



Sustainable tourism and public policies in the Amazon: Scientific invisibility

Turismo sustentável e políticas públicas na Amazônia: A invisibilidade científica

Wander Pereira de Souza

Artur de Souza Moret

Sandro Adalberto Colferai

Gleimiria Batista da Costa Matos

Haroldo de Sá Medeiros

Décio Bernardes de Souza

ABSTRACT

Tourism presents itself as a viable path for regional and local development in Brazil from a sustainability perspective, combining the complexity of ecological, social and economic contexts. Within this conception, part of the Amazonian experiences showed that the scenario associated with environmental degradation, irregular economic exploitation and institutional problems can be mitigated through the relationship between public, private and civil society organizations, by the promotion of assertive public policies and through actions related to sustainable tourism. From this panorama, the objective of this research is to know how public policies contribute to sustainable tourism in the Amazon region through scientific production on the theme published in the signed collection of the CAPES Periodicals Portal. The article is a systematic review of the literature, based on the PRISMA protocol (Preferred Reporting Items for Systematic Reviews and Meta), and the research was characterized as exploratory-descriptive. The main findings are the little, or almost invisible, scientific production available in the databases researched and that the construction of public policies for tourism in the Amazon region lacks a readjustment that includes the actors that are part of the process and that also present a clear methodology for evaluating such policies.

Keywords: Tourism, Sustainable tourism, Amazon, Public Policies, Development.

RESUMO

O turismo se apresenta como caminho viável para o desenvolvimento regional e local no Brasil a partir de uma perspectiva de sustentabilidade, aliando a complexidade dos contextos ecológicos, sociais e econômicos. Dentro dessa concepção, parte das experiências amazônicas mostraram que o cenário associado à degradação ambiental, exploração econômica irregular e problemas institucionais podem ser amenizados por meio do relacionamento entre organizações públicas, privadas e sociedade civil, pelo fomento de políticas públicas assertivas e mediante ações relacionadas ao turismo sustentável. A partir desse panorama, o objetivo desta pesquisa é conhecer de que forma as políticas públicas contribuem para o turismo sustentável na região amazônica através da produção científica a respeito da temática publicada no acervo assinado do Portal de Periódicos CAPES. O artigo é uma revisão sistemática da literatura, com base no protocolo PRISMA (Preferred Reporting Items for Systematic Reviews and Meta), e a pesquisa caracterizou-se como exploratório-descritiva. Os principais achados são a pouca, ou quase invisível, produção científica disponibilizada nas bases de dados pesquisadas e que a construção das políticas públicas para o turismo na região amazônica carece de uma readequação que inclua os atores que fazem parte do processo e que apresentem, também, uma clara metodologia de avaliação de tais políticas.



Palavras-chave: Turismo, Turismo sustentável, Amazônia, Políticas Públicas, Desenvolvimento.

1 INTRODUCTION

Brazil has the largest amount of Amazon biome, with approximately 5,015,067 km², that forms the Legal Amazon (IBGE, 2019), an area that covers nine federation units of the Northern Region, being them Acre, Amapá, Amazonas, Pará, Rondônia, Roraima and Tocantins, the state of Mato Grosso, located in the Center-West Region, and the state of Maranhão, in the Northeast Region (BRASIL, 2007). Although the numbers of Amazonian biodiversity are large, other popular numbers are known as large and problematic, as shown by the indicators of deforestation and poverty. Government inefficiency, lack of infrastructure and the disorderly advance of agribusiness are some of the general causes of these problems.

As a way to mitigate the problems of biodiversity, over the years, the governments of the Amazonian countries have created policies involving alternatives that could generate wealth, but also that maintain conservation actions and tourism is one of the most popular economic alternatives among these policies.

In this perspective, the regional development of tourism in Brazil presents itself as a possibility to promote the implementation of accessible public policies for social inclusion and environmental sustainability criteria, harmonizing the three basic axes, that is, the economic, the social and the environmental (ASUNÇÃO; COSENZA, 2021).

The relationship between the Brazilian states of the Legal Amazon and the exploitation of tourist activities is quite peculiar – differing from other destinations in Brazil, as in the other states of the Northeast and those of the Southeast – since in these places there is a private structure of organizations integrated with each other to offer hospitality services and integration between urban spaces, rural and coastal, through a satisfactory logistical infrastructure. The government supervises and promotes tourism, but uses little of its structure *in the organization of stakeholders* or in the provision of services.

In the Legal Amazon the exploitation of tourist activities is in another stage of development, less mature. Problems of logistical integration between the capitals and the interior regions are common, sometimes due to the total absence of infrastructure (GAZONI; BRASILEIRO, 2018). A significant part of the tourist attractions are in or near protected areas, known as Conservation Units (UC), which are far from urban centers. Hospitality services are offered by local communities in partnership with non-profit organizations or even with public organizations, through a dynamic of financial dependence and learning (BURNS; GREGORY; MOREIRA, 2019). Another important aspect lies in the UCs, which are territorial spaces with conservation objectives defined by laws and managed by the government, a fact that limits the exploitation of tourist activities to be carried out by private organizations.



Despite the conjunctural problems, the tourist enterprises in the Amazon have presented some positive results. A significant part derives from the Ecotourism Development Program in the Legal Amazon (PROECOTUR AMAZÔNIA), developed between the years 2000 and 2010 as a public policy to reconcile the economic, social and environmental development of the region (MMA, 2011). Even with some delays in meeting goals, as reported by Fonseca and Rodrigues (2015), the program managed to bring socioeconomic benefits to some regions of the Amazon, such as Jalapão, in the state of Tocantins, and, according to Lima and Coriolano (2016), tourism could be planned and implemented in the Acre Valley and the Juruá Valley, both in the state of Acre.

In Rondônia, according to Barbosa, Medeiros and da Costa (2022), the difficulty for the development of tourism lies mainly in the fact that the areas with great potential of tourist attractions are located in private rural properties or encompassed in protected areas (UC), being, therefore, necessary to understand this context, evidencing the public policies that foster the sector, that do not always bring in their scope a clarity as to their implementation.

It is important to highlight that as of 2011 there is a gap in public policies at the national level for the Amazon. In addition, in 2020, the COVID-19 pandemic took hold in the world, causing a worrying scenario for health and the economy. According to SIPAM (2020), the Amazon region was one of the regions that suffered the most from the effects caused by the pandemic in Brazil, a situation that was massively reported in the national and international media, with the display of images of graves and reports of health problems, a fact that may have damaged the local image regarding the attraction of visitors.

All these factors involving territorial, environmental, economic and social aspects show the complexity inherent to the Amazon Region and, in particular, the state of Rondônia, in addition to pointing to the need for a greater understanding of how public policies are contributing to the regional development of sustainable tourism.

Therefore, from a systematic review of the literature, using the PRISMA protocol (*Preferred Reporting Items for Systematic Reviews and Meta*), the objective of this research is to know how public policies contribute to sustainable tourism in the Amazon region through the scientific production on the theme published in the signed collection of the CAPES Periodicals Portal. Thus, it is expected that the information generated from the analyses can contribute to the formulations or reformulations of more assertive actions and programs, which enable a better regional development of the sector.

2 THEORETICAL BACKGROUND

The growing concern with the issue of sustainable local development has mobilized governmental and non-governmental initiatives in order to discuss and propose solutions to economic and social problems, in the face of progressive changes and transformations of reality, aiming at the benefit of society. Thus, the



tourism sector presents itself as a plausible driver of regional development (SOUSA-SANTOS; SILVA-PEREIRA, 2020), since its transdisciplinarity and interdisciplinarity reconcile several areas of knowledge and bring together potentialities and characteristics for the solution of problems caused by social inequality (TOMAZZONI, 2007).

Although the number of tourism surveys has unquestionably grown in recent years, they have been largely market-oriented, with short-term tactical goals, since tourism is traditionally based on services and products and most tourism-oriented organizations are unaware or slow to take advantage of the opportunities offered by scientific research. This section presents a look at sustainable tourism, tourism in the Amazon region and public policies for tourism.

2.1 SUSTAINABLE TOURISM

Tourism performance is an integral part of a sector of the economy that has been showing very significant growth rates in recent years, excluding the pandemic period. Countries considered emerging – or developing – such as Brazil, have presented possible positive multiplier effects for their economies, especially with regard to the balance of their balance of payments accounts, given that it functions as a very agile and flexible export sector.

According to Santos (2013, p. 33), for some theorists tourism is understood as an industry and, for others, as an activity of the third sector, however, tourism involves a great complexity and multidisciplinary, and can be better understood as a "social phenomenon that consists of the voluntary and temporary displacement of individuals or groups of people who for the reason of recreation, rest, culture, health, among other reasons." This displacement generates numerous interrelations of social, economic and cultural relevance. Rabahy (2003) also adds as an economic activity capable of involving the cultural, ecological, economic, political and social environments.

The World Tourism Organization (2018) points out that tourism can be studied with a focus on various disciplines, given the complexities of its relationships between the elements that form it. Authors such as Pearce (2003) and Boullón (1997) understand that the expansion of this social practice of tourist displacement happens due to several factors and, among them, we can highlight the location of the tourist activity, the evolution of air transport systems and the growing phenomenon of globalization. However, it is necessary to understand that there are several types of tourism, according to the typologies presented in Figure 1.



Figure 1 – Typologies of tourism

TYPOLOGIES OF TOURISM	
Ecotourism	The focus is to visit protected natural spaces (natural parks, national parks, reserves, etc.), aimed at the appreciation of the natural state, with wildlife and its native population intact.
Rural tourism	Tourism whose priority objective is to visit rural areas.
Adventure tourism	It comprises the tourist movements resulting from the practice of adventure activities of a recreational and non-competitive nature.
Cultural tourism	Visit the historical, architectural, artistic and ethnic resources of a locality.
Religious tourism	Its fundamental motivation is faith. It is configured by the tourist activities resulting from the spiritual search and religious practice in spaces and events related to the various existing religions.
Historical tourism	The main tourist attractions are the historical heritage of the locality.
Business tourism and/or events	It comprises the set of tourist activities arising from meetings of professional, associative, institutional interest, of a commercial nature.
Leisure tourism	Occupations to which the individual can freely indulge himself, either to rest or to amuse, recreate and entertain himself.

Source: Santos, 2013.

According to the typologies presented, the tourist activity, whatever it is, requires resources, equipment, services, symbolic values and infrastructure, that is, potentiatis attractive. It is also important to highlight, in this perspective, that this is a complex phenomenon that establishes relationships between a group of visitors and residents, which can generate negative and positive impacts (SANTOS, 2013). Nevertheless, according to Lima (2021, p. 19), "tourism can contribute to sustainable development, through the dynamism that promotes the economic growth of destinations and the link between the *Stakeholders*", and the sustainable development of tourism is applicable to all types of tourism.

According to Assunção and Cosenza (2021), tourism, from the point of view of sustainability, is conceived from three pillars: social justice, economic development and the integration of the environment. In this sense, economic development must be a positive experience for local populations, tourism companies, workers and tourists themselves. In addition, it must be borne in mind that the prospects for sustainable development are articulated from different approaches.

Sustainable development has become a challenge for the State and organizations and, for some time, there was a search and application of development models that did not contemplate local characteristics and demands (SANT'ANA et al., 2021). Thus, between 1990 and the beginning of the 2000s, the expression "local development" gained prominence in Brazil, which can be understood as a process in which it is possible to take advantage of the competitive and comparative advantages of a given place, with a view to enabling its economic growth, consolidating social capital, improving the quality of life of the inhabitants of the region, in addition to creating mechanisms to encourage the sustainable use of natural resources (PAULA, 2008).

When talking about tourism from the perspective of sustainable local development, there are few studies that seek to stimulate a vision of the activity from theories of development (LOIOLA, 2004).



Although slowly, the tourism industry, the academic community and national governments are beginning to realize, with the growing debate on sustainability, an urgent need for tourism research that points in new directions (COOPER, 2006; CACHO, 2019), from a broader conception, seeking the interaction of the actors involved, such as government, civil society and companies (PEREIRA, 2017).

2.2 TOURISM IN THE AMAZON AND PUBLIC POLICIES

Part of the Amazonian experiences showed that the scenario associated with environmental degradation, irregular economic exploitation and public institutional problems can be mitigated through the relationship between public and private organizations, with actions related to tourism.

Lima and Coriolano (2016), Paschoalini and Barbosa (2016) and Nascimento *et al.* (2016) present the positive effects of ecological tourism on environmental conservation in degraded areas and on improving the socioeconomic conditions of local communities. These effects of tourism in vulnerable areas of the Amazon stem from environmental education practices and the creation of councils formed by representatives of communities, private tourism organizations and public agencies, which assume the role of mediators of possible conflicts of interest (NASCIMENTO *et al.*, 2016).

The broad participation of these actors creates productive tourist arrangements that value local knowledge in the elaboration of itineraries and tourist attractions, in addition to generating jobs that can be filled by the population of the region (LIMA; CORIOLANO, 2016). In addition, environmental education actions do not extend only to people who work directly with tourism, but can cover communities, tourists, private and public managers (PASCHOALINI; BARBOSA, 2016).

Unfortunately, not only the positive effects that concern tourism in the Amazon are described in the literature. In fact, negative effects are the most common. The central issue is the lack of integration of local politics with national or even South American policies. In Brazil, initially, attention was turned to tourism from 1966 and this milestone is responsible for the creation of the Brazilian Institute of Tourism (EMBRATUR) and for the formulation of basic guidelines for the creation of the national tourism policy that, a posteriori, came to be implemented in the country (DIAS, 2003).

Nevertheless, according to Sansolo (2013), the integrated development policy for the Legal Amazon was created by the Brazilian government in 1995, with the intention of providing strategic principles, defining goals, methods and actions that could enable this development through plans, programs and projects. An example of a program is the Program for the Development of Ecotourism in the Amazon (Proecotur), which covers the states of Acre, Amapá, Amazonas, Mato Grosso, Pará, Rondônia, Roraima and Tocantins, whose goal is to provide means for the development of ecotourism in the Brazilian Amazon region.



The purpose of these actions aims not only to establish an appropriate structure and to implement the necessary conditions so that the states can manage their areas designated for ecotourism, but also has the purpose of stimulating the generation of economic, social and environmental benefits for the population surrounded by these selected localities. The financing of such actions is guaranteed by the Inter-American Development Bank (IDB) and the Federal Government (SANSOLO, 2013).

However, in this context, it is important to emphasize the importance of management focused on tourism activities, since the lack or incipience of this can result in negative effects to less developed regions, such as, for example, the damage to the environment and the historical-cultural heritage, the deregulation of market prices, the impact on the sale of products to the population of the locality and the destabilization of the labor market (FONSECA; RODRIGUES, 2016). Rabahy (2003) recommends that tourism planning be strategically defined by the local community, considering the regional assumptions of preservation of cultural and environmental values.

In this conception, it is emphasized that tourism in the Amazon is marked by socio-biodiversity. Distinct from other places, in which only one type of tourist activity characterizes the local brand, the Amazonian immensity allows various activities, such as ecotourism, beach tourism, adventure tourism, historical tourism, speleological tourism, gastronomic tourism, religious tourism, ethnic tourism, among others, to be explored.

Pires (2013) adds to these typologies attractive natural biophysical components in ecotourism destinations in Brazil. Among his findings, he dealt with the visual composition of a landscape, landforms and elements of the surface of the region. To this end, he spoke about ecotourism and also stressed as a sustainable version to be prioritized for the development of tourism in the country, listing other segments, such as rural tourism, adventure tourism, fishing tourism and nautical tourism.

3 METHOD

This research is classified, as to its nature, as basic, exploratory and descriptive, with a qualitative approach, outlined through a systematic review of the literature, with the purpose of collecting, synthesizing and analyzing the existing knowledge, published in scientific journals, about sustainable tourism and public policies in the Amazon.

The systematic review of the literature took place in scientific articles indexed in the main databases contained in the signed collection of the Portal de Periódicos da Coordenação de Aperfeiçoamento (CAPES) and the study was conducted between the months of December 2022 and January 2023.

To give greater scientific reliability, the systematic review used the PRISMA protocol (*Preferred Reporting Items for Systematic Reviews and Meta*), which consists of a checklist with 27 items and a four-step flowchart (*identification, screening, eligibility and inclusion*), which provides guidelines for systematic



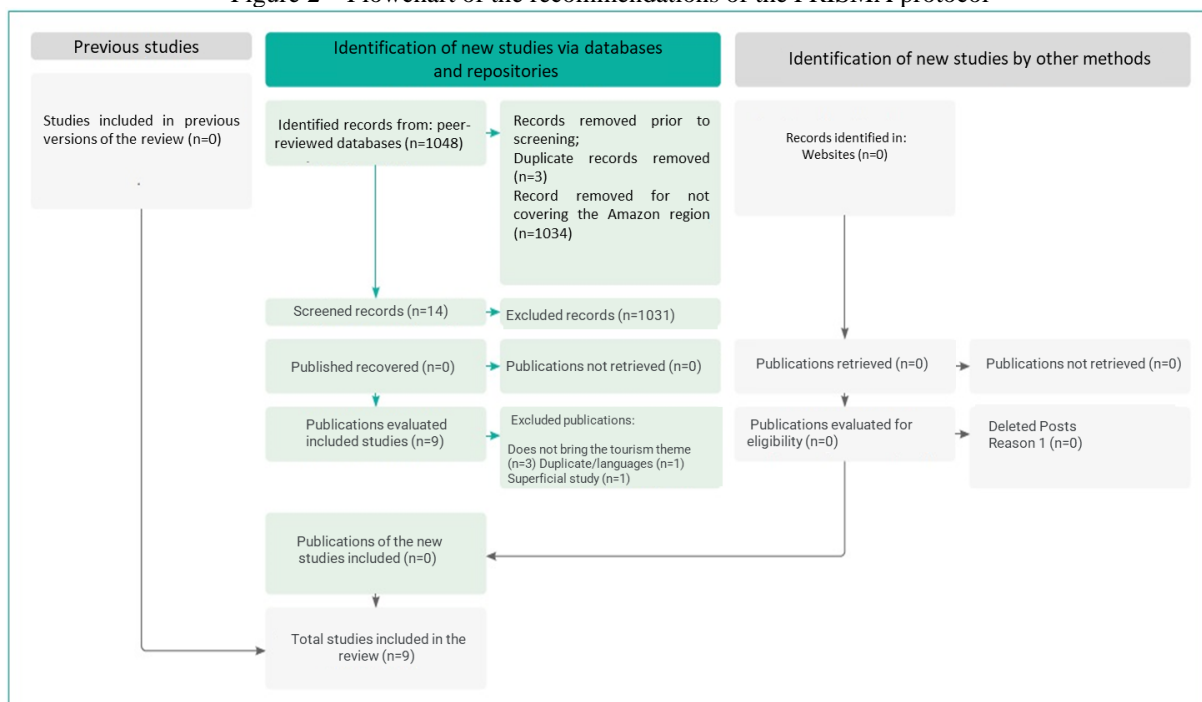
reviews with methods used for the purpose of finding, selecting, evaluating and synthesizing studies (PAGE *et al.*, 2022). Mendeley software and the electronic platform Microsoft Excel were used to support the research. The Mendeley software was used to jointly attach the files of the databases, because the files were downloaded in the BibTex format, which does not allow editing without a bibliographic software. The analyses were performed with Excel software, in order to organize and prepare descriptive statistics.

For data collection, remote access was made to the subscribed content of the CAPES Periodicals Portal, using the following descriptors in Portuguese and English, with the Boolean operators of the platform: "public policies", "tourism", "Amazon" and "development". In English, the descriptor "Brazil" was also added, since some articles were about other countries that are part of the Amazon.

The inclusion criteria consisted of original articles published in the databases contained in the signed content of the CAPES Periodicals Portal that dealt with the theme of public policies for tourism in the Amazon region, addressing the issue of sustainable development in peer-reviewed articles, without refining the temporal space. Duplicate articles, or simels, with different titles were excluded.

To screen the studies, firstly, a reading of the titles and abstracts was performed to assess the theme. The second step was the selection of articles that met the inclusion criteria, as established in this study and that met the intended objective. In the next step, the selected works were read in full and reflectively, for further synthesis and analysis. Figure 2 shows the flowchart of these methodological steps, according to the recommendations of the PRISMA (*Preferred Reporting Items for Systematic Reviews and Meta*) protocol.

Figure 2 – Flowchart of the recommendations of the PRISMA protocol



Source: own authors, based on Page *et al.* (2022).



The initial research on "tourism and public policy" resulted in 1,048 peer-reviewed articles, the majority (80%) in the *Directory of Open Access Journals* (DOAJ), an independent database that brings together several titles of peer-reviewed and open access journals, whose goal is to increase the accessibility of quality scientific journals. After reading the abstracts and applying the established exclusion criteria, the research resulted in nine articles in Portuguese and seven in English, but two of them were repeated. After proceeding to the in-depth reading of the remaining 14 articles, two were discarded, because they did not contemplate the theme of tourism as a research objective and because a direct relationship with public policies was not identified; two, because they are not researches focused on the Amazon region; and one, because it includes the same content in the two languages searched (Portuguese/English), despite having different titles and abstracts. Thus, only nine studies were included in the review. Figure 3 shows the details of the studies included in the systematic review.

Figure 3 – Articles, authors, year and source of publication

TITLE	AUTHOR	YEAR	SOURCE
<i>Developing sustainable tourism in the Amazon rainforest of Brazil – premises, actions, challenges</i>	JESUS, V. L. R.	2010	<i>Emerald Journals</i>
Tourism and public policies in the Brazilian Amazon	TAVARES, M. G. C.	2021	DOAJ <i>Directory of Open Access Journals</i>
Tourism, heritage and public policies in the Maranhão Amazon	RODRIGUES, L. M.	2022	DOAJ <i>Directory of Open Access Journals</i>
Main policies to promote tourism in the Amazon: analysis of the first tourism plans of the Amazon (PTA I and II) and PROECOTUR	FARIAS, K. S.	2015	DOAJ <i>Directory of Open Access Journals</i>
Tourism development policies in the municipality of Santarém-Pará-Brazil	CORDOVIL, J. C.	2018	DOAJ <i>Directory of Open Access Journals</i>
Water and forest in the Uatumã Sustainable Development Reserve	LAQUES, A. E. et al.	2018	DOAJ <i>Directory of Open Access Journals</i>
Ethnoknowledge practices in the participatory management of sustainable tourism in the Amazon: Quilombo de Tapanagem (Oriximiná, PA, Brazil)	CAMPOS, L. G. MATTOS, C. P.	2012	DOAJ <i>Directory of Open Access Journals</i>
The participants of the public tourism policy of Pará from the model of multiple flows – 2007-2011	NASCIMENTO, V. L. Q.; SIMONIAN, L. T. L; FARIAS FILHO, M. C.	2016	SciELO <i>Brazil</i>
Amazonian Coastal Ecosystems: The socio-environmental transformations from the seventeenth to the twenty-first century	ALMEIDA, A. F.	2020	CEOM <i>Notebooks</i>

Source: Own authors.

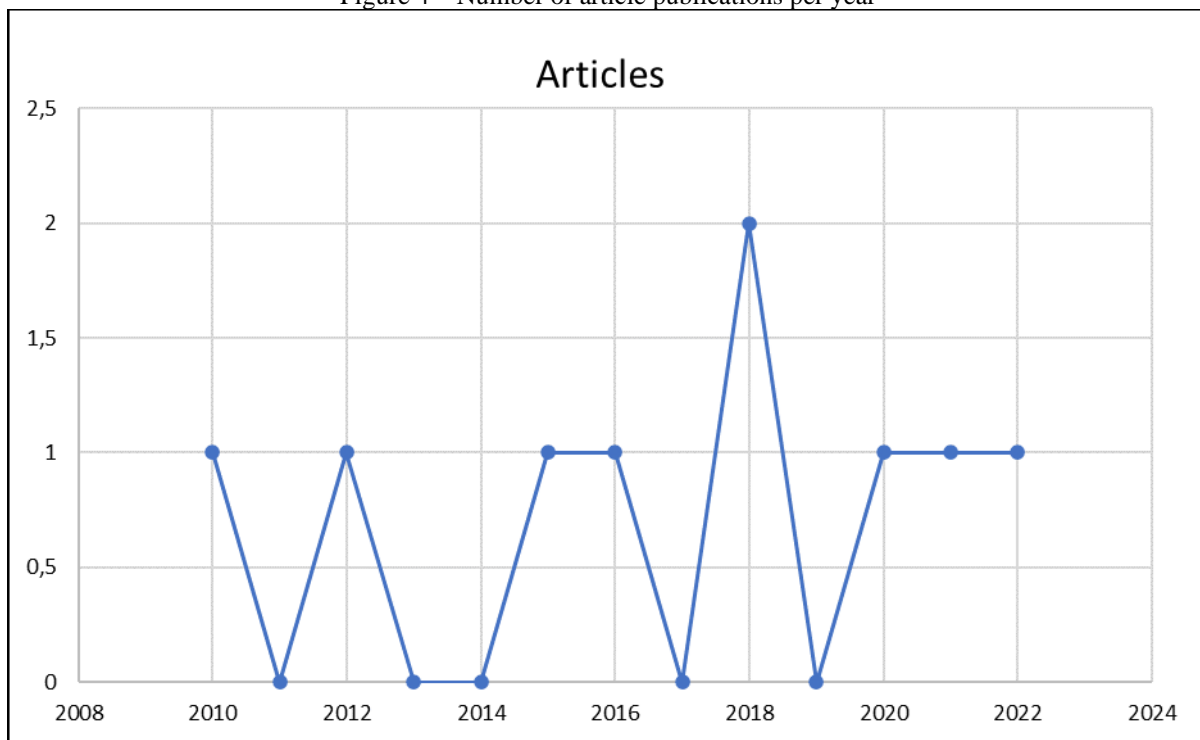
As shown in Figure 3, no articles of the same authorship or co-authorship were found in the research carried out. The researchers do not interrelate with each other and apparently do not belong to common research groups. Of the nine articles extracted, six focus on the *DOAJ Directory of Open Access Journals*, one on *Emerald Journals*, one on *SciELO Brazil*, and also one on *Cadernos do CEOM*.



The publications were made in the journals *Worldwide hospitality and tourism themes* (1); *Brazilian Journal of Tourism Research* (2); *Journal of Contemporary Tourism* (1); *Sustainability in Debate* (1); *Online Training* (1); *Notebooks of the Center for the Organization of Socio-Cultural Memory of the West of Santa-Catarina (CEOM)* (1); *Confins: Revue Franco-Brésilienne de Géographie* (2).

Most of the researches have as object of study the state of Pará, followed by Amazonas, and only one is differentiated, because it deals with the Maranhão Amazon. It is also noteworthy the years of publications: the oldest publication is from 2010 and the most recent, 2022; In 2018 alone, there were two publications; and there were no publications in consecutive years, that is, there were no publications in a continuous temporal sequence, as shown in Figure 4.

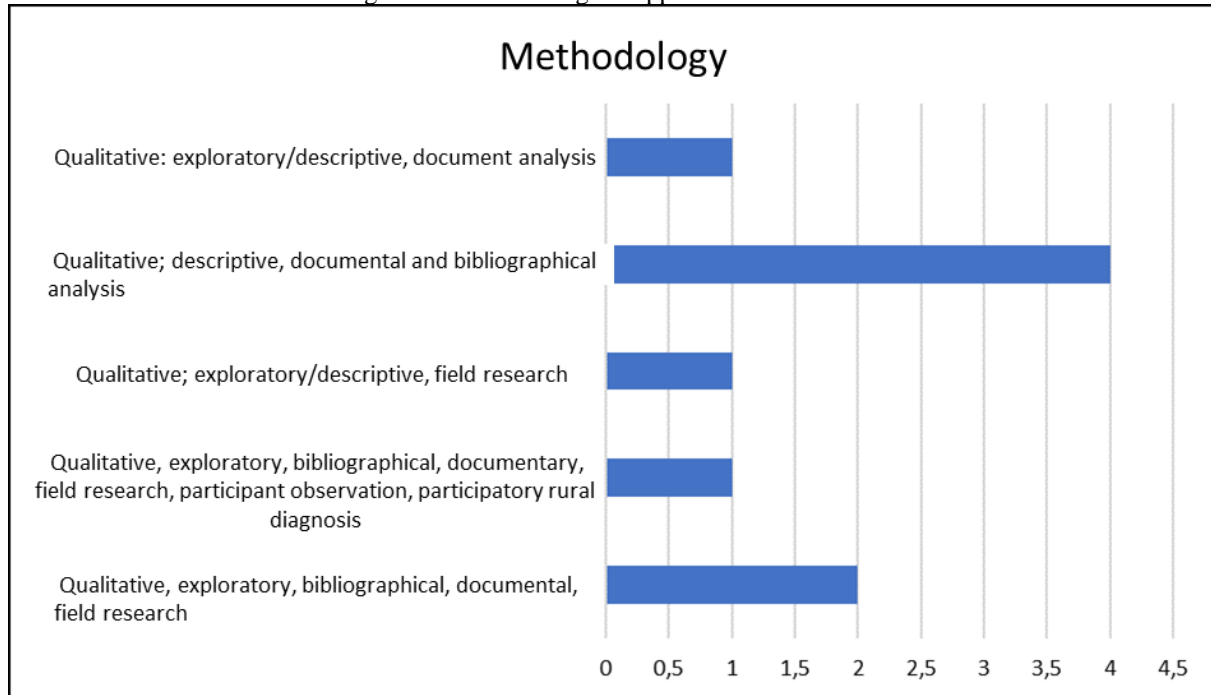
Figure 4 – Number of article publications per year



Source: Own authors.

Figure 5 shows the methodologies used according to the description of the included articles. It can be observed that all are classified as being qualitative research; two rely on exploratory/descriptive research; four, descriptive; and three, exploratory. In eight, documentary analysis was performed; in seven, bibliographic researches; in four, field research; and in one, participant observation and participatory rural diagnosis (DRP).

Figure 5 – Methodological approach of the articles



Source: Own authors.

It is observed, therefore, the small amount of research published in the databases constants in the signed content of the CAPES Periodicals Portal, which, according to the platform, is one of the "largest virtual scientific collections in the country, which gathers and makes available content produced nationally and others signed with international publishers to teaching and research institutions in Brazil" (CAPES, 2023, n.p.). This leads to speculate the following: either research on public policies aimed at tourism in the Amazon region is not being developed, or these studies are not being published.

4 RESULTS AND DISCUSSION

The tourism sector in Brazil, according to Pimentel (2022), represents almost 8% of GDP, generates employment for approximately seven million workers and encompasses diverse fields that go beyond travel and infrastructure, since it provides direct impacts on the living conditions of native host populations. Therefore, the complex approach to tourism, since it is also related to the environment in which it develops and to the social, cultural, historical, geographical and environmental aspects (TACK *et al.*, 2020), consequently involves a complexity of factors that have to be considered, especially when it comes to terms of public policies and local development.

Within this perspective, it is important to know what the authors of the articles included in this review claim about tourism, sustainable tourism, public policies aimed at this activity and local development.



4.1 TOURISM AND SUSTAINABLE TOURISM

For Jesus (2010), currently, tourism is considered the most promising and dynamic economic sector existing, which makes it a phenomenon of great social and economic importance for society. In this scenario, Brazil is privileged due to the numerous destinations of ecological tourism, adventure and natural resources, especially in the Amazon region. Nevertheless, the challenge is to promote sustainable tourism, to preserve the environment and improve the quality of life of local populations.

In this regard, Nascimento, Simonian and Farias Filho (2016) complement, claiming that the Brazilian Amazon is a space with great tourist potential, however, according to Campos and Mattos (2012), tourism must respect the diversity of Amazonian resources and cultures, which are mistakenly seen, by some, as inexhaustible. In this sense, Farias (2015) states that this activity goes beyond strictly economic issues, since it should seek to reconcile economic interests and those related to the appreciation of local culture and environmental balance.

Rodrigues (2022) recalls that tourism is the result of the first thoughts of socioeconomic development of the nineteenth century and only from the 70s onwards did concerns related to the environment arise, due to the negative and sometimes harmful impacts left by human visitation, by "mass tourism". According to Almeida (2020), this type of mass tourism remains one of the attractions, especially of some Amazonian regions, capable of generating employment and income, contributing to socioeconomic development, however, they exploit the cheap labor of local populations, as in the case of traditional populations in the northeast of the coast of Pará.

In this sense, Tavares (2021) points out that tourism activity is, at the same time, perceived as a product of economic growth of its sectors and premise to reshape the activities related to the market and, especially, to rethink about the Amazon, which has been standing out as a tourist activity in Brazil and better known internationally. However, according to Cordovil (2018), this relationship between development and tourism should be promoted in the different actions defined in the sphere of public power together with civil society and other stakeholders in the process. Within these conceptions presented, Laques *et al.* (2018) caution that ecological tourism, despite being a welcome conservation initiative, which provides an increase in income, is necessary care not to harm local biodiversity and not to cause social inequalities.

In relation to sustainable tourism, Jesus (2010) reiterates the idea that it is an alternative for economic and social development, functioning as a mechanism for the preservation of cultural and natural resources, ensuring a redistribution of benefits with all local and regional economic sectors. However, it has been a great challenge to foster it, since it is necessary to promote equitable development, improve the quality of life of the host populations, in addition to offering visitors experiences of quality of life and education, maintaining environmental and socio-cultural quality, so that nature and culture cannot be separated. However, according to Tavares (2021), even intending environmental sustainability, conceiving tourism



through the development of a region, country, state, or even, to a lesser extent, the municipality, is difficult to dissociate it from the logic of the market.

According to Campos and Mattos (2012), from the paradigm of sustainability, various sectors of society seek to reconcile actions of economic development and environmental preservation. Sustainable tourism should be thought, therefore, from the insertion of traditional populations in the elaboration of strategies and conservation actions for tourism development projects, through participatory methods that stimulate the production and systematization of this knowledge, which, according to Rodrigues (2022), should ensure the conservation of cultural and natural heritage, the satisfaction of the tourist, the return to investors and the gains to the community.

Farias (2015) summarizes that sustainable tourism is a real alternative for the development of the Amazon and for the other societies of the world. In this bias, ecological tourism emerges as one of the economic activities capable of contributing to the process of sustainable development of the Amazon. However, they are theories that will only be, in fact, effected from an intense participatory planning, which until now did not fully happen. On the other hand, Laques *et al.* (2018) question whether sustainable development that protects the local ecosystem is really possible.

4.2 PUBLIC POLICIES FOCUSED ON TOURISM AND LOCAL DEVELOPMENT

Based on the paradigm of sustainability, Jesus (2010) argues that it is fundamental that public managers responsible for public policies aimed at the development of the Amazon region engage in strategic planning aimed at the implementation of guidelines and programs that incorporate new environmental management techniques, which will reduce negative impacts on the environment and maximize the use of natural resources. As examples of actions that can be used, it is possible to mention techniques such as bioarchitecture and bioconstruction and the adoption of sustainable practices by private enterprises, such as water reuse, solar energy, use of low-consumption appliances, among others, and, mainly, the effective participation of host communities in the process of local tourism development.

Tavares (2021) recalls that, although in an incipient way, it was from the 1970s that the planning for tourism policy for the Amazon was initiated. The integration of the region with the rest of the country was the motto for the referrals given by the Superintendence of the Development of the Amazon (SUDAM), today known as the Brazilian Institute of Tourism, which aimed to stimulate and make effective tourism in the Amazon, a clear feature of the regulation of the national territory to the detriment of this activity and its insertion in the development projects of the Brazilian macro-regions. Despite this, to this day these public policies are unable to respond to the real needs of the region. Almeida (2020) also informs that several of these public policies for the formation of economic valuation of the Amazon region, aiming at its insertion



in the national economy, have produced serious socio-environmental impacts and promoted changes in the local landscape.

From this point of view, Rodrigues (2022) recommends that the tourism development policy enables a look at the sustainability of heritage assets, so that it has a pedagogical effect, in order to protect and reinforce the human dignity of the residents of local communities, in addition to that of the tourists themselves, in order to contribute to development, that is, to ensure that public policies guarantee the environmental protection of resources, local culture and traditional knowledge. In addition, it is important to highlight the participation in the world economy and the already known impacts of the multiplier effect of the activity.

According to Farias (2015), there were several projects that modified and restructured the landscape of this region, from the conception of the stimulus to the Amazonian settlement without planning and the observation of environmental and social reactions. Throughout the political path of tourism in the Amazon, it was noted that, despite several interferences, there is still resentment regarding the absence of actions that channel the sustainable development of this activity in the region, especially those that consider social participation as a fundamental instrument for this process. Despite this, the projects and programs carried out over the years have left their significant contribution with regard to the importance of raising the awareness of planners, managers and private initiatives about the relevance of the participation of social actors for the conscious and fair development of tourism.

In consideration of Cordovil (2018), public policies focused on tourism have been engendered and executed as instruments that foster regional, state or even local development, associated, generally, with the logic of the market. However, according to the author, it is necessary to understand that the phenomenon of tourism has a complex nature that is increasingly increasing, and it is therefore necessary to broaden the discussions around this complexity, especially in relation to local development strategies, linking environmental issues and the discourse of sustainable development, over which the State must have an accurate responsibility in the analysis, in the construction and implementation of these policies.

Rodrigues (2022, n.p.) argues that tourism and the Amazon region should be thought of in a systemic way, paying attention to fundamental aspects for the development of the planning process, "such as: the definition of public tourism policies, the recognition of the importance of community participation, the needs that lead tourists to know new places, as well as the perception of those who receive them." Campos and Mattos (2012) complement, presenting participatory mapping as a subsidy for the elaboration of public policies aimed at the development of sustainable tourism by recognizing and valuing traditional knowledge with the promotion of the economic autonomy of traditional communities and populations.

In this conjuncture, Nascimento, Simonian and Farias Filho (2016), present, within these understandings, that public policies, in addition to being the object of different studies, emerging several



questions in the scope of governmental or academic management, do not occur in the same proportion as the issue of their evaluation or analysis, that is, very few are the public policies aimed at tourism that are analyzed or evaluated effectively, in addition to the Brazilian literature proving that this practice is still recent.

For Jesus (2010), promoting sustainable tourism means maximizing its benefits and reducing its impacts. To achieve the desired level of development, sustainable tourism development strategies must include ways to decentralize the resulting benefits and avoid the exclusion of local populations, as well as minimize negative impacts on the environment, thereby promoting sustainable local development. However, to establish the correlation between tourism and the economic development system, it is essential that its guiding policies are planned in conjunction with other productive sectors.

According to Farias (2015), it is worth emphasizing the importance of studies that point to the needs of thinking about another perspective of development, with a view to containing the negative advances of "traditional" tourism and strengthening local development, emphasizing the importance of the participation of the population and residents in the different processes of the tourism policies of the place, ranging from the elaboration to the implementation of its actions. This constitutes an intense process of social changes that will allow the best conduct of the development of the activity. Rodrigues (2022, n.p.) adds that Public Sector policies should "ensure the basis for sustainable development, seeking to ensure the preservation of natural and cultural heritage, tourist satisfaction, return for investors and gains for the community."

Tavares (2021) points out that, from another perspective, thinking about environmental, economic, social and cultural aspects, it is possible the viability of local development from the implementation of solid public policies for sustainable tourism. However, it is necessary to aggregate this "natural and sociocultural capital", in order to respect social diversity and insert local leaders in the elaboration of actions by the public power, valuing small cities, such as the inclusion of tourism as a transversal activity and interconnected to other sectors, such as sanitation, health, education and the qualification of the local population for the development of this activity in a more efficient and effective way. The author also draws attention to the importance of research and extension actions of universities, as well as actions of civil society.

5 CONCLUSION

The tourism sector makes an important contribution to socioeconomic development, given its capacity to generate employment and income, providing local development. Nevertheless, several other variables must be considered and analyzed with regard to their complexity, especially in the Amazon region, where a harmonious balance between development, conservation of natural and cultural resources must be sought. Therefore, the public policies to be developed must add this complexity and be allied to the interests of the local population.



In this perspective, sustainable tourism must be used in the best possible way for the environmental resources that constitute the fundamental element of tourism development, in order to maintain the essential ecological processes and assist in the conservation of natural resources and biodiversity and the culture of the recipient populations.

According to Pimentel (2022), this situation began to gain prominence with the Brazilian Tourism Commission (1958), receiving more prominence in the institutional sphere from the 1960s, with the creation of the Brazilian Tourism Institute (EMBRATUR), however, the first publications only appeared around 1990 and, thus, still being a recurring theme.

Through the systematic review of the literature, the research was based on scientific articles indexed in the main databases contained in the signed collection of the Portal of Periodicals of the Coordination of Improvement (CAPES). After conducting this research, it was possible to verify the small, or almost invisible, number of publications. Only nine met the inclusion criteria. This leads to question whether there is no publication of research on public policies for tourism in the Amazon, or if research in this area is not really taking place.

From the articles analyzed, it was possible to observe that the researches occur more in Pará and Amazonas, with the other states in the periphery of the research. The methods used are practically uniform, and the most used was the bibliographic research and documentary analysis, from a qualitative conception. It is also observed that no studies were found that analyzed the application and results of these public policies applied, and this practice is still insipient.

The authors also demonstrated in their studies that public policies for tourism in the Amazon region still lack a readjustment, including the actors in a real and effective way, and for the non-compliance with what the law determines. To achieve the desired level of development, sustainable tourism development strategies must include ways to decentralize the resulting benefits and avoid the exclusion of local populations, as well as minimize negative impacts on the environment.

Therefore, given the scenario presented in this research, a new research agenda is needed that allows more research on sustainable tourism and public policy processes, especially in the Amazon region, as well as a research agenda that evaluates these policies, using efficient methodologies.



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