like (a) the institutional arrangement by which outline policies on tourism, defined by position in the organizational structure and proposed investments, and (b) the characteristics constituents, namely, objectives and expected effects; (3) armed with this analysis, reconstitute the tourism public agenda seeking to group the public policies in periods with distinctive features, setting up an organizing principle and the expected effects in each period.

It were searched 1.509 Brazilian public policies¹ those contain "tourism" in scope (Brasil, 2011).

However, many of them were dedicated to internal norms of the organizational, for example, the acts of the Act of the Chairman of the Board in the Brazilian Congress. Others were dedicated to internal amendments of the law, for example in the case of reedition of a law or its change. And a third group of normative acts was concerned with rhetoric or general actions, without any specific material impact, even in terms of budget, for example, it was the case of laws authorizing Higher Education Institutions (HEI) to work in the country as well laws concerned with establishment of Memorandum of Understanding (MoU) between the Brazil Federal Government and other countries, but just in general terms, without any specific practical action. Thus, considering that the impact of these normative acts were more symbolic or rhetorical than practical one, they were eliminated of the sample, which was compound by 369 policies selected (Brasil, 2011).

4. Results and Discussion

The selected public policies were analyzed for periods, (1) Vargas 1930-1945, (2) Populism 1946-1963, (3) Military Dictatorship 1964 -1984, (4) Democratic Transition 1985-1994, (5) Fernando Henrique Cardoso 1995-2002, (6) Government Lula 2003-2010. In each one, were analyzed two categories, each with its own sub-items: (1) the scope of the policy, (1a) objectives (1b) expected effects; (2) the institutional arrangement, defined by (2a) position in the organizational structure, (2b) proponent, (2c) available resources in order to strengthen budget. With these data, broke into the analysis that follows.

Vargas Era 1930-1945

During the Getúlio Vargas government, it is clear the centrality of executive power in the definition of an economic development model focused on urban-industrial axis and marked by strong state interventionism.

Related to tourism policy, this period comes with the (1a) goal of expanding the country economic base, still tied to trade and financial commitments abroad. At the time, the tourism policy turns to the international marketing and to stimulate and control the activity internally. Are three the (1b) expected effects of tourism policies. The former refers to increasing the flow of tourists. The second, related to the first, but wider, was related to increased revenue coming from foreign relations. The third, was the organization and supervision of activities and tourist services.

Assimilation of tourism to (2a) organizational structure of the state happens in 1939 with the creation of the Tourism Division responsible for the promotion, organization and supervision of internal and external services. With the end of Vargas Age in 1945, the Division is extinct. The main (2b) proponent of tourism policies in the period and in subsequent periods, it is the executive branch. As for the (2c) resources allocated in tourism during 1930- 1945, on only two occasions the sector received investments in the form of strengthening budget.

Populism 1946-1963

Between 1946 and 1963, Brazil experienced a populist democracy phase. Based on the input of international resources, the substitution industrialization model of intermediate goods put up as an alternative solution for the economic development in mid-1950. In this context, it moved to admit the idea of planning.

The (1a) tourism policy objectives were in line with the national economic times, treating tourism as an "industry of the century" and "invisible export". The (1b) expected effects of this policies were, first, to use the "touristic capital", mainly the capital from foreign tourist; another, planning of tourism, which first appeared with the creation of the Brazilian Tourism Commission (2a); third, to expand activities and tourist services, through the study of the potential for tourist use in Brazil.

¹At the time when the paper was originally written they were 1509. Today, in October 2018, they are 1840. Actually, these 1840 normative acts are classified as it follows: Decree (654); Decree Without Number (330); Provisional Measure (286); Ordinary Law (253); Legislative Decree (169); Decree-Law (65); Resolution of the Federal Senate (36); Resolution of the Chamber of Deputies (22); Complementary Law (7); Act of the Chairman of the Board (6); Decree of the Council of Ministers (4); Resolution of the National Congress (3); Act of the President Without Number (2); Act of the Board (1); Act of the Chairman of the Board Without Number (1); Constitution (1).

In 1961 it is proposed the National Tourism Policy, which was confirmed just in the next government, in 1966. The Decree-Law no. 55 of 1966 (already repealed) created the EMBRATUR (Brazilian Tourism Company), the National Tourism Council, and defined the elements of the first Tourism Policy. While the Council had a normative function, EMBRATUR was assigned the executive functions. Were intended (2c) features such as strengthening the tourism budget on only two occasions.

Military Dictatorship

The period is marked by two points, the so-called economic miracle and the miracle retreat. The state entrepreneurship and economic stagnation and inflation mark the moments, respectively. In 1966 was established the National Tourism Policy. The (1a) goal of this policy was the coordination and adjustment of public and private initiatives. During the so-called economic miracle, entered new guidelines on the Brazilian tourism public agenda as direct financing or tax incentives for tourism development initiatives. In the late 1970s and throughout the 1980s resurfaced economic difficulties, and the National Tourism Policy was not performed.

There were two (1b) expected effects, first was a larger institutional sector at the state level; second was a largest distribution of tourism throughout the country territory. Tourism gains relevance in (2a) the organizational state structure with the National Tourism Policy establishment by Decree-Law 55/66. This Decree-Law created the National Council of Tourism, EMBRATUR and Tourism General Fund - FUNGETUR. To coordinate the actions was established the Tourism National System. The number of resources transfers (2c) directly to tourism by strengthening budget increased to four.

Democratic Transition 1985-1994

Economically, the 80's were a "lost decade" for the country due to slow growth and rampant inflation. In the political sphere, the stage was of intensified democratization. The period was marked by little state intervention in tourism due to the impaired ability of governing

administrations as well, since the 1990s, by political and economic non-interventionist/liberal position assumed by governments. Thus, interventions in the sector were restricted to EMBRATUR.

EMBRATUR, renamed Brazilian Tourism Institute in 1991, extends your (1a) objectives in seeking to improve the quality of infrastructure, analyze and monitor tourism projects, preserve the natural, social and cultural environment they were (1b) expected effects like access democratization to domestic tourism, reducing social and economic regional disparities, increased flow, length of stay and average spending of foreign tourists, new sights diffusion, equipment and services expansion and diversification.

As for the (2a) position in the organizational structure, with the new federal constitution, promulgated in 1988, the promotion and encouragement of tourism were instituted to Union and municipalities as a duty, as a factor of social and economic development (art. 180). In 1992 was created the Ministry of Industry, Trade and Tourism. There were 6 strengthening budget (2c) destined directly to tourism.

Fernando Henrique Cardoso Government 1995-2002

The first government of Fernando Henrique Cardoso (FHC) was marked by two main agendas: monetary stability and constitutional reforms (Couto & Abrucio, 2003). FHC created the Ministry of Sport and Tourism, reflecting the expansion of space for tourism in the political and financial state (2a), with the (1a) goal of formulating and coordinating national policy for tourism development, promotion and dissemination of tourism in Brazil and abroad, encouragement of public and private to encourage tourism, and planning, coordination, supervision and evaluation of plans and programs to stimulate tourism. One new aspect was the concern with the quality and productivity of the sector.

As for (1b) expected effects, was observed little intervention, tourism exploration concessions to foreign companies and incentives to increase the flow and foreign currency. The (2c) resources for

direct and indirect lending to the sector took a big leap, with 76 direct and indirect transfers the booster budget for the sector, of which nine (11.8%) direct lending to tourism.

Luís Inácio Lula da Silva Government 2003-2010

The tension between social, external and development resumption agendas, on one hand, and orthodox focus on inflation, which allocates trade and fiscal surpluses to finance interest and debt services, on the other, constitutes an important dimension of Lula government (Martins, 2007).

Was noted the maintenance of (1a) objectives that since the 1930s prevailing on tourism policies, associated with the tourists and revenue entry, and the assimilation of new issues, such as quality and competitiveness. Were expected effects (1b) the development of domestic tourism and the increase in the external flow, but mainly to increase the competitiveness of the industry both internally and externally, for the pursuit of quality, productivity and sustainability of the activity.

While was created the Ministry of Tourism in 2003 (2a), it was noted the incorporation of sustainability criteria in the formulation and evaluation of tourism national policy. Direct investments in tourism (2c), compared to the FHC government, increased 466.6%.

5. Discussion

Given the above, it is possible to reconstruct the public agenda of tourism in Brazil, as seen in Table 1 below.

In seeking its evolution were identified five periods, each one characterized by an organizing

principle and the expected effects of him. The first period identified began in 1930, until prior to the government of Juscelino Kubitschek (JK), from when tourism policies assumed new dimensions. The entry of foreign tourists, understood as "invisible export", is so driven. It was some expected effects: the formation of an internal market potential consumer and strong regulatory and supervisory presence of tourist activities.

The period following 1950 to 1979, from JK until the decline of miracle, was marked mainly by the notion and practice of planning. This period follows a model of economic development that enhances the model of import substitution while reserving to the State an entrepreneurial role. The creation and consolidation of entities with responsibilities articulated and complementary attempt to demonstrate the organization of tourism in the country.

The 1980s was marked by political democratization and economic crisis. The tourism planning and implementation centralization would be modified in the following decade. The 1990s were marked by the monetary stabilization that allowed the rise of a new model of public administration, called managerialism. It is in this scenario that was established in 1991 the National Tourism Policy, which aims to expand the tourism market, the decentralization of executive actions, and the expansion of public-private mix.

In the following decade, with the creation of the Ministry of Tourism, was established a new structure, created a new National Tourism Policy and developed plans and programs for its implementation, seeking to articulate national and regional public and private bodies. New effects are

Table 1. Public agenda of tourism in Brazil.

Period	Organising principle	Expected effects
<i>Getulism</i> (1930 – 1949)	Invisible exportation	Foreign tourists; internal market, supervision of tourism activities
Kubitschek to retreat of miracle (1950 – 1979)	State entrepreneurship	Internally and externally tourism development; planning, coordination of tourism; fund to programs.
Redemocratization (1980s)	Stabilization	Collegiate interventionism; constitutional consolidation of tourism
Liberalism (1990s)	Managerialism	Expansion of domestic and external tourist market; productivity; decentralization; public-private mix.
<i>Keynesianism</i> (2000s)	Development and social agenda	Increase flow internally and externally; community involvement, sustainability, social inclusion through work, reducing inequality.

Source: proper elaboration.

expected from the National Tourism Policy, such as improved quality and productivity, sustainability, community involvement, social inclusion through work, etc.

Thus, it is clear that Brazilian tourism policies follows the global trend of converting the pure promotion into diversified tourism products development in order to increase competitiveness. It is noticed that a third phase of world tourism policies, as seen in the global context since the mid-1980s, has been developed in Brazil during the 2000s. The creation and maintenance of a framework of competitiveness, which implies the implementation of methodologies aimed at achieving quality in tourism services, efficiently and sustainably, are defining features of this new phase.

Regardless the government or the historical period of the normative acts that covers a Brazilian Public Policy Tourism agenda, we can see, in a more theoretical terms, that all these policies were made, implemented and controlled considering – in a explicit or implicit form – the tourism as a subsystem organically convergent and determined by the capitalism system (Dachary; 2015; Dachary et al, 2018). If in its initial phase (“Getulism”) it was seen a merely sort of activities related to the travel, it means as a cluster of services without or with a minor impact in the economy and society as a whole, just as a complementary form of sum up economic ingress; progressively it was gaining a more formal and proper official bureaucratic apparatus (“Kubitschek” and “Redemocratization” phases), with more autonomy to integrate and organize the tourism field (Pimentel, 2017), even with this internal diversity and divergence in terms of actors and their expectations. Nevertheless, this effort made in the 1960s was interrupted by the economic crisis in the end of the 1970s which persisted during the whole decade of 1980s, the bureaucratic organization and the very first general national norms were important to put together the actors in the same social and normative space. And, at the end, both in the “Liberalism” and “Keynesianism”, the PPT reaches a broader character, even nationally with a more robust

agenda, more programs and more budget (after all in the Lula’s government) but also internationally, with a intend of Brazilian government to make the tourism an institutional way to receive touristic flux and its money, competing by the tourists in the international market. In this whole process tourism always was determined by logic and the requisites of that system, which confirms its character no autopoietic (Pimentel et al, 2011). The main change was just in the terms and the size of its operation, from the initial vision as a “service” to the final one as “model” of development (Dachary, 2016), in which tourism plays a crucial role to make possible the intensification of the capitalism process cumulation by the conversion of the “unusefull time” (productive time of recreation) into the useful and productive time of the production of touristic goods (products and services).

6. Conclusion

This work sought to analyze the process of institutionalization of Brazilian public tourism policies by the federal governments from 1930 to 2010. It was possible to observe the institutional inconsistency of the Brazilian tourism agencies, the predominance of initiatives of the Executive Power on the proposal of tourism policies, the gradual increase in direct investments in tourism in Brazil, the main changes in the objectives of tourism policies in the period and the consequent transformation in expectations regarding the sector.

As conclusions, it is possible to point out some issues that still deserve consideration by the Brazilian governments, and that deserve to be incorporated into the national tourism agenda. First, in the five phases of the public tourism agenda, the goal is to increase international arrivals. This is understandable given the country's need to seek alternatives to balance the trade balance. However, measures for the expansion of the internal tourism market, which could be adopted simultaneously with the recurrent policy of attracting foreign tourists, are rare. This alternative has shown good results in several countries and even in Brazil (Reis, 2009; Massida & Etzo, 2012; Kumar, 2016), such as the

improvement of indices such as quality of life, income level and the fight against inequalities regional authorities.

Another point that deserves attention from policymakers is the logistic infrastructure, both for foreign tourists and for Brazilians themselves to travel in the country. Sports mega-events based in Brazil, the Football World Cup in 2014 and the Olympics and Paralympics in 2016, brought to the fore the need for investments in infrastructure to support tourism, mainly transportation and urban mobility, such as airports, ports, highways, public transport, signage and information. In this sense, a series of works were carried out in the host cities of the events, all of them state capitals. However, in the interior of the states, where there are many tourist interest areas, the transport and mobility infrastructure remains very precarious, which makes it difficult for both foreign tourists and domestic tourists to access two or three means transport to reach the final destination, with scarce supply of transport services, poorly maintained roads and poor or non-existent tourist signs.

Considering the varied and immense tourist potential of the interior of the country, another point to be highlighted for policymakers is the opportunity, and necessity, of diversification of the Brazilian tourist offer. This is justified both for the expansion of the number of foreign visitors and for the expansion of the time they remain in the country, and for the growth of domestic tourism itself. Currently, the main Brazilian tourist destinations are some state capitals. Rare are the destinations of the interior internationally visited. As for the domestic traveler, it circulates mainly within the state, regionally, due to the size of the country and the difficulties of transportation. Accessibility is a difficulty, but also the lack of format, promotion and marketing of tourism products in the interior of the country harms the development of tourism in the interior.

In summary, tourism policies in Brazil have received increasing attention from governments, incorporated new themes, grown institutionally and received more resources, but some problems persist and are detrimental to the development of tourism in the country, such as insufficient

transportation infrastructure and the concentrated supply of tourist products.

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