



Políticas Públicas de Turismo na Pandemia de Covid-19: análise à luz das funções de governo

*Public Policies for Tourism in the Pandemic of Covid-19:
analysis related to the government functions*

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RESUMO: O presente estudo é parte dos esforços da comunidade científica de turismo para compreender os efeitos da pandemia de Covid-19, no ano de 2020, na sociedade e debater formas de redução de seus impactos e iniciativas de superação da crise estabelecida no setor. A abordagem priorizou a análise da atuação dos governos, nos âmbitos municipais, estaduais e federal, por meio de suas políticas de turismo e o diálogo entre

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elas, nos municípios de Rio das Ostras e Macaé, integrantes da região turística da Costa do Sol, no estado do Rio de Janeiro. Esse olhar transversal entremeado pela literatura científica a respeito de políticas públicas, pela observação documental e pela atenção às normas e atos legais, possibilitou verificar como os governos atuaram nas ações voltadas ao turismo. Como resultado, foram registradas semelhanças e diferenças na condução das políticas de turismo dos dois municípios e vários pontos de interseção, entre elas, as ações oriundas das três esferas de governo, nacional, estadual e municipal, coordenadas horizontalmente e (des)coordenadas verticalmente. Uma das contribuições que o artigo oferece é a possibilidade de utilização da abordagem e metodologia aplicadas nesse estudo para a análise da realidade de outros territórios e suas interações no tocante à gestão pública do turismo.

Palavras-chave: Políticas Públicas; Pandemia de COVID-19; Estado; Funções de Governo; Turismo.

ABSTRACT: This study is part of the efforts of the tourist community to understand the effects of the Covid-19 pandemic on society in 2020 and to discuss the ways to reduce its impacts and initiatives to break the mandatory crisis in the sector. The approach prioritized the analysis of the governments performance at municipal, state and federal levels, through their tourism policies and the dialogue between them, in the cities of Rio das Ostras and Macaé, members of the Costa do Sol tourism region in the state of Rio de Janeiro. This cross-sectional view, interspersed by the scientific literature on public policies, documental observation and attention to norms and legal acts, made it possible to verify, through content analysis, how the governments have acted in tourism. As a result, similarities and differences were attributed in the tourism policies conduction of these two municipalities and at several points of intersection from the three spheres of government, national, state and municipal, coordinated horizontally and (un)coordinated vertically. One of the contributions that this article offers is the possibility of using the approach and methodology applied in this study to analyze the reality of other municipalities, states and federal government, and their interactions in the public management of tourism.

Keywords: Public Policies; COVID-19 pandemic; State; Government Functions; Tourism.

1. INTRODUCTION

The pandemic caused by the Sars-CoV-2 coronavirus, which causes the COVID-19 disease, presents itself to the global community and the tourism industry as a great and growing challenge (WORLD TOURISM ORGANIZATION (UNWTO), 2020), demanding from the various sectors of society survival alternatives, parallel to the need to contain and mitigate the disease (UNITED NATIONS, 2020).

In the global context, tourism is one of the most affected economic sectors, according to the World Tourism Barometer (WTO, 2020). The near-total containment imposed in response to the pandemic (GÖSSLING; SCOTT; HALL, 2020) has reduced the number of international tourists by 98% in the month of May compared to the same month in 2019, resulting in a decrease of 300 million tourists and a loss of \$320 billion in international tourism revenue. (OMT, 2020).

In Brazil, according to the National Confederation of Commerce, Services, Goods and Tourism (CNC), the hosting organizations and the flow of passengers in airports reduced by up to R\$ 122 billion in revenues, in the period from March to June, accumulating losses of R\$ 121.97 billion and 275 thousand formal jobs were extinct (TURISMO EM PAUTA, 2020). In the Travel Agency sector, 53% of the companies stopped operating temporarily and 7% closed their activities (SERVIÇO BRASILEIRO DE APOIO ÀS MICRO E PEQUENAS EMPRESAS (SEBRAE), 2020).

Economic issues end up affecting social, environmental, and cultural issues and put territories and their dynamics to the test. The resilience of each territory is connected to governance, just as public policies are strongly imbricated in governance structures (FARIAS; FIGUEIREDO, 2015). Consequently, they are reflected in the responses that are presented, often through the homologation of normative measures.

The Public Power, Executive, Legislative, and Judiciary, adopted normative measures that comprised a set of actions that integrate the policy of containment of the pandemic of COVID-19 and have direct implications on tourism throughout the national territory. In this case, the defense policies, due to the state of public calamity, generated economic impact on the various productive sectors of the country, demanding the quick action of the federal, state, and municipal governments. For this reason, understanding the process of public policies in the three spheres, the functions of government, especially those of promoter, stimulator, planner, guarantor, harmonizer, and coordinator of actions, becomes an important factor for local development in the process of repositioning and resumption of tourism.

To analyze the measures adopted at the levels of government and the functions exercised, the northern region of the state of Rio de Janeiro was chosen, specifically, the municipalities of Macaé and Rio das Ostras (Figure 1).

FIGURE 1: MAP OF THE STATE OF RIO DE JANEIRO HIGHLIGHTING THE MUNICIPALITIES OF MACAÉ AND RIO DAS OSTRAS.



SOURCE: IBGE, 2020. Highlighted by the authors.

The importance of tourism in both municipalities is registered in the categorization they receive in the Brazilian Tourism Map, a tourism policy instrument of the federal government, which categorizes them by indicators, the tourist destinations. Macaé is in category A, receives 486,356 national tourists and 15,241 international tourists and collects R\$ 8,103,191 in tourism taxes (BRAZIL, 2019).

According to Borba, Gomes and Soares (2019), these municipalities are related to business tourism, essentially, stemming from the oil and gas industry and belong to an urban agglomeration in a conurbation territory with approximately 400,000 inhabitants.

In Macaé, business tourism receives mainly international tourists and events such as fairs focus on this audience. There is also a segment that is starting to stand out, nature tourism, in Arraial do Sana or in the District of Glicério (MACAÉ, Prefeitura Municipal, 2020a). In Rio das Ostras (RIO DAS OSTRAS, Prefeitura Municipal, 2020) the oil and gas industry is important to the local economy, including the tourist activity. Events and sun and beach tourism are its biggest attractions, besides the cultural tourism segment.

In both municipalities the oil and gas industry impacted the tourism activities once the business tourism coming from the oil sector invested in infrastructure,

services and marketing. The investments made were important to stimulate cultural, sun and beach and event tourism (BARBOSA; SILVA, 2017).

The pandemic context and the economic history of the two municipalities, dependent on the oil and gas sector, guided the research that aimed to identify which national, state, and local public policy actions were carried out in response to the impact of the COVID-19 pandemic on tourism in the state of Rio de Janeiro and in the municipalities of Macaé and Rio das Ostras, between March and November 2020.

The article is composed of a section that deals with public policies in tourism and the COVID-19 pandemic, followed by the contextualization of the cities of Macaé and Rio das Ostras, the research methodology, its results, analysis and final considerations.

2 PUBLIC POLICIES IN TOURISM AND THE SARS-COV-2 PANDEMIC

In Brazil, one of the discourses that permeates and guides tourism public policies in the decision-making process is the participation of private initiative, civil society and the third sector, through democratic processes (BASSANI; GOMES; PESSALI, 2020). In a non-pandemic context, it is what has guided the organization of tourism at the local, regional, state and national scale. In the pandemic, the agility in decision making does not always contemplate the broad participation of society, supported by the article 136 of the Federal Constitution of 1988 (BRASIL, 1998), raising the coordination between the federated entities, vertically and horizontally.

Coordination is understood as the activities of two or more partners who want to develop each other and, to do so, mobilize resources, mutual aid, or harmonize their policies, programs, procedures, and practices in order to maximize the effectiveness of the resources employed (TRENTIN, 2016). It also contributes to share objectives in order to reduce duplication and overlapping (BAKVIS, JUILLET, 2004) and, thus, territorial inequalities (ABRUCIO et. al, 2020).

In the processes of cooperation between various levels, international, regional, national, subnational, and sectoral, coordination is necessary, since it involves different contents and intensity. The lack of coordination can lead to an agenda driven by actors whose interests stand out in contexts of scarce management capacity and inconsistencies (LAAKSO; KIVIMÄKI; SEPPÄNEN, 2007) and relational and structural fragilities.

Coordination can be vertical and horizontal. In the case of Brazil, public policy coordination “is required between political and bureaucratic organizations and actors that make up the same level of government (horizontal coordination) or that make up different levels of government (vertical coordination)” (SOUZA, 2018, p.16). In the latter case, different actors, institutions and agencies act in different phases of the same public policy, from conception to implementation.

According to Theodoulou and Cahn (2013, p.23), public policy embraces some key ideas such as:

- This is what governments intend to do and what they actually do: government inactivity is as important as government activity;
- It is concerned with how issues and problems are defined, constructed, and placed on the political agenda;
- Ideally, all levels of government are involved, and it should not be assumed that policy is restricted to formal actors only;
- It is comprehensive and not simply limited to legislation; it can include executive orders, rules and regulations;
- It is an intentional action that has an objective as its end goal;
- It is a continuous process that involves formulation, implementation, monitoring, and evaluation.

Considering the important ideas in the concept of public policy and the pandemic in the Brazilian reality, it is inferred that the national, state, and municipal public actions were guided by legislation, rules, and regulations coming from the executive and legislative branches.

As for the functions of the government, in the context of the pandemic, the roles of promoter, guarantor and coordinator stand out. The promoter function refers to promoting tourism activity by increasing the inflow of foreign exchange from international tourism and, for this, it resorts to agreements that protect the right to travel freely (VELASCO GONZÁLEZ, 2013; TRENTIN; FONSECA FILHO, 2020). Due to the pandemic, there was a need to act to prevent displacement as a way to contain the spread of Sars-CoV-2, negatively impacting the tourism economy.

The function of stimulator of the private sector tends to use the mechanisms of public administration, added to the availability of credits, to encourage the private sector to act in tourism as a way to develop and/or strengthen it in a given location (TRENTIN; FONSECA FILHO, 2020). At the time of the COVID-19 pandemic, with the necessities imposed by the paralysis of tourism, the mechanisms used to stimulate the participation of the private sector directed the efforts to maintain companies and jobs, in order to facilitate the resumption of tourism.

As a tourism planner (VELASCO GONZÁLEZ, 2013), the government is responsible for providing and/or enabling infrastructure in the territories where it wants tourism to be established and consolidated. By facilitating the allocation of essential infrastructure, combined with stimulus mechanisms for the private sector, it is expected that the services offered will attract tourism flows, channeling them to priority territories.

The pandemic highlighted the need for the State to act to protect consumers/ tourists. It also acted in the regulation and mediation of conflicts generated by the limitations imposed on internal and external travel to the country and to the services that had been commercialized before the pandemic.

The coordinator and harmonizer functions are expressed by the actions of supporting the modernization of tourism enterprises, coordinating tourism sub-sectors, and facilitating the design of new products. In addition, there is the creation of cooperation bodies between public and private actors, such as local governance structures that are predominantly shaped as municipal councils, in addition to seeking the engagement of the private sector in joint actions.

3 METHODOLOGICAL PROCEDURES

An exploratory research was carried out, as to its objectives, with a qualitative approach and the documental method. The methodological procedures were based on documental and bibliographic materials, such as legal acts, articles and journalistic reports. The collection of the documents was carried out in two stages: the first was the pre-analysis, which allowed the identification of the legislation related to the pandemic of COVID-19 published by the federal, state (RJ) and municipal (Macaé and Rio das Ostras) governments. The documents used (Table 1) were all collected from official legislation, which ensures their validity and reliability.

TABLE 1: DOCUMENTS EVALUATED IN THE RESEARCH

Documents	Macaé	Rio das Ostras	Rio de Janeiro State	Brazil
Normative Act	01	00	00	00
Newsletters	03	00	00	00
Decrees	90	63	97	10
Information note	01	00	00	00
Laws	03	00	05	01
Provisional Measures	00	00	00	07
Recovery Plan	01	01	01	01
Contingency Plan	01	01	01	01
Resolution	01	00	00	00
	101	65	104	20

SOURCES: Authors (2020).

The next step was to prepare the sample, whose corpus of analysis was the legal documents. First, a general reading was done about the legal production of the period for the pandemic, allowing the identification and classification of the units to be analyzed. We selected among the documents those whose contents were related to the functions of government in tourism. The establishment of categories followed the principles of mutual exclusion, homogeneity, pertinence in the transmitted

message, productivity associated with fertile results that make inferences possible, and objectivity. We arrived at the categories and guiding concepts (Table 1).

TABLE 1: CATEGORY AND GUIDING IDEAS

Government Functions	Categories	Central Ideas
Promoter	Mobility of People	The right to come and go is associated with the role of promoter. The main characteristic of tourism is its mobility, and without it, tourism ceases to happen.
	Support with campaigns to minimize the sector's losses	Advertising and enlightenment campaigns encourage tourist confidence and return
Planner	(Restrictions) on access to tourist attractions	Canalization of tourist flows. When they are not available, they negatively impact visitation.
Stimulator and Guarantor	Economic-financial measures for companies and workers	Financial support for companies and professionals in the sector. Regulation of the subsectors. Consumer/tourist protection.
Guarantor	Health protocols	Regulation through the adoption of health protocols in order to ensure the health of tourists and confidence in the tourism sector.

SOURCE: Prepared by the authors based on Velasco González (2013) and Trentin and Fonseca Filho (2020).

The documents were organized using the categories created. The categories were inserted in an electronic spreadsheet in one column and the decrees in another. In the column of decrees other columns were opened according to the type of action related to tourism, description of the action, who it is aimed at, and the sphere of power to which it belongs. This division was influenced by the research of Clemente, Andrade, Stoppa, and Santos (2020) that dealt with the topic of tourism public policies and the COVID-19 pandemic.

The reduction of data simplified the information that was analyzed in light of the assumptions of Velasco (2013) and Trentin and Fonseca Filho (2020) regarding the functions of government, promoter, stimulator, planner, guarantor, coordinator, and harmonizer. However, when reading the content of the documents and regulations analyzed, it was not possible to identify the last two functions.

4 SEARCH RESULTS

In the public sector, the Federal Government has the Ministry of Tourism and the National Tourism Council (BRASIL, 2020). The Government of the State of Rio de Janeiro has as organizational instruments the State Secretariat of Tourism of Rio de Janeiro ((RIO DE JANEIRO, 2020d), responsible for “planning, coordinating, and

executing policies to promote and foster tourism, as well as handicrafts and the handicraft enterprise, for the benefit of the State's society" (SETUR RESOLUTION, 2017, p. 40), while the Rio de Janeiro State Tourism Company is responsible for "proposing the formulation, within the scope of the State Tourism Secretariat, of the policy to stimulate the development of tourism in the State and to support and promote the dissemination of the State's tourism potential, in the country and abroad" (RIO DE JANEIRO, 2018, p. 1), and the State Tourism Council. In the municipalities, the municipal tourism bodies are: the Deputy Secretary of Tourism, included in the Secretary of Economic Development, Labor and Income (MACAÉ, Prefeitura Municipal, 2020) and the Secretary of Tourism and Economic Development (RIO DAS OSTRAS, Prefeitura Municipal, 2020). Both have a Municipal Tourism Council and belong to the regional governance instance, Conselho de Turismo da Costa do Sol (Condetur).

With the confirmation of the pandemic of COVID-19, on March 24, the federal government decreed a state of public calamity, followed by the state of Rio de Janeiro and the municipalities of Macaé and Rio das Ostras. To assist the actions to combat the disease by providing data and guidance, the National Council of Justice (CNJ, 2020) suggested that the representatives of the Executive Branch create specific crisis offices.

COVID-19 has high transmissibility, with the onset of severe respiratory reactions, leading to an increase in the number of cases that require intensive care beds, which are not always available in public and private health care, and can collapse it.

Also in March, the federal government established the Crisis Committee for Supervision and Monitoring of the Impacts of COVID-19, coordinated by the Civil House. To act in an integrated manner with the Executive Interministerial Group for Public Health Emergencies, it created the Crisis Cabinet (BRASIL, 2020a). In the state government, the Gabinete de Enfrentamento à Crise was established with the Secretaria de Estado de Saúde (RIO DE JANEIRO, 2020d) and the municipalities of Rio das Ostras and Macaé followed similar models (GRUPO DE Trabalho COMPUTAÇÃO E SAÚDE, 2020).

After almost five months of the pandemic, the Rio de Janeiro state government adopted the State Pact for Health and Economy, a classification system with flags⁴, whose colors link the COVID-19 situation and guide the relaxation or suspension of commercial activities and the movement of people.

Rio das Ostras was, in early August, in the status corresponding to the yellow color and Macaé in the green, which was the first municipality to have this classification in the state of Rio de Janeiro. Both municipalities, although with differences between their stages, have relaxed a significant part of the suspended activities and are preparing for the resumption of tourism that occurred in Rio das Ostras (October), while in Macaé, the hotels did not close and the airport resumed flights in November.

Considering the exposed information and the normative acts in the national, state and local sphere in the period from March to November, we present the survey of the data in the official documents: federal, state and municipal decrees referring to

the pandemic of COVID-19, divided into the categories: Mobility of people, Access restrictions, services and attractions, Economic-financial measures, Support with campaigns to minimize losses in the sector and Sanitary protocols.

4.1 MOBILITY OF PEOPLE

The main measures restricting the mobility of people began in March. At the federal level, the entry of foreigners into the country by air and land was temporarily limited, and at the same time, initiatives were developed to help the return of Brazilians who were abroad. More than 15 thousand Brazilians requested repatriation. In April, the embarkation and disembarkation of cruisers in Brazilian ports and docks was suspended by the National Agency of Waterway Transport (ANTAQ), with the exception of the disembarkation of asymptomatic Brazilian passengers and crew members. Collective recreational activities were suspended in vessels, ports or port facilities. In September, foreigners were allowed to disembark at all the country's airports, but until mid-November, the entry of foreigners by land or water transport was not authorized.

In March, the moorings of cruise ships originating from states where the circulation of the virus was confirmed or an emergency was declared were halted.

The state government established restrictive measures for mobility in March. It suspended the embarkation and disembarkation of passengers at bus stations, returning in June. On March 21, it was planned to suspend activities at the capital's airports. However, on March 19, the National Civil Aviation Agency (ANAC) released a note stating that it was up to the Union alone to close airports. With this federal decision, no airports were closed, but flights decreased drastically due to lack of passengers. Tom Jobim International Airport had a 90% reduction in the number of flights (GANDRA, 2020).

The municipal governments of Macaé and Rio das Ostras, in March, suspended the entry of tourist and tour buses and, in Macaé, there was a ban on passengers disembarking at the airport and bus station if they showed symptoms of COVID-19. There was no closure of the airport in Macaé, the decrease in flights was due to the lack of passengers. In Rio das Ostras, there was an exceptional and temporary restriction on entering and leaving the city, as recommended by the National Health Surveillance Agency (Anvisa).

Health barriers were placed in several access points, preventing the entry of people who did not prove residence or work in the health and safety area of Rio das Ostras (RIO DAS OSTRAS, 2020a, 2020b). In March, Macaé banned the entry of tourists in the Sana district (MACAÉ, 2020e), being revoked in September.

4.2 ACCESS RESTRICTIONS TO SERVICES AND TOURIST ATTRACTIONS

The federal government decreed, in March, the interruption and operation of tourist attractions under its tutelage such as museums and cultural centers (BRASIL,

2020c) and national parks (BRASIL, 2020d) and of private tourist trains that were resumed in June (BRASIL, 2020e; BRASIL, 2020f).

The state government, in March, limited access to cultural and natural attractions and suspended activities involving the tourism sector. It prohibited the holding of events in convention centers in hotels, inns, and the like, in addition to directing the occupation and opening hours of bars and restaurants (RIO DE JANEIRO, 2020e), which were later closed, although they could work in the delivery system.

In June, the gradual reopening began. Visits to beaches, lakes, rivers, and public pools were made more flexible; bars, restaurants, snack bars, and similar establishments were restricted to 30% (thirty percent) of their capacity (RIO DE JANEIRO, 2020f). This is different for establishments based inside hotels, guesthouses and similar establishments, which should operate only for guests and employees.

It authorized sports activities such as biking, hiking, mountaineering, trekking, individual outdoor activities, and access to state and municipal parks, as well as cultural activities of any nature in the *drive-in* model, as long as people did not crowd outside their vehicles. The visitation of tourist sites was allowed, as long as public access was restricted to 50% of its capacity (RIO DE JANEIRO, 2020f).

In Macaé, in late April, non-essential activities were closed (MACAÉ, 2020d) and officially returned in mid-August. A resumption plan was made at the end of June, according to the flag system (MACAÉ, 2020a). Unlike the other tourist municipalities, because of the productive arrangement of oil and gas, with the constant movement of embarking and disembarking workers on the platforms, there was no closure of lodging establishments.

In Rio das Ostras, in March, businesses were prohibited, including tourist activities and attendance to tourist attractions (RIO DAS OSTRAS, 2020b). In mid-June, hotels, motels, hostels and inns were allowed to operate, to serve guests on business trips, limiting the capacity to 40% of the available places (RIO DAS OSTRAS, 2020c). In August, access to lagoons, squares, parks, and other tourist attractions was opened. On the beaches, only individual physical activities were allowed, with restrictions (RIO DAS OSTRAS, 2020d). The recommendations to avoid crowds and total isolation of the most vulnerable groups still persisted in September, and the use of the mask is mandatory throughout the city, under penalty of fine. A resumption plan was carried out according to the flag system.

4.3 ECONOMIC-FINANCIAL MEASURES FOR COMPANIES AND WORKERS

In order to maintain approximately 8.5 million jobs, 1 million of which in the tourism sector, the federal government allocated R\$ 51 billion to allow companies to flexibilize salaries and working hours for three months. Exempted the service provider or business company from immediate reimbursement to the consumer. Granted a period of up to 12 months after the end of the pandemic is decreed (BRASIL, 2020i).

Emergency measures were adopted for commercial aviation, in an attempt to mitigate the impacts caused to the sector (BRASIL, 2020j). Events could be postponed for up to 12 months with no obligation to refund amounts already paid. Regulated the cancellation of services and reservations in the tourism sector (BRASIL, 2020g). It made possible the inclusion of tourism segment companies in the credit lines available by Banco do Brasil, Banco Nacional de Desenvolvimento Econômico e Social (BNDES), and Caixa Econômica Federal.

The Provisional Measure No. 944 (BRASIL, 2020f) created the Emergency Employment Support Program with credit for the payment of salaries during the pandemic. This measure foresees the possibility of loans for individual micro-entrepreneurs who are registered in the Tourist Services Providers Registry (CADASTUR) via the operationalization of resources from the General Tourism Fund (FUNGETUR).

In the state government, Decree No. 4.7107 was signed by then governor Wilson Witzel on June 4, 2020, which disciplines the application in Rio de Janeiro of provisions of Federal Law 13785, of December 27, 2018. Paragraph 2, of article 2 of this Federal Law delegates to the state tourism agency, the competence for the registration of the tour guide's vehicle. Thus, with the state decree, the tour guides in Rio de Janeiro were authorized to register and drive their own cars in the performance of their professional activities, combining them with the provision of tourist transportation services (Driver-guide), and the State Secretariat of Tourism became the body responsible for registering the vehicle used by the Driver-guide and for registering these professionals in Cadastur. (RIO DE JANEIRO, 2020c).

In Macaé, the municipal government made loans of up to R\$20,000 to micro and small entrepreneurs to help their businesses because of the COVID-19 pandemic. The payment will be without correction or interest and in installments or in total. For these loans R\$ 10 million of municipal resources were destined. The Pecuniary Emergency Aid for formal and informal employees of the Macaé-RJ trade is also instituted and the collection of Property Tax (IPTU), fees (such as advertising) and fines are suspended. The measure serves only those who follow the main strategy to combat Sars-CoV-2: avoid crowds (MACAÉ, 2020b, 2020f).

In Rio das Ostras, the city government has offered cash assistance to the street vendors, market vendors, and professionals in the cultural arts sector who meet all the prerequisites of three installments of R\$500 as a result of the emergency against COVID-19 (RIO DAS OSTRAS, 2020e, ECONOMIA & NEGÓCIOS, 2020).

4.4 SUPPORT WITH CAMPAIGNS TO MINIMIZE THE SECTOR'S LOSSES

The federal government has authorized the use of Embratur's resources for recovery and execution of measures to support the tourism sector nationwide, publicity campaigns, incentive to rebook travel, and to rebook and not cancel travel. The action of the state government worked with advertising campaigns such as "Campanha Rio de Janeiro: Seu melhor motivo", for the resumption of tourism with the theme of the

need for isolation, but when the pandemic is over, the 92 municipalities will be waiting for the tourists. (RIO DE JANEIRO, 2020a).

Both the cities of Macaé and Rio das Ostras ran advertising campaigns showing that the cities are prepared to receive tourists. They also posted news of the city on the social networks, encouraging visitation.

4.5 HEALTH PROTOCOLS

The federal government has created the “Responsible Tourism Seal - Clean and Safe” for establishments that adhere to the certification project. This is a program that aims to establish good hygiene practices for each segment of the tourism sector, with the issuance of stamps to establishments, serving as an incentive for tourists to travel in safe conditions. (MINISTRY OF TOURISM, 2020b). Through this program, a recommended sanitary protocol was also established for 15 activities that are part of Cadastur, aligning with the World Tourist Identification (WTID) - OMT and Wanderlust World to speed up procedures and increase the security of the visitor identification process, in order to favor the resumption of global tourism. This protocol contains recommendations such as social distancing, public restriction, hygienization, and access control, among others (ALVES, 2020).

The state government has also created a certification, the “Turismo Consciente Seal,” which is on an online portal that allows business owners in the sector to declare themselves capable of providing services and tourists to consult the establishments that are or are not functioning in the state of Rio de Janeiro. (RIO DE JANEIRO, 2020b). It also carried out a plan to resume activities in the state of Rio de Janeiro, called the Social Pact for Health and Economy, through which it establishes the red, yellow, and green flags that mark the social isolation and the return of the economically active population to work activities. (AGÊNCIA BRASIL EBC, 2020).

Macaé and Rio das Ostras have made resumption plans with mandatory preventive and safety measures of operations procedure to face the pandemic of COVID-19 (MACAÉ, Prefeitura Municipal, 2020b; RIO DAS OSTRAS, Prefeitura Municipal, 2020c).

5 RESULTS ANALYSIS

One of the key ideas of the concept of public policy is anchored in, but not restricted to, legislation, including executive orders, rules and regulations, administrative decrees, among other legal resources provided for under the executive and legislative branches. The actions that support this analysis were found in the legal acts, are related to the categories created and deal with the mobility of people, restrictions on access to tourist attractions, economic and financial measures for companies and workers, and support with campaigns to minimize the sector’s losses. The analysis categories made it possible to relate their content to the functions of the State, as reflected in tourism.

Thus, the mobility of people addressed at different times, the restriction and relaxation of the right to come and go through health control, contrary to the function of promoter of tourism that supports this right. In terms of promotion, the closure and access control to the destinations studied were publicized, in contrast to the promotion of the destination in order to stimulate the visit of tourists. Therefore, the inflow of foreign exchange from tourism has reduced (TRENTIN; FONSECA FILHO, 2020).

Since the health protocols were established, the local governments have acted with measures of release and/or restriction of access to tourist services and facilities according to the rate of occupancy of beds in intensive care units and the rate of contagion of the disease. The federal and state governments have invested in promoting the destination, trying to capture a flow of tourists, arousing the desire to travel at a time of lower risk of contagion or after the pandemic.

If, on the one hand, the restrictions imposed on the right to come and go led to the need for adjustments and agreements, in the sense of guaranteeing the rights of consumers and service providers by mediating the commercial relationships already contracted, on the other hand, the federal government regulated the reimbursement of the services contracted considering, above all, the economic impact of the companies to the detriment of the consumer/tourists by regulating the sector, imposing a deadline for reimbursement of values in up to 12 months.

The economic-financial measures for businessmen, entrepreneurs, and formal and informal tourism workers contemplate financial support for the payment of employees' salaries, extend the deadline for reimbursement for services suspended or cancelled due to the pandemic. The federal government has coordinated demands with financial institutions such as Banco do Brasil, BNDES and Caixa Econômica Federal, and FUNGETUR, to make credit available in order to avoid mass layoffs and keep the companies active.

At the state level, the government of Rio de Janeiro allows tourist guides to use their own vehicles to provide tourist services and transportation, relaxing the legislation in force during the pandemic period. While in Macaé there was the suspension of the IPTU (property tax), advertising fees and fines, and the offer of credit for entrepreneurs, in Rio das Ostras the emergency aid for artists, market vendors and workers who live off the alternative income was created.

The economic-financial measures refer to the stimulator function, since the strategies and mechanisms are similar to those used when one intends to develop and/or boost a certain sector. In this case, the mechanisms were used to keep the tourism enterprises active and with the least possible dismissal of the labor force.

The function of planner of the tourist activity was identified, firstly, in the opposite direction, preventing the tourist flow to destinations, acting to hinder or even prevent it, a reason that is justified by the unprecedented humanitarian crisis installed globally and the duty of the State to ensure, through social and economic policies, the reduction of the risk of disease and the right to life (BRASIL, 1988). By protecting

citizens by preventing them from leaving their countries, governments impact the tourism economy, and prevent the risk to citizen/tourist health.

Regarding the coordination function, especially the vertical one that refers to “intergovernmental relations, i.e., those established between different levels of government for the production of policies” (SOUZA, 2018, p. 28), it is possible to state that when analyzing the normative acts it is possible to verify the vertical coordination more strongly between the subnational, state and municipal governments, portraying the national conjuncture that involves the federal uncoordination around the actions related to the pandemic of COVID-19.

The coordination problem is present in tourism policies and has been a hallmark in the current government, especially in the pandemic context, because it is based on a “dualistic vision of intergovernmental relations, with less participation of the Union in reducing territorial inequalities and supporting subnational governments, in addition to the centralizing and hierarchical posture on issues of national impact (ABRUCIO et al., 2020, p. 663).

After the initial restrictive measures, in order to slow down the transmission of Sars-Cov-2 and the accumulation of losses in tourism, the federal government is acting to promote the sector by releasing resources, advertising campaigns and encouraging the resumption of travel. The state of Rio de Janeiro and the cities of Macaé and Rio das Ostras joined the advertising campaigns highlighting the preparation for the resumption of tourism.

The sanitary protocols were associated with campaigns to minimize the sector’s losses, both at the federal level, with the Responsible Tourism Seal - Clean and Safe, and at the state level, with the Aware Tourism Seal, highlighting the roles of guarantor and promoter. The municipalities of Macaé and Rio das Ostras joined the State Pact for Health and Economy. Macaé and Rio das Ostras are developing Tourism Resumption Plans and both are preparing mandatory prevention and safety measures regarding procedures and operations to face the COVID-19 pandemic in the tourism sector.

6 FINAL CONSIDERATIONS

The objective of this article was to verify how governments have acted in the actions related to tourism. Based on the functions of government, especially coordination, what was observed is that in the face of a pandemic such as COVID-19, governments acted, at first, contrary to the role of promoter and planner found in the theoretical field, since the goal was to limit the mobility and access to services and attractions as a way to protect the health of citizens attending the constitutional prerogatives (BRASIL, 1988).

However, as the months went by, a tension arose between preserving life and collective health and the economic crisis, especially in the tourism sector, a fact that highlighted the (dis)coordination between federal and subnational governments. In

contrast, the state and municipal governments of the tourist destinations studied have strengthened and supported themselves.

It was observed that in relation to the stimulator function, the instruments used to encourage the private sector were aimed at maintaining establishments and jobs. The function of guarantor of consumer rights stands out in this analysis, although it is possible to notice a certain favoring of the companies to the detriment of the consumer/tourist in the regulation for the pandemic period, relaxing the more rigid compensation conditions in non-pandemic periods.

The need for financial contribution from the governments for the maintenance of minimum conditions for businessmen and professionals of the sector, resumes old paradigms, such as the distancing of the State in relation to the market. But in a moment of crisis such as the one we are going through, the State is used as a strong entity that supports the market.

The function of coordinator was weakened in the federal government. It is expected, for the moment of resumption, that this function will stand out in the support to the modernization of the tourism companies, mainly in what refers to digital technologies and in the coordination of the subsectors for the resumption of tourism.

In this pandemic moment, there seems to be an awareness for collaboration, as well as the opportunity to play the role of harmonizer, by involving the private sector in joint and participatory actions for the resumption of tourism in more sustainable patterns at the local level. At the federal level, there is disarticulation (SILVA, 2017), uncoordination, and dismantling of participatory structures, including in tourism.

It seems that the federative pact around the 1988 Constitution has been weakened. The intergovernmental coordination that was built is put to the test. In this scenario, subnational governments have reaffirmed horizontal coordination in the face of federal coordination (ABRUCIO et al, 2020) in the actions to confront COVID-19 and tourism.

The pandemic paralyzed the tourism opening space to rethink the economic activity articulating it to the production chain. However, what we notice is the rhetoric that reproduces the promotion of destinations to the detriment of the professional approach that the sector needs to develop and foster the sustainable development of destinations.

Finally, it is considered that the study as well as the methodology, can serve as a basis for the analysis of the dialogue between the different levels of government, regarding tourism public policies, both in this exceptional pandemic period as well as in moments of its overcoming. In this sense, we suggest new studies that reveal good practices associated with the functions of government in tourism, horizontal and vertical coordination, especially from the COVID-19 pandemic and the risk to life.

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