TERRITORIAL BRAND AS A STRATEGY IN-STATE TOURISM PLANS: THE CASES OF RN, RO, AND RS BRAZILIAN STATES

MARCA TERRITORIAL COMO ESTRATÉGIA NOS PLANOS ESTADUAIS DE TURISMO: OS CASOS RN, RO E RS

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Abstract

The present study involves the discussion of the relationship between state tourism plans and territorial brands in the scenario of Brazilian states. The objective is to understand if (and how) Rio Grande do Norte (RN), Rondônia (RO) and the Rio Grande do Sul (RS) states would be developing their state tourism plans based on territorial marks as a strategy for tourism development, as well as the level of insertion of these marks in these specific documents. The methodology has a qualitative nature, with a descriptive-explanatory study. Applied bibliographic and documentary research, with data collection on the official tourism websites, in addition to the Strategic and Tourism Marketing Plans and territorial brands adopted in the three states analyzed. The comparative analysis between the investigated realities is made from the deepening of eight pre-established analytical categories. The results show that the RN is at a more advanced level regarding the strategies of expanding its tourist brand. In RS, tourism development actions have been losing ground, revealing the need to recover and renew its brand. RO's reality discloses that the state is still at an early stage of developing structural and strategic actions aimed at developing its brand. The conclusion reiterates the existence of territorial marks in the state plans of tourism in the three states of Brazil.

Keywords: Tourism. State tourism plan. Tourism management. Territorial brand. Strategies.

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Resumo

O presente estudo contempla a discussão das relações entre planos estaduais de turismo e marcas territoriais na realidade de estados brasileiros. O objetivo é compreender como as marcas territoriais estão inseridas nos documentos em vigor que norteiam as estratégias turísticas do Rio Grande do Norte, Rondônia e Rio Grande do Sul. A metodologia é de natureza qualitativa, sendo um estudo descritivo-explicativo. Utiliza-se de pesquisa bibliográfica e documental, com coleta de dados nos sites oficiais de turismo, além dos Planos Estratégicos e de Marketing Turístico e marcas territoriais adotadas nos três estados analisados. Faz-se a análise comparativa entre as realidades investigadas a partir do aprofundamento de oito categorias analíticas preestabelecidas. Os resultados apontam que o RN se encontra num patamar mais avançado nas estratégias para expansão de sua marca turística. No RS, as ações de desenvolvimento do turismo vêm perdendo espaço, identificando-se a necessidade de recuperar e renovar sua marca. Já a realidade de RO revela que o estado ainda se encontra num estágio inicial do desenvolvimento de ações estruturantes e estratégicas voltadas ao desenvolvimento de sua marca. A conclusão reitera a existência de marcas territoriais nos planos estaduais do turismo nos três estados do Brasil.

Palavras-chave: Turismo. Plano de turismo estadual. Gestão turística. Marca territorial. Estratégias.

Introduction

In recent decades, tourism has been expanding its prominent position on the global stage. According to the World Travel & Tourism Council (WTTC), in 2018, the tourism sector employed one in ten jobs worldwide (WTTC, 2019). Brazil received 6.62 million foreign tourists and 95 million domestic landings (BRAZIL, 2019). The numbers highlight the vividness of the tourism activity for the economic development of destinations. Therefore, cities, states, and countries have increasingly sought to develop public policies aimed at organizing, fostering, and promoting their tourism potential (COSTA; BOAVENTURA; DA SILVA BARRETO, 2010; MOTA; LADEIRAS; COSTA, 2007).

Furthermore, it is necessary to define strategies that enable the development of the proposals contained in the tourism plans. The social and management processes and the articulation of social actors in the production and impact on territorial and regional development are investigated. Costa and Azevedo (2015) emphasize the role of social actors (tourism stakeholders) in the management performance of a destination brand. Social actors use several terminologies, however, we opted for Almeida's (2018) concept of territorial brands in regional development because it is a broader concept that includes other types of brands, such as destination-brand, tourism-brand, place-brand, etc. Complementing Costa and Azevedo (2015), Bridi (2017, p. 17) highlights that tourism activities constitute "[...] a propulsive agent for generating well-being, income, and socioeconomic inclusion in the receiving communities, thus being characterized as a tool of development policy."

The protagonism of tourism development has led state-level representations to strengthen the consolidation of their tourism policies, prioritizing the development of guiding (and strategic) documents focused specifically on the organization of actions and guidelines for action in the sector. One of the items that make up these plans is the creation of territorial brands aimed at promoting destinations. In addition to the technological, communication, and cultural transformations experienced by the global society, other "types" of tourists and travelers are produced. This reality fosters in tourism destinations the need to develop new strategies for the creation and promotion of destinations (ERICKSON, 2013; OLIVEIRA; PANIK, 2015; VOLO, 2010). In this regard, territorial brands have been used from specific management, the place branding (ANHOLT, 2010; ASHWORTH, 2015; RAINISTO, 2003; KAVARATZS, 2004) and has been extended to many sectors, however, one of its origins is tourism. In addition, it is necessary to highlight that not every territorial brand is a tourism brand, and there are distinct types of brands with territorial links (Almeida, 2018). The tourist is only one of the target audiences that can be reached, and there are others according to the construction of this type of brand.

The states investigated in this research, Rio Grande do Norte (RN), Rio Grande do Sul (RS) and Rondônia (RO), recognize the importance of developing local tourism, as verified in the official online websites of each state. The integration among local, regional, national, and international

spheres for the integrated and sustainable development of tourism appears as one of the missions of the Rondônia State Tourism Superintendence (SETUR/RO, 2020). The State Secretariat of Tourism of Rio Grande do Norte is in charge of creating the State's tourism policy, carrying out studies and research, as well as promoting the coordination with municipalities and other state administration entities for the execution of actions aimed at tourism development (SETUR/RN, 2020). The State Secretariat of Economic Development and Tourism of Rio Grande do Sul is focused on promoting the development of the State, based on the expansion of tourist circulation and the staying of tourists in the chosen destination (SEDETUR/RS, 2020).

Therefore, the present work is justified, once it discusses four approaches: 1) the way the states of RO, RN and RS prioritize their state tourism policy, represented, in this study, by the elaboration and updating of their tourism-strategic plans; 2) the investigation if these plans are using strategies contained in the territorial brands for the development of their tourism image, as observed in the considerations of Erickson, (2013); Gotham (2007); Ladeiras, Mota and Costa, (2010); Oliveira and Panik, (2015) and, Volo (2010); 3) the acknowledge if it is (or not) the case of logos applications linked to the territories, without the establishment of power relations and elaborated strategies that enable discourses about, in and beyond the territory, as Almeida (2018) points out; and, 4) in which stages the territorial brands of these states are at the moment.

In this regard, the analysis addresses content related to territorial brand and state tourism plans. The analysis contemplates discussions about the structure of tourism plans; participatory management strategies; institutional profile of the responsible authority, and the presence of place branding in these documents. The authors also address the territorial brand strategies; brand creation, type of territorial brand, and the process of place branding.

This being said, the question is: **Are the states of RN, RO, and RS developing their tourism plans based on territorial brands as a strategy for tourism development? If yes, what is the degree of insertion of these brands in these documents?**

The objective of this study was to understand how the territorial brands are inserted in the current documents that guide the tourism strategies of three Brazilian states: Rio Grande do Norte, Rondônia, and the Rio Grande do Sul. To achieve this objective, the authors: 1) described the contexts regarding the tourism plans and the territorial trademarks of each state in the light of some categories of analysis; 2) pointed out the respective differences and, finally, 3) examined the relationships between the tourism plans and the territorial trademarks. The originality of this study lies in the way territorial brands are produced and used by social actors in the tourism planning of destinations. Besides, the research leads to the deepening of territorial brands and their relationship with tourism development in Brazilian regions.

Methodology

The authors used the multiple case study method, which consists of an investigation of contemporary cases, specifically when the boundaries between the case and the setting are not visible. The multiple case study analyzes information about a specific phenomenon in three different realities in a thorough and in-depth manner (YIN, 2015). The investigated phenomenon refers to the territorial brands and tourism strategies adopted in the Brazilian states of Rio Grande do Norte, Rondônia and the Rio Grande do Sul.

This research is analytic-descriptive and described contemporary issues, territorial brand, and tourism strategic plans in the public sphere, trying to explain them from the different contexts in which they are located (DEMO, 2000). It is noteworthy that during the exploratory research phase no studies comparing territorial brands and state tourism plans of Brazilian states were found.

The theoretical framework for state tourism plans was based on the following categories: documentary structure and updating of tourism plans; participative and integrated management; and institutional profile and presence of the territorial brand. To this end, we used authors such as: Acerenza (2000); Barretto (2005); Beni (2006); Cooper (2002); Erickson (2013); Fratucci (2014); Gotham (2007); Ladeiras, Mota and Costa (2010); Martins (2018); Oliveira and Panik (2015); Silveira, Medaglia and Paixão (2014); Sancho and Irving (2010); Soares, Emmendoerfer and Monteiro (2013); Solha (2004); Vieira (2011), Volo (2010) and Bridi (2017). The discussions on territorial brand were grounded on four categories of analysis: territorial brand strategies (ALMEIDA, 2015; 2018); brand creation period (AAKER, 1996); type of territorial brand (ESTEVES, 2016); and place branding process (ANHOLT, 2010).

This research is qualitative because it analyzed the data collected and described the relationships among the constructs. This is also a documental study, grounded in the most recent tourism planning of each of the States, and in other materials that have not yet received a more specific analytical treatment.

Data collection spanned the period from December 2019 to January 2020. The researchers conducted a web survey to identify the existence of state tourism plans, followed by a search of the official tourism websites of each state and an investigation of the existence of territorial brand to obtain information pertinent to the established categories of analysis. Subsequently, the documents were organized by type and analyzed individually and collectively.

Analytical categories were developed from the literature on tourism plans and territorial brands and guided this study. A series of categories were created that met the criteria of scientific rigor of the multiple case study for each of the phenomena. Four categories were listed for state tourism plans and four for territorial brand comprised the research analysis. The next step corresponded to the analysis and interpretation of the categorized data, generating relationships between the theoretical framework and the phenomena of each state. In the end, along with the final considerations, the answers to the gaps that encouraged this research were exposed. Also presented are interdisciplinary contributions that focus, in particular, on the areas of Tourism, Communication, Regional Development, Urban Management, Urban Planning, Place Branding, and other correlated areas.

State tourism plans

Documentary structure and participative management strategies

The structuring of tourism actions and strategies in the public administration at the state level goes back to the end of the 1950s, when, driven by the creation of the Brazilian Tourism Commission (COMBRATUR), the implementation of Tourism Councils started to be considered a priority agenda of the management at the state level (DE QUEIROZ, 2002). Even with this initiative, during the second half of the 20th century, Brazilian tourism experienced a period of the fragility of local, regional, and state representations due to a policy of centralization of actions at the federal level (SOLHA, 2004).

This scenario began to change in the mid-1990s, from the public policies implementation aimed at decentralized management of the sector, especially with the creation of the National Plan for Municipalization of Tourism - PNMT (BARRETTO, 2005; BENI, 2006; FRATUCCI, 2014). At the end of this period, Brazilian tourism experienced an increase in its legal framework, based on the proactive posture of public managers (DA SILVA MARANHÃO, 2017). The panorama favored decentralized management and the documentary legitimization of tourism development actions and strategies. In addition, both also gained notoriety with the development of the Ministry of Tourism and the first Brazilian National Tourism Plan, the PNT 2003-2007 (SANCHO; IRVING, 2010; SOARES, EMMENDOERFER; MONTEIRO, 2013).

New perspectives emerged with the representation of tourism at the state level, historically dependent on the guidelines of the Union. Adaptations were necessary to promote participatory and integrated actions in the sector, and to hold national prominence positions (BROCCHI; SOLHA, 2008). Souza, Noia, and Pinheiro (2017) pointed out that public policies for tourism in the State of Bahia have allowed the creation of participatory public spaces in the organization and evaluation of tourism development actions.

However, few states actively engaged in promoting tourism. Only two (Bahia and Minas Gerais) of the 27 states of the Federation have implemented a specific destination policy along the lines of the Brazilian Federal Government (BORGES; PASSADOR; SOUZA, 2015). In addition, a study conducted by Falcão (2013) on the State Tourism Policy in Ceará indicated the need for improvements in the formulation and implementation, especially when it comes to building and valuing locally based tourism. Brocchi and Solha (2008), regarding the public administration of tourism in the State of São Paulo, indicated the absence of actions and efforts to create a State Tourism Policy that meets the specificities of the municipalities. According to Bridi (2017), tourism plans are relevant development policy tools.

To overcome these difficulties, it is necessary to invest in the elaboration (and updating) of strategic tourism plans, containing guidelines and predefined actions for action in the tourism field,

going beyond a checklist of norms. Thus, such documents, developed by interdisciplinary teams, become crucial for the consolidation of a State Tourism Policy and the practices of citizenship.

Regarding the understanding of participatory management strategies, it is recommended that the procedures, actions, and contents of state plans are in line with the guidelines of the NTP, emphasizing the decentralized and participatory management of tourism (BRANDÃO; BALDI; ALBAN, 2014; SANCHO; IRVING, 2010; SOARES, EMMENDOERFER; MONTEIRO, 2013). This type of management provides the participation of distinct social actors in the decision-making process of tourism actions and strategies. From this perspective, social participation (directly or in the form of representation) in all decision-making instances is considered an appropriate strategy for addressing issues concerning the management of public policies (COSTA; GONÇALVES; HOFFMANN, 2014; HALL, 2004; DA SILVA, 2015; TRINDADE, 2009).

However, it is worth considering that the integrated management of tourism development, established and consolidated by the public authorities using policies, plans, and other programs, does not erase the possible contradictions inherent to the participative process itself. In this way, a regular follow-up and a permanent evaluation process of the different participative experiences are necessary. This practice becomes relevant because it identifies advances and limitations to seek constant improvement in the quality of public policies in the sector (SANSOLO, 2009).

One of the strategies to validate this evaluation of the participatory process in state tourism management is the creation of Steering Councils. The first State Tourism Councils in Brazil were established in the late 1950s (DE QUEIROZ, 2002), and were considered process vectors of interaction between government and society, demanding from citizens an effective posture of interaction and monitoring of actions pertinent to public management. The origin of these Councils is directly associated with two mechanisms of tourism management: decentralization and participation (ROCHA, 2012).

Institutional Profile and presence of the territorial brand

Acerenza (2000) mentions two types of the institutional profile of tourism organizations of public character: a) centralized administration (Organs included in the administrative structure of the State), and b) decentralized (Organs constituted by law, with legal personality and technical and administrative autonomy, but linked to the Secretariat or Ministry).

Solha (2004) adds a mixed category to these profiles, which refers to two (or more) tourism Organs with their structure that acts in the conduct of the States activity. About the types of administration of tourism organizations in-state public management, Solha (2004) considers that they can be administered by: Tourism Secretariats; State Secretariats; Departments, Superintendencies and coordinators; Companies/companies; other autarchies; Tourism Secretariat + Companies, State Secretariats + companies.

Regarding the presence of territorial brand, it is emphasized that Almeida's (2018) studies differentiate territorial brand from place branding. The first refers to the management object/product of the second term, so they are not synonymous, although they are interrelated. However, the literature and the market use both nomenclatures as synonyms, making their understanding and application difficult. This distinction is mentioned in the practical application because this research will refer more to the term place branding than territorial brand in the tourism literature. However, the reference is to the object (territorial brand) and, not, to the management (place branding), highlighting, as previously mentioned that territorial brand does not refer only to tourism, but equally to other areas, such as, for example, public policies (LUCARELLI, 2018).

Destinations have been using place branding as a favorable tool, especially for tourism development. A study by Lee, Wall, and Kovacs (2015) identified the importance of place branding for the development of gastronomic tourism clusters in the Province of Ontario, Canada. The research conducted by Clancy (2016) concluded that place branding was the strategy responsible for reconfiguring the bases of tourism attractiveness in Ireland.

Place branding can be equally effective in deconstructing preexisting negative images of a given destination, referring to the use of marketing tools (MA et al., 2019). An example of this can be found in Nuttavuthisit's (2007) studies on the tourism image of Thailand, stigmatized for being a sex tourism destination. The author identified that to reverse this adverse picture, the country developed place branding strategies aimed at promoting its local potentialities, such as natural beauty and hospitality; in addition to the use of advertising tools, such as slogans, themes, visual

symbols; and the massive presence in promotional events. The studies of Semprini (2010) found differences in the understanding of the concept of product brand in Latin American countries (promotional nature) and European countries (institutional nature). The research of Almeida (2018) corroborates these findings, indicating that territorial brands present the same distinctions in their understandings. Thus, European countries adopt place branding as management, and Latin American countries use territorial brand, but not usually anchored in the precepts of place branding (ALMEIDA, 2018).

Brazilian tourist destinations develop (not always fully) place branding strategies as part of a promotional policy for national tourism, seeking to improve competitiveness against competing international destinations (ROSAL, 2018). In the case of Brazil, often, but not always, place branding strategies are laid out and organized in documents that list specific guidelines for their execution, such as in-state tourism plans.

Territorial brand

Creating a brand is more than creating a design. It means relating visual and/or discursive elements that represent that space in the view of a given group of social actors (ALMEIDA, 2018). The territory has a plurality of identities, with some already established and others under construction (HALL, 2001, HAESBAERT, 2004; RAFFESTIN, 1993). These identities can be used in a brand of territorial nature that seeks, among other factors, to meet the interests of a specific type of social actor.

Social actors incorporate narratives of territory in unequal processes of implementation to create a territorial brand. This is one of the factors that indicate the existence of power relations engendered in this type of brand. The territory is a space-delimited by power relations, and the same applies to territorial brands (HAESBAERT, 2004; KAVARATIZS, 2015; RAFFESTIN, 1993; ALMEIDA, 2018).

The territorial brand is classified into two types: planned and organic (ESTEVES, 2016). When planned, it uses the concepts of place branding, including peculiar management and intentionality in strategic actions with a clear message. When organic, it has a more discursive than visual character, extending (or not) to the planning of specific actions. In this second case, the plurality of discourses of social actors about the territory leads to different recognitions about and in the territory, leaving, consequently, diffuse the territorial brand(s) that is shaped over time (ALMEIDA, 2018). A new brand is created in both cases; however, its creation can be intentional or not.

The external look is necessary, that is, to use marketing for recognition outside the territory (image building), as well as the internal recognition through place branding is equally fundamental. The relationship between these internal and external acknowledgments leads to the articulation of a territorial brand in a planned and intentional way. The visions of the territory demand power relationships, partnerships, agreements, disputes, and conflicts (ALMEIDA, 2018). Territorial identity is a symbolic construction of the actors who produce the territory (HAESBAERT, 2004), and this same identity is used as raw material in the construction of a brand that represents the territory. Therefore, the territorial brand is also a social, symbolic, and collective construction (ALMEIDA, 2018).

Territorial brands present elements that when combined generate a brand of territorial origin (ALMEIDA, 2018). The creation of a logo or a visual identity is not the only sign that a given territory has a brand linked to the "lived space" (PECQUEUR, 2009) or the "lived territory" (RAFFESTIN, 1993). Instead, the use of this single factor limits territorial identity in the context of marketing that space and not in the process of place branding.

In this case, marketing (KOTLER, 1994) and branding (GUIMARÃES, 2001; TAVARES, 2003) are different concepts. Both are important in building a brand, however, each one is used at specific times and with distinct strategies. Ma et al. (2019) reinforce this argument by listing three origins for territorial brand: tourism management (promotional); marketing (image building) and place branding (enhancing local potentialities). Seen another way, they are distinct looks and uses on the same object/product of specific management (ALMEIDA, 2018).

The expansion of the concept of the territorial brand allows for its use in territorial and regional contexts and not only as a logo of esthetic nature. Thus, according to Almeida (2018, p. 247) "[...] the concept of the territorial brand given the cultural approach of Regional Development refers to the creation of symbolic value, the articulation of actors, [...] the identities present in a territory

[...] and the construction of narratives [...]", being a "[...] concept, therefore, multifaceted". It creates, fully or partially, a symbolic value from cultural or territorial characteristics, but articulates them on multiple scales, intentionally.

Place branding process

Place branding is the process of managing brands of territorial nature to highlight local potential (ANHOLT, 2010; ASHWORTH, 2015). In addition, there is a search for the differentiation of destinations, expanding the tourist attractiveness and gradually stimulating other visitors about tourism brands (GOTHAM, 2007; LADEIRA; MOTA; COSTA, 2010). According to Ma et al. (2019), the concept of place branding originated from three main axes: tourism management, marketing, and branding. Thus, each axis serves a specific purpose and use. The tourism management axis includes the territorial brand seen by its characteristic of promotion of places linked to tourist attraction and economic purposes. From this angle, the use of advertising and marketing resources for the promotion and notoriety of places is coherent.

However, we also reach back to the investigations of Almeida (2018), but from the perspective of branding, which addresses the strategies of territorial brands in the context of Regional Development beyond economic development, entering the power relations of social actors and their discourses on, in and beyond the territory. It is also observed that the development process of the territorial brand of a destination, many times, is the application of punctual actions of advertising and marketing that contemplate only the application of a logo linked to the territory, without bringing local and/or regional development.

Presentation of results and discussion

Figure 1 - Analyses. Presents the reality of each state described in summary form, using as reference eight categories of analysis (subdivided into questions) proposed for this research.

Figure 1: Analyses

Categories	Guiding Questions of the analyses	STATES		
		Rondônia	Rio Grande do Norte	Rio Grande do Sul
Document Structure	Name	Rondônia Ecological Sustainable Development Plan (PDES-RO 2015-2030)	Strategic Planning and Marketing for Tourism in Rio Grande do Norte 2018-2020	Tourism Development Plan of Rio Grande do Sul 2012 - 2015
	Latest tourism plan period?	2014	July/2017	2nd semester 2011
	Still, running?	YES	YE	NO
	Was it produced in a separate document or is it a permanent part of another document?	Part of PDES-RO, elaborated from public instances and consulting companies, the Inter-American Institute for Cooperation on Agriculture (IICA) and the Socioeconomic and Environmental Consulting and Services Company (CON&SEA LTDA.)	Independent document, prepared by an external consulting company (Solimar International) and made available on the official portal of SETUR/RN.	Independent document, prepared jointly by the Secretary of Tourism (at the time) and Fundação Getúlio Vargas - FGV
	Has the document been updated?	No update until Jan/2020	No update until Jan/2020	No update until Jan/2020
	What strategies regarding the	- Develop and implement a Tourism	- Encourage the implementation of	- Strengthening the regional governance instances in the state;

Manage-ment Strategies	integration with the state's tourism municipalities and regions are included in the plan?	Development Plan for the State of Rondônia; - Support the development of Tourism Plans for identified Tourist Centers; - Develop actions for potential points already identified in consonance with the Tourism Plan;	regional councils in the five tourism centers of the state; - Creation of the Integrated Development Plans of Sustainable Tourism (PDITS); - Develop cooperative marketing programs; - Develop the integrated marketing planning of the Tourist Centers and the State along with the prioritization of the different target markets for the marketing campaigns;	- Strengthening of tourism management in the regions: Structuring and consolidating municipal policies; - Virtual Network of Tourism Governance: - Providing and optimizing communication and information exchange between the Rio Grande do Sul State Tourism Management System players. - Tourism Monitoring System: To follow up on the execution of the Tourism Master Plan, directing actions and predicting necessary adjustments.
	Is there a State Tourism Council?	Yes, the State Council of Tourism of Rondonia - CEDTUR, created by the Complementary Law nº 224, of January 4th, 2000, is a collegiate organ of the State Superintendence of Tourism - SETUR.	Yes, the State Council of Tourism - CONETUR/RN, was created by the State Decree n. 10.386/1989. Currently, it is composed of 33 institutions from the federal, state, and regional public sector, private initiative, and the third sector.	Yes, the State Tourism Council - CONETUR/RS, created by Law No. 14,129 of November 12, 2012, is a collegiate agency of an advisory, propositional and deliberative nature and a superior advisory agency to the head of the Secretary of Tourism - SETUR/RS .
	If yes, did this council assist in the elaboration of the Plan? How did it help?	There is no mention of the State Tourism Council in this document.	Yes, CONETUR/RN contributed to the evaluation and proposition of actions for the State Tourism Development Plan.	No, CONETUR/RS was created after the development of the last Tourism Plan of RS.
Institutional Profile	What is the structure adopted in each state?	The tourism management in RO is currently under the responsibility of the State Superintendence of Tourism (SETUR), responsible for promoting and executing fiscal incentive policies for regional and sector development, and executing fiscal incentive policies aimed at regional and sector development.	RN's tourism management is currently under the responsibility of the State Secretary of Tourism (SETUR), created in 1996, along with the Potiguar Company of Tourism (EMPROTUR), created in 2007. EMPROTUR is a Mixed Economy Society linked to SETUR, responsible for the promotion of the State's tourism in the national and international scope.	The tourism management in RS is currently in charge of the State Secretariat of Economic Development and Tourism (SEDETUR), responsible for promoting and executing fiscal incentive policies aimed at regional and sector development.
	How often has this structure changed in the last 10 years?	- State Superintendency of Tourism linked to the State Secretary of Agriculture, Production and Economic and Social Development - Period: 2000-2015; - State Superintendency of Tourism disconnected from State Secretariats.	No change in the last 10 years.	- Tourism Secretariat - SETUR Period: 2010 to 2014 - Secretariat of Culture, Tourism, Sports, and Leisure - Period: 2015 - 2019 - Secretariat of Economic Development and Tourism - SEDETUR - Period: 2019 - Current

		- Period: 2015- Present			
	What type of management?	Centralized Management: State Superintendency	Mixed Management: Tourism Office + Company	Centralized Management: Secretariat of State	
	What is the amount of the expenses carried out by the agency in 2018?	R$ 877,410.00 (RO GOVERNMENT)	R$ 7,812,764.81 (SETUR) + R$ 3.720.012.00 (EMPROTUR) Total: R$ 11.532.777,80	R$ 70,130,464 (RS GOVERNMENT)	
Presence of territorial brand	What wording is in the plans?	There is no wording about brands in the RO plan.	Potiguar tourist brand; RN tourist brand; State brand; (logo); Brand	This is a territorial brand for destination promotion based on tourism marketing.	
	Where is the brand in the plan? ?	Not found.	Yes, besides, the Tourism Plan includes a marketing plan.		
	When was it created?	Not applicable	Launched in 2017	In 2013 and officially launched on International Tourism Day	
	Is there a disclosure of materials about the brand?	This material could not be found.	Yes, descriptive memorial of the brand, including a brief manual of the brand. However, a "Guide to Tourism Trademarks in Rio Grande do Norte" is presented, referring to the NEW trademark of RN. However, the wording refers to a brand manual.	This material could not be found.	
	Is it still active?	Not applicable	Yes	Yes	
Creation of the territorial brand	Brand identity?	Not found.	We are a people: Warm and Welcoming...Like friends Relaxed...In a casual way Entertaining...With lots of humor Diverse...Knowledgeable	Not found.	
	Brand slogan?	Not found	Everything starts here	A great destiny	
	Others? Which ones?	Not applicable	Brand Message Hierarchy Contemplates a set of additional icons, photographic strategy, conceptual ads, best practices for use in social networks, marketing, and public relations materials, and logos for the specific poles: Serrano, Seridó, Costa Branca, Agreste Trairí, Costa das Dunas.	Not applicable	
	How is the visual representation of the brand?	Not found	Anchored in the Cordel art style, with a star-like icon, including the verbal part of the brand (nominative).	The stylized cuia symbolizes the hospitality and sociability of the gaucho people. It is a traditional and representative element of Rio Grande do Sul and, more than that, an icon of culture. Chimarrão is shared by friends and offered to newly-arrived people. It aims to the	

				recognition of the state as a hospitable land.	
		Not found			
	Brand concept?	Not found	The icon represents the five poles of Rio Grande do Norte with different points, converging in a common point; A star or light shining, referring to the cordiality of the people of the region; The artistic style of Cordel. A flower, represents rebirth, life, nature, and detaching destination from the idea of the dry and sertão.	The concept of Rio Grande do Sul - A Great Destination, embraces the set of regions that make up the state, including bucolic landscapes, but also technological and business centers, large cities, and small agricultural locations as well. When talking about all of them, the intention is to encompass business, shopping, ecology, adventure, rural, social, and leisure tourism.	
	Brand objective?	Not found	To promote the attractions and experiences of Rio Grande do Norte.	To develop the tourist brand, creating an identity for the destination the Rio Grande do Sul.	
Types of Territorial Brand	Organic or planned?	Not found .	Mixed planned	Mixed planned	
	Symbolic, physical territory?	Not applicable	Symbolic anchored in the cordéis. Physical Territory anchored in the natural beauties	Symbolic anchored in the gaucho culture	
	To which "part" of the territory are you referring?	Not applicable	To the 5 specific tourism centers	The brand carries the name of the state but refers mainly to its capital, Porto Alegre, where the gaucho culture is predominant.	
Territorial brand strategies	Is there a territorial identity included?	Not applicable	Yes, it is the hegemonic one, the Potiguar.	Yes, it is the hegemonic one, the Gaucha.	
	Are there narratives about the territory in the brand?	Not applicable	Yes, specific narratives from one of the local cultures. Narrative of the cordel culture, typical of this territory.	Narrative of the reinforcement that the gaucho is a hospitable people focuses on the gaucho culture and its history. Part of the hegemonic, gaucho culture, of a "hospitable" narrative (of the gaucho)	
Place branding process (Territory brand manage-ment)	Is there a place branding management process?	Not applicable	To a large degree, however, it is connected to the management of a promotional brand.	Minimally	
	How is the brand mentioned in the plan?	Not applicable	Potiguar tourist brand; RN's new brand; logo	Tourism branding.	

Source: Elaborated by the authors (2020).

     The results presented in Table 1- Analyses, indicate that, in terms of documentary structure, the reality found in RN is more consolidated than in the other states, since the state has the most recent tourism plan (2017), still in force, and built-in a specific document for tourism. The three states present public documents aimed at planning actions in tourism, and this supports the comments of Da Silva Maranhão (2017) regarding the increase in the legal framework of Brazilian tourism from a posture with a higher degree of proactivity on the part of the public managers. However, it is noteworthy that in RS the last State Tourism Plan is no longer in effect.

The guidelines and content observed in the documents are in line with the precepts of decentralized and participatory management of the PNT, especially in the plans of RN and RS, by Brandão, Baldi, and Alban (2014), Sancho and Irving (2010) and Emmendoerfer and Monteiro (2013). The presence of State Tourism Councils in the analyzed states is also an indication that the shared management of tourism has been, in recent years, guided (at least partially) by the instances of public power, as observed in the considerations of Queiroz (2002). About the participation of these Councils in the construction of the Tourism Plans, a greater protagonism of the RN State Council of Tourism was identified. The analysis also allows for the verification that tourism activities must be seen as a tool of the development policy (Bridi, 2017).

About the institutional profile, it was observed that the states of RO (Superintendence of Tourism) and RS (Secretariat of Economic Development and Tourism) show centralized management. In these two states (especially in RS), the public portfolio of tourism management has changed in the last ten years, while in RN (with mixed management) the structure has remained the same.

The analysis of the territorial brand in the state tourism plans revealed distinct realities in each state. In the RN plan, the use of expressions such as Potiguar tourist brand; RN tourist brand, and State brand is recurrent, showing that these expressions are understood as synonyms. The state has also elaborated a Marketing plan aimed at the development and dissemination of these brand nomenclatures. In the RS plan, the territorial brand for the promotion of destinations is based, specifically, on tourism marketing. In RO, there is no mention of tourism branding in the document, exemplifying the difficulties described by Rosal (2018).

The analysis of the territorial brand categories revealed distinct periods of creation, dating back to 2013 (RS) and 2017 (RN). In the RO plan, the creation of a planned territorial brand was not observed, but rather diffuse discourses about the space. The RS brand is partially active and the RN brand is still in operation. After the analysis of the criteria listed in the category *creator of the territorial brand*, it was observed that RN is advanced in the partial understanding of the concept proposed by Almeida (2018). This scenario shows that the creation, development, and management of this type of brand goes beyond the design of a logo. Another point to consider is that the development and availability of graphic material focused on brand identity was found fully in the RN brand and partially in the RS brand.

The visual graphic representation of the RN and RS brands is grounded on elements of their cultures, especially the hegemonic ones, Potiguar and gaucho respectively, which goes against the idea of the plurality of identities in the same territory of Hall (2001) and Haesbaert (2004). However, these elements confirm the power relations arranged in the territory (RAFFESTIN, 1993) through territorial brands (ALMEIDA, 2018). The slogans of both brands (RN: Everything starts here; RS: A great destination) also mirror their local cultures and the intentions of the groups of social actors who created them. The concept of these brands goes into specific geographical aspects: RN refers to five Poles, giving the idea that the state starts from them; and RS mentions a set of micro-regions, however, without specifying them. The RS brand is identified more with the identity of its capital, Porto Alegre, and metropolitan region than with the plurality of territorial identities of the State. Both refer to tourism in their objectives. However, the RN brand makes a partial association with smart tourism experience (STE), expressing its interest in promoting *experiences* in the state.

The states of RN and RS use a planned and mixed territorial brand grounded in hegemonic discourses and symbolic territories. On the other hand, RO shows that it still uses a diffuse brand coined organic and discursive about the territory, without any intentional or visual planning. This type of diffuse brand has neither a core nor a specific message, and its territorial image and reputation are helpless of organized planning. However, the RN and RS brands are partially planned, given that a brand of this type is based on the precepts of place branding and comprises elaborate strategies (ESTEVES, 2016). Thus, it is not possible to fully consider the RN brand a planned territorial brand, even if it stands out among the investigated brands and uses a clear message.

Two narratives are recognized and boost the brand of the states: 1) RN adopts the narrative of cordeis; and 2) RS focuses on the hospitality of a specific culture, the gaucho. We did not identify a narrative in RO due to the opacity of its brand (practically non-existent). The use of narratives arising from the local reality confirms that there are distinct processes of implementing a territorial brand, as highlighted by Haesbaert (2004) and Kavaratizs (2015). When inserting cultural narratives in a territorial brand, it identifies the presence of what Pecqueur (2009) called "lived space" and Raffestin (1993) called "lived territory". This scenario notes the existence of links between the

territory and the brand, to configure a territorial brand in which regional development is present (Almeida, 2018).

The management process analysis of the three territorial brands analyzed in this study presented discrepancies. In RO there is no evidence of any process of place branding. RS showed minimal signs of such a process while the brand was active. However, as of 2017 these indications were no longer found, which may indicate that the brand is being used as a logo that identifies a singular territory and not as a brand of territorial nature. RN presents another reality, with partial evidence of management focused on its recently created brand. However, it is still too early to affirm that this is an integral process of place branding. The RN and RS brands are mentioned in their tourism plans, proving the existence of territorial brands in the Brazilian reality, even if minimally. RO is the state that presents the most precarious understanding of the development of a territorial brand. The different realities investigated reveal that the territories are seeking ways to distinguish themselves and highlight their potentialities and cultural aspects, and the use of territorial brands is one of these paths. In general, the results indicate that the RN is in a more advanced stage than the other states concerning the actions of structuring and executing the state tourism plan, as well as the use of territorial brand as a strategy for the development of tourism in the state.

RN stands out for its public management of tourism with a mixed, integrated character and with relative institutional stability, and for the advance in the use of the territorial brand (and the high degree of insertion of this brand in the tourism plan itself) as a strategy for the state's tourism development when compared to the other states analyzed. It calls attention to the fact that RN is the only state that uses a resource uncommon to territorial brands, which is the hierarchy of the brand message. Concomitantly, this hierarchy exposes power relations, confirming the legitimacy of the brand of territorial nature (Almeida, 2018). It is noticed that the state prioritizes the development of punctual actions, aiming at the expansion of its tourism brand. Moreover, it also seeks the dissemination and acceptance of the discourse of social actors centered on the idea of Poles, whose brand symbol refers to five geographical points listed by the actors who created the brand Potiguar. Although it has conditions to be more than a tourist brand, the RN brand is reduced to a tourist tool, without the due exploration of the range of its potential.

The scenario found in RS reveals that tourism development actions at the state level have been losing space in recent years. Its tourism plan is no longer in effect and this makes the main state public management document for the sector outdated. Among the possible causes for this lack of interest in prioritizing tourism actions and strategies are the successive changes in the tourism portfolio. It is believed that this situation has happened due to mergers with other areas, causing a series of losses, both in terms of budget and human resources. When it comes to the state's tourism brand, the situation replicates itself both in the lack of understanding of the power and use of a territorial brand and in the gradual disuse of the tourism brand created in 2013. Its insertion in the tourism plan is minimal, being reduced to only one of the goals of the mentioned document (creating a brand for the state). Currently, the brand is restricted to a logo that identifies a territory and there are no strategies that establish a solid or persuasive discourse. Thus, there is a need to recover and renew the brand.

The reality of RO reveals that the state is still in the initial stage of the development of structuring actions and strategies aimed at tourism. There is the perspective of creating a specific State Plan for tourism. Besides, there is still a need for more investment and structuring of the sector. In this primary stage of structuring of tourism development actions, it is identified that the tourism brand is still in its discursive form, however, diffuse. Even in the state's tourism plan, the presence of this type of brand is absent. Thus, the authors verified that the brand of RO needs strategic structuring in its actions, discourse, message, and visual symbol. In general, territorial brands start to be structured from a diffuse discourse about the territory. Accordingly, it can be considered that at this moment RO is at an initial stage in the constitution of a future territorial brand for the state.

Final Considerations

Based on the analysis of the results, it is relevant to understand the relationship between the state tourism plans and the territorial brands. This study fully met its main objective, which was to identify if the states of RN, RO, and RS are developing their tourism plans based on territorial brands as a strategy for tourism development, as well as their degree of insertion in these documents.

The results achieved showed distinctions between the realities analyzed, bringing to the center of the discussion the need for expansion of national public policies aimed at tourism. This scenario makes it possible to extend actions and strategies to the other Brazilian states, despite the importance of their particularities. Although it is not possible to make generalizations, the results allow us to take another look at the importance of structuring territorial brands in public tourism plans that aim to promote and attract tourist destinations, especially from the consolidation of policies and strategies for the sector.

Among the contributions of this research, it is possible to mention the opportunity for states to use the resource of territorial brands in their tourism plans, especially the perspective of territorial brand in regional development. By using this resource, states can explore, more broadly, their strategic potential for tourism development, transcending the common idea of having only a tourism brand or logo. Regarding scientific research, the study allowed for the expansion of knowledge on the investigated themes.

Finally, the authors believe that interviews with the managers responsible for the elaboration and execution of the states' tourism plans could be the basis for future research. This inclusion could bring interesting information about different points of view and would help in the elaboration of complimentary statements about the investigated themes.

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