



Participatory experiences in urban planning and management: a systematic review¹

Maressa Correa Pereira Mendes¹ Maria Solange Gurgel de Castro Fontes² Renata Cardoso Magagnin³

¹ Specialist in Public Administration. São Paulo State University – UNESP. Bauru, SP – Brazil. maressa.mendes@unesp.br

² Post-doctor. São Paulo State University – UNESP. Bauru, SP – Brazil. solange.fontes@unesp.br

³ Doctorate in Transportation Engineering. São Paulo State University – UNESP. Bauru, SP – Brazil. renata.magagnin@unesp.br

Cite como

American Psychological Association (APA)

Mendes, M. C. P., Fontes, M. S. G. C. & Magagnin, R. C. Experiências participativas no planejamento e gestão urbana: uma revisão sistemática. *Rev. Gest. Ambient. e Sust. - GeAS.*, 10(1), 1-18, e19346. <https://doi.org/10.5585/geas.v10i1.19346>.

Abstract

The democratization of discussions about urban planning and management is a relatively recent process. It is based on the articles 182 and 183 of the 1988 Brazilian Federal Constitution and Law 10,257/2001 (City Statute), which consolidated the Master Plans as a basic instrument of the developmental policy and urban expansion of municipalities and made popular participation mandatory during its design and implementation.

Aim: To understand how the participatory experiences were during the Master Plans revision process in different Brazilian municipalities in consequence of the obligatoriness established by Law 10.257/2001.

Methodology: The methodologic procedure was a systematic review of academic researches (theses and dissertations) on Brazilian Digital Library of Theses and Dissertations – BDTD, data collected from participatory proceeding, systematization, and analysis of the results.

Results: The review identified: (1) the main characteristics of the researches in terms of their structure, area of knowledge, keywords, (2) the instruments of democratic management provided for the urban legislation and the respective participatory tools proposed by the Ministry of Cities and adopted by the evaluated municipalities, and (3) the main difficulties faced, as well as the advances and potentialities of including participation in urban planning and management.

Discussion: This research found out that the adoption of the instruments of democratic management, as well as the participatory tools, for a large number of studied municipalities do not support establishing that the participatory processes were effective, as a consequence of events that weakened them. Nevertheless, advances and potentialities to be consolidated were detected.

Keywords: Participation. Urban planning. Urban management. Masterplan. Brazilian municipalities.

Experiências participativas no planejamento e gestão urbana: uma revisão sistemática

Resumo

A democratização das discussões acerca do planejamento e gestão urbana é um processo relativamente recente e está fundamentado nos artigos 182 e 183 da Constituição Federal de 1988 e na Lei 10.257/2001 (Estatuto da Cidade), que consolidou os Planos Diretores como instrumento básico da política de desenvolvimento e expansão urbana dos municípios e tornou obrigatória a participação popular na sua elaboração e implementação.

Objetivo: Compreender como ocorreram as experiências participativas nos processos de revisão de Planos Diretores de diferentes municípios brasileiros mediante a obrigatoriedade estabelecida pela Lei 10.257/2001.

¹ Article published at the IV SiBOGU – Simpósio Brasileiro Online de Gestão Urbana.





Metodologia: O procedimento metodológico foi revisão sistemática de trabalhos acadêmicos (teses e dissertações) na Biblioteca Digital Brasileira de Teses e Dissertações – BDTD, coleta de dados relativos aos processos participativos, sistematização e análise dos resultados.

Resultados: A revisão permitiu identificar: (1) as principais características das pesquisas quanto sua estrutura, área de conhecimento, palavras-chaves, (2) os instrumentos de gestão democrática previstos na legislação urbanística e as respectivas ferramentas participativas propostas pelo Ministério das Cidades e adotados pelos municípios avaliados, e (3) as principais dificuldades enfrentadas, bem como os avanços e as potencialidades da inclusão da participação no planejamento e gestão urbana.

Discussão: A pesquisa demonstrou que a adoção dos instrumentos de gestão democrática e das ferramentas participativas, por grande parte dos Municípios estudados, não permite afirmar que os processos participativos foram efetivos, em função de situações que os enfraqueceram. Por outro lado, foram identificados avanços e potencialidades a serem consolidados.

Palavras-chave: Participação. Planejamento urbano. Gestão urbana. Plano diretor. Municípios brasileiros.

Experiencias participativas en planificación y gestión urbana: una revisión sistemática

Resumen

La democratización de las discusiones sobre planificación y gestión urbana es un proceso relativamente reciente y se basa en los artículos 182 y 183 de la Constitución Federal de 1988 y la Ley 10.257 / 2001 (Estatuto de la Ciudad), que consolidó los Planes Maestros como un instrumento básico de política de desarrollo y urbanismo. expansión de los municipios y obligó a la participación popular en su diseño e implementación.

Objetivo: Entender cómo se produjeron las experiencias participativas en los procesos de revisión de los Planes Maestros de los diferentes municipios brasileños a través de la obligación establecida por la Ley 10.257/2001.

Metodología: El procedimiento metodológico fue una revisión sistemática de los trabajos académicos (tesis y tesis) en la Biblioteca Digital Brasileña de Tesis y Disertaciones - BDTD, recopilación de datos relacionados con procesos participativos, sistematización y análisis de resultados.

Resultados: La revisión permitió identificar: (1) las principales características de las investigaciones relativas a su estructura, área de conocimiento, palabras clave, (2) los instrumentos de gestión democrática previstos en la legislación urbana y los respectivos instrumentos participativos propuestos por el Ministerio de Ciudades y adoptados por los municipios evaluados, y (3) las principales dificultades a las que se enfrentan, así como los avances y potencialidades de la inclusión de la participación en la planificación urbana.

Discusión: La investigación demostró que la adopción de los instrumentos de gestión democrática previstos en la legislación y los instrumentos participativos propuestos por el Ministerio de Ciudades por la mayoría de los municipios estudiados, no nos permite afirmar que los procesos participativos fueron efectivos, debido a situaciones que los debilitaron. Por otro lado, se identificaron los avances y potencialidades que debían consolidarse.

Palabras clave: Participación. Planificación urbana. Gestión urbana. Plan de ordenación urbana. Municipios brasileños.

Introduction

Created in 1985, the National Movement for Urban Reform, formed by different groups linked to the theme, leveraged the context of popular participation in the 1988 Constituent process (Júnior & Uzzo, 2010). The publication of the Federal Constitution of 1988, with the insertion of a specific chapter focused on Urban Policy and its regulation, Law No. 10,257 / 2001 (City Statute), provided cities with an innovative set of planning and management instruments for the territory, in addition to affirming the ideal of direct participation of the population in the decision-making processes (Júnior & Rolnik, 2001).



The City Statute consolidated the Master Plan as a basic instrument of urban policy in municipalities (Silva, 2014) and made it mandatory to democratize its preparation, review and implementation, materialized “in various expressions and devices, such as participatory formats for formulating Master Plans, public hearings, management councils, referendums, etc.”(Goulart, Terzi & Otero, 2017, p. 96).

With the creation of the Ministry of Cities in 2003 and the Council of Cities in 2004, several actions were developed to guide the participatory processes of preparing or reviewing master plans (Perioto, 2016). Through publications such as the “Participative Master Plan: Guide for preparation by municipalities and citizens” (Brazil, 2005b) and Resolution No. 25/2005 of the Council of Cities, the Ministry of Cities proposed a participatory methodology for the stages of elaboration or revision of Master Plans. Which, applied in conjunction with the instruments of the City Statute, would induce the formatting of participatory processes consistent with the diversity and reality of the territories, and in addition to the training of social actors, the sharing of coordination, transparency and publicity of discussions (Perioto, 2016).

The Master Plan, then called “Participative”, was the object of a national campaign by the Ministry of Cities that promoted the debate on “the city we have and the city we want” (Maricato, 2012), based on the Resolution No. 15/2004 of the Council of Cities, which provided for in item II of article 4 the structuring of state and regional mobilizing nuclei, and in article 5th recommendation to the Ministry of Cities to provide material support to the activities of these mobilizing nuclei in the promotion of PDP’s (Brazil, 2004). According to data from the Ministry of Cities, in 2006, approximately 30% of Brazilian municipalities should review their plans in order to comply with Law 10.257/2001 (Abib, 2009), whose initial obligation was dated October 2006, which originated the beginning of several participatory processes in Brazil. This term was amended by Law No. 11,673/2008, which defined June 30, 2008 as the new date (Brazil, 2001a).

According to Goulart et al. (2017), expressive quantitative data demand a qualitative analysis as to the respective decision-making processes, whose effectiveness has become a subject of agenda. Gaspar (2016) points out that, years after the country's re-democratization, it is remarkable the existence of studies and evaluations of the most varied participatory initiatives in processes of elaboration and implementation of public policies in different regions of Brazil, involving different areas of knowledge. Thus, investigating the universe of discussions on the theme, reading different participatory processes and their results, as proposed in this systematic review, enables a greater understanding of the institutionalization of participation in urban planning and management and its consequences, in addition to identification of gaps that indicate new hypotheses and new investigations (Kitchenham, 2004).





Objective

This paper presents the state of the art on the theme “popular participation in the master plans of Brazil”, in order to understand how participatory experiences occurred in different Brazilian municipalities through the obligatoriness established by Law 10.257/2001 (Statute of the City), and identify the participatory structure adopted, as well as the difficulties, advances and potential of participatory processes.

Methodology

From the systematic review works developed by Kitchenham (2004), Muianga, Granja & Ruiz (2015) and Gough, Thomas & Oliver (2012), a review and selection protocol for academic works was adopted through the incorporation of 3 stages: (1) identification of electronic database and definition of search criteria, (2) definition of parameters for analysis and data collection, and (3) analysis and synthesis of results.

In step 1, the Brazilian Digital Library of Theses and Dissertations - BDTD was defined as the search platform, because the focus of the discussion refers to the participatory experiences of Brazilian municipalities. The keywords used were “master plan and participation”, covering the object of study and the emphasis of the investigation, the participatory experiences. The screening selected studies with the following characteristics: (a) elaborated between the years 2009 and 2019, after the last deadline foreseen in the City Statute for the publication of the master plan, (b) related to the elaboration/review of participatory master plans, and (c) that evaluated participatory experiences based on Law 10.257/2001 (Statute of the City) (Table 1).

From the reading of the titles and abstracts of the 276 papers resulting from the application of the input data (Table 1), the selection criteria (a) and (b) were considered and research on urban planning not related to the participation theme, studies that contemplated the elaboration or revision of master plans that occurred before 2001 and studies that dealt with popular participation in other areas, such as education and health, were discarded. The 50 selected works (Table 1) were categorized into two groups, studies of: (I) Elaboration/revision of the Participatory Master Plan (PDP) - 36, and (II) Urban planning from a participatory perspective - 14, distributed between theses and dissertations.



Table 1 – Result of the BDTD search process

Search process		
Platform		Brazilian Theses and Dissertations Library
Input data	Key words	Master Plan and Participation
	criterion (a) defense year period	2009 - 2019
	Filters	-
<i>Result (academic works)</i>		276
Screening	Reading titles and abstracts	
	criterion (b) (subject)	54
	criterion (c) (legal basis)	51
	Availability	50
<i>Final result (academic works)</i>		50

Source: The Author (2020).

In step 2, the parameters to be collected in two parts were defined. Initially, from the general characterization of groups (I) and (II), with identification of: type of work (thesis or dissertation), area of knowledge and keywords. Then, the collection in the works of group I from the characterization as a case study, the identification of the municipality studied and its classification in the Brazilian Institute of Geography and Statistics [IBGE]. The period of preparation/revision of the PDP and the main results, Group I studies were also classified according to the evaluation of: (1) PDP preparation/review, (2) PDP preparation/review associated with participation in municipal management, and (3) PDP preparation/review and application. It is noteworthy that this article will emphasize the results obtained from the analysis of data collected in the work of group I - "Preparation/revision of the Participatory Master Plan".

The definition of the participatory parameters identified in the work of group I was based on the democratic management instruments of art. 43 of Law 10.257/2001 (Statute of the City) and the participatory methodology of the Ministry of Cities provided in Resolution 25/2005 of the Council of Cities. Also, in the publication "Participative Master Plan: Guide for preparation by municipalities and citizens" (Brazil, 2005b), being: City Statute - Collegiate Bodies, Public Hearings, Municipal Conference and Popular Initiative Bill; Ministry of Cities - Management Nucleus², Training³, Territorial Division, Community or Territorial Meetings, Sector Meetings (civil society/entities), Community Reading; and others⁴.

It is noteworthy that the nomenclature adopted for the parameters had as reference the terminology and concepts provided in the consulted bibliography, in the City Statute and in

²Group formed by representatives of the public power and civil society that has a strategic role in conducting, monitoring and following up on the stages of elaboration of MP (Brazil, 2005b).

³Training comprises workshops, seminars, and meetings aimed at instructing the population about the importance of the MP, so that they are involved from the beginning of the discussions with the necessary knowledge to participate (Brazil, 2005b).

⁴Public events linked to training and channels for the presentation of contributions, such as: holding seminars, thematic seminars, workshops, internet consultation, forums, application of questionnaires and interviews.





Resolution No. 25/2005, with adaptations by the authors. At this stage, the research by Lopes (2018), who developed a web tool for popular participation, PeoplePlan, based on multi-criteria analysis, and the study by Gaio (2014) which evaluated 26 municipalities in the metropolitan region of Maringá were disregarded, as they did not describe the participatory structure by municipality, which did not allow the identification of participatory parameters.

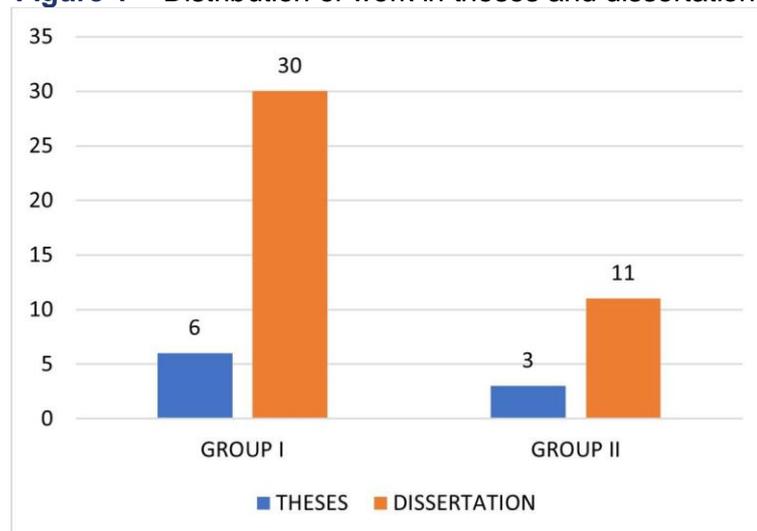
Participatory parameter data were organized by municipality and respective demographic size⁵ (IBGE, 2020). The systematized information resulted in a total of 44 municipalities and 45 review processes, since the city of Viçosa (MG) had two processes evaluated (Silva, 2016). Step (3), analysis and synthesis of the results, was carried out from the quantification of information, the preparation of graphs and tables and the use of a word cloud, generated in the wordle application, which allowed us to identify the frequency of terms used as keywords by the authors.

Results

The results of the systematic review of the literature are presented in two parts, initially, the general characterization of the 50 selected works is carried out and, subsequently, the detailed analysis of the studies belonging to group (I).

Of the 50 dissertations or theses analyzed, 72% correspond to the topic “Preparation/revision of a Participatory Master Plan” (group I) and 28% to the topic “Urban planning from a participatory perspective” (group II). It is noteworthy that 41 researches are Master's and 09 Doctoral works (Figure 1).

Figure 1 – Distribution of work in theses and dissertations



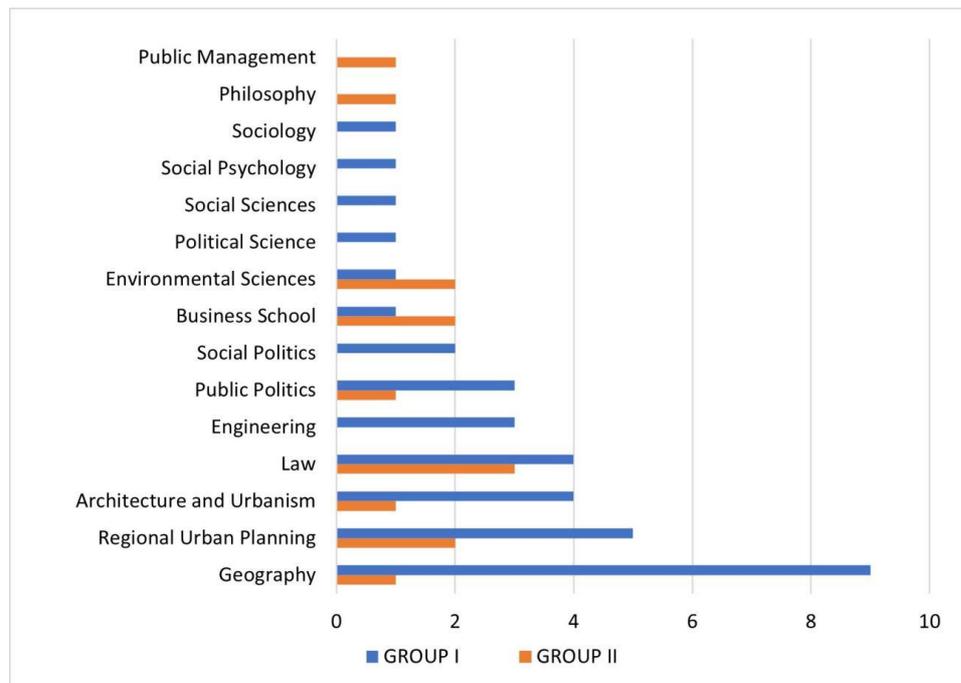
Source: The Author (2020).

⁵The IBGE proposes the structuring of the Brazilian urban network and the hierarchy of urban centers in 05 levels (Metropolises, Regional Capitals, Subregional Centers, Zone Centers and Local Centers), having as an urban unit of analysis the set of municipalities and the population arrangements (PA).



The multidisciplinary nature of the theme was identified in the analysis of the area of knowledge, which demonstrated the construction of urban planning as a political process, whose actions are coordinated to serve the public interest of the city (Moreira, 2006 apud Silva, 2011). Of the works in group I, 25% are in the area of Geography, which associated with the areas of Urban and Regional Planning - 13.9% and Architecture and Urbanism - 11.1%, studies the relations between city, society and environment, which comprises the construction of cities, their distinct spatial configurations, nature and man (Brazil, 2001a). On the other hand, participation understood as “a category native to the political practice of social actors (...), and an institutionalized procedure with functions delimited by laws and regimental provisions” (Lavelle & Vera, 2011, p. 101), involves the disciplines: Social Sciences, Political Science, Social Policy and Sociology, with 2.77% of the studies each (Figure 2).

Figure 2 – Distribution of work by area of knowledge



Source: The Author (2020).

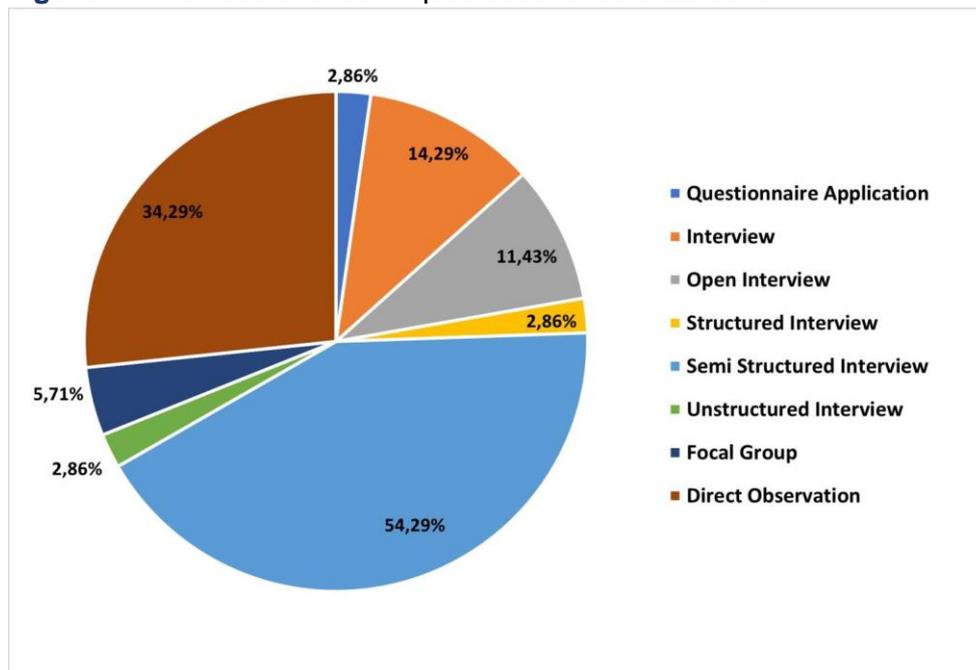
The area of Law accounted for 21.4% of the studies in group II (Figure 2) and has a close relationship with the theme as it encompasses Urban Law which, according to Colenci (2017), incorporates new knowledge in dealing with the social function of property, of city and sustainable living, which are principles of urban legislation. The information collected allowed to systematize the keywords most used by the authors (Figure 3). As for the frequency of the most significant keywords, the terms "Master Plan" and "Urban Planning" were highlighted, with 15 occurrences each, "Popular Participation" with 10, "Democratic Management" and "Right to the City" with 07 each.



As for object 2, the work of Colenci (2017) stands out. In addition to evaluating the participatory experience in the revision of the Master Plan and in the management of the municipality of São Carlos, the work proposes a model for evaluating participation called Contributive Participative Maturity, elaborated based on the methodology of Arnstein's "Ladder of Participation" (1969), adapted by Sousa (2002, 2006).

Regarding the methods and techniques used in the collection and analysis of data, it appears that in the processes of elaboration and review of MP, it is common to hold public events, as they generate information such as: records, attendance lists, drafts and technical reports. Thus, documenting the process and ensuring transparency and access to the content of the discussions to the population (Brazil, 2005a). These documents are the main source of data, but they are complemented by different methods and data collection techniques such as: semi-structured interview - 54.29% and direct observation with 34.29% (Figure 4).

Figure 4 – Methods and techniques used for data collection



Source: The Author (2020).

Other types of interviews were also identified in these surveys: open, unstructured and structured. Thus, 85.71% carried out interviews, and the public interviewed in general were: public managers, representatives of councils, residents, community associations and entities, who were involved in the participatory process.

Regarding data analysis, document analysis was used by most of the studies - 97.22%, a very consistent result when considering the type of research and main source of data. It should be noted that the studies by Abib (2009), Colenci (2017), Gaio (2014) and Grassi (2015) applied only this technique, as they used official reports from municipalities or the Federal



Government, such as the Bank of experiences from the extinct Ministry of Cities. The analysis by categories was applied in 27.78% of the works, Fernandes (2010) in the study of Cariacica's (ES) Master Plan elaboration and Giacomini (2017) in the evaluation of Chapecó's Master Plan revision (SC). As reference they used, Souza (2006) and Franzoni's (2011) Participatory Consistency Indicators, which analyzed the review of Florianópolis' Participatory Master Plan, organized the data into thematic categories, having as reference Bardin's content analysis (1997).

Table 3 presents the summary of the results of the systematic review of the studies in group I, whose theme is "Preparation/revision of the Participatory Master Plan". In the end, 45 participatory processes were systematized in a universe of 44 municipalities. It is noted that 66.6% of the processes were initiated by 2006, which indicates an adequacy of the municipalities to the obligation of the City Statute to prepare or revise the master plans to meet the first publication deadline in 2006 (Brazil, 2005b). The extension of the deadline for 2008 did not change the dynamics of the beginning of the processes, however, it allowed the plans already started to enjoy a longer period, since 17 processes were completed by 2006, and between 2006 and 2008 another 10 (cells in gray) have been finalized. Most of the processes, 35.5%, were developed between two to four years, nine were less than one year old (cells in light pink color) and 13 were one year old. The short term for carrying out these participatory processes, which require awareness, training and community involvement, can be an obstacle to the democratization of urban planning, as it is important that the time taken to carry out the process allows the construction of the master plan in the light of discussions, that include the entire population in the decisions.

In addition to the aspects discussed above, 11 participatory parameters were systematized, 62.7% of the processes adopted between six to eleven parameters and 37.2% less than 6. None of the processes had the adoption of all parameters, precisely because there wasn't a Popular Initiative for the Law Project. It can be seen that there was great adhesion to Public Hearings - 84.4% of the processes, Community and Territorial Meetings - 68.8% and the Community Reading stage - 66.6%. The Management Nucleus, which is an important parameter, as it opens the coordination of the process to social control (Brazil, 2005b), was adopted in 57.7% of the processes, as well as the training stage; tool that enables greater involvement of the population, from the beginning of the discussions, with the knowledge necessary to participate (Brazil, 2005b). The Municipal Conferences, which aim to close the process (Brazil, 2005a), figured in 40% of the processes; it is noteworthy that the Public Hearing can be adopted as an event similar to the Conference. According to Resolution No. 25/2005, Collegiate Bodies (CB) can be designated to coordinate the process of preparing master plans in cities where there is a Council of Cities or similar. It is noted that 8 processes



had only the participation of the collegiate body, without formation of a Management Nucleus, and in another eight, both parameters were adopted.

The “others” parameter included instances linked to training and channels for submitting contributions. The most frequent occurrences were “workshops” and “training meetings” with 11 occurrences each, and “seminars” with nine. The use of internet consultation was indicated in four processes, Chapecó (SC), Jundiaí (SP), São Paulo (SP) and Recife (PE), which introduced this tool as remote participation through applications, emails and websites, creating the possibility of contributing to those who were unable to participate in public meetings.

According to Magagnin (2008), given the encouragement of popular participation in the city planning process, produced by the new Brazilian urban policy, it is necessary for a greater portion of the population to be involved in discussions to achieve the construction of more egalitarian cities. This is being demonstrated by international experiences in which the implementation of popular participation strategies through the internet has increased the number of participants and the involvement of the population in decision-making moments.

Table 3 – Systematization of participatory parameters of group I studies (continued)

Author	Place	Population (2020)	Period		Ministry of Cities						City Statute				O		
			S	F	MN	T	CR	TD	CTM	SM	CB	PH	MPC	PI			
Abib, 2009	São José (SC)	250.181	2003	. ⁶													
Aguiar, 2012	Santa Rita (PB)	137.349	2005	2006													
Almeida, 2014	Ceres (GO)	22.306	2007	2010													
	Itapuranga (GO)	25.681	2007	2007													
	Itaberaí (GO) ⁷	43.622	2009	2009													
	São Luís de Montes Belos (GO)	34.157	2006	2006													
Broilo, 2019	Gramado (RS)	36.555	2013	2014													
Coelho, 2012	Florianópolis (SC)	508.826	2006	2014													
Cunha, 2013																	
Franzoni, 2011																	
Oliveira, 2012																	
Sampaio, 2016																	
Colenci, 2017	São Carlos (SP)	254.484	2011	2016													
Fernandes, 2010	Cariacica (ES)	383.917	2006	2007													
Gaspar, 2016	Contagem (MG)	668.949	2010	2011													
Giacomini, 2017	Chapecó (SC)	224.013	2013	2014													
Silva, 2014																	
Grassi, 2015																	
Honda, 2016	Ibiporã (PR)	55.131	2006	2008													

⁶São José’s Participatory Master Plan was not approved and published, however, the evaluated process ended in 2005.

⁷Itaberaí (GO) and São Luís de Montes Belos (GO) did not have information to fill in Table 3.





(conclusion)

Author	Place	Population (2020)	Period		Ministry of Cities						City Statute				O
			S	F	MN	T	CR	TD	CTM	SM	CB	PH	MPC	PI	
Maia e Araújo, 2016	São Paulo (SP)	12.325.232	2013	2014											
Lima, 2016a															
Lima, 2009	Timbaúba (PE)	52.802	2006	2006											
	Nazaré da Mata (PE)	32.573	2006	2006											
Lima, 2016b	Bambuú (MG)	23.898	2005	2007											
Lopes, 2014	Araraquara (SP)	238.339	2010	2014											
Santos, 2018															
Machado, 2010	Fortaleza (CE)	2.686.612	2003	2009											
Matos, 2011	Paraty (RJ)	43.680	2009	2010											
Monteiro, 2017	Queimadas (PB)	44.179	2005	2007											
Passos, 2010	Remanso (BA)	41.170	2006	2007											
	Forquilha (CE)	24.452	2006	2008											
Pereira, 2011	Maracanaú (CE)	229.458	2009	2010											
Polo, 2018	Jundiá (SP)	423.006	2014	2016											
Preis, 2012	Criciúma (SC)	217.311	2002	2012											
Perioto, 2016	Ribeirão Preto (SP)	711.825	2013	2015											
Santos, 2016	Salvador (BA)	2.886.698	2014	2015											
Silva, 2016	Viçosa (MG)	79.388	2006	2007											
			2014	2015											
Silva, 2011	Goiatuba (GO)	34.202	2005	2008											
	Mineiros (GO)	68.154	2005	2008											
Silva, 2009	Recife (PE)	1.653.461	2001	2006											
Silva, 2014	Lages (SC)	157.349	2004	2007											
	Blumenau (SC)	361.855	2004	2006											
	Joinville (SC)	597.658	2005	2006											
Grassi, 2015	Araucária (PR)	146.214	2005	2005											
	Castro (PR)	71.809	2004	2005											
	Londrina (PR)	575.377	2005	2005											
	Maringá (PR)	430.157	2002	2004											
	Bagé (RS)	121.335	2001	2006											
	Pelotas (RS)	343.132	2001	2005											
	Santa Maria (RS)	283.677	2001	2005											
	São José do Norte (RS)	27.721	2006	2006											
	Viamão (RS)	256.302	2006	2006											

Acronyms: S – Started; F – Finished; MN – Management Nucleus; T – Training; CR – Community Reading; TD – Territorial Division; CTM – Community or Territorial Meetings; SM – Sectoral Meetings; CB – Collegiate Bodies; PH – Public Hearings; MPC – Municipal Public Conference; PI – Popular Law Project Initiative; O – Others.

Source: The Author (2020).

Medium and large municipalities, with more than 150 thousand inhabitants (cells in green and yellow, respectively), in Table 3, present a more complete participatory structure. Medium and large municipalities, with more than 150 thousand inhabitants (cells in green and yellow, respectively) Table 3, more complete participatory structure. As for the instruments of



the City Statute, the association between the three was observed in the municipalities of Araraquara (SP), Chapecó (SC), São Paulo (SP) and Recife (PE). Smaller cities with less than 150,000 inhabitants also adopted the participatory parameters, and similarly prioritized the methodology of the Ministry of Cities, probably due to the involvement of the federal agency structures at the time in monitoring the implementation processes of the Participatory Master Plans. In general, the structure of the participatory processes followed the methodological rite of the federal agency and the legislation, however, this finding does not allow us to state that the participatory processes were effective.

The studies' results demonstrate the advances, potentials and difficulties of participatory processes (Table 4). The main difficulties are: the disruption of participation with discussions only within the municipal executive (item 1 - Table 4), the use of specialized language in public meetings that reduced the population's appropriation (item 2 - Table 4), the lack of commitment by the public power with the participatory process that sees it as a mere formality (item 4 – Table 4) and the strength of the economic sector upon the process (item 5 – Table 4).

There were many advances and potentials, such as: continued participation in management beyond the preparation/revision of master plans (items 8, 11 and 13 - Table 4), the process of overcoming the conservative mentality prevailing in urban planning (items 6, 9, 10, 12 and 14 – Table 4), and participation fostering the exercise of citizenship and knowledge of the city's problems (items 7, 14 and 15 - Table 4).



Table 4 – Systematization of the main results of the studies

Type	Nº	Results
Difficulties	1	Disruption with the participation of the population, concentrating the discussion on the executive.
	2	Public meetings, which aimed to guarantee participation, did not produce this effect due to the language used.
	3	Lack of training of the population regarding citizenship issues, urban planning and issues related to the Master Plan.
	4	Participatory process seen by the government as a mere formal requirement to comply with the city statute requirement.
	5	The weakness of the participatory agenda when facing the economic sector, with maintenance of the bias towards capital, models of privilege, clientelism and lobbying, to the detriment of the social function of property.
Potentials	6	The democratization of urban management can make it possible to overcome the technicist and depoliticized vision of traditional plans and the implementation of participatory MPs
	7	The pedagogical character of participatory processes, together with the feeling of belonging aroused by the exercise of citizenship, contributes to the strengthening of solidarity ties in the construction of the common good.
	8	Fostering social control through the strengthening of permanent participation instances, such as councils, thus maintaining the mobilization of people, empowering citizens and enriching decision-making debates.
Advances	9	Participation enriched the discipline of “urban planning” with the inclusion of a transdisciplinary perspective.
	10	The representativeness of different parts of the city made it possible to go beyond the institutional design of simple public ratification, to a more representative design, increasing the “weight” of society in the political conduction of the process.
	11	The participatory tradition of some communities, knowledge about the subject and common demands, established a more organized participation.
	12	The creation of spaces for participation highlighted interests, gave visibility to conflicts and made possible clashes between different representations of local populations, an important aspect in the construction of fairer cities.
	13	The institutionalized inclusion of the population in the planning and management processes placed the Master Plans as a starting point for new participatory practices.
	14	Development of productive factors such as social capital contributed to stimulate a scenario of social change based on the individual and his collective action.
	15	Participatory methodology adds new meanings in city planning, such as dispute of interests, right to the city, and protection of quality of life.

Source: The Author (2020).

The new rules of the Brazilian legal and urban order made the participation of the population mandatory, which now has a relevant role in the discussion, elaboration/revision and implementation of master plans (Aguiar, 2012). However, despite the regulation of participatory parameters to equip municipalities, Table 4 demonstrates that the simple adoption of these parameters does not guarantee the participatory quality desired by the law, while pointing out advances and potentialities that can reorient participatory experiences in the search for greater effectiveness.

Conclusion

The focus of this systematic review was to survey and analyze academic research that dealt with the theme "popular participation in Brazil's master plans", in order to understand the participatory experiences that took place in Brazilian municipalities, their structure, the main difficulties faced, the advances achieved and its potential, given the inclusion of popular



participation in urban planning, changing the dynamics of elaboration or revision of master plans. The study allowed us to evaluate different variables, including the participatory parameters that structured such experiences.

The research pointed out a multidisciplinary of the theme which attracts different areas of knowledge to its investigation by adding the technical character of urban planning and management to the social, political and legal aspects that permeate participatory experiences. Thus, associating to Geography, Urban and Regional Planning and Architecture and Urbanism as well as other disciplines such as Political Science, Sociology, Public Policy, Social Policy. The field of Law, in turn, incorporates Urban Law, which is configured as new knowledge in dealing with the social function of property, the city and sustainable life, which are principles of Brazilian urban legislation.

It was observed that most of the processes of elaboration/revision of the Participative Master Plan were initiated in 2006, in order to meet the first publication deadline defined by the City Statute, which led to the elaboration of plans in a period of less than one year. This situation constitutes an obstacle to the democratization of planning, as it is important that the time taken to complete the process allows for the construction of the master plan in the light of discussions that include the entire population in the decision-making process.

Regarding the participatory parameters, there was great appropriation by the municipalities, with greater weight to the set of tools proposed by the Ministry of Cities. The most used parameter was the Public Hearing, defined in Law 10,257/2001 (City Statute) as an instrument for the democratization of urban management, followed by community and territorial meetings, and a stage of community reading. However, this finding does not allow us to state that the participatory processes were effective, on the contrary, the synthesis of the results of academic works showed situations that weakened the participatory process. On the other hand, the research pointed out that participatory experiences achieved important advances that need to be maintained, as well as potentialities to be consolidated and considered in the reorientation of participatory processes.

At last, the variables evaluated in this article do not exhaust the debate on the topic. The insertion of participation instances in urban planning and management is a reality, and the knowledge of issues such as those identified in the evaluated works enables the improvement of participatory experiences in the formulation and implementation of Master Plans, aiming at the construction of fairer, more equitable, sustainable and effectively democratic cities.

References

Abib, S. W. (2009). Participação popular no planejamento urbano: uma construção teórico-metodológica. [Tese de Doutorado, Universidade Federal de Santa Catarina]. Biblioteca Brasileira de teses e dissertações.





- Aguiar, J. A. dos A. (2012). A participação social no processo de planejamento urbano: um estudo sobre o Plano Diretor Participativo do município de Santa Rita- PB. [Dissertação de Mestrado, Universidade Federal da Paraíba]. Biblioteca Brasileira de teses e dissertações.
- Almeida, R. R. de (2014). *Planejamento e gestão urbanos e a participação popular: as possibilidades de contribuição da escola e da educação geográfica*. [Dissertação de Mestrado, Universidade Federal de Goiás]. Biblioteca Brasileira de teses e dissertações.
- Brazil. Constituição (1988). *Constituição da República Federativa do Brasil*. Brasília, DF: Senado Federal, Centro Gráfico.
- Brazil. (2001a). *Parecer CNE/CES 492/2001, que estabelece diretrizes curriculares nacionais dos cursos de Filosofia, História, Geografia, Serviço Social, Comunicação Social, Ciências Sociais, Letras, Biblioteconomia, Arquivologia e Museologia*. publicado no Diário Oficial da União de 9/7/2001, Brasília. Seção 1e, p. 50.
- Brazil. (2001b). *Lei n. 10.257, 10 de julho de 2001, que estabelece diretrizes gerais da política urbana*. Brasília, DF: Câmara dos Deputados, Coordenação de Publicações.
- Brazil. (2004). *Resolução nº 15 de 03 de setembro de 2004 do Conselho das Cidades*. DOU Seção 1, Brasília. Edição 187 Pág. 103.
- Brazil. (2005a). *Resolução nº 25 de 18 de março de 2005 do Conselho das Cidades*. DOU Seção 1, Brasília. Edição Nº 60 Pág. 102.
- Brazil. (2005b). *Plano diretor participativo: guia para elaboração pelos municípios e cidadãos*. Coordenação geral Raquel Rolnik e Otilie Macedo Pinheiro – Brasília: Ministério das Cidades. Confea. 2ª Edição.
- Broilo, F. R. (2019). *Planejamento urbano e linguagem: conhecer para participar - a experiência de Gramado/RS*. [Dissertação de Mestrado, Universidade do Federal do Rio Grande do Sul]. Biblioteca Brasileira de teses e dissertações.
- Coelho, K. da S. (2012). *A resistência à nova proposta de Plano Diretor apresentada pela Prefeitura Municipal de Florianópolis: uma análise das práticas alternativas de organizar*. [Tese de Doutorado, Universidade Federal de Santa Catarina]. Biblioteca Brasileira de teses e dissertações.
- Colenci, P. L. (2017). *Plano Diretor municipal e participação popular contributiva avaliados por um modelo integrador*. [Tese de Doutorado, Universidade Federal de São Carlos]. Biblioteca Brasileira de teses e dissertações.
- Cunha, L. F. (2013). *A esfera pública e o Plano Diretor Participativo de Florianópolis*. [Dissertação de Mestrado, Universidade Federal de Santa Catarina]. Biblioteca Brasileira de teses e dissertações.
- Fernandes, F. P. (2010). *Participação popular e Plano Diretor Municipal (PDM): estudo de caso de Cariacica - Região Metropolitana de Vitória - ES*. [Dissertação de Mestrado, Universidade Federal do Espírito Santo]. Biblioteca Brasileira de teses e dissertações.
- Figueirêdo, T. A. de. (2014). *O Ministério Público e o Plano Diretor: propostas de acompanhamento sob a perspectiva da democracia participativa*. [Dissertação de Mestrado, Universidade Estadual do Rio de Janeiro]. Biblioteca Brasileira de teses e dissertações.



- Franzoni, C. B. (2011). *Apropriação do conhecimento comunitário no processo de elaboração de Planos Diretores Participativos*. [Dissertação de Mestrado, Universidade Federal de Santa Catarina]. Biblioteca Brasileira de teses e dissertações.
- Gaio, A. de S. R. (2014). *A gestão democrática na elaboração e implementação do Plano Diretor em municípios da região metropolitana de Maringá*. [Dissertação de Mestrado, Universidade Estadual de Maringá]. Biblioteca Brasileira de teses e dissertações.
- Gaspar, F. de F. (2016). *Gestão democrática e participação popular: a construção de sujeitos e a busca pelo Direito à Cidade*. [Dissertação de Mestrado, Universidade Federal de Minas Gerais]. Biblioteca Brasileira de teses e dissertações.
- Giacomini, Q. R. (2017). *Consistência da participação popular no processo de revisão do Plano Diretor de Chapecó-SC*. [Dissertação de Mestrado, Universidade Comunitária da Região de Chapecó]. Biblioteca Brasileira de teses e dissertações.
- Góis, R. A. D. (2018). *Planejamento e participação: o caso da LUOS 2016 e do Fortaleza 2040*. [Tese de Doutorado, Universidade Federal do Ceará]. Biblioteca Brasileira de teses e dissertações.
- Gough, D.; Thomas, J.; & Oliver, S. (2012). *Clarifying differences between review designs and methods*. *Systematic reviews*, v. 1 (n. 1), p. 1. doi: <http://dx.doi.org/10.1186/2046-4053-1-28>.
- Goulart, J. O. ; Terci, E. T. ; & Otero, E. V. (2017). *Desenvolvimento e planejamento urbano em cidades médias*. São Paulo: Cultura Acadêmica.
- Grassi, K. (2015). *O regime legal das audiências públicas na gestão democrática urbana: análise crítica da legislação com aporte do banco de experiências dos Planos Diretores Participativos do sul do Brasil*. [Dissertação de Mestrado, Universidade de Caxias do Sul]. Biblioteca Brasileira de teses e dissertações.
- Honda, L. Q. N. (2016). *Avaliação do Plano Diretor Municipal - da elaboração à aplicação - a experiência do Município de Ibiporã/PR*. [Dissertação de Mestrado, Universidade Estadual de Londrina]. Biblioteca Brasileira de teses e dissertações.
- Instituto Brasileiro de Geografia e Estatística (2020). *Regiões de influência das cidades - REGIC - 2018*. Rio de Janeiro.
- Kitchenham, B. (2004). *Procedures for Performing Systematic Reviews*. <http://www.inf.ufsc.br/~aldo.vw/kitchenham.pdf>.
- Lavalle, A. G.; & Vera, E. I. (2011). A trama da crítica democrática: da participação à representação e à *accountability*. *Lua Nova*, n. 84, p. 95-139.
- Lima, F. M. A. (2016). *Algumas condições de possibilidade de efetividade da participação na revisão do Plano Diretor paulistano (2013-2014)*. [Dissertação de Mestrado, Universidade de São Paulo]. Biblioteca Brasileira de teses e dissertações.
- Lima, J. R. de. (2009). *Percursos do conflito: os (des)caminhos da metodologia participativa dos Planos Diretores dos municípios da Zona da Mata Norte de Pernambuco*. [Dissertação de Mestrado, Universidade Federal de Pernambuco]. Biblioteca Brasileira de teses e dissertações.
- Lima, W. G. (2016). *Plano Diretor Participativo de Bambuí-MG: uma análise de sua*





- elaboração sob a ótica da cidadania deliberativa e da gestão social*. [Dissertação de Mestrado, Universidade Federal do Tocantins]. Biblioteca Brasileira de teses e dissertações.
- Lopes, M. G. (2014). *Instituições participativas: audiências públicas para revisão do Plano Diretor no município de Araraquara*. [Dissertação de Mestrado, Universidade Federal de São Carlos]. Biblioteca Brasileira de teses e dissertações.
- Lopes, M. L. (2018). *PeoplePlan, ferramenta de apoio à espacialização da opinião e demandas da população no processo de planejamento*. [Dissertação de Mestrado, Universidade Federal de Pelotas]. Biblioteca Brasileira de teses e dissertações.
- Machado, E. G. (2010). *Planejamento urbano, democracia e participação popular: o caso da revisão do Plano Diretor de Fortaleza (2003-2008)*. [Tese de Doutorado, Universidade Federal do Ceará]. Biblioteca Brasileira de teses e dissertações.
- Maia, C. B.; & Araujo, T. L. de. (2016) *Que impactos esperar da participação na elaboração de políticas públicas? Proposta de um conjunto de critérios para avaliar o processo participativo do Plano Diretor de São Paulo*. [Dissertação de Mestrado, Fundação Getúlio Vargas]. Biblioteca Brasileira de teses e dissertações.
- Magagnin, R. C. (2008) *Um sistema de suporte à decisão na internet para o planejamento da mobilidade urbana*. [Tese de Doutorado, Universidade de São Paulo]. Biblioteca Brasileira de teses e dissertações.
- Mansueti, C. F. (2016). *Gestão democrática no planejamento urbano: os conselhos municipais – doutrina e práticas*. [Dissertação de Mestrado, Universidade do Federal do Rio Grande do Sul]. Biblioteca Brasileira de teses e dissertações.
- Marques, S. D. (2012). *A efetividade da gestão democrática das cidades nas Zonas Especiais de Interesse Social*. [Dissertação de Mestrado, Pontifícia Universidade Católica de São Paulo]. Biblioteca Brasileira de teses e dissertações.