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THE MULTIPLE STREAMS MODEL AND THE ANALYSIS OF TOURISM PUBLIC POLICIES IN THE BRAZILIAN AMAZON

Abstract. *The studies on the analysis of tourism public policies in the Amazon and in Brazil focus on its implementation, impasses and/or results, but their formulation process as well as the characters involved on those are still approached in an incipient way. This paper presents results of a research on tourism public policy in the Brazilian Amazon. The research aimed at understanding how tourism is addressed and how it is in the agendas of the municipalities of Belém and Bragança governments, in the state of Pará. The Multiple Streams Model was used as a theoretical and methodological reference. The empirical evidence is based on bibliographic and documentary reviews and semi-structured interviews with employees of the tourism management agencies of the municipalities. The results show that tourism public policies are materialized in the Belém Tourism Program 14 (PTB14) and in Bragança Municipal Tourism Plan (PMT-Bragança). Moreover, in these municipalities there is the Municipal Tourism Council; in which the Council of Belém acted in the process of formulating the PTB14; whereas the Council of Bragança did not participate in the formulation of the PMT-Bragança hence the tourist trade representatives of the municipality did, but individually. It is concluded therefore that the analysis model used it, in both municipalities, there are factors that influenced the multiple streams of the process of formulating tourism public policy; however, it was possible to fully identify only those that affected the stream of public policy. In addition to that, the way in which tourism is conceived and disseminated has led it to be risen to a prominent position in the decision agenda of the municipalities of Belém and Bragança.*

Keywords: *Tourism Public Policy Analysis, Multiple Streams Model, Brazilian Amazon, Pará (PA).*

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МОДЕЛЬ МНОЖЕСТВЕННЫХ ПОТОКОВ И АНАЛИЗ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ ТУРИЗМА В БРАЗИЛЬСКОЙ АМАЗОНИИ

Исследования, посвященные анализу государственной политики в сфере туризма в Амазонии и Бразилии, в основном сосредоточены на кейсах положительных или неудачных результатов, но изучение механизмов и средств формирования мер по развитию туризма находится на начальной стадии. В данной статье представлены результаты исследования государственной политики в сфере туризма в Бразильской Амазонии. Предметом исследования является место туризма в общей системе деятельности муниципалитетов Белен и Браганса в штате Пара. Методологической основой исследования стала модель множественных потоков. Эмпирические данные получены с помощью библиографических и документальных обзоров, а также экспертных интервью с сотрудниками муниципальных агентств по управлению туризмом. Результаты показывают, что государственная политика в сфере туризма воплощена в программе по развитию туризма Белена (РТВ14) и в муниципальном плане развития туризма Браганса (PMT-Bragança). Кроме того, в этих муниципалитетах есть советы по туризму. Так, муниципальный совет Белена непосредственно разрабатывал муниципальную программу по развитию туризма РТВ14; тогда как Совет Браганса не принимал непосредственного участия в разработке муниципального плана развития туризма (PMT-Bragança), но при этом в разработке программы участвовали отдельные члены-представители муниципалитета. Таким образом, на основе анализа заложенных в модель данных по обоим муниципалитетам, можно сделать вывод о том, в них есть факторы, которые повлияли на многие направления процесса формирования государственной политики в сфере туризма; однако авторы полностью изучили только отдельные из них. Нужно отметить, что проводимые меры государственной политики в сфере туризма в муниципалитетах Белен и Браганса позволили вывести эту отрасль в перечень наиболее важных и значимых в их экономике.

Ключевые слова: *анализ государственной политики в сфере туризма, модель множественных потоков, Бразильская Амазония, штат Пара.*

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Introduction

Social existence is the result of processes, consensus and dissensus carried from socio-cultural constructions, products and socio orders developers that rewrite themselves through time in the continuum, conditioning human actions. Berger and Luckmann (1966, 2004) by exploring the energy or maintenance of a certain social order, highlighted that the human activities are developers and products of an institutionalized context, in this case the public power. It is necessary to understand that the public policies reflect a social order, which occurs in society and is kept by the single human action, in a continuous process, permeated by absences and decisions that define the organization and structure of a society.

The governments are responsible for attending through public policies, society wishes and needs counting on the three branches of power of government. The public policies shall issue from a participative process that articulates all the participants directly or indirectly involved on the theme which they are allegedly part of. Nevertheless, their results can generate positive impacts as well as negative ones.

Due to this fact, it is necessary to have the policies analysis focusing on identifying the reason for the impacts generated. Therefore, the Public Policies Analysis is still an instrument of utmost relevance in the current context, which is based on participative democracy, where the society principles, more than just a beneficiary of the public policies, also need to be effective participants of their formulation and implementation. Meanwhile, regarding tourism public policies, this is still a recent practice, which is focused on previously formulated policies or in previous implementation, taking into consideration that their formulation process has been favored, and this conclusion will be demonstrated in section 2 of this article.

The research at a certain reported point, issued from the following inquiry: How is tourism approached, as well as registered in the governmental agenda in the municipalities of Belém and Bragança in the state of Pará, in the Brazilian

Amazon? To do so, The Multiple Streams Model by John W. Kingdon (1995, 2007, 2011) was used as theoretical and methodological support. In addition, it was formulated to study the predecision phases of the agenda setting and the alternative specification.

Viewing the understanding of how tourism is approached and registered in the agenda of the municipalities of Belém and Bragança, in the state of Pará in the Brazilian Amazon, a bibliographic and documentary research was held, as well as a semi-structured interview. The bibliographic research was held aiming at outlining the state in the art of the analysis of public policies in Tourism and also building theoretical and methodological support. The documentary research aimed at the documents related to tourism public policies from the municipalities of Belém and Bragança.

Several factors contributed to have these municipalities chosen, such as: the easy access between both, the existence of a municipal tourism management, that they integrate a Touristic Route, the Belém-Bragança Touristic Railway Route; for being historically priority municipalities for the development of tourism to the state government; and for being contemplated by actions in the national policies scope materialized in the National Tourism Municipalization Program (PNMT), The National Ecotourism Development in the Legal Amazon Program (PROECOTUR), and most recently, the National Tourism Regionalization Program (PRT). Which would be placed in a similar level of importance in terms of tourism development.

The empirical evidence pointed out that the public policies within these two municipalities are materialized in a program, concerning the municipality of Belém, and in a plan, concerning the municipality of Bragança. Besides the factors that were also identified, as well as the active visible and invisible participants that influenced the multiple streams of the formulation process of these policies, which were studied in the analytic used model.

From the analytic used model, it was verified that in both municipalities, there are factors

that influenced the multiple streams of the process formulation of tourism public policy, meanwhile it was possible to make an entire identification, but only on the factors that affected the public policy stream. It was even found out that an additional factor influenced the political and public policy stream, but it is not part of the model (Tourism Ministry – MTUR influences, guidelines and determinations).

Other invisible active participants that influenced the mentioned streams were also found out, such as: The Municipal Tourism Governance Instance (The Municipal Tourism Council), local tourism trade, local community representatives and tourists. They were crucial to political and public policy streams. There was an equal investigation, to the participation of the policy entrepreneur, which played a key role in the coupling of the multiple streams.

Lastly, it is concluded that, to use the Multiple Stream Model in the predecision making analysis of the process of tourism public policy, it is necessary to work on some adjustments in the referred model, and that the way tourism is conceived and defined caused its rise to the top of the decision agenda of the municipalities of Belém and Bragança.

1. The multiple streams model and the analysis of tourism public policies

The public policies aim at attending to the expectations and needs of the society as a whole, being a result of choices held by the government, either in a collective way or not. Even when it is absent in its mission or omits from its role, the government also signals public policy, since its decisions will result in a choice that will reach the society and will therefore have a positive or negative impact. Consequently, the society has suffered frequently with these results in the most distinctive areas as in public policies that were miss-formulated or in which the implementation was held either improperly or mistakenly, consequently coming upon the authentic local interests.

It is indispensable to have the public policies analyzed, but always taking into consideration

that there is distinction among the public policies analysis, and the evaluation of public policies and political evaluation. Figueiredo and Figueiredo (1996, p. 107) discussed the first statement about “... Analyze the decision making, what factors influenced the decision making process and the characteristics of this process.” They also consider that the political evaluation consists in the “... Analysis and elucidation of criterion or criteria that ground certain policies; The reason which turns them into the *preferred* ones over any other” (Figueiredo & Figueiredo, 1996, p. 108, written in the original), is that a preliminary and preparatory phase of the evaluation of the public policies, that “comprehends the evaluation of results of a program in relation to the proposed objectives.” (Ala-Harja & Helgason, 2000, p. 8). Is therefore the research at some point reported in this study that is characterized as the analysis of public policies of a specific area, Tourism.

The analysis of tourism public policies has been the subject of a research, considering distinct aspects, as in national and international scope. In the international context, the analysis focus has been based on the previously formulated policies or their implementation. In the first case, are cited the Farsari et al. (2011), Garcia (2014), and Ismet and Abunjaileh (2016) researches; in the second case are cited the Wang e Ap (2013), Rodrigues et al. (2014), Baptista et al. (2019), and Chen et al (2020) researches.

In the national context, the specific researches about the analysis of public policies are still poor, considering the relevance of this theme, but the existing ones can be gathered from three areas. The first one comes from the people who cover the implemented or concluded policies, as respectively, Coelho et al. (2015) e de Oliveira (2015) researches. The second area gathers the researches that cover the National Tourism Plan (PNT) 2003–2007, by Noia et al. (2007), Sancho and Irving (2010), and Nascimento (2012); and the PNT 2007–2010, credited by Kanitz et al. (2010) and Sancho and Irving (2011); and still the researches that jointly analyze the PNT 2003 a 2018, carried out by Borges and Silva (2020) and Vilela

and Costa (2020). The third area is the one that congregates authors such as Knupp (2014), Pimentel (2014), Gomes (2018), and Nascimento et al. (2020), which suggests a theory-methodological model to analyze tourism public policies.

The Amazon tourism public policies have also been the subject of research, however,

concerning exclusively their analysis, it was noticed that the needs observed in the national context are repeated in the Amazonian context. The Table 1 registers the tourism public policies analysis from/in the Amazon region identified, considering the time horizon of the last seven years (2013–2020).

Table 1 – Researches about Tourism Public Policies Analysis from/in the Amazon region (2013–2020)¹

<i>Author / year</i>	<i>Researched Aspects</i>	<i>Local</i>
Sansolo (2013)	Tourism federal policies in Amazon, considering the paradigms of centralized and decentralized management	Brazil
Silva (2013)	Process of the Implementation of the Amazon State public policy, which has as priority the ecological and cultural tourism fostering	Amazon
Nascimento (2014)	Similarities and differences between the public policies in Amazon and Pará, considering the formulation process	Amazon and Pará
Nascimento & Simonian (2014)	Implementation of the ecotourism policy of the Belém/Atlantic Coast Pole	Pará
Nascimento (2015)	Rise of tourism as agenda governmental in the states of Amazon and Pará	Amazon and Pará
Nascimento et al. (2016a)	The tourism public policies formulation process in the state of Pará	Pará
Nascimento et al. (2016b)	The tourism public policies formulation process in the state of Amazon	Amazon
Chagas Neto & Almeida (2016)	Characteristics, challenges and perspectives of the public management in tourism from the multiannual plan 2014-2017 in the Municipality of Belém	Belém (PA)
Nascimento (2017)	The tourism public policies formulation process in the municipality of Tracuateua (PA)	Tracuateua (PA)
Nascimento et al. (2019)	The active participants and the factors that influenced Belém (PA) tourism public policies formulation processes	Belém (PA)
Nascimento et al. (2020)	The active participants and the factors that influenced Bragança (Pará) tourism public policies formulation processes	Bragança (PA)

In terms of theoretical-methodological resources, there are several explanatory models, concepts and typologies to be applied in the formulation and analysis of public policies which were developed to “... understand better how and why the government does or does not do an action that will have a result in citizens' life” (Souza, 2007, p. 72.). One of these explanatory models is the Policy Cycle. Frey (2000) which divides public policy cycle into five stages/phases, such as: problems perception and definition;

agenda setting, programs elaboration and decision; Policies Implementation; and last, the evaluation of policies and eventual correction of the actions.

Nevertheless, in practice, these stages / phases do not strictly follow this sequence of achievements, but they can work as a parameter to the analysis of the processes of public policy formulation. Since, “when attributing specific functions to the several phases of the political-administrative process, we can obtain [...] reference

¹ Source: Adapted from Nascimento, V. L. Q., Gonçalves, F. S., Barbosa, H. D. A. (2020). O Modelo de Fluxos Múltiplos e a Política Pública de Turismo na Bragança Amazônica (PA). *The Brazilian Journal of Development*, 6(11), 87219-87238.

points that can provide clues to the potential causes of the problem resolution process deficits" (Frey, 2000, p. 229). In short, examining these stages/phases enables us to identify where public policies fail.

From these phases, the most approached one is the *agenda setting*, which describes how the governmental agenda is deliberated. With the objective of understanding it, John W. Kingdon (1995, 2017, 2011) proposed The Multiple Stream Model, which substituted theoretically and methodologically the referred proposed research. Initially, Kingdon (2011, p. 2) defines the formulation of public policies as

... a set of processes, including at least (1) the setting of the agenda, (2) the specification of alternatives from which a choice is to be made, (3) an authoritative choice among those specified alternatives, as in a legislative vote or a presidential decision, and (4) the implementation of the decision.

Therefore, the model proposed by him refers specifically to the first two processes, named predecision, which are: Agenda Setting and the alternative specification from which the sorting is selected. He focuses on comprehending the reason why some subjects become more important in the public policies agendas than others, as well as the reason why some alternatives are seriously considered while others are ignored.

Furthermore, the concept of public policies, Kingdon (1995, 2007, 2011) is defined and also makes the difference between agenda and alternative. The agenda consists of a list of subjects / questions that are demanded from the governmental agenda, and the people involved in it, in a particular moment. And the alternatives are the proposed solutions with the objective of solving a particular subject / issue.

However, not all the subjects/issues call people's attention in the government, therefore the ones involved in it will be effectively a target of deliberation. Kingdon (1995, 2007, 2011) therefore creates the second group of distinction, defending that there is the governmental agenda and the decision agenda. The first one consists in

a list of themes/problems which are the object of the attention of the government of a maximum granted authority, as well as its closer assistants; while the second version is about themes/problems regarding the governmental agenda which will be submitted to effective deliberation.

Such author arguments, still considering, that both agendas constitute through different procedures, since themes/problems that are not in the governmental agenda, which are more general, can be of great relevance in the decision agenda, mainly in a more specialized one, as health and transportation (and, in the case of this study, the tourism). It actually guarantees that associated to subject/issue being constantly considered in the decision agenda, there will be a variety of alternatives which may decrease (based on the grouped invariables, the ones that complement each other and/or the ones that are not so relevant) in the quantitative of the ones that are demanded, remaining only the ones that will be actually considered, which he names alternative specification.

Kingdon (1995, 2007, 2011) created yet the third group of distinction, distinguished between the agenda setting and the alternative specification, which according to him, are procedures that occur through different dynamics. It is through their understanding that the reason for the prioritization of some subjects/issues in the governmental agenda in detriment of others, as well as the reason for some alternatives counting on more attention than others, will be better understood. Both depend on the action of the active participants and the processes through which these participants pursue their influence.

According to Kingdon (1995, 2007, 2011), public policies emerge from the agenda setting and the also alternatives specification, as a result of the integral coupling of the multiple streams, whichever the *problems stream*, *political stream* and *policy stream*. This coupling occurs only in an exclusive moment named *policy window*, when a subject issue is known as a problem, alternatives are proposed and selected to solve it, the political context is favorable and there is the action of a

special active participant, the policy entrepreneur.

A subject/issue is defined as a problem only when the government officials and others around them admit its existence, realize that it requires attention and demand for the proposition of alternatives and solutions to solve it. In sum, the public policies issue comes from the particular combination of problems, alternatives and solutions, the appropriate context and action of a

specific active participant.

Kingdon (1995, 2007, 2011) establishes that, in the political system, the multiple streams work simultaneously and independently; the coupling between them can occur completely, partially or it may not occur, and he also established that each stream has its own dynamic influencing factors that are unique to each one of them. The Table 2 represents the processes, multiple streams and their respective influencing factors.

*Table 2 – Processes, multiple streams and their respective influencing factors
(Source: Elaborated by Kingdon, 1995, 2007, 2011)*

Processes	Streams	Influencing factors
Agenda setting	Problems Stream	<ul style="list-style-type: none"> • Indicators • Focusing events • Previous existing programs feedback
	Policy or Political Stream	<ul style="list-style-type: none"> • Political national atmosphere/mood • Government changes • Organized Political Forces
Alternative Specification	Public Policy Stream	<ul style="list-style-type: none"> • Technical Feasibility • Harmony with the values of the policy communities • Anticipation of future constraints (budget constraint, public acceptability and political receptivity)

Concerning the agenda setting and the alternative specifications, and moreover the ones that occur in the multiple streams scope, according to Kingdon (1995, 207, 2011), these items are influenced, as mentioned before, by the action of

the active participants, which are characterized as visible and invisible, and each category plays a bigger influence in a certain process than in the other. The Table 3 describes the processes and the streams that each group of participants influences.

*Table 3 – Processes, multiple streams and active visible and invisible participants
(Source: Elaborated by the authors from Kingdon, 1995, 2007, 2011)*

Processes	Streams	Active participants
Agenda setting	Problem Stream	Visible: <ul style="list-style-type: none"> • The greatest representative of the Executive; • High-level advisors appointees from the Executive • The highest representative of the Legislative • Theme/problem Specialized Media; • Elections-Related Participants (Political Parties; campaign committee) • Public Opinion
	Policy or political stream	
Alternative Specification	Public Policy Stream	Invisible: <ul style="list-style-type: none"> • Career civil servants/second echelon public Government officials (bureaucrat) from the Executive and low-level political appointees • Career civil servants/second echelon public Government officials (bureaucrat) from the Legislative • Researchers • Academics • Interest groups counselors/analysts

The invisible active participants constitute policy communities, also known as specialist communities, in which the alternatives for a certain subject/issue, defined as a problem, are formulated, discussed, reformulated and, finally, seriously considered. Being this process of generating public policy alternatives, which Kingdon (1995, 2007, 2011) named *Policy Primeval Soup*.

In this soup there are "... a lot of ideas [alternatives] floating, getting in shock with each other, generating new ones, formulating combinations and recombinations" (Kingdon, 1995, p. 109). And evidently, others are rejected or get lost. The ones that survive are so-called solutions. The selection of the solutions is performed taking into consideration the factors that influence the public policy stream, whichever are the technical feasibility, harmony with the values of the policy communities and the anticipation of future constraints.

Kingdon (1995, 2007, 2011) establishes that among the active visible participants group or the invisible ones it is possible to have another participant showing up, which is named by him as a

policy entrepreneur. This would be the actor who invests its own available resources (reputation, energy, time, and its financial resources) in defense of a certain theme/problem, or works on the alternatives and solutions to solve it, in a way that it can profit from it. It has also the cleared reputation and/or the popularity in the public context that counts on its skills in negotiations, engaging all its effort in defense of and promotion of its ideas/proposals, coupling the solution to the problem.

It is the public policy entrepreneur who carries out the major role at the moment of the coupling of the multiple streams when opening a *policy window*. This way, when a policy window opens by the coupling of the multiple streams, it is the ideal moment to have the policy entrepreneur presenting and defending the theme/problem along with its solutions. Therefore contributing to the elevated outstanding position of a theme/problem in the decision agenda, resulting in its alteration. Figure 1 is a graphic representation of the Multiple Streams Model.

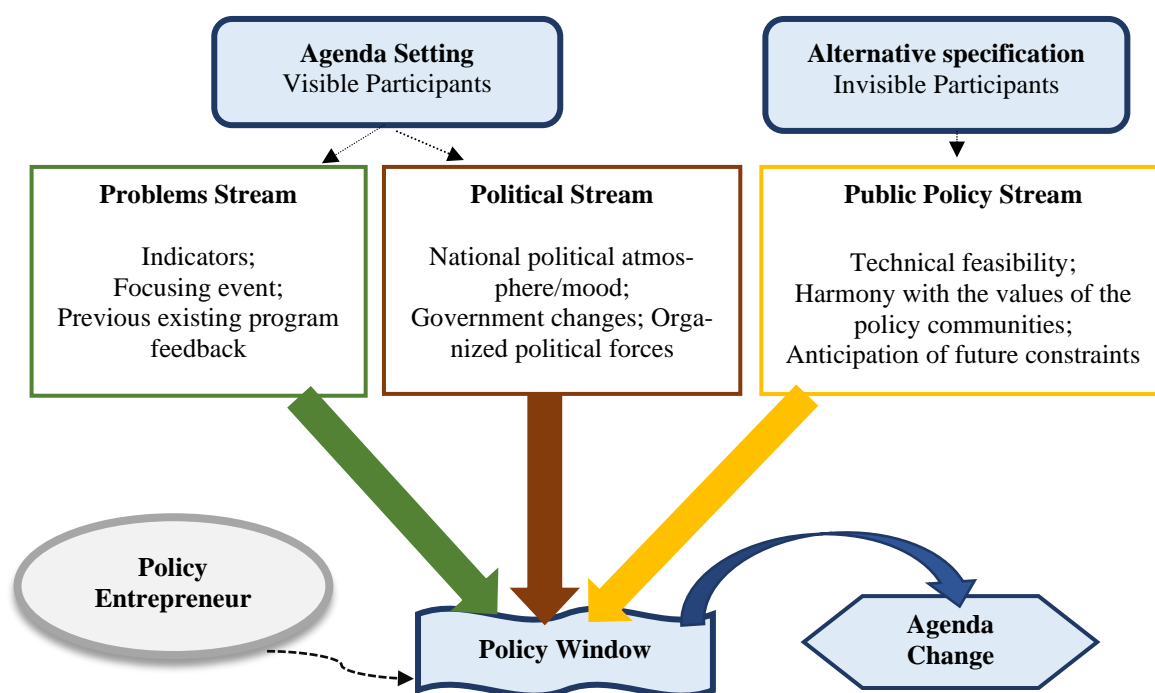


Fig. 1 – O Modelo de Fluxos Múltiplos de John W. Kingdon²

² Source: Nascimento, V. L. Q., Gonçalves, F. S., Barbosa, H. D. A. (2020). O Modelo de Fluxos Múltiplos e a Política Pública de Turismo na Bragança Amazônica (PA). *Brazilian Journal of Development*, 6(11), 87219-87238.

There are some critics to The Multiple Streams Model, as for example the Capella (2007), which points out the fact that Kingdom had, initially, ignored the role of the institutions in the process of the formulation of public policies, having done this afterwards, but not altering the Model itself. Nevertheless, the critics do not invalidate the model as a reference to study the formulation of public policies, as it is demonstrated in Capella (2020). In Brazil, the multiple stream model has already been used to analyze Health public policies (Silva & Moraes, 2012; Gottems et al., 2013; Metten et al., 2015), and Social Assistance (Trevisani et al., 2012) and from financial education (Ribeiro, 2020). And also from tourism as in Nascimento (2014, 2015, 2017) researches, Nascimento et al. (2016a, 2016b), Nascimento et al. (2019) and Nascimento et al. (2020), who used it to analyze tourism public policies in state and municipal scope.

2. Methodological approach

The related research is characterized by the interdisciplinary approach, with the perspective of Jantsch (1970), articulating tourism to other disciplines such as political science, intending to solve the existing gaps in the research about tourism, mainly concerning its analysis. It also consists of an exploratory and explaining research (Farias Filho & Arruda Filho, 2013). In order to reach the proposed objective, bibliographical and documentary research were effectuated and field research based on semi-structured interviews.

The bibliographical research was conducted based on Periodics Portal CAPES, *Google Scholar* database and in some tourism periodicals. Being considered as a major reference to QUALIS, according to Sucupira Platform, which were all used as parameters of the research, such as: *Revista Brasileira de Pesquisa em Turismo*, *Revista Turismo em Análise*, *Revista Turismo Visão e Ação* e *Caderno Virtual de Turismo*. The keywords "Tourism Public Policies Analysis" and "Multiple Streams Model" were used as search parameters, written in Portuguese, English and Spanish. The criteria of inclusion were articles published

considering the time horizon from 2010 to 2020 and written in Portuguese, English and Spanish. The identified articles are in the second section of this paper.

The documentary research aimed at identifying the factors and the active participants that influenced the agenda setting and alternative specification processes of the tourism public policies in the Brazilian Amazon, in the municipalities of Belém and Bragança, in the state of Pará. The information was compiled in the virtual platforms of Belém and Bragança Municipal City Hall; in the sites of tourism management municipal offices, which are the Tourism Municipal Coordination in Belém (BELEMTUR) and in Bragança the Tourism Municipal Secretariat (SETUR-Bragança); in the sites of The Tourism State Secretariat (SETUR-Pará), of the municipality of Belém Official Journal and also Belém and Bragança Municipal Chambers.

Among the analyzed documents, there are the tourism public policies of the two municipalities in full text, which are described in the next section. As well as the minute of Bragança Tourism Municipal Council (CONTUR-Bragança). The minutes of Belém Tourism Municipal Council (CMT-Belém) were requested not only to BELEMTUR, but also to the Council itself, however the requests were not attended. BELEMTUR answered that they do not have such documents and oriented the researchers to contact CMT-Belém. However, the CMT-Belém's presidency did not answer the request.

The semi-structured interviews, which the previous scripts were formulated according to the theory of analytical basis, were conducted with a BELEMTUR current employee and a former one, as well as with a SETUR-Bragança current employee, all the interviewees were tourismologists. The hearing of these informants enabled the possibility of answering some questions that had no answer so far, as well as facilitated the access to documents that were not available in the digital platforms, as for instance the minutes of CONTUR-Bragança.

The information gathered and its analysis

were based on what is proposed as The Multiple Streams Model by Kingdon (1995, 2007, 2011) and in the analysis of content by Bardin (2011). Thus, analysis categories and interpretative variables

were defined, as well as basic-questions, from which other questions emanated, which assisted the semi-structured interviews and information gathering. Table 4 summarizes it.

Table 4 – Synthesis of categories of analysis, interpretative variables and basic-questions of the conducted research (Source: Elaborated by the authors)

Analysis categories	Description	Interpretative variables	Perspectives to the documental research and interviews	Basic-questions
Problems	Identification and problems presentation	Indicators; Focusing event; Previous existing program feedback	1) Identifying and comparing problems comprehension and presentation 2) Identifying and comparing the generation, selection and dissemination of alternative proposals	<ul style="list-style-type: none"> * What is the public management perception about tourism? * How was tourism approached by the elected candidate to the municipal government over the electoral process? * What motivated the municipal public Officials to articulate the formulation of municipal public policies, and what factors contributed to that?
Public Policy	Generation, selection and dissemination of alternatives	Technical feasibility; Harmony with the values of the policy communities; Anticipation of future constraints		<ul style="list-style-type: none"> * How the formulation process of tourism municipal public policies occurred? * Who were the Active participants, how they were, how they were stimulated and how their participation occurred? * How were the alternatives proposed? * What factors contributed to the selection of the proposed alternatives?
Policy	Political context and articulation among active participants	Political national atmosphere/mood (municipal or state); Government changes; Organized Political Forces		<ul style="list-style-type: none"> * What was the perception of the public managers and other participants about tourism in the municipality? * How did the interaction among participants related directly or indirectly to tourism in the municipality occurred?

It is necessary to highlight that the Multiple Streams Model was formulated by Kingdon (1995, 2007, 2011) to study national health and transportation public policies. Although, this study was formulated to analyze tourism municipal public studies. For this reason, the political factor, atmosphere/mood considered was the municipal one.

3. Tourism public policies in Belém and Bragança

In this section, there is a brief characterization of the municipalities of Belém and Bragança. Approaching a brief historical contextualization in

terms of tourism. Right after, these two municipalities' public policies are presented.

3.1 Characterizing Belém and Bragança According to Tourism

Belém and Bragança are Brazilian Amazon municipalities, located in the North of Brazil, in the state of Pará. Belém is the capital of the State. Bragança is situated in the Paraense northeast, 212 km from the Paraense capital. According to the Tourism State Secretariat (SETUR-Pará) (2012)³ both are priorities to the development of tourism in Pará.

Such municipalities have administrative offices, responsible for tourism strategic planning

and development, which are BELEMTUR e a SETUR-Bragança. Either Belém or Bragança have an expressive touristic potential, materialized in their historical, cultural and natural patrimonies listed in their respective touristic offer inventory (BELEMTUR, 2019⁴; SETUR-Pará, 2013a⁵). However, both still not yet representative touristic destinies in the national and international context. Several reasons contribute for this aspect, among which the fact that tourism is not considered priority and do not take a prominent position in the governmental agenda of the municipalities, as verified in the related research.

As integrators of the tourism municipal management system, both municipalities have municipal instances of governance, which are named tourism municipal councils. In Belém, there is CMT-Belém, created based on the law number 7.931 de 23 in December 1998 (1998⁶), at the time of Mayor Edmilson Brito Rodrigues

government, as a deliberative office with the objective of proposing policies for the development of tourism in the Paraense capital. It is composed of six representatives from the public authorities and six from the private sector, with their respective substitutes, in a total of 24 counselors.

In Bragança, CONTUR-Bragança was created based on the law number 3.491, from April 10th, 2001 (2001⁷), with six representatives of public authorities and seven from the organized civil society, with its respective substitutes, making a total of 26 counselors. At the first moment, there was no participation from the private sector representatives. It was identified that the institutionalization document in this council was being formulated, in order to work on some adjustments and updates, among which was to consider the inclusion of the corporate sector related to tourism. The Table 5 shows a synthesis of the composition of Belém and Bragança Municipal Council of Tourism.

*Table 5 – The composition of Belém and Bragança Municipal Council of Tourism
(Source: Elaborated by the authors from Lei nº 7.931 (1998); Lei nº 3.491 (2001))*

<i>Belem Tourism Municipal Council</i>	<i>Bragança Tourism Municipal Council</i>
Public Power: Tourism Municipal Coordination; Municipal General Coordination of Planning and management Office; Mayor's Office; Mosqueiro District Agency; Finances Municipal Office; Economy Municipal Office; Sanitation Municipal Office; Executive Regulatory Office of the Urban Mobility; Urbanism Municipal Office; Education Municipal Office; Icoaraci District Agency of the Public Order Municipal Office	Public Power: Bragança Municipal Chamber; Finances and Administration Office; Municipal Agriculture and local environment office; Municipal Culture and Sports Office; Municipal Planning Office; Tourism Municipal Office; Trade Industry
Private Initiative: Trade Federation; Brazilian Association of Tourismolog and Tourism Professionals; Pará Trade Association; Belém Municipality Taxi Drivers Association, Brazilian Travel Agencies Association; Pará Industries Federation; Business Administration Syndicate; Tourism Tour Guides Syndicate; Brazilian Hotels Association; Belém and Ananindeua Restaurants and Hotels Syndicate; Brazilian association of Bars and Restaurants; Brazilian association of Tourism Journalists	Civil Society: 07 elected representatives among entities directly or indirectly connected to tourism and legally constituted and operating

³ Secretaria de Estado de Turismo. (2012). *Plano Ver-o-Pará: Plano Estratégico de Turismo do estado do Pará 2012-2020 – Relatório Executivo*. (Consultoria realizada pela Chias Marketing Ltda.). SETUR

⁴ Coordenadoria Municipal de Turismo. (2019). *Inventário da Oferta Turística de Belém*. Belém: BELEMTUR. (mimeo)

⁵ Secretaria de Estado de Turismo. (2013a). *Inventário da Oferta Turística do Município de Bragança*. SETUR. http://www.setur.pa.gov.br/sites/default/files/pdf/iot_braganca_versao_final_07.11.pdf.

⁶ Lei nº 7.931 de 23 de dezembro de 1998. Cria o Conselho Municipal de Turismo (CMT) e dá outras providências. (1998). <https://cm-belem.jusbrasil.com.br/legislacao/579629/lei-7931-98#art-2>.

⁷ Lei Municipal nº 3.491, de 10 de abril de 2001. (2001). Dispõe sobre a criação do Conselho Municipal de Turismo (COMTUR) e dá outras providências. Bragança, PA.

It was verified that the two municipalities' Councils spent a while deactivated. CMT-Belém was deactivated in 2013 (Armour, 2017), being reactivated on April 24th, 2019, when it reinstated the directory for the biennium 2019-2020 (Quirino, 2019). Therefore, in the Official Journal of the Municipality of Belém, found in the regulatory decree number 85.717, from May 12nd, 2016 (2016⁸), nominated the council directory for the biennium 2016-2017. This shows that, legally, this college was active, but it was not effectively active.

Before that, it was identified, on June first, 2009 (Shapochnik, 2009), CMT-Belém director was nominated for the biennium 2009-2011. The president of the Brazilian Tour Agencies Association Pará Section (ABAV-PA) took on the presidency of the Council, as well as First Executive Secretary and BELÉMTUR coordinator. The solemnity was headed by the then Mayor Duciomar Costa, at Antônio Lemos Palace.

Concerning CONTUR-Bragança, "...was inactivated for some years, to be more specific in the period from 2013 to 2017. And, 2017, being reactivated as CONTUR, there is a cooperative effort to keep it activated." (Effective technique 2 SETUR-Bragança and representatives of the Council Office, in person communication, April 13rd, 2018). At this moment, as registered in the CONTUR-Bragança minute from October 17 to 25, 2027, the meeting was conducted by the then Bragança Tourism Director.

From the reactivating dates of the two municipalities councils (2016 e 2017), it is possible to infer that this reactivation was related to the State and Federal tourism policies. Therefore, the actions to be developed by the municipalities,

interfacing with superior hierarchy levels, need to be validated by the municipal governance instance. And such instances are the CMT-Belém and CONTUR-Bragança.

IT is important to register the existence of Belém Tourism Municipal Fund (FUMTUR), by law number 8.815, from May 4th 2011 (2011⁹). It has the objective of enabling financial support and establishing management conditions to the resources directed to the policies, programs and actions destined to tourism fomentation, formulated, implemented and managed by BELEMTUR, with the participation of other actors related directly or indirectly with touristic activities. As for Bragança, according to the period in charge of the Tourism Director (in person communication, April 10th, 2018), this municipality does not have tourism municipal funds.

An aspect to be emphasized is that Belém and Bragança Tourism Public Policies interface with the three governmental fields, municipal, state and federal. In the Municipal, the activity fomentation is related to the management offices of BELEMTUR and SETUR-Bragança. The State field, is in accord with Tourism Public Policies under the responsibility of The Tourism State Secretariat (SETUR-Pará), materialized, on the occasion of this research, in Ver-o-Pará Plan (SETUR-Pará, 2012¹⁰). They need to be aligned with the national tourism policies, which is the main reference in the Tourism Regionalization Program (PRT) (MTUR, 2013¹¹), having the Brazilian Tourism Map as the principal ordering tool on the national territory touristic activity.

In the national state policies, Belém integrated the Belém Touristic Pole; and Bragança composed the Atlantic Amazon Pole (SETUR-Pará,

⁸ Decreto nº 85.717, de 12 de maio de 2016. (2016). Nomeia os membros do Conselho Municipal de Turismo – COMTUR, revoga o Decreto nº 81.101 - PMB, de 01 de março de 2016, e dá outras providências. <https://www.jusbrasil.com.br/topicos/19658548/artigo-2-da-lei-n-7931-de-23-de-dezembro-de-1998-do-municipio-de-belem>.

⁹ Lei nº 8.815, de 04 de maio de 2011. (2011). Institui o Fundo Municipal de Turismo (FUMTUR) e dá outras providências. Belém, 2011. Recuperado em 20 janeiro, 2017, de <https://www.jusbrasil.com.br/diarios/87410232/dom-belem-12-05-2011-pg-8?ref=serp>.

¹⁰ Secretaria de Estado de Turismo. (2012). *Plano Ver-o-Pará: Plano Estratégico de Turismo do estado do Pará 2012-2020 – Relatório Executivo*. (Consultoria realizada pela Chias Marketing Ltda.). SETUR.

¹¹ Ministério do Turismo. (2013). *Programa de Regionalização do Turismo – Diretrizes*. http://www.turismo.gov.br/images/programas_acoes_home/PROGRAMA_DE_REGIONALIZACAO_DO_TURISMO_-_DIRETRIZES.pdf

2012). However, in 2019, the touristic territorial ordering of Pará, was altered by SETUR-Pará (2019¹²). Consequently, Belém became part of the Touristic Region Belém; and Bragança, the Touristic Amazon Atlantic Caeté Region.

In reference to the national policy, Belém and Bragança have been inserted in the Brazilian Tourism Map, since the first version of the map in 2004. In the most recent version, 2019 (MTUR, 2019a¹³), Belém is framed in the category A and Bragança in C (MTUR, 2019b¹⁴). According to The Ministry of Tourism (2018¹⁵), the characterization enables the identification of the level of evolution of the tourism economy in the municipalities constituted in the referred map.

It is registered that there are five categories of stratification. From A to E. They consider the quantitative of hosting establishment, the estimated quantitative of domestic and international visitors; and also, federal taxation collection from hosting methods. Therefore, consonant to disposed by MTUR (2019c¹⁶), the municipalities with identical averages in the five variables are framed in the same category. And to evolve from one category to the other, the municipality needs to reach values from the variables of the targeted category.

3.2 Belém And Bragança Tourism Public Policies Description

Regarding the municipality of Belém and Bragança Tourism Public Policies, these are materialized, respectively, in a program and a plan. The first is Belem Tourism Program 14 (PTB14) (BELEMTUR, s.d.¹⁷). The second is Bragança Municipal Tourism Plan (PMT-Bragança) (SETUR-Bragança, s.d.¹⁸). Table 6 shows a synthesis of these two policies.

Concerning the referred policies, it is possible to comment on those. Regarding the date, it does not consist of the body of any of the documents. The PTB 14 registers only the information that the period of formulation occurred during the Mayor Duciomar Costa management, who managed Belém in the period from 2005 to 2008 (first mandate) and from 2009 to 2012 (second mandate). Nevertheless, based on Hamoy (2011) study, it was possible to infer that PTB 14 was formulated on the second Duciomar Costa mandate, more specifically in the year of 2011, due to information provided for the then BELEMTUR coordinator. As the program full text does not consist in it, its period of application was not possible to be identified or even how outdated it may be.

According to steady information in the document body and also provided by the coordination of the Technical Team (in person communi-

¹² Secretaria de Estado de Turismo. (2019). Portaria SETUR nº 164/2019/GEPS/SETUR. Dispõe sobre a regionalização do turismo no Estado do Pará e dá outras providências. https://diarios.s3.amazonaws.com/DOEPA/2019/06/pdf/20190614_89.pdf?AWSAccessKeyId=AKIARMMD5JEAD4VJ344N&Expires=1615924283&Signature=JtZuAiRUO0RLtliWhRJ9N8vfag%3D

¹³ Ministério do Turismo. (2019a). *Mapa do Turismo Brasileiro 2019 – perguntas e resposta*. <http://www.regionalizacao.turismo.gov.br/images/conteudo/Perguntas%20e%20respostas%20%202019%20-%20APROVADO>

¹⁴ Ministério do Turismo. (2019b.) *Categorização dos Municípios das Regiões Turísticas do Mapa do Turismo Brasileiro – Perguntas e Respostas*. http://www.regionalizacao.turismo.gov.br/images/conteudo/Perguntas_espostas_Categorizacao_2019.pdf.

¹⁵ Ministério do Turismo. (2018). *Portaria MTUR nº 30, de 7 de fevereiro de 2018. Altera os arts. 1º, 2º e 7º da Portaria MTur nº 144, de 27 de agosto de 2015, que estabelece a categorização dos municípios pertencentes às regiões turísticas do Mapa do Turismo Brasileiro, definido por meio da Portaria MTur nº 313, de 3 de dezembro de 2013, e dá outras providências*. https://www.gov.br/turismo/pt-br/centrais-de-conteudo/-/copy_of_publicacoes/atos-normativos/2018/portaria-no-30-de-7-de-fevereiro-de-2018.

¹⁶ Ministério do Turismo. (2019c.) *Categorização dos Municípios das Regiões Turísticas do Mapa do Turismo Brasileiro – Perguntas e Respostas*. http://www.regionalizacao.turismo.gov.br/images/conteudo/Perguntas_espostas_Categorizacao_2019.pdf.

¹⁷ Coordenadoria Municipal de Turismo. (s. d.). *Programa Turismo Belém 14: 14 diretrizes para o desenvolvimento de Belém através do Turismo*. Belém: BELEMTUR. (mimeo).

¹⁸ Secretaria Municipal de Turismo de Bragança. (s. d.). *Plano Municipal de Turismo Bragança (PA)*. FACTUR/FADESP/UFGA.

*Table 6 – Synthesis of Belém Tourism Program 14 (PTB14) and
Bragança Municipal Tourism Plan (PA) (PMT-Bragança)
(Source: Elaborated from BELEMTUR (s.d.) and SETUR-Bragança (s.d.))*

Identification	Characterization	
	Belém	Bragança
Document Base	Belém Tourism Program 14 (PTB14)	Bragança Municipal Tourism Plan (PMT-Bragança)
Methodology used in the formulation	The full text version is not available PTB 14 and nothing was not found about it in other documents	<p>*Divided in two phases, with time horizon from 2015 to 2019, conducted by FACTUR/FADESP/UFPA technical team:</p> <p>1) Prognostic:</p> <p>a) Bureau activity: bibliographic survey, documentary and online;</p> <p>b) Field research: urban and rural areas, conducted with interviews in local communities;</p> <p>c) Tourist attractions Analysis: In field and online, from the hierarchic head office from CICATUR and considering the infrastructure criteria, general state of conservation, access to the local and service accessibility; conducted in November 2016 and January 2017.</p> <p>2) Prognostic:</p> <p>a) Having as theoretical presumption: strategic planning and participative;</p> <p>b) Conduction of the meeting with SETUR-Bragança technicians; and with the local communities;</p> <p>c) Participative Planning workshops: the last one in 2018, with the participation of SETUR-Bragança representatives, the local communities, business sector and the Legislative.</p> <p>d) Full text plan composition, in the years of 2018 and 2019</p>
Participants Formulation Process	BELEMTUR First and second level and touristic trade, represented in the Tourism Municipal Council	Bragança First and Second level of the Tourism Municipal Secretariat (SETUR-Bragança); Legislative representative; local communities representatives; municipal tourism trade representatives; and FACTUR/FADESP/UFPA technical team
Document Structure	Aquarela Plan synthesis; Considerations concerning The National tourism Plan; Tourism in the Municipality of Belém Guideline Urban plan; Guidelines that will be worked in the program scope (Public Structure, Municipal Management, Capacitation, Integration, Marketing, Belém brand, Communities, Data generation, Security, Sustainability, Distribution, images product and appeal, Prioritary Segments and Specific Segments); Expected results	<p>Part I – Planning area diagnosis: Background; Area Characterization; Economic Aspects; Infrastructure.</p> <p>Part II – Touristic Diagnosis: Socio environmental Context; Cultural Resources; Tourism Management (Administrative aspects, COMTUR, population qualification); Touristic services offers; Touristic Demand Study (visitors profile, visitors perspectives and expectations); Macro environmental Analysis; SWOT Analysis;</p> <p>Parte III – Prognostic of Future Paths: Guidances and strategies related to the touristic infrastructure; to the Touristic assets; to Tourism Management; to the Touristic Route Commercialization; to the Institutional reinforcement and the Intermunicipal and Regional Articulation; to the capacitation of the professionals that perform in the tourism sector; Evaluation and Monitoring of the Plan; Final Considerations</p>
Document Synthesis	Time Horizon of non-specific terms; 14 guidelines, 92 proposals (divided into 14 guidelines); 7 prior segments (with specific strategies for each one of these segments); 3 expected results	Time Horizon of 5 years term (2019-2024); 06 guidelines and strategies; 32 projects, (divided into 06 guidelines)

cation, February 19, 2019), responsible for the PMT-Bragança formulation, in 2014, a partnership was signed between the Tourism College (FACTOR), the Public Support Foundation (Federal University of Pará (UFPA) and Bragança Municipal City Hall (PMB), with the measurement of the Public Support Foundation and Research Development (FADESP), having as object the elaboration of a touristic development plan for Bragança. Therefore, the formulation process of this plan started in 2015 and the final version delivery, to FADESP and to PMB, occurred in the beginning of 2020, being in full period term, as presented in the Figure 6.

In regard to the process/methodology formulation of Belém and Bragança tourism policies, it was not possible to identify how it occurred in PTB 14, but it was possible in regard to PMT-Bragança, as illustrated in number 6 Figure. By the time of the formulation of PTB14 and PMT-Bragança, tourism management in the researched municipalities was under the responsibility respectively of BELEMTUR and SETUR-Bragança. The Technical staff of each one of them counted on, and still counting, up to the present moment, with professionals graduated in Tourism and/or related areas, being five technicians located in Tourism Nucleus in BELEMTUR, and five in SETUR-Bragança technical staff.

A relevant aspect that deserves to be highlighted is the performance of tourism municipalities' managers in Belém and Bragança. They occupied respectively the position of BELEMTUR Coordinator and Bragança Tourism Director, at the time of the formulation process of PTB14 and PMT-Bragança, they played a key role in this process. In relation to Bragança, although there was a Municipal Tourism Secretary, it was the Tourism Director, a position held by effective SETUR-Bragança technician 1, who effectively acted in the management of tourism in the municipality.

Finally, when dealing with tourism public policies, two groups of actors call attention to the ones responsible for their formulation, either the local residents and the tourists. Although they do not appear among the visible and invisible actors

established in the Multiple Streams Model. In the PTB14 case, the hearing of these actors was not identified, however in PMT-Bragança they were, through the communities' meetings, in Planning Workshops, as well as through touristic demand research reported in the body of PMT-Bragança.

It is convenient to point out that at the moment of the PTB14 and PMT-Bragança formulation, Belém and Bragança were in the Brazilian Tourism Map. And as an example of the current day's reality, Belém was framed in the category A and Bragança in C. Which shows us that, even over the years and the map changing versions, both municipalities are kept in the same frame category.

4. Belém tourism program 14 and Bragança tourism municipal plan under the multiple streams model basis

The Agenda Setting and alternative specification of the formulation process of Belém and Bragança tourism public policies are analyzed based on the Multiple Streams Model. After a synthesis of this analysis is created, and from this analysis, some adjustments are held in the original version of the referred Model in order to adapt to tourism public policies analysis.

4.1 Analysing PTB14 and PMT-Bragança

In accordance with the Multiple Streams Model, the alternatives and solutions for tourism development in Belém and in Bragança, Tourism Municipal Plan, are gathered and materialized, respectively, in Belém 14 Tourism Program and in Bragança Municipal Program Tourism Plan. Which are used to disseminate the problems, and simultaneously, work on their solution. The problems are shown in section Part I – Planning Area Diagnoses and Part II – PMT-Bragança Tourism Diagnosis, but they are not outlined in PTB14. And the alternatives are listed in Part III of PTB14 and Part III – Prognostic of Bragança Plan Future Steps.

Some aspects regarding PTB14 need to be registered. Firstly, it is known as a program, but, when thinking in accordance with Petrocchi (2009), it shows characteristics and content of a plan. Secondly, according to Hamoy (2011), this program

would always be updated, focusing on attending to the needs and demands arising from the dynamics of tourism activities, but there was no record that this had really happened at any moment.

It is important to outline that the structure of PTB14 and PMT-Bragança (diagnosis design and prognostic/alternatives presentation) is similar to the one used by the Tourism Ministry at the Tourism National Plans (PNT). And that both municipalities follow tourism regionalization defined by PNT, as well as tourism development is planned taking into consideration touristic regions and the touristic routes format, integrating both. Belém and Bragança. Bragança Railway Touristic Route is mentioned as an example of this integration, framed by SETUR-Pará, with

departure points in Belém and arriving points in Bragança, integrating other municipalities in the Paraense Northeast.

The public policies formulation were constant considering the provided Multiple Streams Model (Kingdon, 1997, 2007, 2011) in PTB4 and PMT-Bragança depending on which was used, from the processes which the alternatives and solutions were presented and specified and out-standed from the active participants that influenced such processes. Therefore, the full text analysis of these policies enabled some hiring. In the beginning, concerning the streams of formulation of these public policies, factors that influence, while others do not were found. Table 7 has the synthesis of these factors.

*Table 7 – Factors that influenced PTB14 and PMT-Bragança from the Multiple Streams Module
(Fonte: Elaborated from Kingdon (1995, 2007, 2011) and from field research)*

	Stream	PTB14 Factors	PMT-Bragança Factors
Problems	• <i>Indicators:</i>	Confirmed and listed, but at national level	Confirmed and listed
	• <i>Focusing events:</i>	Not identified	Not identified
	• <i>Previous existing programs feedback:</i>	Confirmed	Confirmed
Political	• <i>Political municipal atmosphere/mood:</i>	Confirmed	Confirmed
	• <i>Government changes:</i>	Not identified	Confirmed
	• <i>Organized Political Forces:</i>	Not identified	Not identified
Public Policy	• <i>Technical feasibility:</i>	Confirmed	Confirmed
	• <i>Harmony with the values of the policy communities:</i>	Confirmed	Confirmed
	• <i>Anticipation of future restrictions:</i>	Identified, but not considered	Identified, but not considered

Concerning the problem streams, it is considered that PTB14 was elaborated taking into consideration tourism national factors and not municipal factors, which would be the correct reference to be taken into consideration. Therefore, there is no diagnosis of the tourism in Belém on the body of this document, from the inventory of the tourist offer and research tourist demand. The information registered is the synthesis of the Aquarela Plan and the National Tourism Plan 2007-2010. Therefore, there are no quantitative databases about tourism problems in Belém, being

used national indicators to subsidize the formulation of the municipal policy, which consists of a mistaken procedure, which damages the quality and effectiveness of the alternatives and solutions.

The PMT-Bragança formulation was held taking into consideration the municipal indicators, provided by three claiming researchers identified. The first one was described by the Coordinator of the Technical Team FACTUR / FADESP / UFPA, who formulated the referred plan. The other two were held at the time of Marujada¹⁹

(SETUR-Pará, 2013b²⁰) and Carnival (SETUR-Pará, 2014²¹), events that collected visitors to the municipality, aiming at assembling information to the creation of a database, as well as for the establishment of indicators to beacon the tourism in the municipality. Such researches and the Inventory of Tourism Offer Bragança (SETUR-Pará, 2013a) provide the indicators preconized in the Multiple Streams Model.

The existing program's *feedback* was identified in PTB14, as well as in PMT-Bragança. However, concerning the first one, which is about national plans and programs, notably, the Tourism Regionalization Program, characterizing the follow-up of the determinations and guidelines of MTUR. Follow-up that is observed according to the management and planning of tourism to be based on the touristic regions, as by the time mentioned, the Belém Pole, where the Paraense capital is placed. And still concerning the Brazilian Tourism Map, there is the information that the municipality must follow a certain criteria established by MTUR in order to make part of it.

Regarding PMT-Bragança, the *feedback* to existing programs was related to Bragança Marketing Religious Tourism Positioning Plan (SETUR-Pará, 2013c²²), from the performance of previewed actions in the Ver-o-Pará²³ (SETUR-Pará, 2012²⁴) plan and the experience of the municipality when selected in the public call 001/201²⁵ (MTUR, 2017²⁶), which aimed at turning cultural

festivities into consolidated tourism products. The Positioning Plan aimed at the Festivity of São Benedito and Marujada and registered that the tourists that visit Bragança were mostly domestic, belonging to their own state in Pará, notably from Belém. According to this information, we can realize that the municipality is still not able to attract national tourists.

Concerning the political stream, in relation to PTB14, it was identified that the political municipal atmosphere/mood was favorable to tourism, since one of the defined objectives in the Government Plan, at the time of Duciomar Costa as the elected Mayor, was turning tourism into one of the most important source of income in Belém. Due to the electoral process in 2008, when the Mayor was reelected, and there were no changes in the government structure. However, there was no confirmation of the mobilization in the belenense touristic trade that could be considered as organized political forces.

A relevant aspect is that, simultaneously to the PTB14 formulation process, the formulation of Ver-o-Pará Tourism State Plan also occurred. Therefore, the local trade mobilization could be confirmed only in the lastly mentioned plan. It was also identified that there was and still is, an overlapping of the trade representatives integrating, simultaneously, the CMT-Belém and the Tourism Development Forum in the State of Pará (FO-MENTUR/PA), so that it is probable that issues

¹⁹ Festivity that occurs annually at the end of December, to honor São Benedito.

²⁰ Secretaria de Estado de Turismo. (2013b). *Pesquisa de Demanda Turística do Festival da Marujada, Bragança-PA - 2013*. SETUR.

²¹ Secretaria de Estado de Turismo. (2014). *Pesquisa de Demanda Turística do Carnaval de Bragança - 2014*. SETUR.

²² Secretaria de Estado de Turismo. (2013c). *Plano de Posicionamento do mercado de turismo religioso de Bragança*. SETUR.

²³ "A plan that will stimulate a natural tendency in Pará to make its own story, its culture and natural environment as important material for its social and economic development, based on sustainability" Ver-o-Pará Plan, <http://setur.pa.gov.br/plano-ver-o-para>.

²⁴ Secretaria de Estado de Turismo. (2012). *Plano Ver-o-Pará: Plano Estratégico de Turismo do estado do Pará 2012-2020 – Relatório Executivo*. (Consultoria realizada pela Chias Marketing Ltda.). SETUR.

²⁵ Five national touristic destinies were selected, among those which held Jun festivities, to receive promotion actions, communication and support to their trade and costs to be managed by MUTUR and by the Brazilian Tourism Institute (EMBRATUR). Some points related to the touristic destiny were analyzed, such as: the place of the event; The festivity itself, and its tourism trade. Additional details in the link: http://www.turismo.gov.br/images/edital_chamada_publica_festejos_juninos.pdf.

²⁶ Ministério do Turismo. (2017). *Sai resultado final da chama pública para promoção de festejos juninos*. <http://www.turismo.gov.br/%C3%BAltimas-not%C3%ADcias/7764-sai-resultado-final-da-chamada-p%C3%BABlica-para-promo%C3%A7%C3%A3o-de-festejosjuninos.html>.

supposed to be presented and deliberated in CMT-Belém, were taken to discussion at FOMENTUR and generate propositions of alternatives to the tourism state policy and not yet to the municipality.

Regarding PMT-Bragança, the municipal political atmosphere/mood, as well as the changes in the government were identified. The last one mentioned occurred as a result of the 2016 electoral process, bringing implications on the PMT-Bragança formulation process, which due to this fact extended from 2014 to 2019, as mentioned in the FACTUR/FADESP/UFPA (personal communication, February 19, 2019) Coordinator of the technical team narrative, transcribed below.

One of the problems that we faced was the inconsistency of the municipal public management, since from 2014 up to the present moment, there was an electoral period and there were changes in the Mayor's position. And even in the current management, there was a change in the officer position. Therefore, this complicates a lot. It is difficult for the office technicians and for us. Because you talk to someone, and right after this person is not in the process anymore and you have to talk to another person, and then the talk changes, and you have to change the dialogue, taking a long time in the same process.

Nevertheless, even if the Mayor and the Tourism Municipal Secretary were substituted at the time of the 2016 elected Mayor office taking office, the municipal political mood remained favorable to tourism. Although it was not defined as a priority to the renewed municipal management, being a contradiction. And it is also a contraction to the Multiple Streams Model, in a scope where a change in management generates an alteration in the political context, becoming unfavorable.

The idea of tourism not being a priority is indicated by the SETUR-Bragança team as one of

the barriers to the planning activities. Once that the existence of a tourism municipal policy has only been possible as mentioned, “... a technical team validated through a selective process, approved and professionally qualified, that will also work on efforts to develop the activity” (Hired technician SETUR-Bragança, in person communication, April 13, 2018). There is though, in one side the perception and dedication of the second echelon of the Executive (SETUR-Bragança technicians); and on the other side, the contrary attitude of the main representative of the Executive (the Mayor) and his principal assistant (The Tourism Secretary)

The return of commitment concerning the SETUR-Bragança Team can be observed in the tourism progress in the municipality, considering the existing difficulties. In which the effects are outlined in the previously mentioned documents, and mostly in the Tourism Municipal Plan formulation. Bragança approval in the edital with the public call number 001/2017 of MTUR is also a result of the team commitment of the Tourism Municipal Secretariat.

Finally, the public policy stream was what was set up in a more compatible way with the disposed idea in the Multiple Streams Model on what relates to PTB14 and PMT-Bragança, presented Figure 8. Regarding PTB14, the technical feasibility comes from the fact that its formulation, assumingly, was made by BELEMTUR technical team since it is registered in the body of the document and there is no reference to other team's elaboration, as for example, an advising company. The harmony with the policy communities' values comes from the acceptability of PTB14 on the part of touristic trade, as registered in the program full text.

Regarding the anticipation of restrictions, notably the budget execution one, budget donation to tourism was observed in the pluriannual plan (PPA) 2010-2013 of Belém (Municipal City Hall Belém, 2009²⁷). Nevertheless, it was not

²⁷ Prefeitura Municipal de Belém. PPA 2010-2013. (2009). <http://www.belem.pa.gov.br/segep/site/wp-content/uploads/2014/06/1-Lei-do-PPA-2010-a-2013.pdf>.

considered for the alternatives proposition. Therefore, there is no information about it in PTB14 and not even the existence of a budget directed to tourism in PPA is mentioned.

Regarding PMT-Bragança, the three factors that influence the public policy stream were identified. Therefore, the proposition of the listed alternatives in this plan considered the technical feasibility, the harmony with the policy communities and the anticipation of further restrictions. The first two occurred from the discussions of the alternatives by the active participants during the meetings and workshops held to the plan formulation. The Technical Team Coordinator FACTUR / FADESP / UFPA reported that

In the workshops and meetings, we brought the issues and they (participants) provided feedback. From this perspective, we analysed and evaluated the situation to decide what would be considered as action, strategy and guideline in the plan. But in this process we had some technical criteria. For instance, we used, besides the strategic planning discussions, the methodology of the hierarchy attractions of CICATUR, which is the same used by the Ministry of Tourism. But this methodology is very cartesian, for being numeric. But we did not only discuss it, we also took it to be discussed with City Hall technicians and with the community and Entrepreneurs. And from this evaluation, let's say, a bit more totalizing, we got the definitions and propositions. (in person communication, February 19, 2019).

Concerning the restrictions anticipations, especially the budget constraint, the Technical Team Coordinator FACTUR/FADESP/UFPA (in person communication, February 19, 2019) reported

In the last workshop, held in July. 2018, we called their attention (participants) to the importance of the House of Legislative in the moment that the plan is given to the Mayor, since he will only have a budget indeed from the moment that this plan turns into a law, and this law becomes an instrument to guarantee this budget. This was debated in

the workshop and will be explained in the plan document. We will give the plan to the Mayor, and from this point on, it will be the municipality's public agents responsibility, the Executive and Legislative, to provide the budget to execute what is previewed in it.

It is confirmed that the budget restrictions anticipation, although identified, was not considered preponderant to the alternatives specifications that would have or not to be part of the plan. But, yet, to the future, to be implemented. It is greatly important to have further resources to implement what was planned, but it is still more urgent to know the cost of each alternative proposed so then verify the resources that the municipality disposes of and the possible financial sources to be accessed.

As the tourism municipal policies need to be institutionalized by the power of law, they need to have receptivity from the politicians that make the House of Legislative. So that they can be favorable, approve them, as well as the budget destination for their implementation. This restriction, politician's receptivity, were not considered in the Multiple Streams Model in PTB14, nor in PMT-Bragança, since there is not any citation to it in the referred documents.

Relevant information about the Legislative Power in the municipalities object of this research, say that both, Belém and Bragança Municipal Chamber, have on their structure tourism permanent commissions. In Belém it is the Public Patrimony Tourism Commission, and in Bragança it is the Commission of Works, Public Services, Agroindustry, Trade and Tourism. However, there is no registration on the body of PTB14 and PMT-Bragança about the performance of these commissions in the scope of the parliamentary daily activities. Therefore, it is not possible to assess the receptivity of the parliament that integrates these institutions, relating to tourism and tourism public policies.

In relation to the active participants visible and invisible that influence the process by which the alternatives and solutions presented in PTB14 and PMT-Bragança were specified, it is possible to

post some comments. First, some of the participants that are registered in the Multiple Streams Model (Kingdon 1995, 2007, 2011) were identified and others weren't. Later, some participants

that are not commonly registered in the Model, but that perform in the PTB14 and PMT-Bragança formulation, were identified. In Table 8 there is a synthesis of these participants.

Table 8 – Synthesis of the active participants visible and invisible, constant or not in the Multiple Streams Model, identified or not in Belém Tourism Program 14 and in Bragança Tourism Municipal Plan (Source: Elaborated by the authors from the field research)

Public policies formulation process	Process streams	Active Participants	
		Visible	Invisible
Agenda Setting	Problems stream	* <i>Belém</i> : Re Elected Mayor; BELEMTUR coordinator	
	Policy or political stream	* <i>Bragança</i> : Elected Mayor; Tourism Municipal Secretary	
Alternative Specification	Public Policy stream		* <i>Belém</i> : BELEMTUR technicians. * <i>Bragança</i> : SETUR-Bragança technicians; City Councilor; FACTUR/FADESP/UFPA Technical Team
Visible active participants constant in the Model, but not identified in PTB14 e and PMT-Bragança		* <i>Belém</i> : The highest representative of the Municipal Legislative (Belém Municipal Chamber); belenense specialized media; Elections-Related Participants * <i>Bragança</i> : The highest representative of the Municipal Legislative; (Bragança Municipal Chamber); bragantina specialized media; Elections-Related Participants	
Invisible active participants constant in the Model, but not identified in PTB14 and PMT-Bragança		* <i>Belém</i> : Career civil servants/second echelon public Government officials (bureaucrat) from the Municipal Legislative (municipal Chamber - Tourism Commission); researchers; Academics; Analysts/consultants of groups of interest; * <i>Bragança</i> : Career civil servants/second echelon public Government officials (bureaucrat) from the Municipal Legislative (municipal Chamber - Tourism Commission); researchers; Academics; Analysts/consultants of groups of interest	
Invisible active participants that are not registered in the model, but were identified in PTB14 e PMT-Bragança		* <i>Belém</i> : CMT-Belém integrating groups; tourists * <i>Bragança</i> : Local touristic trade; Local Communities; tourists	

Regarding the active participants from the formulation process of PTB14 and PMT-Bragança, it is observed that their participation is not detailed in the described policies body. Concerning the active visible participants, it is observed in the initial pages of the respective policies the name of the municipal mayor and BELEMTUR coordinator, in Belém case, and the Mayor and the tourism municipal secretary in Bragança. In regard to Belém, the Mayor signs the opening message of the program, being under his responsibility. Whereas the BELEMTUR coordinator had a more effective performance, as described on the following.

Concerning the other active visible participants there was no identification of their participation.

Concerning Bragança, the Mayor and Tourism Municipal Secretary performed in the FACTUR / FADESP / UFPA team hiring, responsible for the formulation of PMT-Bragança. Since in legal terms, this nature processes are signed by the highest manager of the municipality and by the holder of the process issued. From the electoral pleading of 2016, the elected mayor and the nominated tourism secretary, had an even more restricted performance.

The performance of the elected mayor was

limited to the opening message signature of PMT-Bragança. Since, according to the SETUR-Bragança Hired Technician 1 (in person communication, April, 13rd, 2018), "...there was no reference of the current administrator, when he was a candidate, in his government program regarding tourism... and he does not demonstrate any understanding or even interest about this theme". Concerning the tourism secretary, there is no reference to his performance, having been observed that the most effective performance was played by SETUR-Bragança Hired Technician 1, in the position of Tourism Director performance, in which she performed the functions attributed to the municipal secretary. Concerning the other visible active participants recommended in the Module, there was no identification of their performance.

Concerning the invisible active participants, BELEMTUR integrants of the technical staff and SETUR-Bragança are registered, respectively, in PTB14 and PMT-Bragança. According to the Multiple Streams Model, they compose the second rank of the municipal executives. The performance of the Career civil servants/second echelon public government officials (bureaucrat) from the Legislative, was identified only in Bragança, with the participation of an alderman in the last planning workshop held by FACTUR / FADESP / UFPA team. The performance of other active invisible participants defined in the Multiple Streams Model was not proved.

Besides the above-mentioned participants, other performers were identified as influencing the formulation of PTB14 and PMT-Bragança. In the PTB14 case, they counted on the integrants of CMT-Belém. However, although BELEMTUR employee was heard (in person, April 16, 2018) and had confirmed their performance, she reported that there is no track of this information in BELEMTUR files, since they were, somehow, "misguided" by the time of the electoral period in 2012. CMT-Belém should have kept records from this time, but before the meetings yet, the request for this information was not answered, as reported previously.

Other participants that were identified were the tourists, but the information about them was the constant in the Aquarela Plan Synthesis, described in PTB14 and not in a local demand research. This demonstrates, on one side, the knowledge of the need to hear the tourist, and on the other hand, it shows that the technical aspect is not always a priority in the formulation of public policies. Since, no justification was found for its existence, by the time of the formulation of PTB14, demand research could have been used to substitute it.

Regarding PMT-Bragança, the other performers that influenced the process of formulation were the representatives of local tourism trade, local community representatives, and other tourists. The first two mentioned participated in the workshops and strategic planning meetings held by the FACTUR / FADESP / UFPA technical team. Reported by the Team Coordinator, they discussed the following.

...with the City Hall technicians and the local community representatives, also involving the entrepreneurs. The participation moments occurred in the several meetings held in Bragança; with the City Hall technicians in the database survey. We also visited the communities and talked with the community members. We also interviewed with the local entrepreneurs representatives. (in person communication, February 19, 2019).

In turn, the hearing tourist item occurred at the time of the demand research described at PMT-Bragança body of the document during two of the principal events in the municipality. In the research held, The Marujada and the Carnival, were outlined in the scope of the Plan of Bragança Regional Tourism Market positioning. These documents were approached beforehand.

In consonance with the Multiple Streams Model, the invisible active participants constituted the public policies communities, as well as the workshops and meetings conducted by the FACTUR/FADESP/UFPA technical team. It was in the scope of these communities that the alternatives to the development of tourism in the

municipalities of Belém and Bragança were generated, debated and finally, seriously considered, on what Kingdon (1995, 2007, 2011) named policy primeval soup, that makes part and influences the dynamics of public policies streams.

The soup cooking of public policies was identified with respect to PMT-Bragança. And is described and registered in the Team Coordinator report formulated by her, transcribed previously. However, concerning PTB14 it was not possible to know what occurred, once there is not a description of the formulation methodology of this program in full text. The technicians who performed in its formulation could not be heard because they were not in BELEMTUR anymore and were not found either.

It was verified that the public policies entrepreneur's role, described in the Multiple Streams Model was performed, by the time of PTB14 and

PMT-Bragança formulation, by BELEMTUR coordinator and by the SETUR-Bragança Hired Technician 1 in the exercise of the position of director of municipality tourism. They were the ones that represented, respectively, Belém and Bragança at the State Government. He held the forum of tourism in Belém location, and she held the forum Atlantic Amazon location. It was the Bragança tourism director who intermediated the FACTUR/FADESP/UFPA and Bragança City Hall partnership establishment agreement to PTM-Bragança formulation.

Belém policy entrepreneur emerged from a group of visible active participants and Bragança group invisible active participants. And that their performance was a fundamental opening moment of the public policies window, tourism ascended in the governmental agenda of the respective municipalities.

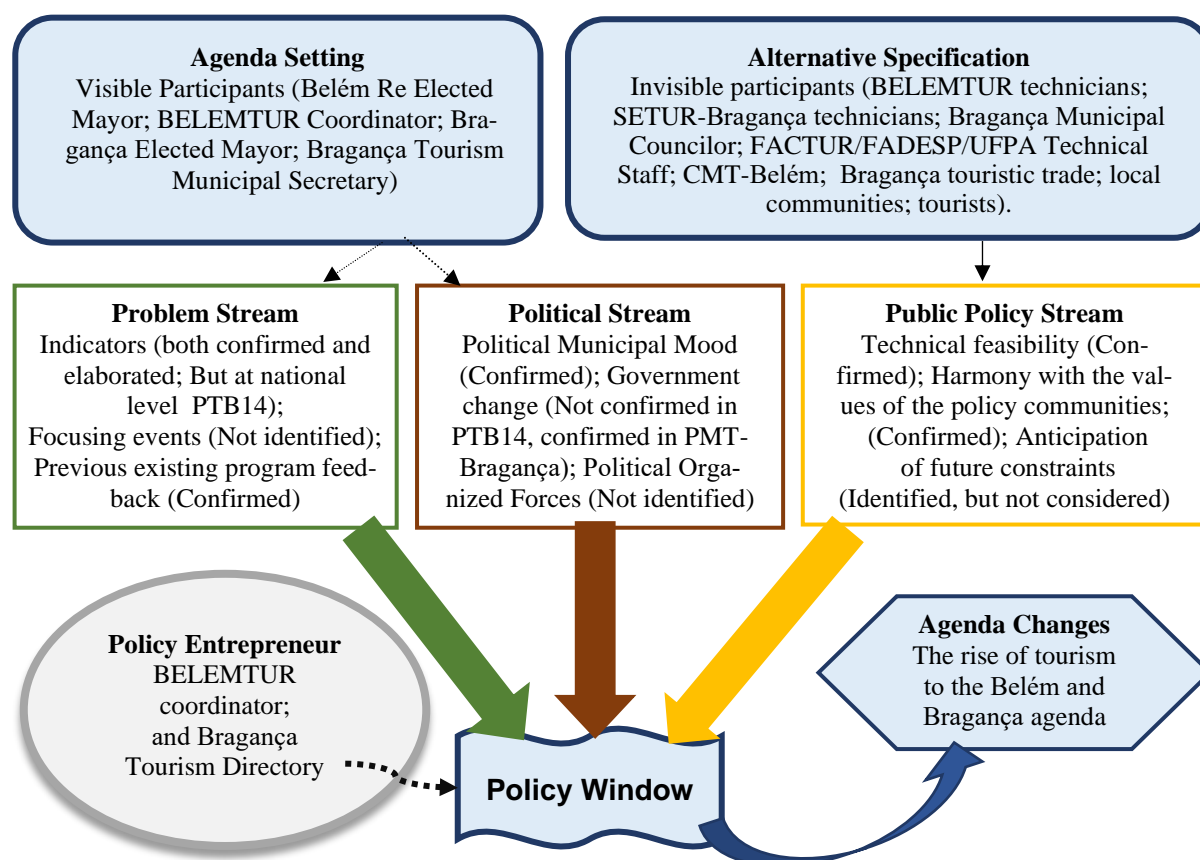


Fig. 2 – Formulation of the Tourism Program 14 and PMT-Bragança from the Multiple Streams Model²⁸

²⁸ Fig. 2 and 3 – Source: Adapted by the authors from Nascimento, V. L. Q., Gonçalves, F. S., Barbosa, H. D. A. (2020). The Multiple Streams Model and Tourism Public Policies in the Amazonian Bragança (PA). *Brazilian Journal of Development*, 6(11), 87219-87238; and from the field research

Finally, based on what the Multiple Streams Model proposes, it was verified that there was the simultaneous coupling of the three streams, in which the only one that has an importance is the stream of public policies intermediate fluid as defined in the referred Model. Therefore, there was a favorable political context; alternatives were proposed to solve and foment certain issue/question/problem, tourism. Regarding this coupling, tourism rose, by the entrepreneurial action of BELEMTUR coordinator, as well as the Director of Tourism of Bragança, to an outlined position in the governmental agenda of Belém and Bragança. Being possible to be visualized in Fig. 2.

It is verified that, regarding the multiple streams that had converged in conjunction, only the public policy flowed integrally according to the description in the Model. Once all the factors that influence its dynamic were identified, although the anticipation of constraints, notably the budget executed one, was considered only to the implementation phase either in PTB14 as in PMT-Bragança. The other streams flow through the political system according to their own dynamics, but not all the factors, according to the Model, that influenced them, had really been a relevant issue in PTB14 and PMT-Bragança formulation process.

In summary, tourism was presented as a relevant issue, alternatives were proposed to its fomentation and the political atmosphere was minimally favorable. Consequently, tourism was elevated to a permanent position in the decision agenda of Belém and Bragança, what probably occurred due to the performance, respectively, of BELEMTUR coordinator and SETUR-Bragança Hired Technician 1 as Director of Tourism of the municipality.

4.2 Synthesis of The Analysis and Alterations of the Multiple Streams Module

The results found in the research, at a certain point reported, contributed to expand the knowledge about public policies analysis of municipal tourism in the Amazon and in Brazil. Initially, it was attested that tourism public policy in Belém and Bragança are materialized,

respectively, in Belém 14 Tourism Program and in the Tourism Municipal Plan in Bragança. On the mentioned documents are registered the alternatives and solutions to the fomenting of tourism in these municipalities, as a spreading tool of the local development.

It was verified that the formulation process of such public policies occurred majorly as described in the used Model of analytical base. However, with some modifications. Due to the fact that some factors that influence the processes had behaved as defined in the Model, but others had not.

Alike, some visible and invisible active performers acted as described in the Model, while others did not, and there were those whose performance occurrence could not be identified. It was verified that other participants, besides the ones established in the Model, performed effectively in PTB14 and PNT-Bragança formulation. They are specific actors of the tourism public policies, such as: tourism municipal councils, representatives of the municipal tourist trading, the local community representatives and tourists. And they are framed as active invisible participants.

A similar situation was verified regarding the factors that influence the multiple streams. Some of them were identified acting as described in the module, while others were not. There was also the identification of factors that are not expected in the Model, but influence somehow the dynamics of the multiple streams. These factors are the influences, guidelines and determinations of the Ministry of Tourism that influences the political stream and the public policy stream. This confirms the results found by Nascimento (2014, 2015, 2017) and Nascimento, Simonian e Farias Filho (2016a, 2016b) and the necessity of adjustment in the Multiple Streams Module to the analysis of Tourism public policies, which may be observed in Fig. 3.

Nevertheless, the most relevant aspect to be outlined is related to the way tourism is conceived through problems streams. It is accepted as an issue that attracts the attention of the municipal administrator and his closest assistants,

however not considered as a problem that affects the society and requests a solution as a reference of health and education, but as the solution to the problems that arise. Consequently, tourism is conceived and disseminated as a tool to the promotion of the local development, regarding its effect, notably relating to job and income growth.

Therefore, the alternatives described in PTB14 and PMT-Bragança are not proposed as solutions to tourism problems, but as actions to foment it. Consequently, tourism was elevated to the position outlined in the decision agenda at

that specific moment. But, if a more urgent problem arises, it loses this position.

This proves the possibility of existing several explanations, and not only one, to the elevation of the tourism theme/issue/problem to Belém decision agenda in Belém and Bragança. Since this elevation occurred due to the coupling of several factors in a certain specific moment. Hence, it would be interesting to know what caused the elevation of tourism in Belém and Bragança decision agenda, how it occurred and was described, which opens possibilities to further research.

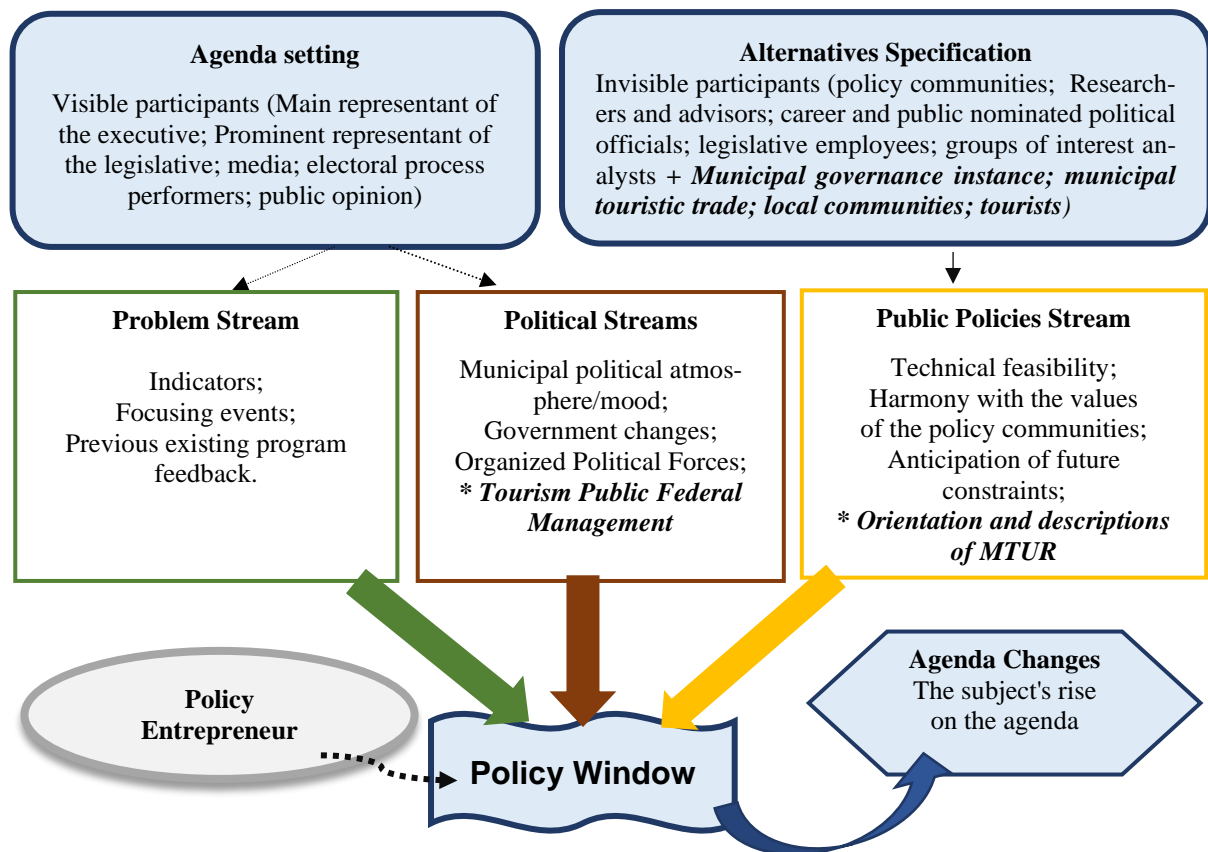


Fig. 3 – Multiple Streams Model adapted to the analysis of the municipal tourism public policies

Conclusion

The production knowledge about tourism public policies is an urgent need. Also, when considering their analysis in this regard, the research at a certain moment reported that presented such necessity when outlining the state of art from the studies about tourism public policies analysis in the national and international context, as well as in the Brazilian Amazon. Therefore the reported research contributed to the generation

and expansion of the awareness about municipal tourism public policies analysis in the Brazilian Amazon and about the Multiple Streams Model as a tool to the analysis of the referred policies.

With the attempt of meeting the proposed objective, understand how tourism is approached and is registered in the governmental agenda of the municipalities of Belém and Bragança, in the state of Pará, were delimited a theoretical framework and an adequate methodological route to

the theme clarification.

Regarding the theoretical framework, the Multiple Streams Model permitted the comprehension and description of the predecision phases of agenda setting and the alternative specifications of the process of formulation of tourism public policies of two Amazonic municipalities, placed in the state of Pará. Therefore, it was possible to look into the particularities and gaps of these phases. Thereby, it was confirmed that although this model has been formulated to analyze American health and transportation public policies, it can be used to analyze tourism public policies.

In methodological terms, a bibliographical, documentary and field research was held, and the hearing of the active participants in the formulation of tourism public policies of the researched municipalities. The analysis categories defined were problems, policy and public policy. From those it was identified how the problem of tourism was comprehended and presented, as well as the generation, selection and dissemination of the alternatives was identified and compared.

Therefore, the factors and the active

participants that influenced the streams of problems were identified, coming from the formulation of the policy and tourism public policies in Belém and Bragança. Which enabled them to determine that the failure in these phases of the process of public policy formulation impact negatively in their success. Also, that the way tourism is conceived affects in the stream of problems and in the continuity or not of it at the top of the decision agenda of the government of the municipalities research *loci*.

Finally, it is concluded that it is necessary for the continuity of the research in order to elucidate the gaps pointed out in section five, as well as to attend if what was identified concerning the municipalities researched also occurs in other Paraense municipalities and from other Brazilian regions. It is interesting to note how these relations are built at the metropolitan region's scope, where nearby cities are gathered with the possibility of being influenced or not of the models of administration. And to consolidate the alterations proposed in the Multiple Streams Model to the analysis of tourism public policies.

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