


EVALUATION OF TOURIM PUBLIC POLICIES EFFECTUATION IN THE HIGHLAND**AVALIAÇÃO DA EFETIVAÇÃO DAS POLÍTICAS PÚBLICAS DO TURISMO NOS MUNICÍPIOS DA REGIÃO SERRANA DO OESTE POTIGUAR****EVALUACIÓN DE LA EFECTUACIÓN DE POLÍTICAS PÚBLICAS TURÍSTICAS EN LA SIERRA**

 <https://doi.org/10.56238/revgeov16n4-046>

Maria Juliana Jamille Barra de Souza¹, Jorge Luís de Oliveira Pinto Filho²

ABSTRACT

Tourism activities are highly relevant both as economic and social activities, as well as in the process of Spatial Planning of Potiguar Semiarid climate. This study aims at analyzing the public policies ruling the spatial planning in the highland cities of Potiguar Western. This work used the following methodological steps: bibliographical research on tourism, planning, public policies on tourism and spatial planning; documental analysis on tourism public policies and; field research with tourism agents in the cities involved. The region involving the Tourism Hub of Potiguar Western Highlands has 20 cities. They all possess economic, cultural and natural potentialities, but they do not present an effectuation on the public policies. It was verified that tourism management sectors have similarities, such as the fragility of articulating their activities. Therefore, it is necessary to outline an overview of the conditions for regional tourism activities regarding investments, planning and projects towards the fomentation of activities.

Keywords: Tourism. Development. Internalization. Planning. Territorial Planning and Public Policies.

RESUMO

O turismo tem relevância como atividade econômica e social no processo de Ordenamento Territorial do Semiárido Potiguar. Este estudo tem como objetivo geral analisar as políticas públicas que regulam o ordenamento territorial nos municípios da Região Serrana. Para isso, adotou-se dos seguintes procedimentos metodológicos: pesquisas bibliográficas sobre turismo, planejamento, políticas públicas do turismo e ordenamento territorial; levantamento documental para análise das políticas públicas do turismo e; pesquisa de campo com os atores de promoção do turismo nos municípios integrantes. Observou-se que a Região do Polo Turístico Serrano do Oeste Potiguar/RN, que é composta por 20 municípios detém potencialidades naturais, culturais e econômicas, porém ainda não apresenta uma efetivação na execução das políticas públicas. Constatou-se que a gestão do turismo nos municípios apresenta semelhança pela fragilidade da articulação dos setores envolvidos no turismo. Para tanto, é necessário traçar um panorama das condições do turismo regional, sobre os investimentos, planos e projetos voltados ao fomento da atividade.

¹ Master. Universidade do Estado do Rio Grande do Norte. E-mail: jamillesouza86@hotmail.com
Lattes: <http://lattes.cnpq.br/2376975250768793>

² Postdoctoral. Universidade Federal Rural do Semi-Árido. E-mail: jorge.filho@ufersa.edu.br
Orcid: <https://orcid.org/0000-0002-2730-6929> Lattes: <http://lattes.cnpq.br/0560029750034476>



Palavras-chave: Turismo. Desenvolvimento. Interiorização. Planejamento. Ordenamento Territorial e Políticas Públicas.

RESUMEN

El turismo es una actividad económica y social relevante en el proceso de Ordenamiento Territorial de la Región Semiárida Potiguar. Este estudio tiene como objetivo analizar las políticas públicas que regulan el ordenamiento territorial en los municipios de la Región Serrana. Para ello, se adoptaron los siguientes procedimientos metodológicos: investigación bibliográfica sobre turismo, planificación, políticas públicas de turismo y ordenamiento territorial; investigación documental para analizar las políticas públicas de turismo; e investigación de campo con actores de la promoción turística en los municipios participantes. Se observó que la Región del Polo Turístico de la Sierra Occidental de Potiguar, compuesta por 20 municipios, posee potencial natural, cultural y económico, pero aún no ha demostrado una implementación efectiva de políticas públicas. Se constató que la gestión turística en los municipios es similar debido a la débil coordinación de los sectores involucrados en el turismo. Para ello, es necesario delinear las condiciones del turismo regional, incluyendo inversiones, planes y proyectos destinados a promover la actividad.

Palabras clave: Turismo. Desenvolvimento. Interiorização. Planejamento. Ordenamento Territorial e Políticas Públicas.



1 INTRODUCTION

Tourism is a dynamic activity both for social and economic aspects. It provides incomes, working posts, and benefits for the well-being of local population. However, the lack of effectivity of public policies has risen a red flag on the development of tourism in regions lacking planning that contemplates social, economic, environmental and cultural variables.

Based on this perspective, the national tourism situation sees a favorable situation. It has potentialities that surround natural and cultural resources revealing a tourism destination acknowledged worldwide. According to the Brazilian Institute of Tourism (Instituto Brasileiro de Turismo – EMBRATUR), the last years have had a new direction towards investments on infrastructure of roads in tourism regions, as well as in ports, airports, tourism guideposts and convention centers in order to spread tourism business in the Northeastern region of Brazil (BRASIL, 2018). We highlight the investments on propaganda to promote Brazil as an international tourism destination, as well as public policies on the fomentation of tourism. However, it still needs an amplification on those actions to strengthen the tourism regionalization.

About the evolution of tourism in Brazil, Santos (2007) states that this expanding process contributes to the social and economic development of the country. It brings up expectations on the relevance of the activity for the improvement of the population well-being, economic opportunities, and social inclusion of tourism spaces in different Brazilian regions.

Still about the development of tourism in Brazil, Dantas and Alves (2016) report that the country lived a period dedicated to industrialization. It represented, for the political power of the time, the true development. Elaboration of public policies for the potential of tourism were scarce. It contributed for isolated actions in certain cities, such as Rio de Janeiro. It invested in infrastructure that amplified its tourism possibilities.

Thus, the lack of public policies guiding the occupation of different territories for tourism actions rises a red flag on the social and environmental impacts it may cause. They originate from this economic activity due to its disorganized use of natural resources. Also, they trigger debates and discussions about the issue among communities, political governors, private enterprises and non-governmental organizations. (NGOs).

Having a large propitious tourism potential, the state of Rio Grande do Norte has expanded its tourism flux over the last few years. This has been possible due to its natural resources. The state has five different tourism poles and has tried alternatives to promote tourism, especially for the proposal of inner areas of the state. The different poles aim at

strengthening the offering of tourism products. They are pedagogical, ecological, religious, historical and cultural and adventure tourism activities. The tourism areas of the state: Highland regions, Costa Branca, Seridó and Agreste/Trairi, they are all part of the policies of internalization of tourism carried out by the Tourism Office of the State (Secretaria de Turismo do Estado).

In the Semiarid of the Northeastern region of Brazil, there is the Highland Tourism Pole. It outstands due to its mild weather in some parts of its towns. Temperatures range from 16 to 22 degrees Celsius. The natural and cultural aspects make this place special and privileged for the development of tourism activities including nature adventures, as well as regional gastronomy options (PDITS, 2016).

More specifically, this pole has 20 cities. They have diverse tourism products. They reflect on the growth of tourism over the last decades, especially with new tourism enterprises (SETUR, 2016). We point out that, even having this great potential for the development of tourism, this sector presents some restrictions and difficulties for the growth of local economy (MENEZES, 2015).

This study aims at analyzing the public policies ruling the spatial planning in the cities of the Highlands Tourism Pole in Potiguar Western. The starting questioning of this work is: What is the definition of the role of tourism for the spatial planning of the Potiguar Western in the state of Rio Grande do Norte from the perspective of the Highland Tourism Pole?

This research is relevant for it tries to comprehend the role of tourism on the spatial planning of the cities in the Highland Tourism Pole cities, as well as identify which public government actions there are to reduce the disorganized territorial occupation in potential tourism areas, as well as their tourism activity sustainability of the region. The objective is to analyze the effectuation of public policies four tourism activities in the cities of the Highland Tourism Pole in Potiguar Western.

2 METHODOLOGY

2.1 CHARACTERIZATION OF THE RESEARCH

This study is a bibliographical and field research. According to Marconi and Lakatos (2017), the bibliographical research a general summary on the most relevant works ever developed within the researching area, as well as current data about the topic. For the field research, Marconi and Lakatos (2017) emphasize the objective of obtaining data and knowledge about a certain research question which needs answers. This research is plural.



According to Creswell (2010), it allows the research to collect data both qualitative and quantitative, providing a broader view for the analysis.

As for the defined objective, this research is descriptive. It aims at describing the characteristics of a certain population, phenomenon or characteristics of establishment (GIL, 2019). Also, it is an exploratory research. According to Lakatos and Marconi (2017), it allows a bigger familiarization between research and the object study environment. It favors the appropriation of conceptions, as well as the accomplishment of future studies that can be more precise about the topic.

2.2 CHARACTERIZATION OF THE OBJECT OF STUDY

This study was carried out in the Semiarid area of the Western Rio Grande do Norte. It focused on the cities that have tourism potential and are within the area of the Highland Tourism Pole. This pole was created in 2008 by the Decree N. 20.624, on the 17th of July, 2008. This document aims at promoting and motivating tourism as viable means to economic and social growth and development, as well as matching the necessities of regionalization of tourism in the cities that have potential and sustainable planning for the area (RIO GRANDE DO NORTE, 2008).

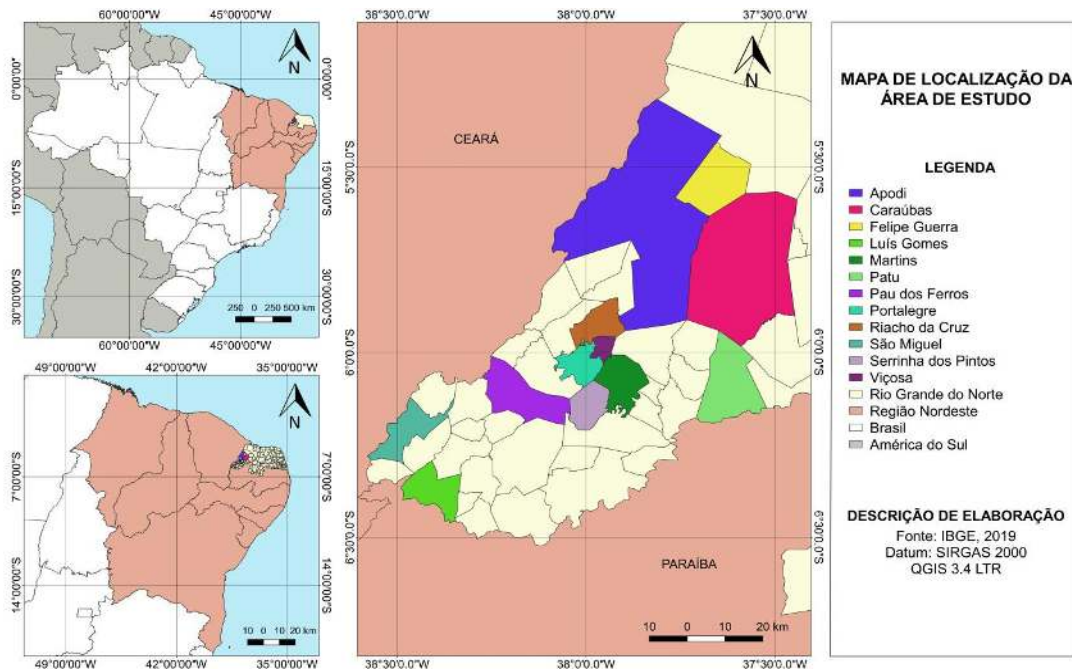
The Highland Tourism Pole is divided within privileged areas: geography, culture, economy and history. They favor the practice of tourism segments: religious, adventure, rural, pedagogical, historical/cultural and ecotourism, all of which derive from a diversification proposal for new tourism products in the state of Rio Grande do Norte (SETUR, 2016).

Therefore, there are 12 cities for the research (Fig 01). This work considers their bigger regional tourist flow, attractions, tourism infrastructure, economic factors and geographic distance among the cities. However, it is important to highlight that there are 20 cities combining the whole Highland Tourism Pole (SETUR, 2018).



Figure 1

Map of the cities within the area of study



Source: Writer's authorship, 2020.

3 METHODOLOGY

The methodological steps of this work are: i) defining the studying topic; ii) defining the studying tools; iii) obtaining, organizing and treating data e iv) data analysis.

This work chose the oriented interview for the research instrument. We interviewed 12 Office Secretaries responsible for the tourism management in 12 cities of the pole. It is important to highlight that an interview is a meeting between two people in order to obtain information related to a certain issue, through a professional conversation (MARCONI; LAKATOS, 2017).

Thus, this study amplifies the discussion on the effectuation of public policies facing the development of tourism in the region, as well as pointing out the fragility of tourism planning of the area. This researched allowed us to identify the public policies, actions and plans of tourism, as well as the necessity of the effectuation of public actions for the strengthening and interiorization of tourism in the state of Rio Grande do Norte, based on the local tourism governance.



4 RESULTS AND DISCUSSIONS

Results show that, from the perspective that tourism activities can contribute to the development of economic dynamics in the Brazilian Semiarid, these changes are possible in infrastructure improvement, regional economic incentive, valuing social, cultural and natural aspects. Thus, it is possible for us, to comprehend the way of the implementation of public policies within the region of research. Then, the cities within the Highland Tourism Pole in Potiguar Western were studied regarding their Department managers' profiles, Secretary Offices structure, proposals outlining, planning, determination of implementation and identifying the action of monitoring.

It is important to emphasize that tourism activities have suffered interference from different factors through the last decades in Brazil. In 1996, one of the most important moments for tourism in Brazil was the elaboration of the first public policy for tourism in the country – the creation of the Tourism National Council (Conselho Nacional de Turismo – CNTur), as well as the creation of EMBRATUR – currently named as The Brazilian Institute of Tourism (Instituto Brasileiro de Turismo – IBT). They were created by the Decree N. 55/66 (TRENTIN, FRATUCCI, 2011).

With the process of Re-democratization in the decade of 1980 and Neoliberalism in Brazil, the management of Brazilian tourism undergoes through institutional and structural changes: the EMBRATUR Office is transformed and moves from Rio de Janeiro to Brasília, total reformulation of the Office staff, the extinction of the old Office CNTur – now they are all part of the Ministry of Industry, Commerce and Tourism (TRENTIN, FRATUCCI, 2011).

Still according to the authors mentioned above, this period is marked by the creation of the PNMT and PNT. The most important about these creations are the decentralization of the Tourism Management in the country – it promoted citizenship participation. The PNMT provokes the participation of the population fomenting the tourism development in the cities. It is based on a sustainable strategy on the economic, social, environmental and cultural aspects. The program aims at comprehending tourism as an opportunity for the economy growth and development in a region. It generates job opportunities, revenues and foreign currency, and the preservation and maintenance of the historical, environmental and cultural patrimony (BRASIL, 2008).

The 1990s is influenced by environmental debates, especially in Brazil. It hosted Eco Rio-92. Ecotourism incentives emerged through national policies supported by EMBRATUR and IBAMA. It was also recognized as a conservation practice, committed to nature, social

responsibility and local development. The proposal suggested the sustainable utilization of natural and cultural resources. It motivated the sensibilization of environmental preservation through local interpretation. It resulted in improvements for the local communities.

The decentralization of tourism management happened in an unarticulated way. The State Offices were created before the very creation of a National Office. In the State of Rio Grande do Norte, the SETUR was created through the Law N. 144/96. It aims at fomenting the Tourism Policy State, articulate cities with actions towards infrastructure, studies, researches and evaluation of potentialities (SETUR, 2016).

We observed that the PNT fomented specific development actions, focusing on the expansion of hotels infrastructure and the regimentation and inspection of travel agencies in concentrated areas. However, in 2003, the Ministry of Tourism is created and encompasses the EMBRATUR. This is a relevant moment. Tourism is now seen as an economic and social relevant activity for the country. It now needs planning structure, programs and projects to foster tourism in regions that have vocation as such (BRASIL, 2003).

It is possible to state that, for decades, tourism in Brazil has been through fragility due to very little acknowledgment by government sectors, especially cities government offices. This way, the Ministry of Tourism launches the PRT. It has the purpose of supporting management and structure the promotion of tourism, making it regional and decentralized (BRASIL, 2013).

In the state of Rio Grande do Norte, the regionalization created five Tourism Poles: The Dunes Coast (Costa das Dunas), The White Coast (Costa Branca), Seridó, Agreste/Trairi and The Highland Pole. This pole was created through the Decree N. 20.624/2008. The most important action was to strengthen the PRT, through the Tourism Regional Council, fomenting the interiorization of tourism in the cities that have tourism appeal (SETUR, 2008).

The Highland Pole presents a situation similar to the reality of tourism public management in the country. There is a deficiency about the effectuation of public offices in the actions of development. As we observe the department to which tourism is inserted, we visualize that most cities have offices connecting different areas, such as cultural, environmental, economic development and they are governed by Secretaries that do not have a proper qualification for the task. There is, however, an exception in the cities of Apodi, Riacho da Cruz e Serrinha dos Pintos (Quadro 01).

Similar results have been found by Lopes and Alves (2015) in a study on public fomenting of tourism. These studies corroborated with the reality of the region being studied,

about the action of professionals who did not have proper training or formation for tourism offices. Those offices had problems for basic conditions of urban infrastructure, tourism, tourism attractions, tourism signaling and advertisement and the potentialities for visibility of the targeted cities. Tourism goes on having difficulties about the implementation of actions that result in the interiorization. Also, its infrastructure conditions have limited the region. It resulted in not having a great tourism demand in most of the cities.

Therefore, there is a deficiency in the development of tourism: being managed by professionals that do not have any basic technical knowledge in the matter. This reality imposes limits to the development, for it makes the articulation between the actors/promoters much harder, as well as the comprehension of the dynamics of this economic activity, through the tourism productivity chain in the region, the social effects caused by those sectors and the viability of valorization of cultural and natural aspects of the Semiárid.

Table 1

Profile of city tourism departments managers in the Highland Tourism Pole

CITY	MANAGERS PROFILES								
	Sector	Responsible	Function	Professional Formation	Professional Experience	Time Experience	Qualification	Actions	Other Actions
Apodi	Tourism Office	Gilney Brito Moraes	Secretary	Tourism Bachelor	Public Service	10 Years	Construction Technician	None	-
Caraúbas	Tourism Culture Office	Miqueias Mizá Sales	Secretary	Philosophy Bachelor Incomplete	Public Private Services	3 Years	None	None	-
Felipe Câmara	Economic Development, Tourism Events Office	Luiz Agnaldo de Souza	Secretary	Philosophy Bachelor	Public Service	3 Years	Studying Law	None	-
Luis Gomes	Culture Office Tourism Coordinator	Leandro Fernando de Oliveira	Culture Secretary	Teacher Music/Arts and Culture	Teacher Musical Producer	9 Years	Specialist Musical Education	None	-
Martins	Tourism Environment Office	Flavio Silva Junior	Tourism Coordinator	Studying Law	Public Management	1 Year 6 Months	Training SETUR, SEBRAE, SENAC	None	Currently, office does not have secretary
Patu	Tourism, Sports Events Office	Rubinaldo Maia Santos	Administration Finances Secretary	Accountant	Public Private Service	20 Years	None	Entrepreneur in his business	-
Pau dos Ferros	Tourism Culture Office	Arian Cristian Lima	Tourism Coordinator	Studying Science Technology	Public Service	3 Years	Solid Waste Management	None	Solid Waste Management Agent
Portalegre	Economic Development Office	Marcksueli Oliveira Batista	Marketing and Events Department Chief	Professor	Public Service	3 Years	None	Director Casa Câmara Cadeia	-



								Portalegre Village	
Riacho	City Tourism Office	Antônio Jaldesma Costa	Tourism, Events Entertainment Coordination	Tourism and Tourism Bachelor	Public Private Service	4 Years	Master's Degree Tourism Public Policies	Member COMTUR and Local Development Agent	City Auxiliary Communication
São Miguel	Education Culture, Sports Tourism Office SEDUC	Luiz Mar Alves Costa	City Director	Pedagogue	Public Private Service	30 Years	Master's Degree Education	None	None
Serrinha Pintos	Tourism Culture Office	Romerito Gomes Oliveira	Tourism Culture Secretary	Tourism Bachelor	Public Private Service	4 Years	Studying History	Municipal Articulation Unicef	Events Promoter
Viçosa	Tourism Office	Pedro Alcântara Silva	Tourism Secretary	Public Policies Graduation	Public Service	7 Years	None	None	-

Using this characterization, the cities' public management for tourism in Brazil, especially in the Highland Pole in Potiguar Western, is dependent and has limited infrastructure. Mostly, they have reduced teams and have very few actions taken for tourism (Figure 02).

Along with the limited actions mentioned above, these offices present a diversified functioning reality (Figure 02). While Apodi and Portalegre have longer existing offices, Caraúbas, Felipe Guerra, Luís Gomes and Patu have very recent structures. They are all similar – quantity of commissioned staff. It makes the operationalization of tourism public policies very difficult, once they have always been through changes according to the political administration.

When this scenario of difficulties is brought into action, we can see the limitations of such offices. Mostly, they refer only to the participation of the Highland Pole, promoting events and logistic support very specifically for determined tourism attractions (Quadro 02). The lack of tourism professional at those offices has limited the development of tourism in the region this studying is being carried out.



Table 2
Municipal Office Structures for tourism in the Highland Pole in Western Potiguar

CITY	Managers Profiles						
	Department	Organogram	Infrastructure	Tourism Professionals	Time	Acting	Developed activities
Apodi	Tourism Office	Secretary and Coordinators	Rented building and other offices	Secretary only	23 Years	Part of the Highland Tourism Pole and organizing events	Carnival, Religious Festivals, Multi Sector Fairs and Emancipation
Caraúbas	Culture and Tourism Office	Culture Secretary and Coordinator	City Hall	None	5 Years	Part of the Highland Tourism Pole and organizing events	Support to Religious Festivals – Saint Sebastian and Saint John
Felipe Guerra	Economic Development Office	Secretary, Second Secretary, Coordinator, Second Coordinator of Events and Advisors	Sinhá Zola Castle with Infrastructure Office	None	6 Years	Part of the Highland Tourism Pole	Ecological Park Project: Caverns and Waterfalls
Luís Gomes	Culture Office and Tourism Coordination	Culture Secretary, Tourism Coordinator and Culture Coordinator	Municipal Library building	None	11 Months	Fomenting actions on culture and support to tourism events	Carnival, Emancipation and, Cultural Exhibition
Martins	Tourism and Environment Office (2013)	Secretary, Environment Coordinator, Events and Information Office	City Hall and Information Center	None, but interaction with the S System	7 Years	Part of the Highland Tourism Pole and organizing events	Carnival, Saint John Festival in the Highland, Gastronomic Festival and Emancipation
Patu	Tourism Office	Secretary, Second Secretary and Events Coordinator	City Hall	None	11 Years	Part of the Highland Tourism Pole and promotes Free Flight Events	Outlook Project and structure for a paraglider ramp
Pau dos Ferros	Tourism and Culture Office	Secretary, Technical Consultant,	Cultural Center The	None	7 Years	Part of the Highland Tourism	FINECAP, The Patron



		Arts, tourism and Patrimony Coordinator	Culture House			Pole and organizing events	Saint Festival and support for the Evangelical Day
Portalegre	Economic Development Office and, Tourism Department	Secretary and Tourism Coordinator	Administrative Center	None	18 Years	Part of the Highland Tourism Pole and organizing events	Saint John, Cashew Agro Festival and New Year's Eve in the Highlands
Riacho da Cruz	Tourism Office	Secretary, Events, Entertainment and Tourism Coordinator	Administrative Center	1	11 Years	Part of the Highland Tourism Pole and organizing events	Saint Peter Festival, Emancipation and Christmas
São Miguel	Tourism Department	Secretary, Tourism, Sports, Culture and Education Director	Small own building structure	4	15 Years	Part of the Highland Tourism Pole and organizing events	Equipment Register and, Events promotion
Serrinha dos Pintos	Tourism Office	Secretary and, Culture and Tourism Coordinator	Administrative Center	1	10 Years	Organizes Events	Civic Parade, Emancipation and the Patron Saint Festival
Viçosa	Tourism Office	Secretary and Tourism Coordinator	Offices Complex	7	11 Years	Organizes Events	Civic Parade, Emancipation and the Patron Saint Festival

This data is ratified by Teles (2011) when presenting findings in tourism and spatial planning study in the metropolitan area of Curitiba. Even in an area with different demographical conditions, the actions tourism public departments is similar, for the author states that most of the management office seats are held by nominated personnel rather than people who have necessary requests and training for the tasks. This scenario can be explained due to the late decentralization of tourism in Brazil. It results into a reality where municipal departments still cannot effectuate their actions. Thus, it becomes a rotative cycle



which is reaffirmed by Teles (2006) when considering the recent professional actions of tourism in the economy of peripheral countries, especially in Brazil.

According to Mendes and Silva (2017), the tourism field is still highlighted with a few institutional abilities, specific needs in the participative management and a low level of commitment for its development. The, we verify the population knows too little about the regionalization of tourism and the necessity of decentralization and interiorization of tourism activities in the Northeastern Region of Brazil. These facts contribute for the worsening of the situation due to the lack of qualified personnel, discontinuity of the public policies and basic regional tourism infrastructure.

Therefore, we perceive that the structure of management in the areas studied points out to limitations to develop actions implemented by the departments of tourism, especially structural, institutional, political and financial. It results in very simple, unarticulated and immediate actions. Tourism needs a practice of incentive of tourism in the area. It must happen through adequate planning by the city departments. It needs permanent professional personnel for planning actions and the effectuation of public policies; the articulation between private and public sectors; the strengthening of governance departments; the financial autonomy of departments; the integration of potentialities of the tourism area, as well as the objective of promoting the regional development of the Semiarid in Potiguar Western.

The expansion of comprehension of the limitations above mentioned is given according to the verification of how public policies occur for tourism in the Highland Pole. It aims at identifying the government instances of each city; and the results are obtained through the interaction of public and private sectors along with the population.

An evaluation of the public management of tourism in the area was possible through the PDCA methodology as it is comprehended by Assumpção (2018). It is a tool capable of creating benefits for the environment based on the application of the plan. It is based on four distinct processes: Plan (Planejar), Do (Realizar), Check (Verificação e controle) and, Action (Avaliação e correção). This way, the application of this model for tourism consists of identifying the public policies, knowing the planning, analyzing the execution of actions and monitoring the methods of verification and correction of actions.

This concept is highlighted for the benefits the maturity of management brings. The use of the PDCA aims at solving the non-conformities through public management tools application. They ensure the concordance, conformity and effectiveness of reality. It can be

shaped based on the particularities of each area, political and objective adequations and even other motivations (ASSUMPÇÃO, 2018).

This way, this study shows that policies for tourism in the Highland Pole have recently started. Most of the cities' Councils were created between 2018 and 2019; they were partially created for they do not have a specific budget, plan or municipal law in 8 of the cities; they have precarious acting for their participation include only federal and state programs (Figure 03). Even with very timid conditions, there is an articulation of the participation of COMTUR, articulating private and public sectors, as well as the society.

Then, most of the cities created the COMTUR between 2018 and 2019. They were created based on the demands of the Ministry of Tourism, via Decree N. °192 on the 27th of December, 2018. This act ensured the cities' permanence in the Tourism map of the state (cities are Apodi, Caraúbas, Felipe Guerra, Luís Gomes, Patu, Pau dos Ferros, Riacho da Cruz and Serrinha dos Pintos – they were the last to be part of the creation of the) (Figure 03).

Following this line of influence on the public policies for city tourism, the National Confederation of the Cities issued a note to guide the cities about the creation of the Tourism Municipal Council, as well as strengthening the councils already created (CNM, 2017). The CNM emphasizes the importance of tourism activities for the cities. The shared management between government departments can be determining for the development of tourism in the areas, through partnerships between private and public sectors, as well as the whole society.

The COMTUR has a fundamental role in the planning, development, monitoring and evaluation of public policies that are directed to the municipal reality of each region (CNM, 2017).

Finally, the necessity of the meetings in tourism poles refer to technical debates involving regional themes; articulation among the cities; structure of the region; greater participation by the city managers to understand the dynamics of tourism; availability for tourism agents to discuss on the activities; more frequent meetings; financial issues and; lack of applicability of the actions in tourism regions. The celerity of the project execution is a challenge, such as tourism signaling in the cities. This is carried out by the State Government through SETUR (Figure 03).

Table 3
Tourism public policies in the cities of the Highland Tourism Pole in Western Potiguar

CITY	Policy						
	Tourism Municipal Council	Participate in COMTUR	Tourism Municipal Funds	Tourism Municipal Plan	PMT Law	Tourism Intermunicipal Plan – PIT	Meetings Demands
Apodi	Yes, created in 2019	Tourism and Education Office; CDL; ACDA; Gastronomic Center; FALS and; Legislative	None	None	None	None	Debates, Articulation and Infrastructure
Caraúbas	Yes, created in 2019	Offices: Education, Infrastructure, Planning, Taxation, Social Service and, Tourism; CDL; Unions and Hotel Business	Yes. Not used lately	None	None	None	Greater participation from the city managers to understand the role of tourism
Felipe Guerra	Yes, created in 2018	Offices: Education, Agriculture social Service and tourism; CDL in Apodi; Taxi Drivers; Forum Churches, Legislative and, Unions	None	None	None	None	Technical Debates; Articulation, Availability and Infrastructure
Luís Gomes	Yes, created in 2019	Offices: Culture, Tourism, Education and, Social Service; Restaurants; Inns, Hostels and Hotels and, Community Associations	None	None	None	None	Technical Debates; Articulation; Availability and Better Regularity
Martins	Yes, created in 1998	Offices: Culture, Tourism, Environment, Education; Hotels and Outlooks	None	None	None	None	Technical Debates; Articulation; Financial and Infrastructure



Patu	Yes, created in 2018	Offices: Education and Tourism; Legislative; Inns; Restaurants and; Society	None	None	None	None	Financial; Lack of Actions and, Faulty Tourism Signaling
Pau dos Ferros	Yes, created in 2019	Offices: Environment, Social Development, Culture and Tourism; Artisans Association; NGOs; Inns and Restaurants	There is, but no resources	Yes	Law N.15 14 in 2015	Yes, Sustainable PDT along with State Government	Technical Debates
Portalegre	Yes, created in 2002	Municipal Public Service, City Council, Private Initiative and, Associations	Yes	Yes	Does not know	Does not know	Technical Debates; Dialogues and; Articulation
Riacho da Cruz	Yes, created in 2018	Offices: Culture, Tourism, Education Infrastructure and Urbanism and Administration; Legislative; Inns; Restaurants and; Bars	Yes	None	None	Yes	Little Support from SETUR; Meetings having little advances and; Financial Limitations
São Miguel	None	None	None	None	None	None	Infrastructure, Financial and; Articulation
Serrinha dos Pintos	Yes, created in 2019	City Offices, Private Initiative, Cultural Groups and Society	None	None	None	None	Technical Debates; Financial Limitation
Viçosa	Yes, created in 2015	Offices: Tourism, Education and, Agriculture; Rural Unions, Restaurants and Bars; Associations; Shop-owners.	None	None	None	None	Financial Issues and resolution on the municipal demands



Corroborating with these data, Lopes and Alves (2015); Dantas and Alves (2016) and Araújo (2015) explain that it is perceptible that inner regions of the state face more problems such as the lack of continuity of governments on the actions; the integration and articulation, both between departments and among the cities. They make the plans and the projects to last very little, as well as ignore the logics of the inner regions to be transformed into tourism regions. It is necessary that this model be reviewed. They must follow the orientations of the Ministry of Tourism. It promoted the PRT, that is a bigger participation of the cities through a structuring plan and promotion of every place. They must focus on their peculiarities, respect and value them, integrating them to the expansive tourism business (MTUR, 2013).

It is important to highlight the experience in the Highland Tourism Pole in Ceará. According to Oliveira (2016), it is a reference in the practice of governance applied to democratic public management. It is based on dialogues involving society departments, citizens associations and non-governmental organizations to define priority areas for the application of resource funds.

We can induce that the actions of public policies for tourism in the cities of the Potiguar Semiarid present very little expression for regional development. It places tourism in a position incompatible to its regional potentialities. The social, economic and environmental impact could benefit these areas and regions. Therefore, a reduced action of public policies, difficulties of departments and sectors and the lack of funds for investments sets the Highland Tourism Pole to have a low development on the productive tourism activity.

The adequate planning of tourism actions in those regions will create an alternative for the utilization of the natural and cultural potential of Semiarid. It will favor the population, value the regional aspects and reduce regional discrepancies. Proper planning will guide the path of development in the area and match the particularities of the environment and the necessities of the population involved.

Based on this perspective of effectuation of public policies for tourism, it is crucial to investigate the models for tourism planning. They must be classified as a viable proposal to promote the development of the region. This way, tourism is considered to be an activity that demands large areas. This might provoke environmental, cultural and economic changes. The model of tourism development needs to be thoroughly reimagined to face the possible negative effects the community might go through.

About tourism Planning, Ruschmann (2001) defines it as a process aiming at determining the actions that will be carried out in tourism communities. It must orientate them

for the adequate use of spaces and not cause a negative reaction towards the tourism attractions and the population. Tourism planning is a primordial tool to establish parameters on the development of tourism. They happen through a harmonic relation between the actors involved.

Tourism planning presents several connotations. It is an indispensable tool to attenuate the negative effects caused by tourism activities in those potential regions. About this point, Teles (2006) explains that when tourism is developed in a place without a proper planning, it creates an area which is incompatible within the regional context. It compromises the characteristics of the region and contributes for land alterations due to disorganized land appropriation.

This concept is highlighted across the entire country. It has been applied to comprehend the relevance tourism planning for the communities. For Ruschmann and Solha (2006), tourism planning has its own challenges. The engagement of the communities that will receive the planning during the process and the understanding about productive chain of tourism in different steps of development are great challenges. They require a participative methodology from different sectors of society. The cities have a fundamental role through this perspective and reinforce the commitment with local aspects.

We verified that tourism planning, in the cities within this study, happens in a very limited way. The public structure and the mechanisms of articulation used by the public management departments leave gaps about fomenting the cities in the Highland Tourism Pole. However, tourism planning requires support of regulations and directives to guide the proper use and occupation of the land. We verify that only the city of Apodi presents a development plan, and the participation on the elaboration (Quadro 04).

Along with this situation, we identified the inexistence of a tourism inventory, except for the cities of Martins and Serrinha dos Pinto. They have had their inventories since 2014 and 2009, respectively (Figure 04). This aspect needs to be highlighted due to its absence. The inexistence of the inventory limits the definition of mapping the tourism structure already existing. Therefore, it points to a regional tourism planning.

Following the same comprehension above mentioned, we verified that the planning actions carried out by the cities happen timidly in certain periods of the year. They occur more frequently when connected to city events that are promoted via partnerships between different City Offices, especially those which possess their own resources. They also happen more specifically in productive departments of the cities, such as the CDL and the S System

(Figure 04). This study shows there is a lack of resources due to non-existing budgetary management for tourism. It weakens the permanent, strategical and diversified planning.

The scenario above mentioned is corroborated when we verify the structure of the staff employed for tourism in the cities of the Highland Tourism Pole. Only the city of Portalegre has a technical staff – three professionals directed to their referred actions (Figure 04). It reflects on the limitation of the planned actions. They approach only the necessity of tourism services related to fee collecting charging by square meter spaces and constructed areas, IPTU tax values, and the necessary formal license for events in the cities. We can induce that the lack of structure causes a creative reduction on the actions and limits levies.

Table 4

Tourism Planning in the cities of Highland Tourism Pole in Western Potiguar

CITY	Planning						
	Tourism Municipal Council	Participate in the COMTUR	Tourism Municipal Fund	Tourism Municipal Plan	PMT Law	Tourism Intermunicipal Plan PIT	Tourism Services Tax
Apodi	Development Plan	Participation in the elaboration	Tourism Inventory	Inventory Aspects	Models of planning accomplishment	Planning and Interaction with other departments	Tax for location and square meter
Caraúbas	Yes	Yes	None	None	Scheduled City Events and Partnerships by the City Offices	Offices: Education, Culture, Sports and Social Service	Square Meter
Felipe Guerra	None	None	None	None	There a Planning Promoting Events	City Offices	No Evaluation
Luís Gomes	None	None	Under Elaboration with UERN	Quantification of Tourism Offer, Hotels Staff and Tourist flow	Yearly Actions; First Local Tourism Seminar in 2019	Offices, Private Initiative and Society	Square Meter and Constructed Area
Martins	None	None	Proposed with UERN	Yet to be defined	Department recently created having no planning actions	Not done yet	Square meter, constructed area, IPTU Tax and ISS Tax
Patu	None	None	Yes, Elaborated by	Quantification of Tourism	The planning is carried out by the entire	With the City Offices	Square Meter, Constructed



			UFRN in 2014	Offer, local Workers and, Accommodations	management ; There is not a specific plan for Tourism		Area and, ISS Tax
Pau dos Ferros	None	None	None	None	None, but only specific actions	There is none	Constructed Area, IPTU Tax and, ISS Tax
Portalegre	None, but one under elaboration with UFRS A	None	None	None	Actions planned, more specifically, towards cultural purposes	There is none	Constructed Area, IPTU Tax
Riacho da Cruz	None	None	None	None	Annual Planning involving every Office	Office, Private Initiative and Society	Constructed Area, IPTU Tax
São Miguel	None	None	None	None	Annual Planning involving every Office	Office, Private Initiative and Society	Constructed Area, IPTU Tax
Serrinha dos Pintos	None	None	None	None	Unfortunately, it is idle having no activities	There is none	Constructed Area, IPTU Tax
Viçosa	None	None	Yes, elaborated in 2009	Tourism Offer, Local Workers, Accommodations, Visitors, Food Supply and, Transports	Annual Planning for Events	Annual Planning involving every Office	License and, localization during municipal events for caterers and the ISS Tax

This concept is supported by Teles (2011), mentioning the difficulties to have access to tools of planning and organization of tourism in potential regions. The author alerts about the limitations of the cities to promote the inventory of tourism offers with information that can guide the planning in those places. It can be compared to the results of the Highland Pole, on the lack of a tourism inventory to map the existing structure and identify potentialities.

Lopes and Alves (2015) affirm that, due to the lack of professionals for those areas of receptive tourism, there are necessities, such as accommodations, as well as the necessity of private initiatives to understand the process. Also, there are difficulties about finding qualified and trained local workers and the awareness of the local population about the benefits of tourism, as well as the presence of qualified professionals in the Offices of tourism to work and act through a regional planning aiming at the interiorization of tourism in the state



of Rio Grande do Norte. This reality was identified during a research carried out in the Highland Pole. The alternative suggested favoring the elaboration of public policies through planning to face the difficulties found during this study.

Similar results have been found by Oliveira (2018) in the region called The Caverns Circuit in the state of Minas Gerais. It showed the absence of defined political and administrative roles. This aspect has also been perceived on the availability of qualified and responsible professionals to develop tourism actions and integrate it with the COMTUR. The integration is about the organization of the information and continuity of public actions. Besides, it aims at understanding the relation among the departments involved and their functions as a member of the planning.

Still commenting on the actions of COMTUR, Oliveira (2018) emphasizes the relevance of the municipal councils, especially to conquer its legitimacy and acknowledgment before the municipal management, tourism trade, NGOs and local community.

Beni (2001), Ruschmann and Solha (2006) stress that the planning is considered to be an important mechanism for the spatial planning, through authorized departments and based on the current legislation. We point out to the necessity of a development plan in the cities and the importance of the participation of tourism as a paramount element in the set of activities that need planning for the proper spatial appropriation. These are the great challenges tourism departments and managements have faced to develop their actions.

We can induce that the lack of tourism planning proves the deficiency of the departments. It has compromised a social and economic representation as a promising activity for the regional development.

Within this context of effectuation of public policies for the tourism activities, it is crucial to investigate the models of execution for tourism actions in the cities this study is taking place. It is evident the municipal management acts in a short manner for environmental matters. Most cities do not have specific programs (Figure 05). We perceive that there is no articulation towards the instruments from the Environment National Policy (Law N. 6.938/1981), as well as environmental sectorial policies such as: Environmental Education National Policy (Law N. 9.795/1999), National System of Units Conservation (Law N. 9.985/2000) and The National Policy for Solid Waste (Law N. 12.305/2010). Tourism goes on weakened about environmental aspects. Reasons are the little integration with programs such as Environmental Education, Solid Waste Management, and the necessity for policies to regulate the areas with potential for Conservation Units.

About specific actions for tourism, we verified the existence of an events calendar in the cities within this study. There are 8 situations. They are a direct reflex of the tourism sectors accounted for (Figure 05). It is important to highlight those actions are developed via partial articulation. Usually, they only happen between interaction of every municipal actor involved. It does not involve interaction with other cities within the Highland Pole. Also, it has restrictions from the Government actions (Figure 05).

This behavior points out directly at the difficulties presented by the managers this study has interviewed. These managers are responsible for the development of tourism in the Highland Pole. Most of them mentioned problems related to the inexistence of a PPRT, integration among the cities, very little tourism demand, infrastructure, lack of sightseeing tours, qualified local workers, public safety and advertisement (Figure 05).

Despite the challenging scenario, the managers were unanimous on the comprehension about the role of tourism for the development of the Highland Pole region. They affirm that this sector allows the growth of economy, cultural valorization and natural preservation (Figure 05). They still formulate that the public government should broaden its actions through the integration among the cities, elaborating diverse sightseeing tours, bigger acting from the managers during the Highland Pole meetings, infrastructure improvements and personnel training (Table 05).

Table 5

Execution of Tourism Policies in the cities of the Highland Tourism Pole in Western Potiguar

CITY	Execution						
	Tourism Institution	Environment Preservation Program	Tourism Events Calendar	Tourism Segments	Tourism Actions from Private Initiatives and NOGs	Actions with other cities	State Government Actions
Apodi	Municipal Administration	Meetings with local residents and community task cleanups	Yes	Pedagogical, Religious, Events, Ecotourism and Entertainment	Partnerships with FALS and CDL for business events	None	None
Caraúbas	Municipal Administration	None	Yes, Municipal Events	Religious, Events, and, Entertainment	Not at the moment, but there is an intention to work along with the COMTUR	None	None



Felipe Guerra	Municipal Administration	None	Yes, Municipal Events	Pedagogical, Religious, Events, Ecotourism and Cultural	Tourism Seminars, Tourism Pole Meetings, proposal for the Opening of the Caverns Circuit	None	Only participation in the tourism seminars
Luís Gomes	Municipal Administration	Only meetings with locals	None	Religious, Ecotourism and Entertainment	Still in early stages with COMTUR	Only in the Pole and no actual actions	None
Martins	Municipal Administration	Education, Environmental, population task force and cleanup campaigns	Yes	Events, Pedagogical, Gastronomical and Ecotourism	Meetings to motivate tourism and, training with The Systems Institutions	Participation in the Pole and the Caverns Circuit	None
Patu	Municipal Administration	Actions in the schools and population task forces in the Sanctuaries	None, but the Sanctuary calendar	Religious, Events, Adventure and Cultural	None	Only participating in the Pole	None
Pau dos Ferros	Municipal Administration	Does not have a social program	None	Religious, Events and, Entertainment	None	Only participating in the Pole	None
Portalegre	Municipal Administration	None	Yes	Pedagogical, Religious, Events and Ecotourism	None	Only participating in the Pole	None
Riacho da Cruz	Municipal Administration	Meetings with locals, EA Program and Cleanup population task force	Yes, Traditional Municipal Events	Pedagogical, Religious, Events and Ecotourism	With the private initiative for the development of local tourism	Only participating in the Pole	None
São Miguel	Municipal Administration	None	None	Religious, Events, Cultural and Entertainment	Unfortunately, it is idle at the moment	Unfortunately, it is idle at the moment	Only in the Pole

Serrinha dos Pintos	Municipal Administration	None	Yes	Religious, Ecotourism and Cultural	Partnerships in city events	Participation in the Pole and Highlands	Only Tourism Signaling
Viçosa	Municipal Administration	Specific meetings with locals	Yes	Religious, Events and Entertainment	Partnerships in city events	Tourism training offer	Orientation of demands and services

The scenario above is similar to the ones identified by Lima and Sales (2018) in the city of Quixadá/CE. It highlights the vast tourism potential that allows multiple options, such as adventure tourism, scientific and cultural tourism. They reassure the importance for the national and regional tourism context. However, the limitations are still shown as a setback on the development of the activity.

We can infer that there is a very limited action on the development of tourism in the inner regions of the Northeastern Brazil. It is necessary to identify how to follow these activities in order to improve this economic sector. This line of understanding is corroborated by Vieira et al. (2016) when highlighting that the lack of monitoring tourism activities results in problems such as spatial planning. There are no conditions of popular participation during the process, as well as no democratic popular sustainability plan.

To perfect the public policies for tourism, it is crucial to investigate tools of continuous improvements in the region. The planning must be adopted having a qualified management for tourism destinies in a sustainable way. To do such, the Portuguese Society of Innovation (2010) points out that the quality of a tourism destiny is made of a summary of democratic initiatives involving everybody's effort, whether they are hotel business companies, entities, tourism institutions and the whole society. The factor that contributes to the perception of satisfaction varies and depends on the performance of multiple tourism sector agents.

This way, this performance can be enhanced via auditing, once they are typified in processes of conformity confirmation for certifications in the areas of tourism destinies. The Portuguese Society of Innovation (2010) highlights that the Green Globe 21 is a very usual measurement instrument. It is based on the principles of sustainable developments established at the United Nations Convention for the Environment and Development. It took place in Rio de Janeiro in 1992. It focused on companies and communities.

Thus, we checked the ways of verification and correction of public policies for tourism in the cities this study involves. We identified that this process happens in a heterogenous way. The dynamics of its activities is different between distinct areas of the Highland Pole. It



involves the structure of the management departments, accommodation offers, food supply, attractions and tourist flow (Table 06).

Specifically, about the population service, and to identify the most important demands in the cities, we stress that registers are done personally or via telephone calls. They are reported on a daily, weekly and monthly basis to the responsible departments. The most common population requests are: little advertisement, irregular garbage dumping in tourism areas, cleanup services and bushfires (Table 06).

The issue of solid waste is distinguished. The partnership of the cities for the Solid Waste Disposal Management has not yet been executed. It has caused environmental, social, economic, spatial, health and political problems. They all directly affect the tourism activities in the regions. They urgently need structural and non-structural control measures.

According to the Regional Integrated Management Plan for State Solid Waste, the area of the Highland Tourism Pole is within the partnership of Potiguar High West Pole. It contemplates 44 cities and a population of approximately 245.000 thousand inhabitants. The city of Pau dos Ferros will be the Head Office of the organization. It will have an estimated 133,000 tons of garbage: monthly will have 3,995 tons and the daily operation will have 154 tons (SEMARH, 2020).

Following this line of interpretation of actions needed to perfect the tourism in those areas, the cities were unanimous to affirm the necessity of relations among the city's partnership. However, it happens singly with only a few instances of Public Administration. Only the cities of Felipe Guerra, Luís Gomes and Martins have a partnership with the Public Ministry and the Ministry of Tourism, respectively (Table 06). Still, in the city of Portalegre there are some actions of the State Government, and in the city of Riacho da Cruz there is a partnership with the local Legislation Chamber to create projects and laws for the tourism sector.

This scenario repeats itself when the correction actions occur along with the private initiative. The cities report that they have permanent dialogues and partnerships with CDL, SENAC, SEBRAE, hotel business companies, food supply companies and tourism equipment companies (Table 06). However, in the city of Pau dos Ferros, there are no partnerships with the private initiative.

The actions along with the society repeat the same pattern from other actions. The cities have mentioned that they have dialogues, suggestions and campaigns to improve the area of tourism. However, these attitudes show but punctual isolated actions related to the

cleanup task force and bushfire control, during the last months in the Highland Pole area (Table 06).

From this context of interaction, we evaluated the perception of the managers about the service provided. We noticed diversity about the statements. The cities of Apodi, Caraúbas, Martins and Pau dos Ferros demonstrate that the offer is compatible to the existing demand; the cities of Felipe Guerra, Luís Gomes, Patu, Portalegre, Riacho da Cruz, Serrinha dos Pintos and Viçosa consider the necessity of expanding the tourism offer, especially new business for accommodation, improvements on the reception service, all of which shall favor a bigger visitation of the area (Table 06).

To better understand this evaluation of the dynamics of tourism offer and tourist demand in the Highland Pole, it is appropriate to register the main aspects to be improved to perfect tourism in the region. They are: potentialities advertisement, professional training, regularization of business at Cadastur – Ministry of Tourism, humanization of services, articulation and planning between Public Government and private initiative, structure of tourism department management, more financial resources, attract more investor for accommodation and gastronomy business (Table 06).

This improvement of tourism through verification and correction occurs as an efficient system of information of the tourism potential. They can show limitations in the cities this study takes place. The cities of Apodi, Felipe Guerra, Luís Gomes, Martins and Riacho da Cruz approach the existence of information to advertise tourism. However, they have difficulties to updating information; the cities of Caraúbas, Patu, Pau dos Ferros, Portalegre and Viçosa affirm that there is not a system to advertise the attractions (Table 06).

Table 6

Verification of tourism Policies in the cities of the Highland Tourism Pole in Potiguar Western

CITY	VERIFICATION AND CORRECTION									
	Popula tion Servic e	Main Compl aint	Freq uenc y	Action with other depart ments	Actio ns with other Publi c Mana gemen ts	Actio n with Com panie s	Action with the Society	Servic e Evalua tion	Ways to Improve	Infor matio n Syste m
Apodi	Person ally	Diffusi on	Wee kly	With Similar Offices	None	Yes, dialo gues and	Yes, to sort out proble ms	Matche s the deman ds	Diffusion and professi	Yes, public acces s



						partn ershi ps			onal training	
Caraúba s	Teleph one call	No compla ints	-	With Similar Offices	None	Yes, with the CDL and Union s	None	Matche s the deman ds satisfa ctorily	Qualifica tion and registeri ng at Cadastur	No syste m
Felipe Guerra	Teleph one call and Person ally	Garba ge dumpi ng in the waterfa lls	Daily	With Offices having similar proble ms	Yes, durin g the debat es about the probl ems	Yes, looki ng for soluti ons	Yes, dialogu e and sugges tions	Amplify to match a bigger flow	Improve the relevanc e of tourism in the region	Yes, public acces s
Luís Gomes	Person ally	Diffusi on	Wee kly	With Offices having similar proble ms	Hardl y, only with Publi c Minist ry	Yes, Deba tes	Yes, with actions during the proces s	Improv ements on the service quality	Training and humaniz ation of services	Curre ntly under const ructio n
Martins	Teleph one call and Person ally	Bushfir es	Daily	With the City Offices	Hardl y, only with the Minist ry of Touri sm at some mom ents	Yes, with hotel s, resta urant s and the S ysteme m	Yes, campai gns against the bushfir es	Reaso nable due to little invest ment	Interacti on with compan ies and, Public Govern ments and, departm ents structur es	Yes, public acces s
Patu	Person ally	Inappr opriate garbag e dispos al	Daily	Yes, with Every Office	None	Yes, impro vements in the Sanct uary	None	Reaso nable; require s better service s and structur es	Investm ents on professi onal training	No syste m
Pau dos Feros	Teleph one call and Person ally	Cleanu p Servic es	Wee kly	Yes, in a very sporadi c way	None	None	None	The service s match the current deman d	More funding for this sector	No syste m
Portaleg re	Teleph one call and	Cleanu p Servic es	Wee kly	Yes, with Every Office	State Gove rnme nt	Yes, with partn	Yes, with sugges tions	Good, but requiri ng	Articula tion between public	No syste m



	Person ally					ershi ps		improv ements	manage ment and private initiative	
Riacho da Cruz	Teleph one call and Person ally	Cleanu p and Gener al Servic es	Daily	Yes, with Every Office	Yes, Legisla tive for the creati on of laws	Yes, with the compa nies in the area	Yes, with meetin gs about the cleanu p task forces	Good, but require s amplify ing the tourism offer	More diffusion , accomm odation and gastron omy	Yes, public acces s
São Miguel	Person ally and E-mail	Cleanu p Servic es	Wee kly	No Actions	None	None	None	Little service s offer	Structur e, training, investm ent on ever existing structure s in public sectors and spaces	No syste m
Serrinha dos Pintos	Person ally	Inappr opriate garbag e dispos al	Daily	With Every City Office	None	Only when dema nded	At certain specifi c mome nts	Regula r; require s amplify ing to match the tourist flow	Bigger integrati on among public manage ments, private initiative and Society	Yes, public acces s
Viçosa	Teleph one Call and Person ally	Diffusi on	Mont hly	Yes, with Every Office	None	Yes, with Partn ershi ps	None	Requir es amplify ing the offer	Professi onal training and attractin g more investo rs	No syste m

The necessity of a greater incentive from Tourism Public Management is also approached by Coriolano (2008) when emphasizing that this measure allows attending to the particularities of the communities. They would avoid negative effects in tourism activities. Following the same understanding, Vieira et al. (2016) affirm that the direct government involvement with the tourism planning stimulates a trustworthy relation between the parts, especially the business sector, local community, public government and tourism itself.



Supporting the same comprehension, Baptista; Cardozo and Moreira (2017) highlight that in specific situations, there can be a spontaneous development in communities having high potential. They find other forms of organizations of products and services for tourists. It can guarantee the regional valuing, social and economic impacts generation.

Oliveira (2016) exemplifies the tourism in the Highland Ceará region. After the Sea Coast of Ceará has flourished in the national and international tourism scenario in the 80s, it transformed the sun and beach tourism segment into a bigger tourism demand in the state of Ceará. Other regions and states started to think of alternatives. In the mid-90s, the region of Maciço de Baturité adopted an instrument to favor the tourism work. It is the planning based on democratic and participative governance. It has dialogues among governments, private initiative and communities to discuss the population demands, from the simplest aspects to the very population well-being, as well as public policies in the long term for local development.

The natural potential of this study is affirmed by Medeiros et al. (2016) when identifying the environmental viability of the micro bay area in the city of Portalegre. It is an exponent for the creation of the Conservation Unit. It is possible to highlight the relevance of the ecological, economic, social and cultural aspects of the Highland region. Also, authors emphasize the climatic, geomorphic, and vegetation characteristics. They favor this climate feature as attractive for the tourism activity in the region of the Highland Pole.

Still considering the potentialities of areas this study embraces, Alves et al. (2016) and Santos et al. (2019) point out the existing potential in the cities of Felipe Guerra and Apodi for Geotourism. It encompasses the tour of the Caverns and the Archeological Site in Lajedo de Soledade, respectively. However, those areas present deficiencies, such as infrastructure, professional training, attraction advertisements, tour routes, promotion for the valorization and preservation of the area.

This way, tourism allows the geoscientific diffusion. It favors the actions of preservation through visitors' awareness and local population for the preservation of the area. Based on what has been mentioned, we can induce that the Highland Pole Tourism region, regardless of its vast cultural and natural potential for the development of tourism, needs to be planned to match positive results between the sectors involved and minimize the negative environmental effects the cities can suffer (MENEZES, 2015).

When corroborating with the reality of the area about its fragility of tourism fomenting, Silva Júnior and Silva (2016) depict the necessity of guiding the investments provided by the

policy of decentralization of the MTur in the area of the Potiguar Highland Pole, about its promotion of tourism development in the region. Results presented by the authors ratify this study when identify the lack of integration between tourism professionals and a proper planning that would contemplate the particularities of the area. It would potentialize the tourism attractions. Most times they concentrate the application of resources on the construction of squares and urbanization.

Yet, we can highlight that the investments in the Highland Pole are set towards tourism infrastructure. It has porticos constructions at the entrance of the cities, revitalization of historical centers and support of the tourism center. It is also possible to identify the tourism center in the region of Barragem de Santa Cruz in the city of Apodi. However, they do not correspond to the functionality of tourism sector, even if it is a finished development. This reality reinforces the necessity this unarticulated tourism scenario about public policies planning.

5 CONCLUSION

The Highland Tourism Pole in the Potiguar Western in the state of Rio Grande do Norte has a vast natural and cultural vocation for tourism activities. It contributes to the economic development. It values the environmental and cultural aspects. However, tourism in that region is not bright. This study points out to a deficiency at the Public Government of cities in that area. It compromises the effectuation of actions towards the tourism regionalization of the area.

This scenario draws the attention for investments, tourism governance sectors articulation, trained personnel and managers at the tourism departments and legal assistance. These elements are necessary to support the activity guiding in the lands of the Potiguar Semiarid to minimize the environmental negative impacts.

Tourism managements in those cities has some similarities about the fragility of arcitulation between the sectors involved. Within this scenario, it is crucial to verify the Public Administration of the cities in the area this study takes place, as well as the action of public policies for tourism. We verify that tourism pole reveals a necessity of responsible departments functioning to activate tourism. It results in a low performance as a tourism destination. However, it presents a diverse potential for the development of tourism activities.

Within this context, the main problems about the tourism management in the cities derives from the lack of a PPRT, integration among the cities, low tourist flow, infrastructure,



no tour routes interconnecting the cities, lack of trained personnel, formalization of business at the Ministry of Tourism, public safety, and advertisement of the destiny in the regional market business.

Thus, the objective has been achieved with considerations and ascertainments. It allowed this study to reach the answers of the planned objectives. Furthermore, it is possible to mention that the absence of the definition of the PPT in the cities, as well as the difficulties to allocate resources at the Municipal Tourism Fund proves the existence of a deficiency of effectuation of the regulated instruments for the development of tourism. This scenario demonstrates a reduced action of the COMTURs and the necessity of tourism planning supported on the established relations by the tourism governance departments, public administration, private initiative and local population.

Tourism needs to amplify discussions and debates to orientate a proper planning capable of filling in the gaps this research shows. Then, the potential this study identifies signals at the viability of fomenting the activity. It is a pertinent proposal for the regional development of the Potiguar Western Semiarid. However, the deficiency in the cities' infrastructure is remarkable. It calls attention to the fact that tourism activities need a well-deserved attention from the cities' tourism departments.

To do so, it is opportune to mention the relevance of outlining an overview of the conditions of regional tourism, especially about investments, plans and projects towards fomenting this activity.

Finally, this study proposes the strengthening of local governance departments that are currently inefficient before the tourism public policies. This scenario and reality are pointed out in this study. This research framework can be used to guide tourism planning, allowing the regional development of the Potiguar Highland Semiarid.

REFERENCES

- Alves, J. J. F., Medeiros, W. D. A., & Targino, D. R. (2016). Geodiversidade e geoturismo no município de Apodi/RN: O caso do Lajedo de Soledade. *REGNE*, 2(Special Issue). <https://periodicos.ufrn.br/revistadoregne/article/view/10586>
- Araújo, E. F. (2015). O papel do turismo e das políticas governamentais na regionalização do Nordeste brasileiro. *Geosaberes*, 6(3), 346–359. <http://www.geosaberes.ufc.br/geosaberes/article/view/482/453>
- Assumpção, L. F. J. (2018). Sistema de gestão ambiental: Manual prático para implementação de SGA e certificação ISO 14.001/2015 (5th ed.). Juruá.

- Baptista, L., & Cardozo Moreira, J. (2017). Ecoturismo de base comunitária no Parque Nacional dos Campos Gerais – PR: A ótica das comunidades de entorno. *Revista de Turismo y Patrimonio Cultural*, 15(1), 195–210. <https://www.redalyc.org/articulo.oa?id=88149387012>
- Beni, M. C. (2001). *Análise estrutural do turismo* (6th ed.). SENAC.
- Brasil. (1981). Lei nº 6.938, de 31 de agosto de 1981. Dispõe sobre a Política Nacional de Meio Ambiente, seus fins e mecanismos de formulação e aplicação, e dá outras providências. *Diário Oficial da União*. http://www.oas.org/dsd/fida/laws/legislation/brazil/brazil_6938.pdf
- Brasil. (1999). Lei nº 9.795, de 27 de abril de 1999. Dispõe sobre a educação ambiental, institui a Política Nacional de Educação Ambiental e dá outras providências. *Diário Oficial da União*. http://www.planalto.gov.br/ccivil_03/leis/l9795.htm
- Brasil. (2000). Lei nº 9.985, de 18 de julho de 2000. Regulamenta o art. 225, § 1º, incisos I, II, III e VII da Constituição Federal, institui o Sistema Nacional de Unidades de Conservação da Natureza e dá outras providências. *Diário Oficial da União*. http://www.planalto.gov.br/ccivil_03/leis/l9985.htm
- Brasil. (2008). Lei nº 11.771, de 17 de setembro de 2008. Dispõe sobre a Política Nacional de Turismo, define as atribuições do Governo Federal no planejamento, desenvolvimento e estímulo ao setor turístico; revoga a Lei nº 6.505, de 13 de dezembro de 1977, o Decreto-Lei nº 2.294, de 21 de novembro de 1986, e dispositivos da Lei nº 8.181, de 28 de março de 1991; e dá outras providências. *Diário Oficial da União*. http://www.planalto.gov.br/ccivil_03/_ato2007-2010/2008/lei/l11771.htm
- Brasil. (2010). Lei nº 12.305, de 2 de agosto de 2010. Institui a Política Nacional de Resíduos Sólidos, altera a Lei nº 9.605, de 12 de fevereiro de 1998, e dá outras providências. *Diário Oficial da União*. http://www.planalto.gov.br/ccivil_03/_ato2007-2010/2010/lei/l12305.htm
- Brasil. (2013). Portaria nº 105, de 16 de maio de 2013. Institui o Programa de Regionalização do Turismo e dá outras providências. *Diário Oficial da União*. <http://www.turismo.gov.br/legislacao/?p=93>
- Brasil. (2018). Portaria nº 192, de 27 de dezembro de 2018. Estabelece critérios para a atualização do Mapa do Turismo Brasileiro, instituído pela Portaria MTur nº 313, de 3 de dezembro de 2013, e dá outras providências. *Diário Oficial da União*. <http://www.regionalizacao.turismo.gov.br/images/conteudo/Portaria%20n%C2%BA%20192-27-12-18-Pg%2001.pdf>
- Confederação Nacional dos Municípios. (2017). *Conselhos municipais de turismo* (Nota técnica 036/2017). CNM. https://www.cnm.org.br/cms/biblioteca/NT_36_2017_Conselhos_Municipais_de_Turismo.pdf



- Coriolano, L. N. M. T. (2008). Litoral do Ceará: Espaço de poder, conflito e lazer. *Revista de Gestão Costeira Integrada*, 8(2), 277–287. https://www.aprh.pt/rgci/pdf/rgci-131_coriolano.pdf
- Creswell, J. W. (2010). *Projeto de pesquisa: Métodos qualitativo, quantitativo e misto* (2nd ed.). Bookman.
- Crato, C. (2010). *Qualidade: Condição de competitividade*. Sociedade Portuguesa de Inovação. https://spi.pt/documents/books/turismo/docs/Manual_1.pdf
- Dantas, E. W. C., & Alves, L. S. F. (2016). *Nordeste turístico e políticas de ordenamento do território*. Imprensa Universitária.
- Gil, A. C. (2019). *Como elaborar projeto de pesquisa* (6th ed.). Atlas.
- Lima, I. B. O. V., & Sales, M. C. L. (2018). Potencial geoturístico do município de Quixadá, Nordeste brasileiro: Análise e sugestões para o desenvolvimento sustentável. *Revista Turydes: Turismo y Desarrollo*, 11(25). <https://www.eumed.net/rev/turydes/25/quixada.html>
- Lopes, R. M. R., & Alves, L. S. F. (2015). O desenvolvimento do turismo no Estado do Rio Grande do Norte a partir da ação pública. *Revista de Cultura e Turismo - Cultur*, 9(3). <file:///C:/Users/weren/OneDrive/%C3%81rea%20de%20Trabalho/940-Texto%20do%20artigo-3345-1-10-20160302.pdf>
- Marconi, M. A., & Lakatos, E. M. (2017). *Fundamentos de metodologia científica* (8th ed.). Atlas.
- Mendes, F. C., & Silva, G. V. (2017). Políticas públicas e desenvolvimento do turismo no litoral Piauiense. In VIII Jornada de Políticas Públicas. Universidade Federal do Maranhão. <http://www.joinpp.ufma.br/jornadas/joinpp2017/pdfs/eixo8/politicaspublicasedesenvolvimento-doturismo-nolitoral-piauiense.pdf>
- Menezes, E. R. (2015). *Turismo serrano potiguar: Sobrevoos do potencial ao produto turístico* [Master's dissertation, Universidade Federal de Campina Grande]. DSpace. <http://dspace.sti.ufcg.edu.br:8080/jspui/bitstream/riufcg/3285/1/EDIVALDO%20RABEL%20O%20DE%20MENEZES%20-%20DISSERTA%20c3%87%20-%20PPGSA%20-%20PROFISSIONAL%202015.pdf>
- Oliveira, A. P. G. S. (2018). *Conectando trechos do caminho: Turismo, lazer e desenvolvimento regional no contexto do projeto estruturador Rota das Grutas de Peter Lund – MG* [Doctoral dissertation, Universidade Federal de Minas Gerais]. UFMG Repository.
- Oliveira, P. R. A. (2016). Planejamento regional e políticas públicas de turismo na macrorregião turística serras úmidas/Baturité, Ceará, Brasil. *Geosaberes*, 6(3), 318–330. <http://www.geosaberes.ufc.br/geosaberes/article/view/480/451>



- Plano de Desenvolvimento Integrado do Turismo Sustentável. (2016). Diagnóstico estratégico. PDITS Polo Serrano/SETUR. http://setur.rn.gov.br/wp-content/uploads/2014/04/PDITS_POLO_SERRANO_VOL1.pdf
- Relatório Síntese. (2012). Plano Estadual de Gestão Integrada de Resíduos Sólidos do Rio Grande do Norte - PEGIRS/RN. Secretaria de Estado do Meio Ambiente e dos Recursos Hídricos - SEMARH. http://docshare.tips/pegirsrn_58bd15ceb6d87fc50d8b4cc0.html
- Rio Grande do Norte. (2008). Decreto nº 20.624, de 17 de julho de 2008. Institui o Pólo Turístico e dá providências. Diário Oficial do Estado do Rio Grande do Norte. <http://setur.rn.gov.br/wp-content/uploads/2014/04/criacao-do-polo-de-turismo-serrano.pdf>
- Ruschmann, D. V. M. (2001). Planejamento turístico. In M. Ansarah (Ed.), Turismo: Como aprender, como ensinar (Vol. 2). Senac.
- Ruschmann, D. V. M., & Solha, K. T. (2006). Planejamento turístico. Manole.
- Santos, A. B. M. dos, Lopes, R. M. R., & Gonçalves, S. (2019). A inserção do geoturismo no planejamento do projeto rota das cavernas em Felipe Guerra/RN/Brasil. *Revista Turydes: Turismo y Desarrollo*, (26). <https://www.eumed.net/rev/turydes/26/geoturismo-cavernas-felipeguerra.html>
- Santos, M. L. (2007). Turismo, território e inclusão social: A eficácia do turismo como vetor de inclusão social [Undergraduate thesis, Centro Integrado de Ordenamento Territorial].
- Secretaria de Turismo do Estado do Rio Grande do Norte. (2016). Plano de Desenvolvimento Integrado do Turismo Sustentável: Polo Serrano Potiguar. SETUR. <http://www.rnsustentavel.rn.gov.br/smiv3/site/conteudos/midias/2614a2ad78054846cef5a1416a0bc16d.pdf>
- Silva Júnior, F. X., & Silva, R. C. (2019). Interiorização e regionalização do turismo potiguar: Avaliação dos investimentos públicos no Polo Serrano. In D. F. Andrade (Ed.), *Turismo em foco* (Vol. 1, pp. 55–64). Poisson. https://www.poisson.com.br/livros/turismo/volume1/Turismo_vol1.pdf
- Teles, M. A. (2011). Turismo, ordenamento territorial e desenvolvimento na Região Metropolitana de Curitiba [Doctoral dissertation, Universidade Federal do Paraná]. Acervo Digital UFPR. <https://acervodigital.ufpr.br/bitstream/handle/1884/26929/R%20-%20T%20-%20MARGARETE%20ARAUJO%20TELES.pdf?sequence=1&isAllowed=y>
- Teles, R. M. de S. (2006). A importância do território na prática do planejamento turístico: Reflexões acerca do Brasil. In D. V. M. Ruschmann & K. T. Solha (Eds.), *Planejamento turístico*. Manole.
- Trentin, F., & Fratucci, A. C. (2011). Política nacional de turismo no Brasil: Da municipalização à regionalização. *Tourism & Management Studies*, 1, 839–848. <https://www.redalyc.org/pdf/3887/388743867076.pdf>



Vieira, E. W., Ferreira, A. J. A., & Serra, D. J. S. (2016). Turismo e território: Planejamento turístico para o desenvolvimento sustentável do Polo Munim, Maranhão. *Revista da Casa da Geografia de Sobral*, 18(2), 100–117. <https://rcgs.uvanet.br/index.php/RCGS/article/view/305/298>

