Governance of Tourism in Campo das Vertentes, MG, Brazil: a path to regional development?

Governança do Turismo no Campo das Vertentes (MG): garantia de desenvolvimento regional?

Gobernanza del Turismo en el Campo das Vertentes (MG): garantía de desarrollo regional?

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Abstract: The purpose of this study is to verify coordination and the role of governance structures in tourism activities in the region of Campo das Vertentes, state of Minas Gerais. For that, we studied the municipalities of Prados, São João Del Rei, and Tiradentes, included in the "Trilha dos Inconfidentes" ('Inconfidentes' trail). As a theoretical basis, the ten elements of governance proposed by Bovaird and Löffler (2003) were considered. This study is exploratory and of a qualitative nature. We used documentary research and conducted 12 in-depth interviews. The results show a high level of governance development in the region, even though there are discrepancies between the municipalities analyzed. It was verified that the Tourist Circuit "Trilha dos Inconfidentes", responsible for establishing a direct channel with the public power at the state and federal levels in order to meet the needs of the region, has relevant power and influence over the actions, projects, and programs that are carried out.

Keywords: Tourism. Governance. Regional development. Campo das Vertentes. Trilha dos Inconfidentes.

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Resumo: O objetivo deste estudo é verificar o papel e a articulação dos órgãos de governança nas ações de turismo desenvolvidas na região Campo das Vertentes, em Minas Gerais. Para tanto, foram investigados os municípios de Prados, São João Del Rei e Tiradentes, pertencentes ao Circuito Turístico Trilha dos Inconfidentes. Como base teórica foram considerados os dez elementos de governança propostos por Bovaird e Löffler (2003). A de natureza qualitativa foi do tipo exploratória. Utilizou-se pesquisa documental, além da realização de 12 entrevistas em profundidade. Os resultados a existência de um nível bastante avançado de governança no desenvolvimento da região, mesmo havendo discrepâncias de níveis de governança entre os municípios analisados. Constatou-se que o Circuito Turístico Trilha dos Inconfidentes, responsável por estabelecer um canal direto com o poder público na esfera estadual e federal em prol de necessidades da região, possui relevante poder e influência sobre as ações, projetos e programas realizados.

Palavras-chave: Turismo. Governança. Desenvolvimento Regional. Campo das Vertentes. Trilha dos Inconfidentes.

Resumen: El objetivo de este estudio es verificar el papel y la articulación de los órganos de gobernanza en las acciones de turismo desarrolladas en la región Campo das Vertentes, en Minas Gerais. Para ello, fueron investigados los municipios de Prados, São João Del Rei y Tiradentes, pertenecientes al Circuito Turístico Pista de los Inconfidentes. Como base teórica se consideraron los diez elementos de gobernanza propuestos por Bovaird y Löffler (2003). La de naturaleza cualitativa fue del tipo exploratoria. Se utilizó investigación documental, además de la realización de 12 entrevistas en profundidad. Los resultados de la existencia de un nivel bastante avanzado de gobernanza en el desarrollo de la región, aun habiendo discrepancias de niveles de gobernanza entre los municipios analizados. Se constató que el Circuito Turístico Trilha de los Inconfidentes, responsable de establecer un canal directo con el poder público en la esfera estadual y federal en favor de las necesidades de la región, posee relevante poder e influencia sobre las acciones, proyectos y programas realizados.

Palabras clave: Turismo. Gobernanza. Desarrollo Regional. Campo das Vertentes. Trilha dos Inconfidentes.

1 INTRODUCTION

The valuation of the regional as opposed to the global, has contributed to the ongoing discussion of conceptual and theoretical issues related to region, regionalism, and regionality (Gil, Oliva, & Silva, 2009). In this sense, as a factor in economic development, tourism can contribute to increase the income of residents through the sale of goods and services to tourists. As a factor in social development, tourism can generate direct and indirect jobs, contributing to the protection and preservation of historical-cultural and environmental heritage (Silveira, 2008).

In its annual reports, the World Travel & Tourism Council (WTTC) provides data on the contribution of the travel and tourism industry to the global economy. In 2013, this contribution was 9.5% of global GDP, rising to 9.8% in 2014 and 2015 and reaching 10.2% in 2016, when the industry generated US$7.6 trillion worldwide and 292 million jobs, equivalent to one in ten of all jobs in the world. According to the World Tourism Organization (UNWTO) (2017), international tourist arrivals have increased significantly over time, from 25 million in 1950 to 1,235 million in 2016.

Tourism is a phenomenon that moves millions of people around the world, being one of the main drivers of the global economy (Sousa, 2016). According to UNWTO data, since 2009, after the global financial crisis, 2016 was the seventh consecutive year of growth. In Brazil, the total contribution of the industry - including direct, indirect, and induced impacts of tourism – amounted to 9.2% of GDP, equivalent to US$205.6 billion.

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The United States leads the list of the largest tourism economies in the world, with about US$1.4 trillion; Brazil is ranked sixth. This shows that the activity is profitable and competitive, and if properly planned, can contribute to the sustainable development of the municipalities of a given region (Molina, 2005; WTTC, 2016).

Tourism is an activity that requires a certain level of organizational structure based on the needs and motivations of the involved actors and requires a series of actions to meet the requirements of supply and demand. These actions, in turn, must be guided by public policies, which lack institutionalized governance of tourism capable of defining and implementing them with legitimacy (Dreher & Salini, 2010). Public authorities are responsible for providing basic infrastructure, raising the awareness of actors, promoting destinations, regulating the activity and especially, planning, setting goals, targets, and macro guidelines, in view of the wide development of tourism in the territory (Minas Gerais, 2014).

In Brazil, the Ministry of Tourism launched the National Tourism Plan - PNT 2003-2007, with tourism becoming one of the ten priority areas (Brasil, 2007a). Among the guidelines are the development of joint tourist circuits, intermunicipal consortia, and a proposal for regionalization, expanding the options for tourists, with municipalities working together in an integrated and complementary manner.

New proposals were included in the 2007-2010 revision of the PNT, namely the tourist circuits as a tool for coordinating tourism activities at regional level, including regional governance structures. In this context, there is a shift in focus from municipal to regional planning, advancing tourism and regional development (Brasil, 2009).

In line with the Program of Regionalization of Tourism - PRT, in 2003, the Department of Tourism of the State of Minas Gerais - SETUR, issues decree No. 43,321, recognizing the legal personality of Tourist Circuits. Since then, the actions foreseen in the Multi-annual Government Action Plans include the regionalization of tourism in Minas Gerais through Tourist Circuits.

In the study region, Campo das Vertentes, 22 municipalities make up the "Circuito Turístico Trilha dos Inconfidentes" – CTTI (Inconfidentes Trail Circuit), which takes its name from the 23 "inconfidentes" (conspirators) from Minas Gerais, nine of whom lived in the Comarca of Rio das Mortes, with its seat in the Vila de São João Del Rei. Cut by the Estrada Real (royal road), where the first settlers and independentists led by Tiradentes passed, this is a Circuit of vast cultural, natural, historical, and heritage wealth (Oliveira & Januário, 2007; CTTI, 2010). This region was selected because tourism is an important source of income and occupation for residents, according to Oliveira and Januário (2007), Neves and Carneiro (2014), and Rodrigues, Silva and Diniz (2012). Among the municipalities that make up the mesoregion of Campo das Vertentes and which are part of the Estrada Real trail, created to boost regional development, Prados, São João Del Rei, and Tiradentes stand out economically. Tourism and crafts are the main

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drivers of local economies, and this why these municipalities were selected.

The municipality of Prados stands out for its cultural and historical heritage, namely, the baroque architecture dating from the eighteenth and nineteenth centuries, the religious festivals, and the craft production. São João Del Rei, at the state level, and Tiradentes, at the national level, are destinations inducers of tourism. These are the three municipalities that stand out the most in the region in terms of tourism (Silveira, 2008; Rodrigues, Silva & Diniz, 2012; Neves & Carneiro, 2014).

The CTTI was created in 2000, as a private non-profit organization that would enable municipalities to comply with State Law 13,341 (1999), which establishes that municipalities should coordinate regionally for participatory tourism planning (CTTI, 2010).

According to SETUR (2015), the number of lodging establishments in the region of Campo das Vertentes increased by 53.2% in Minas Gerais, between 2006 and 2014. The rate of variation was higher than in other regions in that state, such as South, Metropolitan, and Belo Horizonte, which have the largest number of lodging establishments (Minas Gerais, 2015).

In this context, it is important to identify how governance is conducted and verify the coordination and role of the entities involved in tourism to better understand how tourism is developed in the region.

2 REGIONAL DEVELOPMENT

Pike, Rodríguez-Pose and Tomaney (2007, p. 1263) state that one of the current understandings of development is "the esta-

blishment of conditions and institutions that foster the realization of the potential of the capacities and faculties of the human mind in people, communities, and (…) places." Considering this context, regional development is currently receiving increasing attention from Brazilian and international researchers (Alcade, Le Bourlegat & Castilho, 2007; Tomazzoni, 2007).

In keeping with Bassan and Siedenberg (2008) a region is defined by characteristics related to: (1) geomorphological, socio-economic, historical, and cultural formation; (2) spatial distribution of population; (3) origins of the productive process; (4) local economic base; (5) political aspects; and (6) administrative aspects.

In the same vein, Boisier (1996, p. 33) emphasizes that the regional development results from "a process of steady change whose ultimate goal is the permanent advancement of the region, the regional community as a whole, and of each individual living there."

As far as Dallabrida and Becker (2008) are concerned, regional development refers to a certain process of territorialization that includes the dimension of reterritorialization, capable of promoting the potential and contributing to overcoming local/regional challenges, favoring inclusiveness. The authors further complement that regional development needs to be able to transform regional agents into the condition of subjects, including the territorialized people, those in the process of deterritorialization, and those already deterritorialized, promoting their capacity of self-organization, implementing a more autonomous territorial development dynamics, non-private, less unequal, and ac-

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cording to the logic of society.

Carniello and Santos (2013) highlight that studies on regional development take an interdisciplinary perspective. In this sense, the contribution of the different areas of knowledge has gradually been recognized, consolidating conceptually in a clear way, the paradigms that guide contemporary studies, in order to overcome Economics, the genesis of discussions on development in the academic sphere. This field of studies is so dominant that thinking about regional development without the economic perspective is virtually impossible. However, the scope of the analysis has been broadened, surpassing the limits of a single field of knowledge.

Considering these perspectives, the topics of Regional Development and Tourism have been gaining popularity in the world of scientific research (Tomazzoni, 2007; Gil, Oliva & Silva, 2009; Lohmann & Dredge, 2012).

2.1 Tourism

In 1911, Hermann von Schullern zu Schrattenhofen wrote that "tourism is the set of all the phenomena, especially economic ones, produced by the arrival, stay, and departure of travelers in a certain place" (in Wahab, 1991, p. 48). This definition is focused on economy since the author was himself an economist (Santos, Souza & Pereira, 2014).

Tourism is a broad concept, and there is no universally accepted definition, depending on the approach taken (Souza, 2012). The definition presented includes the following aspects: length of stay; a visit without aim of profit; and, free choice. In addition

to the variables, we have the elements that make up this intangible activity: tourists; history; culture; geographic space; and businesses and organizations (Santos, Souza & Pereira, 2014).

Tourism has been considered in many places, especially in historic cities, as the easiest and fastest way to achieve economic growth, if not the only way in some cases. Tourism developers must discuss and decide how this development should occur and their role in improving the activity and the quality of life of residents (Silveira, 2008). Therefore, it is for the public authorities, together with the local community, to decide what actions need to be taken. Girard and Nijkamp (2009, p. 20) point out that "tourism has become a global economic sector with a wide and significant impact on the socio-economic development of regions and nations."

Brida, Riaño, Devesa and Zapata-Aguirre (2012), emphasize that the support of the local population for the development of tourism is essential, especially to be successful in the tourism planning process and because tourism has both positive and negative impacts. Such impacts range from changes in socio-economic and cultural structures, to environmental effects (Widmer, Pereira & Melo, 2008).

We also must consider the popular art as an additional component of the "cultural tourism" product in urban space. It is an important socio-economic activity to the renewal of cultural territories, the improvement of public spaces, rehabilitation and enhancement of neighborhoods or areas in the cities. The contributions of this creative popular art to tourist city centers are associated

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to the creation of better living conditions for the traditional and contemporary artisans, since it generates work and income opportunities (Santos & Silva, 2016).

In some regions there are landscapes, territories, places, and tourist towns, where well-informed and attentive visitors wish to admire and purchase artistic local products that represent the local culture, made by skilled hands that follow the intuition of the artist. This tourist favors the identity and particularities that are not global, valuing local uniqueness and cultural tourism. Thus, popular art becomes a complement to cultural tourism, contributing to socio-economic development. It should be noted that in urban areas, as in the case of Loulé, in the Algarve, Portugal one can find a specific tourist product, full of singularities and with great potential (Santos & Silva, 2016).

Following Santos and Silva (2016), craftsmanship does not fit into a cultural linearity, since it overcomes local barriers and involves a network of other actors participating in regional cultural tourism, becoming part of the regional tourist destination.

Tradition manifests itself through values, beliefs, and rituals transmitted and preserved from generation to generation. The artisan's work is a popular tradition that must be examined in its local environment because it is a constituent part of culture, landscape, and learning relationships in different local and regional contexts. According to the interests of public and private entities, it can become a cultural component of urban tourism (Santos & Silva, 2016).

Most trips are to destinations that have remarkable cultural features, such as historical places, monuments, archaeological or pilgrimage sites, concentrations of ethnic character, pottery art, among others. Some of these factors can be artificially created anywhere (in the case of museums), but others are deeply rooted in the places where they have developed (historical or archeological sites, for example), and there are still those that relate to the way of life of each traditional knowledge through artisanal works, with an integrated approach to folk art (Santos & Silva, 2016, p. 218).

Cunha and Cunha (2005) point out that Brazil, by joining the process of tourism globalization, adopts UNWTO guidelines for increasing awareness of sustainable tourism, in to promote integrated regional planning, thus involving indigenous people in the process.

The formal planning of tourism by the State has its antecedents in France in the 1940s, with the elaboration of the first Five-Year Plan of Tourism Equipment (Pereira, 1999). Since the 1960s, planning has become more common in European countries. At first, the tourism plans had an urbanistic approach, focusing only on the creation of infrastructure and planning land use (Pereira, 1999; Gomes, 2007).

In accordance with Silva and Passador (2016), among the various possibilities of decentralized policies it can be highlighted the joint promotion of tourism between federal, state, and municipal authorities. It is considered that decentralized planning and collaboration, following a regional trend, tend to enhance the contribution of tourism to community well-being (Shone & Memon, 2008).

Souza, Pena and Moesch (2017) argue that the identification, formation, construction, and operationalization of ecosystems or agglomerates implied by the tourist

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activity in its regional dimension conform in most cases to public policies initiated with such purposes.

Through a structured network of governance, the public policy for tourism is implemented regionally, organized, and decentralized, in coordination with the Tourist Circuit Associations, respecting the cultural and natural mosaic, in which the State of Minas Gerais stands out, with 447 municipalities (Minas Gerais, 2015).

2.2 Governance

Governance implies related issues, such as decentralization of policy decisions and empowerment of communities in participating in decision-making processes (Stoker, 1998). Governance can and should support and encourage the regional development (Paixão, 2013).

Bovaird and Löffler (2003) list ten characteristics (or categories) of good governance. Other elements are indicated by the World Bank (1992) and by the International Federation of Accountants - IFAC (2001), as well as other authors, emphasizing good governance as a management tool, including in tourism management.

The contributions of the elements of good governance, can generate greater efficiency of the administration, more transparency to stakeholders, and the participation of the concerned population.

In Brazil, as of the 1990s the concept of governance and governability gained

prominence (Ronconi, 2008). This is because the country adopted neoliberal economic reforms, structural adjustment, and compensatory social policies, and the reform of the state, with the objective of redefining its role (Raquel & Bellen, 2012). It was during this period that the World Bank introduced the concept of good governance as a requirement for lending to developing countries. According to the institution, good governance occurs when governments effectively manage to transform their actions into socioeconomic development for their populations. The strategies and the form of good governance may vary, with different levels of state intervention, but the aim is enhancing the well-being of the community

On the other hand, the World Bank (1992) considers that bad governance is characterized by the following:

- Failure to make a clear separation between public and private, i.e., a tendency to divert public resources for private gain;
- Failure to establish government behavior conducive to development;
- Arbitrariness in the application of rules and laws;
- Excessive rules, regulations, licensing requirements, which impede the efficient functioning of markets;
- Priorities inconsistent with development, resulting in misallocation of resources;
- Non-transparent decision-making.

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Chapter 1 - Categories of Governance

CATEGORIES	CHARACTERISTICS OF THE CATEGORIES
Citizen engagement World Bank (1992, p. 40); Bovaird and Löffler (2003, p. 322).	Participation of the population in the project and tourism actions. Participation of the population in significant decisions.
Transparency World Bank (1992, p. 40); IFAC (2001); Bovaird and Löffler (2003, p. 322).	How projects are disseminated; all the actors involved have access to information and results of the programs developed. The impacts are known to all stakeholders. Transparency in decision-making.
Accountability IFAC (2001); Bovaird and Löffler (2003, p. 322).	There is a model of professional accountability; responsibility for accountability; quality of accountability.
Equality and inclusion agenda Bovaird and Löffler (2003, p. 322).	Level of income inequality in the region. An agenda that promotes equality and social inclusion (access to housing, public security, education).
Ethical and honest behavior IFAC (2001); Bovaird and Löffler (2003, p. 322).; Barret (2003).	Level of commitment, responsibility, and a sense of justice in the management of institutions; existence of a code of ethics.
Equity (fair procedures and due process) World Bank (1992, p. 40); Bovaird and Löffler (2003, p. 322).	Fair and balanced structure and procedures for the allocation of financial resources.
Ability to compete in a global environment Bovaird and Löffler (2003, p. 322).	Level of competitiveness; tapped markets.
Ability to work effectively in partnership Bovaird and Löffler (2003, p. 322).	Level of cooperation in pursuit of shared goals; patterns of organization and cooperation between social and political actors and institutional arrangements that coordinate and regulate transactions within and across the borders of the economic system.
Sustainability Bovaird and Löffler (2003, p. 322).	Actions and sustainability indicators that make up the program and actions.
Respect for the rule of law Bovaird and Löffler (2003, p. 322).	The rules that determine the relations and functioning of the market; corrective interventions to provide essential services. Enforcement of rights and obligations.
Promoted by central institutions in global matters Fayos-Sola, Da Silva and Jafari (2012, p. 17)	Actions promoted by international organizations, such as the United Nations Department of Economic and Social Affairs.
In the area of management, particularly of marketing. Silva and Oom do Valle (2013)	"consumer behavior", "destination image and brand" and "tourism policies and governance" were highlighted.

Source: The authors.

In the event of poor governance, good programs and actions can be misrepresented (Miranda, 2012). The importance of corporate governance in the public sector has increased because of the new structure of Public Administration, which does not prevent fraud and opportunism in service provision (Hodges, 1996). Thus, good corporate governance practices are applied in the public sector, even though governments and companies have different objectives (Osborne & Gaebler, 1992). In addition, the environment in which corporations operate is also different from the political environment

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in which governments need to act.

The relations of power that allow to establish the governance are not easy, but rather they occur in conflicting processes and can generate disputes (Dallabrida, 2011), while constructing multi-scale strategies and multilevel governance systems that encompass diverse spatial scales, coordinated in the target territory. Even if there is a transfer of power to society, this power must be put into perspective, as there may be limitations in its effectiveness.

In terms of public policy for tourism, Barretto, Burgos and Frenkel (2003) argue that it should ensure the harmonious development of this activity. In this sense, it is incumbent upon the State to build transport infrastructure and urban infrastructure - which also serves the local population - and provide a legal administrative super-structure (departments and similar) whose role is to plan and control public investment.

The effects of tourism on a region's economy can be direct, indirect, or induced (Fundação João Pinheiro [FJP], 2009). The direct effects are the result of tourists' expenses in goods and services. The indirect effects result from the expenses made by companies, in the acquisition of goods and services that make tourism activity possible. Finally, the so-called induced effect is the increased circulation of money due to expenses made by those who receive the income of tourism service providers (Barreto, Burgos, & Frenkel, 2003). It should be noted that the influence of tourism on other sectors of the economy of a region allows, in an interregional context, negotiation, exchange and strong mutual influence.

2.3 Governance of Tourism

Governance of tourism has been receiving considerable attention in the literature, as several published studies note, in different contexts, intending to identify or predict the characteristics of "good governance" (Beaumont & Dredge, 2010; Lockwood, 2010).

In Brazil and around the world, leadership, whether individual or institutional, in regional tourism, is gaining increasing importance. Since the 1990s, Brazil has introduced a range of social policies, political and institutional reforms to modernize its economy and facilitate social and economic progress (Lohmann & Dredge, 2012). New forms of regional tourism governance, incorporating public-private partnerships, are being introduced. Institutional accountability moves from the center to the regional levels and the leadership has been passed from the federal government to Regional Tourism Organizations - RTOs (Araujo & Dredge, 2012).

Destination management studies currently suggest that an organization's ability to implement effective enduring strategies lies in power-sharing, collaboration, and joint arrangements to obtain resources from the public and private sectors (Jamal & Getz, 1999; Bramwell & Lane, 2011).

Early work on tourism governance has embraced the idea that power, skills, and resources to manage tourism have been distributed among public, private, and nongovernmental actors, and that good and effective governance is most likely when all actors work together. In these studies, governments were no longer viewed separately and independently from the private sector, and

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bureaucrats were no longer considered the sole regulators of public interest or unilateral agents of tourism and public policy. However, regional institutionalization establishes barriers for local stakeholders to integrate destination management processes (Valente, Dredge & Lohmann, 2015; Stoffelen & Vanneste, 2016).

More recently, the study by Silva and Oom do Valle (2013) aimed to contribute to research on Tourism in Portugal, focusing on the profile of the researcher and the characteristics of the research, the topics of "consumer behavior", "image and brand of destinations "and "governance and tourism policies" were highlighted within the area of management, especially related to marketing. It is observed, therefore, an interdisciplinarity and diversity of topics researched involving such aspects. The authors conclude that there is a promising future for future tourism-related research in Portugal.

> Governance is especially important for tourism, as it is a complex transversal activity, involving much of the institutional fabric of tourist destinations. Unlike the case of the agricultural or commercial concerns, where activities can be circumscribed to very concrete producers and consumers, it is almost impossible to succeed in tourism markets without involving the whole community or territory. Today, governance is understood in its widest sense as the set of rules, provisions, and operations ensuring the proactive participation of individuals in relevant institutions, and of these institutions in the conceptualization, strategic design, implementation, and evaluation of public and public- private policies (Fayos-Sola, Da Silva & Jafari, 2012).

"Tourism has been slow in adopting governance ways, but there already exist a number of initiatives in this direction. Governance action in the area of tourism has been promoted from institutions as central in global matters as the United Nations Department of Economic and Social Affairs", state Fayos-Sola, Da Silva and Jafari (2012).

Therefore, institutions with the purpose of organizing the tourism activity, such as Tourist Circuits, have received greater attention from public authorities to enable the regions to plan and develop tourist destinations through these increasing bodies of governance in Brazil.

2.4 Tourist Circuits in Brazil

The Tourist Circuits are responsible for the regional coordination of the activity, encompassing regional governance bodies that participate effectively in the municipal planning, since the municipalities are part of a larger unit, the region (Brasil, 2009).

Among the Brazilian Tourist Circuits, the "Trilha dos Inconfidentes" (Inconfidents trail), in Minas Gerais, stands out because it plays a very important role in structuring the municipalities' tourism planning, which is why it was chosen for this study (CTTI, 2010).

The circuits bring together "public power, private initiative, organized civil society, and can include interested civil society organizations " (Barbará, Leitão, & Fontes Filho, 2007, p. 2). The Policy of Regionalization of Tourism is now consolidated in the context of Minas Gerais tourism so it necessary to evaluate the maturity of the management of the Tourist Circuits to meet new challenges (Minas Gerais, 2011).

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3 METHODOLOGY

In order to meet the research objectives, a qualitative research approach was used to understand, according to Richardson (2007), a social phenomenon. Exploratory research "...seeks to know the characteristics of a phenomenon to explain the causes and consequences of that phenomenon" (Richardson, 2007, p. 281). We used the case study (Yin, 2015), a method that is appropriate when examining contemporary events, since the relevant behaviors to be studied cannot be manipulated.

The review of Brazilian and international literature was carried out in books, periodicals, annals of events, journals, and the Internet, as well as dissertations and theses, with the intention of deepening the knowledge regarding the researched subject.

Secondary data was collected on the municipalities and on the bodies involved in tourism governance in the region (COMTUR, ASSET, SEBRAE, IPHAN, PREFEITURAS). Subsequently, documentary research was conducted in spreadsheets, developed projects, a list of tourism actions carried out, courses, and lectures given, agreements, management reports and regulations, consulted in the visits made to city halls and institutions involved in the study, in SEBRAE, in the Association of Municipalities of the Microregion of Campos das Vertentes (AMVER) and in other institutions involved in promoting tourism in the three cities surveyed. According to Gil (2010, p. 121), "... consultation with documentary sources is essential in any case study." Yin (2015, p. 128) points out that "... for case studies, the most important use of documents is to corroborate and augment evidence from other sources".

Primary data was collected from 12 interviews previously scheduled by e-mail or telephone, which used semi-structured questionnaire, duly validated.

In case studies, the selection of informants should consider "[...] people who are culturally and perceptibly linked with the group or organization" (Gil, 2010, p. 121). Thus, their role is of an informant, rather than that of a respondent. Yin (2015, p. 133) emphasizes that "(...) key informants are often critical to the success of a case study."

4 RESULTS AND DISCUSSION

Table 1 presents a summary of information on tourist attractions, number of lodging establishments, infrastructure, and tourist revenue of each municipality, making it possible to identify the elements capable of fostering tourism and its contribution to the Gross Domestic Product.

Table 1 - Information on the surveyed municipalities

Municipality	Area (Km²)	Population 2010 Census	Population 2017 Estimate	M-HDI	PIB per capita
Prados	264.115	8,391	9,021	0.689	13,047.03
São João Del Rei	1,452.002	84,469	90,263	0.758	18,334.92
Tiradentes	83.047	6,961	7,807	0.740	16,500.42

Source: The authors and IBGE (2017)

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It is worth mentioning that the selected participants are considered key informants since, in addition to being directly linked to tourism-related decisions, they indicated possible interviewees and some documents that could contribute to meet the research objectives.

Based on the elements highlighted by Bovaird and Löffler (2003) and on the theoretical framework, the data collection instrument was constructed and the sample was selected, which was intentionally constituted by people who could represent the institutions involved with governance in the municipalities of Prados, São João Del Rei, and Tiradentes.

For the primary data, in line with Reich and Benbasat (1996), 12 interviews were carried out between 2016 and 2017, using a semi-structured script, with actors involved in the tourist activity: Public power, by the secretaries of Tourism, representatives of the Municipal Tourism Councils (COMTUR); Supporting institutions, such as the Brazilian Micro and Small Business Support Service (SEBRAE); Presidents of Trade Associations; Entrepreneurs from tourism-related sectors; Governance bodies such as the Instituto Estrada Real (IER) and CTTI.

Chapter 2 - Interviewees – research participants

Quantity	Representatives
3	Municipal Secretaries of Tourism (Management 2013-2016)
3	Representatives of Trade Associations in Prados, São João Del Rei and Tiradentes
3	Tourism entrepreneurs in Prados, São João Del Rei and Tiradentes
2	Organizations responsible for proposing and coordinating tourism development actions in the municipalities (CTTI e IER)
1	Organizations that foster and support the actions and projects of tourism development in the municipalities (SEBRAE)
Total: 12 interviewees	

Source: The authors

Documentary analysis of public policies, legislation, and other documents, such as projects, reports, and tourism agreements of the municipalities was carried out to analyze the data. Content analysis was used for secondary data and interviews, based on a categorical analysis which, according to Caregnato and Mutti (2006, p. 683), "is the oldest type and, in practice, the most used". It is called categorical, since the text under analysis is broken down into categories, and then regrouped into similar units (Bardin, 2004).

The Atlas IT Software, version 7, was used in interviews' data analysis (Mello,

2006), which made it possible to generate knowledge by systematically turning previously loose data into useful, relevant, and flexible information.

4.1 Presentation of results

The municipalities of Prados, São João Del Rei, and Tiradentes are located in the mesoregion of Campo das Vertentes (Figure 1), a rich and diverse cultural region with a strong tourist appeal. It includes 36 municipalities divided into three micro-regions. The three municipalities in analysis have as main characteristic the baroque art, religiosity,

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music, crafts and, above all, the historical wealth formed by the memory and material and immaterial heritage in the municipalities.

Figure 1 - Mesoregion of Campo das Vertentes
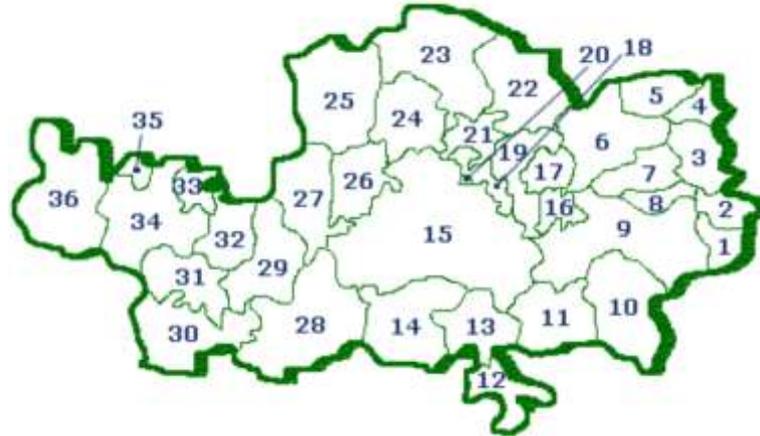
Microrregião de Lavras

28 - Carrancas	33 - Ijaci	31 – Ingaí
32 – Itumirim	29 – Itutinga	34 - Lavras
30 - Luminárias	36 - Nepomuceno	35 - Ribeirão Vermelho

Microrregião de São João Del Rei

26 - Conceição da Barra de Minas	21 - Coronel Xavier Chaves	17 - Dores de Campos
22 - Lagoa Dourada	14 - Madre de Deus de Minas	27 - Nazareno
13 - Piedade do Rio Grande	19 - Prados	23 - Resende Costa
24 - Ritápolis	20 - Santa Cruz de Minas	12 - Santana do Garambéu
15 - São João Del Rei	25 - São Tiago	18 - Tiradentes

Microrregião de Barbacena

8 - Alfredo Vasconcelos	10 - Antônio Carlos	9 - Barbacena
16 - Barroso	4 - Capela Nova	5 - Caranaíba
6 - Carandaí	2 - Desterro do Melo	11 - Ibertioga
7 - Ressaquinha	1 - Santa Bárbara do Tugúrio	3 - Senhora dos Remédios

Source: Brasilchannel, (1999)

The CTTI was created in 2000, in the municipality of Santa Cruz de Minas, as a non-profit, private legal entity, and enjoys financial and administrative autonomy. However, the date of foundation can be considered as a parameter to legitimize the actions undertaken by the Government of the State of Minas Gerais since the publication of State Law 13.341, in 1999 (Minas Gerais, 1999), which establishes that municipal governments should be coordinated regionally for participatory tourism. The CTTI was thus certified on May 18, 2005 (Setur, 2007; Oliveira & Fuchs, 2013).

The institutional design of the CTTI is understood from the perspective of social participation and participatory management that appears in the CTTI Association Statutes, as well as the Internal Rules and the minutes of deliberative assemblies, legal instruments which create the set of internal regulations that aim at the organization, administration, and operation of the CTTI (Oliveira & Fuchs, 2013).

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A relevant aspect in relation to the certification process is the participation of the community in tourism development processes and shared responsibilities among the local actors involved in planning (CTTI, 2010).

Currently, there are 22 municipalities associated with CTTI, namely: Alfredo Vasconcelos, Antônio Carlos, Barbacena, Barroso, Carrancas, Conceição da Barra de Minas, Coronel Xavier Chaves, Dores de Campos, Entre Rios de Minas, Ibituruna, Itutinga, Lagoa Dourada, Madre de Deus de Minas, Nazareno, Piedade do Rio Grande, Prados, Resende Costa, Ritápolis, Santa Cruz de Minas, São João Del-Rei, São Tiago, and Tira-

dentes. The Circuit headquarters is in São João Del Rei. The municipalities that make up this Tourist Circuit evoke tradition and poetry, preserving in its roads and corners a significant part of the history of Minas Gerais and Brazil (Oliveira & Januário, 2007; CTTI, 2010).

4.2 Regional Tourism Governance

In relation to the regional decisions of tourism actions that refer to the municipalities, object of study, it was possible to identify the following decision structure:

Figure 2 - Regional tourism decision-making structure
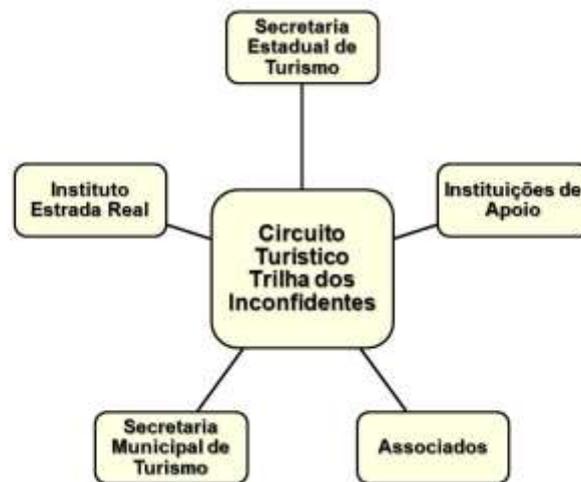
Source: The authors

The CTTI plays a central role in the integration of activities related to tourism in the region. In the regional tourism decision-making structure, the CTTI is a key player in the development of tourism activity. The structure is composed of CTTI Associates, i.e., the municipalities in the region that participate actively in the development of the tourism ac-

tivity. The supporting institutions, such as SEBRAE, SENAC, National Historical and Artistic Heritage Institute (IPHAN), first coordinate with CTTI to assess the feasibility of a project and the way of implementing it. The State Department of Tourism of Minas Gerais, through State Decree No. 43,321 (2003), Article 1, for promoting tourism policy within

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the State, recognized the Tourist Circuits by granting them legal personality. These Circuits encompass the municipalities of a region, with cultural, social, and economic affinities, organizing themselves to develop the regional tourist activity in a sustainable way, by continuous integration of the municipalities, consolidating a regional activity. The "Instituto Estrada Real" (IER) (Royal Road Institute), to meet its goal of organizing, promoting, and managing the Estrada Real tourist product in the region of Campo das Vertentes, coordinates with CTTI the development of its actions. The Municipal Departments of Tourism, in order to plan, design, train, or execute tourism actions, refer to the CTTI in order to seek help and alignment of actions.

After recording the interviews, the data were transcribed and later analyzed with the help of Atlas Software TI, version 7.0. Through the software we created categories that, in the Atlas IT, are denominated of "families". These families are the result of the categories raised in the theoretical framework, according to Bovaird and Löffler (2003).

After the construction of the families in the Atlas IT, codes were created linked to the families, according to the subject addressed. It is worth mentioning that "... the tool is a resource that can, if used appropriately, facilitate file management, speed up coding and search for answers, and facilitate communication" (Lage & Godoy, 2008, p. 96).

From the concepts that derived from the interpretations of researchers, 12 codes were generated. These were applied in the transcripts of the interviews, which allowed dividing into specific themes and sections that, by relating such codes to the families, allowed to identify the existing relationships and networks of the data collected.

Chapter 3 presents the codes created, the links with families and how they were related to the research objectives.

Chapter 3 - Relationship between research objective, families, and codes

OBJECTIVE	FAMILIES	CODES
To verify the role and the coordination of the bodies of governance in the tourism actions developed in the studied municipalities.	Equality and inclusion agenda	Equality and social inclusion
	Sustainability	Sustainability actions
	Citizen engagement	Citizen engagement
	Transparency	Transparency of information
	Accountability	Accountability
	Ability to compete in a global environment	Competitiveness
	Ethical and honest behavior	Responsibility and commitment
	Equity (fair procedures and due process)	Resource allocation
	Ability to work effectively in partnership	Partnerships
		Cooperation
	Respect for the rule of law	Enforcement of rights and obligations
	Articulation and actions of governance	Articulation and actions of governance

Source: The authors

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The analysis of the existing relationships in the code 'Equality and Social Inclusion', showed that part of the actions of equality and social inclusion are priorities in some tourism activities, however, it was identified the existence of conflicts between street vendors and entrepreneurs as reported:

> We have a problem to solve in this respect that are the street vendors selling food, footwear, and handicrafts in the center, in front of the schools and in the Santo Antônio Campus of the UFSJ. The situation is difficult, because the small businesses pay all the taxes, permits, and are closely inspected and vendors are not. It is unfair competition. But on the other hand, considering the social inclusion, we must find a good way out for both sides. We've already the street market on the weekend in the station square that allow artisans to expose and sell their products, generating opportunity and inclusion. But we have cases of opportunists who use the stalls to sell products that are not handicrafts, competing with the shopkeepers. In general, tourism actions promote equality, fostering the activity of craftsmen, "santeiros" [vendors of religious crafts], and guides (Interviewee 5).

According to interviewee 5, social inclusion is, in brief, the opportunity to work and sell goods at street markets and public spaces, which creates a conflict of interest with local entrepreneurs who complain of unfair competition because they pay taxes, and collect taxes, contrary to street vendors. Such an understanding is somewhat limited in the perspective of Bovaird and Löffler (2003). These authors consider that access to housing, education, and public safety are actions that must compose the agenda of equality and social inclusion in the governance of tourism.

In another report, referring to the municipality of Tiradentes, a relevant perception is consistent with COMTUR's performance in job creation and direct occupation of the population in tourist events held in the municipality. Interviewee 1 stated that in these activities residents worked in cleaning and security jobs, and currently in other activities, after training provided by SENAC and SEBRAE, namely at the request of Councils, for the area of security.

As far as the Interviewee 3 is concerned, the big events held in the municipality, in the past, generated direct jobs for the local population only in less valued and less complex activities.

In the municipality of Prados, the interviewees concur, when they state that craft activities are a form of social inclusion, being an alternative source of income for those without a formal job. Thus, the municipality is considered socially and economically inclusive

The reports of two interviewees (8 and 9) are consistent with Tomazzoni's (2007) study, emphasizing that the distribution of income is key to social inclusion by promoting the access to education and health. In this sense, craft production in the municipalities, are part of the chain of tourism contributing to the generation and distribution of income, enhancing the purchasing power of the population. Furthermore, social sustainability is related to income distribution, and cultural sustainability is related to the values, customs, and traditions of a society, such as craft production, which, in turn, influence the parameters of social inclusion (Tomazzoni, 2007).

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Santos and Silva (2015) conceptualize the handicrafts as values, practices, customs, and culture made by different family groups, which bear marks that identify the region.

In the analysis of the code 'Sustainability Actions', some difficulties were pointed out by the interviewees, such as the lack of guidelines for the promotion of tourism actions instead of sparse sustainability actions. In the municipality of São João Del Rei, three of the interviewees mentioned the Agritourism Project "Colônia Viva", developed in partnership with SESI, SEBRAE, the Municipal Department of Tourism, and CTTI. This project values the agritourism work of Italian descendants who live in the region. The tourist route includes visitation and tasting of what is produced in this colony. This project has become more visible both for the interviewees and for residents and tourists. TV programs on a national network showed the characteristics of the "Colônia Viva" agritourism, such as the preservation of local traditions, family farming, sustainable use, and conservation of Brazilian biological diversity.

Regarding the perception of Tiradentes entrepreneurs of environmental sustainability actions, the collected information mentioned that the mayor tried but failed to implement waste sorting, because there was neither awareness of the issue nor environmental education that would allow the success of this action. Thus, despite the good intentions of the public manager, the implementation strategy was wrong and incomplete.

According to the interviewees there are some initiatives and sustainability ac-

tions, however, they need to be better structured to obtain more significant results. In the municipality of Prados, they considered the handicrafts as an example of sustainability arising from the local production, since many of the pieces used recyclable and/or recycled raw materials. Many crafts and paintings use iron and demolition wood, as well as cans, plastics, cotton fabrics, straw, and other natural resources.

Referring to the code 'Citizen engagement', the interviewees in Prados mentioned aspects related to decision making. In their opinion, the population participates through the associations, such as the Association of Entrepreneurs, Association of Craftsmen, although sometimes the population is not consulted on decisions. SEBRAE offers training courses for entrepreneurs, mainly craftspeople, but usually the courses on offer are not customized according to the demand or specific needs.

In this case, it is worth emphasizing that, in the planning process, whether it is a public policy, a program or a project, the participation of implementers is as relevant as the participation of those who will be directly affected by the actions. This was already pointed out by Paixão (2003), when she asserts that governance presupposes that directly related issues, as in the case of training courses for entrepreneurs, the participation in decision-making processes by society is essential.

It was observed that the institutions and mechanisms of representation involved in the decisions do not always fulfill the obligation of defending the wishes of the popu-

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lation. The engagement of the citizens in significant decisions, is emphasized by Bovaird and Löffler (2003), as one of the elements of governance.

In the municipality of Tiradentes, the engagement is evident in COMTUR, where representatives discuss all the decisions. This way of acting stands out from the other municipalities in terms of organization, efficiency, and effectiveness in accomplishing the tasks. COMTUR enables the participation of residents on equal footing with the public power, which cannot have a greater representativeness than the population.

In the municipality of São João Del Rei, despite the existence of trade associations, their effective representation was called into question, especially regarding their role in common interest decisions. Interviewee 5 stated that the participation of the population occurs through craftsmen, bars and restaurants, hotels and inns, and neighborhood associations. In the same vein, interviewee 6 said there was lack of integration between the population and entrepreneurs, in the definition of priorities. In addition, it was mentioned that sometimes the population only finds out about a project after its implementation, which is a serious lack of communication.

According to the literature, to urge people to participate in tourism activities, it is necessary to implement actions that engage, awake and, above all, show the approval for performing an activity. The establishment of conditions that foster the realization of the potential of the capacities and faculties of the human mind in people and communities is one of the understandings for achieving development (Pike et al., 2007).

As for the code 'Transparency of Information', in the municipality of Tiradentes it was identified that this issue needs further work, because it is incumbent not only upon the city hall but to all actors. Interviewee 3 referred to the need to increase transparency and information to prevent robbery or misappropriation. The speech indicates an understanding that responsibility must be shared. The coordination and communication of the goals, actions, roles, and responsibilities are some of the necessary practices for the development of tourism (Valente et al., 2015).

In the municipalities of Prados and São João Del Rei, some participants mentioned the existence of transparency of information, however, it should be noted a certain confusion among the interviewees between the concepts of transparency and accountability. In some cases, the interviewee stated that there was transparency in the actions, but it was possible to realize that, in fact, what was being referred to was accountability of members of the governance body.

Regarding the code 'Accountability', it was identified. However, the low involvement and participation in meetings and assemblies be it in trade associations and governance bodies, such as COMTUR, led some entrepreneurs to consider that there is no professional accountability, according to Bovaird and Löffler (2003), but later it was verified that such statements stemmed from lack of knowledge and participation on the part of some entrepreneurs.

As far as the 'Competitiveness' code is concerned, in the municipality of São João Del Rei, the city's artistic and cultural herita-

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ge stands out, presenting an architectural ensemble of baroque houses, bridges, churches, museums, objects and furniture. In addition, there is an intangible heritage which takes "a major effort to preserve " (Interviewee 9). This heritage includes the cultural production, the local collective memory, the language of the bells, the religious rituals, especially in the holy week, added to the musicality - unique characteristics of São João Del Rei, that is important to preserve.

Despite the rich tangible and intangible heritage, it is highlighted that the promotion of activities and tourist sites of São João Del Rei, when compared to Tiradentes, is very "poor". The program of events, which is the responsibility of COMTUR, sometimes coincides with other events in neighboring cities, such as Tiradentes, which has a more consolidated program.

As for the municipality of Prados, the craft production is considered as a competitive advantage. The sculptures of animals in wood and decorative pieces have enormous visibility and have received awards in craft fairs. In addition, there are other crafts such as "fuxicos" (yo-yo quilt), crochets, carpets, sculptures, furniture, embroidery, canvas and paintings, artifacts that boost the economy and regional development.

It is observed that the existing attractions in the municipalities are complementary, which due to the geographical proximity between the cities, allows a varied offer of products, services, and tourist attractions.

Referring to the analysis of the code ''Responsibility and Commitment' existing among the tourism developers in the region,

reports suggest the lack of interest of entrepreneurs in investing in São João Del Rei, which harms the actions and projects proposed by the city and partners. Some of the training programs were poorly attended. There is a perception that entrepreneurs do not truly believe in the tourism ventures and are not committed to the development of tourism.

It is possible to perceive in the interviewees' statements that due to some unsuccessful projects or actions, the public power is held accountable and is discredited because of the proposals to develop tourism in the municipality, while the entrepreneur is considered little participative in the process.

On the other hand, in the municipality of Tiradentes, COMTUR's performance is highlighted, taken as a reference, an example of responsible and committed actors, receiving even SEBRAE representatives interested in knowing more about this strong performance.

In the municipality of Prados, the perception of the interviewees linked to the business sector, is that they expect a greater performance of the Public Power, which is not so committed.

Regarding the code 'Resource Allocation', the participation of the population through the representation in the Municipal Tourism Councils was evidenced. In Tiradentes COMTUR is considered more active, thus the perception is that there is a greater participation in defining the allocation of tourist resources in this municipality.

The analysis of the code 'Partnerships', revealed that there is cooperation in the municipality of São João Del Rei, especia-

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lly with State support institutions such as SEBRAE, SENAC, IPHAN, IER, and other Associations. Such partnerships are essential for tourism and for regional development. There are also partnerships with ACI, CTTI, Municipal Heritage Council, Regional Association of Producers of Campo das Vertentes - ARPA, Department of Public Works, Association of Guides, Representatives of Museums, Churches, which generates an interesting network that can boost the development of other projects.

In the municipality of Prados, respondents stressed that partnerships need to be further developed, especially since there is not much cooperation between the various actors. On the other hand, in Tiradentes, it was highlighted a greater involvement of people in the activities, generating interinstitutional partnerships. However, according to the respondents' reports, partnerships still need to be improved. It was emphasized the possibility of partnerships with educational institutions to raise awareness among young people of the importance of these events for the development of the region.

Regarding the code 'Cooperation', it was possible to identify it in the marketing of regional tourism developed by the three municipalities studied and others in the region. However, as reported by Interviewee 8, referring to the municipality of Prados, there is a certain individualism as far as training is concerned, because entrepreneurs want training for themselves but not for their competitors.

In the analysis of the code "Enforcement of rights and obligations", all respondents agreed that there is compliance with rights and obligations arising from contracts, arrangements, or agreements. Despite some difficulties in completing some agreements, the terms agreed upon are respected.

At the end of the analysis of the last code 'Articulation and Actions of Governance ', several situations of conflict and governance problems were identified in the actions of tourism in the three municipalities.

Regarding the performance of the IER in the projects developed in the region, it was observed a disbelief on the part of some of the interviewees regarding the current performance of the institution in the promotion of tourism. On the other hand, it was verified that the IER faces legal obstacles that temporarily prevent it from acting on several fronts in the development of tourism in Minas Gerais.

Some situations identified as a problem of governance referred to lack of alignment of institutions when promoting tourism in the region, such as similar training offered by different entities. It is important to emphasize that when it comes to governance, it goes beyond management and has a wide reach, when it establishes structures capable of dealing with the culture, organization, and direction of institutions (Barret, 2003).

Governance problems related to the strengthening of tourism bodies were also identified. According to Dallabrida and Becker (2008), territorial management, based on governance structures, has a direct relationship with the expansion of democratic practices. Developing the tourist activity based on such principles is fostering good citizenship and empowering society. The continuous development of both the region and residents is a process of sustained social

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change that characterizes Regional Development.

It was possible to observe that the CTTI is among the institutions and decision-making bodies of the three municipalities analyzed, pointed out as the most influential instance in regional tourism. This finding was made, based on interview reports, documents consulted, as statutes of Municipal Tourism Councils in which the CTTI is represented and actively participates, State Law 13,341 (2000), scientific papers on the subject, among other sources (Oliveira & Januário, 2007; Setur, 2007; CTTI, 2010; Oliveira & Fuchs, 2013):

Chapter 4 - Institutions with power and social capital

Element	Municipality	Institutions
Power and Social Capital	Prados	Municipal Department of Tourism and Culture/ COMTUR / CTTI
	Tiradentes	Municipal Department of Tourism and Culture/ COMTUR/ CTTI/ ASSET
	São João Del Rei	Municipal Department of Tourism, Culture, Sports and Leisure/ COMTUR/ CTTI /ACI
	Region	**CTTI / State Department of Tourism / IER**

Source: The authors

The systemic management of tourism in Campo das Vertentes is done by the CTTI, including the coordination of actions, the development of the cultural environment conducive to communication and cooperation, and wherein some mayors take part.

According to Tomazzoni (2007), the existence of centralized and coordinated regional implementation of plans, the articulation and organization of the entities responsible for tourism management are essential aspects in the systemic management of tourism, pivotal role played by the CTTI in the three municipalities analyzed and in Campo das Vertentes.

Valente et al. (2015) have already pointed out that the coordination and communication of goals and actions, and the coordination of actors are some of the practices essential for the development of regional tourism. In this sense, the ability to get things done, regardless of the power of government to command or use its authority, shows elements favorable to governance and considers, in this circumstance, that the government can use new tools and techniques to govern (Stoker, 1998).

As for the promotion at a regional level, limited to Campo das Vertentes, the CTTI performs that function, but without disassociating itself from the image of the Estrada Real. So much so that in several events and fairs, partnerships are established to promote both brands together.

In addition to promotion, CTTI plays an important role in coordinating the actions of municipalities, both in the planning of actions and in defining the events calendar, financial feasibility, support in the elaboration of policies and tourism plans, among others.

It was verified that the coordination and governance of actions carried out in the municipalities is based on the CTTI, which has relevant power and influence over the actions, projects and programs carried out in

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the municipalities. The CTTI is also responsible for establishing a direct channel with the power at state and federal levels to meet the needs of the region. The actions are planned, considering the regional and local contexts, seeking to integrate institutions to support tourism activity, strengthening and making Municipal Tourism Councils responsible for decision-making and establishing guidelines and priorities for conducting the activity.

It was verified that the role of governance in Regional Development, based on tourism in Campo das Vertentes, allowed a greater understanding of the municipalities regarding the interdependence between them in the consolidation of the region as a diversified tourist destination, with varied attractions and complementing products and services that add value to people's visit to the region and promote community development.

It can be concluded that the region is considered as an example of governance, for Regional Development through tourism, and the results have influenced the way entrepreneurs, population, and public authorities of municipalities plan this activity. In this sense, the CTTI plays a central role in coordinating, integrating, structuring, and strengthening tourism, making the regional governance of tourism a case of Regional Development.

5 FINAL CONSIDERATIONS

Significant differences arose at the municipal and regional levels, as well as between institutions that exert more influence and power over tourism decisions in the region. In Tiradentes, the COMTUR and the Business Association of Tiradentes - Asset, have a great influence on municipal tourism decisions. For example, the 2013-2016 mayor set the precedent for COMTUR to name a practitioner to lead the Municipal Department of Tourism.

In São João Del Rei, the Municipal Department of Culture, Tourism, Sports and Leisure has a greater influence on tourism actions carried out in the city, followed by ACI and COMTUR, which presents difficulties in consolidating itself as a decision-making body. In Prados, the Department of Tourism and Culture is also the most relevant in tourism decisions, but COMTUR is proving to be more active and increasingly important. The participation of the Commercial Association is almost non-existent, according to the interviewees' reports.

At the regional level, according to the interviews and data collected, the CTTI was identified as the main governance body and coordination of tourism in the region. The IER has a had an important role in strengthening tourism in the region, however, due to structural, legal, and political problems, has lost ground.

Other institutions such as SEBRAE, State Department of Tourism, IPHAN or Associations, also, participate in the Regional Development process from tourism in the region, however the CTTI represents the link between municipal agents, such as public power and private initiative, in instances of state and federal public power, along with other institutions that foster tourism.

Thus, the coordination and governance of regional tourism in Campo das Vertentes occurs through the CTTI, the key player in this process. It should be noted that

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existing political disputes in the region makes it difficult for municipalities to work together, thus, joint actions in the region require political ability of the CTTI to mediate and demonstrate that regional development is above political disputes.

Finally, it should be noted that this research contributes to the understanding of factors that relate governance as an element of protection and planning of integrated regional tourism, from the perspective of development drivers. The research limitation is acknowledged as a case study and, therefore, its results cannot be generalized to other localities and/or regions. Nevertheless, it is suggested for future research the opportunity to compare the findings of this research with the theme of governance and regional development from tourism and crafts in other regions of Brazil, or abroad.

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