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**ANALYSIS OF
TRANSFERS FROM THE
MINISTRY OF TOURISM
BY THE NATIONAL
AGREEMENT SYSTEM
(SICONV) BETWEEN
2009 TO 2019 IN BRAZIL**

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Abstract: This paper seeks to analyze public policies for tourism interpreted under the perspective of fund transference annually allocated by the Ministry of Tourism to several states and municipalities through the National System of Agreements (SINCOV). The main goal is to check the patterns in the voluntary and mandatory transfers, which have been occurring over the past ten years through SINCOV, differentiating the types of transfers and demonstrating through a time series (2009/2019), the number of programs, and the kind of transfer made. This fact allows us to observe the historical evolution of Ministry of Tourism agreements, as well as to obtain a broad view of the forms of transfer of federal funds for the implementation of public policies on tourism in both Brazilian states and municipalities.

Keywords: Public Policies. Tourist activities. Ministry of Tourism. SINCOV.

INTRODUCTION

Tourism is a complex and comprehensive activity with many repercussions on the economy, environment and culture, altering, in certain contexts, the forms of regional and local development. It is observed that currently tourism in Brazil has played an important role in the economy. However, it is understood the need for public policies that can enhance this activity and generate social, economic and cultural benefits for states and municipalities capable of changing the current reality and contributing to development as a whole.

According to data from the World Tourism Organization (WTO), in 2019 there was a growth in the sector of 3% to 4%. In relation to Brazil, the contribution of the tourism sector to the Gross Domestic Product (GDP) grew 3.1% in 2018, totaling US\$ 152.5 billion. This was equivalent to 8.1% of the country's main wealth, generating around 7.5% of the nation's jobs (WORLD, 2019).

From the above context, it is noted that the tourist activity needs a constant strategic direction focused on public policies capable of providing management bodies with tools and resources aimed at improving services, infrastructure and superstructure. "(...) whose function is to control the efficiency of the system, monitoring the functioning and interrelation of the parts" (BOULLON, 2006, p. 32).

Public policies for tourism need financial contributions to implement programs, projects and actions that enable full and comprehensive tourism development. The Ministry of Tourism (MTur) is the main actor in this articulation and conduct of public tourism policies.

(...) it can be said that the MTur has a fundamental driving force in the management, promotion, articulation and financing of the sector in the country. A good part of the states, in fact, still depends heavily on the resources (technical, political and financial) of the Ministry of Tourism to enable their management and planning strategies and the execution of essential projects in the sector (LEMOS, 2013, p. 1409).

It is observed that there is a dependence of the federative entities in relation to the resources for the execution of programs, projects and actions, and these resources can be transferred through the National System of Agreements (SINCOV), using voluntary transfers or the so-called parliamentary amendments.. This article seeks to answer the following question: How are transfers to states and municipalities for the tourism sector through SINCOV between 2009 and 2019 characterized? This question will be answered by evaluating the history of transfers existing in the last 10 years, through agreements established directly between the Ministry of Tourism and the entities of the federation.

To this end, a technical analysis will be carried out based on data collected on the

website of the National System of Agreements, which will be compiled and analyzed, verifying the existing patterns over the last 10 years (2009 to 2019) in the voluntary and mandatory transfers that occurred in this period.. The article will be structured in three parts, in addition to this introduction and final considerations. The first will provide a brief history of public policies in Brazil and present some important concepts on the subject; the second part will provide an explanation of the National System of Agreements; Finally, the last part analyzes the transfers that took place over the last 10 years between the Ministry of Tourism and federal entities. It is worth mentioning that in the literature review, few works related to the SICONV theme were found, but none specifically in this line of research¹.

PUBLIC POLICIES FOR TOURISM IN BRAZIL

Regarding the evolutionary history of public policies and the superstructure of Brazilian tourism, it is worth highlighting the formation of the management base at the federal level of the institutions that manage the tourist activity over the years. The main milestone began in 1958 with the creation of the Brazilian Tourism Commission (COMBRATUR), whose objective was to plan, coordinate and supervise the Brazilian tourism policy. It was replaced in 1966 by the Empresa Brasileira de Turismo (Embratur) which aimed to boost tourism at a national and international level. That same year, the National Tourism Council (CNT) and the first National Tourism Plan (PNT) emerged. These institutional frameworks were important achievements for the tourism sector.

However, only after 1990 there was an

update in the configuration of the tourism superstructure that made possible a new management approach in relation to the activity and, mainly, in public policies. It is worth noting that before the 1990s, tourism did not feature prominently in Brazilian political agendas, as can be seen in Cruz's (2006, p. 343) statement that "[...] government planning for tourism in Brazil has never it was a tradition. Not, at least, until the beginning of the 90s of the last century". Still on the 1990s, Cruz (2006) points out that:

It is in this context that, from the period in question, we witness the widening and deepening of federal public action aimed at the tourism sector, translated into a sequence of public policies, embodied in the form of plans, programs and projects (CRUZ, 2006, page: 344).

From this change in national tourism management, a sequence of actions was observed that contributed to structuring public policies for tourism in Brazil. One of the main highlights was the launch, in 1992, of the National Tourism Plan by Embratur, which sought to promote regional development with the formation of integrated tourism hubs.

However, the great leap in the management of public tourism policies took place in 2003 with the creation of the Ministry of Tourism (MTur), at the time composed of three institutions: the National Secretariat for Tourism Policies, the National Secretariat for Tourism Development Programs, and the Brazilian Tourism Institute (Embratur), which began to determine the strategic directions of national tourism. An important tool was created, the so-called National Tourism Plans (PNT), organized every four years from the perspective of a national alignment of actions for tourism, but with a bias towards the

1 The investigative article named "Bibliometric analysis of scientific production on voluntary transfers in Brazil" served as a research base in the construction of the theoretical framework. According to the authors of the article, the subject of voluntary transfers is an emerging issue. Most publications focus on the release of financial resources, investigating the political influence of transfers on the electoral cycle, and on project management models. (MOREIRA; NOGUEIRA; TORRES, 2019).

management of municipalization of tourist activity.

For a better analysis of public policies, it is necessary to enter into some definitions and concepts on the subject in question, and to expose some examples of public policies for tourism that were effective and efficient. "However, to be considered truly "public", the policy needs to define the target of directing results or benefits, mainly meeting the demands of vulnerable and marginalized sectors of society, and expanding and implementing citizenship rights" (TASSO; MOESCH; NÓBREGA, 2021, p. 4).

In relation to public policies in tourism and its various aspects, some issues need to be addressed by the government in a responsible way, for a heterogeneous development of the sector. It is worth highlighting the environmental perspective and its need to develop policies capable of balancing the use of natural resources, preserving the protection of sensitive environments, as well as the conservation and maintenance of ecosystems, aiming at reducing damage caused by tourism; from the political-institutional perspective, expansion of the so-called governance bodies is necessary, as well as the increase of popular participation in decisions, which must be directed to the reduction of socioeconomic inequalities.

In addition, public policies must also value the conservation of the bicultural heritage of local communities, maintaining the original cultural characteristics of the localities, strengthening their identity. Public policies for tourism must not only focus on quantitative increases, whether in the number of tourists or in the revenue/currency generated, they must focus on correcting flaws in the processes, and not only on a marketing and superficial view, as they must bring a change capable of modifying the socio-economic structure of localities, removing individual or business

ambitions from the objectives, seeking a heterogeneous and broad scope (TASSO; MOESCH; NÓBREGA, 2021).

The importance of public policies in tourism can be proven through several studies that guide the importance of the sector, mainly in the generation of employment and income. According to Lopes et al. (2019), in an analysis of the sector in the Northeast, the region had a 72% increase in jobs between 2006 and 2015, totaling 217,546 formal jobs generated.

Among other studies that point to the importance of the tourism sector in socioeconomic development, the research by Mediotte and Emmendoerfer (2019) carried out with municipalities in Minas Gerais, which analyzed the relevance of tourism for economic growth and human development at the municipal. Among the conclusions observed at the end of the research, it is highlighted the fact that tourism has adopted an economic bias that does not impact social or human development in a satisfactory way, therefore, it is necessary that governance bodies, allied to the public power through policies that seek to raise social indicators with a view to improving people's quality of life are adopted, because even if there is an economic relevance linked to tourism, it is not evident that the same without an effective direction in the management and use of resources has modified the degree of human development.

As an example of the action of governance bodies, one can cite the State of Minas Gerais, which in 2006 created the Federation of Tourist Circuits in the pursuit of promoting Tourism, which brings together the Associations of Tourist Circuits with the aim of expanding the participation of circuits in directing state public policies. And through the State Department of Tourism:

(...) promoted a series of actions with the objective of structuring and professionalizing the entities, such as actions to raise awareness, mobilization,

promotion and scripting, diverse training, in addition to voluntary transfers of resources (agreements) directly to associations for the physical structuring of the headquarters, acquisition of equipment, creation of websites, etc. (SETE, 2017, p. 121).

Thus, it is observed that tourism has a potential for economic development and the generation of jobs, as observed in the aforementioned studies. However, the importance of adopting public policies aimed at human development must be highlighted, aiming to reduce inequalities, without focusing only on market strategies. The 72% increase in jobs in the Brazilian Northeast in a period of nine years, points to the power of inclusion in the world of work that the tourism sector produces, being decisive for the human development of the regions influenced by tourism to occur in a heterogeneous and broad way.

Lima and Costa (2020) analyzed public investments aimed at promoting tourism in the five tourist regions of Rio Grande do Norte. They map the resources coming from the federal and state government to the tourism sector. The authors mention that it is "(...) the tourism policy that determines the priorities of executive, supplementary and assistance actions of the State and that facilitates the planning of companies linked to the sector when there are enterprises and activities that may receive state support" (LIMA; COSTA, 2020, p. 3).

In Brazil there are good examples of public tourism policies that have contributed to tourist and human development, and one of the important actions that exemplify this fact is the Northeast Tourism Development Program (Prodetur/NE). Created in 1994, Prodetur/NE had as its initial objective "(...) to create favorable conditions for the expansion and improvement of the quality of tourist activity and improvement of the quality of life of the populations of the municipalities

reached. The contribution of investment resources totaled US\$ 670 million" (PAIVA, 2010, p. 204). Subsequently, in a second phase of Prodetur/NE, the major innovation was "(...) the definition of tourist centers and the expansion of their radius of action, by including the states of Espírito Santo and Minas Gerais, the latter being a member from the area known as Polígono das Secas in the northeastern region" (PAIVA, 2010, p. 205), at this stage, the contribution was 800 million reais.

Exemplifying the capillarity of Prodetur/NE in the states and municipalities of the Brazilian Northeast, and how it made tourism development possible, the following are the observations taken from a research on public policies for tourism on the coast of Potiguar, where Prodetur/NE resources were made available..

Another significant example that confirms the success of Prodetur I actions is the increase in the flow of passengers at Augusto Severo airport, the main gateway to the State. In 1994, Parnamirim airport had a movement of 514,544 passengers, in 1999, it increased to 839,261 passengers and, in 2005, it jumped to 1,299,144 passengers due to its physical improvements and the work done by the State in attracting flights international charters (TAVEIRA, 2008, p. 84).

Another example of public policies for tourism through Prodetur/NE was in the State of Paraíba, which received a contribution of US\$ 238,214.33 and carried out numerous interventions.

PRODETUR/NE investments in the state of Paraíba took place in several fields. In its first phase, the program contributed to institutional development actions, sanitation in the form of water supply and sanitary sewage, transport project with the construction of highways, recovery of historical heritage, elaboration of projects/studies. It is worth noting that the issues of recovery/environmental preservation

and construction/recovery of airports were not covered by PRODETUR/PB first phase (DELGADO, 2009, p. 39).

The executive power is fundamental in the development of public policies, mainly in relation to the transfer of funds, being generally linked to the previous managerial planning existing in the localities. This way, any and all resources that come to the municipalities, whether federal or state, need to be very well aligned with the local tourism plan, as there is a risk that funds destined for certain projects or actions may be misaligned with the real needs of local development.

A good example of what was mentioned above is in the results of the study carried out in Rio Grande do Norte, where it appears that

(...) the investments made through the agreements are poorly used by the municipalities, since they are restricted to infrastructure works, with emphasis on the construction of squares, which comprises 30% of all the investment in the period, giving little importance to the elaboration of instruments of planning and institutional strengthening actions in the Tourism Departments (LIMA; COSTA, 2020, p. 148).

This is one of the major bottlenecks of public policies for tourism in Brazil, where the determination of resource use assumes an identity and/or clientelism and not merely a technical one, creating situations in which political/partisan arrangements define the end actions, without evaluating the needs identified by the municipal tourist sectors. Sectors that are truly those that have the greatest capacity to analyze the needs of the sector, as they act directly on the front line.

If policies are born from the planning process, it must be recognized that, on the other hand, planning is fed back by the policies derived from it, since it is in the context of public policies that planning takes shape, acquires meaning. Policy is not just an instrument of planning; she is your soul (CRUZ, 2005, p. 40).

As mentioned above, planning and policies are part of the same cycle, where the development of one depends directly on the other. This way, public policies in general, and in this case, those directed to tourism mainly, need integration, because the interdisciplinarity in the decisions will base the actions in a more effective way, this is also proven in the article "*Public policies for tourism as a tool for social cohesion and a solidary tourism model in the 4Q: situation and challenges*", which proposes an approach to tourism as a tool for social cohesion, capable of bringing together social demands and modifying interactions in the territory based on convergent policies.

The public policy ya no solo means acciones de gobierno; Today is a citizen's interest, it is well known that problems and solutions affect everyone, so that a new way of carrying out politics with an authentic democratic character, solidary, responsible and convergent, transversal and interdisciplinary planning with participation, needs and expectations of all the social actors that intervene in it (MUÑOZ; NECHAR; JIMÉNEZ, 2020, p. 152).

Therefore, there are no public policies without planning, as one depends on the other; from this premise, the importance of creating mechanisms that can contribute to regional and local planning becomes evident. Therefore, efficient public policies must be developed, enabling a greater distribution of resources based not only on political articulations, but on technical planning capable of enabling greater capillarity of federal resources in the Brazilian territory.

Thus, it is necessary to establish some important rules as indicators for this article, and one of them is the democratization of resources from the federal government. This democratization permeates an important tool created to contribute to access to annual public funds, and that is the National System

of Agreements, also known as SICONV.

NATIONAL SYSTEM OF AGREEMENTS

Brazilian tourism, as well as other sectors of public management, needs financial contributions so that its programs, projects and actions at the state and municipal levels can be executed. Thus, after the reformulation of 2007 in the forms of federal transfer and, mainly, with the creation of SICONV, a system of agreements that allows the raising of resources directly from the federal government through voluntary and/or mandatory transfers, meant a milestone in the change in the format of Brazilian public management. What made possible greater technical application of the proposals created directly by the sectors responsible for the execution of programs, projects and actions in the states and municipalities, reducing the existing distance between the needs of the departments and the Source of the funds, since the system of agreements allowed those projects to with better structure and, mainly, those secretariats with more planning, to obtain their resources in a clear, objective and direct way.

For a better understanding of the topic addressed in the current article, it is necessary to understand what SICONV is.

[...] the Federal Government's computerized system in which all acts related to the process of operationalization of transfers of resources through agreements, transfer contracts and partnership terms will be recorded, from their proposal and analysis, through the execution, release of resources and monitoring of the execution, until the rendering of accounts (BRASIL, 2013, p. 20).

SICONV was regulated in July 2007 with the objective of facilitating transfers between the federal entity and the states and municipalities, bringing greater transparency to the administrative processes of the

Union and greater agility to the processes of agreements and partnerships. This way, it is understood as agreements:

[...] the agreement, adjustment or any other instrument that governs the transfer of financial resources from the Budgets of the Union aiming at the execution of a government program, involving the realization of a project, activity, service, acquisition of goods or event of mutual interest, in a mutual regime cooperation, and has as participants, on the one hand, a body of the direct federal public administration, autarchies, public foundations, public companies or mixed capital companies, and, on the other hand, a body or entity of the state, district or municipal public administration, directly or indirectly, or even private non-profit entities (BRASIL, 2013, p. 17).

In this budget transfer process, there are the so-called participants who are divided into grantors: "(...) a direct federal public administration body or an indirect federal public administration entity, responsible for the transfer of financial resources or for the decentralization of budgetary credits destined for the execution the object of the agreement" (BRASIL, 2013, p. 17); the parties: "(...) body or entity of the direct or indirect public administration of any sphere of government, public consortium or non-profit private entity, with which the federal administration agrees to execute a program, project, activity or event through an agreement" (BRASIL, 2013, p. 18); the contracting parties: "(...) a body or entity of the direct or indirect public administration that agrees on the execution of a program, project, activity or event, through a federal financial institution (mandatory) through the execution of a transfer agreement" (BRASIL, 2013, p. 18); and the contractors: "(...) body or entity of the direct or indirect public administration, of any sphere of government, with which the federal administration agrees to execute the transfer contract" (BRASIL,

2013, p. 18).

(...) SICONV proves to be a tool for the democratization of access to federal public resources, allowing wide dissemination of public notices from ministries, thus facilitating the communication process between the entities of the federation, and resulting in more concrete opportunities, especially for municipalities further away from power. central. However, for the requests for voluntary transfers to materialize, it is necessary that the forwarding of work proposals by the proposing entities be manifested in the form of projects by SICONV, whose object must be of common interest between the parties (City Hall and Ministry) [MOUTINHO ; JUNIOR, 2017, p. 84].

Thus, the analysis of transfers begins by making a distinction between voluntary transfers/proposals and mandatory transfers (parliamentary amendments and specific proposers). Technically, the voluntary transfer "(...) constitutes a system of cooperation between the Union and the governmental entities of the other entities of the Federation, in addition to non-governmental organizations, for the execution of actions of mutual interest, financed with resources from the federal budget." (BRASIL, 2013, p. 13), which differs from the mandatory transfers that come from parliamentary amendments, as they have constitutional determinations, that is, they are proposals where parliamentarians through political arrangements previously determine where the application of resources will be used.

The great advantage of the proposals or voluntary transfers is the transparent and democratic way in which the process is carried out in the distribution of public resources, allowing the proponents to have equal conditions to claim federal resources. It is worth noting that all programs available for

application need to be previously registered with clear and objective rules, so that those states or municipalities that apply for resources can plan in advance.

This process of creation of SICONV provides federative entities with a democratic way of claiming funds, part of the observance of the five basic principles of public administration, which are: legality, impersonality, morality, publicity and efficiency, according to article 37 of the Federal Constitution. That said, it is of fundamental importance for the understanding of the study that will be carried out in this article, the observance that voluntary transfers, that is, those carried out directly between states and municipalities and the MTur, characterize greater impersonality and efficiency, since it starts from the assumption that they are technical sectors dialoguing with each other, without political interference or the call: political *lobby*².

Hus, one of the methodological parameters used to define greater efficiency in the use of resources by states and municipalities will be the adoption of the premise that in the analyzed years, the number of voluntary proposals must be greater than the so-called mandatory transfers, because as previously mentioned, It starts from the idea that, within the principles that guide public administration, voluntary transfers are more coherent indicators of efficiency, impersonality and morality.

Therefore, this analysis proposed in this article is justified not only by the relationship with the constitutional principles that guide public administration, but also by the need to be able to clearly observe how public funds are being made available and transferred to the managing bodies of the tourism both in the states and in the municipalities, thus allowing the production of objective indicators to determine the evolution of the management of public policies for tourism in Brazil in the

² Pressure activity by an organized group (interest, propaganda, etc.) on politicians and public authorities, which aims to exert any influence within their reach over them, but without seeking formal government control; campaign, lobbying.

last 10 years.

ANALYSIS OF TRANSFERS FROM THE MINISTRY OF TOURISM

This way, the analysis starts from a historical period of 10 years, having the year 2009 as a starting point. When starting the analysis through the free access of the SICONV system, it is observed the existence of a total of 283 programs made available by the Ministry of Tourism from 2009 to 2019, and these transfers are divided between voluntary transfers³ (a total of 161 over the 10 years) and mandatory transfers (a total of 122 over the 10 years).

For a better understanding of the importance of transfers from SICONV to the revenue of the municipalities, a study carried out by Moutinho and Junior (2017) on adherence between project management and the management system of agreements and transfer contracts will be used, which used the municipality of Três Rios in Rio de Janeiro as an object of research and investigation, and observed that the 2014 budget revenue, 18.58% came from their own collection and 81.42% from transfers, being the main source of resources from the County.

In order to compete for funds from voluntary transfers from the decentralization process of the Ministries' budget, from January 2009 to December 2014, the Municipality of Três Rios registered 64 proposals in SICONV (Ministry of Planning, Budget and Management, 2015).), of which 36 materialize in agreements and 14 were effectively implemented (MOUTINHO; JUNIOR, 2017, p. 90).

Still on the transfers made by the federal government through Voluntary Transfer to the municipality of Três Rios-RJ, Maccari, Kniess and Moutinho (2013) state that:

According to the 2011 balance sheet,

³ It is worth noting that these mandatory transfers are divided between parliamentary amendments, and proposals from specific proponents.

published in the National Treasury of the Ministry of Finance (BRASIL, 2012a), the municipality's budget revenue was BRL 148,577,732.16 (one hundred and forty-eight million, five hundred and seventy-seven thousand, seven hundred and thirty-two reais and sixteen cents), of which BRL 38,511,129.82 (thirty-eight million, five hundred and eleven thousand, one hundred and twenty-nine reais and eighty-two cents) came from its own collection, representing 25.91% of its total annual revenue. On the other hand, income from transfers totaled R\$110,066,602.34 (one hundred and ten million, sixty-six thousand, six hundred and two reais and thirty-four cents) corresponding to 74.08% of annual revenue for 2011., this way, that the municipality finds its main source of resources in transfer revenues (MACCARI; KNISS; MOUTINHO, 2013, p. 197).

The agreements become important strategies for the composition of the annual budget of Brazilian municipalities, especially those with a low percentage of tax collection, as they allow an expansion of the technical density in their territory (GALLO; ROSALIN, 2018, p. 329).

This demonstrates the importance of transfers for the development of municipal public policies, despite the fact that the municipalities have specific sectors to manage both the monitoring of the programs offered and the preparation of proposals to be submitted for approval by the ministries.

In the universe of agreements with municipalities, the 26 state capitals signed 6,135 agreements, totaling 13.9 billion reais, which corresponds to an average of 538.3 million reais per capital for a period of 16 years. In the countryside, there were 5,526 municipalities that signed 197,312 agreements, totaling 62 billion, which is equivalent to an average of 11.2 million reais per municipality, throughout the period. The data point to a large concentration of TVU resources in the capitals, something

to be expected, given the greater demand for infrastructure and the concentration of population in these municipalities. It can also be a result of the better technical capacity of these municipalities to capture this type of resource (SOARES; MELO, 2014, p. 529).

In relation to the quote above, it is a study on voluntary transfers from the Union via agreements to municipalities between 1995 and 2010. It was observed that political factors directly interfere in the distribution of voluntary transfers to municipalities, and that there is a processing of transfers to entities that are politically and partisanally aligned with the federal government. Municipalities with greater resources, whether related to tax revenues or per capita, receive more contributions. The authors point to the seriousness of the low redistribution of funds in the national scenario, which does not contribute to a heterogeneous development in the national territory (SOARES; MELO, 2014).

Thus, it is noted that voluntary transfers over time follow a political logic, contributing to the perpetuation of inequalities. Therefore, there is an increasing need for the Union to make voluntary transfers available and to empower municipalities to raise funds from SICONV.

However, the clientelism generated by political power is not the only determinant for the execution of transfers between the union and the federative entities, according to Bijos (2018), the level of institutional development in the municipalities also directly influences the acquisition of contributions from SICONV.

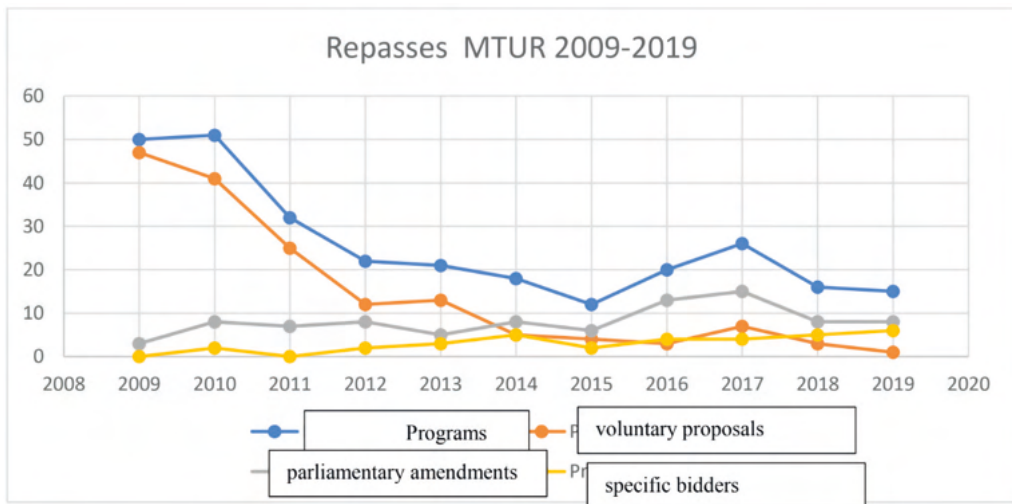
In a nutshell, it is evident that the degree of institutional development of the municipalities can be the tip of the balance in the complex process that culminates in the effective transformation of voluntary transfers into public goods and services. To a certain extent, this reasoning calls into question the diagnosis that deterministically

associates the largest volume of voluntary transfers with the pathology of clientelism (BIJOS, 2018, p. 348).

In relation to the research object of this article, before presenting the graph with the evolution of transfers in the researched period, the observance of the period between the beginning of the study in 2009 and comparing it with 2019. In 2009, 51 programs were made available, while in 2019 there were only 15, representing a decrease in gross numbers of 36 programs, which is equivalent to a decrease of 70.5% in the total number of programs offered over the 10 years. Below is the chart with the evolution of the MTur programs.

From the exposition of data referring to transfers made by the Ministry of Tourism between the years 2009 to 2019, a decreasing trend of programs offered is observed. Only in 2010 compared to 2009 there was an increase from 50 to 51 programs offered by the MTur, and from 2010 to 2015 there was a 76% drop in program offers. As of 2015, the year with the lowest number of programs recorded (12 in all), there was a significant increase in program offerings in the following two years, which represented a 216% increase between 2015 and 2017, and subsequently this number returns to fall to 2015 levels, with 16 programs offered in 2018 and 15 in 2019. From these data, it is observed that an important indicator of the efficiency of public policies has been decreasing, because the lower the number of programs offered, the lower the it will be a chance for states and municipalities to raise funds for the sectors responsible for managing local tourism.

In this analyzed period, Brazil went through a political crisis in 2015, with the advent of the impeachment of the then president Dilma Rousseff, which began in 2015 and ended with her removal from the post of president in 2016. This political aspect that occurred in Brazil is a key point. to understand some aspects of this



Graph 1- Evolution of MTur/SICONV Programs and Transfers
Transfers - MTUR 2009 -2019

Source: Author's own elaboration based on SICONV data.

article, because one cannot ignore the political issues that guided the process. With the end of the impeachment process, the parliamentary amendments increased significantly in relation to the voluntary proposals.

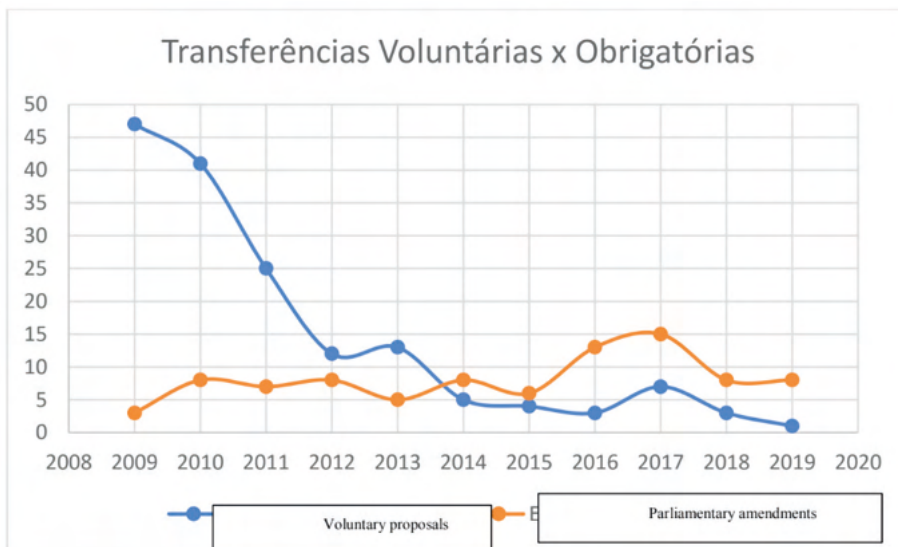
It is important to note that each program offered does not mean that only one proposal will be accepted. This way, although the reduction of programs can be seen over the years, there is still the possibility of official tourist management bodies being awarded with the acceptance of their proposals, thus, another important indicator to perceive the increase in opportunities for elaboration. and execution of programs, projects and actions by states and municipalities through voluntary transfers.

As previously stated, they are theoretically immune to political lobbying, and, in theory, they must be technically based choices based on the construction of good proposals that objectively meet public notices. That said, it is important to analyze the evolution of proposals/voluntary transfers in relation to parliamentary amendments and agreements of specific proponents, which demand political adjustments and pre-established

constitutional arrangements. Below is a graph that outlines the evolution of voluntary transfers compared to mandatory transfers.

When looking at the graph below, we can see a change in government behavior in relation to transfers from the Ministry of Tourism to the entities of the federation. Despite the continuous decline observed since 2009, there was still a trend towards a higher number of voluntary transfers, and a lower number of parliamentary amendments. The point of convergence observed is in 2014, where the number of amendments becomes greater than the number of voluntary transfers. Thus, within a managerial view and seeking to observe not only the issue of transfers, but also to perceive the discontinuity in management through ministerial changes, it is important to temporally visualize the changes both at the presidential and ministerial levels. These changes may indicate strategic changes in public policies and define standards that alter strategies regarding transfers made by the Ministry of Tourism to Brazilian municipalities.

However, for a better understanding of what changes in management can cause in



Graph 2- Evolution of voluntary versus mandatory transfers

Source: Author's own elaboration.

voluntary or mandatory transfers in public power, a study carried out in 2019 is used (CARNEIRO; COSTA; PEIXE, 2019). The authors analyzed the effect of the electoral calendar and its influence on transfers from ministries to municipalities.

A total of 1,824 Brazilian municipalities were analyzed in the period from 2008 to 2013, and the results showed that the municipal electoral year has a negative influence on revenue from agreements, while the electoral period for the federal executive, as well as the first year of office (year after -election), exerted a positive influence. This is due to the fact that all federal transfers follow the logic that in the first year of management, the continuity of the previous government's budget planning is mandatory. Therefore, the amounts referring to transfers remain unchanged, while for the municipalities that resort to SICONV, it is necessary for the continuity of the process to maintain the guidelines in the technical areas that seek federal resources. Often, there are changes in the technical staff of city halls, causing the temporary suspension of the proposal submission processes. Below is an

analysis that exemplifies what was said above, with regard to discontinuity in municipal management.

Another factor that interferes in fundraising is the effective administrative structure for fundraising and monitoring. (...) In changes in government, there is a discontinuity in the process, both in terms of funding and management, and the municipality may be penalized with the suspension of transfers if there is a delay in rendering accounts (DEMARCHI et al., 2016, p. 1084).

This article is not just about public policies, but mainly about planning, considering that state and municipal bodies need to align themselves with federal strategies, since a large part of the budget destined to tourism management comes from the Ministry of Tourism, and all the planning that needs being promoted locally permeates the other regional and federal plans. It is noteworthy that "(...) local and regional planning are not necessarily mutually exclusive, that is, regional planning does not eliminate the possibility of planning on a local scale, provided, of course, these are convergent" (CRUZ, 2006, p. 342). Still on planning, it is worth noting that:

Planning is something that always refers to the future, since you cannot plan the past or the present. Therefore, planning always means projecting the desired future. But to project the future, it is necessary to look at the past and identify the mistakes that you do not want to make again. It is also necessary to look at the present, diagnose the current reality and, based on that, think about the future scenarios that one wants to build (CRUZ, 2006, p. 341).

This way, it is important to understand the managerial trajectory within the Ministry of Tourism outlined above, as there is clearly a discontinuity in the portfolio, with systematic changes in ministers and, consequently, a persistent change in strategic directions. As previously noted, the point of convergence in the pattern of voluntary transfers occurs from 2014 onwards, and coincidentally or not, changes in managers become the rule, with six different ministers occupying the most important position in the state sector from 2015 to 2018. of tourism in Brazil. Observing this trajectory in the public management of tourism contributes to a better understanding of the increase in parliamentary amendments, since the non-continuity directly affects planning, thus generating an increase in political participation inversely to technical participation.

It is important to point out that this work gives continuity to two other articles that aim to analyze the socioeconomic context of the municipality of Camaçari-BA from the perspective of industry and tourism, identifying the existing bottlenecks in the tourist development of the municipality. One of the bottlenecks identified was the scarcity of resources directed to the Camaçari Municipal Tourism Department. As noted earlier, the MTur has an important role in contributing

to the implementation of programs, projects and public policy actions for tourism, as it has amounts of resources that the municipality often does not make available to the tourism sector.

This way, understanding how, territorially, mandatory and voluntary transfers are arranged in Brazil, will facilitate the understanding of how resources may or may not reach municipalities such as Camaçari. In a work on the mapping of the national scenario of transfers, Moutinho (2016) prepares two maps that outline the percentage of municipalities that received both voluntary transfers and parliamentary amendments in the national territory. Below are both maps.

Despite the research carried out by Moutinho (2016), analyzing only the year 2012, representing a fraction of the universe to be researched, he manages to expose how resources are made available territorially and, mainly, identifies those states with the highest percentage of parliamentary amendments and transfers. volunteers. It was observed in this work that there was an inversion in the logic of transfers over the years, where at first, voluntary transfers were as a rule, but over the years, parliamentary amendments were replacing voluntary transfers in amount, and as As can be seen in the figures above, Bahia received between 20% and 40% of transfers through voluntary transfers in 2012, while from parliamentary amendments this percentage ranged from 0% to 20% for municipalities in Bahia. With regard to Camaçari-BA, when analyzing the data from the National System of Agreements (SICONV) over the last 10 years, there were only three transfers made by the MTur to Camaçari⁴, being all from mandatory transfers.

Therefore, in relation to Camaçari-

⁴ The agreements signed between 2009 and 2019 in Camaçari refer to: one in 2011 in the global amount of R\$ 267,750.00 for the construction of a square with parking, including urban equipment in the locality of Jauá-District of Abrantes; the other transfers were in 2017, the first totaling BRL 1,566,258.27 for the renovation of the Cineteatro de Camaçari, and the second amounting to BRL 784,795.04 for the construction of the Camaçari City Museum.

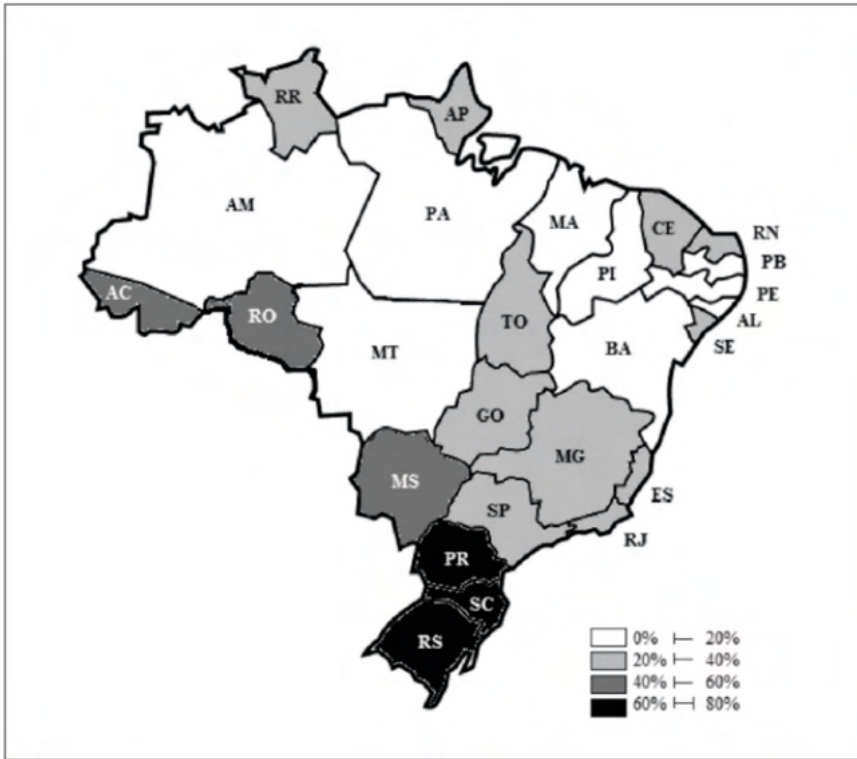


Figure 1- Percentage of municipalities that received funds from voluntary transfers (parliamentary amendments only) — year 2012

Source: Moutinho, 2016, p. 162.

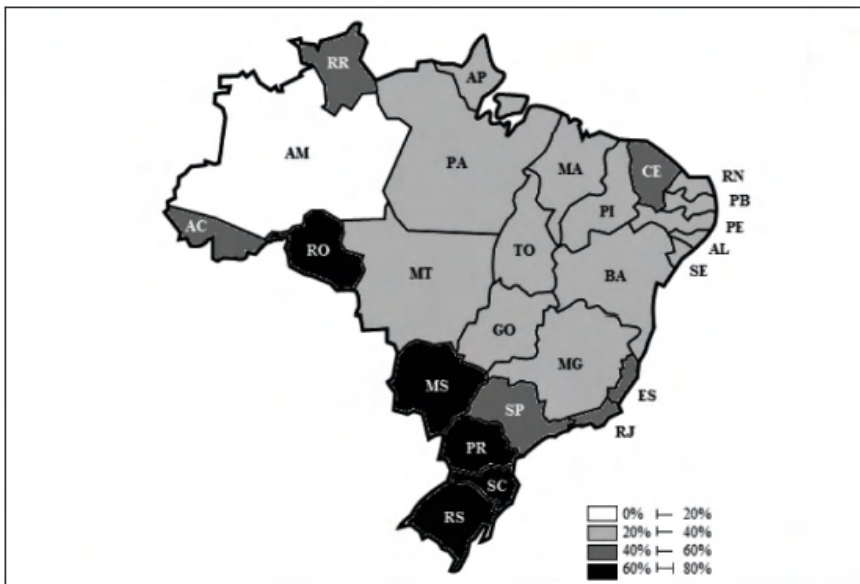


Figure 2- Percentage of municipalities that received funds from voluntary transfers (except parliamentary amendments) — year 2012

Source: Moutinho, 2016, p. 162.

BA, there is a dependence on the political component for the execution of agreements, which makes the tourist development of the municipality even more difficult, as there is a strong concentration of resources directed to the southern region of Brazil when it comes to of parliamentary amendments, corroborating the “(...) distortion of the purposes of voluntary transfers, since they must aim to reduce existing inequalities between the municipalities in the country” (MOUTINHO, 2016, p. 163).

CONCLUSIONS

This work showed the logic of distributing public resources for application in programs, projects and actions over the 10 years analyzed in the tourism sector. There was a reduction in the number of programs offered by the Ministry of Tourism through SICONV, which represents an indicator of inefficiency in the application of resources to public tourism policies in states and municipalities. In addition, it was possible to notice a percentage reduction, between 2009 and 2019, of available programs, thus reaching more than 70% reduction in offers, from 50 programs in 2009 to only 15 in 2019.

The data also show a reduction between 2009 and 2019 in voluntary transfers. It was observed that 44 voluntary transfers were offered in 2009 and only 1 in 2019, a percentage decrease of 97%, thus representing how far from the basic principles of public administration the guidelines for transferring funds are becoming.

On the other hand, there was an increase in transfers through parliamentary amendments, where in 2009 there were only six transfers considered mandatory by amendments and in 2019 there were 15, generating an increase of 250%, demonstrating that political power in actions for tourism is replacing the technical capacity.

The reality currently in the transfers of the Ministry of Tourism directly reflects on the ability of states and municipalities and their official tourism bodies to exercise their planning and develop efficient and effective management, as it strangles the entry of federal resources, reducing the power of local change., as it alternates the technical assumption, withdrawing from Organs managing bodies, the essential financial contributions for the development of programs, projects and actions.

Therefore, it can be seen that in the last 10 years, the Ministry of Tourism, in addition to adopting a strategic posture of transfer contrary to the legal guiding principles of public administration, has also constantly modified the managers of the portfolio, not continuing the process and making it difficult to carry out. long-term public policy. In addition to valuing over the years, the application of resources via parliamentarians, leaving the technical areas hostage to political decisions.

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