



Municipal Management in a Systemic Perspective

Jose Manuel Elijah Guamba

(PhD in Environmental Science), Eduardo Mondlane University

Abstract: *The municipal management is influenced by the phenomena causation (cause and effect), by the model of rational expectations and the market roles. This requires a targeted planning, where the assessment of the benefits, of the usefulness and effectiveness allocative, translates the existing dichotomy in decision-making between qualitative and priorities the economic rationality of municipal government.*

The municipal strategic planning can be a public policy instrument for local and regional development, if we look at the difficulties of financial resources in the municipalities, by the demands and pressure from citizens and other stakeholders. These pressures, can find an answer with a participatory planning and management in the municipalities, making room for the collective involvement of citizens, with their yearnings, allowing decentralized and share decisions of municipal managers. While there is a tendency towards the weakening of popular movements, associations, cooperatives and civil society organizations, increased social uncertainties, the collapse of social security systems, social fragmentation, at Community level, Governments lack democratic legitimacy and resources, open society, creating new forms of socio-political articulation, such as: social inclusion , the participatory budget, boards of managers or community participation, in order to reconcile the objective of democratic legitimacy with increased efficiency.

The dilemma that the city manager faces and, between having to create favorable conditions for a gradual insertion of more modern and dynamic sectors of the city in the world of a globalized economy, and seek measures and policies able to mitigate the growing social, economic and environmental problems that affect the most impoverished social groups reveals the precarious and delicate state of public administration in developing societies.

To the extent that their own Governments take a role in the expansion of propellant public participation, the theoretical analysis of participation requires renewed approaches capable of integrating governmental dimension plays a central role in the configuration of new paradigm of socio-political stakeholder relations.

In this sense, this research aims to analyze the relevance of the introduction of a municipal administration in a systemic perspective, who plays the larger and inclusive participation, as the political and administrative strategy of integrated municipal management to understand the new political dynamics in urban management.

Keywords: *urban planning, integrated management, systemic participation, social inclusion.*

1. INTRODUCTION

The local economic development of municipalities involves numerous and divergent issues, linked to various thematic and Municipal Affairs. The themes can be related, for example: agriculture; Science and technology; trade; culture; education; Sport; housing; industry; leisure; environment; health; safety; services; society; transport; Tourism; urban and rural. In this sense, municipalities have constantly gone through political, social, the environmental challenges, and financial management approach, where neighbors have required an appropriate quality of life and their participation in the conduct of the respondent municipality.

The concept of management, under the point of view of administration, is related to the set of decision-making capabilities and the implementation of activities aimed at acts of managing (MINTZBERG; AHLSTRAND; LAMPEL; 2000). In general terms, governance can be understood as competence of managers on activities and

management actions. Public governance is associated with the ability of the Governments in the management of the Central, provincial and municipal functions as the competence in the implementation of their public policies to facilitate the actions necessary in the conduct of the country, the provinces and towns, contextualizing the participation of citizens in these challenges. The city is a dynamic and complex organism that is characterized by great diversity, multiple contrasts and divergent interests, generating numerous difficulties for local managers, residents and others interested in the city (FREY, 2000).

The urban management can be understood as the management of the city. Is related to the set of resources and management instruments applied to the city as a whole, the quality of infrastructure and urban services, providing the best living conditions and approaching the citizens in the decisions and actions of public governance? With regard to city planning, urban management emphasizes the city's master plan. Is listed as set of features and instruments



applied in the local government through its local servers (RAJ; CASTOR, 2006).

With regard to city planning, municipal management highlights strategic planning; this related to the concepts of new public management, also known as new public management, which presupposes the application in public organizations, of private enterprise management models and concepts of strategic management focused on business. This vision requires the application of concepts and precepts of entrepreneurship in public initiatives (OSBORNE; GAEBLER, 1992; BARZELAY, 2001).

2. OBJECTIVES

The aim of this study and analyze to what extent and that systemic and integrated municipal management can contribute to greater efficiency and effectiveness in the provision of utility services, participation and social inclusion.

In this sense, this work is to assess the relevance of the concept of municipal management in a systemic perspective, who plays the participation expanded as the political and administrative strategy of integrated management to understand the new dynamics of participation of citizens in urban management.

3. METHODOLOGY

The methodology used in this study was a bibliographical research, semi-structured interviews to support the study of urban management in a systemic perspective.

The data collection and giving interviews to different actors, was made from a participatory process based on interactivity, systematic observation and recording. More than urban management, the work lacked a dose of social perception and approximation techniques.

Theoretical and empirical research on civil society organizations seeking new forms of citizen participation in municipal management, have shown the importance of these social movements in the processes of democratization and expansion of public spaces (Cardoso, 1994; Dagnino, 1994). On the other hand, experiments with new forms of popular participation, such as participatory budgeting, are analyzed from the point of view of democratic theory, especially as regards the possibility of a deepening democracy, local associations and its distributional implications (Avritzer/Navarro, 2003; Baiocchi, 2001; Abers, 1998).

Increasingly, participation is subject to analysis of literature on public management and administration, city planning and its relevance to the administrative performance and provision of utility services publishes enter as central variables in the evaluation of participatory experiences.

Recognizing the new potential related to the expansion of the social actors involved in the management of public matters, literature on public administration comes increasingly emphasizing the theme of "governance" (*governance*), highlighting new trends in public administration and management of public policies, particularly the need to mobilize all available knowledge in society for the benefit of improving the administrative *performance* and democratization of decision-making processes (Bourdin , 2001; Hambleton et al., 2002; Pierre, 2001; Sisk et al., 2001; Kooiman, 2002).

The paradigm shift from traditional concepts, based on the principle of the authority of the State, for *governance*, approaches to new trends of shared management and involves the public sector institutional, the manufacturing sector and the service sector. The creation of networks and public-private partnerships are increasingly dominant political processes in the new urban world fragmented and represent the recognition of the limits of State action: "Rule becomes an interactive process because no player holds alone knowledge, ability and resources to solve urban problems unilaterally" (STOKER, 2000, p. 93). In this sense, the "question of mobilization and organization of knowledge" (Bourdin, 2001, p. 140) can be lifted, leaving not only the logic and administrative and governmental needs, but also from the perspective of social emancipation and the redistribution of power.

4. RESULTS

4.1. Municipal strategic planning

The municipal strategic planning is a dynamic and interactive process for the determination of objectives, strategies and actions of the municipality. Is elaborated through different and complementary administrative techniques with the full involvement of social actors, i.e. municipalities, local managers and others interested in the city? Is formalized to federal, State and local policies in order to produce results in the municipality and generate quality of life appropriate to the constituents? It is a global urban project which considers the social, economic and territorial aspects, a participatory and continuous way of



thinking the municipality in the present and in the future (RAJ; CASTOR, 2006).

According to Pfeiffer (2000), the municipal strategic planning is a management tool with a single purpose: to make the work of a town or city government more efficient. The strategic focus on local development decreases indecision and promotes the economic, social and political transformations in cities, to treat with consistency the multiplicity of initiatives on the city, seeking a consensus among the multiple actors (including the Government) in the selection of a future desirable and doable. For Lee (1998), coordinates various levels and strategic functions of a city in a global project. Still, Motta (2004) reiterates that it is a way of learning about the demands and external needs and about the responsiveness of local Government to reveal expectations and value references.

In this world in constant modification where the only certainty is uncertainty. Uncertainty of markets, products, services and behaviors which explains, in large part, the failure of so many planning exercises in business or Government, in which efforts, time and money are wasted. For Capra (2002), in the economic globalization scenario, the degree of complexity has taken such dimensions that "[...] Their non-linear interconnection generated quick feedback rings that gave rise to many emerging unexpected phenomena "(Capra, 2002, p. 150), the point of the English sociologist Anthony Giddens (apud CAPRA, 2002) admit that new capitalism – one of the driving forces of globalization – "[...] is to some extent a mystery; so far, we don't know exactly how it works. " The minds of all rise, so the same fear and the same question: in this context, to do today to reach the desired tomorrow?

Planning, in such circumstances, aside from represent exponential challenge requires new ways of thinking and acting. Involves humility, collective learning and involvement in the process performed by heterogeneous groups working in shared. This approach – called planning under systemic perspective – opposes reductionist vision of planning in which only the top management of the public and private organizations, as well as technicians and specialists, is granted the honor of access to the ritual, and a few with the task of formulating strategies for creating the future of many.

Posits the new optics, however, that the collective perspective of these, resulting from the contribution of the whole, is bigger and better than the sum of the individual views of those privileged few. People know a lot and know more than they think they know. What they lack is the

opportunity to contribute and learn from each other. This is the essence of the approach proposed, where what matters is the attempt to understand the interrelationships of the various system variables in the analysis, planning the future desired by means of shared construction.

The problems identified should be treated under the perspective of systemic thinking with involvement of heterogeneous groups managed self working together (EMERY, 1997; EMERY and DEVANE, 1999; EMERY and PURSER, 1996; WEISBORD and JANOFF, 2000).

Individually, each participant knows the small part of the whole. The construction of the future dreamed is blurry in that lie in the heart and aspirations appear to the mind of every person, for who knows what you want are members of the system, those who exercise their day-to-day.

The coexistence and interaction brought about by the method described here is the multiplier factor of knowledge, learning and growth. To enhance the practical purposes pursued by the proposed approach, the mister observe some methodological steps which find roots in general systems theory, also, to the school of systemic thinking (ARGYRIS and SCHÖN, 1996;) and the dynamics of systems (FORRESTER, 1994), with the support of psychoanalytic Psychology (BION, 1961) and Gestalt (LEWIN, 1951), as well as the right therapy (FRANKL, 1999).

Understand urban dynamics, requires investigating the interrelation of socio-economic variables, political, cultural and technology involved. The dynamics of systems employing the systemic thinking to stand. From this perspective, (Folledo, 2000) the Commission considers, in which calls of systemic thinking, four levels in ascending order of complexity of perception – events, event patterns, systemic structures and, finally, values and shared visions – levels that Senge (1990) features like events, patterns of behavior, systemic structures and mental models.

Linear relations of causality, common in econometric models which address the topic under the mechanistic, not the optical are sufficient to clarify and explain the phenomena encountered, resulting from nonlinear interconnects. Balancers and reinforcing linkages, involving distant in time and space variables, can assume explanatory relevance in situations whose solution Cartesian perspective is not perceived. In essence, the dynamics of objective systems understand the underlying structure of the system and understand the behavior that may cause (FORRESTER, 1975).



4.2. Systems Dynamics

System Dynamics is a method that exceeds the conventional domain of systemic thinking approach that, for Forrester (1994), represents more than 5% of education systems. The dynamics of systems serves to study various aspects of interrelations that occur in the world. Distinctly from other areas of research – that, to try to understand the problem, to decompose into smaller parts-the systems Dynamics examines the objects of their study as a whole, using modeling and computational simulation.

In systems dynamics, the central concept refers to the understanding of the interaction of the system, this understood as anything from the steam engine to the bank account or the football team. The parts of the system interact through "links" (feedback loops), and the change in any one of them affects the other over time, which in turn, affects the origin and so on.

The money in your bank account might serve as an illustration: deposited in the Bank, the money bears increase the total amount deposited, surrender even more interest and accumulate more money in the account, in sequence. Tap adjustment to achieve certain water temperature is another example of a simple reply link quite familiar. Open the tap and felt the temperature, this is compared with the desired heat intensity. The adjustment of the water continues, with smaller settings, until the desired temperature is reached (SENIGE, 1990). The cause and the effect are related in time and space (FORRESTER, 1969).

In complex systems, cause and effect are not often related to time and/or space. Either the structure of these systems is formed by simple reply link in that particular system state dominates the behavior? Complex systems there is a great multitude of links and internal flows are controlled by non-linear relationships? Among the difficulties facing, when dealing with complex systems, is the identification of the cause of the problem.

On these systems, when it is sought usually is what looks like a plausible cause but. Determined by simple systems training, people apply the same intuition to complex systems and are led to the error: treat symptoms, not causes. The result is ineffective and harmful, because those involved in the solution of the problem did not understand the basic structure of the system that causes undesirable behavior. Many of these systems and problems can be analyzed by means of models and computer simulation. The dynamics of systems it is the fact that computer models can be complex and elaborate more simultaneous calculations than those

possible through elaborate mental models by humans (FORRESTER, 1969).

4.3. Urban Dynamics

Cities, based on dynamic systems, deals with the specific challenges approach in the formulation of strategies to achieve objectives necessary for the improvement of the urban condition, with use of computer simulation, setting goals and trying to predict long-term effects. To illustrate, imagine for a moment the ideal city. Perhaps the ideal city is that with the immediate availability of low-cost buildings, the wide range of high-wage jobs, excellent schools, lack of environmental pollution, houses close to the workplace, lack of crime, beautiful parks, cultural opportunities and other preferences of each. Suppose that this city existed. What would happen?

Would be perceived as the ideal place to live. Moved by that Forrester (1975) defined as "attractiveness", people of all parties would move to this ideal location until the benefits proportionate succumbed before the resulting increase in population and the city doesn't offer more attractive in comparison to other places. Begin, then, the several pressure-reduction of environmental pollution, traffic density, increasing level of urban crime, drug use, stress, among others – to inhibit the growth of the town. Some pressures, however, can be influenced. As highlighted by Forrester (apud BARCELLOS, 2002, p. 4):

The most important question now is how society would like to distribute the pressure to stop the growth. Should the pressure be distributed through society or concentrate on a few points of the socio-economic system? This issue is of the utmost importance because the decision makers have the power to relieve pressures in some sectors of the society but not in others. If the pressures are alleviated where possible, growth will continue to produce subsequently increased pressures whose control is impossible. That is, the way they react to pressure current determines the nature of future pressures.

Pressures such as lack of water and congested streets can be alleviated by technological means widely dominated: collecting and carrying water from distant places, improving the transport system, as well as the development of new energy sources. As a result of these technological contributions, growth continues to arise economic dysfunctions as rising unemployment and the need for social assistance and, at the national level, deterioration of the trade balance and inflation. On a small scale, economic pressures are relieved and delayed consequences.



Growth, continues until the social deterioration, resulting from population growth and complexity, begins to manifest itself with seriousness. This second set of pressures, such as the inadequate supply of jobs, can be relieved by economic means, although on the latter learn a little less than the first. However, the third set, societal pressures – crime, civil disorder, drug abuse, mental health decline and the collapse of moral values – it consists of pressures that don't know how to face with success (FORRESTER, 1975).

What means this approach of technological and social goals for the planning of urban management? Means that, in the past, those who have dealt with technological aspects of urban life were concerned only with events that saw. The solutions adopted were not optimized, that is, they satisfy only certain event location without heed to the structures underlying and systemic consequences in other parts of the system. This inattention-the absence of systemic perspective – allowed different groups pursuing their own objectives independently, following their mental models, confident that the well-being of all would improve.

But as the system began to become congested, the solution of any problem started the creation of another, i.e., the blind pursuit of laudable objectives individually created a large utility system degraded. One of the ways to avoid this waste of effort and the resources is the construction of a shared vision, in which stands out the benefit resulting from the contribution of different mental models that blurred in common values, complement each other.

4.4. The Future Quality of Urban Agglomerations

In the past, the public welfare in urban agglomerations concerned the supply of better solutions to the problems of drainage, garbage disposal, transport, water supply, sewage treatment, schools and public health. Is no longer true, however, that better solutions to each of these challenges will be reflected, always, in better quality of life for all? There is a risk that, to solve these problems individually, to become an accomplice of the increase of the population of the city and its demographic density, causing the beginning of social processes that ultimately reduce the collective well-being.

To Forrester (1975), a city can choose, in substantial scale, the set of pressures under which you want to exist. There are many components of urban attractiveness and if one of these components is reduced, others may be increased. The ideal city cannot be created. There are many things that society and the public administration urban areas can do. Something they can't do, however, is to produce the perfect city. Can,

however, exercise wide choice between models of imperfect cities.

Forrester (1975) suggests as a valid objective for the local urban leadership focus on improving the quality of life for residents by protecting at the same time, the type of urban growth that will bury, later, the gains achieved.

However, alert involve ethical and legal controversy raising the attractiveness of the city for its current residents while reducing the attractiveness to strangers, which could congest the system. The question is: the city should worry about herself in the first place, and your own well-being should precede the concern of others that are not taking steps to solve their own fundamental problems?

The city can influence your future by conscious choice from among the various components of the attractiveness that, for him, are distributed into two categories – diffuse characteristics and compartmentalized features – as its influence is exerted more intensely on the quality of life in the city or on the influx of immigrants and growth. The diffuse characteristics – such as public safety and clean air – are shared equally by all, not restricted to individuals in particular and also apply to current residents and those who may live in the city?

The compartmentalized features – such as the offer of jobs and housing — they identify with certain individuals, may be accessible to current residents but not be necessarily available to others to come out. The objective, therefore, should be to maximize diffuse characteristics to improve the quality of urban life, while they were controlled compartmentalized characteristics to prevent the expansion of the population, which would negate the previous gains.

Every feature that make the city more attractive to residents, will make it more attractive also for those who are living there, which will increase its population and population density. Forrester (1975) recommends that any improvement in the diffuse characteristics is accompanied by any deterioration in compartmentalized features of attractiveness to prevent self-destructive growth. For example, the vitality of the industry, the socioeconomically balanced blend of population, the quality of schools, lack of pollution, the low crime rate, public parks and cultural facilities are desirable features for existing residents.

With this in mind, don't predict the solution to urban problems while the cities don't show courage to plan in terms of maximum population, the maximum number of housing units, maximum permissible height for buildings and maximum number of jobs. Cities must also choose the



type of urban cluster that you want to be, because it is impossible to become and remain a city that is all things to all people. To him, there can be multiple unique types of cities, each with its special combination of cost-benefit analysis; However, policies that create a kind of city can destroy each other. The choice of the kind of city should be made, and corresponding selected policies, to create the combination cost-benefit.

You can have an industrial city, a commercial city, a city of leisure, a city for retirees or a city that attracts and imprisons without opportunities, the disproportionate number of unemployed, as some cities have done and follow doing. There are, however, hard limits on the number of types of cities that can be created simultaneously in the same place.

4.5. Urban Planning and Management

It is addressing the importance of considerations previously exposed to planning and management of urban areas with regard to the role played by local leaders.

Firstly, these leaders are responsible for socio-technical aspects of the urban environment, and may continue to lead the troubleshooting for that being hit the running of roads, water, waste, transport – and thereby sustain the growth process – as well as ongoing changes in pressures cause the social area, for the rising crime, elevation of psychological trauma, growth of welfare costs and accelerating the collapse of the community. Can, also, Alternatively, mobilizing to reverse the signs of growth – which, although considered good in the past, no more – and help to stop the expansion of the urban crisis?

Secondly, public works exclusively on the characteristics influence compartmentalized, which shall bear the resulting consequences (FORRESTER, 1975). In urban management, decisions directly affect the number of streets and neighborhoods that are built, the number of industrial areas and residential building lots that are deployed, as well as the amount of buildings that are erected. Such physical actions, supported by municipal zoning policy, determine the type of urban growth and, even more, whether or not growth.

The difference between diffuse control and the chambered urban population can be illustrated by two extreme policies relating to the water supply, according to Forrester (1975). Depending on how it is administered, the availability of water can be both a diffuse control as chambered in growth. Apparently the humanitarian policy of construction of low-income houses ends by creating poverty, lumping people in areas of declining economic opportunities.

Consider yourself a city with limited water supply – increasingly will be the reality. To illustrate the diffuse control, water could be distributed free of charge and also to each, for the current and future residents. New homes could be built, new industries encouraged the growth would continue and the water could be distributed among everyone. If they were not found other limits to growth, this would continue until the low water pressure, occasional water shortages and the threat of disaster as a result of a drought had raised until the match emigration to immigration.

Under this condition of unrestricted access to water, the growth would have been controlled, but the nature of the equitable distribution of water shortages have reduced the quality of life of all residents. The lack of water would be diffused; would all, residents and newcomers. Alternatively, the opposite of water supply policy illustrates the control chambered. Construction permits and new water connections could be denied in order to restrict the demand according to supply capacity. The water would be available for current residents, but not to the new. Under this circumstance, the current residents' quality of life would be maintained, but growth beyond the limit of the satisfactory water supply would be constrained.

The choice between the current residents and potential immigrants is inherent to practical solutions of urban problems. To Forrester (1975), in the proposed policies of urban management, legal and ethical aspects are substantial. A city looking for his own welfare will undoubtedly be accused of being selfish discriminating against non-residents. But what are the alternatives? Should position themselves against their own long-term interests? Should be forced to look to its future only in the short term? Must be an accomplice of the postponement of the date on which face the fundamental choice between quality and quantity?

The policies of the past have not been so auspicious to persuade point against new experiences. Those who work in the planning and management of urban areas, as well as engaged local leaders, are in the unique position to try it. Cury (1999, p. 52), points out that the word network has become the most efficient way of articulation between the different social organizations:

"Through the networks, the social organizations are able to multiply initiatives work their diversity and segmentation. [...] Unlike the partnerships, which are built to face a problem, specific purpose, networks tend to articulate around specific themes (cultural, educational, political, etc.)".



Points out that social networks are "highly effective instruments in mobilization for collective action within the public space". And a facilitator in fundraising and an important ally in increasing the visibility and credibility of various organizations. This direction of thought and sustained also by Bourguignon (2006), for whom the term this network associated with the idea of the joint, connection, links, complementary actions, horizontal relations between partners, interdependence of services to ensure the integration of attention to the most vulnerable social segments.

In this direction, consider and propose a networked social work constitutes a major challenge for professionals linked to public policies, municipal managers, Board members belonging to different municipal councils to account for the fundamental rights of citizens, especially in a context where social exclusion and striking. Think network requires harmony with local reality.

5. CONCLUSION

A lot of urban theory developed in the last 50 years has been unable to connect the economic theory underlying the ecological cities to spatial patterns that are observed today. Most importantly, however, is the impact of this change of perspective on the understanding of the cities for planning and management activities.

The classic urban planning model that has been implemented for more than 100 years, is based on the principle of implementing top to bottom. This shift in understanding and take care of the planning and management of urban agglomerations have decisive impact on the form of execution of the planning of the cities that remains, for over a century, until the current days, as activity in the same way.

Top-down approaches, based on models that attempt to simulate the whole urban organization, are being supplanted by theories that emphasize how local decisions give rise to global trends coordinates coordinates by setting the size and shape of the cities in which these appear to be examples of auto-organizable structures that emerge from local actions (BATTY, 2002).

Today, the society has been portrayed a technological angle. There's availability as never ways and ways of doing things. Nevertheless, much of which concerns all is not done, despite the large sums spent on the public sector and in private enterprise. Computers become faster each year,

however, the human minds do not have enough speed to keep up with them. The information available on the wide range of human concerns far outweigh the individual skill of interpreting and acting on them.

The more the human being learns, the more helpless you feel. Automobiles become more fast and people get stuck in traffic jams. New building materials - more resistant, durable and economic - are developed while increasing the number of slums. Are spent fortunes on medical care, but the great mass of population has no coverage, and those who have will lose it when they need more? Many - including the Group of the lucky ones who have jobs - cannot use, in the performance of their duties, the skills with which they were born - while the vast majority survive in underemployed or odd jobs in the informal market without conditions to influence public policy.

While crime increases both in cities and in the countryside and the bad guys loose, the population living in buildings with the distinct notion of total loss of liberty. There is a feeling of existence of high walls between have and the have not, experts and amateurs, leaders and followers. As a society, suffer-if isolation and a certain sense that the world is running out of control. The change becomes an essential part of life. Even communities once bastions of stability is affected by the speed and scope of change? As a result, local communities everywhere have to tackle the task of resetting values to include religious experiences, economic, political and social increasingly diverse (WEISBORD and JANOFF, 2000).

If people influence policies that affect more, these will be different in different places and compensated as a result between growth and quality of life will be different. Are policies in which the ethical and legal aspects will be substantial? To this end, there is need for new forms of urban planning and management, involving the community actively involved in the process.

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