

## **BETWEEN PARTICIPATORY AND ENVIRONMENTAL SPORTS LEISURE AND TOURISM LEISURE – LEISURE PUBLIC POLICIES IN BROTTAS/SP**

*ENTRE O LAZER ESPORTIVO PARTICIPATIVO E AMBIENTAL E O LAZER  
TURÍSTICO - AS POLÍTICAS PÚBLICAS DE LAZER EM BROTTAS/SP*

*ENTRE EL OCIO DEPORTIVO PARTICIPATIVO Y AMBIENTAL Y OCIO  
TURÍSTICO – LAS POLÍTICAS PÚBLICAS DE OCIO EN BROTTAS/SP*

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**Keywords:**

Leisure activities.  
Community  
development.  
Public policies.  
Inter-sector action.

**Abstract:** The work analyzed the Organic Law and the Master Plan that underpin leisure policies in Brotas, SP, Brazil. The focus was on measures implemented, with special attention to management of the inter-sector coordination of leisure, one of the municipal guidelines. The document corpus included decrees, acts and ordinances, complemented by observation of daily leisure activities in that municipality. Brotas's leisure legislation indicated balance between participatory and environmental sports leisure and tourist leisure. The latter should generate resources and staff training for the former, in order to implement policies aimed at local citizens. However, by analyzing the actions, we found a mismatch between the two emphases given to leisure. Business tourism leisure was the focus of the municipal administration, which facilitated exploratory tourism where business aimed at private and privatizing interests.

**Palavras chave:**

Atividades de lazer.  
Desenvolvimento  
da comunidade.  
Políticas públicas.  
Ação intersetorial.

**Resumo:** O objetivo foi analisar a Lei Orgânica e o Plano Diretor que sustentam as políticas públicas de lazer de Brotas/SP. O enfoque foi dado aos pontos implementados, com especial atenção à gestão da intersetorial do lazer, uma das diretrizes de trabalho do município. O corpus documental foi composto por decretos, atas e despachos, complementado pela observação do cotidiano das ações de lazer do município. As legislações para o lazer em Brotas indicavam um equilíbrio entre o lazer esportivo participativo e ambiental e o lazer turístico, sendo que o segundo deveria gerar recursos e formação de pessoal para implementar políticas públicas voltadas ao cidadão brotense. Contudo, ao analisarmos as ações, identificamos um descompasso entre as duas ênfases dadas ao lazer. O lazer turístico de negócios foi o maior foco da prefeitura e houve nessa administração a facilitação do turismo exploratório, em que os negócios se direcionavam aos interesses privados e privatistas.

**Palabras clave:**

Actividades de ocio.  
Desarrollo de la  
comunidad.  
Políticas Públicas.  
Acción intersectorial.

**Resumen:** El objetivo fue analizar la Ley Orgánica y el Plan Director que sustentan las políticas públicas de ocio de Brotas/SP. El foco se colocó en los puntos implementados, con especial atención a la gestión intersectorial del ocio, una de las directrices de trabajo del municipio. El corpus documental fue compuesto por decretos, actas y despachos, complementados por la observación de la cotidianidad de las actividades de ocio del municipio. La legislación para el ocio en Brotas indicaba un equilibrio entre el ocio deportivo participativo y ambiental y el ocio turístico, donde el segundo debería generar recursos y capacitación del personal para implementar políticas públicas dirigidas a los ciudadanos de Brotas. Sin embargo, al analizar las acciones identificaron una falta de correspondencia entre los dos énfasis dados al ocio. El ocio turístico de negocios fue el foco principal del ayuntamiento y en esa administración se facilitó el turismo exploratorio, donde los negocios se dirigían a intereses privados y privatistas.

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## 1 INTRODUCTION

This article analyzes leisure public policies in terms of their intersectorality in Brotas, São Paulo, since that municipality included that management view in its discourse. The time frame for the analysis is 2009-2012.<sup>1</sup> As a small municipality in the state of São Paulo, Brotas is known throughout Brazil for its natural attractions and the diversity of leisure-oriented body practices in nature (rafting, “buoy-rafting”, among others), which have become the main tourist attraction in town in recent decades.

Tourism began in the late 1980s, but it was in the 1990s that leisure activities in nature began to stand out in that town. In the 2000s, specific laws were created to regulate different leisure areas. Being innovative in the country, they served as models for other municipalities that tended to set up innovations in the management of those policies, among which the adoption of intersectorality. Motivated by this finding, we decided to conduct research on the topic. This text is part of a larger work and looks into legislation concerning leisure public policies in Brotas, in a dialogue with leisure management in the areas where it exists.

## 2 METHODOLOGY

This descriptive and analytical study used document analysis as its primary method (MINAYO; DESLANDES; GOMES, 2009). We studied Brotas’s legislation on leisure, especially in its Departments of Sport, Culture and Recreation, and Tourism. Official documents consulted included programs, decrees, minutes, among others.

We observed five weekly meetings of the Municipal Department of Tourism, Sport and Division, in 2012. In this period, we also followed and observed all the monthly meetings of the Municipal Council of Tourism (COMTUR) and three meetings of the Municipal Council of Defense of the Environment (COMDEMA) and recorded them in field diaries.

We also interviewed key agents in the process of implementing such policies. Managers and former managers (a total of seven from both the 2009-2012 and the 2012-2012 administrations). Eight servants from the Departments of Sport, Recreation and Culture, Tourism, Environment, Education and Social Assistance took part in that stage of the research. An interview with the coordinator of the Comprehensive Plan was also conducted in order to know the technical and political aspects of that legislation. An interview was also held with one of the former mayors, since he governed Brotas for three terms, when the most important administrative changes in the town took place. A free and informed consent form was signed by respondents and the study was authorized by the Research Ethics Committee.

The analysis of the data set was interpretative and we compared the findings with existing literature on the topic.

## 3 THE LEGAL APPARATUS FOR LEISURE IN BROTAS

In Brotas, leisure-related issues are mainly present in the Municipal Organic Law and the Comprehensive Plan. Tourism also has its specific laws. Intersectorality appears as a synonym for integration of some programs and departments in the legislation studied.

<sup>1</sup> It included the terms of two mayors: the one who won the election and his vice-mayor, who took office after the former was impeached in May 2012 and governed until December 2012.

When we first read those laws, we thought that there was considerable improvement over what has historically been found in Brazilian leisure public policies. That is because, as Amaral (2011) denounces, those policies have historically been exclusive, fragmented and functionalist in Brazil. Another feature that denotes a mismatch with a specific innovation that some authors advocate for social policies is the fact that they are sectoral as well as planned and implemented by a single department or office, with little or no coordination with other municipal agencies. Menicucci (2006) and Bonalume (2010) argue that, because of its multidisciplinary characteristics, leisure as a content of public policy should be formulated and implemented by several departments in order to cover all its diversity. The authors also argue that one way to fill this gap is by adopting intersectorality.

According to Menicucci (2002, p. 11), “[...] intersectorality is a new way to address social problems by seeing citizens as wholes and establishing a new logic for municipal management”. Abreu (2009, p. 111) conceptualizes intersectorality as “[...] a political and technical action of coordination between sectors in order to build, reaffirm or oppose collective projects that enhance or hinder collective interests”. Intersectorality aims at overcoming segmented and uncoordinated public actions, “encapsulated in the several sectoral or disciplinary niches” (MENICUCCI, 2002, p. 11). Through its use, there is an effort to summarize knowledge and coordinate practices to unify the mode of knowledge production and action strategies.

This is our premise for analyzing Brotas’s leisure legislation. The Municipal Organic Law (BROTAS, 1990), in its Chapter II (On the competence of the Municipality), Section I, Article 10 (p. 3), states that the municipality must “[...] provide for all that relates to its specific interest and the well-being of its people”. Among the town’s duties, the law lists services related to leisure’s sports, cultural and tourism content (p. 5): “[...] to carry out programs to support sporting activities [...]”, to provide means of access “[...] to culture, education and science [...]” and “[...] to promote tourism as a factor for social and economic development”.

In Section II (On Sports and Leisure), the Organic Law says that the municipality must foster sports as stated in Article 153, (p. 50): the “[...] the Government will value leisure as a means for social integration [...]” by encouraging popular leisure through “[...] promotions, student tournaments, music festivals, theater, dance and regional festivals/parties” and also through “[...] positive integration of the elderly in their family and community, thus favoring the functioning of organization aimed at leisure and support to old age”.

The Organic Law also says, in its Section IV (On tourism), that expansion of tourism is intended (p. 51): “I - To publicize Brotas’s ecological aspects and tourist attractions; II – To establish human contacts and bring people together through leisure travel and trips; III – To generate funds for the municipality”. The Municipal Law also provides for the establishment of the criteria for punishment against people who damage the environment, in accordance with Federal Law. Also in this section, it is clear that “[...] the Municipal Government should preserve and maintain in good condition the areas of natural beauty, since they are places for leisure and tourism”.

Article 158 (p. 51) of that section also establishes that “the Government will pay special attention to all kinds of sports and leisure and entertainment in Community Centers”.

Therefore, the town of Brotas’s Organic Law guarantees the right to leisure, in line with Brazil’s Federal Constitution, since it confirms proposals for the supply of leisure content (with emphasis on sport, culture and tourism) to all residents.

To analyze Brotas's Comprehensive Plan, we emphasize the context of its mandatory nature based on Brazil's 1988 Constitution, of which the issue of urban policy was one of the highlights. The creation of the Ministry of Cities and the Council of Cities encouraged municipal planning and municipal democratic management. One of the important steps was the enactment of Law 10.257 of 2001, known as the Statute of Cities – a regulatory framework for municipalities to implement and materialize the experience of a town's social functions (working, living, moving and recreating), urban property, the right to the town, and housing. Therefore, implementing urban development and democratic management policies were established as responsibilities of municipal authorities.

For the Comprehensive Plan to be an instrument for development and urban expansion policies and to allow its financial feasibility, it must be combined with budgets, with the multi-year investment plan, with the law of budget guidelines, and the annual budget (CARVALHO, 2001). Being a tourism destination, Brotas had its Comprehensive Plan written and published in 2006.

According to Izzo Jr. (2007), that legislation was built by a broad group. One respondent stated that:

The ideia was to create a truly participatory, non-ideological or non-partisan plan. We wanted to launch that point of view to a population that is uninformed and used to clientelism. The idea was to present a distinct picture of what the town could be like. Since the school is the place where more people concentrate, children took invitations for their parents to come, which worked out. It was not participation as I wanted it to be, but it wasn't that small either. We would meet at recess and I would take my material from Brotas. So my ideal situation was that those people who came from different realities would now have to embrace this reality from Brotas as if it were their place. (RESPONDENT ONE).

Even though that stage of the Comprehensive Planning foresaw effective participation by the population, it did not happen as envisioned by the technical team. In schools, the language used by the team, residents' shyness, and the lack of an educational process that valued political participation in collective matters hindered the process. Then the solution found by the team was to use a questionnaire. Improvements were required in many areas. Regarding leisure, respondents demanded cultural and sports activities for the town and their responses expressed an ability to observe the main urban problems, and the points suggested were relevant. Three public hearings were also held at the Town Council prior to its approval.

Before presenting the Municipal Comprehensive Plan's technical issues, it is essential to show the political issues encountered in its formulation. Brotas's main economic activity is sugarcane. Its rural area is large and pressures by sugarcane businesses were strong.

They don't care about the town. The Comprehensive Plan is intended to organize urban growth, to have health facilities, education. We are nothing here, the rest is all farms and agribusiness. They don't depend on us; we depend on them: in a conservative estimation, 70% is agribusiness income. Even when there were interlocutors, distrust was high. (RESPONDENT ONE)

The town's most important sugarcane processing plant was represented in the Town Council, as has been reported, and it influenced parts of the Comprehensive Plan:

There was strong tension, already in the Town Council. The president of the Council was the brother of the owners of Usina Paraíso. He spoke for the company and not for the town. We tried to promote the Comprehensive Plan, make it advance in urban and even in rural areas of the municipality. They cannot be seen as properties of farm owners, within closed doors, like 'what's inside is mine and no one will touch it'. But that was what prevailed. He brought the City Statute that said that the Comprehensive Plan involved issues in the municipality in urbanized areas. So it would have no effect in rural areas. All articles that intervened in rural areas were vetoed. (RESPONDENT ONE)

Therefore, economic power influenced the formulation of Brotas's Comprehensive Plan and showed the importance of those actors for local public policies. Other actors such as developers also created tension in the Comprehensive Plan, but the organization was maintained.

The Comprehensive Plan focused on technical issues, since it proposed their coordination through leisure public spaces, the town parks, so they would play the role of urbanizing agents for their surroundings. In that case, "[...] the town we desired is based on an ecological profile focused on the balance between culture and nature and the creation of a human habitat with real quality of life" (IZZO JR., 2007, p. 268). According to the author, that profile implied a vision that respected local identity as well as the preservation of areas of historical and architectural significance for the municipality.

The adoption of this coordination of parks (Town Park, Municipal Nursery, Railway Station, The Falls, and the Golden Lagoon) was a crucial and innovative element in Brotas's Comprehensive Plan and was intended to "[...] make the occupation of the town more homogeneous, with no loss of the features formed along its historical development, thus stressing the importance of linking urban design with environmental heritage" (IZZO JR., 2007, p. 270). Based on those spaces, the proposed municipal system was aimed at transforming each park into a catalyst for change in its surroundings and it was planned to happen within ten years. That coordination began with the revitalization of the Falls Park, since it is located in the town center, by the banks of the river Jacaré-Pepira, a symbol local identity and one of the main local attractions.

Izzo Jr. (2007) points out that, since Brotas was a tourist town, the Comprehensive Plan provided for its transformation into a tourist resort, which occurred in 2014, and the town will annually receive funds from the state government.

Also regarding leisure content, the Comprehensive Plan's Chapter VIII (On Culture) includes guidelines for municipal cultural policy and considers that it should "[...] take local characteristics into account, seeking to integrate their activities into the daily life of the town (p. 17)".

As for tourism, which is the town's highest potential, the Comprehensive Plan provided for the creation of a Municipal Department of Tourism, which has existed since 2007, with the purpose of strengthening tourism as an economic activity. An explicit concern emerges here with one of the objectives of this study, namely, the adoption of intersectorality in municipal management:

[...] activities related to tourism should promote their integration with the several municipal agencies in the areas of sports, leisure, education and culture in order to implement tourism and infrastructure to support and promote Brotas's historical and cultural knowledge (PLANO DIRETOR, 2006 f. 18).



According to Chapter X – On Sport – the municipal government is committed to facilitate and encourage the practice of sports for all segments of the community. The document provides for opportunities for citizens, offering ways for their learning and physical development for the practice of sports throughout the municipality. To achieve these goals, the town proposes to recover, maintain, expand and create spaces and equipment as well as sports centers for the entire community of Brotas (PLANO DIRETOR, 2006).

The document shows the government's clear commitment to serving citizens on sports: to encourage private investment in programs that will serve sports initiation for children, adolescents, amateurs and athletes representing the town. It should also encourage the organization and/or participation in sports competitions and develop programs for sports for the elderly and disabled people.

It also includes the government's commitment to promote partnerships with civil society organizations to carry out sports and leisure travel programs. The Comprehensive Plan also establishes that, in educational and environmental matters, municipal public management should be the responsibility of several government sectors and also of private and non-profit organizations.

It is essential to note that leisure contents are included in the Organic Law and the Comprehensive Plan, as guarantees of constitutional rights and as public policies. We assumed that this set of laws could unfold into numerous actions in leisure and would indicate an effort at joint work. However, analysis of the actions showed a mismatch when it comes to sports and environmental participatory leisure, and it showed a commitment regarding business-oriented leisure tourism.

#### **4 THE MISMATCH BETWEEN PARTICIPATORY LEISURE AND ENVIRONMENTAL SPORTS AND TOURISM LEISURE IN BROTAS**

The analyzes of leisure laws in Brotas indicated a balance between what we call participatory and environmental sports leisure and business-oriented tourism leisure, which could and should result in resources and staff training to implement public policies to Brotas's citizens. Theoretically, we understand that participatory sport leisure comes as actions aimed at promoting sports democratization and environmental sustainability. It should happen primarily through educational proposals for citizens and access to different spaces for everyone. Furthermore, it will encourage preservation of the environment and the use of natural spaces with as little interference as possible, while tourist leisure materializes through actions aimed at ensuring the development of tourism as a source of funds in which profits are reinvested as public policies and citizen tourism. We understand citizen tourism from perspective of Gastal and Moesch (2007). For us, it opposes the view of tourism only as an economic activity and includes it as the right to leisure. It includes public policies whose objectives "[...] contribute to quality of life of the local community and therefore of tourists. And they should legitimize their social value by becoming a strategy to defend the environment and local cultural manifestations [...]" (GASTAL, MOESCH, 2007, p. 55).

In the case of Brotas, legislation clearly indicates that income resulting from tourism should turn into public services for the town and its residents. We also assumed that the inter-sectoral effort would be present in that management. But as the title of this section indicates, we found mismatch between the two emphases given to leisure. Business-oriented tourism

leisure has been the main focus of the municipal government, and the administration facilitated exploratory tourism in which businesses are directed to private and privatist interests.

To analyze those two emphases given to leisure in Brotas, we take two management models that emerged in Brazil in the field of public administration: the managerial and societal models (PAULA, 2005).

Managerial management is based on the new public management movement with an economic-financial and institutional-administrative dimension whose objectives include: improving the government's and the bureaucracy's strategic decisions; guaranteeing property and contracts; ensuring public managers' autonomy and management capacity; and ensuring democracy by providing services to the "customer citizen" (PAULA, 2005). Decision-making is centralizing with regard to popular participation and is participatory only in its discourse. It proposes a management approach that "[...] focuses on adapting managerial recommendations to the public sector" (PAULA, 2005, p. 175).

Societal public management emphasizes social participation and seeks to structure a political project that rethinks Brazil's development model, the structure of the State apparatus, and the management paradigm. It is a model that values structures and channels that enable popular participation. It presents a management approach that "[...] emphasizes the development of management experiences focused on the demands of the target audience, including cultural and participatory issues" (PAULA, 2005, p. 175). It is evident that Brotas's leisure management during the period of analysis tended to be managerial.

Let us see what sustains our arguments. Regarding participatory sports leisure, we found some sectorialized actions that did not continue. In the Culture Division, most points indicated by the laws have not been implemented, although "concerts at the square" were resumed. They were monthly musical performances in several public spaces of the town, especially in squares, with local beginner artists.

The Department of Sports used to offer programs including several physical and sports activities for different age groups. Many sports spaces have been recently built and expanded in Brotas, for example, sports courts and pool at the Patrimônio district, the "Brotão" Gymnasium, and the Community Centre, as provided by Art. 38 of the Comprehensive Plan. In those spaces, "children's sports schools" programs were offered, but with little integration between municipal departments.

With regard to Article 39 of the Comprehensive Plan, the town established agreements with the local SESI (Industrial Social Service) unit to promote sports initiation for children and adolescents. It also covered residents' participation in competitions. Brotas hosts national competitions, especially in adventure sports such as the National Rafting Championship. Although those competitions include residents' categories and exempt them from paying registration fees, the main beneficiaries of those events are tourism businesses.

Regarding the offer of sports activities for the elderly, the government did not implement programs expected for the disabled.

Brotas's repertoire of actions for sports environmental leisure had a common feature present in several Brazilian cities: the Department that is historically in charge of leisure offers traditional sports in departmentalized and fragmented ways. We noticed the restricted use of the

town's natural potential in favor of its citizens. Brotas had potential for orienteering, rafting, buoy-rafting, rappelling etc., but they were not included in environmental sports leisure actions with the exception of the rafting children's school (which, as we observed, took place in a polluted lake).

Moreover, in almost all actions presented in Brotas we noticed potential for intersectoral policies, but when they were implemented, they were "loose" partnerships that included collaboration while planning, action and evaluation were not shared.

Regarding business-oriented leisure tourism, we found that most of the points present in the laws had been implemented. However, as stated, they were focused on private profit without any concern about promoting actions that reversed into public policy for citizens.

Integration of tourism and the population takes place through enforcement of the "Tourism Day" Law. Municipal Law 2400/2010 established this day and "[...] its celebrations will have educational, informative, social and leisure character" (p. 1). On that day, agencies will promote lotteries of tickets for public school students to have the opportunity to know tourist attractions and experience leisure. The Law also requires all municipal departments to cooperate in its enforcement and authorizes the Department of Tourism to establish partnerships with associations, NGOs, organizations and tourism businesses in town in order to promote community integration with tourism. In our view, such actions strengthen and favor tourism companies in Brotas and are ineffective for environmental education, not ensuring preservation of natural leisure spaces in town.

The town does make attempts to improve the quality and professionalization of tourist services as provided for in the Comprehensive Plan. One way to make that possible is through courses offered to guides and the so-called conductors, the annual Technical Seminar for Adventure Tourism Conductors. Again, the action denotes the privatized nature of business-oriented leisure tourism.

Some points of the Comprehensive Plan that would tend to environmental and participatory leisure were not accomplished. Tourist and visitation itineraries were developed for the town's main agricultural crops – sugarcane, orange and eucalyptus. Such itineraries could enhance the town's characteristics and reverse into public policies for local citizens, since they would generate gains for small farmers who live and know daily life in Brotas's natural areas.

Another point of the Comprehensive Plan regarding tourism that was not implemented regards laws that deal with environmental protection in the municipality. Since 2002, Brotas has had a Municipal Policy on Sustainable Tourism Development (PMTS). After that, others laws were created for that purpose. There are 13 laws regulating the work of tourism agencies, lodging establishments, and tourist sites as well as all body practices offered in nature such as rafting, buoy-rafting, etc. That regulation is essential for environmental sustainability, the quality of services offered, and participants' safety. Three of them stand out: Laws 1874/2003, 1927/2003 and 1930/2003. The former provides for mandatory Tourism Environmental Licensing in town, known as LTA. It aims at "[...] reducing the impact caused by tourism through the establishment of conditions, restrictions, and measures for environmental control" (BROTAS, 2003, p. 1).

It is an

[...] administrative procedure by which the municipal government, through its relevant agencies, authorizes the location, installation, expansion and operation of tourism enterprises and activities using environmental resources that effectively



or potentially pollute or degrade the environment, in accordance with the laws and regulations and technical standards applicable to the case (BROTAS, 2003, p. 1).

The second law (BROTAS, 2003, p. 1) refers to the work of so-called tourism conductors in town. It provides for their “[...] responsibilities and duties, regulates necessary equipment and establishes an ethical code of conduct and minimum conditions for the work”. It reinforces the need to promote “[...] environmental education and conservation actions [...]” during tourist practices in town.

The third law (BROTAS, 2003, p. 1) creates the Municipal Service for Sustainable Tourism (SMTS) that includes the System for Control of Tourist Visitation, whose purpose “[...] is to control tourist visitation in natural attractions” through tickets or vouchers.<sup>2</sup> However, none of those three laws has been implemented by authorities, and negative environmental impacts are already visible in town, as shown by Silva (2006).

Only three projects have Environmental Tourist Licenses (LITA) in Brotas. In our observation of Comtur meetings, we heard complaints about the municipal government’s neglect in requiring it from other business.

In those meetings, participants also spoke against the weak control on tourism and perceived environmental impacts. That could be solved with the application of the third law (BROTAS, 2003, p. 2), that of vouchers or tickets, as these would ensure “[...] tourism and environmental sustainability of services and products existing in town [...]” as successfully happens, for example, in Bonito, MS<sup>3</sup> – the destination on which Brotas’s government relied to formulate the latter law.

Business members of Comtur, in turn, speak of sustainability but do not care about the number of tourists allowed in natural attractions. That neglect was confirmed by observations of a holiday in town as well as by Silva (2006).

The PMTS was approved during the term of one of the respondents as mayor and we asked him why the voucher law was not enforced:

[...] the voucher was not been implemented for the same reason. Brotas had 16 agencies and someone wanted to open another one. That when tourism was undergoing a low period. In 2007, the economic climate was satisfactory, but companies were not prepared. Some of them were professionalized while others were not. Implementing the voucher in that year would have ‘killed’ many companies and that’s the point (...); 2008 was an election year, it was not feasible. This is the real reason regarding the voucher. That was the reason. (RESPONDENT FOUR)

Thus, Tourist Normalization was approved over ten years ago and only some of its laws were implemented. Enforcing those laws will result in negotiations and tensions in all sectors and it demonstrates the political character of the Comprehensive Plan and other laws (CARVALHO, 2001). But it seems that the municipal government’s political will goes hand in hand with a business management of policies, in which business-oriented tourism leisure privatizes what used to belong to the citizens of Brotas and should be preserved as heritage for future generations.

2 In tourism, vouchers correspond to a “document issued by a travel agency that confirms a reserve and its payment with the service provider” (BOITEUX; WERNER, 2009, p. 149.). By issuing them, the flow of tourists in natural tourist attractions can be controlled.

3 In that town, vouchers were introduced in the 1980s. In 2003, they were revised by the municipal government. All tour business and guides use them to control the number of tourists in local natural attractions.

Luchiari (2000) points out that every planning of tourist spaces must take into account the reality of the place and that “[...] tourism planning should plan the place, the lives of those who are and remain in their daily activities” (LUCHIARI, 2000, p. 41). The author states that the development of certain methodologies specific for planning tourist spaces must avoid exacerbated economic optimism that, by defending short-term benefits, loses sight of medium- and long-term social and environmental costs.

Brotas has advanced legislation in this area, which was pioneering and a model at the time of its formulation, but did not apply to most of the PMTS laws. It is important to note that since the consequences will bring greater impact for citizens rather than for tourists. The river Jacaré-Pepira is a symbol of local identity where many locals experience their leisure, and its preservation is essential for everyone. This is an example of the natural attractions that have suffered negative impacts caused by tourism (SILVA, 2006). According to Agnelli (2006), non-enforcement of those laws and lack of planning is causing Brotas to decline as a tourist destination.

## 5 FINAL REMARKS

As we announced at the beginning, our aim was to study intersectorality in leisure public policies in the town of Brotas, especially because its leisure laws were considered innovative. We found sections in Brotas’ Organic Law and Comprehensive Plan that include innovative aspects in leisure management with intersectoral trends.

Brotas’ laws indicated a balance between participatory and environmental sports leisure and tourism leisure, in which the latter could and should generate human resources and training to implement public policies to local citizens. The legislation has clearly indicated that tourism income should reverse into public services for the town and its residents. We assumed that the intersectoral effort would be present in the daily life of that administration, but we found mismatch between the two emphases given to leisure. Business-oriented tourism leisure was the main focus of the town, which facilitated exploratory tourism oriented to private and privatist interests. Brotas introduced legislation considered advanced in the area but it did not apply most of its PMTS laws. It is important to note that, since impacts will be stronger for citizens than for tourists, with various consequences for public leisure policies.

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