

## RESEARCH ARTICLE

## Strategic Planning and Management of a Brazilian City: Many Words and Few Accomplishments

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### Abstract

Planning and strategic management are instruments of unquestionable importance in cities, city hall, municipality, public organizations and government agencies. Legislations and social actors pressure cities to achieve an adequate level of service delivery and utilization of resources. These pressures can be minimized with the development of strategic planning and effective management of the city in a participatory manner, with the collective involvement of citizens, their desires and also decentralizing and sharing the decisions of local public managers. The objective is to present the projects of the strategic plan and management without effective realization, for three different mayors. The city studied is located in the southern region of Brazil. The methodology emphasizes longitudinal case study for 9 years (3 different governmental mandates). Forms of strategic planning with the city and the various difficulties in deployment and strategic management are described. The results and contributions are targeted to the city research planning and management and to other cities that can draw analogies, whether Brazilian or foreign cities. The conclusion documents the relevance of the three projects and the importance of civil society participation in the management and daily management of cities, city halls, municipalities, public organizations and government agencies. However, it highlights the inadequate strategic management of these projects, showing an excess of spoken words and few actual accomplishments in nine years and three different governmental mandates.

**Keywords:** *Bubu City Strategic Planning, City Hall Strategic Management, Citizen Participation, Public Administration, Information Technology Management.*

### Introduction

Planning and strategic management instruments are of unquestionable importance in cities, city hall, municipalities, public organizations and government agencies. This is due to the needs of multiple resources in cities, coupled with the laws of obedience and pressure from citizens and other stakeholders in the city (social actors). These pressures can be minimized with the development of strategic planning and effective management of the city and in a participatory way, featuring citizen engagement, which decentralizes and shares the decisions of local public managers.

Still, in several national and international research projects, there is an emphasis on population growth and the need for solutions, or at least minimization of the numerous challenges of cities. Some of these solutions require more integrated activities and longer lasting resources. To achieve this, requires different types of professionals, including architects, engineers,

administrators, physicians, and sociologists, among others. The complexity of urban challenges requires a multidisciplinary approach. Professionals from different areas should participate to advance the planning and management of cities.

The physical-territorial issues, economic, financial, administrative, political, social, and environmental planning and management are constant challenges to cities. These issues require more strategic and operational planning of the city and the activities of local government should be designed to balance these important issues. Such questions also suggest the effective participation of citizens who demand an adequate quality of life. Such questions can also be called public functions or municipal thematic. There are several functions or themes present in municipal cities, city hall, municipality, public organizations and government agencies. For example:

administration, agriculture, science and technology, commerce, culture, disclosure or marketing, education, sports, financial, government, housing, industry, legal-legal, leisure, materials or logistics, the environment, construction, planning, human resources, rural, sanitation, health, safety, municipal utilities, social, traffic, transport, tourism, urban, among others. These functions must be integrated for operation and management of cities.

Given these needs, public city management seeks competence and effectiveness from their managers. To achieve this, public managers must utilize technical, modern and practical tools for planning and management, including strategic, managerial and operational tools.

The practice of planning and management of cities seeks to correct administrative distortions, facilitate public management, change unwanted conditions for the local community, remove institutional obstacles and ensure the viability of strategic proposals, goals to be reached and actions to be worked. As planning is one of the classic features of scientific management, this tool is indispensable to public managers. City Planning is essential and it is the starting point for effective public management across the public system, in which the quality of planning will dictate the direction for good or bad management, with direct consequences on the welfare of the citizens [1].

For effective integration between citizen and government, it is Necessary to discuss, plan and manage the cities and its public services. Evidently, these activities will be more profitable to the cities if they have effective participation of their citizens. Many cities have problems with inexistence or inadequacy of planning and management. Government offers inadequate models, which enhances the difficulties of municipal management. Compounding this is uneven citizen participation, creating sub-optimal democracy and the lack of full contribution to city management. The planning and management of cities have very relevant assumptions which justify this research.

Given these problems, the objective of this article is to present the process of projects of the strategic plan and management, without effective realization, for three different mayors, for 9 years and 3 governmental mandates. The city studied is located in the southern region of Brazil. However, this study can be replicated in other Brazilian cities and other countries.

The planning and management of cities has very relevant assumptions and presuppositions which justify this search. They must be integral and integrated, addressing economic issues (social, cultural and territorial in both urban and rural areas). They should extrapolate the limits of a single municipal director plan (or city comprehensive plan) in which they are treated fundamentally spatial and economic problems related to land use, zoning and the distribution of productive activities.

They should also be integrated in the sense that all dimensions should be made compatible with each other producing a balanced approach between them. They should also include actions and policies that are cooperative with all federal levels. They must also have a dual character (technical and political), guided by substantive rationality, i.e., they must take into account the factors of economy and effectiveness in the use of means, but worrying primarily with the substantive quality of the intended purposes. There is no use in planning in which means and ends are perfectly aligned in terms of their appropriateness and their purposes reinforce inequalities, inequities and social injustices. This is relevant to active community participation in its elaboration, monitoring and ongoing evaluation, i.e., strategic and operational management, since citizens are not only the object of their concerns, but also the political subject of priority setting and preferences. And last but not least, planning and city management requires the replanning and the redefinition of organizational models adopted by cities. For example, replacing the bureaucratic model by a bureaucratic-business-community model in which the government, companies for profit and Third Sector organizations can involve their abilities and virtues in favor of the interests of cities and citizens [2].

In terms of challenges in local government, three contemporary leadership challenges face local governments today: encourages department heads to more actively work the intersection between political and administrative arenas; promotes collaborative work, synchronizing city and county boundaries with problems that have no jurisdictional homes; argues that citizen engagement is no longer optional, it is imperative, and that connecting engagement initiatives to traditional political values and governing processes is an important mark of successful community building [3]. In this sense, transparency can be considered a key value for

trustworthy governments, mainly when it is considered the cultural values of citizens [4]. Evidently these assumptions do not happen overnight. They require elaboration in participatory planning and management of cities.

## Literature Review

Certain concepts must be substantiated, discussed, understood and disseminated. The concepts should take into account the constraints of local laws, whether city, state or federal.

### Strategic Planning of Cities

Strategic planning is a dynamic and interactive process to determine the goals, strategies and actions of the city. It is produced through different and complementary management techniques with the full involvement of stakeholders (citizens, local officials and other interested parties) in the city. It is formalized for federal, state and local policies to produce results in the city and generate normative quality of life for its citizens. It is a global project that takes on multiple public or municipal thematic roles. It is a participatory process and requires continuously thinking about the city, now and in the future [2]. Initially a project, it subsequently becomes a process in the city [5].

It is a systematic way to manage change and create a better future for the city. It is a creative process based on an integrated performance over the long term, establishing a continuous system of decision making that involves risks, identifies specific courses of actions, outcome indicators and formula involves local social and economic actors in the process [6].

According to Pfeiffer [7] planning of cities is a management tool that, like any other, has one purpose: to enhance efficiency in the city. The strategic focus on local development decreases indecision and promotes the economic, social and political transformations in the cities, to treat consistently the multiplicity of initiatives on the council, seeking a consensus among multiple stakeholders (including government) in the selection of a future desirable and feasible [8]. For Lopes [9] planning of cities aims to coordinate the various levels and functions of a strategic town in a global project, considering the mission, strategies, budget and control objectives and municipal actions. Motta [10] stresses that planning is a way of learning about the demands and external needs of citizens and the responsiveness of local government to reveal expectations and value references, essences to a workgroup.

Numerous situations can lead a municipality to formulate a strategic plan. For example, the possibility of create a consensus on the future. Include responses to the crises of the basic sectors of the regional economy, and to pursue further cohesion and regional integration. These situations can facilitate strategic management of cities [11-13]. The proceeds of the business planning concepts (inspired by the Harvard Business School) can be adopted by local governments because the cities were subject to the same conditions and challenges that companies were [7,9,14-17]. The city planning emerges as a tool for tackling urban problems and possible action on: the people and territories, inequality, poverty and informality, urban mobility and infrastructure, public space, competitiveness and the new economy city and its relationship with urban management, sustainability, and finally on the construction of a city project. From the construction of a consensus planning of cities becomes a permanent process of development.

To Matus [18], situational strategic planning methodology comprises mainly: a survey of the situation of the city (diagnosis associated with sectoral analysis); construction of an array of problems and operations, development of modular planning; transformation plan instrument; assignment of responsibilities to public bodies, and interaction with economic policy planning and technical planning. He also recommends for operations and manage program budget. After planning suggests the technologies, systems support decisions and benefit all, a system of assessment and ongoing review. Finally a team of strategic thinking that articulates the strategic analysis to the analysis of problems and constantly updates the strategic lines of municipal actions.

For Lopes [9] the methodology of planning of cities can be divided into: organization, development plan based on the analysis of the diagnosis of the city; implementation and monitoring, and communication program. For Pfeiffer [7] it may contain phases: preparation, environmental analysis, analysis of municipal government; structuring the plan through vision, mission, strategy, setting objectives, formulating projects, plan formulation, implementation, and evaluation. Wheeland [19] draws up a diagnosis of town and later phases: planning and budgeting, stakeholder engagement, team definition for analysis, definition of consultants to design and execute the process, obtaining creative solutions;

defining strategies; approval and acceptance of the plan. According to Güel [6], methodology should contain major tasks: beginning of the plan; characterization of the development model; external analysis, internal analysis, formulating the strategic vision, developing strategies, and deploying and subsequent revision. Motta [10] stresses the rational analysis and personal intentions, setting the vision, producing strategies (scenarios) and decisions. And finally Bryson [20] suggested that this distinction results from strategic planning's, for public and nonprofit organizations, focus on identifying and resolving issues, emphasis on assessment of environmental factors, development of an idealized version of an organization's future, and design of an action-oriented plan through consideration of a range of possible future directions.

Rezende [5] recommends a methodology in phases and their respective sub-phases. The phase 1. City Analysis. Subphase 1.1. City Analysis (City Environments Analysis; Capabilities, Strengths and Weaknesses Analysis). Subphase 1.2. Other Cities Analysis (External Environments Analysis; Opportunities and Risks to the Municipality Analysis). Subphase 1.3. Municipal Management Analysis (City Hall). The phase 2. City Guidelines. Subphase 2.1. City Guidelines (City Vision; City Vocations; City Values; City Objectives). Subphase 2.2. Municipal Management Guidelines (City Hall). The phase 3. City Strategies and Actions. Subphases: 3.1. Strategic Scenarios or City Macro-strategies; 3.2. City Strategies; 3.3. Action Plans of City Strategies; 3.4. Feasibility of City Strategies and Actions; 3.5. Financial Mapping and City Budget. The phase 4. City Controls and Management Planning. Subphases: 4.1. City Controls Levels (strategic; tactical; operational); 4.2. City Controls Means (legal instruments; audits; information systems; knowledge systems; information technology and e-government; indicators; BSC, etc.); 4.3. Periodicities Planning (validation or coverage; plan review); 4.4. Closing, monitoring and management planning. The City Planning and Management Controls define standards for performance measurement and formalize the monitoring, correction of deviations and enforce planning.

### **Strategic Management of Cities**

The concept of management, from the perspective of science of administration, is related to resource decision-making and implementation aimed at acts of managing [21]. In turn, public management is directed at the ability of federal, state and municipal governments to manage their

functions., Implementing public policies to facilitate the necessary actions in public management of states and city's is also key, contextualizing the participation of citizens in these challenges [22,23].

The strategic management of cities, which includes strategic, managerial and operational visions, is based on the strategic planning of cities. Involves multiple and different concepts and approaches related to the science of administration. The concept of management can be summarized as the application of science of administration. In turn; planning is a major instrument for managing cities, city hall, municipality, public organizations and government agencies. These concepts are related to the set of resources and decision-making activities aimed at management [5].

Some authors differentiate municipal management and urban management. Urban management can be understood as the management of the city. It is related to the set of resources and tools applied in the administration of the city as a whole, aiming at the quality of infrastructure and urban services, providing the best living conditions and approaching the citizens or citizens in the decisions and actions of municipal governance. Other authors include rural issues in urban management. With regard to municipal planning, urban management emphasizes the municipal director plan (or city comprehensive plan). Municipal management can be understood as the management of the municipality and its organs, institutions, municipalities and departments. It is related to the set of resources and tools applied in the local management through its municipal public servants. With regard to municipal planning, municipal management emphasizes the strategic planning of the city, urban and rural [5].

Both the urban management and municipal management may be related to the concepts of "New Public Management" theories (NPM) and public intelligence. This involves implementation in public organizations of the models of private enterprise and concepts of strategic administration focused on enterprise businesses. It also presupposes to apply the concepts and principles of entrepreneurship in public initiatives. This model adopts the essential characteristics: contextualizing the citizen as a customer; clear sense of the public organization's mission; delegated authorities; replace rules for incentives; prepare budgets based on results; expose government operations to competition;

seek solutions market and not just administrative, and measure the success of the government by the citizen. Also it has numerous principles: restructuring; reengineering; reinvention; realignment; and reconceptualization [24]. Proponents of NPM developed their arguments by contrasts with the old public administration in favor of "new public service" where the role of municipal public servants is to help citizens to articulate and meet their shared interests and not try to control or guide the society [25]. As a result, many positive changes have been implemented in the public sector [26]. The evolution of the NPM movement has added more pressure on the bureaucracy to make public organizations more responsive to the citizens and participatory citizens as customers. Undoubtedly, it is an important breakthrough in contemporary public administration [27].

As a systematic process, strategic public management aims to ensure growth, continuity and survival of the public organization. Through continuous adaptation of its strategy, its training and its structure enables the organization to face the observed or predicted in its internal or external environment changes, anticipating these changes [28]. Is important a mix of strategies in public organizations, where the most successful strategy recipe depends on the different ingredients and special pay attention to the connections between the outlined contingencies to generate the best results using the adopted strategy [29]. Also, when the public managers are rethinking the place of the public, can be considered the citizens as a customer or partner in public management [30].

## Research Methodology

The research methodology employed here comprises an approach of applied nature directed to a circumstantial reality, with emphasis in the inductive method enhanced by the professional experience achieved by the researchers, both in advising projects for city administrations and in academic classes of undergraduate and graduate programs. It partially takes exploratory research concepts regarding documental and bibliographic raising [31,32].

The case study presented here, with emphasis in an action-research, had an applied research approach as well. It was an applied work because it generated new useful knowledge for the advance of science and for practical verification directed toward the solution or the facilitation of problems concerned to the strategic planning of cities with the participation of the society (citizens

and the municipal public servant) and of the strategic management of cities [33]. It has put together other approaches explained by the eclecticism and integration of inseparable methods [34-36].

The methodology emphasizes a longitudinal case study for 9 years (in three different governmental mandates: 2005-2008; 2009-2012; and 2013-2014). The city researched has around 250 thousand inhabitants, with an area of 899 km<sup>2</sup>. It has more than 4,000 municipal public servants. It is part of the metropolitan region of Paraná, Brazil, and beside of Capital of State.

The materials and methods utilized are pertinent to available resources of research-action case studies. Forms were used for data gathering (planning, organization, diagnoses, analyses and debates), information tab, follow-up, controlling and documentation. Finally, it was carried out assessments of the procedures and actions performed. The research also used several investigative techniques, such as personal observation, questionnaires, field survey, semi-structured interviews, meetings and seminars, which were attended by common citizens, public managers, suppliers, and public service providers. That way, the surveyors were, in a cooperative and participative way, fully engaged in the process.

The action-research protocol was an integral part of the methodology used in the project and had phases and subphases as its variables. The observation unit included municipal employees (managers and technicians) and citizens (workers, students, retired individuals, housewives, councilors and businessmen).

## Analysis of Projects of City Planning and Strategic Management

The case study demonstrates the challenges of relationships and integrations between planning and strategic management the city. It also describes the forms of elaboration of strategic planning of the city and the various difficulties in deployment and strategic management.

### Governmental Mandate 2005-2008

The project of planning and strategic management of the city are used as the base methodology of Rezende & Castor [2] which considers the strategic planning a project of participatory entrepreneurship in cities, city hall, municipality, public organizations and government agencies.

The planning started on October 2005 by the activities "Organization, Dissemination and Training" that worked with the effective participation of citizens. The multidisciplinary project team was composed of: Mayor as a sponsor; president of The Industrial Commercial Association as a co-sponsor; a full-time manager on the project (with a team of the Department of Planning exclusive for this activity); representatives of other Municipal Departments; and representatives of the citizens.

In terms of organization, the citizens participated in the drafting of the project of strategic plan and management of the city. They were divided into several groups of interest (17 public functions or municipal thematic). The dissemination was made by the multiple instruments of available media in the city requesting the participation of citizens. The training of those involved was based on the methodology set together (the city and the University that advised academically the project). Numerous events with citizens took place in gyms, churches, associations, and elsewhere. All districts of the city were utilized, where the project team formally reported the problems, suggestions and wishes of citizens. Such details subsidized the development of the entire project of planning and strategic management of the city.

Thus, concern of the project of strategic planning of the city, the phases of the adopted methodology (city analysis; city guidelines; city strategies and actions; city controls and management planning) were completed in the last quarter of 2007.

The project highlighted the following formalities: a city mission was to promote sustainable development through the integration of public, private and civil society actors, in order to contribute to improving the quality of life of the population. The vocation of the city dedicated mainly to the automotive industry, metal-mechanical and horticultural production. The view of the city was to enable all citizens in the following categories: income security; education; health; and sanitation to sustainable development. The values included: transparency with the public accounts; respect for cultural diversity; and respect for human rights. The critical success factors are: sanitation; public safety; health; education; transport; employment and income; housing; leisure and entertainment; technology and innovation. The policies of the city were: prioritize education; encourage local vocations; promote technology and innovation; preserve the environment; and facilitate the entrepreneurship. The macro-objectives were

formalized as: sustainable environmental development; social development; sustainable and economic development; cultural development; and sustainable technological development. Actions also formalized their strategies to meet the city. Strategies for sustainable environmental development of city: incorporating sustainability concepts to the public education; recover degraded areas; implement environmental management; develop selective collection and recycling center for solid waste programs; suit the road infrastructure of the city; and make strategic partnerships. Strategies for social development: implementing employment and income generation programs; promoting professional education; encourage the sport; expanding leisure spaces; facilitate the construction of affordable housing; improve the sense of security of the population; improve the quality of education; encourage appropriate land use; prioritize actions to low-income population; prioritize preventive measures in healthcare. Strategies for sustainable economic developing: simplify procedures for openings from companies in the city; expand support for trade; encourage local rural production; harness the power of the international airport; encourage local production arrangements; encourage the establishment of large companies in the city; and encourage to tourism development in the city. Strategies for cultural development: restructuring the management of cultural activities; and encourage cultural activities. And finally, the strategies and their actions for sustainable technological development: encourage public-private partnerships; provide tax incentives; develop digital inclusion; and encourage alternative energy.

The strategic city management proposed integration with other city plans: Municipal Director Plan (or City Comprehensive Plan, territorial, land use, zoning); Municipal Multi-Annual Plan (or Financial Mapping and City Budget); and Governmental Plan (or Public Administration Plan). The monitoring proposed for review was semiannual.

However, neither the strategic city planning or strategic management were implemented and carried out effectively in the city during this governmental mandate 2005-2008.

### **Governmental Mandate 2009-2012**

Public managers that government mandated in 2009-2012 did not utilize the project of planning and strategic management of the city from governmental mandate 2005-2008. The previous project was totally ignored, mainly because the

mayors of these two mandates were political opponents in the last election.

The new project of planning and strategic management of the city used as the base methodology of Marini & Martins [37] which emphasizes managing for results in public administration through the concept of "governance in action"

The planning started on first semester of 2009 with focused on basic public services. In the second semester of 2010, internal workshops were held to discuss the preliminary findings and the new guidelines. In the beginning of 2011, the "Pact for Results" was formalized, where city managers signed documents with the actions of the Public Departments. In the second semester of 2011 were formalized the project "Revitalized Management: building the way for the city 2020" as a strategic plan to be applied by public managers and municipal public servants. Attention was directed to the population, the private sector and civil society organizations, in order to improve the results of city management.

Therefore, the City Hall made a partnership with "Publix Institute" to assist the project. In advice this Institute also made sensitization and mobilization of three sectors (State, market and civil society or citizens) and three Governmental Powers (Executive, Legislative and Judiciary). Also, was formalized a Strategic Agenda of city with horizon for the year 2020.

In the proposed implementation, the project documented strategies, structures, processes, people management and public actions following precepts of the "Matrix of Results Management or Governmental Matrix" methodology developed by "Publix Institute". Briefly, the model profess a mixture of elements of the strategy (can be objectives, programs, projects, etc.) with structural elements (organizational units or organizations). All this to identify and covenants the realization of the city strategies under continuous monitoring and evaluation [37]. And to building the City Hall Strategic Map was adopted the Balanced Scorecard (BSC) approach.

The project of strategic planning of the city proposed actions on these public functions: health; education; social welfare; and urban sanitation. However, there was a lot of concentration of action and of time on public health function including the transformation of the private hospital in the city public hospital.

At City Hall, the proposed of project has highlighted for its organizational structure including formalizing the public matrix management and administrative processes. Also emphasized the people management (municipal public servants) and proposing strategies for staff professionalization, commissioned positions, rewarded functions, specialists and management development.

In concern of the strategic management of the city, a systematic model of monitoring and evaluating was proposed with the implementation of "management for results" and the formulation of a strategic agenda for to systematize, monitor and evaluate the city performance. In case of deviations, was proposed a system of adjustments and correction of actions by a "central of results". In parallel, one "committee of monitoring and evaluation" routed to three topics (socioeconomic, management and physical- territorial or zoning). Still, for a decision-maker and deliberative actions a "committee of governmental management" directed to accountability to the Mayor, for the integrated analysis of efforts and priority outcomes of the City Hall, for the strategic redirection and for removing obstacles. It was created because many things can limit or threaten the performance of the priority initiatives and city strategic enhancers [37].

The citizens were not involved in the elaboration of this project the strategic planning and management of the city in that governmental mandate 2009-2012, however, 26 stakeholders from civil society and the municipality were interviewed.

#### **Governmental Mandate 2013-2014**

As in the previous term, the government's mandated that public managers (which began in 2013 and end on 2016) did not use the project planning and strategic management of city from governmental mandate 2009-2012. The previous project was ignored, also because the mayors of these two mandates were political opponents in the last election.

At the beginning of his term, in 2013, on the initiative of the Mayor elected and his team of municipal public servants, 14 meetings were held with citizens, called "public consultation" in different locations. This lasted for three months and many segments of society were heard, where citizens made suggestions for structuring public policy of the city. The participation of 1,032 citizens was recorded (and among personal attendance and via the Internet) and 3,423

suggestions would be evaluated and would be part of city planning were harvested. All these activities were directed to the Municipal Multi-Annual Plan (or Financial Mapping and City Budget) but could also be used in project planning and strategic management of the city.

Subsequently, in October 2013 the project planning and strategic management of the city used as the base methodology of Rezende [2] that is grounded in Rezende & Castor [2]. The new methodology was expanded and updated in projects and scientific research in other Brazilian cities, Peruvian, Italian and American.

The initial proposal would carry out three projects of strategic planning for the city: short term to 2014; medium term to 2016, and long for another 20 years.

The first formal activity was the attempt of project documentation through "Phase Zero - Organization, Dissemination and Training" with 10 sub phases: know city, municipality and the project site; understand the City Hall and organizations; adopt project concept; define the project objective; set project methodology; set multidisciplinary team project and citizens; disseminate the project; train involved in the project; define project management tools; and develop work plan for the project. Until January 2014 these sub phases were not yet completed.

Although not complete, Phase Zero, were established and documented 20 strategic objectives for the city. Such objective is adapted from projects of governmental mandates 2005-2008 and 2009-2012. The list of strategic objectives had not been approved until January 2014 and not been their respective strategies and public actions. Neither list was presented and discussed with citizens.

As for the strategic management of the city, the activities were initials. For example, some management indicators were determined, but not completed, also were not certain their public actions, much less their respective dates of completion.

In short, planning and strategic management of the city is still a draft of a project in the city and is far from its effective implementation.

## Conclusion

The proposed planning and strategic management can become an instrument of unquestionable importance in daily strategic guidance of city, city

hall, municipality, public organizations and government agencies. Planning should be understood as a project, and subsequently an ongoing process to expand the quality of life of citizens and contribute to the effective management of the city. This project, in addition to operational and management, must have a global character (in terms of the city) and strategic to formalize the problems (weaknesses and threats) and setting the objectives, strategies and actions for the city, considering longer periods for 4 years, like one governmental mandate. This strategic nature will be facilitated when the city develops this project in a participatory manner with citizens and integrated with other city projects.

Despite the discrediting or pessimism of some researchers and also some public managers, if the city develops a strategic plan, the city management will be facilitated and the decisions of public managers and citizens will be more appropriate. Not to mention the most correct and transparent use of public money, applied to the priorities of the city and citizens, which may extend trust between rulers and ruled.

In this sense, the activities of planning and management of objectives, strategies and actions or public programs are shared with citizens and other stakeholders (or social actors or even stakeholders) in the city. On the one hand this sharing can help to decrease the dense public administration and activities of Mayors and Public Departments, as the performances of these public managers would be decentralized and probably more agile and effective. This would corroborate with sharing the power of public managers to citizens and other stakeholders in the city. Moreover, the effective participation of citizens in planning and city management can motivate citizens to understand and experience their city. Also, it allows involvement in the growth of their city and enables the development of social and political actions of their city. This can lessen citizen concerns and pressures without their purposes by the public administration. Both approaches can cooperate in multiple distinct factors involving the cities and the consequent increase in their moral, social, intellectual and political disposition.

For the project of planning and strategic management of the city to achieve success, some assumptions must be fully stated, discussed, understood and disseminated. This necessity was not fully met in this case study analyzed. It is also fundamental in the effort to establish a city to

understand the details of this challenging project and its integration with other city projects, the State and Federal Government. Success and the quality of life of its citizens must integrate or align all these projects. To do so, prior to completion of projects in the city, it is essential to establish your organization and its methodology. These two activities should be discussed, understood and thoroughly worked collectively to prevent problems, exhaustion and loss of personal time.

The objective was to present the monitoring of planning and strategic management by three different mayors policies. Forms of strategic planning with the city and the various difficulties of its implementation and its strategic management were also described. Thus, it is observed that the strategic planning of city has been developed, but it was never effectively implemented. Neither the strategic management nor neither the planning has been achieved over the past nine years.

The highlights of the main difficulties of deployment and strategic management strategic planning of the city over the three governmental mandates: (a) different political parties in the three different governmental mandates: the personal interests of mayors (and his political team) overcame the collective interests and priorities of the city and citizens; (b) culturing discontinuity of projects: the projects prepared by previous mandates were not kept, whether it be positive or negative, adjusting or inappropriate; (c) lack of support from the leaders of the political opposition: there was perceived indifference, conflict, challenge or simply by the absence or inert participation in events in the city and organized meetings of the project team; (d) lack of effective involvement of citizens: the first term, was observed for the non-participation of many people in events of the project held in the downtown and in all neighborhoods of the city, despite the use of multiple sources of dissemination and call for these holdings. In the second term there was no effective participation of citizens, only a few representatives of society. In the third term only citizens attended the meetings about priorities for investments in the city. So, in fact, citizens participated in part of the project planning and not actively participated in the implementation of strategic planning and city management; (e) no effective involvement of the

Legislative Power was noted in the absence of a proactive attitude of the majority of councilors when the events and meetings, i.e., not disagreeing or affronting, but not actively participating or defending the collective interests of citizens; (f) in other difficulties, such as methodological changes from external agents (consultants); changes in project teams; adjustments in the executive body of the hall, changing functions of City Public Officers and managers; lack of preparation and disclosure of the documents conclusive projects; dedication of municipal public servants to political elections campaigns; and, especially, the project is not on the daily and strategic agenda of the Mayor (who is the main leader of the city).

With regard to the results and the contributions are directed to the city searched for a facility that research planning and management and to other cities that can draw analogies, whether Brazilian or foreign cities. The longitudinal case study narrated can also facilitate applied research in other cities, city halls, municipalities, public organizations and government agencies. This analysis also allowed us to understand and suggest alternatives to challenges of planning and management that involves citizens, public, public servants, municipal managers and other stakeholders in the city and surrounding towns. For the city surveyed this work contributed to the description of the projects of three different governmental mandates, allowing a more comprehensive understanding of these projects. And for other cities this work contributes in establishing analogies between cities. It is possible that good practices described here can be extended to other cities.

There were no limitations on the access to the people of the teams of the three projects and three terms to elaborate documents and information from the city, city hall, municipality, public organizations and government agencies. The main limitation of this work is that it assessed one city. This reduces the relevant analysis and considerations of a single case, not expressing the reality of other Brazilian cities or other countries method.

Finally, there is inadequate strategic management of these projects, reiterating excess of spoken words and the few actual accomplishments in nine years and three different governmental mandates.

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