Participatory experiences in urban planning and management: a systematic review

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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.

Cite como
American Psychological Association (APA)
Metodologia: O procedimento metodológico foi revisão sistemática de trabalhos acadêmicos (teses e dissertações) na Biblioteca Digital Brasileira de Teses e Dissertações – BTD, 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.


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 - BTD, 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.


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, Terci & 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

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

**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 size\(^5\) (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](image)

**Source:** The Author (2020).

\(^5\)The 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 multidisciplinarity 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” (Lavalle & 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.
Figure 3 – Keywords cloud

Source: The Author (2020).

The works by Aguiar (2012), Broilo (2019), Machado (2010) and Silva (2016) cited the most frequent keywords – “Master Plan” and “Urban Planning”. The term "Popular Participation" associated with "Master Plan" and/or "Urban Planning" was cited in the works of Gaspar (2016), Giacomini (2017), Lopes (2018), Machado (2010), Perioto (2016) and Santos (2016). In group II works, the most used keywords were "Urban Planning" and "Democratic Management", referenced by the authors: Figueirêdo (2014), Gois (2018), Mansueti (2016), Marques (2012) and Paste (2018). The term “Master Plan” presented several variations, such as participatory master plan, municipal master plan and urban development master plan, which demonstrates the variety of nomenclatures used in the instrument's name by different municipalities.

Of the 36 works systematized in group I, 35 were case studies and only 01 work dealt with the development of a web tool for popular participation: PeoplePlan (Lopes, 2018). As for the classification of the surveys, it is observed that 85.7% of the works refer to the Preparation/revision of the Participatory Master Plan (PMP) and the others refer to the other two classifications (Table 2).

Table 2 – Distribution of surveys

<table>
<thead>
<tr>
<th>Object</th>
<th>Quantity of Works</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preparation/revision of the Participatory Master Plan</td>
<td>30</td>
</tr>
<tr>
<td>Preparation/revision of PMP associated with participation in municipal management</td>
<td>2</td>
</tr>
<tr>
<td>Preparation/revision and application of a Participatory Master Plan</td>
<td>3</td>
</tr>
</tbody>
</table>

Source: The Author (2020).
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**

![Figure 4](image.png)

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

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

<table>
<thead>
<tr>
<th>Type</th>
<th>Nº</th>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Difficulties</td>
<td>1</td>
<td>Disruption with the participation of the population, concentrating the discussion on the executive.</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Public meetings, which aimed to guarantee participation, did not produce this effect due to the language used.</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>Lack of training of the population regarding citizenship issues, urban planning and issues related to the Master Plan.</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Participatory process seen by the government as a mere formal requirement to comply with the city statute requirement.</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>The weakness of the participatory agenda when facing the economic sector, with maintenance of the bias towards capital, models of privilege and lobbying, to the detriment of the social function of property.</td>
</tr>
<tr>
<td>Potentials</td>
<td>6</td>
<td>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</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>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.</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>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.</td>
</tr>
<tr>
<td>Advances</td>
<td>9</td>
<td>Participation enriched the discipline of “urban planning” with the inclusion of a transdisciplinary perspective.</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>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 &quot;weight&quot; of society in the political conduction of the process.</td>
</tr>
<tr>
<td></td>
<td>11</td>
<td>The participatory tradition of some communities, knowledge about the subject and common demands, established a more organized participation.</td>
</tr>
<tr>
<td></td>
<td>12</td>
<td>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.</td>
</tr>
<tr>
<td></td>
<td>13</td>
<td>The institutionalized inclusion of the population in the planning and management processes placed the Master Plans as a starting point for new participatory practices.</td>
</tr>
<tr>
<td></td>
<td>14</td>
<td>Development of productive factors such as social capital contributed to stimulate a scenario of social change based on the individual and his collective action.</td>
</tr>
<tr>
<td></td>
<td>15</td>
<td>Participatory methodology adds new meanings in city planning, such as dispute of interests, right to the city, and protection of quality of life.</td>
</tr>
</tbody>
</table>

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 multidisciplinarity 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.

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