



Chapter 75

Placemaking as a vector and development instrument in the post-pandemic context

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ABSTRACT

The resumption of local development, in a post-pandemic scenario, is one of the great challenges for cities. In tourist cities, where tourism is an important economic pillar, initiatives for the regeneration and requalification of urban spaces as a promoter of social interactions, cooperation, and economic opportunities, enhance the adoption of Placemaking practices. Therefore, the objective of this essay is to present propositions and considerations for the application of Placemaking as a vector and instrument of local development in articulation with tourism, based on creativity and collaboration. As a result, it is observed that urban transformations under this guideline demand structural adjustments and require local reconfiguration, especially in a post-pandemic context. In this sense, it is observed that the aspects treated can help in carrying out diagnoses and formulating Creative Placemaking projects for local tourism development, linking actions to the entrepreneurial behavior of individuals and the Sustainable Development Goals of the United Nations Organization.

Keywords: Placemaking, Instrument, Local Development, Developing countries, Post-Pandemic Context.

1 INTRODUCTION

Is it possible to (re)establish the sense of place as a sense of identity and solidarity in a society in the post-pandemic context? What influences will allow us to be proud of where we live after the impacts of an epidemiological crisis? Despite suggesting different interpretations, pride can be delimited as a collective product of our traditions, combined with what is expected in terms of quality of life, in the present, as well as the broad prospects for improving and perfecting our relationships with the space in which we live. that we circulate and possibilities for socialization in the future (Duxbury and Richards, 2019). Immediately, imagining a post-pandemic context, urban space is the place that can gather and value such attributes by stimulating local creative potential and a constant democratic process for long-term planning.

In developing countries, it is up to national governments to implement actions for municipalities that demand greater contingencies in times of economic scarcity, which, consequently, has implications for the full functioning of their institutions, mainly the rationalization of the use and direction of public resources (Degenhart et al. al., 2016), to guarantee social well-being.

In an adverse and challenging scenario, to ensure greater financial autonomy in times of crisis, prospecting for opportunities and the search for sustainable development alternatives can bring about opportunities for the implementation of public policies and projects that have an integral and long-term dimension under the perspective of public management in cities. A perspective focused on community development, in this sense, becomes allied with Creative Placemaking practices, which enhance the economic and cultural use of the city, in a participatory way (Duxbury and Richards, 2019), and also as a reaction to a growing sense of belonging. loss of the sense of “local” in contemporary urban spaces and lifestyle (Zitcer, 2018), often external and artificial to the territory.

In addition, the COVID-19 pandemic reiterated the need for changes in the organization of the economy worldwide, towards a networking dynamic and has, consequently, imposed on public managers greater attention to resources considered intangible (Richards and Duif, 2018), which are strategic for attracting new investment opportunities to a city, as the emphasis on production has given way to the ability to create, manage and distribute information.

Having these two resource generation matrices added to the adoption of Creative Placemaking practices in cities, as alternatives for local (re)structuring in a post-pandemic context, allied and in line with the Sustainable Development Goals (SDGs), of the UN, foreseen in the 2030 Agenda (ONUBR, 2016), could serve as a precursor to economic diversification, based on cultural and natural heritage and the generation of new opportunities for sustainable development. The strengthening of tourism itself, as a well-articulated and non-mass-executed strategy, can be a booster of practices and businesses in this direction based on creativity and innovation.

Faced with new opportunities for cities, for the generation of public guidelines, intending to achieve greater autonomy (economic, political, and cultural, project itself in a post-pandemic context, to attract

development through creative approaches in the management and use of the urban space), implementing Creative Placemaking practices requires public managers to have an articulated level of integration between sectors of society, inside and outside their territory, as urban transformations are assumed to preserve the local heritage in its most varied aspects. This involvement could also be associated with an entrepreneurial perspective, such as effectual thinking, which is based on the knowledge acquired by individuals and articulation with networks of actors to propose innovative solutions (Mediotte et al., 2022).

Studies on Creative Placemaking have revealed successful applications in cities of different sizes in countries in the northern hemisphere such as Holland, Thailand, Spain, and Portugal (Duxbury and Richards, 2019), but it is assumed that this vector and instrument can be extended to countries under development.

To this end, understanding the need to analyze the current terms involved in Placemaking practices with greater critical precision, as they have a broad base of conceptualization and interpretations in their practical scope (ZITCER, 2018, p.1), the following research question emerges: How can Creative Placemaking in Tourism be used as a vector and instrument for sustainable local development in a post-pandemic context?

2 METHODOLOGICAL COURSE

To enable answers to the question indicated in the previous topic, this study is characterized as a theoretical essay, of a “reflective and interpretive nature” (Meneghetti, 2011, p.322), arising from the qualitative conception based on the literature evidenced in the course of the next constituent topics, based on data collected and analyzed from bibliographical and documentary research, in addition to the propositional perspectives of the authors of this essay because it is understood that:

The essayist seeks to bring the reader into the universe of the essay, allowing the relationship between his subjectivity and that of the reader. Spaces are not consolidated as arenas for disputes based on reason based on truths proved by facts and evidence. The essay allows the subjects related to it to develop their intellectual autonomy and form their knowledge, without falling into totalitarian rationality, which tends to frame the understanding of reality from the establishment of apparent truths. For this reason, the essay need not present affirmative conclusions. Questions, in the form of reflections and new questions, are more relevant than conclusions that establish the final and definitive milestone [...] the importance of establishing adequate questions guarantees the dialectic relationship between subjectivity and objectivity (MENEGETTI, 2011, p 330).

The essay to demonstrate rigor in its composition, its choices must be clarified (Emmendoerfer, 2017) in terms of defining the objective and carrying out the study. The objective of this essay was to discuss the application of Creative Placemaking in Tourism as a vector and instrument of sustainable local development in a post-pandemic context.

In terms of execution, in this essay, the choice was circumstantial (the presence and crisis caused by the Covid-19 pandemic on a global scale) and intentional, as it sought to point out possibilities for development at the local level through creativity. In conceptual terms and narrative review, the choices for

preparing this essay are based on contemporary studies on Placemaking by Greg Richards, who bases his arguments on works on the production of space by Lefebvre (1985 [2013]), adding the arguments of creativity and tourism (Duxbury and Richards, 2019) as core elements of local development.

The central argument is that a post-pandemic context will demand creative, collaborative, and sustainable actions, for the resumption of growth and local development of repressed cities, which until then in a pre-pandemic society were not being activated, due to the maintenance of their status quo, given that socioeconomic growth took place minimally. In this sense, there is a need to propose creative and innovative actions aimed at local development, with Placemaking being an important vector and instrument to encourage tourist activities and thereby allow localities to reach greater levels of prosperity (Emmendoerfer et al., 2020).

Thus, this essay began by characterizing the concept of Placemaking. From the above, the reader will be able to understand different approaches to the concept and its structuring elements, which were five axes of analysis (Control and Autonomy, Integration, Transparency and Accountability, Participation of Society, and Vision Based on Projects) to create a line of reasoning that allows public managers to have a basis for structuring, evaluate and executing initiatives around Placemaking practices, of which Participatory Governance plays a fundamental role in conducting them.

It is also important to understand the limiting factors, or what the public manager should have when considering the adoption of Placemaking as a geopolitical strategy, as well as the relationship between the aforementioned concept and its application in tourism.

Firstly, the perspectives related to Creative Placemaking and its characteristics are presented. Still, it became valid to explain possible points of tension found in studies on the subject and the main elements necessary for the application of Creative Placemaking as a vector and instrument for local development. For this, we mainly used the definitions presented by (Markusen and Gadwa, 2010) from a whitepaper about Placemaking, and the analyzes of Richards and Duif (2018) and Nowak (2007) considering their applicability and directions to be taken by public managers.

During the process of in-depth studies on the subject, one can also identify the need to understand an essential element as a predecessor of Creative Placemaking practices for its implementation in developing countries: the nature of Participatory Governance. For this purpose, the studies by Fischer (2012) and Slomski et al. (2008). In this way, the attempt to understand how a growing phenomenon of urban transformation, seen in various locations in the northern hemisphere, can be understood as something in the potential for cities in the southern hemisphere, especially in developing countries, becomes more precise.

3 PLACEMAKING AS A VECTOR AND DEVELOPMENT INSTRUMENT: CREATIVITY AND THE LOCAL LEVEL AS STARTING POINTS

The term Placemaking can be interpreted as the result of strategic actions planned and implemented by local governments, based on the articulation of different interested parties (stakeholders), to enhance the local urban space and improve the quality of life of the entire population that lives there. uses it (Markusen and Gadwa, 2010; Markusen and Nicodemus, 2014; Richards, 2017). We consider stakeholders as "any group or individual who can affect or is affected by the achievement of the organization's objectives" (Richards and Duif, 2018, p. 67). We can observe from the above that, for a city, the number of interested parties is vast, and, therefore, the integration between them must move towards problem-solving, implementation, and constant participation. Therefore, not only identifying them regarding the correct management of their relationship levels, it becomes an essential element in the application of policies aimed at Creative Placemaking.

Thus, a vision based on community development towards Placemaking has the potential to "better address the needs of communities and take better advantage of local assets, particularly people, in a more understanding, the responsive, authentic and inclusive way" (Hecht, 2014. p.11).

Regarding the work of Markusen and Gadwa (2010), it can be stated that the concept of Placemaking is based on the assumption of taking advantage of these urban spaces through the use and promotion of local cultural and artistic capital. The key point in such a conception is the civic effort that flows between the parties, in the universe of the city itself, to also foster the ability to create a distinct space that actively reflects the way of life and values of the local society.

From this perspective, it is possible to understand Placemaking as a strategic product of initiatives of this nature, and whose success is not related to its scale or scope. Therefore, its adoption in large urban centers or action at the local level, such as neighborhoods and small towns, is distinguished according to local economic, political, and institutional characteristics (Markusen and Gadwa, 2010).

The difference between Placemaking and specific urban interventions resides in the need that the former has to build sustainable places, which last and immediately reflect the lifestyle of the local population, and the focus on this difference distinguishes Placemaking from simple social spaces, which can be lost over time.

The term Placemaking began to be refined in the 1970s, by William H. Whyte, from the organization of the Project for Public Spaces (PPS), and has been considered until then as the main driver of its ideals, which, according to Heemann and Santiago (2016, p. 11), also "[...] consists of looking, listening and asking questions to people who live, work and frequent a particular space, intending to discover their needs and aspirations". Heemann and Santiago (2016) suggest that the public spaces present in cities, in which Placemaking is implemented, are those:

- Where cultural celebrations, including between people, are held;
- Where economic and social exchanges actively take place;
- Meeting points between people;
- Where people of different ages, genders, and cultures meet;
- That serves as a stage for public life, for the exchange of experiences and co-participation in everyday life.

In this way, the fundamental characteristics to configure cities as successful spaces, through Placemaking, understood in this essay as a vector and instrument of sustainable local development, are the constant improvements and evolutions, because of the dynamics and rapid market changes and new information technologies, the institutional, social, economic, environmental and cultural relationships that occur in cities (Duxbury and Richards, 2019), which will require assertive strategies to overcome the effects caused by an epidemiological crisis, such as Covid -19, responsible for changing socioeconomic dynamics on a global scale, particularly evident in the year 2020.

Having as a reference the diagram proposed by the PPS for the evaluation of qualifying elements in the creation of places that reflect Placemaking characteristics, Heemann and Santiago (2016) presents a series of guidelines that must be taken by stakeholders within the Placemaking process so that concrete parameters for analysis and use of spaces in the city by public managers or collective initiatives are established, as can be seen in Figure 1, below.

Figure 1: What makes a place successful? Proposed guidelines based on the document prepared by PPS as a starting point for Placemaking practices



Source: Elaboration based on the publication by Heemann and Santiago (2016).

In this sense, for interventions to maximize the use of the necessary creation efforts, Nowak (2007) defines local community development through Placemaking as the management of practical tensions between civic sectors of a city in favor of increasing economic opportunities, quality of public assets, and capital flows. According to the author, the rise in studies on the impacts generated from an economy supported by indigenous traditions and cultural and creative heritage helps public managers in the creation of metrics and analysis parameters that make it possible to delineate such tensions more efficiently, facilitating the allocation of financial and political investments and by stakeholders.

The presence of stakeholders is important in this construction. The definition of such a presence, for Richards and Duif (2018), boils down to how parts of society organize themselves and are 'concerned' with the progress of the city, whether due to its economic and/or social issues. In any case, these stakeholders, in general, can also be considered entities that have an interest in financial return but are based on the health of the municipal ecosystem.

Richards and Duif (2018, p. 21) define Placemaking in the context of social construction adapted to a context of insertion of cities beyond their physical borders, a characteristic enhanced by new technologies and information flows. The authors identify three foundations for the construction of a geopolitical logic of Placemaking, which, when established, encourages the creation of value around the potential of a municipality. This primordial identification thus represents interconnectivity between Resources, Meanings, and Creativity, as shown in Chart 1 and Figure 2.

Table 1 – Initial Notions for the Practice of Creative Placemaking

Resources	They reflect those tangibles and intangibles available to the city, or which it can obtain.
Meanings	They involve engaging stakeholders and establishing their emotional connections with the places they live and use, thus initiating the necessary processes to change and improve the city.
Creativity	Weaving narratives to link tangible and intangible resources and their meanings into a coherent story that can capture public attention and support, and making innovative use of these resources as means of creating value for the city.

Source: Adapted from Richards and Duif (2018).

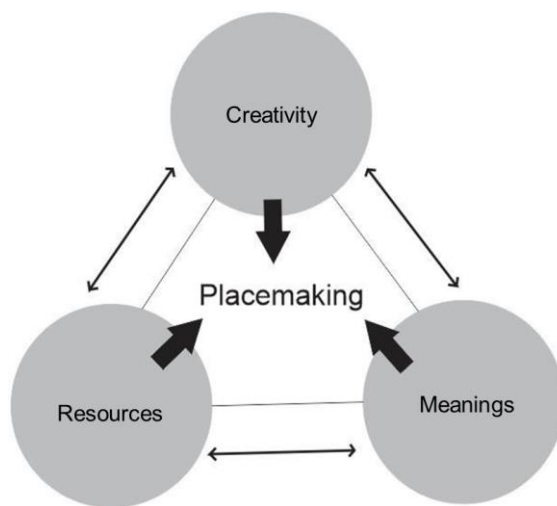


Figure 2 – Framework proposed for the success of Placemaking practices: the imbalance between the presence of one of the three factors impairs the efforts arising from obtaining and using the assets of a city

Source: Richards e Duif (2018, p. 240).

The measurement of aspects linked to Placemaking becomes visible in the existence of integrated agendas around an event, which is articulated in such a way as to direct public policies, prospecting for financial resources, and, consequently, urban interventions that are compatible with a more between the largest number of potentially interested parties in the city's development (Richards, 2017). The need for balance between the primordial elements in the practice of Placemaking "also created the need for a more integrated and holistic approach to the relationship between events and places" (Richards, 2017), and with

tourism, it proved to be an approach complementary to local brand and place marketing initiatives (Duxbury and Richards, 2019).

The development of an initial integrated vision as the focus of a medium/long-term program or plan of action enables the municipality to be the main starting point for establishing a practical schedule focused on Placemaking. However, to reach such a level, it is necessary to articulate, structure, and manage a larger network that encompasses the interests of all parties that make up this shared vision, and processes are necessary in this regard. Richards and Duif (2018) delimit such elementary processes, presented in Table 2, below:

Table 2 – Elementary processes in a Placemaking approach

Inspiration	It is the first of the steps, as partnerships are established based on the inspiration of initiators, individuals who can often be mayors or civic leaders.
Selection	Successful initiators choose partners who can bring complementary skills to the project. If stakeholders do not represent legitimate city interests, it will be difficult to garner support or resources for this.
Putting processes in place	The structure of partnerships is important, because by adopting collaboration models with a leadership position, that is, establishing key rules and developing a shared vision, partnerships are increasingly able to institutionalize themselves in the medium to long term.

Source: Extracted and adapted from Richards and Duif (2018)

Highlighting the symmetry between programming and aligning different positions, the authors mention the importance that a program has in "(...) guiding the process of generating content based on the city's DNA, content that people will see and experience. A program also leads and directs, as it has a vision that guides the selection and presentation of content." (Richards and Duif, 2018, p. 81)

With the argument of maintaining events as catalysts for development with a social focus, such a holistic approach is still seen by Richards (2017) as a backbone in long-term strategic reasoning. Because of this, such a vision must be applied to fit the municipality's experience, through a recurrent structuring around its needs and institutional possibilities. Done in such a way that such organization in extended terms is also adjusted to the structural reality of the locality (executive and legislative entities, mainly).

3.1 STRUCTURING ELEMENTS

So that the elements preceding Placemaking practices cited by Richards (2017), Richards and Duif (2018), Duxbury and Richards (2019), as well as the management of social and civic tensions advocated by Nowak (2007) are fully identified and addressed, it is necessary to make an analysis based on the structuring questions in Placemaking, which help to explicitly delineate a projection of such practices. In this way, characteristics presented by different cases of Placemaking become easily detectable by public managers and policymakers at the local level.

As Nowak (2007) argues about the fluidity of the nature of communities, exercised through domains that walk together around the construction of local identity, he also chose to more emphatically address social issues related to a proposal for a Placemaking structure in practice. The fluidity portrayed by the author concerns the organization of the local ecosystem of a city, considering the existence of intermediary elements within a relational framework, in which the local community, the information tied to the capital and the population, as well as external markets at local, regional, and global levels, all share.

Therefore, the elaboration of a relational framework compatible with the municipality's aspirations involves considering four domains pointed out by Nowak (2007, p. 6), namely: 1) Social Capital and Civic Institutions; 2) Public Assets and Infrastructure; 3) Economic Assets and Market Relations; 4) Flows of Information, Capital, and People between Places. These domains are aggregated to an investment portfolio logic, where action strategies extend to the internal processes of the municipality, its civic organization, and stakeholders.

To propose an instrument for local development, which encompasses the four domains presented, Emmendoerfer (2020) sheds light on the concept of Effectual Placemaking, which is associated with the expression of entrepreneurial behavior by local actors (effectuation) for reprogramming the place, considering it a territory, and evoking actions of identification, recognition, regeneration, and improvement of the place, to mitigate public problems. This effectual behavior also involves considering practices and conditions of accessibility, usability, comfort, and sociability, taking into account individual and collective aspects, such as acquired knowledge, skills, interaction, and commitment with stakeholders, and control of actions (Mediotte et al., 2022).

3.1.1 Social Capital and Civic Institutions

The construction of a civic social consensus is crucial for a healthy establishment of relationships between public and private entities in favor of change and economic development (Nowak, 2007). For the author, the stimulus for strengthening the Social Capital translates into

[...] relationships of trust and changeability that can be mobilized to achieve instrumental ends. Social capital is the 'glue' of the relationship by which individuals, families, and social networks navigate economic opportunity, social conflict, and varied institutions. While social capital is not only built through 'place-based' networks, a sense of locality plays a large role, particularly in economically disadvantaged areas (Nowak, 2007, p.).

Richards and Duif (2018, p.35) emphasize the emergence of "networking economies" over the so-called "agglomeration economies". The latter points to the need for the existence of populous urban agglomerations so that more than enough cultural, technological, and financial capital is fostered in the implementation of Placemaking practices.

However, the new economic logic, especially in the new post-pandemic scenario, indicates a need to adopt strategies for greater interconnection between small cities so that the use of individual potential, when aggregated, is greater and lasting. Because of this, the good mapping and establishment of local Civic Institutions point to the direction of a logic of the future through networking, triggering the establishment of solid partnerships and opportunities for growth.

3.1.2 Public Assets and Infrastructure

According to Nowak (2007), the establishment of relationships between capital flows and public and private investments must be understood in their complexity. From this point on, knowledge of how public and community assets have the potential to leverage social progress is valid, as well as obtaining such knowledge, when not present in the daily life of the local population, is recommended to start from public power.

Still following the author's ideas,

[...] a community with precarious public infrastructure, for example, will have lower values for housing, related to comparable products, and which have a better public structure available. The links between public value and the ability to produce quality market outcomes for consumers, investors, and residents are critical (Nowak, 2007. p. 6).

In parallel, Richards and Duif (2018) start their analysis of Placemaking from the assumption of urbanity as a sense of identity and solidarity. Such urbanity is not directly related to the size of the city and, therefore, presupposes the consideration of this sense of identity by the city as strategic in the management of its physical resources and provision of services. According to Lefebvre (2001, p. 62), the term city refers to the "projection of society on a place, that is, not only on the sensitive place but also on the specific plane, perceived and conceived by thought", characterizing it if in "object of consumption, the opportunity for profit, production for the market" (Ibidem, 2001, p. 79).

In short, cities must be aware of their structural potential, always based on the concrete results that can be generated from intrinsic aspects of their cultural traditions.

3.1.3 Economic Assets and Market Relations

Nowak (2007) establishes this domain based on a market logic, which affirms the growth or depreciation of public assets as a consequence of values present in individual and social actions. In this spectrum also resides the ability of individuals, residents, businesses, and governments to invest and develop such assets.

Faced with such a perspective, the author points to the competitiveness of the assets of vibrant communities, or, according to the perspective of Richards and Duif (2018), the capacity of the municipality to organize itself around a local DNA by the different stakeholders. For Nowak (2007), vibrant communities consequently have more competitive assets that generate new opportunities. Both in the social and entrepreneurial fields, the use of public and private capital moves towards improving the quality of local infrastructure.

However, the differentiation role of cities cannot be confused with the mere adoption of symbology and branding practices. By emphasizing the importance of events as a guiding and unifying element of efforts across cities, Richards and Duif (2018) present the argument that the tangible resources of a municipality, such as infrastructure, “[...] make living in the city possible. , but only the intangibles make it desirable” (p.50). The aforementioned authors defend, as an example, the inclusion of local human capital and its retention as the closest definition of these intangible resources.

3.1.4 Flows of Information, Capital, and People between Places

The last domain suggestive of a Placemaking structuring resides in the connection between locations. Still, it is clear that such a connection is seen “[...] clearly in the notion of connecting social capital and high-value civic institutions” (Nowak, 2007, p. 7), thus translating into a relationship of mutual benefit, with which there is a creation of demands for investors and consumers at the same time that there is the promotion in the quality of public capital. Seeking partnerships in your own 'backyard' is an advantage for public managers, who know who they are dealing with, as well as contributing to the presence of a shared culture that facilitates collaboration. On the other hand, the nearest neighbors can also be considered as the biggest competitors, so there is a tendency to look for partnerships beyond, where new opportunities can also be found (Richards and Duif, 2018).

Understanding regional connections has become important for policy analysts focusing on low-income communities. Placemaking restores or creates links between the local city and regional markets, making them more attractive places that also serve as incubators for people, money, and ideas. Isolation reinforces poverty and lack of investment (Nowak, 2007, p. 7).

3.2 REFLECTIONS ON THE APPLICATION OF CREATIVE PLACEMAKING IN DEVELOPING COUNTRIES BECAUSE OF THE POST-PANDEMIC CONTEXT

When the emphasis on the development of Placemaking practices by the government is assigned from a functional point of view, it also becomes necessary to assess how some perspectives should be launched as a counterpoint to the terms and domains studied. For Zitcer (2018), these concepts fail when they are endowed with a lack of critical investigation, and the practices associated with them require continuous interpretations/deconstructions and contestations due to the possibility of different variables acting in each municipal context studied.

Richards and Duif (2018, p. 56), point out the change from a transactional model of public services to practices that make citizens active members of these same services, thus mentioning the use of a "service city model". Still, the transformation of the idea of the city, as an entity that delivers services to the citizen, to one that works together with the citizens, promotes the emergence of new models of governance, transforming urban services through a dynamic that efficiently uses their availability.

In the same approach of government and the transformations in its relationship with society, Nowak (2007) also argues that the contribution of the public sector to development based on cultural traditions goes beyond the physical results obtained by Placemaking programs, but rather, as how the correct management of public assets generate support for civic and market investments, as well as serving as a bridge between these sectors and the creative activity of the municipality.

The joint action of the public and private sectors in the post-pandemic context should also be to re-establish the population's confidence about remaining in the city and using cultural and creative spaces. Given the doubts and uncertainties generated throughout the pandemic, especially for a significant period where social isolation was encouraged and even forced (for some). Within this perspective, of inclusion of society to think about solutions for the public space, Placemaking Effectual is considered an important path, since it takes into account the trust between different actors, seeking to identify complementary skills and knowledge in identifying the problem, designing solutions and implementation of policies for urban revitalization and local development (Emmendoerfer et al., 2020; Mediotte et al., 2022).

Parks, public squares, community centers, bookstores, and recreational facilities are traditional foundations of artistic activity in a community, as they are free and accessible. Such spaces should be even more valued, in a creative way, considering that after the period of social isolation due to Covid-19, it will be necessary to (re)configure public spaces and places so that people can meet, connect and interact with each other. The governance and conditions of these places reveal substantially how the city thinks about local creativity and how it understands the essential role of the public sphere in Placemaking and private investment (Nowak, 2007).

Also, how demands for cultural activities are managed and/or stimulated in cities affected by an epidemiological crisis, reveals the public interest in providing basic infrastructure services and the (re)organization of the urban arrangement. By raising critical questions about the conceptions of Placemaking commonly addressed in studies on the subject, it is among the most important to encourage the generation of cultural scope clusters that can organically establish themselves, because of what Zitcer (2018, p. 4) presents as "successive copies in the aesthetics of a Placemaking strategy" due to the lack of diversification of sources, resulting in the reach of aesthetic interests that do not represent the issues of a given local community.

The consideration of aspects related to Placemaking that run into the lack of connection between resources, meanings, and creativity in their approach and application tend, in a way, to generate conflicts regarding the implementation of new policies or the realization of projects aimed at creative urban

qualification. This clash can be attributed to the erroneous differentiation between, in fact, Placemaking practices and Place Marketing practices by public managers and stakeholders in the context of promotion and promotion of tourist activity.

When analyzing the role of events as promoters of correct Placemaking practices, Richards (2017) points to the 'habit' of such practices being analyzed mainly in the scope of changing the image or physical regeneration of spaces. The main issue present in the difference between Tourism Marketing and Placemaking thus resides in the potential risk of a limited vision of selling a location that ignores the dynamic role that social and cultural elements assume as inductors of deeper transformations, making the identity shown and promoted not in line with the local reality. Such (lack of) perception and level of sense of belonging before the population tends not to generate concrete results in terms of potential transformations that Placemaking practices are intended to generate.

Because of this, we can combine Creative Placemaking with the Sustainable Development Goals (SDGs), present in the 2030 Agenda of the United Nations (UN), which aim to promote the creation of public policies, basic projects, and good practices, through participation between public and private sectors and agents, the academic community, the third sector and civil society, conceived through a governance pact. This new Agenda seeks to improve people's lives by prioritizing 'global' actions and setting goals for the sustainable future of countries, regions, and especially the most vulnerable families in socioeconomic terms (ONU-BR, 2016).

In the case of a post-pandemic context, it is possible to identify that among the SDGs, linked to the assumptions of Creative Placemaking, we can highlight Health and well-being (SDG 3) and; Sustainable Cities and Communities (SDG 11). Allied with new models of governance and tourism, these Objectives, together with programs and structural planning for cities affected by the epidemiological crisis, will have to put into practice strategic actions to guarantee not only economic growth but also to shape the conception of place concerning sociocultural perspectives, given the resocialization of urban interactions.

In the same sense, Nowak (2007) exposes the advantage that cultural clusters can obtain as a model for local business growth. On the part of the community, specialization around a cultural industry guarantees greater chances of 'surviving' economic cycles, and the fact that they have an organic structure prevents gentrification processes¹ observed in places where Placemaking practices were not preceded by a joint and structured social order (Nowak, 2007; Zitcer, 2018).

¹ In its first definition, the term refers to processes of change in urban landscapes, to the uses and meanings of old and/or popular areas of cities that show signs of physical degradation, starting to attract residents with higher incomes. The "gentrifiers" gradually move to such places, captivated by some of their characteristics - architecture of the buildings, diversity of ways of life, infrastructure, the offer of cultural and historical equipment, central or privileged location, low cost in comparison to other neighborhoods -, starting to demand and consume other types of unprecedented establishments and services. The concentration of these new residents tends to cause economic appreciation in the region, increasing real estate market prices and the local cost of living, and leading to the expulsion of former residents and traders, commonly associated with populations with greater vulnerability and less possibility of mobility in the urban territory, such as working classes and immigrant communities. These, unable to keep up with the rise in costs, end up moving to other areas of the city, which results in a reduction in the social diversity of the neighborhood (Alcântara, 2018, p. 1).

3.2.1 Participatory Governance and Tourism as civic organizers

In the scope of analysis of Placemaking practices, the need for a holistic approach by public managers meets an essential question: Faced with an environment in which the public sphere is the main promoter of policies and actions aimed at tourism through Placemaking, which parameters, within the scope of Public Governance, should also be analyzed?

In a definition of Public Governance, it can be understood that it is linked to the defense of good practices within a given context and resides in the respect for its limitations within the law, added to the ethical principles that govern the behavior of the public entity in the face of the political and social organizations of a given geographic space (Slomski et al., 2008). For Hultman and Hall (2012, p. 550), the so-called Locality Governance, associated with the context of Placemaking, "describes modes of management based on networking over resources whose values are recognized and sometimes contested."

Such dynamics of assigning values in an environment of constant exchange and representativeness are also analyzed by Slomski et al. (2008), addressing the identification of essential values for conducting activities in the practical sphere of Public Governance, namely Effectiveness, Efficiency, Parsimony, and Performance. Although such concepts carry corporatist aspects to the bureaucratic sphere, the attention given in this essay resides in Democratic or Participatory Governance, which involves decision-making processes that deal with social rights that are expressed and, possibly, effective, through public policies.

The role of the municipal public manager, in a Placemaking context, is in the correct leadership in the different social sectors due to the needs of the place. And, if linked to the logic present in the conceptualization of Public Governance, it opens the way for several possibilities in the construction of networks between such social sectors of which they constitute its management. In this way, the appropriation of the city by the citizens starts to demand democratic governance regarding the strategies and organization of its spaces, through the construction of networks, as a way to integrate different political perspectives beyond the corporative relations, avoiding gentrification, propitiating and stimulating social inclusion (Hovil and Stokke, 2007; Reis, 2012).

The nature of Participatory Governance focuses on deepening and enhancing public participation not only in terms of access to government information but also in terms of an equitable social representation system, reaching out to social problems that affect and can be solved through the effective participation of population segments. The practice of Participatory Governance in the public sphere resides in the equal distribution of political power; fair distribution of resources, decentralization of decision-making processes, development of a broad exchange of knowledge and information in a transparent manner, the establishment of collaborative partnerships, emphasis on inter-institutional dialogue and Accountability (Fischer, 2012).

Pinto et al. (2018) expose the improvement in the decision-making scope of the public sector, while social participation and the promotion of citizenship are fully exercised in the management of public assets. The appreciation of social participation also becomes a central element of a virtuous circle of Accountability (transparency) in the actions of public instances in a Participatory Governance, tending to

optimize the relationship between demands, often neglected or simply forgotten by the preponderance of an excessively bureaucratic system, and efficiently addressing the solutions obtained in a closer relationship with the population.

It can be said that in the tourist environment, the construction of a notion of locality starts from a principle, in essence, is divergent from the same meaning when compared to a Placemaking perspective (Hultman and Hall, 2012). The creation of a meaning for the promotion of a tourist destination goes through the disclosure of "extraordinary" attributes, of which the products of such disclosures translate into adaptations, or not, to the essentially local aspects of its population.

However, the notion of Participatory Governance, if linked to tourism management, proves to be relevant in the process of understanding the social nature of the materialization of a 'meaning' of place. Therefore, the identification of such a nature helps in understanding the different relationships and decision-making processes present in tourism focused on Placemaking (Hultman and Hall, 2012). Furthermore, Mediotte et al. (2023) point out that governance structures also help to promote creativity and innovation, promoting territorial re-signification through the generation and rescue of the autochthonous identity, which can strengthen tourist experiences.

Given this perspective, Participatory Governance applied in the context of Placemaking acts as a catalyst for more legitimate interventions, as the consideration of different social actors around the organization of a shared agenda can favor the very management of resources, as it decentralizes power decision-making towards less representative groups, but linked to a more effective agenda (Fischer, 2012).

4 FINAL CONSIDERATIONS

The identification of Placemaking characteristics cannot be limited to a simple task, especially when exploring the theme has as its main references the applications of the concept in different realities and forms of Participatory Governance and entrepreneurial behavior. Even so, bringing together different points of view around its execution allows us to evolve in the conception of what we have today, in terms of potential, for innovative practices of urban and social intervention in tourist municipalities hit by an epidemiological crisis.

Within the scope of Placemaking, the combination of Resources, Meaning, and Creativity brings together a series of complex interactions between different actors in society. As we have analyzed, in the post-pandemic context, the identification and categorization of these actors and their respective demands and interactions is the starting point for planning and implementing interventions within the scope of Creative and Effectual Placemaking, as long as they are effective and reflect authentically the lifestyle of its population.

The five axes of the analysis presented (Control and Autonomy, Integration, Transparency and Accountability, Participation of Society, and Vision Based on Projects) had as their main attention to create a line of reasoning that allows the public manager to have a base to structure, evaluate and carry out

initiatives around Placemaking practices, of which Participatory Governance plays a key role in conducting them. Social cohesion around the observation of different work fronts in tourism in a post-pandemic context is in part aligned with the axes of analysis described, but such axes still depend, in this case, on the understanding of other basic aspects in municipal administrative conduct, such as financial and tax issues.

The Identification and Structuring steps presented cannot be applied in isolation, or do not have a methodological character of encouraging the participation of different social strata (mainly those with a lower level of formalization) in the cities' tourism guidelines. The creation of a portfolio with the identification of assets in locations in the post-pandemic scenario, linked to the execution and promotion of the achievement of the Sustainable Development Goals, foreseen in the UN 2030 Agenda, as an initial assumption for greater awareness of the local economic activity of tourism it is an important initiative, especially in terms of the medium and long-term financial and commercial growth potential that such a portfolio can achieve.

The elaboration of an investment plan would also serve as a basis for the elaboration of new guidelines with the other municipal authorities, concerning a greater approximation between the interests of new private investments, without jeopardizing the conduct of public life and meeting the demands of the residents by municipal management. The realization of large events by private companies, in situations of post-social isolation, is not in line with the restructuring of the new urban perspective, a priori. In this way, an integrated urban and receptive infrastructure planning agenda must be related to an ordering routine, which minimally affects the environmental and structural aspects of local daily life.

The characteristics presented before the preparation of this essay, presenting an instrument and vector proposal, which led to the constitution of the guiding question, were established so that the Placemaking process itself as a whole can be understood through its application in cities, mainly tourist, whose urban scenarios present a post-pandemic context. In different ways and by the very concept of the term, it can be said that the existence of a pro-Placemaking atmosphere, even if embryonic, can always exist.

However, the full applicability of Placemaking lies mainly in the face of studies that have analyzed its behavior in environments of great representativeness and institutional solidity. This causes the necessary measures to be analyzed in the light of a reality opposed to that experienced in small municipalities in developing countries, especially when the structuring elements necessary for the implementation of Placemaking practices are pointed out. Such elements presuppose the adoption of individual entrepreneurial, financial, and political efforts that come up against the dependence of these same municipalities on a short-term cycle of transfers, generating distortions that prevent greater autonomy for cities.

However, "applying" a Creative and Effectual Placemaking instrument is a movement that does not necessarily start from the use of large resources to be effective. Furthermore, it is not restricted to urban spaces. Taking advantage of other forms of potential, however, also depends on a level of social cohesion

that even facilitates the implementation of a common agenda. The differences presented between the applicability of the concept in developing countries in the southern hemisphere reside strongly in social cohesion, the basis of creative actions for collaboration and solidarity between individuals, organizations, and territories, which are relevant in situations of scarce financial resources. It is also noteworthy that the entrepreneurial behavior of public actors and society is an important element to encourage collaboration and co-creation of solutions to public problems.

In this way, the development of Placemaking in territories and cities geared toward tourism involves some primary conditions:

- The openness of local public management to the increase and implementation of new tourist projects;
- Insertion in a logic of multi-territorial cooperation, from which it is possible to obtain, even if temporarily, tangible and intangible resources for the idealization and execution of these new projects;
- Public power's dedication to bringing together different sectors of the population in favor of joint community development;
- The capacity of the municipality to obtain and manage data for making strategic and rational decisions.
- Attention and inspection of the health conditions of the services, especially those that attract and expand flows, such as tourism and activities related to leisure and entertainment, such as events;
- Collaboration and cooperation between local actors, taking into account entrepreneurial behavior, knowledge, skills, and relationship networks

Thus, it is necessary to raise new questions about the challenges of the present that a post-pandemic context will demand or will pose to us in terms of local development. Are we prepared for a new epidemiological crisis? Will we have enough resources to face the adversities present in the world economy, especially if we consider societies with extreme economic and social inequality? What lessons can we learn from this historical situation, which completely changed the way of thinking about society, sociability, economics, and public health? What will be the future of nations, in the face of a post-pandemic reality, when even in the present, there are still relevant aspects of the socio-cultural context that need to be addressed and 'cured'?

As a recommendation for future studies, it is important to analyze Placemaking in tourism as a local development strategy, to verify how its approach behaves in different social and economic contexts in a post-pandemic context. In this way, the investigation around the presence of a pattern of behavior for Placemaking and its probable results can help in the creation of a model for such practices, adjusted to reality. It is also valid to analyze the results of participatory governance processes and effectual

entrepreneurial behavior as assumptions for the application of the logic of development and democratic and pro-market investments.

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