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SHARED TOURISM TERRITORY, COASTAL REGION OF SERGIPE, BRAZIL¹

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1. This article is part of Chapter 6 of the book “Políticas Públicas de Turismo e os Investimentos no Território do Polo Costa dos Coqueirais em Sergipe, Brasil” [Public Policies for Tourism and Investments in the Polo Costa dos Coqueirais Region, in Sergipe, Brazil], published in 2013; and discussions included in the Dissertation (2009), among other studies (2013); (2016) and (2017).

Abstract: This study presents the main results of a doctoral dissertation in Geography—Sergipe, 2005-2009, in partnership with the *Curso de Maestría Desarrollo Económico en América Latina* Graduation Program in Economic Development in Latin America, International University of Andalucía (UNIA), Huelva, Spain (2006-2011)—and of research conducted since then. This analysis highlights the territorial tourism policy and the role of the state in the investments in the public space of Polo Costa dos Coqueirais region and the expectations of a shared territory in overcoming poverty. A phenomenological-hermeneutic method was used in a participatory research process. This decision allowed the development of workshops and notebooks strategies to gather document and field data. The following results stand out: the approaches of international agencies, especially that of the Inter-American Development Bank (IDB), have not contributed to projects that improved the indicators of income of the affected population; the negotiation and support bases of those who represent the Polo's civil society are contradictory because they influence the effectiveness of public tourism policies but do not perform governance functions; investments in tourism have impacted differently on these communities, and partially fulfill what was established in the investment program of the multilateral agencies, especially the IDB. Therefore, the present study puts forward a proposal of a territorial matrix of community-based tourism, which embodies effective citizenship, to develop at local level a new model of tourism development that contributes to reduce poverty.

Keywords: Tourism Policy, Public investment, Local power, Governance, Sergipe, Brazil.

INTRODUCTION

Over the past four decades, global discussion has been increasingly focused on the future of development and environmental awareness (IUCN, 1980; 1995; WCED, 1987), among scholars, community groups, governments, non-governmental organizations (NGOs), and international organizations (Santos; Spears; Strzelecka, 2013). Tourism is no different, as it has also developed in several segments of the economy without worrying about the intensive use of natural resources on which the industry is based. Changing this situation requires collaborative actions of different actors, governmental intervention and oversight, economic efficiency, and environmental quality (Erkus-Ozturk & Eraydin, 2010).

Proposing a shared territory is to awaken dreams and, especially, to draw the attention of Brazilian and international agencies to what failed and the prospects for a more equitable model for tackling poverty, with tourism as an alternative for economic development.

Since the 1960s, some so-called developed countries—Spain and France—have invested in tourism policy which has spread to Latin America countries, especially Brazil, in the mid-1970s. “Plans, programs, and projects are developed without adapting to specific national contexts. Theories are developed, such as the concept of industrial growth poles, and transferred to the tourism field without due care for those who will receive the burden of potential development—the local community” (Santos, 2009, p. 18). In this context, the growth pole theory of the French economist Perroux (1955) is the conceptual frame of reference.

Development in coastal Sergipe has been concentrated in natural and cultural areas, guided by market-driven strategies. As all regions of Northeast Brazil, Sergipe was chosen to leverage the development of

urban and rural centers with the potential for attracting significant demand, especially foreign markets (Santos, 2009).

The Polo Costa dos Coqueirais, in Sergipe coast, was chosen by the state to receive a tourism-led economic development strategy (Santos, 2009). It included the main entrance points to the region, the capital of Sergipe, Aracaju, and São Cristóvão, the fourth oldest city of the country. The Polo spreads to other municipalities in the state, located strategically as economic drivers and that, at the time, presented potential for growth, as for example the south coast.

The north coast, in turn, according to the consultants at the time, failed to meet the bureaucratic criteria for investment selection of the international agencies, the Inter-American Development Bank (IDB) and the World Bank, despite the local situation—**e.g. lack of investment in housing, health, work, education, and tourism infrastructures—was not included** (emphasis added); (Sergipe, 2005).

Having said that, and considering shifts in power and in state policy-making and in more market-oriented periods, the question that guided the research from its early stages was: could it be possible to reduce the contradictory effects of tourism investment in the Polo in overcoming poverty?

The objectives and implications of this study are:

- (i) To analyze the tourism public policy resulting from the investments in the Polo Costa dos Coqueirais and its power relations in the social context of Polo's civil society representatives.
- (ii) To develop a model of tourism territory shared with its agents and funding agencies, in a collective effort aimed at small enterprises.

Escaping the logic of the market and restoring the principles of social welfare

may lead to the adoption of responsible, sustainable practices in the host communities, particularly in dealing with poverty. Important contributions to this debate include Ge Ke, Q. J. (2019); Almeida (2017); Kiblera, Salmivaarab, Stenholm and Terjesend (2018); Santos et al. (2016); Santos, Lima and Silva (2018); Beni (2006; 2012); Buendía (2002); Petrocchi (2002); Santos (2003), Cruz (2000; 2005); Piazze & Flaño (2005), among others.

THEORETICAL BACKGROUND

Growth pole theory, since the mid-1950s, has been implemented in underdeveloped countries and resulted in “unintentional or deliberately erroneous” interpretations of all sorts as Milton Santos (2003) states. The idea itself has not lost its prestige as it pervades the decisions and efforts of the authorities. Its application went beyond what Perroux (1955, p. 9) had anticipated, “development is increasingly thought of as the dynamization of a society within it, as a true adventure that society undertakes, drawing on all its own capacity building efforts”. Those who used his original formulations, Boudeville (1957), followed by Rodwin (1960) and Friedman (1963), already pointed out that the concept of growth poles had a geographical basis.

The word ‘region’ is applied as a category of analysis of the geographic space, analyzed here in the scope of regional development of tourist poles, proposed by the national and subnational governments. Another concept as old as that of the region is that of territory, here thought of as “analogous to space” (Silveira, 2002, p. 13).

In Maretti's (2001) perspective, and discussed by Santos (2013, pp. 44-45), community territorial management in the Bissagos Islands is understood as: “Territory is often a part, a compartmentalization of space, but more than that, it is the space produced by human groups and what helps them maintain

social reproduction”. There are two classic notions related to the concept of territory, according to Araújo (2003, p. 31). The first is that the territory is not limited to physical space, and the second is that it is a social construction. Santos (2013) further deepens—“territory is also value, it is power”—territory, thus “is the space of instituted power”.

In this line, and according to the literature review on tourism public policy and investments in the Polo territory, at the time (2005-2009) and in more recent analyses, new avenues open to represent civil society and local communities.

This database is updated in Santos et al. (2013) and Santos (2013; 2017), in the form of reports and publications. One is the report denominated “Arranjo Produtivo do Pescado em Brejo Grande/Sergipe” [Fishing Production Arrangement in Brejo Grande, Sergipe], approved and funded by Public Notice MCT/CNPq 58//2010, resulting from the proposal of a “Territorial Matrix of Tourism” put forward in the doctoral dissertation (2009) and applied in the period 2011-2013 resulting from this investment. This report was applied in a matrix of agroecological fishing, in a social-based organization, in the said municipality. Santos (2017), in this same municipality and study, focuses on concepts and practices of chains and production networks for fishing and tourism activities, using participatory diagnostic workshops.

Other studies on the northern coast (Santos et al., 2016), advocate the strengthening of the public, private, and, especially, the Third Sector (associations) governance bodies represented in the workshops. There are also “improvements in the field of Health, Education, Infrastructure, and in Civil Society that takes its destiny into its own hands, to different extents and attitudes.” (Santos et al., 2016, p. 30). However, the residents of Barra dos Coqueiros, despite changes in the political

articulation, have shown passivity and lack of struggle in the use of their lands, transferring them to big building contractors, who seek to maximize profits to the detriment of the wants and needs of the local population.

Souza and Martins (2016) analyze the historical process of tourism public policy in the region of Brasília. Despite the decentralization and creation of the regional body of the Tourism Development Council of the Federal District, the inclusion of tourism companies, representative entities of tourism workers, the civil society still fails to participate in the tourist superstructure, as well as in network formation. It is also noted that the Program of Regionalization of Tourism in the Federal Capital does not have application in its entirety in the locality.

Jaliu (2012) examines the factors influencing the effectiveness of public policy and structural funds for tourism development in Romania, highlighting the lessons learned from the use of 2014-2020 external funding. To some extent, these results suggest that external market competitiveness increases within a coherent public investment policy that stimulates tourism activity and allows access to external funding.

Within sociopolitical literature, Aquino, Lück and Schänzel (2018) propose a conceptual framework that incorporates concepts of community development, social entrepreneurship in general, and principles of tourism social entrepreneurship (TSE). The authors place these concepts “within and for community development”, presenting alternatives to tourism development through “responsible and sustainable practices” such as: putting local communities at the forefront of innovative entrepreneurial strategies; creating social enterprises that operate in tourism to engage and develop sustainably underprivileged and underdeveloped communities; promoting TSE to maximize

benefits and minimize negative impacts of tourism on host communities.

Using a market-based approach, Kibler, Salmivaara, Stenholm and Terjesen (2018), draw on theories of Legitimacy and Varieties of Capitalism, and use 361 experts to assess how social entrepreneurs face problems and outperform other social service providers in welfare states. This analysis demonstrates that social enterprises are perceived as a more efficient solution to social problems when a liberal or socialist logic dominates the market coordination and social welfare of a given state. However, when institutional logics are in conflict, the attributed legitimacy of social entrepreneurship is diminished.

RESEARCH DESIGN

This research was conducted in the Sergipe coast, Northeastern Brazil. The region comprises 163 km² of beaches, interspersed with rivers, dunes, and unique vegetation composing, through the landscape and territorial identity, perspectives of social, economic, and environmental development (Santos, 2013). Polo da Costa dos Coqueirais has a defined land use and the following municipalities were chosen to the study: Brejo Grande, Pacatuba, Pirambu, Barra dos Coqueiros (North Coast); Aracaju and São Cristóvão (Central-South Coast); Estância and Indiaroba (South Coast). See Figure 1.

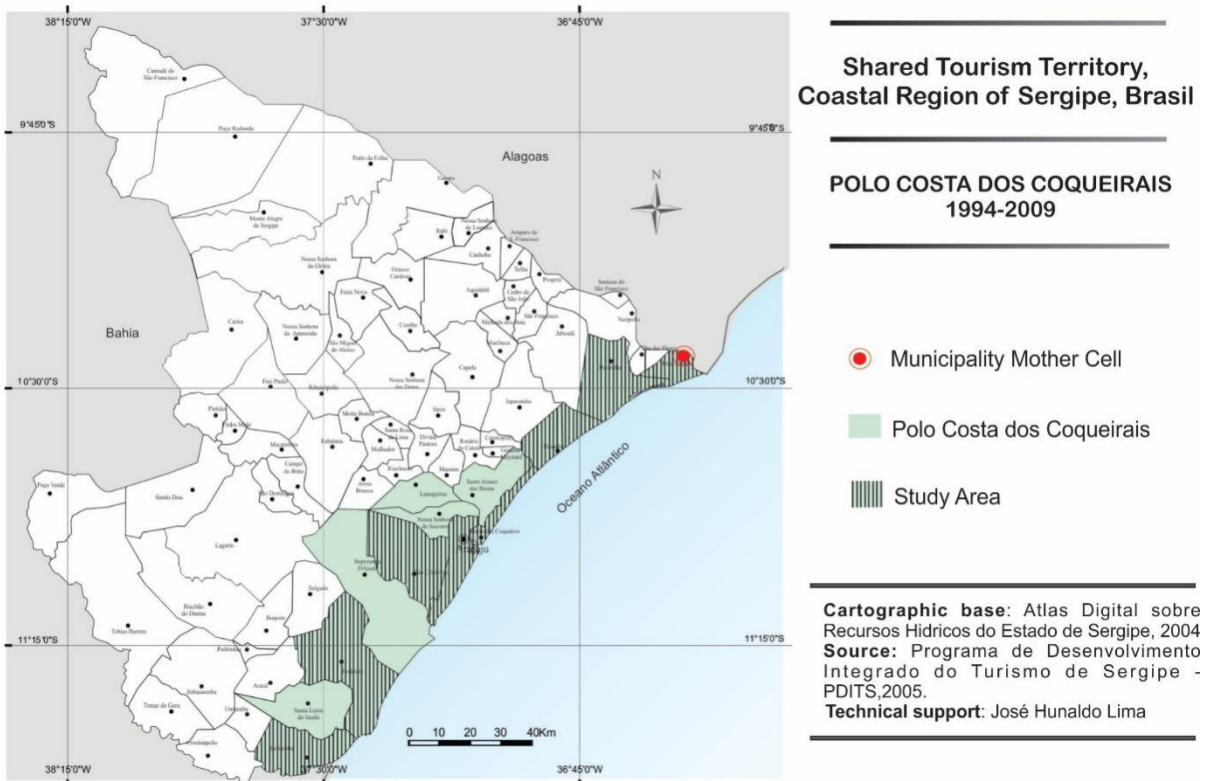
The study presents the main results of territorial tourism policy and the state's role in investing in the public space of Polo Costa dos Coqueirais, Sergipe Coast, considering in this analysis the expectations of a shared territory in overcoming poverty, between 1994 and 2005. Yet, the study continued thereafter and complementary and more recent data has been added, especially for the north coast. The hierarchical link of the empirical base was Polo Costa dos Coqueirais, extending from

the north and south-central coast of Sergipe, and representatives of forums, councils, associations, cooperatives, and NGOs were heard on participative workshops (Santos, 2013, p. 41).

On average, 50 local leaders attended the workshops, including managers, businessmen, and representatives of associations and cooperatives of the municipalities studied. Two to four workshops were held in most municipalities, carried out in villages chosen for their social organization and economic relevance, such as Brejo Grande and Barra dos Coqueiros (north coast), Estância and Indiaroba (south coast). As for the capital city, Aracaju (coastal center), the Council of Polo dos Coqueirais, represented by Banco do Nordeste, redistributes the funds from the Inter-American Development Bank and World Bank to the state of Sergipe. Other people attended the Council meeting and were willing to contribute to the research such as mayors, Secretaries of Planning, Environment, Finance, and Infrastructure, leaders of NGOs, universities (Rectors), and Federal Institute of Sergipe (the author of this study and the General Director) that, at the time, represented the tourism decision making bodies in the State and were included in the sampling.

This study used phenomenological and hermeneutic methods and data collection techniques consisted of bibliographical research, documentary analysis, and field work. In situ research implied the development of strategies to conduct the workshops and organize notebooks for documentary and field data.

Phenomenology implies an absence of rigid and systematic doctrinal outlines and—according to Backker (1964) and Bochenski (1962), cited by Bergen (1990)—is a method and approach to knowledge based on spiritual



Data organization: Santos, M.N.L., 2013, adapted for this study (2019).

Figure 1 – Cartogram showing the study municipalities.

HERMENEUTICS	COMMON INPUT	PHENOMENOLOGY
Own dynamics ¹	Whole-part relationship and vice versa	The phenomenon in itself
Explanation of the phenomenon	There is no way of assessing the transformation of reality without interpreting it. However, for the analysis purpose, the researcher is not alone, he/she interprets with the social agents and subjects.	Concern about the interpretation of reality from the perspective of the researcher and researchers
Interpenetration (search for meanings)	Total living experience, of the human	Back to the same things
Pure apprehension of essences	Implementation of forums and workshops, listening to the councils, public and private representations, associations.	Lack of rigid and systematic doctrinal outline
Participatory research, interviews, observation	Brainstorm Participatory workshops	

Table 1 – Summary of inputs, highlighting the method option

Source: Organized/Proposed by the author, 2009. Conceptual framework by Gamboa *apud* Sposito, 2004.

contemplation. The **hermeneutic method**², participatory research type, was used in the theoretical composition and development of research. This choice complements phenomenology in defining the path to be followed.

Participatory workshops were used to describe, brainstorm, and understand their own context; in this *coming* and *going* the struggle for survival is rescued on a grassroots basis, even if market forces muffle the voices of those that historically have been silenced.

Regarding the selection of the most appropriate techniques and instruments, the municipality of Brejo Grande, in Sergipe, was taken as reference and mother-cell for the other municipalities of the Polo da Costa dos Coqueirais. In line with Richardson et al. (1999), this study sought the elements that make up the phenomena (cause and effect), which are equivalent to the analysis of external (essential) and apparent (superficial) features.

Thus, Table 1 presents a summary of the mechanisms that determined the methodological approach employed, with emphasis in the qualitative analysis.

The municipality of Brejo Grande provided a research base for the other municipalities surveyed, such as the decisions of agents belonging to existing forums, councils, and associations. The co-participatory workshops served not only to assess the agents' perception of their reality but, above all, to build a joint knowledge base about social inequality and the causes and effects of poverty, aiming to foster tourism initiatives that promote the socio-productive and commercial development of the poles through civil organization.

The methods are based on mixed qualitative-quantitative research, which differ not only in the systematics pertaining to each of them, but especially in the approach to the problem. This choice, however, does not invalidate that

the qualitative aspect of an investigation “can be present even in the information collected by essentially quantitative studies, despite losing their qualitative character when they are transformed into quantifiable data, in an attempt to ensure the accuracy of the results” (Richardson et al., 1999, p. 79).

In order to better understand the arrangement of the proposed matrix, a questionnaire was designed to obtain information from residents on their way of life and production, highlighting their relationship with the environment in which they are inserted. The questions addressed environmental problems and respective and possible factors that—from the respondents' perspective—caused such problems. For the matrix the following dimensions were used: Economic Environment, Natural Environment, and Social Environment, as shown in Table 3.

The community chose three people that were trained to manage the website, organize, and update the technical information of the matrix in the municipality, and the scientific information provided by the IFS. These also contribute to the develop of Information communication technologies (ICTs), which “have been extensively applied in smart destinations in recent years so as to improve the information transfer and information sharing amongst individual actors involving in the destination network ecosystem” (G. Ke, 2019, p. 17). The author continues: [...] “Social media is increasingly relevant as part of tourism practices affecting destinations and businesses” (G. Ke, 2019, p. 17). [...] Through social media sharing practices appear as valuable articulations of sociability and emotional support (Munar, Jacobsen, 2014).

2. Notes: (1) Hans-Georg Gadamer – *Hermenêutica de la Modernidad*

(2) Friedrich D. E. Schleiermacher – *Hermenêutica: arte e técnica da interpretação*

RESULTS AND DISCUSSION

The results suggest a state seeking to reduce poverty through national and supranational investments in tourism (discourse) and the shortcomings of this discourse in relation to the participation of social agents in the process of local development. Santos (2013) argues for citizen control as a central link in this process of regional and local development, since it is essential for the effectiveness of tourism public policy.

This understanding leads to a state in the service of international capital in the context of the technological revolution of the 20th century and the financial crisis of the 21st century and this, in turn, sets the state's political agenda. In other words, the effects of the retreat of the nation-state result in financial agents' decisions that are not defined by their national character.

The territorial power of tourism is consistent with this process and is often associated with the economic sphere, lack of work, and community-based tourism, mainly in Sergipe State. Tourism is considered as an economic vocation of certain regions, as it is the case of the Brazilian Northeast; social repercussions in this field—as well as funding and support of federal, state, and municipal tourism projects—lack functionality, supervision, normalization, and control of the economic, environmental, or socio-cultural dimensions.

Initially, it should be noted how power relations are configured in the social scene and how this power manifests itself within the socioeconomic and organizational dynamics of social agents. And, in this conception of pole, efforts have always been directed toward a planning that favors particularly the economic space of “a few and not with the space of all” (Santos, 2003).

This model was designed for developing countries, especially for Brazilian regions with

industrial potential. It was then transposed to the service sector without assessment of its limitations within the territorial space of tourism. Despite the discourse of improvement of quality of life of local populations, indiscriminate and discriminatory occupation took place, with the population being almost completely overlooked.

Milton Santos' (2003) thinking is taken as a reference point to outline the situation in Polo Costa dos Coqueirais within a policy based on the theory of economic growth. When the geographic space is used for setting up growth poles, no “concrete” space is being considered. Primarily, the space of production takes precedence over other dimensions of space analysis.

In the first version and discussion of Santos (2009), Polo Costa dos Coqueirais cannot provide or improve the living conditions of the population. The strategies of governments reveal the weaknesses of this policy of resource application, which has historically been inadequately implemented and perpetuates itself in a model of autocratic planning that permeates the actions and ways of using this space, consolidating itself with the connivance of the Seductive State.

The investments of the multilateral agencies (BID, 2004; 2006) follow the same logic and limitations, evident in this proposal of poles, with an underlying discourse of tackling and reducing poverty. One of the conclusions, in thesis, is the need for a systemic approach in a given space—uniting and integrating—within the set of institutional and communal political decisions developed in a bottom-up process. In addition, it is indispensable to think about and implement actions, as well as apply tools for assessing environmental, socioeconomic, and organizational development, to monitor the use and occupation of the territory by tourism.

A second highlight reinforces the idea that when it comes to pole theory there is a confrontation between geographic and economic spaces. Territorial power manifests itself within the dynamics established by the state, it is the stage where the contradiction occurs, before a society partially alien to the development of its spatial limits and its own destiny. (Santos, 2013).

Studies show that the nation-state, as it was conceived, developed, and matured, is considered, by those who dictate the rules of capital, an obstacle to the progress of globalization. Peinado (1999, p. 41) thus brings in its historical context what he calls the “*desaparición o caducidad de los Estados nacionales*”. However, its presence in the political and economic order over the last three centuries cannot be historically ignored. In the sphere of a territorial policy, such a configuration is established under the dominance of regional and, why not say, national elites, before a strong state, sometimes as a mediator of conflicts, or as a political instrument to serve capital, called in this study as **Seductive State**.

There are several obstacles to addressing these issues, especially in the field of social control and governance. On the one hand, issues in the organizational capacity of the social agents to conquer their rights. On the other, the state’s attempts to effectively exercise its role in serving the population from their real needs.

Hernández’s (2006) argues, as discussed by Santos (2013, p. 79), that the relationship between state governability, market, and society—despite neoliberal tendencies that limit the functions of the state—remain strong in the regulation of economic processes.

This fact has implications for public tourism policy implemented in Brazil, as evidenced by Santos (2013): from the 1970s, the Brazilian government followed an

international policy with multilateral agencies for institutional and structural works funding. The enactment of legislation also validated a political representation of tourism in the country, through public bodies, secretariats, and ministries.

Another important aspect in this policy is IDB (2004; 2006; 2008), and other funding agencies, investment regarding the allocation of resources for the development of tourism in the state of Sergipe, especially in Polo Costa dos Coqueirais. This program extended to the Northeastern states with the objective of improving the infrastructure of the main tourist destinations. In the case of Sergipe, the state capital, Aracaju, was the most favored.

In terms of local actions, regarding infrastructure, the program completely fulfills its purpose for the south-central coast of the state and partially for the municipalities of Barra dos Coqueiros (North Coast) and São Cristóvão. However, IDB and state funding has not brought significant changes to the communities covered by the program. There is a mismatch between multilateral agencies’ discourse of poverty reduction and society’s expectations of improvements in quality of life of the population affected by these actions. This is perhaps due to the absence of a tourism policy that proposes a development model based on the needs of the communities and local development, free from the dictates of the market.

In this way, uneven development across coastal regions was evident, namely, Center-South municipalities were favored to the detriment of other locations with high poverty rates (north coast). Although initially the PRODETUR did not qualify as a tourism policy, the establishment of the Council of the Pole provided the conditions for a discussion of the actions of these programs in a more structured way.

At the heart of the analyses undertaken and defended in the context of the thesis presented here, the weaknesses of policy measures for poor communities are highlighted as well as the expectations raised by the Program of Tourism Development (PRODETUR I). It was anticipated that PRODETUR II would overcome existing shortcomings, but that was not the case. In addition to these expectations, there were promises of other investments such as housing, health, and education infrastructures that would create more jobs and income for the municipality. However, fragmented attempts of communities to set up small businesses were observed.

In view of this, grassroots involvement with the process is fragile both in terms of struggle, participation, and claims to the government, as regarding social and economic achievements. There is a general apathy, a distrust of the government, because agents feel their needs are not being met and feel excluded from the decision-making process.

The need for more effective social control and governance to mitigate problems within the tourism territory is, thus, evident. The actions undertaken are, to a certain extent, more committed to exogenous factors such as state policy and global market—evident in the state's discourse as a seductive agent—than to the problems of the communities. This is, therefore, contributing to the perpetuation of poverty.

Information provided by the agents during the study shed some light on their inclusion in the tourism development process. These data show that there was neither a concern on the part of the authorities with this issue nor public policies that prioritize the local particularities. This fact only emerged between 2002 and 2005, not raised by the population involved (local leaders), but rather by the dialogue between representatives of civil society in the Polo Costa dos Coqueirais Council which, through

the government (2006-2008), encouraged this dynamic meeting the aspirations of the community.

Social and economic indicators and recent data released are consistent with those results. For example, the Institute for Policy Studies, Washington, revealed that more than US\$4 trillion was used to finance banks and insurers in the current economic crisis. I.e., 40 times the amount allocated to poverty reduction and climate change in the world. The richest 20% of the world owns 82.7% of the income, while the poorest two thirds get only 6%.

The Human Development Index of Brazil shows a positive evolution on education, life expectancy, and income indicators for the state of Sergipe, ranging from high (0.700 and 0.799), medium (0.600 and 0.699), and low (0.500 and 0.599). HDI-Sergipe and HDI-Brazil are in an intermediate position, 0.666 and 0.699 respectively (IPEA, 2014), however, there are regional discrepancies and unequal investment, especially in the Northeast of the country.

The database for the period 1991-2000 and 2000-2010 on the municipalities of the Polo Costa dos Coqueirais has a historical series in these 20 years. There have been significant changes, with HDI-Sergipe increasing from **0.408 to 0.665** (IPEA, 2014). However, for the region of the North Coast, except for the municipality of Barra dos Coqueiros, investment in construction and local enterprises surpassed that of other municipalities. In relation to the South Coast, it is surprising the change and decline in the quality of life in the municipality of Indiaroba. When Santos' dissertation (2009) was presented, the HDI-M situation was much better, corresponding to HDI-M 0.605, which suggests the impact of the sociopolitical crisis in the municipality over the years (2012-2018).

High life expectancy, income, and education indicators are exciting news for leaders at different levels of government. These results derive, for example, in the case of education from “mass enrollment” and/or increase in “adult literacy programs”, which are policies that are funded directly by the federal budget, and do not require much effort from local governments (Santos, 2009).

Santos (2009, 2013, 2016) goes on to consider that despite the number of enrollments, without quality teaching, without adequate working conditions, and without a fair remuneration of education professionals, society is subjected to questionable quality standards. In terms of income, Lemos (2005) states that poverty will be better defined if it is treated as synonymous with social exclusion and measured by indicators other than per capita income. I.e., it will be clear that poverty/social exclusion are interchangeable.

Social indicators of Polo Costa dos Coqueirais show that the northern coast, albeit the poorest region (Santos et al., 2016), was not prioritized by the Program for the Development of Sustainable Tourism-PDITS (2005).

Regardless of the situation mentioned, several small businesses arose and trades expanded. Regarding tourism, there is still no effective policy for the organization and use of National Tourism Policy actions through its regional and local programs (Ministério do Turismo, 2007; 2008).

At this point, attention is drawn to the role of the state and local leaders in changing the situation— they need to promote dialogue with the grassroots concerning common interests and aiming at a balanced development model for stakeholders and the environment. What has been witnessed over the years is the uncontrolled and continuous degradation of resources, leading to a path of no return. Especially in the Polo’s coastal space,

with second home developments, masonry buildings for tourism implemented without due planning in river banks and beaches, a (dis)constructed coastline that impacts both visually and the tourism planning.

A valuable input for identifying the tools of a matrix is the contribution of McCay and Acheson (1987) and others who made clear that capitalism and industrialization not only made it possible, but created the conditions for the overexploitation of the environment. It highlights the contradiction between public and private space, which is reflected in the relationship of being-nature and in the current context that expropriates/dualizes and does not integrate.

The relationship between the state, funding agents, and communities—as organized beings—is based on theories of inclusive development. The current discourse of development has only promoted economic growth, especially from the emblematic point of view, when one looks at the poor communities of Polo. This model has fed the capitalist system over time and has been assimilated by underdeveloped and developing peoples, even though it does not share the same social and historical substratum. This incompatible appropriation of the so-called developed cultures causes its own backwardness, eventually generating a distorted belief in an illusory homogeneity that completely ignores the unique diversities of each place.

Technological innovations in local processes of productive learning—local arrangements or agglomerations, industrial districts, clusters, and poles (industry)—establish collective learning in a posteriori interactive system. Among these models, the concept of pole, already discussed, stands out. It was applied to the tourism sector, and helped to define spaces (contiguous and noncontiguous municipalities) that

represented tourist attractions and itineraries. This political strategy enabled investments in the Northeast of Brazil. In the case of the PRODETUR-SE experience, it was of a partial nature, since the market was prioritized. Addressing the territory from this perspective leads to backwardness and poverty and does not consider the actual space. It is necessary to highlight the positive aspects of each of these models, and to consider community knowledge from the perspective of its human needs.

From these conclusions, the perspectives of changes are presented: the shared territory of tourism and the matrix tools adequate to put forward a socioeconomic organization proposal of social agents and governance, shown in Figure 2.

In this sense, the workshops were an opportunity for (de)constructing with agents and subjects to achieve understanding. The dynamics of this inner strength of opposites and the sharing of territory (being and doing knowledge), which is independent of partisanship, is directed toward achieving a common goal. In other words, it is grounded in contingencies, in history, and in what may be.

Strictly following the guidelines on the use of foreign capital without prioritization, is contrary to life in every dimension, economic or political and, particularly, in the environmental dimension. Rather, it is necessary to rethink territorial policies from a model that maintains the state sovereignty, whilst part of a process of global/local development, but with less inequality.

The path to change in this process of seducing and being seduced in a specific space, depends on the dynamics of the relationship between state, market, and social agents. There are indicators, as shown in Figure 2, but despite these, there is no definitive answer to the issue; however, there is a desire and a

willingness to open a path of political sanity, even utopian, through new ideas that enable the development of the studied localities on a more equitable basis and adopting an integrated, decentralized, and participatory approach to planning.

Thus, a test matrix was developed, supported by the CNPq—a Brazilian research funding agency in Brazil (2011-2013)—which can be used as a model for Sergipe's municipalities or, even, for the Northeast region.

Linking this proposal (Table 2) to the human activity and to the territory is—according to Buendía (1994)—essential and must be done through a conceptual framework that includes the legal provisions on use and disposal of land, the protection of natural resources, and in connection with local economic decisions. Thus, the table shows the possibilities of implementation of the matrix, together with Figure 3, adapting to the territory of tourism, with its dimensions/variables arranged on the tripod: economic, environmental, and social (Collective Network).

The objective of this matrix was to develop actions that optimize the Agroecological Matrix of Tourism in Brejo Grande, Sergipe. To compose the mentioned results, data from the project “Arranjo Produtivo do Pescado” were used, cataloged, and analyzed in the 2011-2012 period. In the configuration of the Sustainable Tourism Matrix, this information was used to feed and develop website tools, made available to the community to operationalize the respective Matrix, aiming to foster digital inclusion of the commercial network among local leaderships and improve the social well-being of potential tourist and fishing communities. This result had the merit of having the effective participation of the community in the process of data collection.

To build the website, the information was collected by IFS researchers and fellows, with

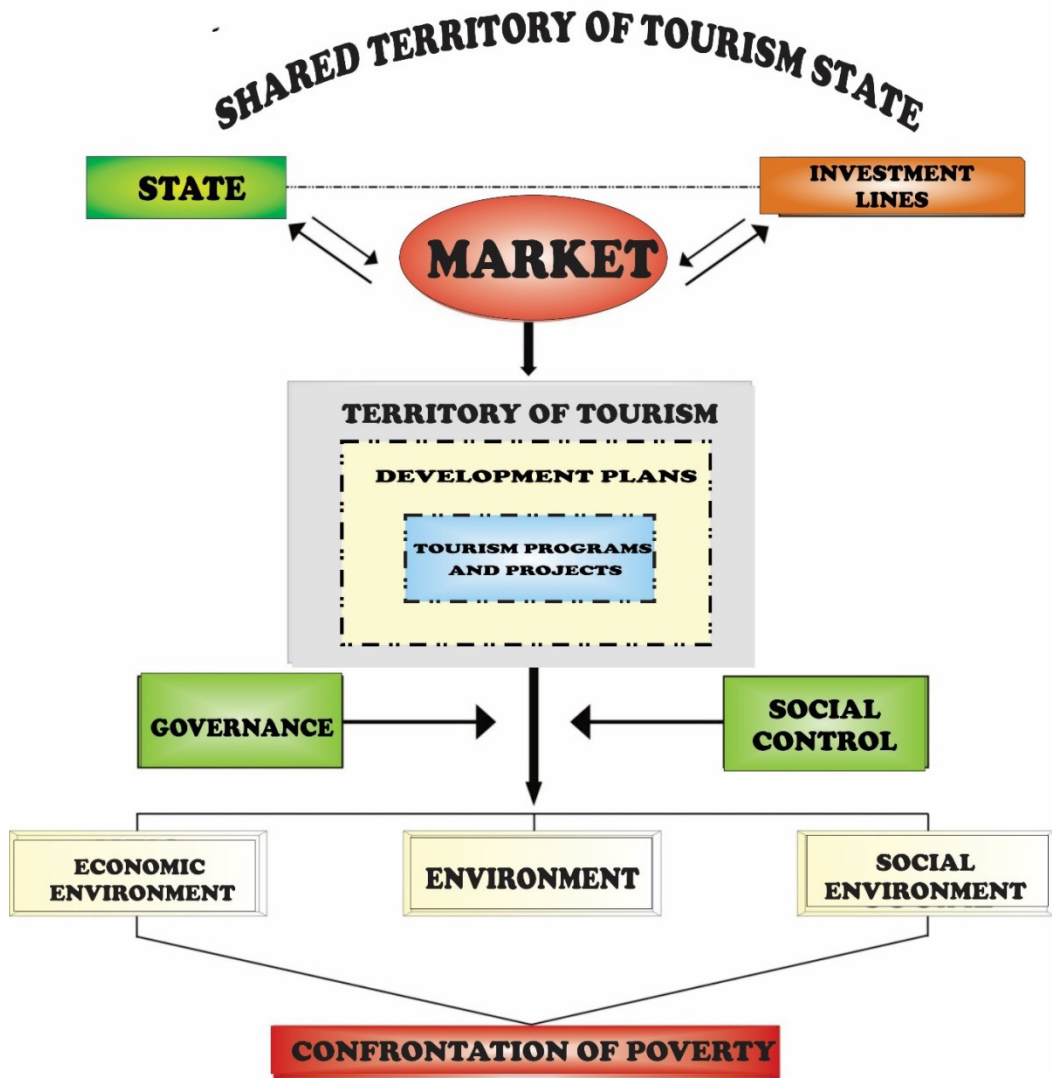


Figure 2 – Shared Tourism Territory

Source: Santos, M.N. L., 2009.

Collective Network (Tourism Services)					TERRITORIAL MATRIX OF COMMUNITY-BASED TOURISM			
Creation of investment networks	Community-based organization	Tourism offer (Landscape)	Traditional communities	Information system, promotion and marketing of Tourism Product				
						Primary Sector	Economic Environment	SHARED TERRITORY
						Secondary Sector		
						Tertiary Sector		
						Production Structure (Active and Inactive)		
						Income Level		
						Displacement		
						Soil	Natural Environment	
						Water		
						Air		
						Climate		
						Flora		
						Fauna		
						Environmental Risks	Social Environment	
						Demographic Characteristics		
						Population Density		
						Urban and Rural Development		
						Infrastructure		
						Land Use		
						Social Indicators		
						Land Ownership Structure		
						Ways of Life		
						Cultural Resources		
						Level of Social Organization		
						Historical and Cultural Heritage		
						Historical values and Social Memory		
						Aesthetic Values		
					Health and Safety			

Table 2 - Territorial Matrix of Community-based Tourism

Data organization and layout: SANTOS, M. N. L., 2009

Source: Adapted from BUENDÍA (2002, p. 139).

the participation of the local community, to expose on the Internet. That is, information communication technologies play a key role in making the life of users easy, since the website must be fed by members of the community, with authorization of the community with Login (username and password), with the objective of changing and feed the system, with the support of IFS researchers. This matrix, at first, was hosted on the website of the Federal Institute of Sergipe (www.ifs.edu.br).

This model, Figure 3, was applied in the municipality of Brejo Grande, Sergipe, with fruitful results for the communities involved (Santos et al., 2013; Santos, 2017).

CONCLUSIONS AND IMPLICATIONS

It is worth emphasizing in concluding this overview, that the Matrix applied to the municipality of Brejo Grande, Sergipe resulted in the formation of a production arrangement based on tourism and on the commercial fishing network—where residents decide about the planning, management,

and implementation initiatives, through cooperative and associative activities— that changes while unique product of this process.

In this dimension, spatial planning is necessary, involving a large number of agents with conflicting characteristics and divergent goals or interests to face the challenge of managing conflicts that are particularly difficult to solve (Almeida, 2017).

Hence, even if the pilot cooperative has not yet been established, it should be emphasized that the data that feed the Agroecological Matrix of Tourism Linked to the Commercial Fishing Network empowers the residents of Brejo Grande, because it is through this Matrix that they will market fish and tourism, thus promoting local economic development.

Community-based production arrangements, on the other hand, have as one of their main economic contributions the endogenous development of the local community of Brejo Grande, based on their organic potentialities, and a perspective of increasing the source of income and employment for the community, promoting their well-being and improving the quality of life.

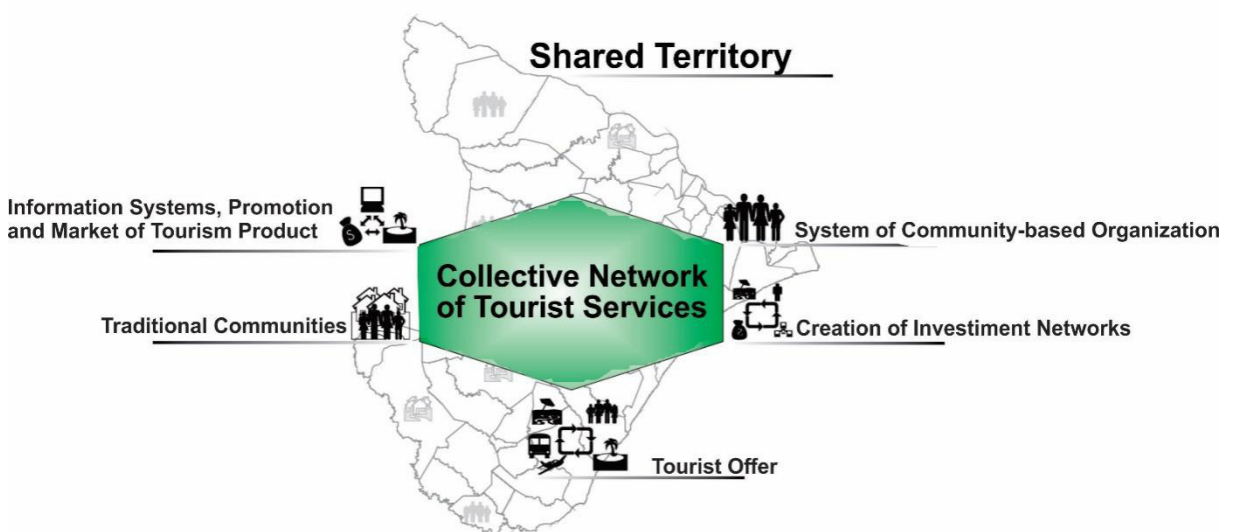


Figure 3 – Model of Collective Network of Tourism Services.

Art/Source: SANTOS, Mary N. L., BOMFIM. Fagner; CRUZ, Josielma, (2009).

Another set of conclusions leads to the perspective of using the shared tourism model in the matrix, being an achievement of the research co-participant author and co-authors— social agents, the excluded ones— that seek a knowledge revolution, because without knowledge one does not know how to do things, or to overcome deeply rooted practices. Knowledge comes in pieces to the society of illusion, tourism.

Although Marx has already predicted in his critique that civil society is not ready to share the constituted power of the state, there is the perspective and expectation of community's engagement/inclusion in the construction of what is already known of its territory, as well as the contributions coming from the discussions provided by the workshops working with this matrix proposal.

It is hoped, through this configuration of shared tourism between agents and funding agencies, the development of the place—based on the collective effort directed towards small

enterprises that escape the logic of the market and that the principles of social well-being are reinstated, rather than the sustainability discourse.

Future actions could include implementing models of governance agreed upon by social agents, small entrepreneurs, and public managers for the common good of the community.

In addition, to launch community-based organizational processes in the light of a re-reading of this history of exclusion is a first condition. The use of common space for collective purposes should be promoted and that this organization becomes an instrument for improving the living conditions of communities, thus overcoming poverty (social equity).

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