

LUIZ ODORICO MONTEIRO DE ANDRADE

**HEALTH AND THE INTERSECTORAL
COLLABORATION DILEMMA**

CAMPINAS

2004

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COLLABORATION DILEMMA**

*Doctorate Thesis presented to Post-Graduation
of the School of Medical Science of the State
University of Campinas, to obtain the title of
Doctor in Public Health.*

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LUIZ ODORICO MONTEIRO DE ANDRADE

Thesis submitted to the teaching staff at the Department of Preventive and Social Medicine at the Faculty of Medical Sciences at the State University of Campinas (UNICAMP), as part of the necessary requirements to obtain the degree of Doctor.

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ACKNOWLEDGEMENTS

To the administrators, technicians and employees in the municipalities of Fortaleza in the state of Ceará and Curitiba in the state of Paraná, for their welcome and disposition to contribute to this study.

To Professor Dr. Gastão Wagner de Souza Campos, for the guidance, for the support, stimulus and for his singular capacity to reconcile polemics and co-administration, radically democratic, in the everyday construction of knowledge, materialized here in this study.

To the Professors Emerson Elias Merhy and Everardo Duarte Nunes, for opportunities within the epistemological systemization for understanding Brazilian Sanitary Reform.

To colleague Ondina Maria Chagas Canuto and colleague Fernando Antonio Cavalcante Dias, for the detailed and meticulous sharing of the design and accompaniment of the research's development and analysis.

To the researchers Márcia Machado, from Fortaleza, and Simone Moisés, from Curitiba, for support in the application of interviews and holding a focal group.

To friends and researchers Rose Inojosa and Rosilda Mendes, for their valuable contribution in the methodological discussion and in the analysis of the data.

To Dr. Maria Teresa Cerqueira, from PAHO in Washington, for already in 1993 having awoken in me the importance of the intersectoral collaboration

To Professor Márcia Faria Westphal, for her incentive in the study of intersectoral collaboration

To students Audy Alves de Azevedo Filho, Carlos Patrick Aguiar Amancio, Luzia Lucélia Saraiva Ribeiro, Mariana Martins França, Michelle Lourenço Fontenele, Neilton Francisco Linhares Torquato, Niedja Maruccy Gurgel da Cruz, Raniery Nobre, Rute Maria Araujo Cavalcante, Vilson Sóvio Macedo de Oliveira, from intersectoral collaboration project and public policies at the Institute of Health Promotion (IPS) at the School of

Medicine, UFC/Sobral (CE) and the State University Vale do Acaraú, for support in checking the results.

To colleague Alcides Miranda and colleague Ana Cecília Sucupira for their contribution in the daily life of our polemics producing intellectual anxieties.

To Neusa Goya, for friendship and dedicated partnership throughout the last fifteen years.

To colleagues at the Medical School UFC/Sobral (CE), for support and understanding in absences due to study.

To colleagues at the Family Health Training School Visconde de Sabóia, for the space for debate on the several dilemmas produced, constructed and elaborated in the field of public policies, health, interdisciplinary and intersectoral life.

To colleagues at CONASEMS, for the opportunity to be a member of a solidarity movement, “a social player” a producer of great creativity in the construction process of a citizen’s health in our country.

To Neide, for fundamental support in the organization of my life from an itinerant health worker from SUS.

To Verônica and Marinete, from the Health Promotion Institute (IPS), for their support in organization of the study.

To Maria do Céu, for the orthographic corrections, and to Dulcineide, for the forms.

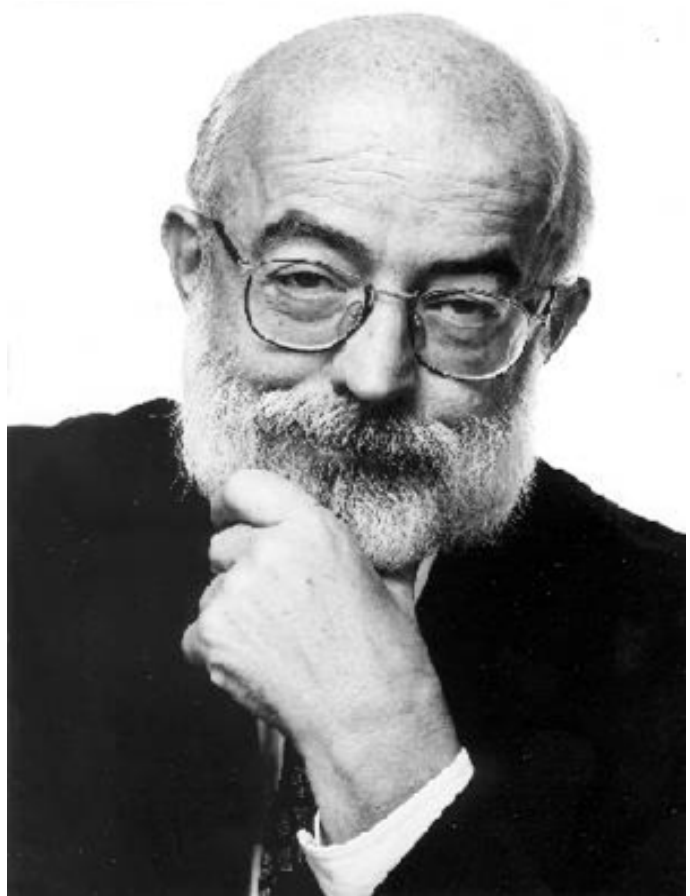
To Nonato, for the days and nights together on these roads, maybe, who knows, approximately three hundred thousand kilometers in the period that this study lasted.

To colleague Carlos Hilton Albuquerque Soares, Sub-secretary of Social Development and Health of Sobral, and to colleague Carmem Soares, for the support, holding together all the difficulties in our secretariat in my absences.

To Mayor Cid Ferreira Gomes, for providing a singular apprenticeship in the way of producing intersectoral public policies.

To colleague Ivana, Pretinha, for these twenty years of companionship, complicity and unconditional solidarity.

To Daniel and Sofia, for their tolerance in my absences and who, quite often, in view of this study were not physical, but spiritual.



Arouca,

For what he represented to the Latin-American Sanitary Movement

And in the era of globalization

Why not say world.

For what he represented in me

The need to experience, in daily life

Shaped in the hard reality of the northeastern sertão,

the Preventist Dilemma.

And today, in the light of so many other dilemmas,

Is also born

the Dilemma of Intersectoral Collaboration

The collective elucidation of the health promotion concept is being constructed along time, permeating and permeated by the history of health, by the evolution of the concept of State and its relationship with society, on one side, and the theories of organization, on the other.

Health promotion was a marginal concept while hegemony prevailed, in practice and in discussion, from the private medical-assistance paradigm and it began to be incorporated when it was contested.

In Brazil, the concept of health promotion initially entered into the dialogue with the re-reading of the State role, as placed in the 1988 Constitution, and with the redeeming of our federative structure, where each entity has their autonomy. It accompanied the construction of SUS and more recently the decentralization of health administration and informed discussions on intersectoral collaboration and operation in the social policy network.

At this moment, the proposal of health promotion and the discussion on intersectoral collaboration is confronted with the organization of the apparatus founded on a sectoral and vertically hierarchic logic still permanent in most of the organizational apparatus of the public and private sectors, despite these paradigms being shaken in their hegemony. Health promotion and intersectoral collaboration function as discursive processes producers of a Paradigmatic Tension (ANDRADE et al., 2002).

Disruptions risen from reflections on new organizational practices and changes in relationships of power open up a space so that the concept of health promotion may also be re-read and re-learned.

In this study, I see this scenario under the guidance of Dr. Gastão Wagner de Souza Campos, from theoretical-methodological references chosen, passed over by the experiences lived through in my trajectory as a Brazilian citizen, health worker, professor, researcher and administrator of Local Health Systems, therefore, in politics, in the service and in the academy.

In politics, as a champion of Sanitary Reform in Brazil, since a student, living in the utopia of universal, integral and equanimous health for all Brazilians. An ideal that, by means of intense negotiations between players with the most diverse interests, it was written into the Brazilian Constitution and has been maintained in

motion to fulfill its principles and internal coherence, as it is happening at this historical moment around the regulation of Constitutional Amendment 29.

In the services ambit, in which I have been trying to correspond, in daily life, to the commitment of fulfilling the ideal of the Brazilian Health System, to perform as a physician, as a municipal health secretary in Icapuí (CE), from 1989 to 1992, in Quixadá (CE), from 1993 to 1996, and in Sobral (CE), from 1997 to 2004, and, also, as a representative of the municipal health secretaries as president of the National Council of Municipal Health Secretaries (administration 2003-2005).

In the academy, as a professor, researcher and advisor at the University and at the School of Family Health in Sobral (CE), where the exercise of reflection and the contact with new generations of health professionals lead to a continuous confrontation with the historical construction of the health concept and the proposal for universal, integral and coherent care with the new demands and expectations originating from society through young people who reach higher education and are qualified as professionals and administrators of the future.

In this field of academic reflection, full of the experiences witnessed as a champion of the Sanitary Reform and as an administrator, I chose as a subject to be developed for my Master's degree the study of infra-constitutional SUS, analyzing the Basic Operational Norms, in view of understanding the mechanisms chosen, in the core of the health sector, to move towards solidifying the principles and directives of the system. This study allowed me, in deeply understanding this route to creating norms, to be able to arrive at the proposal to overcome it, considering the success of the decentralization process and the historic opportunity of having a new dynamic process of relationships in SUS between the government spheres and between them and the population. It deals with overcoming the SUS of NOBS (rules) and progressing towards the SUS of agreements, where, through intense and persistent negotiation, administrators and population agree, nationally, regionally and locally, on objectives for well-being and ways to achieve them.

In the trajectory of this reflection is the theme of the study that was chosen for this new stage. The object of this thesis is to reflect on **health and the dilemma of intersectoral cooperation**. In it I recognize the advances and difficulties found by the ideal of the Sanitary Reform so far and I work with the hypothesis, supported in history, that the municipality, as a federal entity, has the capability to carry out, in its sphere of autonomy and sharing this responsibility with the other government spheres, the constitutional precepts of formulating and implementing intersectoral public policies that might aim at providing greater well-being and health for the Brazilian population.

To answer the questions raised by this hypothesis on how and under which conditions this can be possible, I lean on a cast of authors and, especially, on Mário Testa and in the study of two cases: Fortaleza (CE) and Curitiba (PR). These municipalities grant verification of choices that are compared, highlighting that in their differences lie the richness of possibilities of updating ideas and proposals in a country where there are 5,560 municipalities and whose unity gathers a multiplicity of regional, historical and political-cultural conditions.

LIST OF ABBREVIATIONS AND ACRONYMS

ABNT	Brazilian Association of Technical Norms
APA	Area of Environmental Protection
ASP	Mayor's Advisory Body
ASPEC	Association of Producers and Entrepreneurs of Curitiba
BID	Inter-American Development Bank
BNDES	National Bank for Economic and Social Development
BPTRAN	Traffic Police Battalion
CAIC	Center of Integral Child Care
CC	City's Advisory Body
CCRs	Regional Community Councils
CDL	of Storekeepers
CEBES	Brazilian Center for Health Studies
CEFET	Federal Center for Technical Teaching
CGM	Municipal Administration Council
CIC	Development Company of Curitiba
CIC	Industrial Center of Ceará
CMF	Municipal of Fortaleza
CMPS	World Conference for Health Promotion
COHAB	Popular Housing Company of Curitiba
COMDEC	Civil Defense Committee of Curitiba
CONASEMS	National Council of Municipal Health Secretaries
CONASS	National Council of Health Secretaries

COPAM	Council for Political and Administrative Guidance in the Municipality
COPEL	Electric Energy Company of Paraná
CTA	Aerospace Technical Center
CTC	Public Transport Company
CTEs	Thematic Councils
CTRI	Technical Regional Intersectoral Commission
DAF	Regional Administrative-Financial Directorship
DIRETRAN	Traffic Management
DLU	Department for Urban Cleansing
DSC	Collective Subject Speech
EAP	Public Administration School
EJA	Youth and Adult Education
EMLURB	Municipal Cleaning and Urbanization Company
ESTAR	Regulated Parking
ETTUSA	Technical Urban Transportation Company S.A.
FAZ	Social Action Foundation
FCC	Cultural Foundation of Curitiba
FCF	Cultural Foundation of Fortaleza
FEMA	State Fund for the Environment
FGV	Getúlio Vargas Foundation
FONPLATA	Development Fund for the Rio da Prata Basin
FORTUR	Foundation for Tourist Development in Fortaleza
FPNQ	Foundation for the National Quality Award
FRIFORT	Industrial Cold Storage of Fortaleza

FUNCI	Child of the City Foundation
FUNDAP	Foundation for Public Administration Development
FUNDESP	Personal Development Foundation
GAMA	Management of Territorial Development and the Environment
GAPE	Mayor's
GAS	Social Development Management
GAVP	Vice-Mayor's
GFC	Focus Group of Curitiba
GFF	Focus Group of Fortaleza
GRAF	Fundamental Support Group
IBGE	Brazilian Institute of Geography and Statistics
IBQP	Brazilian Institute of Quality and Productivity
ICI	Computer Studies Institute of Curitiba
ICS	Health Institute of Curitiba
IJF	Dr. José Frota Institute
IMAP	Municipal Institute of Public Administration
IML	Legal Medicine Institute
INAMPS	National Institute of Social Welfare
INSS	National Institute for Social Security
IPEM	Institute for Weights and Measures of Fortaleza
IPLAM	Institute of Municipal Planning
IPM	Welfare Institute of the Municipality
IPMC	Welfare Institute of the Municipality of Curitiba
IPPUC	Institute for Research and Urban Planning of Curitiba

ITA	Technological Institute of Aeronautics
LACTEC	Laboratory Institute of Technology
MUMA	Metropolitan Museum of Art
NOBs	Basic Operational Norms
OGU	General Budget of the Union
OMC	World Trade Organization
OMS	World Health Organization
OPAS	Pan-American Health Organization
PARANASAN	Environmental Sanitation Project of Paraná
PC	Coherence Postulate
PCA	Environmental Control Plan
PC do B	Communist Party of Brazil
PDT	Democratic Labor Party
PEG	Strategic Management Planning
PEI	Strategic Intersectoral Project
PEPG	Strategic Projects of the Government Plan
PFL	Liberal Front Party
PGM	Attorney General for the Municipality
PM	Military Police
PMC	Municipal City Hall of Curitiba
PMDB	Brazilian Democratic Movement Party
PMF	Municipal City Hall of Fortaleza
PPA	Pluri-Annual Plan
PPDs	Handicapped People
PRO	Budgetary Program
PROFITEC	Municipal Foundation for Professionalization of Generating Employment and Income and Technological Diffusion

PRONAC	National Culture Program
PROSANEAR	Sanitation Program
PS	Health Promotion
PSB	Brazilian Socialist Party
PSC	Christian Social Party
PSD	Social Democratic Party
PSDB	Brazilian Social Democratic Party
PT	Worker's Party
PUC	Pontifical Catholic University
RFFSA	Federal Railway Network S.A.
RH	Human Resources
RIT	Integrated Transport Network
RME	Municipal Teaching Network
SAG	Governmental Action Secretariat
SAM	Municipal Administration Secretariat
SAMU	Mobile Rapid Response Service
SCCTES	Sewage Collection and Sanitary Treatment System of Curitiba
SDE	Economic Development Secretariat
SEAM	Municipal Metropolitan AffairsSecretariat
SEBRAE	Brazilian Support Service for Micro and Small Companies
SEDAS	Municipal Secretariat for Education and Social Assistance
SEDS	Municipal Secretariat for Social Defense
SEFIN	Municipal Finance Secretariat
SEINF	Municipal Infrastructure and Urban ControlSecretariat
SEJU	State JusticeSecretariat
SEMAN	Environment and Urban Services Secretariat

SENAI	National Service of Industry
SEPLA	Planning Secretariat
SER	Regional Executive Secretariat
SGM	Municipal Government Secretariat
SIA	Out-Patient Information System
SICT	Municipal Secretariat for Industry, Commerce and Tourism
SIH	Hospital Information System
SILOS	Local Health System
SIM	Mortality Information System
SIMEPAR	Doctors Union for the State of Paraná
SISA	Integrated Information System on Environmental Sanitation
SIV	Integrated Information System on Violence
SMAB	Municipal Secretariat for Agriculture and Supply
SMAD	Municipal Secretariat of Administration
SMCr	Municipal Secretariat for Children
SMCS	Municipal Secretariat for Social Communication
SMDE	Municipal Secretariat for Economic Development
SMDS	Municipal Secretariat for Social Development
SMDT	Municipal Secretariat for Territorial Development and the Environment
SME	Municipal Secretariat for Education
SMEL	Municipal Secretariat for Sport and Leisure
SMF	Municipal Secretariat for Finances
SMMA	Municipal Secretariat for the Environment
SMOP	Municipal Secretariat for Public Works
SMRH	Municipal Secretariat for Human Resources
SMS	Municipal Secretariat for Health

SMSA	Municipal Secretariat for Sanitation
SMU	Municipal Secretariat for Urbanism
STC	Transport System of Curitiba
STS	High Capacity Transport System
SUDERHSA	Autarchy of the Secretariat for the Environment and Hydric Resources
SUMOV	Municipal Superintendence of Labor and Road Systems
SUPLAN	Planning Superintendence
SUS	Brazilian Health System
UFC	Federal University of Ceará
UFPR	Federal University of Paraná
UIPs	Units of Preservation Interest
UNICEF	United Nations International Children' Emergency Fund
URBS	Urbanization of Curitiba S.A.
US	Health Units
ZTC	Central Traffic Zone

	PAGE
Table 1- Resident population by age group and sex – Fortaleza – 2003.....	107
Table 2- Proportion of resident literate population by age group – Fortaleza – 1991 and 2000.....	107
Table 3- Proportion of residents according to type of water supply– Fortaleza – 1991 and 2000.....	107
Table 4- Proportion of residents according to type of sanitary installation – Fortaleza – 1991 and 2000.....	108
Table 5- Proportion of residents according to type of refuse disposal – Fortaleza – 1991 and 2000.....	108
Table 6- Number and proportion of units according to unit type – Fortaleza – Dec/2002.....	109
Table 7- Hospital beds – Fortaleza – 2003.....	110
Table 8- Resident population by age and sex – Curitiba – 2003.....	179
Table 9- Proportion of resident population literate by age group – Curitiba – 1991 e 2000.....	180
Table 10- Proportion of residents per type of water supply – Curitiba - 1991 and 2000.....	180
Table 11- Proportion of residents per type of sanitary installation – Curitiba – 1991 and 2000.....	181
Table 12- Proportion of residents per type of refuse disposal – Curitiba – 1991 and 2000.....	181
Table 13- Number and proportion of units per type of unit – Curitiba – Dec/2002.....	181
Table 14- Nature of hospitals and hospital beds in Curitiba – 2002.....	182

	<i>PAGE</i>
Figure 1- Categories used for the study of intersectoral cooperation in the municipalities of Fortaleza and Curitiba	37
Figure 2- The five components of a player's power	67
Figure 3- Triangle of government.....	76
Figure 4- Particular form of the Coherence Postulate	81
Figure 5- Components of the Coherence Postulate according to determinant and conditioning factors	81
Figure 6- Map of Brazil with the location of the municipalities of Fortaleza and Curitiba	85
Figure 7- Administrative Reform of Fortaleza (1997) Government Purposes	154
Figure 8- Matrix Structure of Strategic Projects of the Government Plan	250
Figure 9- Model of small parallel houses	273
Figure 10- Construction of practices and intersectoral knowledge	274
Figure 11- Constructive complexity spiral of intersectoral cooperation.....	275
Figure 12- Constructive complexity spiral of intersectoral cooperation and its articulation in a federative State such as Brazil.....	276

LIST OF CHARTS

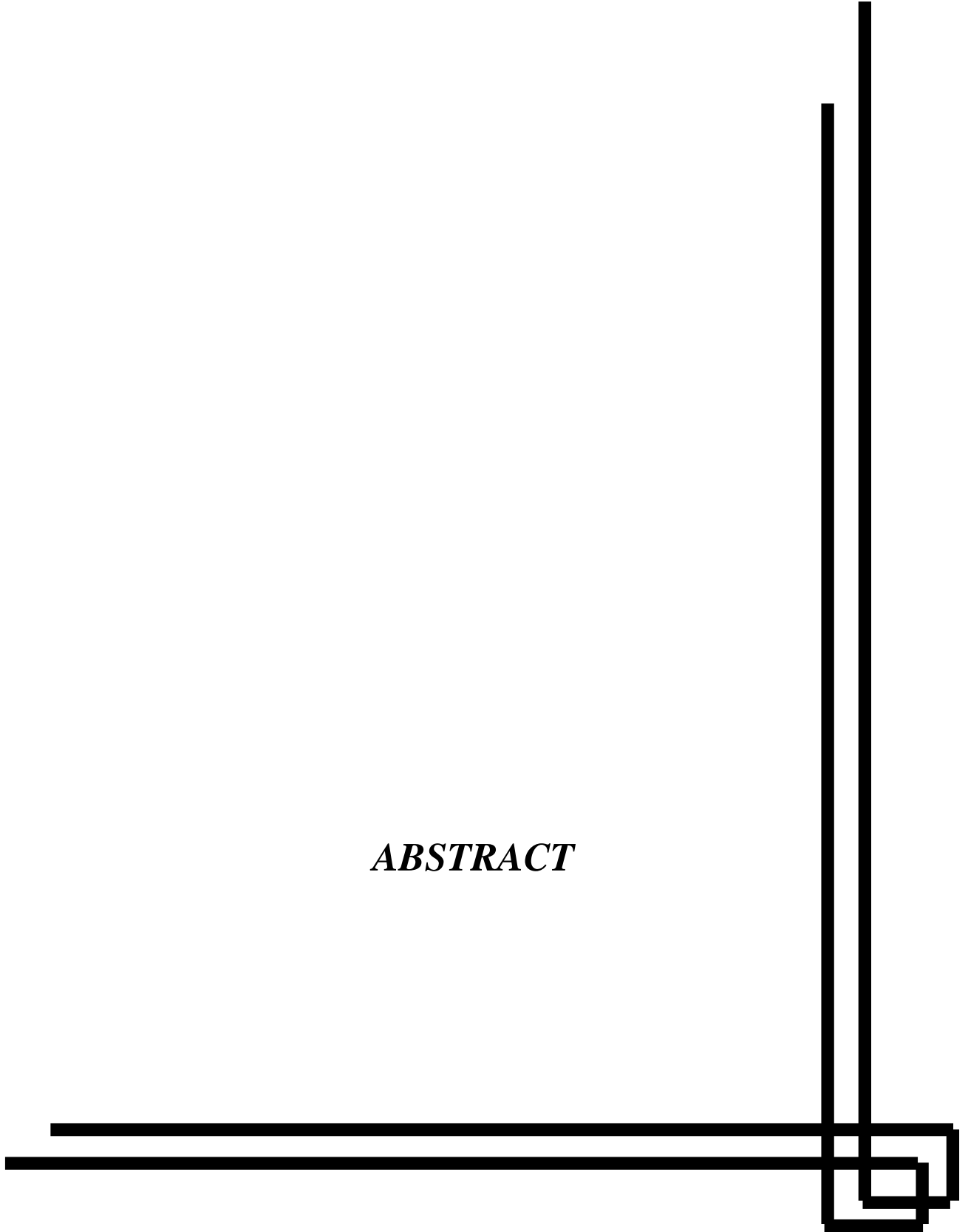
	<i>PAGE</i>
Chart 1- Application levels of preventive measures in the Natural History of Disease	47
Chart 2- Capacity of technical, administrative and political powers according to Testa (1992)	69
Chart 3- Arguments that justify the need for planning.....	75
Chart 4- List of annual reports from the Municipal City Hall of Curitiba (1997-2001) analyzed in the survey of Health and the Dilemma of Intersectoral cooperation.....	88
Chart 5- Characteristics of those interviewed according to position for the survey Health and the Dilemma of Intersectoral cooperation, in the municipality of Fortaleza, 1997-2001.....	91
Chart 6- Characteristics of those interviewed according to position for the survey Health and the Dilemma of Intersectoral Cooperation, in the municipality of Curitiba, 1997-2001.....	91
Chart 7- Focus Group of Fortaleza – 2.7.03.....	92
Chart 8- Focus Group of Curitiba – 9.7.03.....	92
Chart 9- Operating matrix of PEPGs	200
Chart 10- Operation matrix of PEPGs – Basic forms	248
Chart 11- Matrix of strategic management	250
Chart 12- Entities of Curitiba's City Hall – Coordination of the Cabinet	260
Chart 13- Entities of Curitiba's Municipal City Hall – Coordination of Administrative Resources	260

Chart 14-	Entities of Curitiba's Municipal City Hall – Coordination of Infra-structure	261
Chart 15-	Entities of Curitiba's Municipal City Hall – Coordination of Urban Infrastructure	261
Chart 16-	Entities of Curitiba's Municipal City Hall – Coordination of Social Action	261
Chart 17-	Entities of Curitiba's Municipal City Hall – Extraordinary Secretariats	262
Chart 18-	Comparative of the Experiences of Fortaleza and Curitiba	265
Chart 19-	Comparison of the cases of Fortaleza and Curitiba from the Coherence Postulate	268

		PAGE
Graph 1-	Pulmonary tuberculosis: average annual mortality rates (Standardized for the population of 1901: England and Wales .	45
Graph 2-	Number of news-stories and interviews published in the <i>O Povo</i> newspaper on the Administrative Reform in Fortaleza - 1997.....	94
Graph 3-	Number of news-stories and interviews published in the <i>O Povo</i> newspaper on Administrative Reform in Fortaleza – 1998.....	94
Graph 4-	Number of news-stories and interviews published in the <i>O Povo</i> newspaper on Administrative Reform in Fortaleza – 1999.....	95
Graph 5-	Number of news-stories and interviews published in the <i>O Povo</i> newspaper on Administrative Reform in Fortaleza – 2000.....	95
Graph 6-	Number of news-stories and interviews published in the <i>O Povo</i> newspaper on Administrative Reform in Fortaleza – 2001.....	96
Graph 7-	Percentage of news-stories and interviews published in the <i>O Povo</i> newspaper on Administrative Reform in Fortaleza – 1997-2001.....	96
Graph 8-	Percentage of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 1997.....	97
Graph 9-	Number of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 1998.....	97

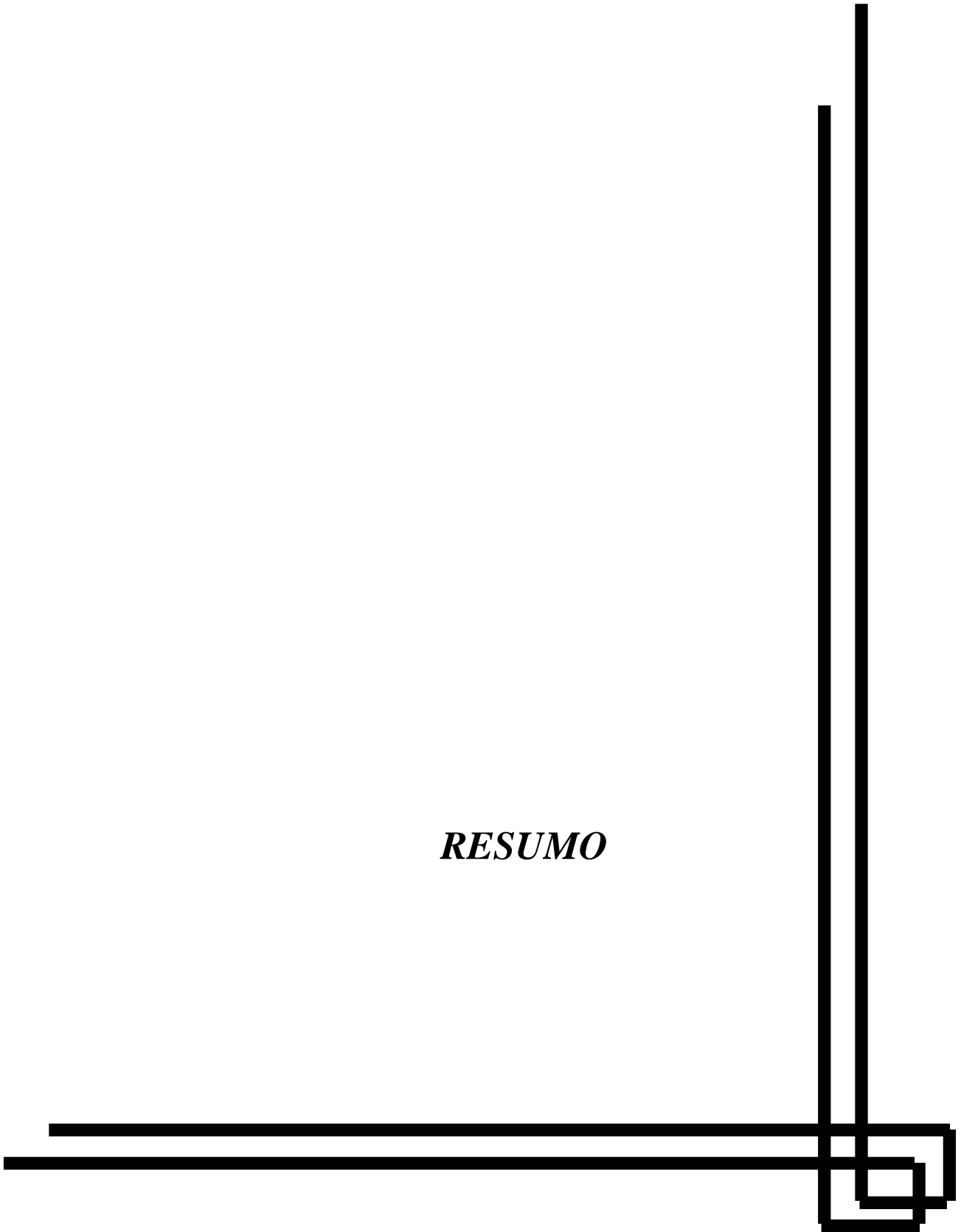
Graph 10-	Number of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 1999.....	98
Graph 11-	Number of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 2000.....	98
Graph 12-	Number of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 2001.....	99
Graph 13-	Percentage of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on Matrix Projects in Curitiba – 1997 – 2001.....	99
Graph 14-	Comparative of the percentage of news-stories and interviews published in the <i>Gazeta do Povo</i> newspaper on the secretaries and IPPUC in Curitiba – 1997, 1998, 1999, 2000 and 2001.....	100
Graph 15-	Age Pyramid – Fortaleza – 2003.....	106
Graph 16-	Proportional mortality (all ages) – Fortaleza – 2003.....	111
Graph 17-	Age Pyramid – Curitiba – 2003.....	179
Graph 18-	Proportional mortality- Curitiba – 2003.....	183
Graph 19-	Strategic Projects from the Plan of Government for Curitiba 1997-2001.....	204

ABSTRACT



In this current study the Health and the Dilemma of Intersectoral Cooperation was tackled. Health as an intersectoral policy has been a debate during the last one hundred and fifty years in western society. The 1988 Brazilian Constitution reaffirmed this concept. In order to analyze the application of intersectoral public policies developed in the municipalities of Fortaleza in the state of Ceará and Curitiba in the state of Paraná, the author makes use of the Coherence Postulate (TESTA, 1992). The CP considers the concepts of determinants (positive “forces”) and regulators (negative “forces”) in the application of policies and the relationships of these with history and organization, the role and purposes of the government, and the theory and method. In this study, documentary analyses, interviews, focal groups and Collective Subject Discourse were used as methodological tools. The study covered the 1997 to 2001 period. The two experiences, when examined in the light of the CP, revealed, on one hand, similarities and, on the other hand, differences determined by the singularities of their history and organization, as well as the theory and methods used in implanting reform. In Fortaleza, intersectoral cooperation did not turn out, due to the fact that the organization conditioned twofold, the method and the purpose. The method in turn regulated the purpose. Regulation of the organization of the method and purpose was also observed in Curitiba. In Curitiba the purpose appeared, in relation to intersectoral cooperation, less evident than in Fortaleza. On the other hand, in Curitiba as much the theory as the method was shown to be stronger. In Fortaleza the theory and method were imported; in Curitiba they are the fruit of concentrations of municipal institutions such as IPPUC and IMAP. The two experiences studied show uneasiness in the State’s interior on how to work with intersectoral cooperation. It was observed that in relation to this there is a discursive consensus and a practical dissension. This dissension comes from the contradiction between the need for integration of practices and knowledge required by the complexity of the reality and a sectorial State apparatus, where there is an accumulation, with major or minor conflict, of disciplinary powers that structured its organization as hegemony. This organization regulated advances in the intersectoral cooperation of the reforms studied.

RESUMO

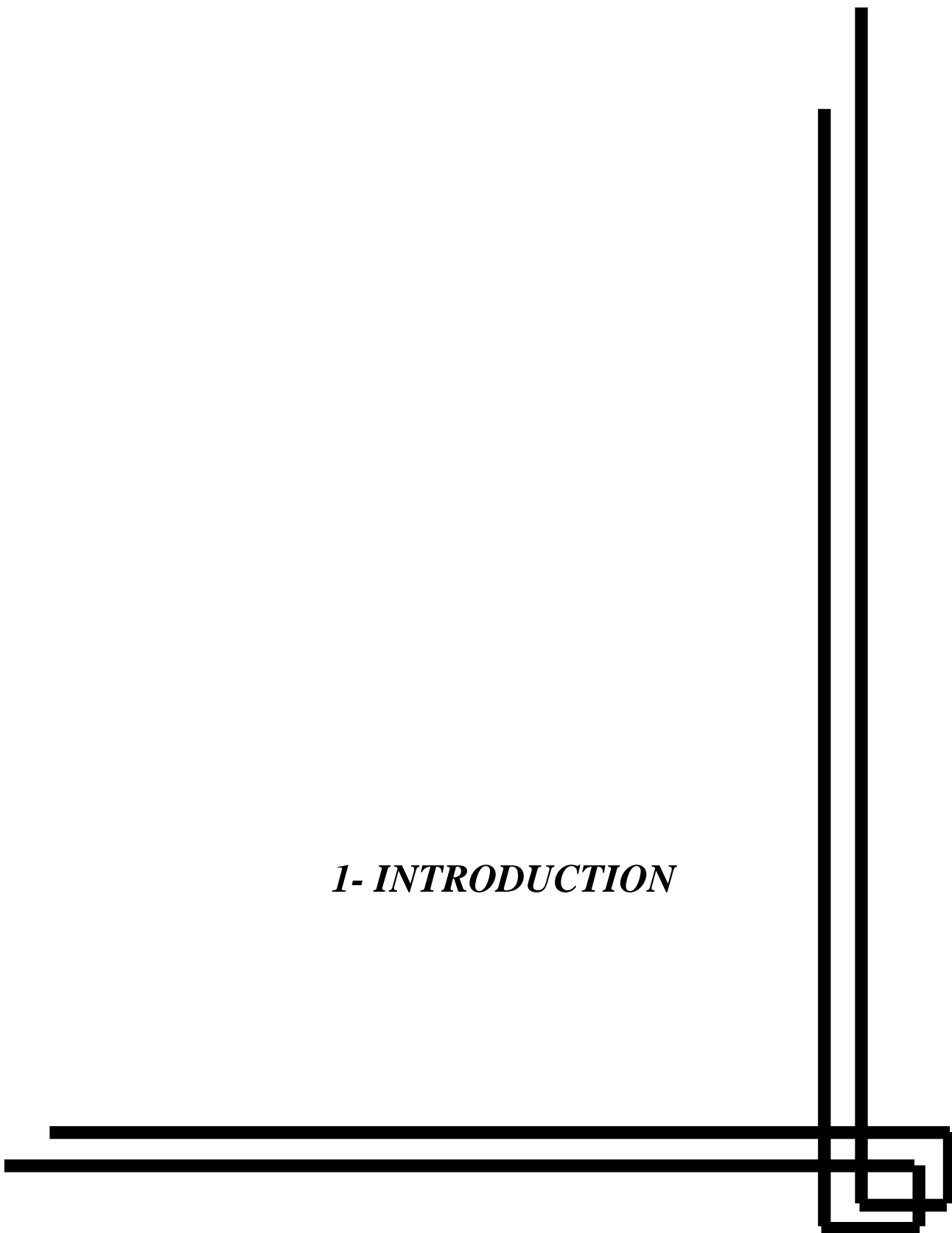


No presente estudo abordou-se a Saúde e o Dilema da Intersetorialidade. A saúde como uma política intersectorial vem sendo um debate ao longo dos últimos cento e cinquenta anos na sociedade ocidental. A Constituição Brasileira de 1988 reafirmou este conceito. Para analisar a aplicação de políticas públicas intersectoriais desenvolvidas nos municípios de Fortaleza no Ceará, e Curitiba no Paraná, o autor lançou mão do Postulado de Coerência (TESTA, 1992). O PC considera os conceitos de determinantes (“forças” positivas) e condicionantes (“forças” negativas) na aplicação de políticas e as relações destas com a história e organização, papel e propósitos de governo, e teoria e método. No presente estudo utilizou-se como ferramentas metodológicas análises documentais, entrevistas, grupos focais e o Discurso do Sujeito Coletivo. O estudo abrangeu o período de 1997 a 2001. As duas experiências, quando examinadas à luz do PC, revelaram, de um lado, similitudes e, de outro lado, diferenças determinadas pelas singularidades de sua história e organização, bem como a teoria e o método utilizados na implantação das reformas. Em Fortaleza, a intersectorialidade não se materializou por ter a organização condicionado duplamente o método e o propósito. O método, por sua vez, condicionou o propósito. O condicionamento da organização sobre o método e o propósito também foi observado em Curitiba, onde o propósito apareceu, em relação à intersectorialidade, com menos evidência do que em Fortaleza. Por outro lado, em Curitiba tanto a teoria como o método evidenciaram-se mais fortes. Em Fortaleza a teoria e o método foram importados; em Curitiba são frutos dos acúmulos de instituições como o IPPUC e o IMAP. As duas experiências estudadas evidenciam uma inquietação no interior do Estado sobre como trabalhar com a intersectorialidade. Observou-se que em relação a ela há um consenso discursivo e um dissenso prático. Esse dissenso nasce da contradição entre a necessidade de integração de práticas e saberes requeridos pela complexidade da realidade e um aparato de Estado setorializado, onde se acumulam, com maior ou menor conflito, poderes disciplinares que estruturaram hegemonicamente sua organização. Esta organização condicionou os avanços na intersectorialidade das reformas estudadas.

	PÁG.
ABSTRACT.....	23
RESUMO.....	25
1- INTRODUCTION.....	29
1.1- Objectives of the study.....	37
2- LITERATURE REVIEW.....	38
2.1- Arising from social medicine.....	39
2.2- Arising from health promotion	43
2.3- Health promotion and preventive medicine.....	46
2.4- The international movement for health promotion and intersectoralcooperation.....	48
2.5- The international movement of healthy cities and municipalities and intersectoral cooperation.....	54
2.6- The Brazilian sanitary reform movement, SUS and intersectoralcooperation.....	58.
2.7- Power and governability.....	61
2.7.1- Power.....	61
2.7.2- Governability	72
3- METHODOLOGY.....	83
3.1- Type of study.....	84
3.2- Selection of the Municipalities.....	84
3.3- Description of techniques.....	85
3.4- Data Analysis.....	101

3.5- Fortaleza.....	101
3.5.1- The city	101
3.5.2- History and organization in light of the coherence postulate	111
3.5.3- Government role and purposes	151
3.5.4- Theory and method	161
3.5.5- The dilemma of intersectoral cooperation in Fortaleza	174
3.6- Curitiba.....	176
3.6.1- The city.....	176
3.6.2- History and organization in light of the coherence postulate	183
3.6.3- Government role and purposes	201
3.6.4- Theory and method	247
3.6.5- The dilemma of intersectoral cooperation in Curitiba	258
4- RESULTS.....	264
4.1- Fortaleza and Curitiba in Light of the Coherence Postulate.....	265
5- FINAL CONSIDERATIONS: Health and the dilemma of intersectoral cooperation.....	270
6- BIBLIOGRAPHIC REFERENCES.....	277
7- APPENDICES.....	286

1- INTRODUCTION



The concept of health shaped by the Brazilian Sanitary Reform Movement and legitimized in the 1988 Constitution, generated tension in relation to the organization paradigm of the Brazilian State apparatus. At the time in which it recognizes that health has as conditioning and determinant factors: housing, basic sanitation, environment, employment, income, education, transport, leisure and access to goods and essential services, it attributes to a sectoral policy the role of publicizing these determinants and conditioning factors and formulating health policies destined to promote the observance of health as being the duty of the State within the economic and social fields.

However, the extent to which it defines decentralization as an implementation strategy, suggests that it is possible, within the municipal sphere, to achieve the preconized concept.

The Brazilian Health System proceeds to have the dilemma of operating a necessarily intersectoral policy fully expressed in a traditionally sectoral environment, implying mediation with other players for the introduction of necessary changes to make the policy viable.

The 1988 Constitution also began a new momentum in the Federal life of Brazil, which since the first Constitution of the Republic, in 1891, has endured occasions of “construction/deconstruction” from the so-called “Brazilian federation pact” (CARVALHO, 1998). And in regard of federate entities, the Brazilian Constitution (Brazil, 1988) clarifies in its article 18 that: “the political-administrative organization of the Federative Republic of Brazil comprises the Union, the States, the Federal District and the Municipalities, all of them autonomous in terms of this Constitution.” No doubt this starts a new stage in the federative relationship, since what is observed through its history is that it has witnessed times in which there has been either the relationship of autonomy between the federated entities, or the relationship of subordination to the Union by other government spheres.

Recently, when Brazil has gone through an authoritarian-bureaucratic regime (SCOREL, 1999) with the progressive federal centralism withdrawing power from the States and Municipalities, the elaboration and execution of public policies were all centered on the Federal Executive power, which in practice eliminated the federative pact, since full dominium by the central sphere was being exerted over the state and municipal spheres, in a

subservience relationship between constituent members of the established powers. The famous expression characteristic of this period is that in which the municipalities through their representatives – the mayors – were living in Brasília “begging” the federal government.

As a result of all this was an accumulation mobilizing several sectors and segments of the Brazilian society, the 1988 Constitution, in its final text, is the product of “mediation” (MÈSZARÓS, 1989) of the diverse interests of social players involved in the process. It configured a legal-normative framework (CARVALHO AND SANTOS, 1995) which guides the construction of public policies from a new federative pact. This fact triggered, after 1988, an important decentralization process never seen before in Brazilian history (CARVALHO, 1998).

Several authors, amongst them CAMPOS (1992), MERHY and BUENO (1997) and ANDRADE (1997), observe that the attempt by the Ministry of Health to regulate the Constitution, the Organic Health Law and standardize the decentralization process, already publishing four Basic Operational Norms (CARVALHO, 1998; ANDRADE, 1997; ANDRADE, 2001), was not enough for a clearer definition of organizing public health policies within the Brazilian Federative State, distancing itself from a more comprehensive health concept, as is guaranteed in the Brazilian Magna Carta. In this manner, the decentralization/agreement process of health policy became restricted to the assistance field of action.

The closing of the former INAMPS (National Institute of Medical Assistance and Social Security), for instance, seemed to mean a show of advancement for the reform of the Brazilian State (MENDES, 1993). However, according to observation, the culture of a medical project with a liberal profile (CAMPOS, 1991), has reigned supreme in spite of the whole decentralization process.

Despite the constitutional precepts that guarantee the just application of a more comprehensive health concept, as well as the construction of a Single System, from the assistance point of view, it was not possible to construct a proposal corresponding to the models suggested to the nation by the Sanitary Reform Movement (CAMPOS, 1992).

This absence has created huge voids in the implementation process of the Brazilian Health System - SUS and has not caused more damage due to the creativity of several local managers (CAMPOS, 1992; MIRANDA, 1999) and by the fact that decentralization has broadened the response capability of municipalities.

In the absence of a national proposal for the creation of a new model, as capable of articulating the organization of a new paradigm in the assistance field as constructing a policy to make a comprehensive health concept viable in the three power spheres, some movements were articulated as much in Brazil as by international health organizations - PAHO and WHO (CAMPOS, 1992). From this cultivation come proposals from Local Health Systems (PAHO, 1990; PAHO, 1992; MENDES, 1993; SILVA JÚNIOR, 1998; ANDRADE et al., 2002), Healthy Municipalities (ASHTON, 1993; FERRAZ, 1999; RESTREPO and MÁLAGA, 2001), Health System and Defense of Life (CAMPOS, 1991) and, more recently, proposals for reorganizing Primary Care such as the Family Health Program (VIANA; DAL PÓZ, 1998; ANDRADE et al., 2004) and Saúde Paidéia (CAMPOS, 2003).

On the other hand, the fact of having defined health with this comprehensive concept, to which was associated the role of the public manager through its responsibility in discovering and constructing policies to act on the determinant and conditioning factors of health conditions, sends the need to be operated by concepts that would avoid the field of the health sector and more precisely of health assistance. It is necessary to operate with concepts elaborated historically in a set of formulations that created Social Medicine in Europe in the 19th Century (ROSEN, 1979; GARCIA, 1989; ROSEN, 1994; NUNES, 1999) and that from 1941 also went on to be called health promotion (SIGERIST, 1996) given the name of intersectoral cooperation after the Ata Alma World Conference (BRAZIL, 2001).

As it is visible, the Brazilian Sanitary Reform worked with all these concepts and its implantation by means of these constitutional precepts, requires new management models in order to be effectively implanted.

This reflection gives rise to several questions: How to guarantee the application of this extensive health concept in a federative country, composed of three structures formulating and operating public policies (the Union, States, and Municipalities)? How does the current organization structure of municipal governments allow intersectoral public

policies capable of having an impact on the determinant and conditioning elements of the population's health to be operational? How do historical and organizational factors interfere in the viability of this proposal by governments? What is the theoretical marker that operates on the inside of these policies?

Municipal protagonism is something very recent in Brazilian history. And when it refers to experiences based on a broadened health concept and its intersectoral operation, there are few references to the municipal ambit, that is, which goes beyond sectoral policies. This situation is what motivated the choice of two Brazilian municipalities with distinct realities, in different processes, which have been carrying out intersectoral actions: Curitiba in the State of Paraná and Fortaleza in the State of Ceará, for the scenario of this survey.

The planning and implementation process of institutional reforms according to the perspective of health promotion and intersectoral action came about through distinct options in the two municipalities. In Fortaleza it was triggered by an organizational administrative reform, with the objective of decentralizing management decisions, enabling intersectoral planning and actions and increasing public participation (FORTALEZA, 1997). In Curitiba the political option prevailed for incremental reforms designed from strategic projects and arranged through interconnected matrix modules with an intersectoral composition, development and management decentralization at all levels and intra-institutional information/communication and with the population (GIACOMINI, 2001).

In the case of Fortaleza, the premises of decentralization, intersectoral cooperation, territory and population groups situated within them, informed the redefinition of their government apparatus. The change was made in view of introducing a new way of management for the urban space and overcoming the distance between the municipal government and the citizens, explicating, in this discussion, the intention of making Fortaleza a Healthy City (RIBEIRO, 1997; FORTALEZA, 1997; JUNQUEIRA, 1997; JUNQUEIRA, 1998).

According to FERRAZ (1999), Curitiba, through its national and international recognition as model for urban planning, which contributed to its citizens' good quality of life, is an example of a Healthy City, without a formal Healthy Cities project being developed there. As MOYSÉS (2001) confirms, Curitiba city has been working in a polysemic way in

the search for several directions of modern urban life and plural means of expression that it acquires, which implied the definition of an agenda and the implementation of public policies centered on local action and on citizen participation.

In order to support the study now developed some theoretical-methodological choices were made that travel through the historic trajectory of the health promotion concept, present at the core of the intersectoral cooperation question and, on the other hand, through the question of power, which instructs its updating.

As for the content arrangement of this thesis, the following criterion was adopted: Chapter 1 constitutes the introduction.

Chapter 2 deals with the Literature Review – it retrieves the historical trajectory of health promotion, commencing with identifying the origin of Social Medicine, passing through its application by formulators of preventive Medicine in the 1960s and through the official discourse of the WHO from charters produced in World Conferences, since Alma Ata, when the idea of intersectoral cooperation is explained. This retrieval has the objective of identifying how the health concept was being reread and amplified, overflowing the space of a sectoral policy and binding the possibility of its updating to the construction of intersectoral policies. It also seeks to verify how this journey follows and interweaves with the trajectory of the Sanitary Reform Movement in Brazil and how it informs the moments of conception and implementation of the Brazilian Health System -SUS.

Power and governability also constitute the subject matter of this chapter, whose questions formulated for this study are strictly related to the possibilities of putting into operation a proposal that implies changes in the political, technical and administrative scenario of government spheres and State organizations. Several thinkers contributed to the comprehension of these concepts, the formulations of Bobbio, Marx, Gramsci, Foucault, Hanna Arendt, Habermas, Matus and Testa being outstanding. The latter, with his formulation of power and the Coherence Postulate, suggests the establishment of a relationship between proposals, methods to reach them and organization of institutions, which will proceed to report on the analysis of cases.

The Methodology is described in chapter 3, where the motives and form of choices in both cases are indicated – the cities of Fortaleza, in the State of Ceará, and Curitiba, in the State of Paraná – from which the survey seeks to enlighten the dilemma of intersectoral cooperation and to respond to the proposed inquiries.

The power categories of TESTA (1992) will be used in the intersectoral cooperation study of the two cities, as evident in the following figure.

The study is made referring to Fortaleza which, after briefly giving the city's location, its history and, from some local indicators, the welfare conditions of its population, it analyses the case in light of the Coherence Postulate. The same occurs in the case of Curitiba.

In chapter 4 the two cases are compared and, finally, in chapter 5 concluding considerations are presented, observing the motivating investigations of the study and its dialogue with research findings.

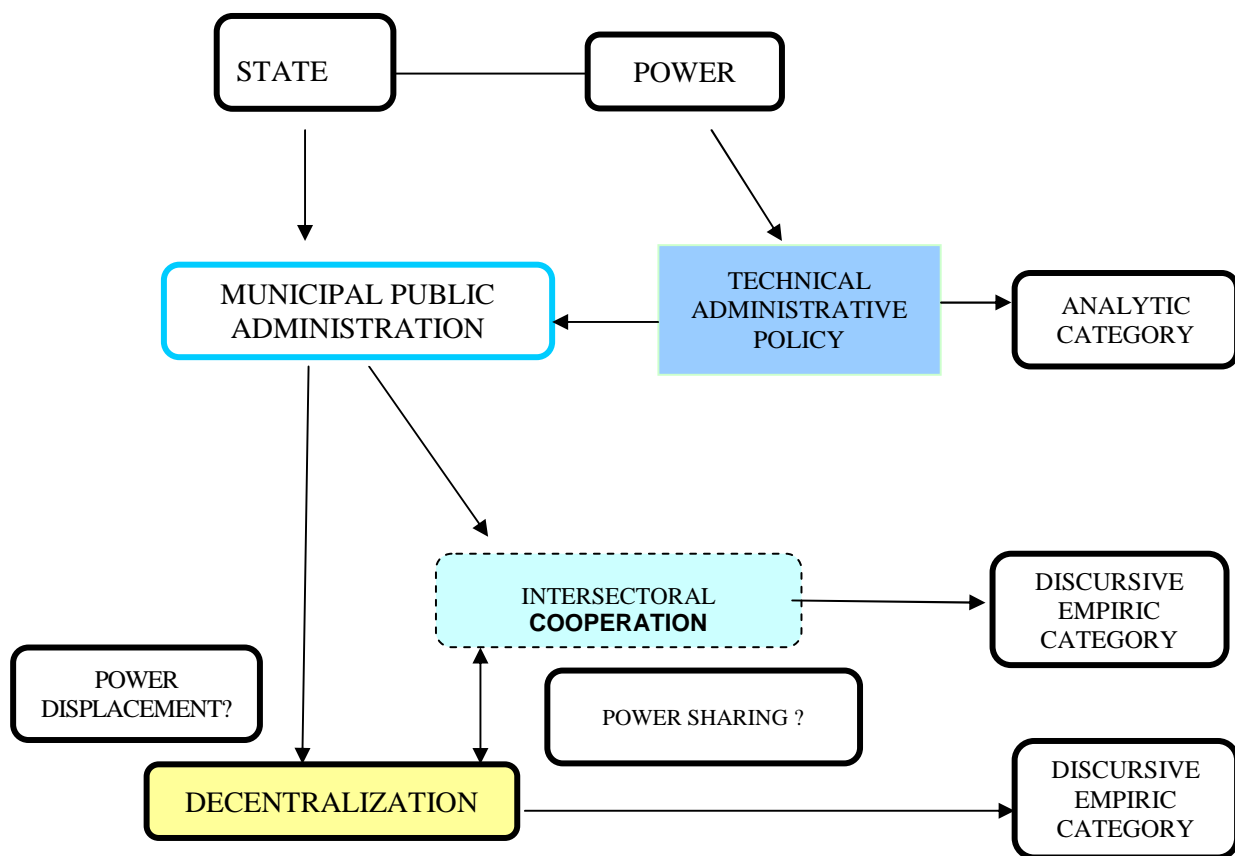


Figure 1 - Categories used for the study of intersectoral cooperation at Fortaleza and Curitiba municipalities

Source: Elaboration by the author.

1.1 - Objectives of the study

- *General Objective*

To analyze in light of the idea of intersectoral cooperation the administrative management models of the Municipal Councils of Fortaleza and Curitiba in the 1997 to 2001 period.

- *Specific objectives*

- a) to describe the process of institutional planning developed in both municipalities in the role of projects for administrative reforms and proposition of intersectoral policies;
- b) to describe the proposed contents and political decisions taken to implement these policies;
- c) to analyze the governability conditions for implementing the above-mentioned policies in these processes;
- d) to analyze the role of environment and institutional culture of these two processes;
- e) to analyze the network of intersectoral connections constructed within the two processes.

2- LITERATURE REVIEW

2.1 - Arising from social medicine

The western world, led by Europe, was able to witness a great scientific advance in the 19th century that was influential during the whole of the 20th century. In the area of health this advance reverberated as much from the point of view of Clinical Medicine as, especially after the “Pasteurian Revolution”, in microbiology, pathology, physiology, parasitological and preventive Medicine.

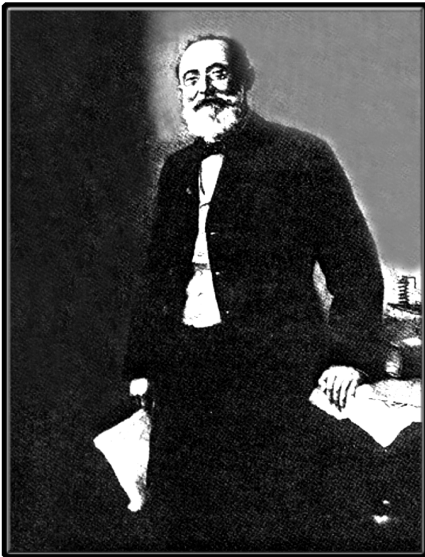
It was within the growth process of cities, a product of the fast unorganized urbanization process caused by the industrial revolution, that the European intellectuals and political leaders made the first systematic relation between the health/sickness situation of their population and the conditions of diet, employment, housing and sanitation, as well as perceiving what should be the role of the State in these determinant elements.

As in history, the contribution of expressive names of the period can be observed at the time, such as René Villarmé, Jules Guérin and Rudolf Virchow, among researchers from the medical area (ROSEN, 1979; SIGERIST, 1996; RESTREPO and MÁLAGA, 2001).

Already in 1807, in France, the chief of police in Dubois presented a report on the terrible health conditions of the working class. In 1822, Patissier created a program to improve working conditions according to which dangerous occupations should be forbidden, surveillance should be carried out with the objective of improving working conditions and reducing damage to health, caused by the industry, and, finally, the workers that might become disabled at work should be compensated by a pension. Another report, from Louis René Villarmé, a French physician from the 19th century, was published in 1840, in two volumes, on the health conditions of French laborers in the textile industry (SIGERIST, 1996).

In the 19th century health problems in Germany became as serious as those occurring in France and England, also as consequence of industrialization and the accelerated urbanization process. In this period, a powerful reform movement took place which preceded the 1848 Revolution, in opposition to the bureaucracy, privileges and obscurantism of the clergy, and in favor of a complete reorganization of health services. The leader of this movement was Rudolf Virchow, subsequently becoming the most respected German pathologist. Virchow was born in 1821 and was

still young during the revolutionary years. In 1847 the German government, pressured by public opinion, designated a committee, of which Virchow was a member, to control a typhoid fever epidemic that was devastating the industrial district of Silésia. Virchow soon concluded that the causes of the epidemic were as much economical and social as physical (SINGERIST, 1996). On this occasion, he suggested that the victimized population of that epidemic needed, among other medical interventions, “complete and unlimited democracy, education, freedom and prosperity”. The recommendation of Virchow to cure the typhoid fever epidemic in 19th century Silésia can be considered a forewarning of public health policies in the field of health promotion.



In 1948 Virchow, along with Leubuscher, founded the *Die Medizinische Reform* newspaper, which became the main medium for publicizing the German Medical Reform Movement (SINGERIST, 1996; ROSEN, 1979). He wrote in the first editorial: “Physicians are the natural advocates of the poor, and social problems remain largely within their jurisdiction” (SINGERIST, 1996).

Members.tripod.com/.../vichowobituary.htm

In another impressive sentence, Virchow once more emphasized the relationship between medicine and social problems: “Medicine is a social science and politics is no more than medicine on a large scale.” (ROSEN, 1978, pg. 80)

The German Medical Reform Movement led by Virchow, and of which Neumann and Leubuscher were outstanding participants, had three well-defined principles:

- 1st People’s health is a matter of unequivocal social responsibility;
- 2nd Economic and social conditions have an important effect on health and illness and such relationship should be submitted to scientific investigation;

3rd Preventive actions should be taken in view of promoting health and tackling illness and the measures concerning such action should be social as much as medical (ROSEN, 1979)

The Medical Reform Movement in the 19th century in Germany was characterized as being a middle class libertarian movement, which did not question the right of property, nor even the means of production (SINGERIST 1996, pg.226) in referring to Neumann, a member of the 19th century German Medical Reform Movement, confirms that this justified the right to health in the following manner:

The State claims to be a state that protects the right of property. Its purpose is to protect the goods of the people. Most people, however, only have their power to work, which depends entirely on their health. This is their only property and the State, therefore, has the duty to protect it and the people have the right to demand that their health, their only property, be protected by the State (SINGERIST, 1996, pg. 226).

According to GARCIA (1989), Virchow was not the first to use the term “Social Medicine” to designate the therapeutics, directed to social conditions, which alter the normal physiology. Jules Guérin was the first to designate this therapeutics as Social Medicine:

Instead of the imprecise and uncoordinated approaches that we are used to including under the designation of medical policy, public health, forensic medicine, time has come to reunite all of them into an organized whole and elevate them to their higher level under the name of Social Medicine, a name which better expresses their purpose (GARCIA, 1989, pg. 165).

Guérin himself elucidates the purpose of Social Medicine, with an example:

A great doubt is present today in all of us: what would be the effects of higher salaries and shorter working hours? Examined in the light of Social Medicine, this question is easily and satisfactorily answered. Shorter working hours would mean more energy and greater well-being [...] which would result in a better and more productive workforce (GARCIA, 1989, pg. 165).

In England in the 19th century health conditions of workers were miserable. There was therefore a governmental endeavor, of an utilitarian bearing, to review the Laws of the Poor, in which Edwin Chadwick played an important role, publishing in 1848 a document entitled: 'Report on the sanitary condition of the laboring class'. Chadwick, a pioneer of the English public health movement, justified the importance of this review as "not being a question of philanthropy, but of interest to all to have a healthy working class" (SINGER, 1996).

As ASHTON (1993) confirms, CHADWICK may be considered a pioneer visionary of the contemporary movement for Healthy Cities by virtue of his great theoretical collaboration in the publication of the 'Report on the sanitary condition of the laboring class', and in his praxis contributed to the improvement of sanitary conditions in English cities of his time.

Other contributions deserving prominence when speaking of the relationships between living conditions and the health/sickness process were the reflections of Engels, from visits he made to English cities in the 19th century, having registered his observations with details in the text '*The working class situation in England*'. In the chapter where Engels describes the city of Manchester the following extracts are prominent:

[...] Large cities are mainly inhabited by workers [...] These workers have absolutely no property and live on their wages, which almost always pass from the hand to the mouth [...] The workers' dwellings are, without exception, badly arranged, badly constructed, poorly maintained [...] unhealthy. Workers' clothing is [...] ragged in most cases [...] Foodstuffs are generally bad, frequently unpalatable and in many cases, at least

temporarily, insufficient, to such an extent that, in extreme cases, they die of starvation (ENGELS, 1972, pg.318).

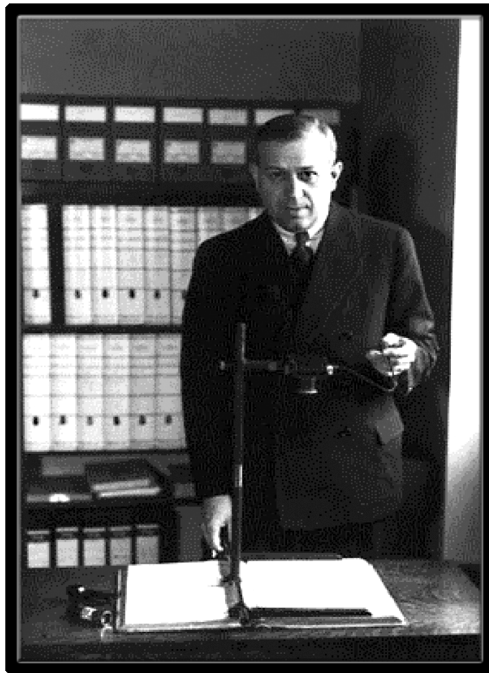
According to that, reinforced by current authors, such as RESTREPO (2001) and ASHTON (1993), policies conceived in this era can be listed as precursors of today's so-called healthy public policies in the field of health promotion as the recent movement for Healthy Cities. However, from this historic moment there is an important dispute in this field, between, on one side the way of conceiving and explaining the process of determining illness from the population's living conditions and, on the other, based on the Pasteurian revolution, which established the paradigm of biological determination of the health/sickness process. From the biological explanation for the origin of diseases the practice of biomedicine was consolidated, hegemonic in western society of the 20th century.

2.2 - Arising from health promotion

European scientific and political discursive production on social determination of the health/sickness process in the 19th century generated Social Medicine, and it was, without any doubt, one of the modern precursors of health promotion, because until then this term was not used. It was only used by Henry Sigerist, a North American health worker, who when rearranging the functions of medicine defined: a) Health Promotion; b) Disease Prevention; c) Cure; d) Rehabilitation (SIGERIST, 1996).

This way, SIGERIST (1996) was the first formulator to use the term health promotion to name the actions based on health education and State actions in view of improving living conditions. In a chapter called Health, published originally in the book *Medicine and human welfare*, published by Yale University Press in 1941 and reprinted in 1996 in the *Journal of Public Health Policy*, SIGERIST defended a health program with a few items possible to be applied in all countries. Among these: a) free education for the whole population, including health education; b) the best possible living and working conditions for the population; c) better recreational and leisure resources; d) a public health system with universal access, with medical personnel, responsible for the health of a defined population, ready and able to advise and help to maintain health and its

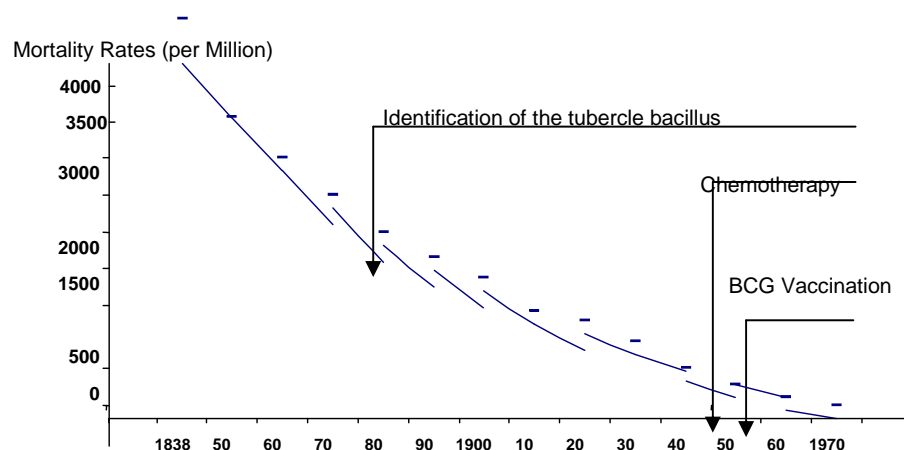
restoration when prevention fails; e) medical centers for investigation and training (SIGERIST, 1996).



Sigerist
webapps.jhu.edu/namedprofessorships/professor

Another important study, which proved the strong inter-relationship between health and the social-economic situation of the population, was that of Thomas McKeown. He studied the behavior of tuberculosis in England and Wales from 1948 to 1971. According to his evidence, mortality by tuberculosis diminished gradually during the years studied, and most of the decrease in mortality rates occurred before the introduction of streptomycin, as the following graph shows. In the final considerations of his study, McKeown concluded that measures implemented through medicine in England and Wales carried little weight in relation to the reduction of mortality rates from tuberculosis and similar diseases, and that the fundamental determinants were due to

changes occurring in the capitalist productive process, such as the emergence of machinery, reorganization of production relationships and huge growth of the population, which changed the standard of living of social groups. As Jaime Breilh points out, McKeown inverted the traditional method of epidemiological study which infer from the particular to the general and proceed inversely in placing the health/sickness process (BREILH and GRANDA, 1986).



Graph 1 - Pulmonary tuberculosis: average annual mortality rates (Standardized for the population of 1901: England and Wales)

Source: Breilh and Granda (1986).

McKeown's study was added to Sigerist's contribution, having had as one of its immediate repercussions the report produced by the Canadian government in 1974, entitled *A New Perspective on the Health of Canadians*, known as the Lalonde Report. The latter exerted a profound effect on sanitary thinking, especially in developed countries, and led indirectly to the movement for Healthy Cities. The Lalonde Report takes on arguments for determining the health/sickness process through multiple factors, applying these principles to the Canadian reality, with a definition of national health strategies, and suggesting that health promotion actions should be established as an important priority (HANCOCK, 1993; ASHTON, 1993; DUHL, 1993; BUSS, 1998).

McKeown's work (BREILH and GRANDA, 1986) also contributed considerably to the foundation of the theoretical Health Promotion - HP marker, as well as being added to a rich theoretical production taking place in Latin America, called Social Epidemiology. This discursive Latin-American formulation, according to NUNES (1999), in the 1970s “drank from the fountain” of dialectic materialism, and, as production in the HP (Health Promotion) field in the last thirty years, appears like a reaction to the medicalization of health in society and inside the health system. Those studying HP at present consider Social Epidemiology to be a broader reference marker than the approach used by Leavell and Clark. These latter authors characterized

health promotion merely as a level of medicinal care in the scheme of The Natural History of Disease (BUSS, 1998).

Within these processes, several Brazilian authors also founded discursive bases of the Brazilian Sanitary Reform, which, subsequently, guided the creation of the Brazilian Health System. This is an important connection between the two discursive productions, on one side, that of the HP, on the other, the Brazilian Sanitary Reform Movement which laid the foundation for SUS.

Such a discursive work was not isolated, since from the 1970s most countries in the world went through a crisis in the health sector, a crisis of costs and paradigms, for which transformations in health policies were proposed, with an emphasis on primary health care and community development (ASHTON, 1993).

In accordance with Mendes (2000), from this time they went on, however, to help important changes in public health related to crises that stimulated historic transformations in society. There was a drastic alteration in the population's structure, people began to live longer, as a consequence of the discovery of the causes of disease up to then unknown, and new therapies, contributing to a progressive increase in urbanization levels. As the author added, this was also a period in which the difference became evident. Rich countries became increasingly richer, and inequalities generated by an excluding social and economic model increased levels of poverty and social needs of poor countries.

2.3 - Health promotion and preventive medicine

LEAVELL and CLARK (1976), between the 1950s and 1970s, described and published the Natural History of Disease, dividing it into two periods: the pre-pathological and the pathological. The pre-pathological period would correspond to the time prior to individuals becoming sick. In this period interactions would occur between morbidity agents, the human host and environmental factors, corresponding to the phase of susceptibility. The pathological period would correspond to the course of the disease in the human organism, from the first internal changes with no clinical manifestations (the pre-clinical pathological phase), to the period of straightforward symptomatology (clinical phase), and to the final

moments of the course of the illness (phase of residual incapacity), the latter being able to evolve towards cure, chronicity, infirmity or death.

Preventive measures were classified by Leavell and Clark according to the period of The Natural History of Disease in which they would act. Primary prevention would include actions developed to avoid the “occurrence of the disease”; secondary prevention, actions with the objective of preventing the “evolution of the pathological process in the organism”, leading to cure or avoiding complications; and tertiary prevention would include actions directed at the final phase of the process, aiming to attenuate infirmity.

The three phases of prevention were expanded into five levels:

- Health Promotion: corresponding to sanitary education and general measures for the well-being of individuals, such as proper nourishment and housing;
- Specific Protection: vaccination, pre-natal examination, chemoprophylaxis and others;
- Diagnosis and Early Treatment: examination for causing agents of infectious diseases, self-examination of the breast, etc;
- Damage Control: facilitated access to health services;
- Rehabilitation: prostheses, orthoses and occupational therapy

Chart 1 – Application levels of preventive measures in the Natural History of Disease

PRE-PATHOLOGICAL PERIOD		PATHOLOGICAL PERIOD		
Interaction between the agent, host and environment		Reaction of host to stimulus Early pathogenesis → Initial symptoms → Established disease → Convalescence		
Health promotion	Specific protection	Diagnosis and early treatment	Damage limitation	Rehabilitation
Primary prevention		Secondary prevention		Tertiary prevention
Application levels of preventive measures				

Source: Adapted from Leavell and Clark (1976).

The contemporary concept of health promotion has often been confused with "the application level of preventive measures", according to that adopted by Leavell and Clark. A distinction has to be made between these two concepts. Despite this schematization of The Natural History of Disease having been extensively used by public health, many writers criticize it for keeping to the emphasis on strictly biological factors, putting into second place the determination of the health/sickness process conferred by social and economic conditions.

Health promotion in this perspective is limited to the development of sanitary education actions, as if the determinant factors of individuals and society becoming ill were due only to ignorance and poor housing. Now, the understanding of health promotion in a broader form, which can be brought to the German Medical Reform of Virchow, the Social Medicine of Jules Guérin, the writings of Engels on the Conditions of the Working Classes, and then to the analyses of Sigerist, among others, was that the determinant factors of the health/sickness process were intrinsically linked to the complex historic and social-economic context. These determinant factors would not only be active in the pre-pathological period of the disease, but would have a decisive influence on the entire course of becoming ill, and furthermore, would determine an unequal distribution of diseases in society, since living conditions and social reproduction were also unequal, falling on the less favored sectors of the capitalist society the greatest share of suffering than on the middle and high class sectors. This way, measures to fight disease in Germany in the 19th century, as they were defended by Virchow, and later, the concept of health promotion, as Sigerist proposed, had a much broader character, and would go through more profound social reforms and greater interventions from the State in the social sector, leading to improvement in the population's life quality in a general way.

2.4 - The international movement for health promotion and intersectoral cooperation

At that movement which arose in the 70s, an entire process was formed in the 80s named by BUSS and colleagues (1998) as a "New Health Promotion" strategy, which has its development, as an ideological and social movement, in a more intense form, in Canada, the United States and Western European countries, in the 70s, with slower progress in Latin America and the Caribbean. International Conferences, from the first International Conference for Health Promotion held in Ottawa in 1986, have charted basic concepts that demand the strengthening of public health around the pledge of health for everyone.

Discussions in Ottawa had the Alma-Ata Declaration and later debates held around the world as a parameter for Primary Health Care (1978). The Ottawa Conference theme was centered on a new evaluation of health and health promotion.

It is important to highlight a few points here: the first is that a new paradigmatic stress in the health field begins to be outlined with respect to how health promotion was formulated, as if the paradigmatic dispute that occurred in the 19th century was resumed. The central axis of the debate goes on to be the social production process of health and disease. This way health promotion is related to a “group of values”: life, health, solidarity, equity, democracy, citizenship, participation, partnership, development, social justice, ethical revaluation of life. However, health resolutions were related to the impact of social, cultural, economic and political measures in communities in order to achieve a more equitable social development. Still standing out, however, is “the combination of strategies”, or in other words, health promotion demands coordinated action between different social sectors, actions from the State, civil society, the health system and other intersectoral partners. In short, health is not assured merely through the health sector. A strong “internationalist component” is also observed, present in documents, charters and conferences which define its political nature (BUSS, 1998; ANDRADE et al, 2002).

The 1st World Health Promotion Conference held in Ottawa, Canada, in 1986 became known worldwide as the Ottawa Charter (1986). The Ottawa Charter had the great merit of clarifying the concept of health promotion. According to its definition, health promotion consists of providing the poor with means to improve their health and exert greater control over it. Health is perceived, then, not as an objective, but as a source of wealth for everyday life. The conditions and requirements for health are: peace, education, housing, nourishment, income, a stable ecosystem, social justice and equity. Among the key conditions to promote health are included the establishment of public health policies, the creation of favorable environments, the strengthening of community actions, the development of personal skills and the reorientation of health services (BRASIL, 2001).

The 2nd World Health Promotion Conference was held in Adelaide, Australia, in 1988. The Adelaide Conference did not merely reaffirm the Ottawa Conference as it pointed out that public policies from all sectors influence the factors determining health and they are important vehicles for reducing social and economic inequalities, assuring equitable access to

goods and services, including health services. In the Adelaide Conference, the concept of public health policy was deepened and its orientation highlighted that the elaboration of public health policies needs, above all, the political will and commitment from all sectors involved with health. The 2nd WHPC indicated four areas for its immediate introduction: women's health, access to food and healthy nutrients, a reduction in tobacco and alcohol consumption, and the creation of healthy environments (BRASIL, 2001).

The 3rd World Health Promotion Conference took place in Sundsvall, Sweden, in 1991. The central theme of this conference was the creation of healthy environments. As it occurred a year before the United Nations on the Environment and Development, in Rio-92, it was carried out in a very ebullient context. It was a type of pre-Rio-92. It had the great role of placing the environment theme onto the health agenda. According to what it confirmed, a favorable environment is of supreme importance for health. Environment and health are interdependent and inseparable. It was emphasized that armed conflicts, rapid population growth, inadequate diet, lack of means to assure self-determination and the degradation of natural resources are factors damaging to health (BRASIL, 2001).

The 4th World Health Promotion Conference – 4th WHPC, was held in Jakarta, Indonesia, in 1997. There the impact of the Ottawa Charter was reviewed and there was a call for new players to face the challenges imposed by the new era. It was the first of the four to be promoted in a developing country. In the 4th WHPC it was established that the health promotion strategy, developed after the 1st WHPC, demonstrated its efficiency for improving health conditions and preventing disease, as much in developed countries and developing countries. The Jakarta Declaration established five priorities for health promotion up to the 21st century:

1. To promote social responsibility for health;
2. To increase the capacity of the community and empowerment of individuals;
3. To expand and consolidate cooperation for health;
4. To increase investigations for health development;
5. To guarantee an infrastructure to promote health (BRASIL, 2001).

The five priorities for health promotion were taken as central arbor for the 5th World Health Promotion Conference. This conference had the goal of analyzing the contribution given by the health promotion strategy for improving life quality for people who live in vulnerable conditions. It had three basic objectives:

1. To show how health promotion makes a difference in health and life quality, especially for people who live in vulnerable situation;
2. To position health on the agenda of international, national and local development agencies;
3. To stimulate cooperation for health between different players at all levels of society.

This conference had two programmatic components: Five days of technical program and two days of ministerial program. The two groups came together in adjoining areas. The preparation for the ministerial program developed the Ministerial Declaration of Mexico for Health Promotion, signed by ten health ministers or their representatives. The ministers declared that:

- They sign the contribution of health promotion strategies in order to maintain health activities at a local, national and international levels;
- They pledge that their countries would design National Action Plans to monitor progress made by incorporating health promotion strategies to the planning policy at a national and local level.

A technical program was created taking into consideration the priorities of health promotion established in the Jakarta Declaration (1997) and in the Resolution on Health Promotion of the World Health Assembly (1998). The six technical sessions had the following themes:

1. To strengthen the foundations of evidence in health promotion;
2. To increase a reversion towards the development of health;

3. To promote social responsibility for health;
4. To increase the capacity of communities and support individuals and their communities;
5. To guarantee the necessary infrastructure for health promotion;
6. To reorganize health systems and services with the criteria of health promotion.

From the 5th WHPC five products resulted: a) six technical reports; b) case studies; c) a ministerial declaration from Mexico for health promotion; d) a landmark of work for action plans for health promotion; e) The Report from the 5th World Health Promotion Conference.

A few key questions were shown as a result of the 5th Conference: a) Reconfirmation of the importance of health promotion; b) the need to focus on the determinant factors of health; c) a great need that humanity must construct a more equitable world; d) health promotion; e) health promotion is socially relevant; f) health promotion is politically sensitive; g) the importance of women for the development of health promotion actions (BRASIL, 2001).

The formulation and implementation of public health policies are guiding and central components of health promotion strategies. This expression went on to designate the idea that much of what influences health is found outside the field of traditional medical interventions or public health (KICKBUSCH, 1996).

According to MENDES (2000), there are two approaches to health policies prevalent in health promotion. In the first approach, a health policy involves making investments in sectors to treat a specific health problem. It deals with promotion and prevention in the health sphere and requires participation from other sectors. Such a policy is what encourages the policy definers and planners to notice the effects of their decisions about health.

Along government and health practitioners, many others must be involved in the elaboration of this type of policy. The above-mentioned players can represent, for example,

sectors of social well-being, of industries, education, economy and business, of the media and communities.

A health policy can also mean that all public sectors appraise their policies among other things based on the positive effects on health.

This concept leads to the second approach, that MILIO (RESTREPO; MALAGA, 2001) called the "public health policy". A public health policy is characterized by an explicit preoccupation with health and equity promoted by several areas and with a joint responsibility for the impact on health.

The main difference in relation to the first approach is that the starting point for this policy is not a problem of health, but can be any problem, for instance, of economy, of commerce, or security. In this vision, it is fundamental to integrate health concerns with the decision-making process of sectors such as the environment, work, transport, housing and others that have repercussions on the health conditions of a population (MENDES, 2000).

The notion of public health policies, in this sense, is strictly linked to the construction of intersectoral public policies. For BUSS (1998), the creation of a group of mechanisms, with a political character, promoting the integration of public action, with participation in the implementation of integrated social policies, constitutes a strategy of operating public health policies.

In this sense, by implementing health promotion policies, among which proposals for Healthy Cities are introduced, supported and stimulated by territorial participants, it is possible for negotiated political spaces to be promoted in view of urging local development, affecting positively the management of local public spaces. This means, however, signing pledges of public interest, redefining the role of the State and society before establishing social policies, defining participative forums and agreements expressing the diversity of social interests and needs (MENDES, 2000).

2.5 - The international movement for healthy cities and municipalities and intersectoral cooperation

On observing the movement produced by formulators and defenders, conscious or not of the idea of health promotion from the 19th century to current times, it is understood that they were formulations based especially on contradictions experienced in cities. From there the reason why the idea of Health Promotion is so close to that of Healthy Cities.

In the affirmation of writers such as ASHTON (1993), HANCOCK (1993), DUHL (1993) and ROSEN (1994), the movement for “health of cities” is not new, and is related to the process conducted by Edwin Chadwick, in England in the 19th century, when he produced the first report of the Health Commission for Cities, which pointed out the worst conditions to which the population was submitted: high demographic density, poverty, crime, unhealthiness and high mortality, presenting measures for improvement. On relating poverty to diseases, and recognizing disease as an important factor in increasing the number of poor people, Chadwick concluded that it would be economical to take preventive measures.

As an objective of disseminating knowledge about urban conditions and organizing public opinion in order to support legislative actions in favor of public health, several associations were formed. Of these the most meaningful was the Association for the Health of Cities, founded in 1844 by Southwood Smith. Throughout the 19th century, according to ROSEN (1994), health workers used this approach to clarify and form public opinion in order to attract the government’s attention and, in this way, arrive at remedial legislation.

Since the end of the 19th century, the sanitary notion with an environmental line continued to exert a great influence on the definition of public policies of developed countries, with an emphasis on environmental action and individual prevention.

According to analysis on the evolution of health promotion policies, one of the main landmarks was the Lalonde Report. This report goes on to have the same indication when the evolution of Policies for Healthy Cities is studied, through its powerful effect on sanitary thinking, especially in developed countries, and for guiding in an indirect way the recent movement for Healthy Cities, with an influence on the movement in North America, in Canada and in Europe.

The construction process of Healthy Cities in Canada came about in 1978, with a local government initiative in Toronto to establish a planning committee that published the

report entitled *Public Health in the 1980s*. This report was enthusiastic about the Lalonde Report and advocated public health with emphasis on the political and social dimension and on community development, in order to transform Toronto into the healthiest city in North America (MENDES, 2000).

According to ASHTON (1993), the European Office of the World Health Organization accompanied the process in Toronto and presented the concept developed in Canada at the *First Symposium on Healthy Cities* held in Lisbon, Portugal, in 1986. As a consequence there was a proposal elaborated for a health promotion project, to be developed in eleven cities, named the Healthy Cities' Project, with the purpose of joining public and private sectors and voluntary organizations to face urban health problems. In 1987, the second symposium was held in Dusseldorf, Germany, and another fourteen cities were designated in 1988. In the year 1997, 36 European cities, located in 23 countries, were participants in the WHO/EURO Healthy Cities' Project.

The Canadian process of Healthy Cities evolved and expanded subsequently, through PAHO, in Latin America. Today, in Canada, projects are developing through four provincial networks: British Columbia, Manitoba, Ontario and Quebec, but two more, New Brunswick and Saskatchewan, are trying to formalize their networks (MENDES, 2000; FERRAZ, 1999).

The Healthy Cities proposal is gaining followers and growing rapidly, as much in importance as in scope. This movement comprises one of the most important initiatives in the World Health Organization (WHO) for the development of health conditions and urban quality of life. The quota of cities included at a world level grew rapidly from eleven cities incorporated into the network in 1986 to 650 cities (in 15 countries) in 1993, interacting through nineteen national and international networks. It was the recognition of the importance of urbanization and its effects on the health of populations that made WHO choose the "Urban Health" theme for the World Health Assembly in 1991 (MENDES, 2000; RESTREPO, 2001).

The Healthy Cities proposal strongly emphasizes the idea of continued and intersectoral systematic planning. A healthy city like that can be evaluated place into practice, in a continuous way, the improvement of its physical and social environment, using

the resources of its community, with the intention of offering those citizens mutual competence in all those human activities that lead to their full realization (HANCOCK, 1993).

The reorganization of public services, through the Healthy Cities proposal, presupposes an "intersectoral" perspective, overcoming functional fragmentation, typical of classic bureaucratic proposals. This way, health concerning the whole of "public policies", is not only health care, *strictu sensu*, but several aspects related to it: environment, basic sanitation, water, urban transportation, etc. (MENDES, 2000).

The Healthy Cities proposal is disseminated with intense vigor in the post-80s, concurrent with a deepening process of globalization and economic opening. Among the impacts that stand out in public management following from this process is mentioned the weakening of the United Nations – through instances of a supranational character of a political-economic type, such as regional markets, the World Commerce Organization or even through their own enterprises, especially those that carry out financial transactions on a global level. On the other “end” of this process there is a process of fragmentation or localism, the role of the region standing out (often in opposition to the idea of nation), strengthening local instances of power and making the tendency real in the sense of decentralization (KEINERT, 1997).

The idea of Local Health Systems developed in several Latin American countries, in the 1980s, and guided by PAHO is the closest antecedent to the Healthy Cities project. This idea proposed to modify traditional approaches of primary care, emphasizing decentralization and reorientation of the health services (PAHO, 1990; PAHO, 1992).

The SILOS proposal departed from the health sector in search of equity, quality, efficiency, with an emphasis on social participation. SILOS defended the division of work in national health systems, based on geographical-population criteria.

Both strategies, SILOS and Healthy Cities, strengthen the notion of the “municipality for health” and adhere to the proposal of a local government jointly with the citizens in the development of a plan for health promotion (RUIZ, 1998).

In general, SILAS' construction proposals did not proceed from a discursive process, and were “trampled over”, in some countries, on one side, by health sector

reforms in progress in Latin America, and, the other, by discursive collision produced by formulators of the Social Epidemiology undercurrent. However, as Andrade and Barreto (2002) point out, this proposal had a discursive influence on some reforms, such as, for example, that experienced in Brazil, through its character of decentralizing and strengthening the municipal process.

In Latin America, in 1992, the Santa-Fé-Bogotá Conference was held with the aim of establishing the meaning of health promotion for Latin America.

In a recently published study, FERRAZ (1999) evaluates the pertinence of the healthy municipal concept in Brazil, reporting favorable and unfavorable factors in adopting the term Healthy Cities. For the author, the favorable factors are: a) pledging municipalities to the decentralization process; b) the example of the city of Curitiba; c) congruity between the principles of the sanitary movement in Brazil and the principles of Healthy Cities; d) interest and action of the Sanitary Movement as a political agent. As unfavorable factors the author quotes: a) inheritance of a political culture of sectoral action at a local level; b) political instability at a local level; c) absence of logistical support for executing projects; d) a sanitary culture of vertical programs.

A healthy municipality, according to PAHO (1992), is that which aims not only to attain universal health care, but to affirm that:

1. There is evident political obligation to make health a priority and a fundamental objective of public administration;
2. A pledge of governability is expressed in order to improve health, perceived as well-being, and disposition to mobilize social, institutional and community resources in the municipality;
3. Minimal mechanisms are presented to summon and coordinate institutional sectors and local organizations;

4. Procedures are explained to negotiate health proposals without reducing them to mere aims of service coverage;
5. Formulas are made public to resolve pledges and responsibilities of different social and institutional players in order to reach the planned health goals;
6. The method is explained to realize the sequence and accomplishment of acquired promises, agreed goals and development of relationship transformation processes for the success of equity in health.

2.6 - The Brazilian sanitary reform movement, SUS and intersectoral cooperation

It was in the 1970s, in the middle of a repressive regime imposed by the military dictatorship, that for the first time the Health System was based on a law that legitimized the private physician-assistant model initiated in the previous decade. Such a system received strong criticism from academic sectors, located in Universities, Departments of Preventive and Social Medicine and Public Health Schools, as well as sectors of the civil society. This discussion was based on the cornerstone of the movement for Brazilian Sanitary Reform. Outstanding in this period is the appearance of the Brazilian Center for Health Studies, a result of mobilizing several doctors and other professionals from the health area coming from the departments of Preventive Medicine and health services, which was going to operate as a kind of “civil branch” of the emerging sanitary movement.

As ESCOREL (1998) confirms, CEBES goes on to operate as a center for disseminating a movement, that born from within the State apparatus became capable of articulating the sanitary movement like other social movements.

We cannot avoid showing evidence of the academic production of the 70s. According to Nunes (1999), it was in this period that the theoretical approach coming from historic materialism was configured as a theoretic system of references in producing social sciences in health within Departments of Preventive Medicine and Social Medicine in Brazilian Universities. It highlights as emblematic productions those of DONNANGELO (1975), AROUCA (1975), DONNANGELO and PEREIRA (1976), MACHADO et al. (1978) and GONÇALVES (1979).

Even according to NUNES (1999), this "production is going to deal with relationships of medicine and society, state medicine, historical analyses and health programs" and exerts a huge influence on production in that area in the following decade where from 1985 the birth of the Sanitary Reform Movement took place.

The great landmark in this process, no doubt, was the 8th National Health Conference, held in March of 1986. It counted with the participation of several organized sectors of society, having a consensus that for the health sector in Brazil a mere administrative and financial reform was not sufficient, but a change in the whole legal-institutional framework in force, which may contemplate the broadening of the concept of health according to the precepts of the sanitary reform. The report produced in this conference served as a reference for the constituent members responsible for elaborating the 1988 Constitution.

Another factor innovated in the Brazilian Constitution was the introduction of the concept of social security, since this was the first Constitution to apply this concept. Social security is composed of a three-legged vessel: health, social welfare and assistance (CAMPOS, 1992; DALLARI, 1995).

In relation to health, the Constitution (BRASIL, 1998), in its article 196, stipulates that

health is a right of all and a duty of the State, guaranteed by means of social and economic policies that may aim at reducing the risk of disease and other complaints and at universal and egalitarian access to actions and services for its promotion, protection and recovery.

In the constitutional Law N° 8.080/90, in its 2nd and 3rd articles, it rules:

- *that health is a fundamental right of the human being, the State being mandated to provide the necessary conditions to exercise it in full;*
- that the duty of the State to guarantee health consists of the reformulation and execution of economic and social policies that may aim for the reduction of disease and other complaints and for universal and egalitarian access to actions and services for the promotion, protection and recovery of health.
- that social and economic policies protecting individual and collective health are those that act directly on the determinant factors and health conditions such as

nutrition, housing and basic sanitation, the environment, work, income, education, transportation, leisure and access to essential goods and services;

- that the duty of State to provide essential conditions to exercise the citizen's right to health does not preclude the duty of the people, the family, companies and society;
- that apart from actions derived directly from the health policy and economic and social policies, actions that are intended to assure people and the community conditions of physical, mental and social well-being are also concerned with health.

At the beginning of the 90s the whole regulating process of SUS in which players of the then Sanitary Movement were participating goes on to depend on new players, such as the Municipal Health Secretaries, led by the National Council of Municipal Health Secretaries, and State Health Secretaries, led by the National Council of Health Secretaries. In continuity with this movement a whole process of constitutional agreement production was begun, where the so-called Brazilian Organic Health Law was published, followed by two Supplementary Laws to the Constitution (Law N° 8.080/90 and Law N° 8.142/90). Law N° 8.080/90 disciplines the political-administrative decentralization of SUS, emphasizing its management and financing aspects, regulating conditions for its promotion, protection, recovery and operation. Law N° 8.142/90 regulates the community's participation as well as intergovernmental transfers of financial resources.

As a way of regulating this transition between the former organization model and SUS, the Ministry of Health is using published normative instruments with the objective of regulating transfers of financial resources from the Union to the States and Municipalities, the planning of health actions and the mechanisms of social control. These instruments are the Basic Operational Norms. Up to now four were published BONs: 01/91; 01/92; 01/93 e 01/96. BONs are, above all, a product of the need for a political process of inter-managerial agreement, which, after publication of the Organic Health Law, is creating favorable conditions for negotiations to make decentralization and the construction of SUS viable (ANDRADE, 2001).

The current BON in force is the 01/96. This BON established as one of its priority intentions towards the transformation of the health care model, until then hegemonic. As it emphasized, this implied perfecting the management of the country's health services and the proper organization of the system, since the municipality, in fact, became, immediately responsible for taking care of the health needs and demands of its population and the requirements of sanitary intervention in its territory. As a main theme it established: "Full management with responsibility for the city's health". It sought, this way, to construct full responsibility for the public municipal power, over the management of a health system and not just over the contribution of health services. It created two categories of management: Full Management of Primary Care and Full Management of the Municipal System.

This BON, consistent with constitutional prerogatives, innovates when it guarantees its responsibilities in the field of health promotion, since one of the concerns raised by it was that of propitiating conditions for constructing the integrality of health actions and services, and, more than that, to make evident the need for actions outside the specific field of health. In a different way to the previous norm that organizes the entire group of actions in the care field, BON/96 defined the performance of the health sector in three fields: a) that of **the care**; b) that of **environmental interventions**; c) that of **policies external to the health sector**.

The latter clashes with the "social determinant factors of the health-sickness process of social communities, of which questions relative to macro-economic policies, employment, housing, education, leisure and availability and quality of foodstuffs are an important part" (BRAZIL, MINISTRY of HEALTH– BON-SUS,1996).

2.7 - Power and governability

2.7.1- Power

In studies of this nature, in which the subject of analysis is the application of public policies by governmental entities, it becomes essential to carry out a re-reading of references such as power and governability.

For the purpose of this investigation it was initially examined to make a revision of the analysis of power starting from several western thinkers. As the reference point used

was the Coherence Postulate, of TESTA (1992), the category of power contained in it will also be analyzed.

The study on the importance of power in human organizations has been intriguing several authors. According to BOBBIO (2001), the classical typology delivered throughout the centuries is contained in the *Política*, of Aristoteles, which differentiates three types of power: “power of parents over their children, of the master over his slaves, of the government over those governed”.

According to HOBBS (1979), pg.53), as can be observed in chapter 10 of *Leviatã*, “the power of man (universally considered) consists of the means that he has at present to obtain whatever is visible well in the future”. The writer gauges two types of power: original power, defined as the eminence of bodily or spiritual faculties, extraordinary strength, beauty, prudence, capacity, eloquence, liberality or gentility. And instrumental powers, which are “those acquired by means of those going before or by chance, constitute, means and instruments to acquire more: such as wealth, reputation, friends and secret designs of God which men call good luck”.

In LOCKE (1991, pg.67), power appears like an idea to be learnt by man. According to the author,

the mind being informed daily by feelings of changes in simple ideas that observe external things, it is verifying how one person arrives at the end and ceases to be, and the other begins to exist where before he did not exist; equally, reflecting about what happens even with himself, and observing constant change among ideas, sometimes by the impression of external objects on the senses, other times by the determination of his own choice; and concluding from all this that it constantly observed to have happened that similar changes would be manifested in the future, in the same things, by similar agents and by similar means, it considers in one thing the possibility of having one of the simple ideas modified and the other possibility of making change, acquiring the idea that we call power.

In Locke's opinion, power considered in this way is double, capable of carrying out or receiving any change. One can be considered active and the other passive.

In these conceptions power is understood as something that is possessed. However, as BOBBIO (1999) confirms, power does not reside “in a thing”, but is presented as a relationship between persons, like a “social power”.

In other words, political power belongs to the category of the power of one man over another man, not that of the power of man over nature.

This relationship of power is expressed in a thousand ways, where typical formulas of political language are recognized: as a relationship between governors and the governed, between sovereigns and subjects, between State and citizens, between authority and obedience, etc.

For Bobbio, from these criteria, three forms of power can be distinguished: economic power, ideological power and political power (BOBBIO, 1999, 2001).

Economic power is that which is valued from the ownership of certain goods, necessary or considered as such, in a situation of lack, in order to induce those who do not possess them to maintain certain behavior, consistent, above all with carrying out a certain type of work.

Ideological power is based on the influence that ideas, formulated in a certain way, expressed in certain circumstances, by a person invested with a certain authority and disseminated by means of certain processes, exert over the conduct of those in close association: from this type of conditioning the social importance that, in organized groups, reaches those who know, the wise, is born whether they are the high priests of archaic societies, or the intellectuals or scientists of evolved societies, since it is through them, through the values that they disseminate or through the knowledge that they communicate, that the process of socialization necessary for the cohesion and integration of the group is complete.

Political power is based on the possession of instruments by means of which physical force is exerted (the weapons of all species and potencies): it is a co-acting power in the strictest sense of the word

Again according to Bobbio,

all these three forms of power lay the foundation of and maintain a society of the unequal, i.e., divided into rich and poor, based on the first, into the wise and the ignorant, based on the second, into the strong and the weak,

based on the third: generically, into the superior and the inferior (BOBBIO, 1999, pg.955).

This distinction between the three principal types of social power, although expressed in different ways, is found in the majority of contemporary social theories, where the global social system appears directly or indirectly articulated into three fundamental subsystems, which may be: the organization of productive forces, the organization of consensus and the organization of enforcement (BOBBIO, 1999).

The Marxist theory can also be interpreted in the same way MARX (1991), prefacing the *Contribution to the criticism of economical policy* defines that

in the social production of existence itself men enter into relationships, definitive, necessary, independent of their volition. These relationships of production correspond to a certain level of their productive material forces. The total of these production relationships constitutes the economic structure of society, the real base over which a legal and political superstructure is raised and to which certain social forms of conscience correspond. The production method of material life conditions the process of social, political and intellectual life. Splitting itself into two distinct moments, it comprises the ideological system and that which is more exactly legal-political (MARX, 1991, pg.29-30).

Therefore, for Marx, economic power is a determinant factor to the extent that political ideologies and institutions have the function of assuring the maintenance of the hegemonic production method at a certain historic moment.

In the opinion of BOBBIO (2001), Gramsci clearly presents, from the Marxist formulations, a system where the supra-structural sphere of power is presented in two circumstances, hegemonic or consensus, called civil society, or a circumstance of dominion or force, called the State.

As FOUCAULT (1986) states in *Microphysics of power*, the traditional analysis of the State Apparatus does not exhaust the exercise and functional field of power. For him, that which exercises power is still a great unknown. He asks: Who exercises power? Where does he exercise it? How far does he exercise it? For Foucault one thing is certain, “where there is power it is exercised”, no-one is exactly its titleholder, however, it is exercised in a

certain direction, with some on one side and others on other sides; it is not known for certain who retains it, but it is known who does not possess it.

He is categorical when he confirms that powers are disseminated in the social structure, working as a network of devices, from which nothing and no-one escapes. If power is an element of society, the capacity of “gaining power” exists in all people in the context of their countless relationships with others.



Hannah Arendt
www.us-israel.org/jsource/biography/arendt.html

According to ARENDT (1981), power is not intrinsic to violence, since it cannot be stored and kept in reserve in case of an emergency, as it happens with some instruments of violence, nor can power have the isolation of people as a basis, since only tyranny is capable of isolating and it does not construct power. In this isolation, tyranny does not enter into a relationship with the subjects and neither do the very subjects among themselves. From this perspective, it can be said that isolation

constructs fear and distrust generalizes it, thus denying any capacity for power to be put into effect.

However, in order put power into effect, confirms Hannah Arendt, the word must emerge jointly with the act, and not separately. From this point of view, power is not in empty words and much less in brutal acts. The words must be employed not only to reveal intentions, but especially to reveal realities, since the acts are not used to violate and destroy, but to create new relationships. It is from these words and acts that a new reality is constructed.

The construction of this reality can even be the division of power, which does not mean reducing power, since according to Hannah Arendt it is the interaction of powers, with their controls and balances, which can generate even more power. However, notice that this interaction must be dynamic and not the result of an impasse.

HABERMAS (1993) studies the category of power from Hannah Arendt's perspective, having in view that there is a basic distance between violence and power, since violence treats those governed from an objective viewpoint, transforming them into passive subjects of another's will, while power implies founding a political authority with an original mutual understanding, that generates power and assures its durability.

This way, power is only legitimate when results from a consensus, because it is not only the human capacity to act or do something, but, mainly, the capacity to join others and act in agreement with them.

In the production of the discursive process in Latin America on the theme of power in health, with strong influences in the Brazilian public health field, two writers have stood out: the Chilean Carlos Matus, holder of extensive work where he developed techniques linked to strategic planning, and the Argentinean Mário Testa, who contributed greatly with reflections about the thinking and acting within health.

MATUS (1993, 1996a, 1996b, 1997) developed a proposal of understanding power in the management and strategy sphere of government from the interaction between social, individual and collective players. For him, power is a

potentiality that opens the possibility for accumulating strength. This potential capacity emanates from the inequality of rules of the game, and may or may not be accomplished in strength, depending on the personality code of the player, the situation, the adversaries and the circumstances of the context. The player can make good use of or waste power to convert it into strength (MATUS, 1996a, pg.128).

The writer links these strengths to variables in the power game, relating them to motivations, or desires, with the capacity of strength and with the capacity to pressure the players involved. In this game players that are opposed to each other, indifferent players and players that support the process of signing power in the social arena can all be identified?

However a player's strength and power is linked to his capacity for social production. Therefore power is a concept of great practical importance that is presented in all acts of daily life.

It may be observed that the idea of power as instrumental is very much present in the thinking of Matus, which differs from Arendt, who emphasizes power as the product of a collective action.

For Matus, the social player "has real existence", therefore, he cannot be considered an "intellectual abstraction". The player lives in danger and uncertainty, at the same time, he generates risk and uncertainty for others. He produces reality and is a product of it. He is unlike any analytic convention where he speaks for himself; he can self-analyze and be part of a dialogue with other players.

The writer, in his studies, constructed his theory of power, relating it to the idea of social players. Matus defines the five components of one player's power: personality, passion, skill, control and ownership of resources and domination of scientific and technological knowledge, as demonstrated in the following figure.

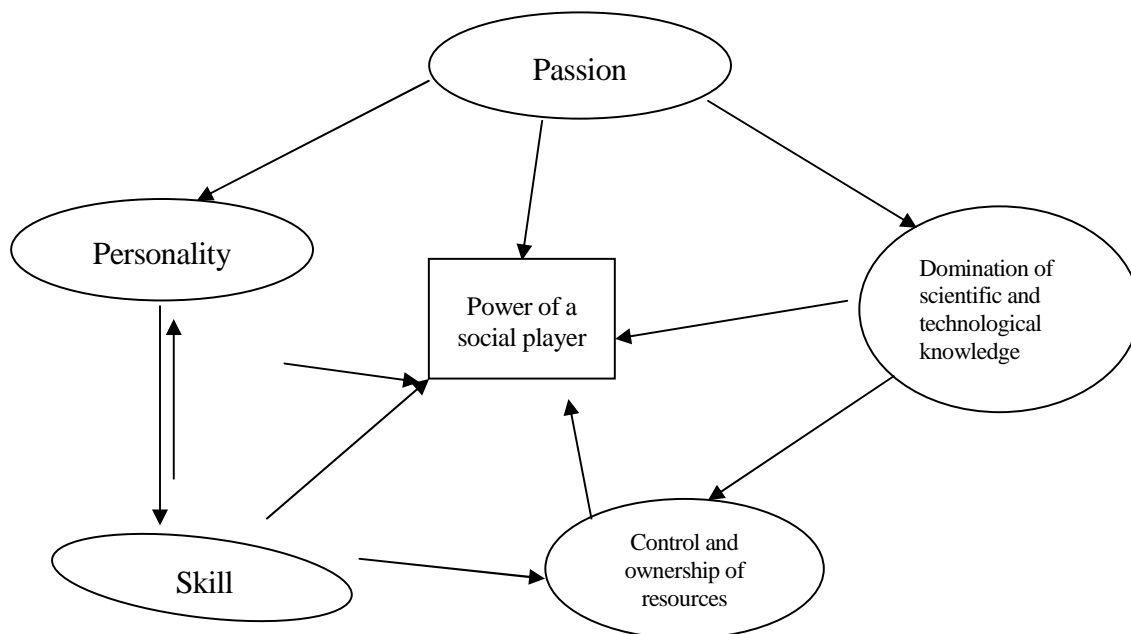


Figure 2- The five components of a player's power

Source: Adapted from Matus (1996a).

For TESTA (1992), the power of society is situated in two spaces: in the institutional or in the bureaucratic consolidation of an organization in general and in the grouping of people with common interests, which he calls primary social players. According to the author, the appreciation of power must be made on two main points, which correspond to the results of his practice and what differentiates specific types.

On the first point there exists a day-to-day power relating to what and how to do things. Such a fact produces a competitiveness in which natural allies are those who share the same social space of work, even though this line is often broken by particular circumstances, generating other conjuncture alliances.

In the opinion of TESTA (1992), there is a reduction in the transparency of this situation motivated by not agreeing that the dispute for everyday power is linked to society-based power. This opacity of power renders the construction of a long term project difficult among the natural allies of the same group, which is used by the dominant class as a strategy for its “institutional hegemony”.

The writer differentiates power starting from the categories of social classes. Therefore,

everyday power implies society-based power, because the type of society to be constructed implies what to do and how to do daily things, ambits where mechanisms of personal domination are located that reproduce, on an individual scale, the domination of one class by another (TESTA, 1992, pg.118).

Again according to Testa, the other point of analysis for power corresponds to the types of power which each sector of activity is available. The writer to exemplify this point shows how this treatment occurs in the health sector. In this sector, technical, administrative and political powers are the main types of power. Such powers are established by the “capacity that an individual, social group, institution, which is referred in the first instance, to information, in the second, to resources, and, in the third, to social groups” (TESTA, 1992, pg.118).

Chart 2 - Capacity of technical, administrative and political powers according to Testa (1992)

POWER	CAPACITY
Technical	To generate, comply with and deal with information of different characteristics.
Administrative	To appropriate and attribute resources.
Political	To mobilize resources on demand or complaint of their need or interests

Source: Adapted from Testa (1992).

- Technical power

For Testa, technical power is established in several forms and operates in many fields of action. These ways of operating are relative to the type of information that deals with the above-mentioned form of power. In the case of health, in principle, it is possible to identify the following information: a) medical; b) sanitary; c) administration; d) theoretical mark.

Medical information is related to the practice of medicine. It is that used by the physician in his relationship with the patient. The clinic, anatomy, physiology, pathology, etc. fit in this space. The registers of morbidity, mortality and principally the current complex information systems in health constitute the sanitary information. Information related to the use of resources, such as the production of services, costs, productivity, constitute administration information, which added to the sanitary information assists decision makers in the sector.

Finally, there exists a particular type of information not regularly dealt with, except in an implied way: the theoretic mark. The importance of the theoretic mark is due to the fact, according to the writer, that this is a determinant factor in essence for the understanding and relationship of medical, sanitary and administrative information. According to Testa (1992, pg.119), “this theoretic mark of health is known by epidemiology as the question of the cause of illnesses or, broadening the notion of the cause, the determination and better still, the production of diseases in a social sense”, or in other words, this relationship is established by the relationship that men maintain between themselves and nature by means of work. For the writer the theoretic mark must either realize or not that that information produced has the capacity to establish the connections of

social classes, according to the Marxist formulation.

However, Testa draws attention to a characteristic of technical power, which may be the capacity to produce a certain type of language generating an elitist style of "difficult words and secret codes" that provoke a distancing of communicative action between specialists or technicians and the population. It is a mechanism to "retain the power generated by it, together with the information. This is independent of the informative technology used in each one of the phases of the process" (TESTA, 1992. pg.121). This way, the type of information, the field of action, the homogeneity of the system and its style mark the strategic design of technical power.

- Administration power

In relation to administration power, as Testa (1992) emphasizes, this must be visualized from the accumulation of power in the health sector, extensively systematized in capitalist countries. The way that the health sector is financed, according to the author, is the "central organizing element of diverse subsectors in the health sector" (TESTA, 1992, pg.121). The way that the financing is expressed is fundamental for the displacement of power within the sector.

In this sense, a defining determinant of administration power in the health sector is its subsectors. In the Brazilian case, for example, an official public subeditor represented by the Brazilian Health System, through spheres of action in the Union, States and Municipalities; a complementary subsector with its several modalities assumed through private contributions of medical care, often operating via health plans and or credited from SUS, especially in the high complexity range, and a third subsector, composed of private non-profit philanthropic entities.

The writer draws attention to the fact that each subsector has a specific form of financing, a contribution modality of a certain service type and a population to which its activity is mainly directed. This capacity is responsible for overlapping between corresponding coverage, constructing a complex network of services, obliging the observer, in his analysis, to go beyond identification of components and relationships.

He emphasizes the fact that the health sector, through its economic importance,

has proceeded to integrate the agenda of the transnational economy process, which confers it with a level of complexity whose characteristics make it difficult to achieve substantive changes in the matter of sectoral organization.

From this confirmation, TESTA (1992) arrives at a proposal that when working with reform in the health sector it is necessary to take into account that

Strategic analyses will have to be directed mainly towards the homogeneity of social groups, which intervene in different phases of financing each subsector for the presentation modality of the service, for the legality of coverage and for the control and regulation of communication between subsectors (TESTA, 1992, pg.123).

He writes a second criticism to which analyses of the sector are normally directed for administration evaluations of the systemic approach. This approach, in the author's opinion, reduces the emphasis that power relationships embedded in the health sector and notions of efficacy and efficiency regarding the use of resources, central categories of these analyses, diminish the potency of the problem. He proposes, therefore, introducing the idea of political efficacy as a central category for constructing a critical analysis.

As he points out:

Between the notions of efficacy and administrative efficiency and efficacy and political efficiency, there exist certain important temporary relationships. Each administrative decision has a consequence for the social groups affected by the decision, a consequence that is translated into the increase or reduction of support, which each one of these groups lends to those who make the decision and to all the rest (TESTA, 1992, pg.123).

The author even draws attention to the displacement of power starting from a made decision. In Testa's opinion, this displacement is followed by another that occurs at some point after implementing a proposal and in relation to "its efficacy and efficiency and operative efficiency". He establishes two moments of political efficacy before an administration decision and that there are "technical moments that separate the implantation decision and of the technical and political moment that separate the implementation decision and of the moment of its efficacy" (TESTA, 1992, pg.123).

On making an administrative decision, two times begin to establish themselves. A

political time: the time that it takes to produce a reaction of support or opposition from social groups. A technical time: the time that a decision takes to be put into practice and achieve operative efficacy. There begins a new political time.

- Political power

TESTA (1992) defines how political power has the capacity to unleash mobilization, for which it is going to generate diverse forms of knowledge. Such forms can be grouped into two categories: empirical knowledge and scientific knowledge. This capacity for mobilization can be considered a mobilizing practice of social players. The association of this knowledge and the mobilizing practice will produce what the writer defines as ideology.

According to Testa, empirical knowledge is a result of experience, is linked to sustaining groups and is used in a formal logic with a functional approach. Scientific knowledge occurs in a formalized way of acquiring knowledge. For Testa this formalization, by the fact that it is a science formulated by two versions, the rationalist and the dialectic, characterizes science as an ideology that because it contains these two versions internally it also has two distinct forms of practice embedded into it: domination and hegemony.

As shown by TESTA (1992), pg.125), political power in health "possesses characteristics that differentiate it from the other two types analyzed, the administration and the technical", since it produces several intersections with them.

2.7.2 - Governability

For the formulation of this study, the concept of governability was considered important through dealing with two cases of public policies occurring in municipal governments that promoted changes in formulating these government policies.

The concept of governability has been incorporated into the field of social sciences and political journalism since the 70s. In the opinion of MARTINS (1994), governability in the strict sense is only an index, as it constitutes a variable that at a given moment portrays relationships between governors and the governed.

SANTOS (1977), on discussing these two concepts, clarifies that the first generation of analysis on governability originated from the works of Samuel HUNTINGTON (1965, 1975) – produced in the period from 1965 to 1975, among which stands out *Political order in changing societies* published by Yale University – which interprets the governability crisis as a product of excesses in participation and demand overload. The appropriate functioning of political systems depends on the equilibrium between institutions of aggregating *input* of interests, especially parties, and governmental institutions of *output*, which regulate and implement public policies. When there is a wave of participation in the context of consolidated democracies, there follows in response an increase in governmental activity, accompanied by overload on the government with a collapse in *output* and abrogation of authority, with a subsequent weakening of political institutions.

From these scenarios Huntington established other scenarios for what he called consolidated democracy and recent democracy (non-consolidated). According to SANTOS (1997), the way out proposed by Huntington, for the governability crisis appearing with the increase in demand on the political system in developing countries, rests in the reinforcement and creation of institutions and governmental authority. It is an authoritarian proposal since it is centered on the idea of maintaining order and not democracy.

According to PASQUINO (1999), the idea of non-governability is used more nowadays. The term non-governability is loaded with pessimistic and frequently conservative implications. In accordance with the writer, “the clearest distinction is from those who attribute the governability crisis to the incompetence of governors” and some are led to see in this the appearance of unhealthy contradictions in the capitalist system while others attribute non-governability to excessive demands from citizens.

Finally, PASQUINO (1999) proposes that governability and non-governability are not complete facts, but processes in progress, composed of complex relationships between components of a political system.

- Governability and governance

Another concept that together with governability is increasingly creating this debate is that of governance. Both concepts have become more current, especially in the face of challenges imposed in the “Reform of the State” verified in many countries, particularly in

view of macroeconomic and financial adjustments to which they have been submitted in the face of a new global policy (MARTINS, 1994; SANTOS and WASTPHAL, 1999).

But, as ROSENAU and CZEMPIEL (2000), point out, governance is not the same as government. For the writer,

government suggests activities sustained by a formal authority, through the power of a policy that guarantees the implementation of policies duly established, while governance refers to activities supported in common objectives, which may or may not derive from legal and formally prescribed responsibilities and do not necessarily depend on the power of the policy in order to be accepted and overcome resistance (ROSENAU and CZEMPIEL, 2000, pg.15).

Again according to the author, governance is a broader phenomenon than government, since it includes governmental institutions but also implicates informal mechanisms, of a non-governmental character, which make people and organizations within their activity area behave in a certain way, satisfy their needs and respond to their demands.

- *Carlos Matus: Governability, Planning and Mediation Strategies*

For the result of this research the theoretical reference system of which is anchored in the Coherence Postulate, from TESTA (1992), it is understood how important a revision is on the production of MATUS (1993, 1996a, 1996b, 1997). Matus makes a detailed study on the complexity of governing or leading. He confirms that a single theory is not sufficient for this analysis. He emphasizes the need for domination over social systems in order to guarantee governability. According to him, to reach objectives and guarantee governability, the director of a process must construct the capability of government.

In the author's opinion, a government can be deficient for three reasons: a) because it walks in the wrong direction, through having made a bad choice of government project; b) due to an incompetent processing of the chosen project; c) because the management through problems and operations is deficient. The first cause suggests that a government cannot be better than its selection of problems and the second determines the third, since it indicates a management capability in order to carry out its chosen decisions with efficiency and effectiveness. As MATUS (1996a) affirms "the policy is an interchange between governor and the population". This interchange must always be kept in balance. In

order to assure such an equilibrium the governor must have "powerful methods" at hand, as it is necessary to constantly monitor public management and substitute improvising by planning. He is emphatic when he confirms that "one cannot govern efficiently without having powerful planning methods available".

MATUS (1996a) presents six reasons that justify the need for planning as a governability mediating tool. He argues that these configure an inter-related network of motives that reinforce the need for mediation between the government and the social players. For him, "planning and government of processes are part of the potential capacity of all social forces and all people, in any favorable or adverse situation" (MATUS, 1996a), pg.50).

Chart 3 -Reasons that justify the need for planning

Argument 1	It is necessary to establish some mediation between the present and the future.
Argument 2	It is necessary to anticipate when a prediction is possible.
Argument 3	It is necessary to have the capacity to deal with surprises.
Argument 4	Mediation is essential between the past and the future.
Argument 5	Mediation is essential between knowledge and action.
Argument 6	Global coherence is necessary in the face of partial actions by social players.

Source: Own elaboration, from Matus (1996a).

According to MATUS (1996a, pg.50), the "leader only drives if he is capable of seeing round the bend, as well as seeing his followers. Leadership is fought for and the winner is the one which shows competence for it". With these affirmations the author recommends what came to be called a management triangle, constructed from the constant articulation of three variables: a) management project – a proposal of objectives and means; b) management capability – "capability" to manage; c) governability of the system – degree of difficulty of the proposal. These three variables constitute a triangular system in which each one depends on the others.

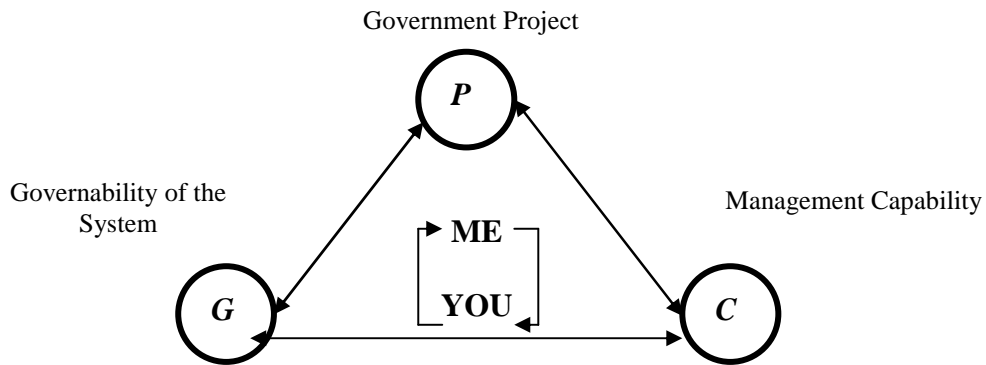


Figure 3- Triangle of Management

Source: Matus (1996a, pg.50).

The management project (P) refers to the content proposition of the projects of action to achieve their objectives. Management of the system (G) is a relationship between the variables that the author controls or does not control in the process of government. The capability of management (C) is a capability to lead or direct and refers to the large quantities of techniques, methods, skills, abilities and experiences of a player and his team of management to drive the social process to set objectives, given the governability of the system and the propositional content of the management project.

The writer argues that the dominion of potent planning techniques is important to change or improve management capability. He considers that management capability is expressed in the capacity to direct, manage, administer and control.

Differentiation leads to recognition of systems of diverse natures: the proposition system of actions (management project), the social system (governability of the system) and the system of direction and planning (management capability).

- Mário Testa: Strategic Thinking and the Coherence Postulate

TESTA (1992) when formulating on the need for management action to be based on strategic thinking proposes establishing a relationship between proposals, methods to achieve them and organizations of institutions. This articulation he called the Coherence Postulate. In the author's opinion strategic planning is fundamental in order to

implement policies and guide actions to be developed in institutions. He sees in the policy a proposal of power distribution. Power is a core category in the approach to strategic planning.

This way the Coherence Postulate is established from the dynamics between these defining categories of planning in their historic conditions, their relationship with the proposals of an institution, the methods used by it and its organization.



Mário Testa

www.esscan.rcanaria.es/boletin10/testa.htm

Testa states that to be strategic an action must take into consideration its relationships of determination and conditioning.

Relationships of determination are understood as positive forces. They establish limits within which the phenomenon must occur, while the conditioning factors are the negative forces that set the limits beyond which actions cannot happen.

In agreement with the Postulate, between proposals, methods and organization there is a primary level relationship, which can be unidirectional or bidirectional between the two whatever their components, without giving indications on which of the possible modes of relationship it is accomplished, understanding as mode, as

much the direction of the relationship as its character (determination or conditioning) or bi-directionality (back and forth). As there are many possible forms of relationship, one of the problems is to define the conditions in which they are directed. The second problem perceived by the writer is the need to identify whether other instances of determination exist from all of its analyzed components.

- The role of the State and proposals

For the formulation of the Coherence Postulate, Testa was inspired by the analysis of capitalist dependent governments of Latin America and by the modern formulations on the theory of State. According to him, these perform a determinant role in government proposals.

He considers, at a primary level, that the main role of State institutions is to assure continuity of the capitalist system and, wherever possible, the resolution of contradictions generated within dominant groups. In order to accomplish this role, some institutions of the political regime act as a factor that eases the organization of its dominant elite, thereby making an appropriation difficult within the interior of the State, through public forces.

At the second level of aggregation, heterogeneity elements arise from within State institutions which can bring possible contradictions leading to the creation of conditions favorable to the development or strengthening of conflicts between elite groups and popular forces. Through deepening these contradictions, planning can perform a role that allows function as a mechanism easing the unraveling or accelerating of situations in processes of social change.

Proposals of agovernment can be defined in the following way: 1. a permanence proposal, or in other words, the legitimation of a current situation, i.e., its affirmation as agovernment and that of its dominant characteristics from the economic-social formation that sustains it; 2. a main proposal, i.e., the growth and, in more specific terms, the growth of productivity; 3. a possible proposal, which is the easing of conditions that may lead to the transformation of the social structure.

- Theory and method

One of the components of the Coherence Postulate is the method. It is present at the second level of determination. It is defined by the theory that the problem looks for resolution. However, it is a matter of a specific question that does not accept general considerations, needing to be examined for its specificity. For the purpose of this study, it will be a theory accepted in respect to the construction process of intersectoral cooperation.

This one is the health-sickness theory and when it is found in a review process, as happens precisely in the field of health, conflicting approaches will lead to different and even contradictory methods, as seen in the past. This is the main reason for which the theory must be deepened, especially when one does not want to admit a mere theoretical attitude in relation to science.

- History and organization

The real history of a society is the determinant factors of its organization. At a given positive, photographic time, an organization is considered the “crystallization of history”. It is at this moment the core of all social, cultural, political and economic determinations.

Testa therefore proposes that when an organization is being analyzed at a certain time it is possible to separate, indirectly, experiences from the past and the current reality.

However great the weight of historical determination might be, the stability and conservatism (internal) of an institution will be greater. When current determination predominates, institutional adaptability to new or changeable situations will be greater. This current determination corresponds to components of the postulate which was named at the primary level: proposals or method.

- Determinant and conditioning factors

According to Testa, for an application of the theory several problems must be analyzed. One of them is that of conditions where, in a government, types of relationships are achieved between the three components of the postulate. When the postulate is not achieved, the consequence is loss of efficiency.

Government proposals are determinant factors of their methods. If it considers them as a change in proposals, it can be said that a new institutional form would arise and a different methodology for realizing the new proposals. Government methods determine their propositions.

In the analysis of this relationship, there is the possibility of having a conditioning of proposals by the method. If the proposal is for introducing, for example, intersectoral policies, this determines that the method uses categories and efficient procedures in order to present problems related to intersectoral cooperation. However, this method, in turn, by conditions of need in the sphere of the proposals. Testa therefore defines that the proposal determines the method and the method conditions the proposal.

For Testa the organization of the State does not determine its proposals, as organization it is not conditioned by its proposals. He confirms that an unstable organization cannot be a determinant element of a method. It typifies, for example, that in underdeveloped countries the

immaturity of the organization, the ready lack of continuity is expressed in the appearance and disappearance of institutions, which do not manage to acquire a tradition, to carry their own weight, to have capacity to introduce norms (determine a method) that gives them permanence in the face of difficulties.

He goes further when he questions whether the reciprocal affirmative is correct that the method determines the organization. As he points out, it is difficult to find very solid arguments that may justify this affirmation. The very instability of an organization still gives an increased probability of an entirely coherent method being a determinant factor of organizational characteristics, even overcoming other determinations.

In relation to the organization he states that this conditions the method and if it would be possible not to be this way it would recognize the omnipotence of the method. In spite of the reiterated instability, any institution poses limits to its processes, that is, it conditions its method.

Finally, between the components at the second level of the postulate, there are also relationships of determination that close their circle, with a difference in relation to the previous level of not being so passive of direct interventions, as well as assuming the same form, in advanced or underdeveloped, capitalist or socialist countries, since the determination always departs from history and always arrives at theory.

However, the writer warns that there is a difference in relation to the previous level since these components are not so passive of direct intervention, as much in advanced countries as in underdeveloped, capitalist or socialist countries.

To conclude, it can be confirmed that the particular form of the Coherence Postulate, in many Latin American countries, is presented in Figure 4:

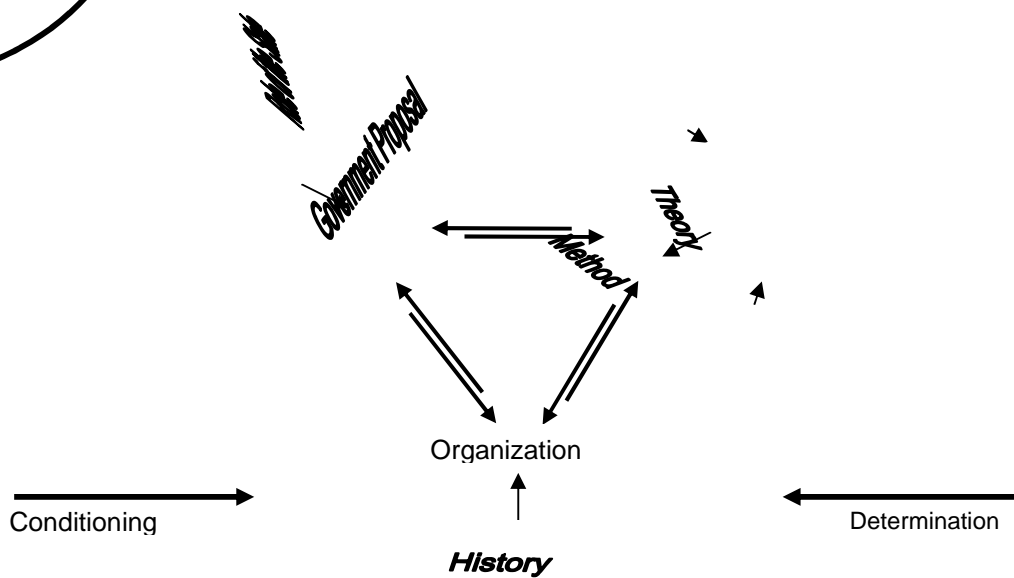
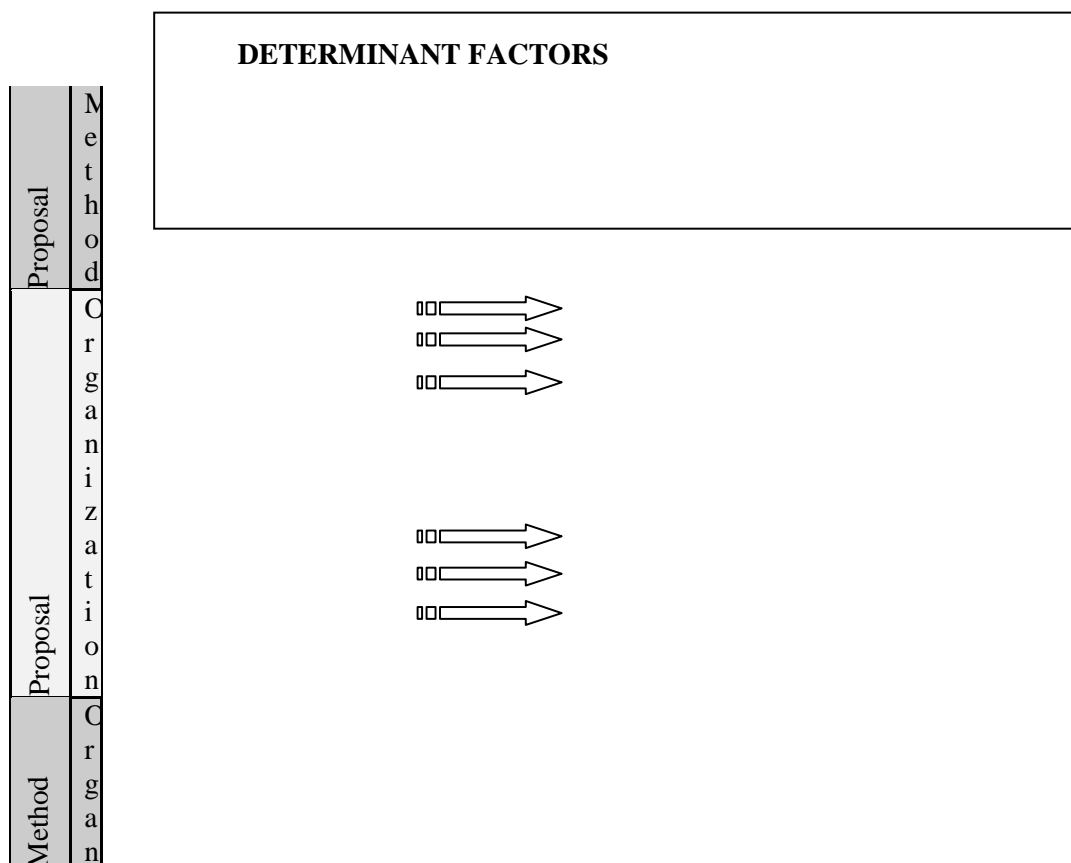


Figure 4 – Particular form of the Coherence Postulate

Source: Adapted from Testa (1992).



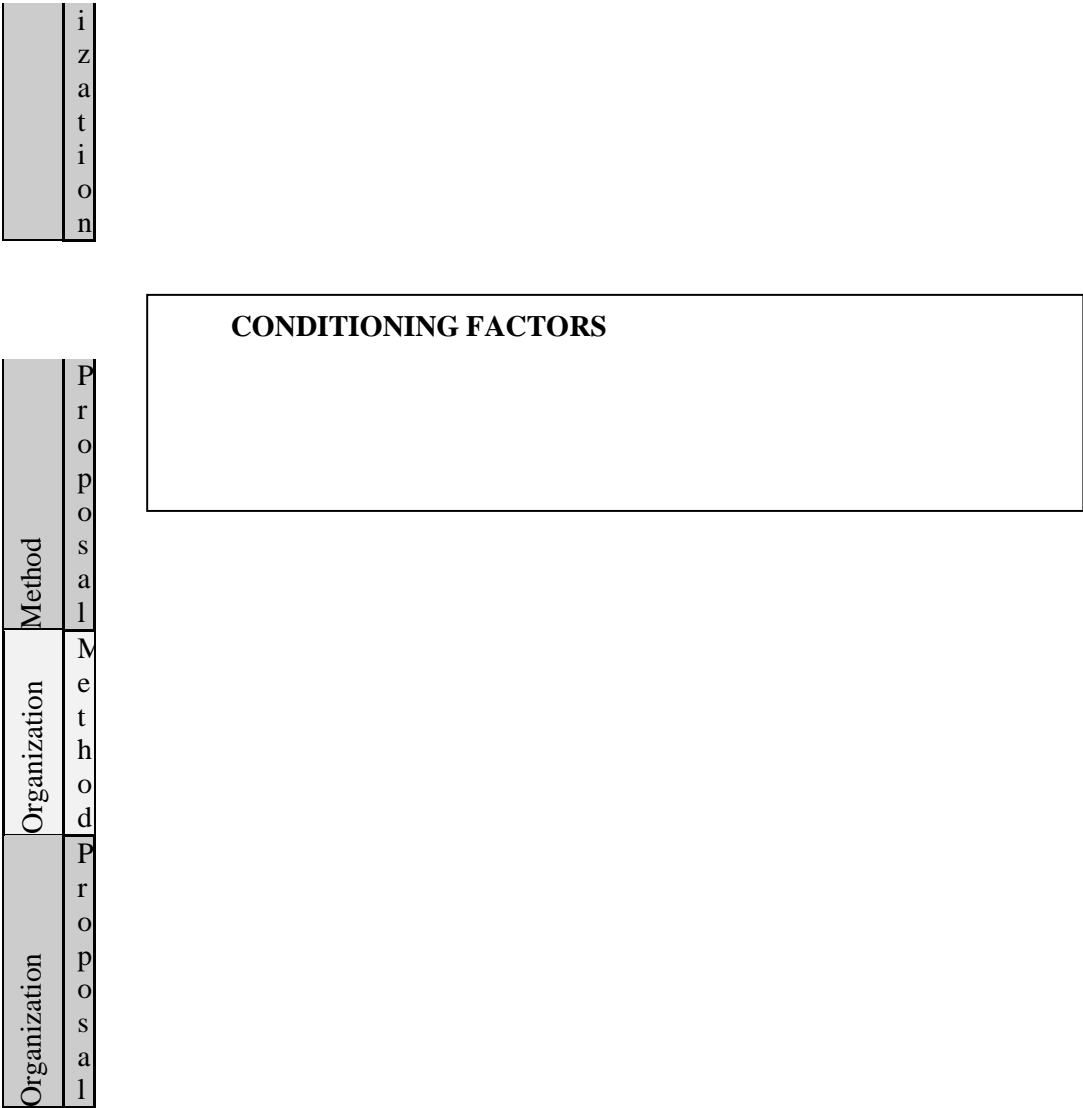


Figure 5-Components of the Coherence Postulate according to determinant and conditioning factors

Source: Elaborated from Testa (1996).

In light of Figure 5, it is seen that the most determined element is the organization, as much for the proposal as for the method. The method, in turn, is determined by the proposal. For this reason, Testa warns that "the method must pay special attention to these two components, because it is through it that the efficacy and efficiency of proposals are achieved" (1992, pg.117). He finishes by stating that the method has to be revised continuously and critically.

These concepts and the relationship that they establish, as the Coherence Postulate proposes, will go on to guide the analysis of the cases being studied.

3- METHODOLOGY

3.1 - Type of study

The study is of a qualitative nature, an exploratory and descriptive type, the choice of which was due to the fact that a qualitative survey allows surrounding the studied object with multiple relationships and a dynamic complexity (MINAYO, 1999). Therefore, this work developed a synthetic survey of multiple case studies with overlapping levels of analysis (YIN, 1994), where the units of analysis are the municipalities of Fortaleza and Curitiba and the several levels of analysis are defined in the specific objectives. According to the same author, this approach propitiates examining the combination of relationships where several dependent and independent variables in a model of interdependent relationships intervene, simultaneously.

3.2 - Selection of the Municipalities

The discursive process on intersectoral and matrix public policies was present in the final years of the 20th century, a period in which this study was outlined. However there were very few solid initiatives from local, state and federal governments for the construction of policies using these tools.

Fortaleza and Curitiba, the municipalities chosen for this study, stand out in the country for several reasons concerning the object of this study. One of them is related to the fact that in the period between 1997 and 2000, corresponding to a four year municipal government in Brazil, the above-mentioned cities promoted reforms or executed plans of government taking into consideration the implementation of intersectoral matrix policies and sought to put administrative decentralization into operation. Added to this is the fact that, both cities are capitals of important states and that they are located in different regions of the country.



Figure 6 – Map of Brazil with the location of the municipalities of Fortaleza and Curitiba

Source: www.spcap.com.br, adapted by the author

3.3 - Description of techniques

In this study, different techniques were used. The first one of them was the documental analysis of developed public policies, contained in documents and Internet pages on the history of the cities being considered. This analysis was carried out based on laws, decrees and small bills, the latter aimed at the general public and public employees, as well as reports as much from consultancies as projects, pages on the Internet from city hall and municipal management entities, documents of theoretical foundation, government plans, annual reports from municipal governments, monographs, dissertations and theses.

Amongst the several documents analyzed for the municipality of Fortaleza, the Final report from FUNDAP is outstanding, composed of five volumes, which are promptly described as follows:

Volume I

- Part I:

Production referring to the reform proposition:

1. Reform concept document – Dec/1996;
2. Technical proposal from FUNDAP advisory to the City Hall of Fortaleza;
3. Letter to the Mayor, at the signing the contract, and follow-up of the documents produced in the advisory process.

- Part II:

Production referring to the organizational structure of the City Hall:

1. Draft of the Bill (12th version);
2. Law n. 8000, January 29 1997;
3. Draft of the division list;
4. Schedule of responsibility distribution in the new structure for the area of social development;
5. Schedule of responsibility distribution within the new structure for the area of territorial and environmental development.

Volume II:

1. Draft of decrees and respective regulations, with an organizational structure, competencies, attributions and list of commissioned posts from the Secretariat of Governmental Action, Regional Executive Secretariats, the Municipal Social Development Secretariat and the Municipal Territorial and Environmental Development Secretariat.

Volume III:

1. Definition of adjustments in the organizational structures of other direct and indirect administration agencies; the Municipal Administration Secretariat; the Foundation of Human Resource Development; the Children's Foundation and Municipal Guard;
2. Survey and systematization of the municipality's urban legislation, for the redefinition of skills distribution;
3. Decree drafts for the integrated inspection program – PRO-FISCAL, Accompaniment Commission of Works Inspection and Normative Commission of Urban Development;
4. Redefinition of the Municipal Planning Institute: study and draft of the Bill reformulating the integrated system of City Hall planning.

Volume IV:

Production referring to the Implanting of Change Process:

1. Workshop documents from the Regional Executive Secretariats, May 1997;
2. Documents relating to reform communication meetings;
3. Draft of the letter from the Mayor to the public servants;
4. Document for installation of the Regional Technical Intersectoral Commissions;
5. Proposal for the institution of the Performance-Award;
6. Documents on the training process for areas of budgetary-financial administration, materials and patrimony and personnel from the departments of administration and finances of SAG, SER, SMDS and SMDT;
7. Manual from Public Attention Centers;
8. "How to do" series;

9. “Housing” Bill.

Volume V:

Attachments:

1. Bill for the publication of the reform for the population;
2. Bill for the publication of the reform for the public employee;
3. Newspaper clippings of the period from January to June 1997.

Also for the municipality of Curitiba among several documents analyzed the management reports of the municipal government between the years of 1997 to 2001 stand out.

Chart 4 –List of annual Curitiba City Hall reports (1997-2001) analyzed in the Health survey of and the Dilemma of intersectoral cooperation

<i>DOCUMENTS</i>	<i>YEAR</i>
Curitiba City Hall Annual Report	1997
Curitiba City Hall Annual Report	1998
Curitiba City Hall Annual Report	1999
Curitiba City Hall Annual Report	2000
Curitiba City Hall Annual Report	2001

Source: Own elaborating.

The basic component of this documental analysis was centered on the follow-up of matrix projects corresponding to the study period, which once analyzed, are listed as follows:

1. *Ahú Project - Cabral*
2. BR Project - City
3. Citizen in Traffic Project
4. Healthy Citizen Project

5. Healthy Citizen Project – Mobile Rapid Response Services (SAMU)
6. Social Heart/Third Age Project
7. Social Heart Project – Creating a Citizen
8. Social Heart Project – From the Street to School
9. Social Heart Project/Municipal Policy for the Promotion of Rights for the Handicapped
10. Typing out the Future Project – Accessing the Future
11. Typing out the Future Project – Internet in the Headlights
12. Barão/Riachuelo Pivot Project
13. El Niño Project
14. Metropolitan Warehouse Project
15. Housing Project
16. Employment Line Project
17. 1000 Plan Project
18. Cultural Gateway Project
19. Cultural Patrimony Project
20. Rebouças Project
21. Reviving Curitiba Project
22. Neighborhood to Neighborhood Sanitation Project
23. Security Project
24. Security in Traffic Project

25. Olympic Villa of Paraná Project

26. Zoning and Soil Use Project

27. Circulation in the Central Area

28. Urban Operations Project – Living Curitiba

For the initial guidance with sights on the construction of ways, two exploratory interviews were carried out with managers from the two cities.

Other tools used were the semi-structured individual interviews, according to the following chart, with mayors, secretaries, former secretaries, vice-mayors, regional secretaries, department directors, superintendents of municipal autarchies and coordinators from municipal projects. The use of the interview technique highlights individual speech as representative of interiorized cultural models, shared by the individual from their socialization process in which culture is not only assimilated, but also reinterpreted (MINAYO, 1999).

The interviews sought to clearly show the contents on the themes proposed related to the history, organization, role of the State (here understood as the municipality), government purpose, theory and method used in the formulating public policies developed in each one of the cities being studied.

All the interviews were recorded and transcribed, with an assurance of secrecy and a request for authorization from participants.

In attending to ethical precepts regarding secrecy in identifying survey participants, the following criterion was adopted: for the participants of Fortaleza names beginning with the letter F were used; for those from Curitiba, the letter C.

This survey used the classifying of power adopted by TESTA (1992) which qualifies power in three categories, political power, administrative power and technical power. This way, the techniques give priority of collecting information and perceptions from political, technical and administrative players in each one of the cities studied.

Chart 5- Characteristics of those interviewed in the survey according to position

Health and the Dilemma of intersectoral cooperation, in the municipality of Fortaleza, 1997-2001

CHARACTERISTICS	Number
Mayor	1
Vice-Mayor	1
Advisors from FUNDAP	2
Chief of Staff and Regional Executive Secretary	1
Administration Secretary	1
President of the Human Resources Development Foundation	1
Regional Executive Secretary	1
Social Development Secretariat	1
Social Development Secretariat and Regional Executive Secretary	1
President of Municipal Foundation of Management Professionalization of Employment and Income and Technological Diffusion (PROFITEC)	1
Social Development Secretariat Health Coordinator	1

Source: Own elaboration

Chart 6 – Characteristics of those interviewed in the survey according to position

Health and the Dilemma of intersectoral cooperation, in the municipality of Curitiba, 1997-2001

CHARACTERISTICS	NUMBER
Mayor	1
President of the Municipal Institute of Public Administration (IMAP)	1
Human Resources Secretary	1
Curitiba Planning Supervisor from the Institute of Research and Urban Planning (IPPUC)	1
Matrix Projects Coordinators	6
Regional Director	1

Source: Own elaboration.

Another technique used was that of focal groups, which allowed the capture of public servant's perceptions from both municipalities in relation to the analyzed processes. The choice of public servants for participation in the discussion of focal groups was due to the fact that this study used the power category cited by TESTA (1992) where one tried to obtain from these actors perceptions referring to administrative power.

Two focal groups were organized, one in the city of Fortaleza, identified as the Fortaleza focalgroup, and one in the city of Curitiba, identified as the Curitiba focal group. These groups were made up by career servants from the mentioned municipalities. The

appointment for the composition the groups came from the public servant' union of the chosen cities, obeying to the criteria that the appointed servant was working in the municipality in the period studied and that participation was assured of at least one representative from each government secretariat.

Chart 7 – Fortaleza Focal Group– 2.7.03

CHARACTERISTICS	QUANTITY
Social Worker from the Municipal Social Development Secretariat	1
Technician from the Regional Executive Secretariat V	1
Civil Engineer from the Infra-Structure Secretariat	1
Auditor from the Finance Secretariat	1

Source: Own elaboration.

Chart 8 – Curitiba Focal Group– 9.7.03

CHARACTERISTICS	QUANTITY
Social Worker from the Municipal Supply Secretariat	1
Administrative Technician from the Cultural Foundation of Curitiba	1
Cultural Promoter from the Cultural Foundation of Curitiba	1
Director from the Municipal Sport and Leisure Secretariat	1
Physician from the Family Health Program	1
Technician from the Children's Secretariat	1
Technician from the Municipal Supply Secretariat	1
Social Worker from the Health Secretariat	1
Sanitation Technician from the Health Secretariat	1
Manager from the Municipal Sport and Leisure Secretariat	1

Source: Own elaboration.

With sights on systematization and ordaining the way that written media publicized the reform process and the actions of both of the municipal governments being analyzed, as well as the above-mentioned projects being interpreted by the most diverse social players, this study made use of methodological style commented by LEFÉVRE and LEFÉVRE (2003), the "Collective Subject Speech (CSS)".

For the authors CSS is a proposal of organization and tabulation of qualitative data of verbal nature obtained from witnesses, newspaper articles, news stories from weekly magazines, letters, papers, specialized journals, etc.

They synthesized:

The proposal basically consists of analyzing the collected verbal material extracting from each one of the witnesses [...] the core ideas or

the mainstays and their corresponding key-expressions; with the key-expressions from core ideas or similar hooks they constitute one or several synthesized-speeches (LEFÉVRE; LEFÉVRE, 2003, pg. 16).

It comes from the presupposition that collective thought can be interpreted as a sum of speeches on a given theme. The CSS, in this sense, aims to show evidence of the group of semantic individualities as components of social image-making. The CSS is a method that makes production of a synthesis of communitary speech possible.

For the production of CSS in this study the methodological figures proposed by LEFÉVRE e LEFÉVRE (2003) were used, in other words: a) Key-Expressions; b) Central Idea; c) Hooks.

Key-expressions are literal extracts of speech that should be underlined by the researcher and that reveal the essence of the testimony or more precisely the discursive content of segments where the testimony or researched text is shared.

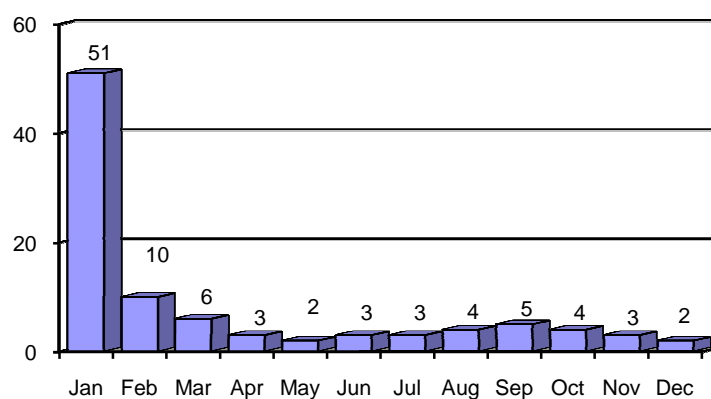
The central idea is a term that makes evident and describes synthetically and with fidelity the sense of each one of the analyzed speeches. It is through the recovery of the CI that the CSS is produced.

A hook is the verbal expression of a given theory, or ideology or belief that the author of the speech declares and which is being used by the enunciator in the quality of generic affirmation to classify a specific situation. The hook is based on presuppositions, theories, concepts and hypotheses produced by the speeches.

For this study and consistent with the methodology, in constructing the CSS the Coherence Postulate from TESTA (1992) was taken into consideration, in other words, the CSS produced in the light of history and organization, the CSS produced in the light of a State role and government purposes and the CSS produced in the light of theory and method.

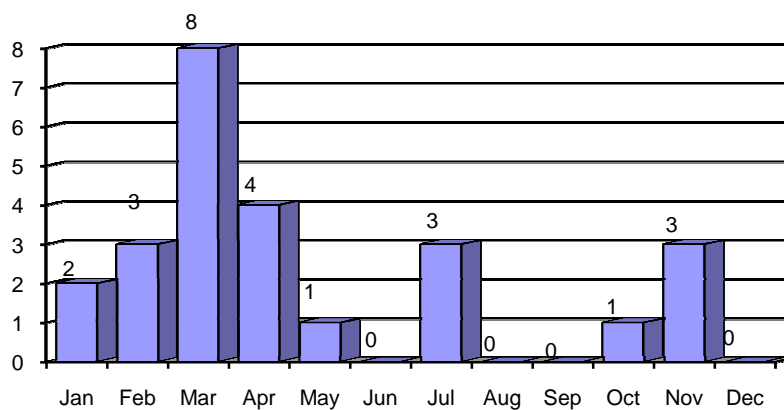
In this study a daily newspaper was chosen in each city. In Fortaleza the newspaper chosen was *O Povo*. In Curitiba, *Gazeta do Povo* newspaper. The study period was comprised between January 1st 1997 and December 31st 2001. The news-stories were selected through keywords, “administrative reform”, in Fortaleza, and “government projects” and “matrix projects”, in Curitiba.

In Fortaleza 158 news-stories were analyzed. In Curitiba 123. These may be better seen in the following graphs and charts.



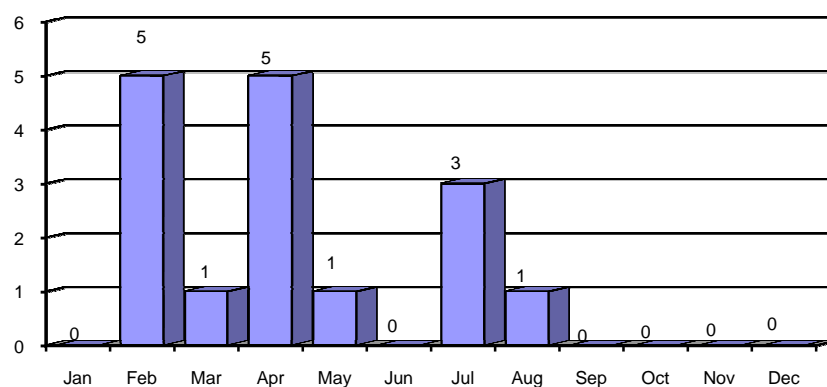
Graph 2 – Number of news-stories and interviews published in *O Povo* newspaper on the Administrative Reform in Fortaleza - 1997

Source: Own elaboration



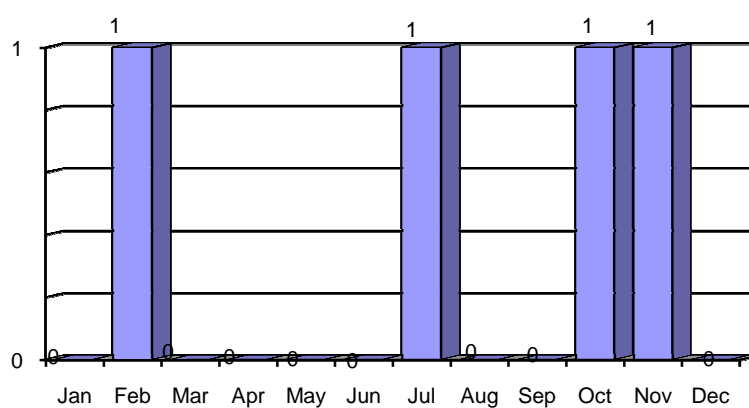
Graph 3 -Number of news-stories and interviews published in *O Povo* newspaper on Administrative Reform in Fortaleza - 1998

Source: Own elaboration



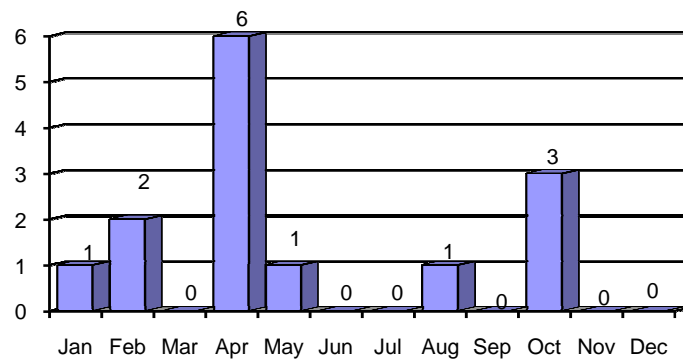
Graph 4 -Number of news-stories and interviews published in *O Povo* newspaper on Administrative Reform in Fortaleza - 1999

Source: Own elaboration



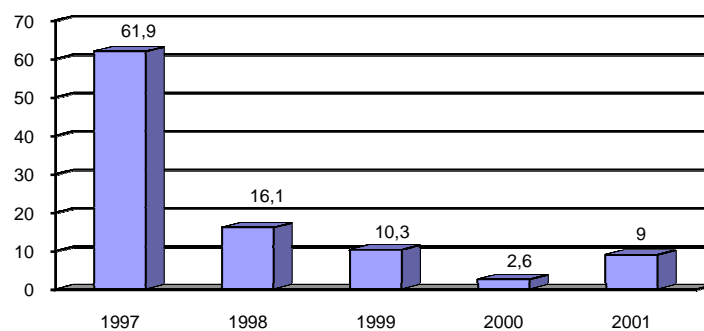
Graph 5 -Number of news-stories and interviews published in *O Povo* newspaper on Administrative Reform in Fortaleza - 2000

Source: Own elaboration



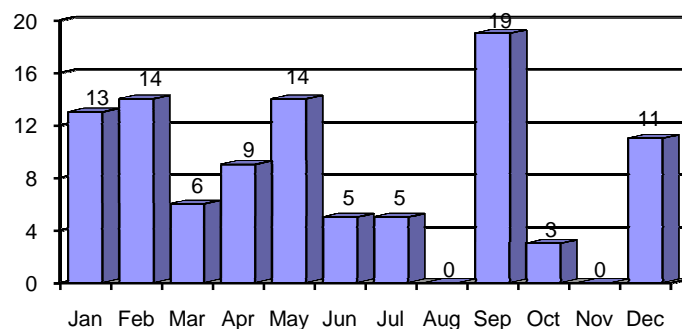
Graph 6 -Number of news-stories and interviews published in *O Povo* newspaper on Administrative Reform in Fortaleza - 2001

Source: Own elaboration



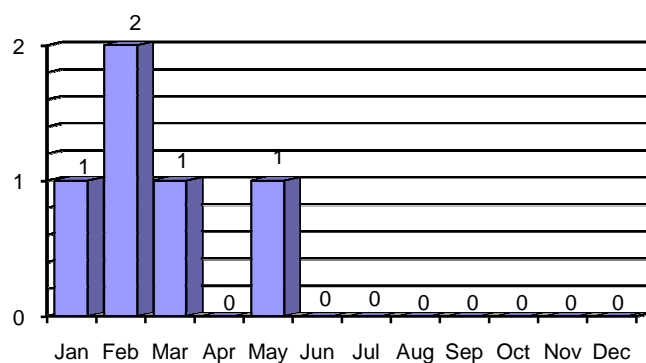
Graph 7 - Percentage of news-stories and interviews published in *O Povo* newspaper on Administrative Reform in Fortaleza – 1997-2001

Source: Own elaboration



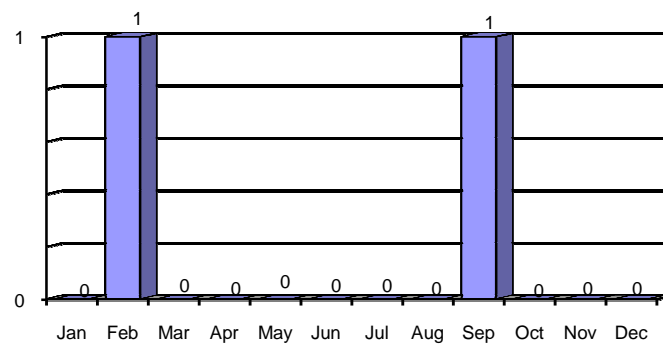
Graph 8 - Percentage of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 1997

Source: Own elaboration



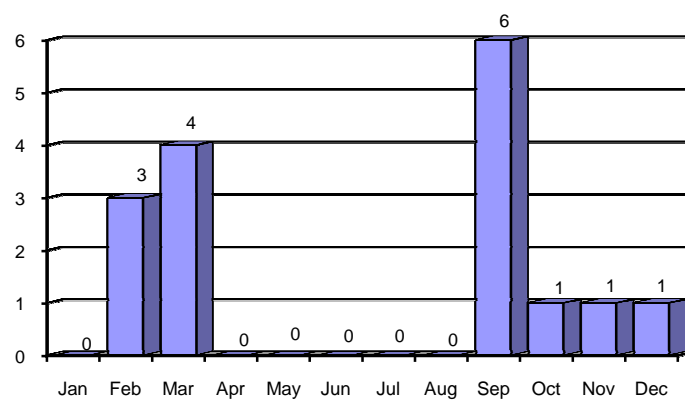
Graph 9 – Number of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 1998

Source: Own elaboration



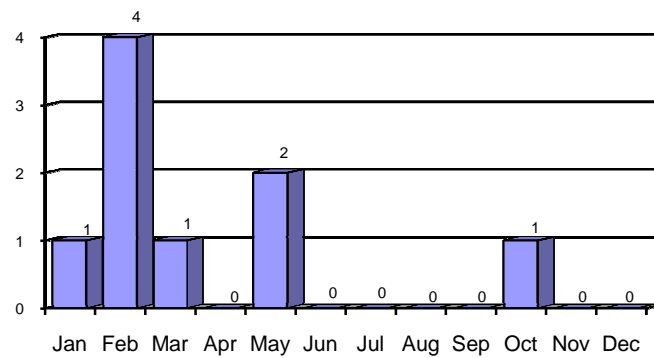
Graph 10 – Number of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 1999

Source: Own elaboration



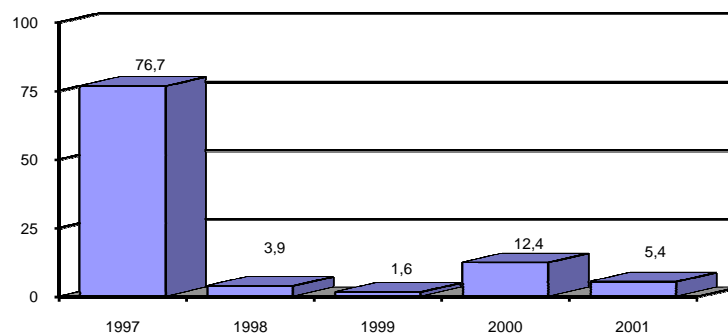
Graph 11 – Number of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 2000

Source: Own elaboration



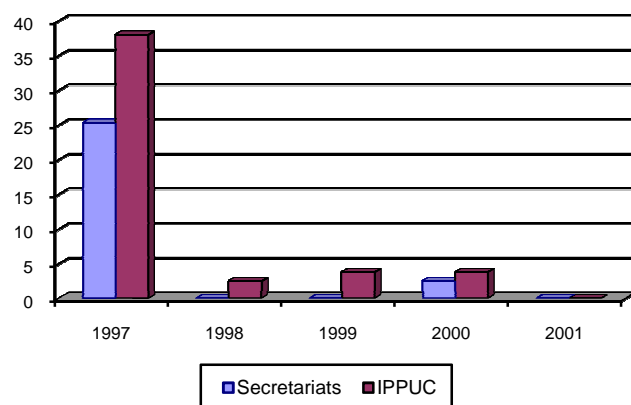
Graph 12 – Number of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 2001

Source: Own elaboration



Graph 13 – Percentage of news-stories and interviews published in the *Gazeta do Povo* newspaper on Matrix Projects in Curitiba – 1997 - 2001

Source: Own elaboration



Graph 14 – Comparative of the percentage of news-stories and interviews published in the *Gazeta do Povo* newspaper on the secretariats and IPPUC in Curitiba – 1997, 1998, 1999, 2000 and 2001

Source: Own elaboration

3.4 - Data Analysis

Materials from the focus groups and the interviews were transcribed and organized into files. Data analysis was carried out by means of the triangulation method. This, according to PATTON (1997), allows verifying reality from distinct angles, enabling the combination and intersection of multiple data sources and multiple sources. The use of multi-media assures greater validity of data and offers compensation for the limitation of some methods with the use of others. It deals, as MINAYO (1999) says, with “consecrating the inter-subjective critic as much as the comparison”.

Triangulation of the analyzed data was constructed taking into consideration the elements present in speeches from the interviews, in representation of the participants in focal groups, in the publication of interviews by means of the written media, as well as in documents, with the categories present in the Coherence Postulate of TESTA (1992), in other words, history and organization, the role of the State (here the municipality), along with purposes of government and theory and methods produced in the public policies implemented in the cities studied.

3.5 - Fortaleza

3.5.1- The city

The colonization of Ceará only began in 1603, a century after the Discovery of Brazil, when the Pero Coelho de Souza from the Azores, accompanied by Martim Soares Moreno, came to the region. In this period the Portuguese were establishing themselves in Rio Grande do Norte where they built the Reis Magos fortress. At the end of 1611, after having been to Rio Grande do Norte, accompanied by a priest and six soldiers, Captain Martim Soares Moreno returned to Ceará to take possession of the captaincy, establishing a small fortress at Barra do Ceará, with the help from the Jacaúna Indians, –of São Sebastião – in the same place, or more precisely next to the Nossa Senhora do Amparo chapel. In the beginning the Captaincy of Ceará was subordinated to the State of Maranhão and Grão-Pará, and later to Pernambuco.

(GIRÃO, 1985; FARIAS, 1997).

In 1637 the first Dutch expedition arrived to Ceará, and occupied the semi-abandoned São Sebastião fortress, where it remained for seven years exploiting salt and ambergris, until its members were decimated by the Indians. Another Dutch expedition, captained by Matias Beck, disembarked in 1649 at Mucuripe and built the Schoonenborch fortress, at the mouth of the Pajeú River, to defend themselves from natives allied to the Portuguese (FARIAS, 1997).

In 1654 the Portuguese seized the Schoonenboch fortress, which went on to be called Fortaleza de Nossa Senhora da Assunção. In 1699 the King's Charter authorized the creation of Vila do Ceará or São José de Ribamar. At the time there was a dispute around the question of where to install the Pelourinho, a column of stone or wood, a symbol of municipal autonomy. As a conclusion was not reached in "Fortaleza" there was a decision to elevate Aquiraz (today the city of Aquiraz, located in the Metropolitan Region of Fortaleza) to the rank of villa and captaincy headquarters in 1713. In view of the frequent attacks suffered, Fortaleza in promoted on April 13, 1726 to the category of villa: Fortaleza de Nossa Senhora da Assunção. It took on the category of Captaincy Headquarters of Ceará, in 1799. With the National Constituent Assembly of 1824 it was elevated to the capital of the province of Ceará.

Fortaleza did not remain protected in the period entailed between the end of the 19th century and the first decades of the 20th century that marked intense changes in Brazil. Dating back to this time there are events such as the extinction of slavery, in which Ceará was the first state to free it's slaves, to introduce paid employment and institute a republican regime. In the city, therefore, the emergence of social forces was already a reality stimulated by incipient although already globalizing capitalism (PONTE, 2001).

The capital of Ceará experienced the influences seen in the main cities of Brazil, at the example of what happened in the capital of the republic, Rio de Janeiro, and São Paulo, which were going through profound urban and social reforms. It was constant among the elite at the time to promote modernizing alignments in the cities that might assure "standards of civilization and progress disseminated by the European metropolises" (MERHY, 1985; COSTA, 1985; TELAROLLI JÚNIOR, 1996; PONTE, 2001).

PONTE (2001), studying the life of Fortaleza between 1860 and 1930, is emphatic in affirming:

In Fortaleza, the capital of Ceará, there was from the second half of the 19th century and to a greater degree during the First Republic (1889-1930), similar attempts at *urban regeneration*. Putting into doubt the existence, in the city, of shortages, misappropriations, natural and social dangers that were compromising a well-known need to consider it a developed and civilized center, a considerable movement of speeches and practices emerged and sought – above all through embellishment, sanitation and hygienist strategies – to order their space and discipline their population.

As in other urban centers in the country, the main agents of this remodeling investment were social groups linked to the commercial sector, strengthened by the trade growth of imports and exports; and the contingent of liberal professionals, consisting of physicians, under graduate degree holders, engineers and other doctors coming from higher learning academies, founded at that time, in Brazil (PONTE, 2001, p 13).

For the author this elite went on to hold a fundamental role in the construction of a “new urban order”. It went on to be instrumental in *the power* of technical and scientific competence that local managers lacked so much. Cultural and urban accoutrements that appeared at the time were many. Also attracting attention is the prominence of the intellectual grouping made up of physicians, pharmacists, sanitarians and agents of hygienic philanthropism “formed by the angiomas of social medicine”. According to Ponte, these sectors brought the question of public health to the status of central instrument to carry out the civilizing process that was intended for Fortaleza.

Performing in several instances of urban reality, local social-medical knowledge contributed to the appearance of the first hospital in the city (The Santa Casa de Misericórdia, in 1861); of a Lazaretto against the several epidemics of the period; of laws and norms to preserve public and private hygiene; of the transfer of tanneries, slaughter houses and cemeteries to beyond the central urban perimeter (from 1870), and of the piped water service. Clinical observation also recommended the construction of ventilated and illuminated spaces to safeguard the healthiness of markets, schools and prisons. It determined, for the insane and beggars, considered incompatible with the productive rationality imposed by the new urban order, the creation of the Lunatic

Asylum (quite distant from the city, in the Parangaba district) and the Alms House, both in 1886 (PONTE, 2001, pg. 15).

These urban transformations experienced in Fortaleza contrasted with the social relationships established in the *sertões (savanahs)* of Ceará, where, in general, they continued to be managed by rules of co-ownership and housing imposed by the large estates. It was a society where misery and hunger predominated originating from an exploitation of the semi-servitude base where, according to FARIAS (1997), ignorance lived side-by side with passionate, material and political violence.

Some facts were striking in the history of the State and the Capital in this period. Amongst these stands out the drought that occurred between the years 1877 and 1879, which produced the greatest rural exodus experienced in the State. Another was the smallpox epidemic which on December 10, 1878 presented a total of one thousand deaths (LIRA NETO, 2001).

Here it can be observed that if on one side the elite of Fortaleza was preparing the city for such a visionary modern civilization, on the other this preparation worked as a type of “defense” from migrants and the afflicted (residents, cowhands and small land owners, above all) who gathered around the capital city of the province of Ceará.

At the turn of the century, Fortaleza already held the seventh largest urban population in the country. The first automobiles circulated in the city in 1910, followed by the implementation of the first electric streetcars. Subsequently, the appearance of buses and trucks is recorded. In the economical field, the port of Mucuripe became the great anchor of the city. On one side it exported raw materials of vegetable and animal origin, carnauba wax, castor oil, babassu and cotton, wild and domestic animal skins. On the other side, manufactured items were imported, machines, automobiles, cotton and linen textiles, iron, steel, medicines, coal, lead and cement.

Dating from this period the beginning of the industrialization process as well as the emergence of the first worker organizations. In 1927, through a Rural Workers' Bloc, the Ceará section of the Brazilian Communist Party was founded. The creation of this party faced immediate reaction from the Church and Freemasonry that in the thirties registered the

Workers Legion of Ceará, a workers' organization, conservative, corporative, paternalist, anti-communist and anti-liberal, of an essentially fascist character (FARIAS, 1997).

The period of Getúlio Vargas (1930-1945) was quite troubled in the history of the State and consequentially in the Capital. In this period Ceará had four temporary governors. Some facts marked the city at the time, one of which continued to be accelerated growth through migration, especially with the 1942 drought. The other was Brazil's participation in the Second World War, when an American Military Base was established in Fortaleza.

The post-war was emblematic for municipal growth. There was considerable industrial growth. The improvement of regional products, notably related to food and textile production, boosted the metropolitan industrial park, which permitted the resulting diversification of the industrial process, creating capture terminals for regional labor.

Between 1950 and 1960, the growth rate was almost 100%, inverted where there appeared nuclei completely deprived of basic infra-structure and scattered along the outskirts. Continuous internal migrations between the 1960s and 1970s generated the "favelas" (slums) and the occupation of land by the homeless. The long drought that extended from 1979 to 1984 was another factor aggravating urban problems. The first organized district movements are from this period of time.

In the 1980s the Community Union of Greater Fortaleza grew within these movements, on the forefront of which the leadership of Professor Maria Luiza Fontenele could be found, she became state representative and was later elected mayor. Later, as dissident and already led by members from PC do B, the District and Favela Federation of Fortaleza appeared, which had at its forefront one of the leaderships of the district movements, Inácio Arruda, today federal representative (CEARAH Periferia, 2002).

Next this chapter addresses how these processes occurred and how they are going to influence the recent history of the city.

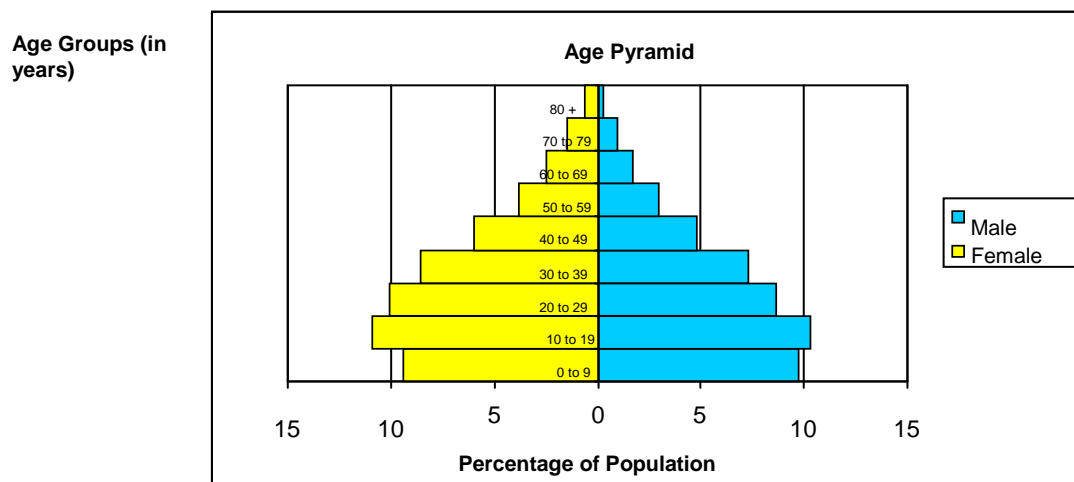
- The city and some of its indicators

As the following charts show, Fortaleza currently has 2,256,235 inhabitants. In its population pyramid, as can be seen, although it is still a pyramid, which characterizes young

populations, there is already a reduction in the population from the zero to nine years age group, indicating a reduction the birth-rates and projecting an increase in the elderly population for the future.

In relation to literacy levels, for example, in the period between 1991 and 2000 there was an improvement in the rate of literate population in all age groups.

On sanitary indicators, according to the following charts, 87.2% of the city's population is supplied by adrinking water network and 43.5% is connected to the waste or pluvial network, while 50.1% is served by a septic tank or rudimentary sewage pit. In regard to the garbage and refuse disposal, 95.0% of the population is served by systematic collection.



Graph 15- Age Pyramid – Fortaleza - 2003

Source: Caderno dos Municípios, Executive Secretariat/Health Ministry.

Table 1- Resident population by age groups and sex – Fortaleza – 2003

AGE GROUP	MALE	FEMALE	TOTAL
Under 1	21,721	20,465	42,186
1 to 4	87,834	85,344	173,178
5 to 9	110,254	106,875	217,129
10 to 14	115,107	115,776	230,883
15 to 19	118,487	129,953	248,440
20 to 29	195,486	226,638	422,124
30 to 39	164,970	193,210	358,180
40 to 49	108,575	134,082	242,657
50 to 59	67,067	85,567	152,634
60 to 69	38,222	54,924	93,146
70 to 79	20,865	33,125	53,990
80 +	7,394	14,294	21,688
Not known	-	-	-
Total	1,055,982	1,200,253	2,256,235

Source: IBGE, Censos e Estimativas.

Table 2- Proportion of literate resident population by age group – Fortaleza – 1991 and 2000

AGE GROUP	1991	2000
5 to 9	43.5	51.9
10 to 14	85.3	93.6
15 to 19	89.9	96.1
20 to 49	85.7	91.0
50 +	9.5	76.1
Total	78.5	85.4

Source: IBGE/Censos.

Table 3- Proportion of residents according to the type of water supply– Fortaleza – 1991 and 2000

WATER SUPPLY	1991	2000
Drinking Water network	77.7	87.2
Well or spring (on the property)	13.1	9.5
Other form	9.2	3.3

Source: IBGE/Censos Demográficos.

Table 4- Proportion of residents according to type of sanitary installation – Fortaleza – 1991 and 2000

SANITARY INSTALLATION	1991	2000
Sewage or pluvial network	12.7	43.5
Septic tank	26.4	19.2
Rudimentary pit	49.6	30.9
Ditch	0.8	1.2
River, lake or sea	-	1.4
Other sewer	0.6	0.8
Does not know type of sewer	1.0	-
Does not have sanitary installation	8.9	3.2

Source: IBGE/Censos Demográficos.

Table 5- Proportion of residents according to type of refuse disposal – Fortaleza – 1991 and 2000

REFUSE COLLECTION	1991	2000
Collected	84.6	95.0
Burnt (on the property)	2.4	0.6
Buried (on the property)	1.1	0.2
Dumped	11.7	4.1
Other destination	0.2	0.1

Source: IBGE/Censos Demográficos.

On health, the city currently has 385 Primary and Specialized Health Units, differentiated in the following chart. Yet regarding the number of hospitals and hospital beds, it has 59 hospitals, with a total of 6,317 hospital beds.

Table 6- Number and proportion of units according to unit type – Fortaleza – Dec/2002

UNIT TYPE	UNITS	%
Health Unit	1	0.3
Health Center	69	17.9
Polyclinic	14	3.6
General Hospital Out-Patient Unit	34	8.8
Specialized Hospital Out-Patient Unit	21	5.5
Mixed Unit	-	-
General Emergency Department	-	-
Specialized Emergency Department	5	1.3
Medical Office	57	14.8
Mobile River/Maritime Unit	-	-
Specialized Clinic	69	17.9
Psychosocial Care Center/Nucleus	3	0.8
Rehabilitation Center/Nucleus	-	-
Other Auxiliary Diagnosis and Therapy Services	73	19.0
Mobile Terrestrial Unit for Medical-Odontological Care	-	-
Mobile Emergency and Trauma Unit	2	0.5
Pharmacy for Dispensing Medications	1	0.3
Family Health Unit	26	6.8
High Complexity Center for Oncology III	-	-
High Complexity Center for Oncology II	-	-
Sanitary Surveillance Units	6	1.6
Non-Specified Units	4	1.0
Other Codes	-	-
Total	385	100.0

Source: SIA/SUS.

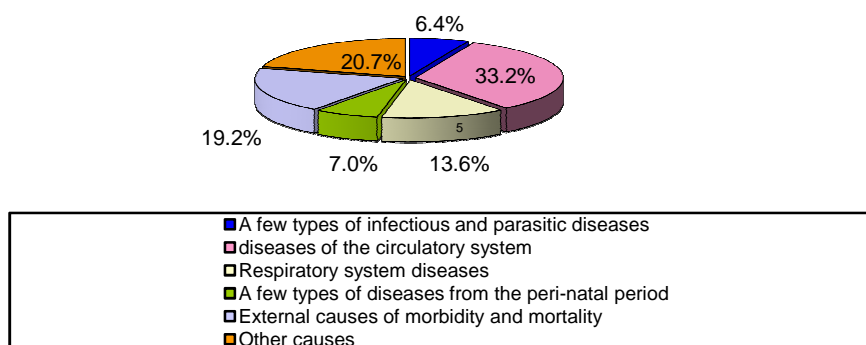
Table 7- Hospital beds – Fortaleza – 2003

Type	HOSPITALS	HOSPITAL BEDS
Public	11	600
- Federal	1	10
- State	2	119
- Municipal	8	471
		3.58
Private	39	6
- Contracted	32	2,554
- Philanthropic	7	1,032
- Union	-	-
University	9	2,131
- Teaching	-	-
- Research	9	2,131
- Private	-	-
Total	59	6,317

Hospital beds per 1,000 inhabitants: (Dec/2002)

Source: SIH/SUS.

In reference to proportional mortality, 6.4% of deaths in the city are by a few infectious or parasitic diseases; 33.2% by diseases of the circulatory system; 13.6%, respiratory system diseases; 7.0%, a few diseases from the peri-natal period; 19.2%, external causes of morbidity and mortality and 20.7%, other causes. The coefficient of infant mortality in the municipality for the year 2000 was 23.3 per thousand live births.



Graph 16- Proportional mortality (all ages) – Fortaleza - 2003

Source: DATASUS/Ministério da Saúde.

3.5.2 - History and organization in light of the coherence postulate

As referred to previously, Testa in the Coherence Postulate affirms the importance of historical determinants in the life of an organization. It can experience the processes and from their internal or external variables support the changes and adaptability to daily routine.

To analyze the process that occurred in the City Hall of Fortaleza recent political history will be brought into focus giving priority to overlapped facts between the City and the State of Ceará since the 1980s. The empiric material collected in the study refers to the history and organization of Fortaleza from the 1996 election and the whole process that occurred around the Administrative Reform led by Mayor Juraci Magalhães, begun in 1997.

- Recent history

- *The election of Mayor Maria Luíza Fontenele in Fortaleza and the cycle of **colonels** (local political dictators) in Ceará*

Recent history of three decades in the municipality of Fortaleza has been marked by a rich process of debates about its political life, some facts recorded in Brazilian history and others that were relevant to the history of Ceará.

It was in Fortaleza the first direct election for mayor of state capitals that occurred

in the country, after the dictatorship period, where the Labor Party elected its first mayor in 1985. The administration of Maria Luiza Fontenele, entitled *Administração Popular* (People's Administration), was distinguished through intense debate within the left-wing powers of the State and even in the country concerning what went on to be called "the labor way of government". This debate also coincides with great changes in the construction of the socialist process worldwide, since it was *in this period that the "wall" came down*.

The lack of consensus on how the left should manage public policies at local level, and how the "socialist left" would become government without losing coherence with its theses resulted in great internal conflicts, culminating with the expulsion of the mayor Maria Luiza from the Labor Party. This fact left a profound mark on the history of the city.

Two facts mobilized the political elite and the economy of the State. One was the progressive distancing of the then Governor Gonzaga Mota from the colonels who elected him in the famous "agreement of Brasília": Colonel Virgílio Távora, Colonel Adauto Bezerra and Colonel César Cals. The other was the mobilization of businessmen of Ceará around the Industrial Center of Ceará (CIC). Amongst these businessmen Tasso Ribeiro Jereissati, Beni Veras, Assis Machado, Sérgio Machado and Amarílio Macedo could be found, among others. The CIC took on the mission of making the industries aware of local, regional and national problems, preparing them to dispute the political leadership of the State (FARIAS, 1997; BONFIM, 2002; DIÓGENES, 2002; BARREIRA, 2002)

Erosion of the colonels' politics due to the governor's rift with them and the election of Mayor Maria Luiza catalyzed the process of change in the politics of Ceará.

- The election of Governor Tasso and the beginning of the cycle of changes

Amid this process, after the election of Mayor Maria Luiza Fontenele, in the dispute for government of the State of Ceará, in 1986, a representative from the Industrial center of Ceará ascends to government. Tasso Jereissati is elected governor, with support from the governor at the time Gonzaga Mota of the PMDB party, as a legitimate representative of what was entitled "movement of changes". And Ceará doing what was already done on a national scale, its "thirties revolution" since the election for State governor of a representative from CIC is exactly the election of a representative from the industry who

becomes an economic substitute for the decadent cycle of the binomial “cattle-cotton”. In other words, the fate was then sealed for the colonels’ government, who, in a final analysis, were the legitimate representatives of the productive strengths of the “interior” the rural productive strengths of “cattle-cotton”. Tasso’s victory over “the colonels” inaugurated a new cycle of power, whose intention was to insert Ceará into political, economical and social modern age (FARIAS, 1997; BONFIM, 2002; DIÓGENES, 2002; BARREIRA, 2002).

In addition to that, the election of Maria Luiza in Fortaleza did not constitute an isolated fact, inasmuch as it represented a threat mainly to the industrial sector, in having its life history associated with popular and trade union movements that blossomed in the city, especially in the rapid urbanization process in the 1970s and 1980s.

Soon after, with the election of Tasso for government and the “failure” of Maria Luiza’s administration, it was a task for the group from Ceará’s Industrial Center and from the movement of changes to defeat the Mayor of Fortaleza.

The election of Mayor Gomes and the changes in Fortaleza

In the 1988 municipal contest the candidates chosen, through the movement of changes to run for elections in Fortaleza, were the state representativeCiro Ferreira Gomes and the physician and historical militant of the PMDB Dr. Juraci Magalhães. It is a tight election for the candidate Ciro, who wins the electoral dispute with a difference of “five thousand votes” over the candidate Édson Silva, from the PDT party.

With support from the State government, which immediately transferred resources from federal government, until then transferred through the municipality via State government, and transferred by the latter into Maria Luiza’s management, the Mayor Ciro Gomes has the means available to transform the “image” of Fortaleza, and presents an excellent administrative performance. This deed accredited him to run for State government elections, two years after his victory for mayor, in 1990 (DIÓGENES, 2002).

With the departure of Mayor Ciro Gomes to State government his vice-mayor Juraci Magalhães takes on the position at theCity Hall of Fortaleza. Mayor Juraci brings continuity to the administration begun by Ciro Gomes. In the 1992 elections, already opposed to the Governor Ciro Gomes, who leaves the PMDB party and goes on to found the

PSDB party, Juraci elects his successor from the PMDB, the then finance secretary, Antônio Cambraia.

- Ciro Governor and Juraci Mayor: reaffirmation of the cycle of changes in the State and the beginning of a new cycle in Fortaleza

The administration of the then successor of Juraci Magalhães gives continuity to the works initiated in his management. It shelters within the municipal government all members of PMDB that had broken away in discontent with the state government. The City Hall of Fortaleza from the political point of view goes on to be the spearhead of the PMDB in confrontation with the PSDB of Ciro and Tasso.

It is not by chance that in the elections for State governor in 1994, in the succession of Governor Ciro (who at that moment occupied the post of Finance Minister for President Itamar Franco) ex-governor Tasso and the ex-mayor of Fortaleza Juraci Magalhães competed. Tasso was elected by 43.8% of the votes (FARIAS, 1997).

In the 1996 municipal elections, when Mayor Antônio Cambraia succeeds, ex-mayor Juraci Magalhães runs for office and is elected mayor of Fortaleza. He wins, in the first ballot, defeating the PSDB party candidate, the lawyer Socorro França. Juraci Magalhães now goes on to manage the city of Fortaleza for the second time, definitively consolidating the PMDB group at the front of political life in the capital of Ceará.

- Mayor Juraci and the 1997 reform

In the 1996 municipal election, the candidate Juraci Magalhães is elected and goes on to manage the city of Fortaleza for the second time, anteceded by Antônio Cambraia, his peer in the PMDB, in other words, Juraci's political group was completing a third consecutive administration.

For the elected Mayor, the Municipality's Administrative Reform Project was already a goal to be reached. But this was only possible in 1997, after his election. In the interviews of two important collaborators and players in the 1997 reform the intentionality of the Mayor to build a new organizational model in the city becomes evident, with the emphasis on decentralization and intersectoral cooperation:

The City Hall of Fortaleza from the first administration of Mayor Juraci

Magalhães, which began in 1990, soon felt in the beginning that it was necessary to take a position on two important things: to bring the administration close to its public targets, and then, in this case, there would only be one way to do this, which would be to decentralize administrative actions and, secondly, to complement this decentralization with a political decentralization. (Floriano)

Actually, at the end of Cambraia's administration, Mayor Juraci knowing that he was a candidate, surveyed large cities, in Brazil, in the world as a whole that would have undergone a reform in terms of regionalization and also intersectoral cooperation. Then, the examples, the city of Paris, Mexico, the reform that had already taken place in Sao Paulo, the regionalization and, beyond this, a group was set up through which the government's transition forms a part in restoring the reform of Fortaleza's City Hall. (Underline by the author) (Ferreira)

In the interview, Mayor Juraci Magalhães recalls the facts that anteceded the reform and the contacts maintained with other cities that had developed innovating experiences in municipal administration:

First: how I understood the history. In 1991 I was part of the National Front of Mayors and the Mayor Erundina, of Sao Paulo, was the president. At that time, the Mayor and I already had an agreement that the way that our city halls were administrated did not correspond to reality. I went to see how the organization was in other European cities. I examined more closely Munich and Paris. (Underline by author) (Franklin)

With the decision to do differently in his new administration, Mayor Juraci Magalhães set out for the elaboration of his administrative project. One of his advisors, at the time, and who had worked on the reform in the State of Ceará, when this was supported by the Development Foundation of Public Administration in Sao Paulo, suggested the hiring of this foundation to conduct the management project proposal for Fortaleza. The Mayor promptly followed the suggestion, and in November 1996 they initiated the works to be put into practice at the beginning of the government in 1997.

On that occasion we thought about a few institutions such as FUNDAP which had created the Administrative Reform for Tasso's first government. (Ferreira)

I worked in Fortaleza on the State Health Secretariat's project during the Tasso Jereissati Government. I stayed for over a year. It was a very interesting project. At that time I met Petrônio. He, then, retrieves me from this era, now into City Hall as advisor to Mayor Juraci. (Francisco)

In light of this, an aspect that calls for attention in relation to FUNDAP is the contradictions present in the words of those interviewed, of the focal group and in the CSS of written media in Fortaleza. It is quite common to find a report on the contracting of FUNDAP with the fact that the latter had assisted Sao Paulo's City Hall in the implantating of its decentralization project.

In 1997 we already knew a project that had been discussed in the City Hall of São Paulo. I participated in this discussion as the Administration Secretary for the municipality of Fortaleza. We saw that this project could

be put to good use in the City Hall of Fortaleza. Mayor Luiza Erundina, at the time, did not have the power together to approve the change. It was an administrative change. The project remained not implemented. We brought the same institute from Sao Paulo that worked on the project, to come to Fortaleza and try to make an adaptation of what they sought to implement in the city of Sao Paulo. FUNDAP came here and some studies were made, I would say a diagnosis of the City Hall of Fortaleza. (Floriano)

It was a model of Sao Paulo's City Hall administered by the PT. They made some adaptations and brought an elitist group that resolved it. (GFF)

This affirmation seems to have been much more an artifact used by players linked to the Mayor to facilitate the path of the project in the , since the more systematic opposition in the of Fortaleza was made up of city councilmen from the PT, PSB and OS do B, parties which supported Mayor Erundina. This situation became visible, in the CSS, for instance, when during the debate of the project in the municipal city council it amounted to showing the differences between the two projects.

On the position of the PT city councilors' bench in relation to the Administrative Reform of Juraci Magalhães, Nelson Martins clarifies that the position of the party was never of inflexibility. The PT member recognizes that there are strong individualities between the reform proposed by Luiza Erundina, in Sao Paulo, and that presented by the Mayor of Fortaleza, but he considers that some fundamental differences made any support from the PT bench for the project not possible. In the capital of Sao Paulo, even a Special Secretariat was proposed just to deal with the Administration Reform, so great was the impact that it would have on the daily life of City Hall, servants and the population. According to the city councilor, Luiza Erundina's proposal also anticipated the budgetary autonomy of sub-district town halls, which here gained the name of Regional Executive Secretariats. Another difference, he affirms, is that Juraci did not value the formation of popular councils along with these sub-district town halls. Nelson also protests that the "players" who will execute the reform day by day did not participate at any stage of the project's planning. He also pointed out the very short discussion time and the inflexibility of the Mayor and the bench of government supporters to make viable, for instance, the amendments that anticipated popular participation. (CSS, Written Media, History and Organization)

- *Implementation of the 1997 Reform*

In the study extensive documental material was found on the elaboration process of the Administrative Reform Project of Fortaleza. FUNDAP produced an ample report on the whole consultancy. City Hall published two pamphlets explaining the reform, one for the population and the other directed towards employees.

The pamphlet aimed at the population, consists of: a) a declaration from the Mayor; b) an item on what the reform is; c) a space appointed to explain what intersectoral cooperation and decentralization are; d) a comparative analysis on the organization of City Hall before and after the reform; e) an explication about Regional Executive Secretaries and the services that would be provided by them after the reform; f) questions-answers; g) nomination of city managers.

The pamphlet meant for employees consists of: a) a declaration from the Mayor; b) an explanation on the Administrative Reform; c) a new municipal organization; d) role of the employee; e) reform philosophy; f) a space reserved for explaining how the reallocation of employees will be made; g) training and qualification; h) how to get information about the reform; i) questions-answers; j) nomination of new managers.

In the documental analysis, regarding the Reform Project of Fortaleza, it may be observed how City Hall tried in its communicative activity to highlight important points on the new organizational design of municipal management, such as:

1. The creation of three secretariats with the function of technical and administrative support to the *sectoral management*: Governmental Action Secretariat, Territorial and Environmental Development Municipal Secretariat, of Social Development Municipal Secretariat.
2. The creation of six Executive Regional Secretariats, each one made up of “districts that besides being neighbors are also similar in terms of needs and problems”. It is their responsibility to carry out City Hall activities at the districts, operating as “*mini-city halls*” (Italicized by author).
3. The creation of Intersectoral Technical Commissions that had the duty of coordinating work between the sectors and secretariats.

Another problem made evident is the emphasis on comparative analysis of the organizational situation of City Hall before and after the reform, always displaying that the previous structure was “centralized, in relation to the power of decision and sectoral in terms of skills and responsibilities of the entities and public agents”.

Emphasis regarding post organizational reform occurred in the sense that a secretariat in the traditional mold groups along many others, while in SERs the citizen has more space at his disposal to be assisted, because in his home region there would be a mini city hall at “his disposal 24 hours a day”.

Another point to be made clear in the documents is the skills of the SERs:

1. To elaborate directives and indicate priorities;
2. To manage *intersectoral programs* with health, education, culture, leisure, work and other activities;
3. To elaborate projects for the intersectoral policies;
4. To identify problems in each region;
5. To establish new practices and administrative postures to improve services;
6. To locate groups at risk to life, health and well-being;
7. To provide services in social, territorial and environmental areas.

As well as an emphasis on skills, which would be the services supplied by the SERs were broadly publicized in the process of communicative activities from the city’s new organization:

1. To provide conditions to improve the population’s quality of life in the region under its management, supplying municipal services and identifying and articulating assistance to the needs and demands of population groups;
2. To plan, coordinate, perform and evaluate articulated actions of urban, environmental, transport, works and urban cleansing control and implant

activities that articulate intersectoral actions for employment, income and housing promotion, with a view to see to the population's needs in its coverage area, integrating actions of provision, education, health, social action, culture, sport and leisure.

- The Organizational Design of the 1997 Reform

The organizational design of the Municipal City Hall of Fortaleza produced from the 1997 reform reflects the redefinition of its basic structure. The organization reaffirms its structure-medium: The Council of Political and Administrative Orientation of the Municipality (COPAM), a collegiate entity, created by Law n. 6,791, 19/09/1990; the General Attorney's and the Mayor's Office of the Municipality, rearranging the structure-ends, with the fusion of secretariats, creating the Social Development Municipal Secretariat; Territorial and Environmental Development Secretariat and the Governmental Action Secretariat; and from the regionalizing perspective introduces the Regional Executive Secretariats. This new structure, however, reaffirms the Administration and Finances Secretariats, all of these, with the exception of COPAM, considered as agencies of direct administration. In the field of indirect administration Foundations, Institutes, Public Companies and Mixed Economy Societies can be found.

The design makes it clear that the structure of power established in the reform builds within the administrative organization of the city three blocs of power that from 1997 established themselves instigated by the adopted concepts. One bloc is formed by the structures located in the Mayor's City Council with a strong content of a political nature. Another bloc is of the three systems, of Social, Territorial and Environmental and Management. These make up the large secretariats ((SMDS, SMDT and SAG) with the duty of planning and advising the executive structures. The third bloc is formed by the Regional Executive Secretariats, which go on to have the executive function starting from the decentralization process.

One of the structures valued for articulating these three blocs in a collegiate form was COPAM. It was composed of the following members: a) Chief of the Mayor's City Council and Municipal Secretaries from SAG, SEFIN, SAM, SMDT, SMDS, of SER, and the General Attorney of the Municipality; b) Presidents of non-governmental organizations: the

Institute of Municipal Planning; Institute of Dr. José Frota, Institute of Municipal Welfare, Institute of Weights and Measures of Fortaleza and Municipal Superintendence of Works and Traffic; and, also, c) Presidents of the Tourist Development Foundation of Fortaleza, Cultural Foundation of Fortaleza, Personnel Development Foundation, Children of the City Foundation, Municipal Foundation of Professionalization, Employment and Income Generation and Technological Dissemination.

COPAM, after the reform, went on to have, among others, the following skills: a) to establish directives for budget programming for the municipality of Fortaleza; b) to make municipal planning compatible and approve it; c) to accompany budget execution by means of the Government Action Municipal Secretariat; d) to evaluate the Integrated Development Plan of the Municipality; e) to approve norms and directives referring to the implanting of social policies.

It is possible to perceive from the composition and competencies attributed to the Council of Political and Administrative Orientation of the Municipality that it was responsible for an essential task of intersectoral articulation and with an important political weight, since its Secretariat would remain under the responsibility of the Mayor's .

The reform maintained the General Attorney's office of the Municipality as a direct auxiliary agency of the Executive. As a permanent institution, essential for exercising administrative, judicial and extra-judicial functions of the municipality, it was attributed the responsibility, in all its fulness, for the defense of its interests in trial and beyond it, as well as for its judicial advisory activities, with the exception of its autarchies, under the protection of legal principles and of the untransferability of public interests.

The Secretariat of Governmental Action was created with the objective of formulating general directives and indicating priorities that should direct government actions as well as support COPAM in the execution of its tasks and in the articulation, consolidation and accompaniment of municipal planning and budget. It is also responsible for establishing the municipal government's internal and external relationships with the population, accountable for the administrative directives, for the municipal budget, for political articulation together with the state and federal governments, for the promotion of meetings with municipal agencies and civil representatives and for communication from City Hall. To this secretariat the Institute of Municipal Planning was linked.

The role of guiding, putting into norms and coordinating administration of the personnel, material, patrimony and administrative communication systems was delegated to the Municipal Administration Secretariat. Its action was applied to the secretariats and agencies of indirect administration at City Hall. FUNDESP, IPM and the Municipal Guard were linked to it.

On the other hand, to promote the levying of financial resources necessary for public management, to create norms, to guide and coordinate the administration system of financial resources in the secretariats and agencies of City Hall, the previous structure of the Finance Municipal Secretariat was maintained.

The Executive Regional Secretariats, six of them, represent a division of the city into six administrative regions, therefore creating executive secretariats. Such secretariats had the objective of providing conditions to improve the life of the region's population under their management, providing municipal services, identifying and articulating assistance for the needs and demands of population groups. At another opportunity the organizational model of the Regional Secretariats will be presented.

The Social Development Municipal Secretariat was created in the process of Administrative Reform with the objective of an intersectoral mega-articulation of all the social areas in the municipality. To it the responsibility of providing conditions to improve the quality of life of the population in the city was attributed. It is accountable for intersectoral planning and articulation of promotion policies and the recovery of conditions for employment and income, education, health, supplies, housing, culture, sport, leisure and social activity. Its performance focus is directed towards population groups: children and teenagers, families and workers. For this reason, it is linked to the following agencies IJF, FCF, FUNCI and PROFITEC.

To assure intersectoral mega-articulation in the territorial and environmental area the Territorial and Environmental Development Municipal Secretariat was created, the purpose of which to provide means for improving living conditions for the city's population, becoming responsible, in turn, for planning and articulating policies of urban control, environment, transport, road works, municipal works and urban cleaning. The following agencies are linked to it: IPEM, CTC, ETTUSA, and EMLURB.

All secretariats have the same hierarchic level, there is no subordinate relationship among them, resulting, according to proposal idealists, in a horizontal type structure. However the Governmental Action, Social Development and the Territorial and Environmental Development Secretariats do not possess an executive character, being distinguished as entities that consider the city in a wider perspective, starting from the macro-space, perceived by them as within reach of all the population in the territory.

The Regional Executive Secretariats, performing in micro-space, in other words, in regional ones, would be responsible for the execute role of sectoral public policies, which in an articulated form would define their priorities, establishing specific goals for each population group and supplying the articulated services in a network of social protection.

The Organizational Design of the Regional Executive Secretariat in Light of the 1997 Reform.

Having decentralization and intersectoral cooperation as directives, the Administrative Reform of Fortaleza, in 1997, designs a new administrative model in which the Regional Executive Secretariats are the center of relations established between public power and the citizen. In this sense, the design of the Regional Secretariats shows evidence of the strong executive role aimed at them.

As an articulating agency of regional actions, the Intersectoral Regional Technical Commission was created for each SER, with the purpose of assuring management of intersectoral policy in the territory. The CTRI, present in each SER, was composed of the following members: Regional Executive Secretary; Manager of Territorial and Environmental Development; Manager of Social Development, Team Leader of Environment and Urban Control; Team Leader of Works and Urban Services; Health District Chief; District Chief of Sport and Leisure; District Chief of Housing and Employment and Regional Administrative and Financial Director. At the discretion of the secretary, other members of the technical team of SER could participate in the monthly meetings of the CTRI.

The Intersectoral Regional Technical Commission had the following attributes:

- a) to define intersectoral policies of a regional circuit;

- b) to create Technical Criteria to subsidize their respective deliberations, regarding sectoral and intersectoral questions of regional coverage;
- c) to give opinions on the technical criteria of definition for projects, plans and works of supra-regional interest or impact
- d) to make planning and budget proposals compatible for the Secretariat and accompany and evaluate their execution;
- e) to evaluate and control the performance of public servants;
- f) To promote training and recycling programs that may provide the introduction of new administrative practices that might favor the integration of the secretariat's performance.

The regional officer, has to make the achievement. So it has to receive the project ready in every segment, infrastructure, environment, education, health, social work, it has to receive the project simply ready, and put the project into practice, to carry it out. Naturally with monitoring from above. (Floriano)

This vision in relation to the Regional Executive Secretariats characterized an organizational design where it sought to reproduce in regional spheres other secretariats' organizational structures of social, territorial and management areas, as well as the structure of the Mayor. In the documental analysis an intersectoral interlacing proposal is found among all these structures. However in the course of analyzing the process this interlacing production was not reported as being put into operation, which is reaffirmed by two who were interviewed.

Intersectoral cooperation, as was anticipated here, would make the exact union of these activities that are completed and would therefore accompany them as a whole, which was not done, there was no possibility of this being implemented. (Floriano)

There are six secretariats, six city halls. Even the following was said: "six mayors will come out of here". They had the name of sub-district town hall, but the idea was not appreciated, so we called it the secretariat. I do not remember who, but there were people against this idea of a sub-district town hall, they wanted a secretariat. The idea of secretariat remained. (Francisco)

The regional ones felt it was a sub-district town hall, they began trying to do everything alone. Doing everything alone naturally distorted the macro vision that it would have to hold in relation to the municipal territory and political action from the centralizing secretariat became damaged. (Floriano)

The Regional Secretary is the administrator of the territory. He is the executor of plans, programs and projects that will be demanded here and will be evaluated by him, in this execution of plans, programs and projects. We live in integration. A plan that generates a project, a project that generates action on behalf of execution, an action that evaluates a project and a project that evaluates a plan on behalf of evaluation. (Floriano)

In this sense, to maintain coherence between the existing structures in the whole organizational design, as can be seen in the SER organogram, it is similar to the constitution of a “small city hall”, as it is here that “little mayors” would be sheltered. The Executive Secretary of the Regional, with the purpose of providing a direct advisory body, created the posts of Technical Advisor, Juridical Advisor, Advisor of Planning and Systemic Coordination and Computer Science Advisor, as well as Technical Assistant for Civil Defense.

For the purpose of building interlocution with the secretaries of the territorial and social area two managements were created: a) Territorial and Environmental Development; b) Social Development. To strengthen the idea of intersectoral cooperation common skills and specific skills were allotted to them.

Two teams were linked to the Management of Territorial and Environmental Development: Environment and Works and Urban Services. However the Management of Social Development was composed of three districts: Education, Sport and Leisure; Health; Habitation and Employment.

At the same hierarchic level of management the Regional Administrative-Financial Directory and the Headquarters of Attendance and Protocol were created. To this management body the Division of Control of Budgetary and Financial Execution, the

Division of Provisions and Control of Patrimony and the Division of Personnel Administration were linked.

- *The City Council and the Reform*

One characteristic made evident in the reform of Fortaleza was the speed given to the process of its elaboration and implementation, the formulation of which occurred between the election of Mayor Juraci Magalhães and his taking office. Already on January 3, 1997, on a Friday, the project was sent to the City Council for judgment and approval. This session was named an extraordinary period covering between January 7 and 17, 1997. However, the deadline was extended through January 23, as it dealt with a polemic project, as shown in the following discourse.

The Mayor of Fortaleza, Juraci Magalhães (PMDB) officially announced, yesterday, 01/02/1997, the extraordinary assembly of the City Council, in the period from 7 to 17 of this month, to vote the Administrative Reform of the Municipality. Magalhães spoke at the end of the afternoon yesterday for almost two hours to the President of the City Council, Acilon Gonçalves (PMDB), to discuss the power's assembly. According to the Internal Rules, councilmen do not have the right to wages for the extraordinary work period. Magalhães is in a hurry to vote the Administrative Reform to adopt actions that demand a new secretariat structure. The reform encroaches on the first level – the creation of six regional secretariats that will be responsible for regional administration, and three systems, which will embody government actions in several areas of the City Hall's performance. [...] After the meeting with the President of the City Council, Acilon Gonçalves, Juraci Magalhães met a group of councilmen who supported him. (CSS, Written Media, History and Organization)

Soon after receiving the project from the Executive Power, the City Council of Fortaleza created a special commission of seven councilmen to give their opinion on the project. According to what was observed previously, surveying the materials published in local written media, this period which includes the analysis and voting on Fortaleza's Reform Project was very rich in debates and confrontations on how to manage the city.

Debates on the project were in several categories and involved the most varied players. Public service employees had a prominent role through a capability of great mobilization. In addition, division of the City Council's composition into three benches is visible. One of those is of councilmen from the PMDB party, the Mayor's allies. The other of councilmen from the

PSDBparty, led by councilwoman Patrícia Gomes, and finally, a bench considered more to the left, led by the PT, PC do B and PSB parties.

Several polemic points may be highlighted in the analysis of the CSS. As seen, the Administrative Reform Project received criticism not only for its content, but also for the way it was politically conducted in the City Council , together with public servants and even on an advisory basis:

- Polemics on the contracting of FUNDAP:

The President of the City Council , Acilon Gonçalves (PMDB), secured the voting of the requisition that charges for the value of the contract made with FUNDAP. The enterprise elaborated the Administrative Reform Project proposed by Juraci Magalhães. The Mayor (PMDB) suffered one more defeat in the Municipal City Council of Fortaleza. The councilmen approved, by nineteen votes to twelve, a verbal requisition for responsibility from councilor Sérgio Novaes (PSB) demanding information from City Hall about the value of the contract made with the Foundation of Administrative Development, from Sao Paulo. Sérgio Novaes also wants to know details about the contract's content and the conditions in which FUNDAP should accompany the implementation phase of the reform. (CSS, Written Media, History and Organization)

- Polemic on the deadline for analysis and voting:

Councilors from the opposition alleged that there was little time for a more detailed discussion on the Administrative Reform, presenting on January 19, 1997 an application to the presidency of the City Council's Board of Directors requesting a postponement to evaluate material from the Administrative Reform Project for the beginning of the ordinary period of the City Council to begin on February 15.

The President of the City Council 's Board of Directors, Acilon Gonçalves (PMDB), guaranteed, yesterday, that the reform will only be voted on, after an extensive debate with the public servants' representatives from the municipality. Councilmen Carlos Mesquita (PMDB) and Ivá Monteiro (PSC), in the narrator's opinion, voted in favor. Willame Correia (PSD) was not present at the meeting. The three members of the opposition, Patrícia Gomes (PSDB), Luiziane Lins (PT) and Sérgio Novaes (PSB), voted against the concept by understanding that there are elements of unconstitutionality in the message.

The Special Commission that evaluates the Administrative Reform of Fortaleza's City Hall decided to extend until midday tomorrow, 01/16/1997, the deadline to receive amendments. With this, the material will be in a first voting session only next Monday, 20. There is an expectation for more than 100 amendments.

Only six of the 41 councilmen participated yesterday in a debate on the Administrative Reform of City Hall. The

curious fact is that all of them admit that it is necessary to have more debates on the subject. It was the emptiest debate of all.

The reform discussion begins its course next week in the plenary of the Municipal . The opposition still works towards the Mayor withdrawing the dispatch, which has already received 88 amendments. (CSS, Written Media, History and Organization)

The period of extraordinary meeting is insufficient for councilors, public servants and the population to become clear on the topic, which makes judicious voting impossible.

Cid Marconi, a Tucano Indian, affirms that approving the reform without ample discussion is signing *a carte blanche* for the Mayor to do what he knows well in City Hall. (CSS, Written Media, History and Organization)

After sending the project to be considered at City Council, a journey for approval and adjournment begins, clarifying the relationship of the political power seeking an accumulation of strengths and mobilization.

- Controversy on the proposal for creating new secretariats and new municipal agencies.

At the same time with its course in the commission created at the City Council, the Administrative Reform Project received several criticisms, standing out, amongst them: the creation of Regional Executive Secretariats, which would open a space for a clientele-based element; the lack of a well-defined mechanism around popular participation, the unconstitutionality of abolishing the Education, Health and Social Action Secretariats, and, especially, the short period of time for evaluating the material, which in this manner, according to the opposition, would void the participation of representative entities of society and public employees.

Not at all economical with words, the General-Attorney of the State, Djalma Pinto, evaluates that the Administrative Reform of Mayor Juraci Magalhães (PMDB) is going the “wrong way in history”. Djalma understands that Juraci was

unhappy about extinguishing the portfolios of Education and Health. With the beginning of the school year, the reform will go through the initial test if it manages to maintain the rate of 14% of vacancies in the schooling network financed by City Hall.

Gonçalves shows a concern about the extinction of the Health and Education Secretariats and thinks that the creation of departments for these two areas may generate difficulties for the municipality in capturing resources.

The Mayor is creating nine secretariats while City Hall has only seven. I have already been a mayor and I think this matter is absolutely incomprehensible. It brings about two violations: first it extinguishes the Education Secretariat and the other does the same with the Health Secretariat. They are violations that would make Fortaleza the only institutional place in Brazil that would not have an autonomous entity, at a secretariat level, to look after education and health. This is a political and technical aberration.

That is without figuring that it would be a serious obstacle to the flow of financial transfers. See, the largest resource linked to the city is SUS which comes through the Secretariat of Health. How does this fit with the agency being extinct? And there is more, administration will spend more because this new structure format increases expenses.

The councilman evaluates that the issue is unconstitutional. The project goes against the mechanisms of the Municipal's Organic Law, especially the articles of Laws n. 247 and 251 which regulate the management of SUS in the municipal ambit.

It also starts a controversy about the extinction of the Education Secretariat in Fortaleza. As for Naspolini, Juraci wants to transform the person responsible for municipal education into a member of the second rank.

The tirade against the Administrative Reform began. Cambeba's target will be the change in the Education Secretariat, which will have departmental status. According to the government, City Hall is responsible for only 16% of the education in the capital and intends to reduce its quota even more. (CSS, Written Media, History and Organization)

But the criticism was not just restricted to the extinction of the Education and Health Secretariats, but also to some municipal agencies.

Councilors from the opposition criticized the proposal and pointed out flaws in the project of the Executive Power. The excess of decrees to regulate assignment of agencies and secretariats is one of the points that generated most questions among the councilmen. The future of the public employees from the agencies that must be abolished is another point of disagreement. The leader of the PC do B, Francisco Lopes, questions the legality of extinguishing the Industrial Cold Storage Plant of Fortaleza for being a company of mixed economy – participation from public service and private initiative. (CSS, Written Media, History and Organization)

The project also suffered criticism not only from the councilmen, but also from public service employees. These attitudes were made evident in countless manifestations in the CSS and in testimonials collected in the focus group. Here is one of them:

I, as an employee, already feel hurt in some way, because lately City Hall has not given anything to anyone, on the contrary, it is about to take things away. I am not speaking as a trade unionist, I am speaking as a public employee, it is about to take away from the rights we still have. (GFF)

Yesterday's debate, 01/08/1997, on the Administrative Reform Project proposed by Fortaleza's City Hall went on in a tense environment in the Chambers for Store Directors. In an attempt to explain the project's points to public service employees, councilmen and municipal secretaries, the sociologist Luciano Prates Junqueira, an advisor in public administration and responsible for the project, argued that the reform proposes changes, but does not promote unemployment. A group formed by members from the special commission, responsible for the study and appearance of the project, demanded that the project be voted only after February 15, when the normal period of activities in the City Council begins .

Yesterday, 01/19/1997 the municipal public service employees threatened to go on strike if they should approve the Administrative Reform. They threaten to launch a general strike, should the changes determine personnel dismissals. (CSS, Written Media, History and Organization)

During the entire debate in the City Council of the city of Fortaleza, the controversy about the time the issue was going through procedures was always present. Along councilmen, public employees from City Hall and extinct agencies and, especially, employees from the secretariats which would be unified and technicians from universities all entered the debate, as seen in the CSS. There was a moment when a request was made to postpone voting the project, when opposition councilmen public service employees obtained a public audience in the City Council with the objective of postponing the vote for the Administrative Reform Project.

[...] the great worry of the opposition was that these public service employees could be dismissed afterwards, because behind the reform there was some intention of dismissing a meaningful number of public service employees, in reality, it had the understanding that decentralization would be good for the citizen. (Ferreira)

Challenged by Luizianne Lins (PT), the opposition will present a demand today requesting the postponement, of voting on Juraci's reform, to the beginning of the legislative period, February 15, 1997. Also the President of the of City Council, Acilon Gonçalves (PMDB), declared that demands requesting the postponement of the Administrative Reform Project will be appraised by the plenary when the dispatch comes up for voting. The internal regimen of the City Council determines that it is only after discussion of the Mayor's dispatch that the demands will be examined.

Councilman Chico Lopes wants a public audience tomorrow between councilmen and representatives from public service employee labor unions. Lopes considers it unacceptable for the reform to be discussed without the presence of public service employees.

Representatives of around 20 thousand public service employees from the municipality demanded Mayor Juraci Magalhães to suspend the vote on the Administrative Reform Project by the City Council. They want the issue to be voted in the normal working period from February 15 on, after going through extensive discussion with public service employees and the population. (CSS, Written Media, History and Organization)

Regarding the creation of the Social Development Secretariat from the unification of the Education, Health, Social Action, Housing, Culture, Sport and Leisure Secretariats, the position of the technician from the Federal University of Ceará can be viewed.

The Administrative Reform of Fortaleza's City Hall represents the true dismantling of municipal administration, if it is implemented without the adjustments demanded by the several sectors affected by the changes. The declaration is from the director of the School of Education at UFC, Ozir Tesser, who yesterday participated in a debate raised by Fortaleza's City Council on the extinction of the Educations and Health Secretariats. (CSS, Written Media, History and Organization)

Relating to timing, a motive for great debates on the issue, in the City Council, the maximum achieved by the opposition and by public service employees was at adjournment of the extraordinary period, at the latest, scheduled for January 14, 1997, was extended for another 15 days. For this, City Hall requests a regimen of urgency for the processing and approval of the issue.

Demands requesting the postponement of voting on the Administration Reform Project will be appraised by the plenary when the dispatch comes up for voting. The internal regimen of the City Council determines that it is only after discussing the Mayor's dispatch that the demands will be examined.

Mayor Juraci Magalhães is categorical that councilmen ought to have read the Internal Regimen of the City

Council and the Organic Law of Municipalities. They know that there is no circumstance for proceeding in this way. (CSS, Written Media, History and Organization)

On the other hand, as it can be observed in the CSS, Mayor Juraci Magalhães, his advisors and his allied base in the City Council assume an offensive posture regarding the need for rapid approval of the Administrative Reform Project.

As was expected, the time for voting on Fortaleza's Administrative Reform Project in the City Council occurred under great tension. Councilmen linked to the Mayor managed to approve the project *en bloc*, leaving the amendments for later. Animosity reached such a point that councilmen from the opposition withdrew from the plenary when it was time to vote. This fact gave a broad victory for approving the project and can be illustrated by the survey analyzing the testimony and the CSS, as the following shows.

The Mayor did not honor the request from opposition councilmen who defend the postponement of voting on the Administrative Reform Project until after February 15. Therefore, the beginning of voting is scheduled for next Monday, from 9 a.m. For about an hour councilmen were in a meeting with the Mayor in his office, in the Municipal Paço, when they tried to convince him of the need for postponement. He believes that the Administrative Reform Project will be appraised by the Municipal until the end of the period of extraordinary convocation, on 17 next. He even affirms that he is confident about approval. We are only changing the central structure, making the system a social development planned for the city and executing it according to the needs of each region, confirms the Mayor.

City Hall's Administrative Reform Project will start being voted on by the City Council. The leader of the Mayor, Narcílio Andrade (PMDB), defends voting on the project *en bloc* and the amendments later. According to the councilors, the return of the issue would favor a deepening of the debates in recess, improving the reform's features. Stênio Carvalho Lima pointed out, however, that the process was inflamed and there was no way of returning the project to the Executive signaling that Mayor Juraci Magalhães wants its approval during the extraordinary assembly period. (CSS, Written Media, History and Organization)

At the beginning it was easy because the Mayor had a majority in the Municipal. The model he seizes by nature, you are taking the action closer to the citizen. And the councilors, realizing this, seeing even the possibility of working more easily heeding their demands that would be steered through the regions, they indeed respected the fact, appealing to the opposition. (Floriano)

With the project approved, the point that went on to dominate the debate in the was that of amendments to the project. Repercussions in this area caused problems even in the allied base, as can be observed in the CSS, when the President of the himself who was, at the time, from the same party as the government, was against some of the Mayor's vetoes to amendments.

Yesterday, 01/22/1997 the Municipal approved five amendments to the Administrative Reform Project of Fortaleza's City Hall. The changes alter the original proposal from the Executive Power very little and left the opposition councilmen frustrated. The support bench for Mayor Juraci restrained the expectation of the oppositionists who wanted to approve, at least, half of the 89 amendments altering the project. Five had been approved in a first discussion last Tuesday and did not represent discrepancies between allies and opponents of Mayor Juraci Magalhães (PMDB) in the voting of a second discussion.

The extra voting period was not calm for the councilmen. For two days – Monday (20) and Tuesday (21), the municipal public service employees protested at Legislative headquarters against the reform. The manifestations arose with a threat of dismissals. A group of demonstrators invaded the plenary and the President of the City Council, Acilon Gonçalves (PMDB), suspended the session on Monday to avoid confrontations and violence.

The opposition councilmen complain about the approval of only fourteen amendments to the Administrative Reform Project, but they are going to object even more when Juraci Magalhães vetoes the most important ones.

The President of the City Council, Acilon Gonçalves (PMDB), declared that the vetoes promoted by Mayor Juraci Magalhães showed that he is trying to reduce the salary of public employees. According to the councilman, Magalhães does not want popular participation in his government either. "He vetoed one of the most important points of the reform that benefited the population", he accused. The vetoes from Juraci Magalhães (PMDB) to the amendments of the Administrative Reform Project seem to be done out of ill will.

They are politicians more than technicians. It is like a pact: part of the opposition voted against the Mayor's reform because the Mayor is Juraci, now Juraci vetoed the amendments from the opposition because they were presented by the opposition. The amendment that anticipated implementation of the Women's Integral Health Program was vetoed for one detail. They discovered "unconstitutionality" in the following part: regulation (of the article) will be sent to the City Council in a maximum of sixty days counted from publication of the Law. The Mayor evaluated that the decision on this is a "residual" capacity of the Mayor. *It is surreal.* (Italics by author) (CSS, Written Media, History and Organization)

The Mayor's veto to four amendments from the eleven presented by councilmen was reason for a great controversy, even due to the position adopted by the councilmen from

the Mayor's party. Such amendments, according to their defenders, would be a way of contributing to a greater control of resources in City Hall's budget, at the same time in which they would seek popular participation.

Councilor Patrícia Gomes (PSDB) indicated the rejection of the amendment proposing authorization from the Municipal City Council for the Executive to re manage budget resources as one of the most negative points in discussions on the Administrative Reform Project. The amendment was the responsibility of councilman Nelson Martins (PT) and tried to avoid the excess of power by the Executive in the redistribution of budgetary values.

The majority of councilmen gave a demonstration of lack of vision with the overturning of this amendment. One of our duties is to audit the application of public money. We lost an opportunity to avoid the weakening of the Legislative, confessing to be disappointed with the rejection of the amendments that created channels of popular participation in the decisions of City Hall. (CSS, Written Media, History and Organization)

After approval of the project in the City Council of Fortaleza's Mayor it proceeded to the nomination of duties as much for Government Secretariats as for the new Regional Secretariats. In the material collected in interviews and in the CSSs it can be seen that this was a process very rich in internal dispute within the government. It draws attention to the dispute for the position of Regional Secretary, the titleholders of which role were called "little mayors", and from this they go on to have a new status in the administrative sphere of the city.

The Administrative Reform begins to be introduced by the Executive. Mayor Juraci Magalhães (PMDB) already defined the names of Rose Mary Maciel, Eliseu Becco and Petrônio Leitão to occupy three of the six Regional Executive Secretariats. The new "little mayors" take office by the end of February. The other three regional administrators will be known next week, when the Mayor once more meets with all the secretaries in the Municipal Paço.

Marcelo Teixeira, Roberto Gradvohl and Abner Cavalcante are the three strong men of Juraci Magalhães (PMDB). They will occupy the three super-secretariats anticipated in the Administrative Reform proposal.

José Maria Couto (PFL) hangs on to what he can in order to achieve being nominated for the last vacancy of Regional Executive Secretary of the City Hall. He even managed to get a declaration signed by 23 councilmen and managers from government parties nominating him to Juraci Magalhães. Dissatisfied, Couto even cried at the possibility of not being proposed. The problem is that Marcelo Teixeira does not approve the nomination. He fears that José Maria, a candidate for federal representative in 1998, could grow in his electoral strongholds. (CSS, Written Media, History and Organization)

- *The reform and public servants*

The protagonist element of public service employees of Fortaleza's City Hall may be felt at every moment of the introduction of the Administrative Reform. This is as valid for the 1997 reform as for the one of 2001. The material collected in this regard is great, as seen in the interviews, in the CSS and in the focal group.

The secretaries did not know how to communicate to the servants what the reform represented [...]. Convincing the public service employee that he had to leave where he was to go as far as the regional area where he was living was a very slow process and which is still being made today. We spent, practically, two years in this organization of servants. (Florença)

At the beginning, for the public servant, it was traumatic, he did not want to accept, unfortunately, the previous secretary did not know how to help the servant to understand, especially those from the area of education who were very depressed. Due to this, I give a lot of help today to people from education and social welfare, but on a greater scale for those from education, they had management jobs excluded, the directors did not know who to turn to, and the secretary being from the area of health, he did not provide the necessary attention, he did not know how to divide the three areas. He was more dedicated to health. For you to work with intersectoral cooperation, you must be alert to the three areas at the same time, there are also times when you should step back from one and give total attention to another which may be more in need. (Florença)

The employees in a general way were thus just as taken by surprise as everyone else, when a closed group did this at that moment. Even in the divisions of physical spaces; some regional areas had to divide their physical spaces within a geographic region, where it was introduced [...]. Because a very large reform was made, and any company which had more than 100 persons had a Human Resources meeting, and in this reform nothing was considered in HR, not even one division. I think the greatest transgression was this, because it was a very large population of employees, about six thousand public servants, and even today we continue with no HR. (GFF)

The Administrative Reform of Fortaleza's City Hall began in a haphazard manner – it dislodged the public servants themselves from the EMLURB. All through a lack of communication. No one warned in advance that as of yesterday they should leave the establishments where they work. They will be transferred to the Regional Secretariat of Água Fria. The public servants must move to where the Department of Urban Cleaning operates, in Jardim América. “We have to be closer to the refuse”, explains the president of EMLURB, Paul Gerhard. (CSS, Written Media, History and Organization)

From the point of view of history and organization in relation to Fortaleza's reform process, during the government of Mayor Juraci Magalhães, which includes from 1997 to 2000, there was an accommodation and consolidation of the decentralization process with the Regional Secretariats. In relation to the proposal of intersectoral cooperation, linked to the creation of three Secretariats, Government Action, Territorial and Environmental Development, and Social Development, after the reelection of the Mayor in 2000 it began a new reform no longer advised by FUNDAP but by the Getúlio Vargas Foundation of Sao Paulo. In this reform the Mayor resumed the creation of several secretariats and extinct agencies, in the current organogram and in registers of interviews and the CSS, as follows:

On this point I think there has been a very extensive evolution, because the secretary knows the regional area, normally he knows about the most serious problems, the priorities and tries to take care of them, which is different from you having to take care of a city as a whole. The problem of six secretariats was something very positive, since each secretary went on to be a “little mayor” of that area and wanted it to work. (Florença)

As it is common for a few errors to be committed in administrative processes of this size that are only now being corrected, as well as there being conferred to the Regional Executive Secretariat a territory, a population, a system and attributes of a defined capability, also transferred to the secretariat, without being announced naturally, the capability to plan and then the press starts calling him “little mayor” with a “little city hall” and this displaced the whole process. The “little mayor” with a “little city hall” gave the idea, in the first place, of being totally independent. Since it already had a budget, it had a territory, it had its assisted population and all the systems of a “city hall” were practiced in its territory, he then said. “I am the mayor.”

This brought a serious problem for the administration of the municipality.(Floriano)

However, they continued on, they created the regional areas, they installed the districts, those experiences that people already had in health and went on to have the infra-structure district, the environment district, the social actions district, the education district, as well, and things moved along. Even today there is a certain difficulty along these ten years, right? I mean ten years I am saying of ideas, but eight years of practice. (Franklin)

In practice, the Mayor of Fortaleza, Juraci Magalhães (PMDB), is recreating agencies that were extinct in the first reform carried out by him in December 1997. The project sent to the City Council at the time abolished all seven portfolios: Education and Culture; Health; Labor and Social Action; Transport; Public Services: Urban and Environmental Control; the Press and Public Relations. To take on these duties, three secretariats were created – as well as the SMDS and SMDT, the Economical Development Municipal Secretariat. (CSS, Written Media, History and Organization)

- *The reelection of Mayor Juraci and the 2001 reform*

In 2000 came the end of Mayor Juraci's mandate, begun in 1997. But Juraci put himself up as a candidate for reelection, in a well disputed election. He started in fourth place in opinion polls and at the end went on for a second round with the candidate Inácio Arruda (PC do B) and was reelected.

On beginning his third administration of Fortaleza's City Hall, the second consecutive one, Juraci Magalhães contracted the Getúlio Vargas Foundation to make a diagnosis, aiming to re-dimension the reform begun and introduced by him in 1997. Here, it draws attention to the fact that the contracting was for FGV and not FUNDAP. One of the interviewees makes the following comment on this preference:

The Getúlio Vargas Foundation was invited to make an evaluation of the performance of the structure that had been implanted in 1997. It presented a report to the Mayor. The Mayor agreed and guided the introduction of needed measures, according to the report, for correcting its direction. It was, simply, a study of diagnosis and proposition. We did not go after FUNDAP. The current project was from FUNDAP and it was that which generated the

whole discussion on reform, soon we needed a vision of an external and independent agency, not committed to the original plan of reform. (Floriano)

The diagnosis carried out by FGV showed evidence of difficulties in operating the management model proposed in 1997, especially concerning the achievement of intersectoral cooperation. Regarding decentralization, it is understood that, although this process has encountered in the city's regionalization a way to being put into effect, the new management, identifying some deviations, encouraged changes as much in the organizational design of City Hall as in the organogram of its Regional Executive Secretariats (FORTALEZA, 2004; MELO, 2003). Therefore they generate a new administrative design and new competence for the different levels of municipal management in Fortaleza.

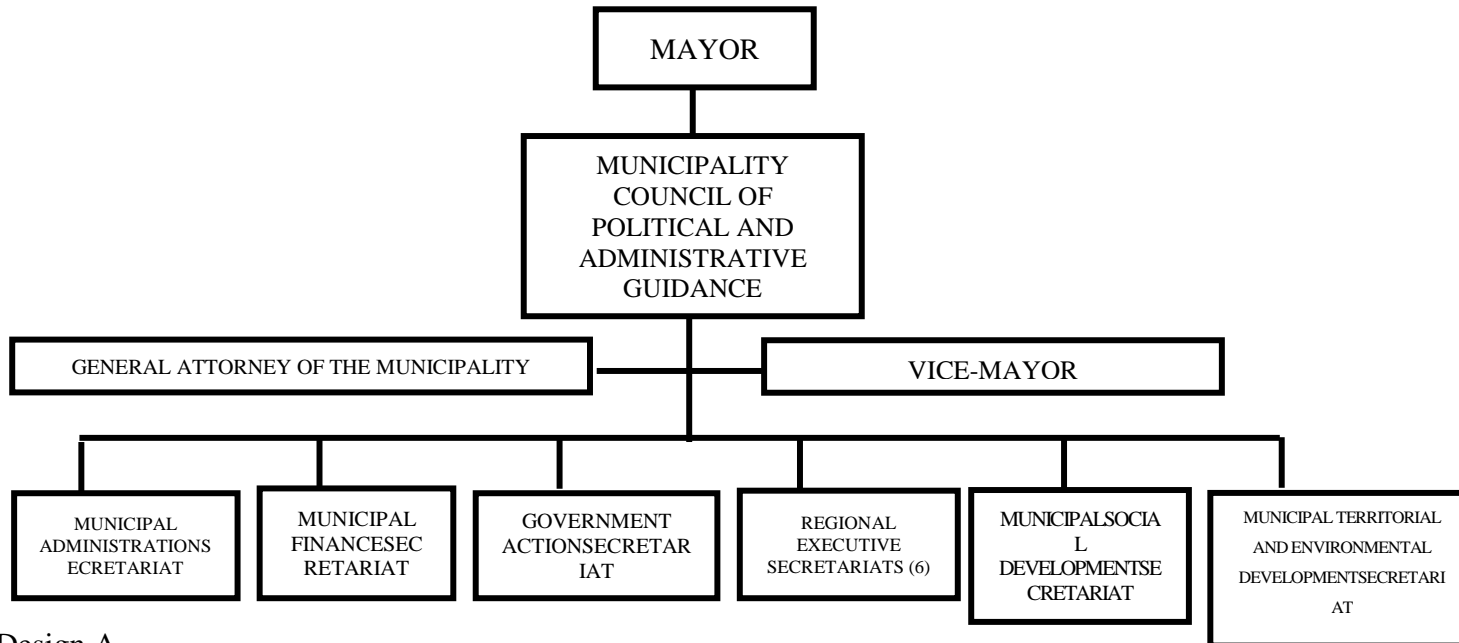
In view of decentralization, the FGV diagnosed that the municipality had lost management control, by virtue of each secretariat having reached an elevated degree of independence in the use of resources, as if it were a city hall. Another difficulty found was the disintegration of common systems and all the secretariats, with loss of efficiency and efficacy in management (MELO, 2003).

According to the same author, administratively the diagnosis identified differentiated costs in service supply and in the carrying out investments with identical characteristics. In relation to qualified human resources a shortage was visualized in the SERs of peripheral regions. On the other hand, an excess of these was identified in SERs of exclusive regions of the city. This perception was also expressed by the focal group.

Because there was also a population of the secretariats in a disorganized way. In principle the division was geographic, who was installed geographically in a region [...] what happened? There was secretariat that became overpopulated, with positively too many competent people, and others on the periphery [...] it was not possible to achieve, where they already did not want to go, in Bom Jardim, in Messejana. They preferred those situated in Regional area II, in Aldeota, which became overpopulated, to the loss of others. (GFF)

From the construction of the diagnosis, FGV recommended changes to the Mayor in the organizational and operational design of City Hall (DESIGN A), as seen in the organograms – design A and C (FORTALEZA, 2004) below:

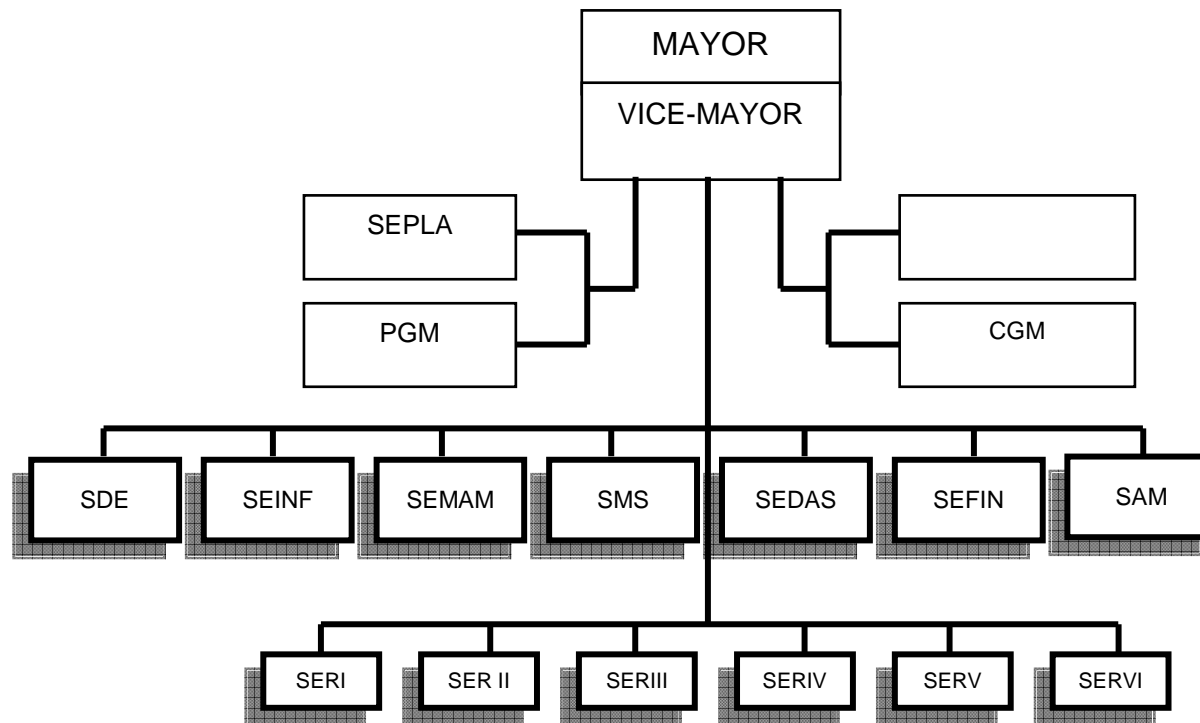
ORGANOGRAM OF THE CITY HALL OF FORTALEZA
FROM THE 1997 REFORM



Design A

Source: <http://www.fortaleza.ce.gov.br> access March 30, 2004 at 10 a.m. (Municipal City Hall of Fortaleza page).

ORGANOGRAM PROPOSED BY THE GETÚLIO VARGAS FOUNDATION
CITY HALL OF FORTALEZA
FROM THE 2001 REFORM



Design C

Source: <http://www.fortaleza.ce.gov.br> access March 30, 2004 at 10 a.m. (Municipal City Hall of Fortaleza page).

As seen in the organogram (FORTALEZA, 2004), linked to the Mayor and Vice the Mayor and District Attorney of the Municipality remain, the duty of the former being to be responsible for the formulation of technical and logistic support to actions promoted by the Chief of the Municipal Executive Power, as well as giving support to the already mentioned Municipal Council of Political and Administrative Guidance and to the Council of Economic Planning in the execution of their duties and articulations.

In this new design a proposal refers to the creation of the Planning Secretariat, being its responsibility: a) to formulate strategic tactical and operational plans, for the municipality's planning and budget; b) to consolidate, monitor and evaluate the municipal budget and strategic information; c) to indicate priorities that will direct government actions.

The three large secretariats installed in 1997, which were: Municipal Social Development Secretariat, Municipal Territorial and Environmental Development Secretariat and Government Action Secretariat, are re-dimensioned, separating them into five secretariats, with their respective competence. They are:

1. Economical Development Secretariat, responsibility of which is to implement strategic actions of self-sustainable economic development of the Fortaleza municipality, involving initiatives to strengthen the formal and informal productive system, embracing the sectors of commerce, industry, services, labor, technology and tourism.
2. Municipal Infrastructure and Urban Control Secretariat, the duty of which is to manage and formulate public policies, general directives, monitoring and evaluation of the System of Infrastructure and Urban Control, seeking to improve the population's life quality.
3. Environment and Urban Services Secretariat, responsibility of which is to manage and the formulate public policies, general directives, monitoring and evaluation of Environmental and Urban Service systems, contributing to an improvement in the population's life quality.

4. Municipal Health Secretariat, which is responsible for managing the Health System; Sanitary Monitoring; Epidemiology and Zoonoses Control, through the definition of public policies and prevention and recovery guidelines in health, contributing to an improvement in the population's life quality.
5. Municipal Education and Social Welfare Secretariat, duty of which is to manage the Systems of Education and Social Welfare, through the formulation of policies and general guidelines and the identification of priorities that should direct activities, aiming for the optimization of the education model and social development and the consequent increase of schooling rates and improvement in the population's living conditions.

From the previous structure, two secretariats were maintained: a) Municipal Finances; b) Municipal Administration.

In FGV's proposal, on the Regional Executive Secretariats, it was seen that great modifications were not performed regarding their competencies. However, a new organizational design was proposed in the sense of re-orientation to guarantee internal coherence as regards the implementation of the City Hall's new organogram. The new organizational design of SER as follows.

Their competences were reaffirmed regarding these Regional Secretariats being the Fortaleza City Hall structures responsible for the execution of public policies defined by the Municipal Executive Power. They also answer for the provision of services, "providing attention to the needs and demands of communities, considered in their dynamics of urban space use and social peculiarities, aiming for an improvement in the population's life quality (MELO, 2003).

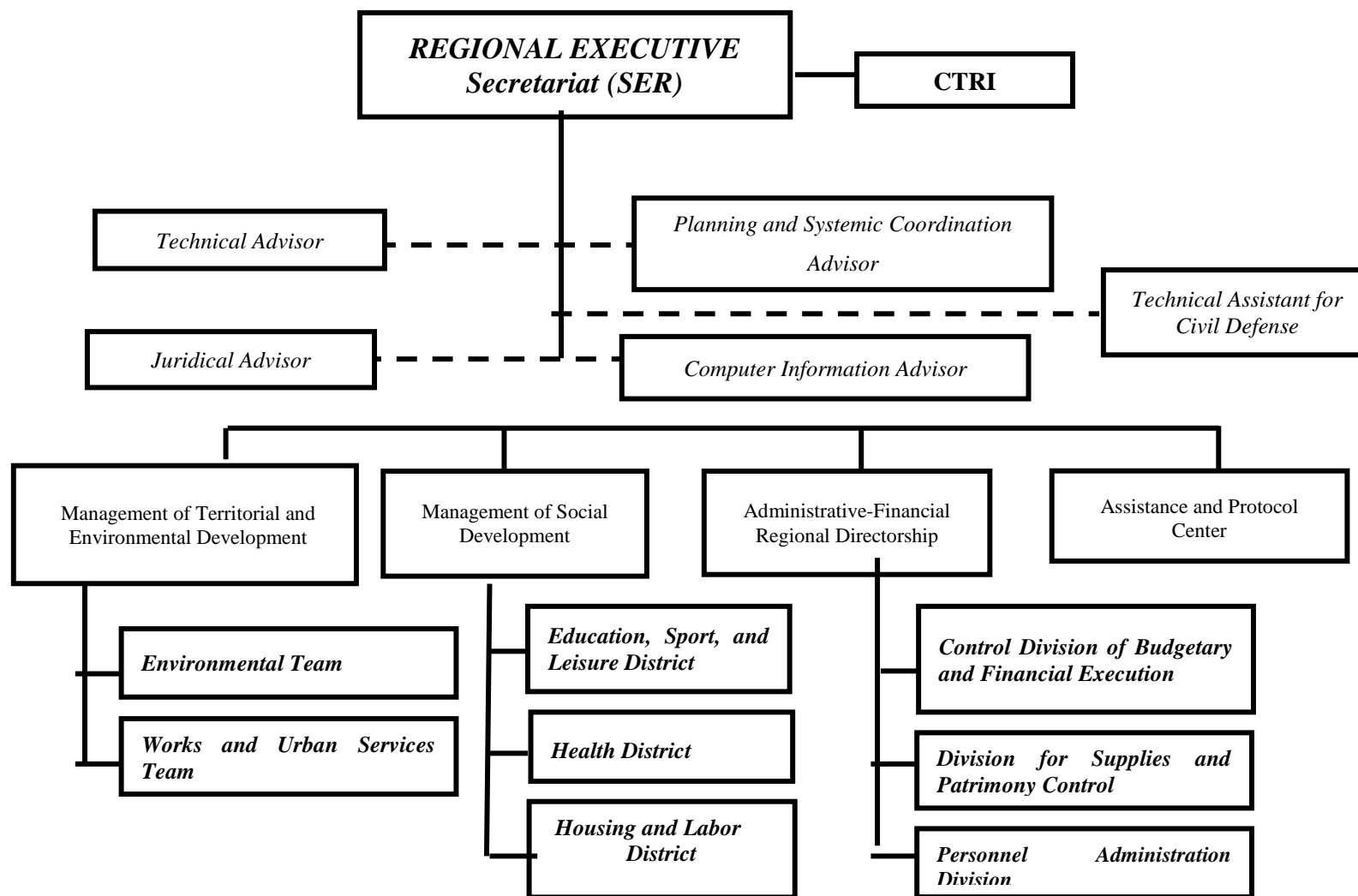
Some situations were always present in the Administrative Reform of Fortaleza since 1997. One of them refers to how to conciliate decentralization and intersectoral cooperation. How to assure the existence of secretariats which work with "specific matters" such as health and education not taking on the execution of those policies, establishing a good relationship with the management structure, in other words, the SERs. The option in the 2001 reform of improving the decentralization process, not prioritizing the idea of intersectoral cooperation of the 1997 reform, was clear.

In comparing the SERs organogram (design B), which was produced by the 1997 reform, with the organogram of the 2001 reform (design D), it can be observed that in the organogram of the 1997 reform, in an intersectoral articulation effort, there were present in the final area only two managements that would be responsible for the implementation of intersectoral policies in the territories of Regional Executive Secretariats, in other words, the Managements of Territorial and Environmental Development and the Management of Social Development. Sectoral articulation with the Districts of Health, Education, Sport and Leisure and Housing and Work was made from the GAS. And articulation with teams from the Environment and Urban Control with the team from Works and Urban Services was carried out by GAMA.

Yet in relation to the 2001 reform, as well as the development of SMDS and SMDT in four secretariats, the priority referring to the articulation of these secretariats with the SERs was through strengthening sectoral districts, in other words, the District of Health, the District of Education, the District of the Environment, the District of Social Welfare, the District of Finances and the District of Infrastructure, which may be observed in the designs E and F. The CSS reflects this moment where part of the reform occurred.

According to Juraci, the “forming of districts” consists in the creation of districts in each one of the six regional sectors to perform in the areas of health, education, social welfare, housing, infrastructure and environment. “The regional sectors, for instance, will continue, but will gain districts in the areas of Health, Education, Housing and Social Action.” (CSS, Written Media, Government Role and Proposals)

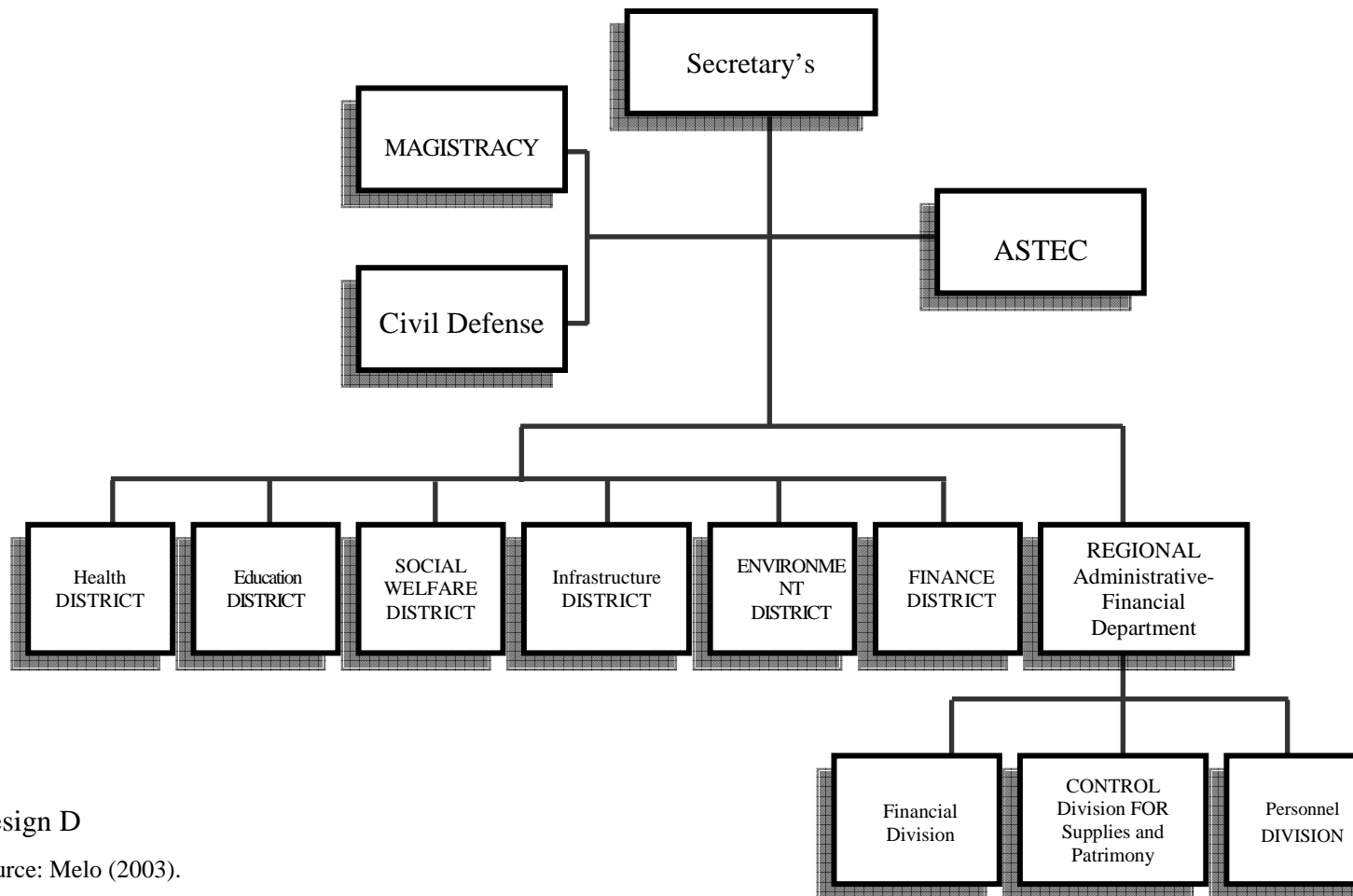
Broadening sectoral fragmentation even more, articulation between the secretariats and the districts, can be observed in the designs G and H, it went on to occur by means of coordinating factors, which, in turn are made up of cells that articulate with corresponding teams in the districts, characterizing an ever greater articulation in the sectoral ambit, to the detriment of intersectoral articulation.



Design B

Source: <http://www.fortaleza.ce.gov.br> access March 30, 2004 at 10 a.m. (Municipal City Hall of Fortaleza page).

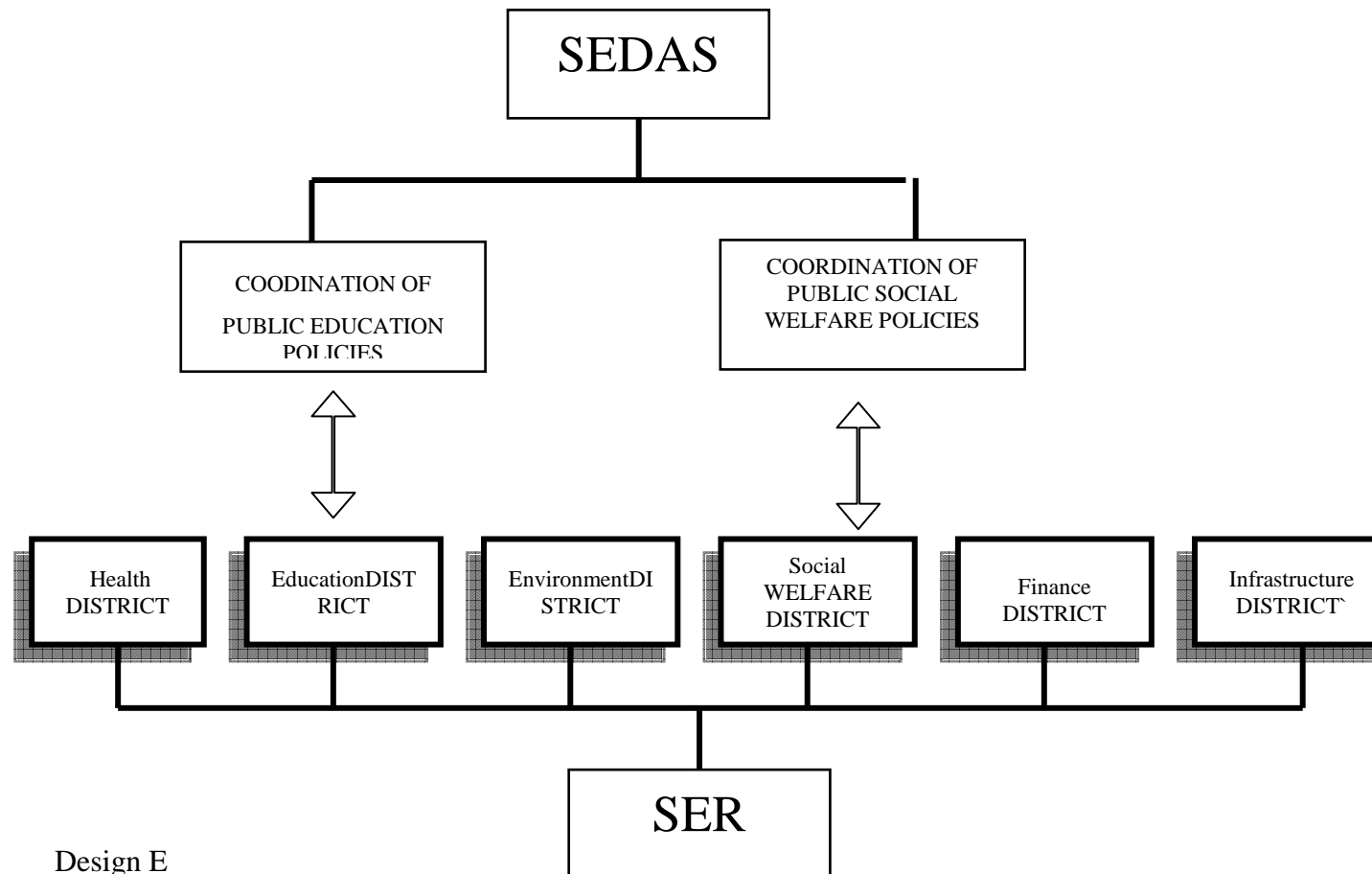
ORGANOGRAM PROPOSED BY THE GETÚLIO VARGAS FOUNDATION
REGIONAL EXECUTIVE SECRETARIAT (SER)



Design D

Source: Melo (2003).

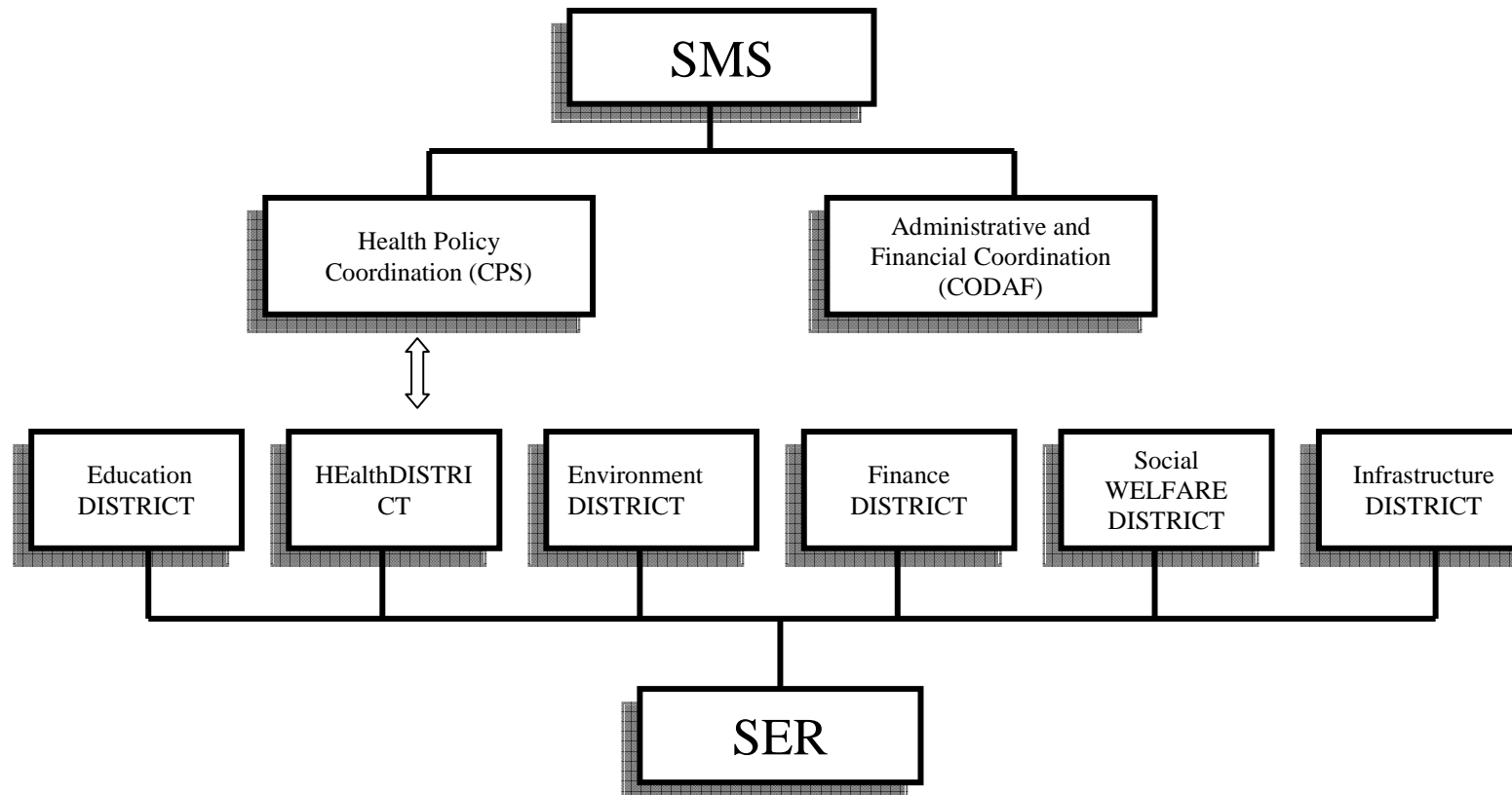
**NEW ORGANIZATION MODEL
(COORDINATION/DISTRICT INTERACTION)**



Design E

Source: Melo (2003).

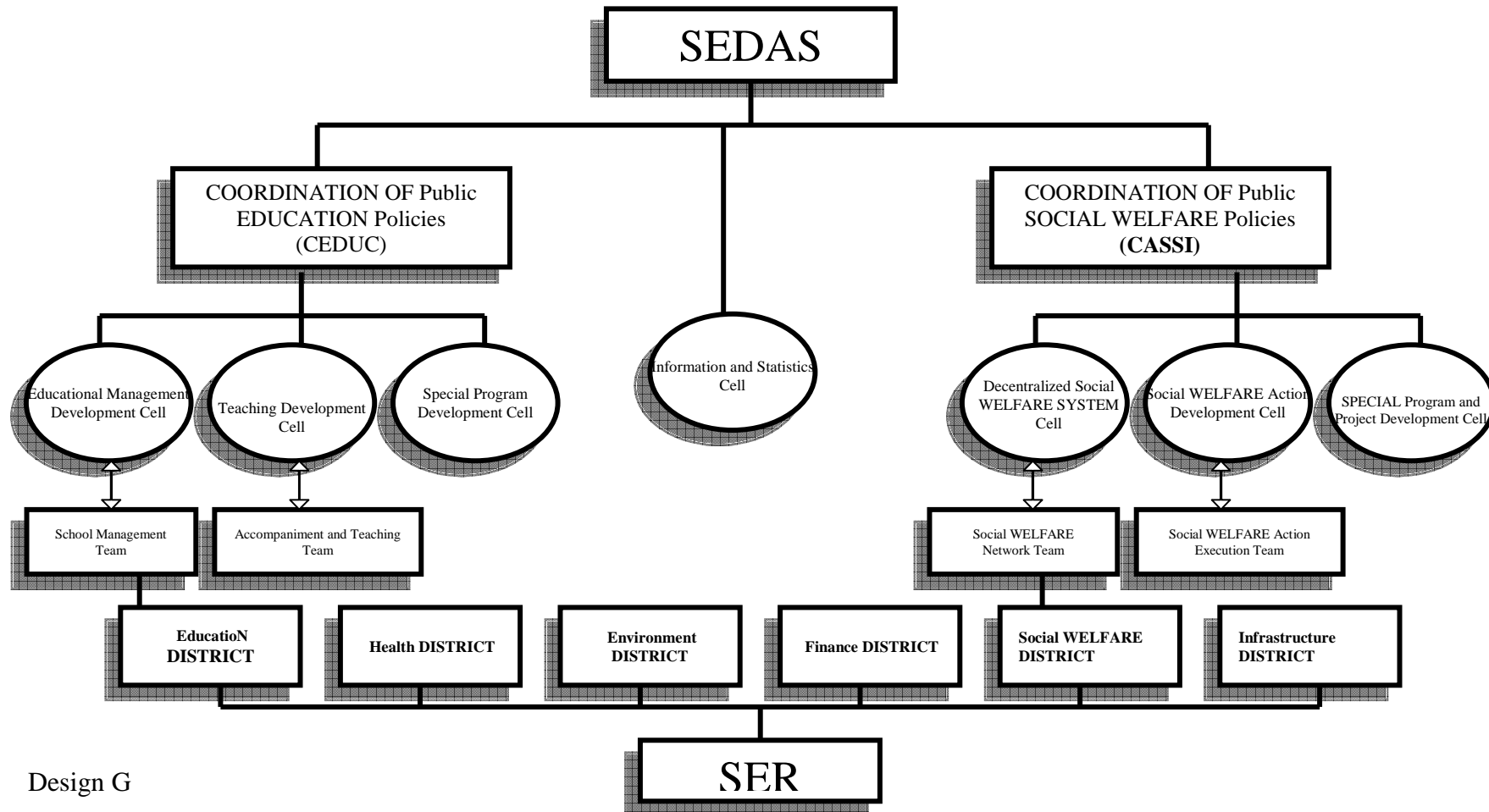
**NEW ORGANIZATION MODEL
(COORDINATION/DISTRICT INTERACTION)**



Design F

Source: Melo (2003).

**NEW ORGANIZATION MODEL
(CELL/TEAM INTERACTION)**



Design G

Source: Melo (2004).

SMS



(2003)

3.5.3 - Government role and purposes

- Role of state and purposes of government in Fortaleza's reform

As seen previously in the Power and Governability chapter, TESTA (1992) in announcing the role of State and the purposes of government that comprise the Coherence Postulate affirms that the latter take into consideration the contradictions inherent in dependant capitalist States, especially the Latin-American ones, where these contradictions are made evident from the internal forces that aim to exert power in a homogenous way for the purpose of consolidating supremacy for guaranteeing the dominant productive process. For the State, in this homogenous vision of power, fits "a permanent purpose", in other words, the legitimizing of an existing situation, as well as a continuous process of growth, guaranteeing its existence and the widening of its power before it and around it.

On the other hand, this process imbeds contradictions generating antagonist forces and produces visions of heterogeneity within the State power. This situation of heterogeneity will give a chance for what TESTA (1992) calls a "possible purpose", which is the facilitation of possible conditions to conduct the transformation of social structure.

Analyzing the Administrative Reform of 1997 and that of 2001 in the City Hall of Fortaleza in light of the Coherence Postulate in the component State role and purpose, rich material produced from the empirical base will be found through interviews and the focal group with municipal public employees. Another source of information on the purposes of this process were the analyzed documents. However, the material collected through CSS in written media, gains prominence.

- The government purposes of Mayor Juraci in the 1997 reform

Already in the first administration of Mayor Juraci a few anxieties in relation to the structure of the municipal government troubled him, such as the distance of the administration from the population and the fact that the "break" in public policies in isolated sectors handicapped the action of these policies with the population. In the period preceding his taking office, the then elected Mayor, Juraci Magalhães, put together a task force, which went on to be advised by FUNDAP, with the objective of

building and defining the purposes of an Administrative Reform to be initiated on the first day of his government.

Already since the first administration, which felt the need that we should give different sectors a global vision that the work should be something unique, that is to say, the vision of the citizen in the city; and that actions should be closer to him to enable him to discuss and naturally give an opinion, because it is believed that in the city the one who must give orders is the one who lives in it.
(Floriano)

The main reason is that the city grew so much that the stagnant agencies, where the population had very difficult access, were no longer giving the response due to the population. Therefore, the objective of the reform aims to bring municipal power closer to the population and with regionalizing; many citizens would be able to solve almost all their problems or needs in a regionalized manner. (Franklin)

The need to carry out an Administrative Reform of Fortaleza was justified by virtue of the city's growth in recent years. This new structure, however, would have a central objective of promoting decentralization through regionalizing, bringing municipal public administration closer to the population. The CSS ratifies the importance of Fortaleza's Administrative Reform, from the need for greater proximity of administration to the population, therefore aiming to provide more assistance to the citizen, since the city's growth, according to the interviewees cited and the CSS, gave rise to a distancing between them.

<p><i>The reform is not radical, even because Fortaleza has already grown a lot. Fortaleza needs sub-city halls and Regional Secretariats will be sub-city halls which will operate there in City Hall together with the citizen, providing greater assistance.</i> (CSS, Government Role and Purposes)</p>

Another reform proposal was to improve the function of the administrative machine giving agility to public management, seeking therefore an administration with results and participative management.

He (The Mayor) wanted a systemic vision, he wanted this to happen, that the machine might work better and might serve the

citizen. It was something from within him that came out. And when the advisory arrived and showed him the capability to do it, he was very brave. But it failed to point out that, [...], if your courage to put this reform in place did not have the work to sustain it (reform), we may have a problem. (Filomena)

But how would this proximity to the population cause the municipal power to get its administrative machine to perform better? For the advisor it dealt with a reform where it would be necessary to work on intersectoral cooperation and decentralization.

He wanted something new and he wanted to change the secretariat, he wanted to take City Hall closer to the population that needs access to health services, education, several things and he wanted, in some way, to reduce this machine. Therefore we begin to work on intersectoral cooperation and decentralization. (Francisco)

The message from Fortaleza's Administrative Reform Project sent to him, on January 2, 1997, which was approved and became Law n. 8,000 on January 29, 1997, shows the purposes of the new organization that was being proposed for the city's government: "To assure the citizen access to services, to information and to participation in decisions regarding the urban space where he lives and functions". For this to happen there were two fundamental suppositions:

First, "decentralization, as the mean to make decisions closer to the citizen, making the public organization more permeable to their demands and opinions". Therefore, according to the message, the creation of Regional Secretariats was proposed with the task of being responsible for regional management and for their results, with technical and administrative support from sectoral secretariats.

Second, "intersectoral cooperation", because citizens' needs are not stagnant and, if the use of public services is planned in an integrated and linked manner, it will overcome the fragmentation that until then had characterized the actions of social policies. The following figure shows these purposes.

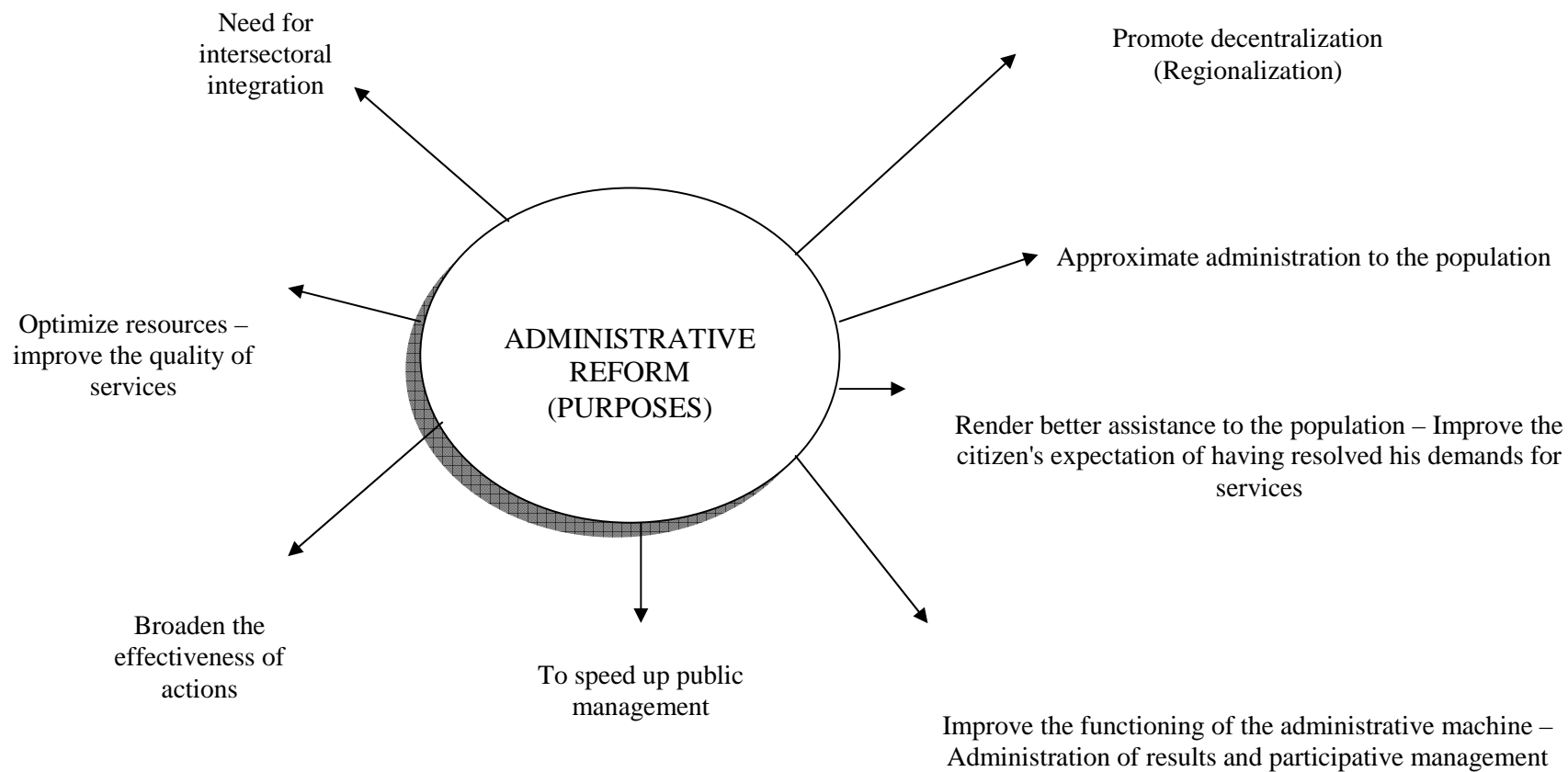


Figure 7- Administrative Reform of Fortaleza (1997) Government Purposes

Source: Elaboration by author.

It adds that it is the ultimate aim of the new organization of Fortaleza's Municipal City Hall "to broaden the effectiveness of actions performed by the municipal government and making its agents responsible, through the decentralization of municipal management".

The message also considered that for these purposes to be guaranteed there would be the need for a redefinition of the administrative configuration, abolishing, redefining agencies and creating new secretariats with the intention of achieving the decentralization of government tasks. In the message, the Mayor, as already seen in the History and Organization, proposes the creation of the Territorial and Social Development Secretariats, which would have the role of promoting intersectoral articulation between the six Regional Secretariats, as well as with other government levels.

The Mayor's intentions in relation to the idea of intersectoral cooperation within the 1997 reform, regarding the creation of three large secretariats, were captured by the CSS in the following manner:

The systems are defined by the Mayor as the brain of municipal administration. One of the systems will be entitled Government Support and will involve the , the Press Advisory, Planning, Housing, Finances and the Attorney General. In the second system – Social Development, remains with the portfolios of Health, Education, Culture, Sport, Employment and Income, while the third system – Territorial and Environmental, will comprise the sectors of Work and Infrastructure, Basic Services, Urban Cleansing, Transport and Environmental Control. (CSS, Government Role and Purposes)

These reform problems would be identified and solved in the territory and in an integrated way. For one of the interviewees, approximation to the population occurred with the creation of regional units:

The proposal to create Regional Secretariats, which might be able come closer to the population [...]. The idea of creating regional units is to concentrate all City Hall's services in that location to correspond to what the population wanted. (Filomena)

For managers intersectoral cooperation was sought from the integration of the Health, Education and Social Welfare Secretariats, creating the Social Development Secretariat. Since the decentralization occurred through regionalization and the creation of six Regional Executive Secretariats. This way, the Administrative Reform would allow people to have greater participation in municipal administration.

However, as already presented, the new structure of municipal administration was the target of harsh criticisms, one of them related to the creation of Regional Executive Secretariats, which according to some social players would generate a power dispute.

The Secretary of State Administration, Ernesto Saboya, explaining the Administrative Reform of Juraci Magalhães, discharged: “It is a mistaken project which, instead of decentralizing, will generate a power dispute. (CSS, Government Role and Purposes)

But critics were not restricted to the Regional Executive Secretariats, as some were connected to the extinction of the Health and Education Secretariats, since they went on to be “absorbed” by the Municipal Secretariat of Social Development, it created a coordination for health and a coordination for education.

After the creation of six Regional Secretariats and “mother” secretariats, public employees were re-distributed, thereby generating polemics, since the Administrative Reform could only result in the “tidying up” of the administrative machine. Some declarations on this discussion were collected, like that of the CSS.

The Territorial and Environmental Development Secretary, Marcelo Teixeira, explained that no municipal public servant would be dismissed, but there would be a tidying up of the administrative machine. “We are abolishing only the paid functions”. The objective is to reduce by 22%. The most affected sectors are health and education.

On the agenda is the reform, which anticipates the fusion of portfolios and divides the municipality into six Executive Secretariats. I will discuss with the Governor his projects and aims, that may be developed together by City Hall and Government, affirms Mayor Juraci Magalhães.

I do not withdraw any guarantee, on the contrary, we are present and motivating the public servant

to improve the care of the population.

Narcílio de Andrade said yesterday that the administrative changes in City Hall do not imply public servant dismissals and damage to the population. The reform, according to him, decentralizes Executive actions and guarantees more benefits to the population. (CSS, Government Role and Purposes)

Despite the managers and councilmen of some standing confirming that there would not be dismissals of public servants, terms such as “Administrative Reform” and especially “reduction of the administrative machine” are prominent in the social imagery of the servants as dismissals. Such attitudes of public servants were verified when dealing with the history and organization. Despite not being found in the material or in interviews the rates of dismissal, the process of re-management was not easy.

Determination of the Mayor’s purposes in carrying out the Administrative Reform in Fortaleza was strongly conditioned by public servant support, as it is possible to observe in discourses of the focus group and in the CSS as following:

This restructuring of City Hall was very badly received by the public servant. This fact is more or less like this, everything that comes from City Hall already generates fear, especially for public servants, and even for the citizens of Fortaleza. Administrative competency is not identified in this administration. (GFF)

We accompanied the whole implantation, the session that dealt with this, the structure itself, the pulverization of the services, the decentralization of City Hall, in reality, was only a physical decentralization. These small regional units had neither the competency to carry out a series of services nor to take a series of decisions. And the city remained like this as if without a leader, you were going into a Regional unit and there was not even a printer to provide a negative declaration of debt or anything else. There was no planning. (GFF)

In the public session, the presentation of an advisor, who came to make a presentation on the Administrative Reform, teachers, technicians from the university were called in to give an opinion when the Administrative Reform was voted on (the first one), and these technicians raised primordial questions such as the lack of

a health secretariat in the city, because of the manner it was done, health care was pulverized, we can say, therefore, until the bureaucratic direction of things on account of not having a hierarchy, or organogram similar to what there was in the federal plan, what was happening? It was lost, because who would talk to the minister to request a budget? Because there were several little secretariats which did not resolve anything and no organogram that had the federal model and the direction of things merely from the bureaucratic point of view, became confused. Therefore, all the questions that arose did not have special attention, a technical foundation, it seemed that it was therefore a work of the Mayor's volition to implant it. (GFF)

Public servants and directors stood up against the order of change produced by City Hall, at the end of last week. Everyone must leave the headquarters, located in the Água Fria district until Friday (21 at best), and go to the Department of Urban Cleaning, in Jardim America, public servants confirmed in the protest that took place in EMLURB. The operation began with the move of president Paul Gerhard to the DLU, mainly to carry out the Mayor's order. Another problem is that physical conditions of the DLU building do not have a structure to house the approximately 400 employees from EMLURB, they affirm. (CSS, Government Role and Purposes)

- Role and Purposes and the 2001 reform

After the 2000 election in which Mayor Juraci Magalhães was reelected for one more mandate at the head of Fortaleza's City Hall, he had the goal of refining the reform initiated in 1997. Some situations attracted his attention. One was the fact that the consultancy contracted to support this new reform is the FGV and no longer FUNDAP. The other is the emphasis given to refinement, according to some interviewees, in decentralization and no longer in intersectoral cooperation.

Then the reform can not be static. It has to be dynamic. But this here, which stirs the mind, has to be dynamic. Here we are setting it out because people have a habit of saying that we are doing it without discussion. You do not participate because you do not want to. (Floriano)

I called in the Getúlio Vargas Foundation, and it carried out a study for almost a year along with public servants selecting those who were within the focus of the reform. These people are managing several sites, it is through this we feel that it will work out. This way it is quicker. Those who were only used to making the design, suffer today. We have to make the design move even if it is through the computer, we have to cause a stir. We are managing to do this. (Floriano)

And now we are already seeing this in a different way, because , in 2001, when we evaluated the size of these secretariats, it was established that it would be impossible for you to have one secretariat which operated education, health, and social welfare at the same time. It would end up with more than 50% of the municipality's budget, an office which is no longer a secretariat, a very large giantism and up to a point you lose efficiency, control and follow-up. It was that which led us to make the separation again: health, education and social welfare; they are secretariats which are complete at the lower end, in accomplishment. It is where this activation of the system is being put into operation. (Ferreira)

Yet in the discourse produced by the GFF, the 2001 reform worked like a patch regarding the 1997 reform, as can be seen in what follows:

This new reform was something already enforced by the problems that arose. Reality was imposed in this process of accommodate the disaster which was the first Administrative Reform. The new reform created other large secretariats. Sorting out the problems which came from the 1997 reform. This reform is like a half sole on a shoe. After this patch, the thing has even started working. It is reconciling, the faults that erupted there in the last two years. It broke City Hall's rhythm, the servant which was making the machine roll became lost. The ant does not have the trail, they passed a finger over the ant's trail and the ants became dizzy. Then City Hall spent two years leaderless, stagnant. To resolve these problems they made a patch. With the patch it is better than it was before, since it was in order to make corrections within that urgent matter. (GFF)

The 2001 Administrative Reform, according to the managers, still sought closeness to the citizen. This way, they pointed out that the priority of a participative management would be necessary, not only for establishment of basic needs, but also for participation in the budgeting.

I am in favor of the reform. I believe that we can only give a response close to the citizen. I believe in this participative management, in local development. [...] the reform functions in an appropriate manner. Now, starting with the reform of people.
(Filomena)

The Vice-Mayor explained that the project anticipates each district having a representative in the council of its region. councilmen will have a main function of establishing priorities in taking care of the community's basic demands, including participation in elaborating the budget. (CSS, Government Role and Purposes)

The 2001 reform recreated some secretariats that had been abolished in the 1997 reform, as in the case of the Health and Education Secretariats.

According to sources linked to the Mayor, the new reform project predicts, among other changes, the extinction of the Governmental Action Secretariat and the recreation of the Health and Education Secretariats, abolished in 1997. (CSS, Government Role and Purposes)

In this reform, the six Regional Executive Secretariats remained, but aiming at being made into districts.

According to Juraci, the "making into districts" consists of creating districts in each of the six regional units in order to perform in the areas of Health, Education, Social Welfare, Housing, Infrastructure and Environment.

The regional units, for example, will continue, but they will gain districts in the areas of Health, Education, Housing and Social Action. (CSS, Government Role and Purposes)

The Administrative Reform of Fortaleza constituted, according to the interviewee, the first test of decentralization, since it was not possible to implant it in the city of Sao Paulo

This model should have been implanted in Sao Paulo in the administration of Mayor Luiza Erundina, but the Municipal City Council of Sao Paulo did not approve the proposal of decentralization as it had been created. Fortaleza was the first test and naturally it needed to go through adjustments and to purifying the process until it arrived at a model that could be distributed inclusively with other municipalities in the country. (Floriano)

Now public servants, by means of the GFF, identify the absence of administrative competence and political reliability for the implementation of aims.

This is the fourth management of the same group. Two of them were Juraci Magalhães, one of Cambraia. Juraci - Cambraia – Juraci – Juraci. This group is already symbolic. Now there are two cases: a son-in-law of his is about to lose his mandate by being involved in the lack of lunch in schools, and another thing, which is getting to the headlines, the sanitation tax, which is not constitutional. Two downfalls are seen in City Hall action which generates in the population and in public servants the sensation that, when City Hall acts, it is either with useless motivation or with incompetence. Because even when it is in their own interest, like the sanitation, or last year the introduction of the IPTU (building tax) new spreadsheet, which was a disaster, it did not pay attention to time limits or anything else. Remaining the clear and well-founded feeling that City Hall, when it acts, it acts in haste, without any planning, and even when it is a matter of interest to them, they act with incompetence. (GFF)

3.5.4 - Theory and method

The goal declared by the Mayor of Fortaleza had two components: decentralization and intersectoral cooperation, as seen previously in history and organization and in the government role and purpose:

To reach its goal, the Mayor chose to rely, in relation to theory and method, on a consultancy outside the municipality of Fortaleza. He contracted FUNDAP for the 1997 reform and FGV from Sao Paulo for the 2001 reform.

FUNDAP was invited, in November 1996, to discuss the purpose before its public explanation and later to support the Mayor's team in constructing the change discourse and in the methodology of its application in the first months – until July 1997. In the review of the change process, in 2001, FGV from Sao Paulo got on a new theoretical-methodological approach for the Administrative Reform of Fortaleza's City Hall.

A first discussion occurred on the motivation that would have guided the choice of the first consultancy, that of FUNDAP. In an interview, the consultant affirms that the invitation came from the Mayor himself, informed by one of the members of his closest group, which had worked with FUNDAP in Ceará's Health Secretariat, in 1995.

Already the CSS points out the connection of choosing FUNDAP with the Administrative Reform proposal in the government of the Mayor, Luiza Erundina, in Sao Paulo.

<p>There is misinformation in relation to the reform project. The project was made by us, we only brought in a technician, a person from FUNDAP came to give us information on what they had done in a previous period. We invited a sociologist, Luciano Prates Junqueira, who worked in 1991 when Luiza Erundina was the Mayor of Sao Paulo and did not cost City Hall anything, because the technician did not earn money, he earned per hour and those who work per hour do not earn money. (CSS, Theory and Method)</p>
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The polemics in relation to the comparison of Fortaleza's Administrative Reform with the attempt of Luiza Erundina's administrative reform is discussed as much in the ambit of history and organization and the government role and purposes, as in the theory and method.

FUNDAP actually advised the construction process of the Administrative Reform proposal in the capital city of Sao Paulo, which did not get approval, but through another team and not the team that advised Fortaleza. What there is, in reality, is the similarity of method.

The discourse that related the FUNDAP team in Fortaleza to the work of City Hall in Sao Paulo may have been motivated by the similarity of purpose – decentralization – and/or by the need to reduce the resistance of the Worker’s Party (PT) to the intention of Fortaleza’s government. However, what could contribute to the reduction of some resistance may have been, at the same time, a reason for other resistance in the organization sphere, commonplace when introducing innovations with the presence of elements outside the organization.

It is not of little meaning the fact that the purpose was declared by the municipal leader and the methodological approach of Fortaleza’s Administrative Reform had been brought in by external consultancies, an option questioned by other players.

An obvious worry of the organization with the reform was the question of maintaining employment, as at the time the national discussion on reforms in the public sector was informed through the policy of reducing the State, through the logic of “tidying up”.

In this manner, already at its source, the administrative reform of the organization of Fortaleza’s municipal city hall distanced itself from the formulas that revolve around the size of the state apparatus and efficiency disconnected from efficacy. It deals with a reform referred to the question of social development and inclusion. (FUNDAP, Final Report, July 1997, pg. 6)

In Fortaleza, the Mayor is not worried about dismissing, says the consultant Luciano Junqueira, but about reducing the machine. He (Juraci Magalhães) wants to improve the efficacy of attention in services supplied by the public machine through the re-dimensioning and re-adjustment of power and not reducing the number of people. We have to analyze a new way of considering the State and improving its quality. The reform is not just a change of posts, an extinction of agencies. It is a process that has conceptions of management and life for the city. (CSS, Theory and Method)

As seen in the CSS above Fortaleza's Administrative Reform would be a process coming from a concept of management and life for the city.

- The theory and method and the decentralization process

The purpose declared in Fortaleza's Administrative Reform was supported by two pillars: decentralization and intersectoral cooperation.

The decentralization concept implies the transference of power from the center to the outskirts, but it is not always this interpretation that underlies the decisions and analyses.

The use of the decentralization concept as a transfer of decision power or as a delegation to execute actions that come from centralized decisions becomes visible in the different discourses and suggests important contradictions between the reform players, between theory and method and organization.

During the debates in one of the several discussions revolved around the question of power decentralization.

Councilor Néelson Martins (PT) pointed out discrepancies between the explanation of Luciano Junqueira and the discourse of the elected Mayor, Juraci Magalhães (PMDB). "The sociologist Luciano Junqueira speaks of power decentralization, while the Mayor says there will be no division of power. It is a contradiction that worries us". (CSS, Theory and Method)

The difference in conceptual understanding of decentralization is strongly explained in the question of planning which will even inform the reform of the reform, in 2001.

The question of power permeates relationships between the purpose, method and organization. For MATUS (apud 1989), the one that plans governs, "who has the capacity to decide and the responsibility to lead", since it is necessary to have present that "a decision is made applying resources of power and the consequence of applying these resources of power reverts on the one who decides, unloading or stacking up power." (MATUS, 1989).

The concept of what one instance of organization plans and another executes responds to a pyramidal organization model, which concentrates power at the top of the pyramid. There, along with the power of decision, the planning is. In a horizontal based power organization is shared and this is expressed in overcoming the division between the one who plans and the one which executes. The power of deciding, dialogue, of need, with the competence to plan.

All secretariats have the same hierarchic level, there is no relationship of subordination between them, resulting in a horizontally based structure.

It is through the regional executive secretariats that the center of relationships between the municipal government and the citizen is transferred to the local ambit. In them the reorganization of work from the intersectoral perspective aims to make it viable that a new relationship occur between the municipality – as the subject of rights – and the agents of municipal power, considering the peculiarities of population groups and the space where they live. It falls to regional executive secretariats to know these population groups; their needs and particular demands; to subsidize the definition of priorities; to perform respecting the priorities established for the whole population; to establish specific aims for each population group and to provide services articulated in a network of social action. (FUNDAP, Final Report, July 1998, pg. 8-9)

The consultancy in its final report to the municipal government, in July 1997, explains the horizontalization model and the decentralization of power, which implied even the power of planning in a decentralized way. It reiterates that there was no intention of subordinating the six Regional Executive Secretariats to articulating and support of secretariats, as were the Social Development Secretariats, Territorial and Urban Development, Finances and Administration. The responsibility of the articulating secretariats was the role of dealing with questions that were not regional but of the city as a whole, promoting the unit, while the SERs looked at the regions according to their peculiarities. These two visions should inform the planning and decision process in the forum that used to assemble all the secretaries. In this concept the Regional Execution

Secretaries were not regional administrators, but simply executors of policies and plans defined in a centralized way, but had the role of planning in their ambit, including the possibility of accumulating power.

By virtue of this concept, there was a first process of decentralized planning, still guided by the FUNDAP consultancy, in May 1997:

From May 5 to 9, the regional executive secretaries and the managers from Territorial and Environmental Development, the managers from Social Development, and the team and heads of districts, the regional administrative-financial directors and the heads of assistance and protocol headquarters of the six regional executive secretariats, passed through a process of joint reflection on the reorganization of city hall and its objectives and elaborated the planning of their secretariats for the May to December, 1997, period, considering that, in this period, city hall was still in the scope of the pluri-annual plan of 1993-1997 and the first budgetary resources transferred to new secretariats. The teams defined, together, a first list of goals for the period, with the precaution of defining indicators that permit following up the fulfillment of goals and evaluating their results (Document 1 of item III). This joint and shared planning process, vices of public administration which is that of producing a normative plan, referred only to an “updating” of the budget from the previous year. And it aims to introduce a culture of evaluation, through joint discussion and the choice of indicators that allow not only checking results, but publishing the aims, following them up and re-directing them when necessary, from a perspective of situation planning (FUNDAP, Final Report, July 1997, pg. 11)

However, up to what point were this theory and method brought by the consultancy, shared by the organization?

Strategic players of the organization questioned the horizontalization of secretariats, placing on the same level the Social Development Territorial Development Secretariat and the Regional Executive Secretariats, understanding that the latter had the role of execution.

I said to the Mayor that this was a mistake that he was making, because the large secretariats, such as SMDT, SMDS, SAM and ESFIN, they have to be in a level above, because the others are executors, and if I am an executor, I cannot be at the same administrative level as one who is a planner. This is a very big mistake. Another error is the questions of placing planning in the Regional units. If they are executive agencies, they do not have to have planning, planning has to be at a central level, I have to have a planning agency, the attendant, the controller and evaluator of actions, within the planning of SMDS, there I have a team of educators, social worker, administrator, support, there has to be three or four teams and these teams are responsible for each Regional unit there at the front, to say that they have to do it this way, because if they do not do it will happen this way. But if I have central planning and each Regional has theirs, they will clash and no one will make things happen. (Florença)

I think that the question itself, is answered by the cellular management model, because the cells, for instance, they do not need autonomy, autonomy for what. To do something against an agency? It is a question of you changing the concept of isolation, of fragmentation of so-called institutional isofremia for the estubosis concept which is disharmony, there is no parasitism, there is no-one wanting to extort anyone, there is no-one wanting to tell anyone, every cell, every person or every agency give the best they can. There is no use in one regional secretariat going very well, and the other not. It not worth an articulated secretariat, for instance: Territorial Development going well in the sense of carrying out works, another in the social area not going well, because the works are carried out with the final aim of the possibility of improving the social condition of the people. This vision is what was lacking, they are two things: this fundiotic vision that does not admit internal disputes, it does not even admit a deviation from the point of view, it is always a unified thing, a harmonic thing, with views on the management question, this yes. The world today goes through two great crises, one is the crisis of paradigms, in a way of perceiving the world. Quantum physics has been demonstrating this with certainty, proving through $A + B$, part of a phenomenon that

might be observed by a person is enough to make him different, only through simple observation. And still they did not correctly understand or if they understood they did not put it into practice. The second is the management question. Managing, for you to be manager, you do not need to be either a physician, or a professor, or an engineer or an architect, so little you need to give up being, now it is necessary for you to have a managerial vision, a vision of regency. The word “gerência” (management), if you change the “g” to “r”, it becomes “regência” (regency), therefore I talk about management in the sense of regent, I talk about maestro, here and now, it is no use remaining for the next presentation, because is one of them goes sour or errs [...] with the vision of helping here and now, I mean, it is worthless remaining for the next presentation, because if one of them is out of tune or goes wrong [...] with a vision of helping there and now, that is, there is no use in staying for the next presentation, you have to do [...] question is one thing only, that thing at the beginning, it is not even for this that I talk about union, unification, all this is once action. With this it will become good, it will moved, it will be touched, everyone will be satisfied, everyone will give the best they can. Now the sound of a good orchestra is one alone and this cannot go out of tune. (Firmino)

Let me try to explain it a little better, I think that there has to be two things. I think that also regional work alone fragments, because the municipality has to have a municipal health policy, it has to have monitored, centralized coordination. Therefore, I think that the two things have to work. When I think of this, I see my experience as a process. (Fabrícia)

These discrepancies around planning, fed by different concepts of decentralization, are important in the decision process of the reform of the previous reform, carried out in 2001, with consultancy from the FGV.

According to Melo (2003), the adjustments promoted in December 2001 were, centralization of planning; restructuring of thematic areas with sights on the management of large systems of health, education and social welfare, infrastructure, environment, economical development, administration, finances and government

support and redefinition of the skills of the Regional Executive Secretariats and indirect administration agencies, in order to take on, together, the execution of all systems.

- Theory and the method and the process of intersectoral cooperation

The second component of the reform purpose of Fortaleza's City Hall is intersectoral cooperation. The explication of its choice was going through allying decentralization to a new form of operating public administration, seeking to obtain greater synergy in attending to the demands and needs of the population.

Conception is knowing the following [...]. Which were the social policies, how they become part of a new logic, a new political perspective. From this we begin. The first proposal was to read and discuss the question on which the pillars and references of the reform were. Then we work on the question of decentralization, because decentralization, which change manipulates, is what intersectoral cooperation meant. This was the first discussion that we produced on intersectoral cooperation and decentralization. So the problem is for you to create a logic which enables decentralization and the process of access, democratizing access, this is the big question. (Francisco)

The challenge of intersectoral cooperation passes through the concept of a different form of planning, fulfilling and controlling the supply of services, which means altering the whole manner of articulating several organization segments of the governmental apparatus which, frequently, might possess different perceptions and different interests. (FUNDAP, Final Report, July 1997, pg. 23) intersectoral cooperation, I operate intersectoral cooperation from the perspective of social problems, which are manifest in certain territories, because it is linked to territory. Due to this fact I will consider intersectoral cooperation for this area, where the groups are linked and organize themselves. (Francisco)

The question of intersectoral cooperation is explained by the fact that the problems are very complex, they are not located on the perfect boundary. For example, the question of epidemics in the city [...]. The causes, in the case of urban cleaning, provision of

drainage. Therefore it needs a unity that must be more than intersectoral, it would need to be multisectoral, only that the concept of the word intersectoral brings the understanding that it is a sector, another sector, another articulated sector [...].
(Firmino)

Intersectoral cooperation seems to have been understood only as a form of looking at decentralization, concentrating on the regional level and the supply of services from different sectors, without there necessarily being a new manner of operating them.

[...] The idea of regionalization was to bring the service to the user. If a user from any of these districts needs anything from the area of health, from the area of education, he has to move from where he is to go to the headquarters to solve the problem. So the idea of decentralization was exactly to put the services of City Hall closer to the user, to get closer to them. (Fátima)

At the level of intersectoral cooperation, the perspective was that the City Hall that had [...] a single client. And this client, he is our client for health, education, social area, generation of employment and income and there was the need for the sectors to organize themselves in an intersectoral manner and they might be able to respond better to this client. And there was another principle of popular participation. I think that this was worked on very little. We see that the first of them threatened popular participation, I think that it was very [...] I managed to participate in some services with the consultancy, when some ideas were already formatted. Filomena)

Intersectoral cooperation is not made just by physically joining people. “It is necessary for there to be a principle of all who do administration”, she points out. In her evaluation, the idea was not worked on sufficiently with the employees. “Each one was worried with their own sector”. (CSS, Theory and Method)
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The consultancy itself points out the difficulties that the second pillar of the reform would find for its fulfillment:

Intersectoral cooperation is, in fact, more difficult to achieve, since it demands a much broader cultural change. The installation of secretariats in the regions makes believe that the very pressure of demand from the population will make decentralization worthwhile. But the same does not happen with intersectoral cooperation. It will demand a constant purpose from managers and an extraordinary effort to introduce new elements in the organizational culture of public administration. (FUNDAP, Final Report, July 1997, pg. 18)

Even when the social players involved agree with the inadequate former logic and practices that result from it, the creation of a new way of doing things, involves games of power and substitution of cultural values. A new web of relationships needs to be built, to form and make new practices viable. And this is a social construction that, although sustained by legal diplomas and made instrumental, it will take the paths that the subjects of change, managers, employees and citizens, imprint on it through time. (FUNDAP, Final Report, July 1997, pg. 23)

- Theory, Method and Social Participation

The proposal of the first reform suggested that with decisions being taken closer to the citizen, their participation would also be facilitated. The binomial decentralization and intersectoral cooperation would be “a form of democratization of management through the creation of new instances of power” (MELO, 2003).

Its initial directive was decentralization. From the first meetings intersectoral cooperation was incorporated, also as a directive. As soon as decentralization was chosen as a mean of taking the decisions close to the citizen, considering the public organization more permeable to their demands and opinions and intersectoral cooperation in order to plan public services in an integrated and articulated manner, to overcome the fragmentation that until then had characterized the actions of public policies. (FUNDAP, Final Report, July 1997, pg. 6)

In July, already with sights on the pluri-annual planning for the 1998-2002 period, the process of participative planning

wasinflamed, now open to representation from the community. In each region the respective regional executive secretariats, with guidance from the Institute of Municipal Planning from the Government Action Secretariat, promoted meetings with representatives of society to initiate the process of priority identification. (FUNDAP, Final Report, July 1997, pg. 12)

However, this process is certainly much more complex than the physical approximation between users and suppliers and the beginning of the listening with “representatives from society” suggest.

Fortaleza does not have a tradition of direct popular participation in public management. The strengthening of participation returns to the agenda in the 2001 Administrative Reform. Interviews reveal the difficulties observed.

In the beginning I think that it was highly positive, but as you get to know better all the systems, and the political system is no exception to this rule, operates within that famous curve. You grow, you stabilize and after you begin to fall. The systems to the extent that they get older and here we have, for instance, in Ceará a cycle of sixteen years, the system is going down, I mean, that it is already in decline. In the municipality we have a cycle of sixteen years which is completed in this administration, and then the system also starts to point downwards. This idea of management being made participative, is an idea of contributing to the inflection of this curve, you start a second cycle, because you include the community in the process and this community goes on to have a proactive action through participation which it will have in the management process and once more it can motivate and renew this erosion of the system. (Floriano)

The greatest of them all, and this I say with no fear of being mistaken, is that when you involve the community in the management process you maximize the application of resources, you better the priorities that are naturally defined based on daily experiences, you generate transparency in the application of public resource, because the citizen who is participating in that process participates in the demand, in the directing of demand and they participates in the fiscal control of the action, they

havethe say on this, so we are going to achieve on this, God willing we are going to achieve, despite not being educated, nor as mature as, Germany, for example, and the citizen wants to know after each budget how much work “X” is going to cost and why it will cost that much, whether there was no other alternative for carrying out this work with the same quality, the German citizen participates at this level. He participates in this manner. One day we are going to arrive there. (Floriano)

The difficulties in fulfilling the purpose according to theoretical and methodological choices seem to show that these choices did not penetrate the organization sufficiently to anchor the process of change. Elements of organizational culture, as is the case of the planning concept, resisted the discourse brought by the consultancy and blocked the process of change, at its core, as will be analyzed next in the intersectoral cooperation Dilemma of Fortaleza.

3.5.5 - The dilemma of intersectoral cooperation in Fortaleza

As seen in the introduction of this study, the 1988 Constitution, in defining health, does so in an intersectoral manner. The concept of health shaped by the Brazilian Sanitary Reform Movement is made legitimate in the Constitution at the same time in which it recognizes that in order to have health housing, basic sanitation, environment, labor, income, education, transport, leisure and access to goods and essential services are conditioning and determining factors, it attributes to a sectoral policy the role of publishing these determinants and conditions as well as formulating health policies destined to promote in the economic and social fields the observance of health being – in this broad concept – a duty of the State.

Since then the dilemma is experienced in practice this intersectoral concept from a State organized under the shield of specialization and sectorality.

The Coherence Postulate, as seen in this study, became a potent methodological evaluation mechanism of these policies in the ambit of administrative reforms in the municipality of Fortaleza.

Taking into consideration the concepts of determinants and conditions in applying policies and the relationships of these with the history and organization, role and purposes of government and theory and method, the following may be observed:

- a) from the point of view of history and organization in the post-election period of 1996, already in course for his second mandate and having, according to him, the need to modify the organizational structure of City Hall, Mayor Juraci Magalhães was assembling the historical conditions to configure new purposes that might redirect the role of municipal government;
- b) it may be perceived that the Mayor had in a clear and evident manner the desire to promote decentralization and that in the process of building this purpose aggregated another; that of intersectoral cooperation;

- c) with these purposes the elected Mayor and his team lacked the theoretical and methodological support that might allow its fulfillment.

So when these facts are analyzed in the light of the Coherence Postulate where are embedded the determinants and conditioning factors of this scenario, the following is observed:

1. According to the determinants of the postulate, the purpose determines two-fold, that is, it determines the method and the organization. The method in turn determines the organization. Makes it clear how the purpose was a determinant in making Fortaleza's administrative reforms viable, as much as the one in 1997, when the process of decentralization and intersectoral cooperation was implanted, as the 2001 reform, when decentralization was maintained. However, through organization problems, as seen in what follows, intersectoral cooperation was reversed.
2. As the conditioning factors of the postulate indicate, the organization conditions two-fold, as it conditions the method and the purpose. The method in turn conditions the purposes. This makes it clear how the organization conditioned the process of administrative reform, excessively on intersectoral cooperation, as a consequence of natural resistance of a structure historically built under the protection of fragmented practices and knowledge.
3. Sensitivity of the postulate to the conditioning factors attracts attention. In the case of Fortaleza, in the 1997 reform, the Mayor imported a methodology that was coherent with the purposes, but was contrary to the organization logic. As the organization conditions the method and the purposes, in the 2001 reform he sought a method and a theory, also imported, however this time with the clear objective of adjusting the organization, within the construction of a new purpose, from the 2000 election, to adjust the organization, in other words, to solve the problems created by intersectoral cooperation it proceeds to be the new purpose.

In view of what could be observed in this study, it becomes clear that intersectoral cooperation, especially as a means of putting public policies into operation with the objective of applying a broad concept of health, remains a dilemma for western society, which has been shaped from the middle of the 19th century until today.

There are several reasons for this dilemma. One of them, as seen in the study of Fortaleza, is the organizational nature of the modern State. The State, an offspring of modernity. The State which is organized from practice, knowledge and interests produced by the formulation and implementing sectors of public policies.

3.6 - Curitiba

3.6.1 - The city

Curitiba is 309 years old. On March 29, 1693, the Vila de Nossa Senhora da Luz dos Pinhais was founded, by order of captain-colonist Matheus Martins Leme. Years later the villa would be called Curitiba. There is a certain controversy around the name of the city. Two versions prevail: the Tupi, Jê and Guarani Indian people – such as the Tingüi – used the expression Coré (piñon) Etuba (many); the other version, also in Guarani, comes from the combination of Kurit (pine tree) and Yba (large quantity).

This change came about in 1721. At this time Raphael Pardiniho Pires undertook the audit of the city. He was, probably the first authority to concerned with local environment, beginning a tradition for which Curitiba is still recognized today. At that time, the city developed actions for pruning trees, responsibility for springs and housing.

In the 19th century Curitiba had an important economic visibility especially from cattle driving. A strategic point on the road from Viamão, Rio Grande do Sul to Sao Paulo and Minas Gerais, the settlement saw commerce grow with the passing of cattle drivers. The leasing of farms for the winter transferred their inhabitants from the

country to the settlement. Shops, stores and business offices appeared close to the transport of cattle. With the development, the emancipation of Paraná was achieved. Thereby, in 1853, Curitiba became the capital.

As the example of Fortaleza, Curitiba had its urban planning initiated in the middle of the 19th century and in 1853 was chosen to be the capital of the new province of Paraná. From that time up to the beginning of the 1940s, the city adjusted itself to the fast population growth. The first Code of Works and Posture is elaborated in 1895 and already in 1903 the use and occupation of the land are hierarchized.

In 1943, the Agache Plan was elaborated, formally structured towards urban planning. It predicted radial growth, definition of areas for housing, services and industries, transport restructuring and sanitation measures. Due to this the first Law of Zoning in Curitiba is approved, in 1953.

In 1964 a contest was promoted for choosing the Preliminary Plan of Urbanization. This plan proposes an improvement in the quality of urban life in the city through a linear model of urban expansion.

In 1965 the Institute of Research and Urban Planning of Curitiba was created to specify and observe execution of the plan proposed by Serete Society and by Jorge Wilhelm Arquitetos. This plan is discussed with the population in a series of public debates, named "Tomorrow's Curitiba".

Approved in 1966, the plan included, among its basic directives, the hierarchization of the transport system, the zoning of land use, the regulation of land sub-division, urban renewal, preservation and revitalization of traditional historic centers and the offer of public services and community equipment.

In the 1970s the Urbanistic Director Plan starts to be effectively implemented, under the accompaniment and guidance of the IPPUC. One of the great concerns of the institute in this process was to assure the historical and cultural dimensions of the city in the physical, economic, cultural and social spheres.

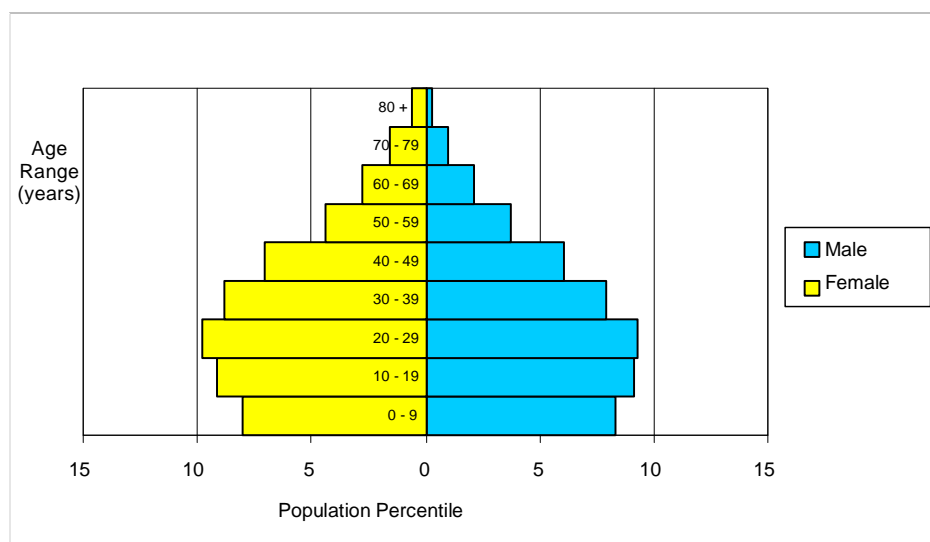
The 1980s are marked by the growth of Curitiba and by increasing participation from the population, which induces the city to give priority to social actions. This decade is also marked by decentralization. The city is divided into Regional Administrations in view of making City Hall closer to the citizen. Towards expanding social equipment greater and better planning is required. The Single Social Fare is instituted, which supports the implantation of the Integrated Transport Network. From that Curitiba's Transport System came to international notice. It became synonymous with humanization and efficiency of successful public policy.

Another public policy considered an icon for Curitiba and that marked the 1990s was that of the environment. The city today has approximately thirty parks and urban forests. Also from this decade is the idea of integrating public policies, from existing policies. Therefore, through an initiative from IPPUC and IMAP technicians the idea of intersectoral cooperation was born. The proposal was: How to integrate environment, health, education, social area, leisure and transport policies? In this context, the election of Mayor Cássio Taniguchi took place in 1996. This way, basic projects were born.

- The city and some of its indicators

As the following graph and tables show that Curitiba currently has 1,671,193 inhabitants. In its population pyramid, according to is seen, Curitiba has already started to adjust itself as a city with an older population. In comparing the population of Curitiba with that of Fortaleza, it can be observed that while in Fortaleza 1.8% of the population is under the age of 1 year, in Curitiba this number falls to 1.5%. The same occurs in relation to the 10 – 19 year old population, while in Curitiba this percentile is 18.2%, in Fortaleza it is 21.2%. Already in regard to the population of young and elderly adults, these percentiles start to reverse. In the 20 – 49 years old population, while Curitiba has 49% of the population in this age range, Fortaleza has 45.3%; and in the population over 60 years old, while Curitiba has 8.4% of the population in this age range, Fortaleza has only 7.4%, which may be characterized as a

demand with greater pressure on public policy from the elderly population of the city of Curitiba.



Graph 17- Age Pyramid – Curitiba - 2003

Source: Caderno dos Municípios, Secretaria Executiva/Ministério da Saúde.

Table 8- Resident population by age and sex – Curitiba - 2003

AGE RANGE	MALE	FEMALE	TOTAL
Under 1	13,485	13,019	26,504
1 to 4	55,536	53,130	108,666
5 to 9	70,118	67,311	137,429
10 to 14	72,295	70,897	143,192
15 to 19	80,038	81,548	161,586
20 to 29	155,795	162,886	318,681
30 to 39	132,910	146,936	279,846
40 to 49	101,225	118,045	219,270
50 to 59	62,160	73,180	135,340
60 to 69	35,119	45,971	81,090
70 to 79	17,229	26,636	43,865
80 and +	5,145	10,579	15,724
Not known	-	-	-
Total	801,055	870,138	1,671,193

Source: IBGE, Censos and Estimativas.

In relation to the levels of literacy, Curitiba today has 94.2% literate population as observed in the following table. In Fortaleza this rate is 85.4%.

Table 9- Proportion of literate resident population by age group – Curitiba – 1991 e 2000

AGE RANGE	1991	2000
5 to 9	61.1	67.1
10 to 14	98.1	98.9
15 to 19	98.5	99.2
20 to 49	96.4	98.2
50 and +	85.6	90.6
Total	91.2	94.2

Source: IBGE/Censos.

As for the sanitary indicators, the following tables show that 98.6% of residents in the city have running water supply available. Regarding connection to the sewage system or pluvial network, 75.7% of the population is served by these services and 19.5% use a septic pit or a rudimentary pit. As for the disposal of refuse, 99.5% of this is made through systematic public collection.

On the health accoutrements of Curitiba, the following tables show, the city has, currently 317 Health Units. Already in regard to the number of hospitals and hospital beds, there are 31 hospitals, for a total of 5,406 hospital beds.

Table 10 – Proportion of residents per type of water supply – Curitiba - 1991 and 2000

WATER SUPPLY	1991	2000
General supply network	97.1	98.6
Well or spring (on the property)	1.8	1.0
Other form	1.1	0.4

Source: IBGE/Censos Demográficos.

Table 11-Proportion of residents per type of sanitary installation – Curitiba – 1991 and 2000

SANITARY INSTALLATION	1991	2000
General sewer system or pluvial network	58.5	75.7
Septic pit	26.9	16.4
Rudimentary pit	6.8	3.1
Ditch	3.8	2.2
River, lake or sea	-	1.8
Other drain	0.6	0.4
Type of drain not known	0.6	-
Do not have sanitary installation	2.8	0.4

Source: IBGE/Censos Demográficos.

Table 12-Proportion of residents per type of refuse disposal – Curitiba – 1991 and 2000

REFUSE HANDLING	1991	2000
Collected	97.2	99.5
Burnt (on property)	1.5	0.3
Buried (on property)	0.3	0.0
Thrown away	0.8	0.1
Other destination	0.2	0.1

Source: IBGE/Censos Demográficos.

Table 13 – Number and proportion of units per type of service – Curitiba – Dec/2002

UNIT TYPE	UNITS	%
Health Unit	1	0.3
Health Center	58	18.3
Polyclinic	15	4.7
General Hospital Out-Patient Unit	11	3.5
Specialty Hospital Out-Patient Unit	9	2.8
Mixed Unit	-	-
General Casualty /Emergency Department	2	0.6
Specialized Casualty Department	1	0.3

Medical Office	39	12.3
Mobile Fluvial/Maritime Unit	-	-
Specialty Clinic	51	16.1
Psychosocial Care Center/Cluster	6	1.9
Rehabilitation Center/Cluster	2	0.6
Other Diagnosis and Therapy Auxiliary Services	67	21.1
Mobile Land Unit for Medical/Odontological Care	1	0.3
Mobile Land Unit Programmed to Face Emergencies and Traumas	1	0.3
Pharmacy for Dispensing Medicaments	1	0.3
Family Health Unit	42	13.2
High Complexity Center in Oncology III	-	-
High Complexity Center in Oncology II	-	-
Health Surveillance Units	9	2.8
Non-Specific Units	1	0.3
Other Codes	-	-
Total	317	100.0

Source: SAI/SUS.

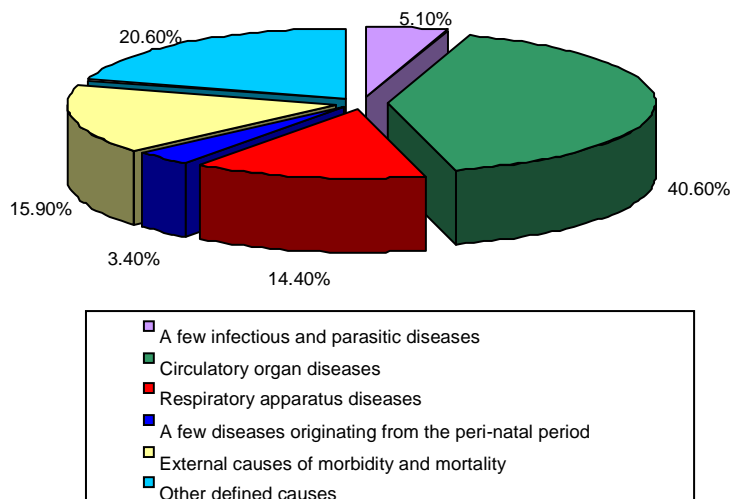
Table 14 – Nature of hospitals and hospital beds in Curitiba –2002

NATURE	HOSPITALS	HOSPITAL BEDS
Public	2	110
- Federal	-	-
- State	1	50
- Municipal	1	60
Private	24	3.578
- Contracted	16	1.739
- Benevolent	8	1.839
- Labor Union	-	-
University	5	1.718
- Teaching	-	-
- Research	5	1.718
- Private	-	-
Total	31	5.406

Source: Datasus/Ministério da Saúde.

In reference to proportional mortality, according to the following graph, 5.1% of deaths in Curitiba are due to some infectious and parasitic diseases (in Fortaleza it is 6.4%); 40.6% due to circulatory system diseases (in Fortaleza it

is 33.2%); 14.4%, diseases of the respiratory tract (in Fortaleza there are 13.6%); 3.4%, a few diseases originating in the peri-natal period (in Fortaleza there are 7%); 15.9%, external causes of morbidity and mortality (in Fortaleza there are 19.2%); 20.6% other defined causes (in Fortaleza there are 20.7%).



Graph 18- Proportional mortality- Curitiba – 2003

Source: Datasus/Ministério da Saúde.

3.6.2 - History and organization in light of the coherence postulate

As the example of what was written about Fortaleza, where there was analysis of the process examined in the municipality in light of its history and organization, in this chapter the aim is to do the same with Curitiba. The empiric material collected in the study of the city refers to the history from the 1996 election and the whole process occurring around the implantation of matrix projects already in the first year of Mayor Cássio Taniguchi's administration, begun in January 1997.

- Recent history

- *A cycle of Mayors from IPPUC*

As seen previously, in the 1960s a contest was held to choose the Preliminary City Planning Scheme for Curitiba and from that the Institute of Research and Urban Planning in Curitiba was created. According to what can be perceived, the influence of the IPPUC was meaningful in the life of the city, not only by the theoretical landmark produced in the urban development of the city but also the policy point of view. The institute was created in 1965. In 1971 (for the 1971-1974 period), the then technician at IPPUC architect Jaime Lerner is appointed Mayor of Curitiba. In 1979, Jaime Lerner is appointed Mayor once again, to carry out his mandate in the 1979-1983 period, and in 1989 he was this time elected for the same post, where he remained until 1992, when he was succeeded by a like-minded city planner and technician at IPPUC Rafael Grega. Rafael who was in office in the 1993 to 1996 period. In 1996 the engineer Cássio Taniguchi was elected, also an IPPUC technician. Cássio held his first mandate in the 1997-2001 period. In 2000, he was reelected for the 2001-2004 period.

As seen, in its 39 years of existence the IPPUC stood out through the presence of its technicians at the frontline of Curitiba's City Hall for 24 years. This tradition is marked in this study, and, according to the interviewees, constitutes a reference to the theoretical landmark produced in the field of public policies in the city.

Another institution that was born before the IPPUC and which in the formulation process of strategic projects performed a relevant role was the Municipal Institute of Public Administration, created in December 1964, by Decree n. 1,487, when it received the name of Institute of Municipal Administration. Of an autarchical nature, it had the aim of maintaining courses in public administration and public servant improvement. Its performance scope was being broadened, and in June 1991, with Law n. 7,671, was transformed into IMPA. In 1994, a new law instituted the School of Public Administration as a substitute to the Directorship of Human Resources (IMAP, 2004 http://www.imap.org.br/o_imap/imap_historico.htm access on July 2, 2004).

There you have a trajectory. The municipal government has already come from the 1970s, a team that was rejuvenating itself through new generations entering into the team. But here there is a humane line. Because Jaime Lerner comes from a French line, from post-graduation in Paris, with a vision then of European

humane planning. With the strong ideology of a contextualized humanistic director at a time of exception. Jaime Lerner in his first term was appointed to office, he was not elected. Within a government of exception, where he can introduce a series of projects in an authoritarian manner through a logical context. But from highly humane conceptions, preservation of the environment, historical patrimony, as a matter of preserving culture and he then goes towards transport and to what degree it is a collective vision of circulation. (Caetano)

What can be seen is a strong presence of thought from the governing group since 1972 that was maintained in power with different components. You have a humane vision there. There is the matter of the image of the person who watches over the city block, he is not the guardian of the block, but is the person who takes care of the interests of a territorial unit. (Caetano).

Some interviews define the purpose of administration relating it to the experience of the staff from the IPPUC where several mayors came from.

Well, as I am an engineer, I have mathematical training, and matrix is one thing that we learn, as much in the vertical, horizontal, sense, and later there are three dimensions in the time factor. So these things were already clear a long time ago, and it is a thing that arose naturally in a way that, as president of IPPUC, I had to work in all areas. Not only in the area of planning itself, but also in the operational area, which will effectively touch on the project. (Cristiano)

Cássio is a graduate in electrical engineering at ITA. This makes him have a definitive vision of a differentiated game. Very young he already came to work and dedicate himself to a project in the new government of Jaime Lerner, from 1971 to 1974. At this time, Dr. Jaime Lerner, was also part of the IPPUC team. (Caetano)

There is a fact that precedes the implantation of matrix projects. It is the matter of the mayor's technical training for his performance within the government team in the first government team of Jaime Lerner, and in the second of

Jaime he accompanies him when he goes to State government. Cássio is a planning technician. In the State he found a lot of difficulty in making management with planning viable. And so when Cássio comes for his first office in 1997-2000 in Curitiba, he comes with the experience of the difficulties in state government, and he personally goes on to coordinate the implantation process of the matrix projects. (Caetano)

The tradition of urban planning in Curitiba stimulates the construction of a planning process likewise in public municipal management, developed through forming matrices from 1997.

*I believe that the relationship between management strategy by project and the planning tradition of the city is in the magical world of planning, because we understand that to give a real leap in quality, it is no longer enough to have just that vision of physical-territorial planning of the city, but planning of all the sectoral policies, in a much more integrated manner. When Cássio won the elections as mayor, before he took office, already, when the transition government was being built, in November, December, we had already proposed that he implant the matrix performance system, precisely linked to that philosophy in which Curitiba stood out in the urbanistic-environmental area because it had already a whole history of planning in this area, and in terms of administration, intersectoral planning in other city hall activities, **no**; despite the fact we have historical planning in the health and education secretariats, but they were isolated points, health continues being a great forerunner for us in terms of planning and the intersectoral question, health has always had this very clear, but even in federal legislation matters committed us to this; not other areas. So we understood that even for a question of updating, modernization, of a more current vision of management itself, you had to make planning integrated even to the whole activity of city hall, grabbing the hook that worked in urban planning, because it is a city that was considered physical-territorial and not the*

management question; so much that if you seek written materials, we will find a good example, “Refuse that is not refuse” is a program known worldwide; when we were going to find something of reference there was nothing because our habit in Curitiba was always to create this, there is even a phrase from Homer: “first we invent, then we create”, we see what it is for, and with this spirit of creativity, of innovation that Curitiba has always had, we did not worry very much about the formal question, we went on inventing and making things happen and we understood that to mark history of public management you had to have the same thing in the area of urban planning, which is a recorded, written history,; if you search in Curitiba, you will find a series of publications about planning, the transport system, even the urban-environmental question, city parks, sanitation; but you will not find anything on the area of public management itself, it was here that we saw that we really had to make this advance. (Carla)

At the beginning of the first period, in 1997, technicians from the IPPUC left this agency to command, as project coordinators, the introduction of the matrix model in the structure of City Hall. In this manner, the group identified as the Sorbone do Cabral penetrates the organizational apparatus carrying their experience in planning and evaluation, to carry out 22 strategic projects, which corresponded to the twelve government commitments (plus 10 taken on at the beginning of the administration, developed in matrix manner with all the secretariats).

There are contradictions in relation to the number of matrix projects as is seen at distinct moments in the Annual Report of Curitiba’s Municipal City Hall of 1997. In some texts 24 are mentioned (CURITIBA, 1997, pg.1), and others with 22 (CURITIBA, 1997, pg.205), others with 23 (CURITIBA, 1997, pg. 105) and in the following speech, 25.

It is clear that in the first phase we began with a small number of projects, there were twelve, and suddenly they increased to twenty-five. Maybe it was a big mistake. I think that we do not need to have so many projects like this. On the other hand, some

projects that we established as mother-projects, or strategic projects, were very extensive, fluid, which therefore had a very large multiplicity of actions. (Cristiano)

The secretariats remained with their historically constituted power and the legally attributed roles. A new locus of power appears, however, which are the strategic projects for the city, those which have another leadership. This leadership, consisting of a group of planning technicians, however, does not have resources to carry out the projects, being dependent on the contribution from secretariats.

In the beginning I think that it was a really a good relationship, because there was permanent dialogue through periodical meetings. It is not even just to account for, but to evaluate. I think that this was a very good thing. We brought in several animators. It was important, because we created a very strong team spirit. Also in the matrix that went straight to the coordinator. How do we do this? There was much more knowledge there at the front than with the secretary. Then this created a certain domain, a certain problem with the secretaries. But we did it [...]. (Cristiano)

I even instigated a little of this. The IPPUC, of course, was always, since its creation, it was always the organizer [...]. That thing, therefore. The Sorbone do Cabral, of the journalist. In fact it was even a stupendous critical mass, and there in the IPPUC they already had not only the area of architecture, but also the social area. There the personnel from all the areas were involved, and perhaps they lacked just the management aspect of these projects in the sense of the word. There IMAP enters the scene, it came in with all the technology, it researched, it sought out what existed of the most modern, most efficient, since to get in to this whole issue is not so easy. But to take on things that work effectively and this it is clear created certain competition, a healthier one. (Cristiano)

During Taniguchi's administration periods there were some structural changes in the organization of City Hall, with the extinction of secretariats, mergers.

In this period we abolished the Sanitation Secretariat, because we understood that there was no reason for the sanitation area to be

separate from the PublicWork Secretariat that already took care of macro-drainage in the city, and a part of it which is environmental education completely linked to the Environment Secretariat. We abolished the Industry, Commerce and Tourism Secretariat because we had an S.A. mixed economy, which is the Company of Development in Curitiba, economic development of Curitiba, which really takes care of the promotion question, and we understand that tourism is economic development, therefore there was no reason to have a secretariat in direct administration. These were two things overlapping. We therefore unite tourism, we create a directorship in the development company, and part of industry and commerce was absorbed by the company; however, industry and commerce and tourism no longer existed. Attribution did not cease to exist, nor did the activity, but it ceased to exist with a functional structure. Now (in the second administration period) we abolished the Children's Secretariat. In reality this extinction process we had already been thinking about for some time, but now we feel prepared to face it. First, it is a politically sensitive question. When you terminate a Children's Secretariat, the first reaction of politicians is to say "Gosh, what social stock is this, what priority is the mayor giving to the social area ending the Children's Secretariat?" The impression that it gives is that he will no longer care for children in the municipality, do you understand? Then this is an obstacle that we faced, but we understood that to fulfill the Law of Directives and Bases for Education, which is a federal law, it was mandatory to organize up to the year 2007 the kindergarten area, which is child education, to be absorbed by education, because the law recommends that education must be dealt with through education, and we understand that a kindergarten is not a social service, it is an education process, and in passing the kindergarten over to the Education Secretariat even more value will be given to these public servants who today are there in the kindergarten area and the whole sector of risk care, children and teenagers in situations of risk, passes therefore to the Foundation for Social Action. (Carla)

Although these structural changes have occurred in the sense of extinction or merger of secretariats, this was not the highlight of the process. What stands out more is the change of the logic of operation – which was vertical and parallel, to a matrix logic, where the question of interdependence is highlighted – and from the introduction of a new group of power, which exercised the need to do by means of dialogue,

interaction, since it does not receive resources that allow it to be put into operation in an isolated way.

In chart 9, at the end of this item, the implemented matrix logic is explained.

There is no specific budget for a Healthy Life. The budget is a joint one, a little from health, a little from the Sport and Leisure Secretariat. Each secretariat takes on their cost. In the first administration, the Government Secretariat took on the heavy cost of the Healthy Citizen Project. Therefore in the Healthy Citizen, there was a budget in the Government Secretariat. It became more like a project. It begins with the construction in the IPPUC, but for us finally, the Government Secretariat ended up taking on the responsibility. In operation many of the conflicts between secretariats. Then it came out as Government Secretariat.

The initial argument was that the budget was already outlined by secretariats and the intention was that the projects had their own budgets, which would not be confirmed.

It is, in the beginning, clear, we went through a period of adaptation, the projects were formed in a general manner, all areas involved, but there were some problems, such as the budget. The budget was already defined. After, in the second year we had to make the PPA, the RPO, and with this we already established a budget for the project. It is clear that allocating part of health, the part that deals with the Sport and Leisure for Education Secretariat, the combination, in this conception, entered directly into the budget per project, and from this also arose the total management of projects. I mean, it is a good instrument for whoever is in action, but not for the governor, for the manager. (Cristiano)

The budget will be elaborated on projects. Even the councilmen already understood. They understood and helped us, look, it is good to see this cooperation. (Cristiano)

They already counted on the budget from each secretariat. Unless when it comes like this “financing by the Employment line up”, then that project had financing, but most of the other projects depended on money from the secretariats. So how are you doing this? (Cláudia)

The conception was that the city’s day-to-day maintenance services would be the duty of the sectoral secretariats.

I say project when the thing has a beginning, middle and end. It has resources. It is listed within the priorities of the government. The rest is maintenance. It is another story, a good maintenance of the city, good assistance in services, a good listening channel. “Ah, Maria there asked for the cleaning of the ditch near her house”, it took fifteen days, but we went there and we did it. This is maintenance, they are normal services of the city. Now, projects. We will make a Line now, the Axis, then this is an enormous project, it comes with financed resources, this you really have to settle and even fall with your mouth open, to do this. Difficulties exist. There are advantages. (Cristóvão)

There are signs that the technicians of external planning, that is, from IPPUC and IMAP, had some dialogue with the technicians from the secretariats, but difficulties in the relationship with the secretaries.

Look, in the first administration, as in this administration as well, we always have what we call articulators. Let’s say, we have several secretariats involved, in the case, of the “Line” of tourism: URBS, environment, municipal government, the regionals. Then we have key-people from these secretariats. They are not the secretaries, but they have a strong links with the secretaries, they came to participate in the initial composition of the project, the mission, and this was discussed together with these people. For instance, when I have to talk to a secretariat, with a regional, normally the first bridge is with these people and then I arrive, if it is the case of the secretary, I introduce this person, he goes along and so on. And within the secretariat the necessary work is

carried out, the necessary action for the project to be fulfilled. This even works well, because you keep in contact with the secretaries, the articulators have participated. In some secretariats this is already changing, and because of the changes this becomes quite confusing, because you lose the link, then you have to start the project, take everything back, you lose a lot of time rescuing the relationship that you had within. Sometimes the person, with these changes, is no longer in the secretariat, so this link ends up being broken. And this is difficult for us, right? (Camilo)

Look, I see it this way: at the technical level, let's say, there is a great collaboration. If I need collaboration from a person at COHAB, technicians, any secretariat, as long as I say "I'm from "Linhaõ" and I need this", doors open. At secretary level it is a little different. Each one pulls to their side. So I find it much easier sometimes to work with the technician, and the technician leads to the secretary, than try to get the secretary to come down. Because sometimes, it is not his priority. Therefore at the technical level you manage this relationship. With the secretaries it is more difficult even because they have other commitments, other focuses, that type of thing. Sometimes you think that the focus of "Employment Line" in the secretariat is one thing, but the secretary is not even involved, he wants to do his own project. (Camilo)

Indeed, the clash between the established power of secretaries and the new power of coordinators (managers of strategic projects) does not take a long time to appear, since, as the speech of one of those interviewed explains, the project was counter-hegemonic and, in some cases, clearly disputed the attributes of sectoral secretariats.

If we had placed the coordination of the project onto a trustworthy person of the secretary for that portfolio where the project had more affinity, it would certainly have been something else. For instance, there was a project from the social area that was called "Coração Social" (Social Heart). This project was coordinated by a person who was already from the social area of IPPUC and who was a competent

practitioner, only he had to “clash” with the First Lady. This was a mistake then, wasn’t it? Another that this person coordinated what was the “Healthy Citizen”, “clashed” also with the health sector, only in another perspective, I would say that in a perspective of collision itself, heaven knows, of wanting to make another parallel health project, something of the kind. So, the “Healthy Citizen” continued and became “Healthy Life”. After, I think that it lost strength at that time, even because of these misunderstandings, but with “Coração Social” we had to dismantle the project and pass it over to the coordination, that is to say, this was our will, but it did not work out, for a collegiate of secretaries in the social area. Later it went badly and was left on the side, but this did not happen to all, no, despite all the difficulties, despite not having been able to proceed with all that which we knew was possible to proceed, but I consider that the experience was successful, it was very positive, it marked, I would say, a whole management style, which continued later, pulled strongly by some players, as in the case of IMAP in some secretariats, but which went on to become, let’s say, the whole philosophy of management design, not just of urban planning. Urban planning gets a culture from the IPPUC, because it is something very rich, a tradition, a culture, but which never really encountered leadership capable of getting there and making a change in it, taking advantage of this whole tradition, all this accumulated knowledge, making this transformed from a management point of view. (Cícero)

I think that Curitiba’s City Hall has a weighty administration, in other words, after a complete effort like this, I left three months ago, but we continued having the same old problems of missing deadline, projects, and priority changes. I attribute this to the fact that this administration project that we were doing and that at a certain moment became almost hegemonic, never was hegemonic. It was contra-hegemonic and as a project it was not secondary. It was even respected by everyone, but at heart, who really had that as a new path was one more group of people of intermediary managers, public servants, but of a high order, I think never saw

anything there. The Mayor at times was convinced that it was here, at other times he was tolerant, at other times he made a bet, saying this: "Let's see if it works, I am really keen to get there" and as the thing was difficult, complicated, then we sometimes thought that he was almost organic to the project, it ended up slipping through his fingers, do you understand? I believe in this, it ended up prevailing, let's say, because people made a lot of comments, from the corridor, such as. "Good, this is a great laboratory, but in practice we have to do as we always did before and so on" and some leaderships, which is: of traditional administration, very strong, with some characteristics like: "Personnel is technocratic, centralizing", I would even say saboteur of systems, because systems would bring transparency. I remember that we had tremendous difficulty in mounting the project monitoring systems, and we had more than sufficient equipment for it, the difficulty was a query related to the very theoretic model of the thing, or more than this, to the model of power management, of information, because for us there was not even a problem, we knew what we wanted, we wanted a lot of people participating, learning to plan, learning to talk and people even believed that despite a possible initial barrier, it would gain more and more speed, every year that formula would be gaining strength, becoming more effective, projects going on to be more economically efficient, with greater social result and all that, but the people did not believe much in this and at the same time there was another political blow. (Cícero)

When the IMAP started bringing all the methodology of strategic planning, carrying out all the training of people, it was on top of a single focus. Therefore, it was as if it were a large umbrella, because they went on opening and opening. So we started to develop strategic planning, but in several situations. It was on the handicapped, it was on the elderly, even to mount strategic planning, it was tiring, and wearing. When we went to training for strategic planning, which IMAP spent some days doing, it brought an advisor to work. Today I think about the evaluation and say this "But it did not work, it

was not going work". And why was I so very ingenious, that the advisor was fighting to do strategic planning, because he was not managing to make some logic of all that. We were really beside separating by area, but at the time there was that thing there was no linking. (Celina)

Then when you start delivering the mission, that thing, the mission from where they, during the training course, come to a conclusion that they would have to integrate with all programs in the social area, just that it would, of course, come up against the whole proposal of the first lady's portfolio, that she has this role, of making integration. Then I remember that even Sandra from IMAP said "my goodness, but she will clash with Marina". (Celina)

Other than the power dispute between secretaries and strategic project coordinators, there persists a characteristic from the traditional sectoral model, where the parts are distributed to different power groups, which is the competition between the secretaries themselves and the internal distancing between the central level of secretariats and regional units.

I think that this competition between secretaries has good points and bad points. It depends a lot on the secretary. If the secretary has a vision of the City Hall ensemble, sometimes there is a secretary who is outside the City Hall structure, if he is, let's say, then he will not worry much about this. If there is a secretary who worries more about the city, we notice this difference. (Camilo)

We do not even have much relationship with the secretariat. They are closed, they are sectoral. They are really sectoral. And for us, in the regional unit, it seems that we are no longer part of that secretariat. We are part of the the Citizenship Road Secretariat, which is one thing, and quite different in practice. (GFC)

At the time, we ended up staying, we ended up being some kind of competition to the secretaries, because sometimes the secretary was not very technical, sometimes he did not

know much about the issue, and felt uneasy at meetings. And at other times not so. At other times the secretary was very aligned with the coordinator, as the manager of the project, and the thing flowed very well. I have not seen it this way, in this formula, a thing that did not work because, from the moment that you set up your group of projects along with the secretary, this will then depend on the coordinator. If he is a hard person and does not have much relationship to the case of the executor, this starts to create disputes. So there has to be great harmony, because it is they who are going to carry it out, to make the project work. (Cristóvão)

The introduction of matrix logic demanded a learning process of the organization.

IMAP has as its mission to improve government capability, and what is this? It is for you still leave the bureaucratic model, because I believe that the practice in Brazil is still 80% of it in a bureaucratic administration model, despite our discourse this 80% in the management model, and we understood that this improvement of government would of course pass through this, as you break up the questions of bureaucratic barriers within the public machine? And one of them, which we understand as powerful, is the question of the sectoral barrier, of sectoral vanities, when, for instance, someone from the Supply Secretariat does something and applies the seal “Supply Secretariat”, health, education, public work, and you end up having a purely sectoralized vision, you arrive at the citizen’s position not recognizing City Hall in that action, he does not recognize it as being from the municipality, exactly due to this break in action, so we understood that the 1st barrier that we had to break was this, and move on to have strategic government projects, so they would no longer have sectoral projects, but would be government projects, that must of course have the official seal of Cássio Taniguchi’s authority, which was what we were taking on; and IMMAP then entered as a public administration agency, to look at public administration, to bring in new knowledge. In 1997 we brought to City Hall, for all agencies the idea of matrix operation, so

we were the ones who brought the means for how City Hall would go on to work from that moment on, how the composition of strategic levels of command would be made in relation to projects, training all this personnel, because we had excellent technicians, but an excellent technician may not necessarily be a good manager. And for him to coordinate a project or represent his secretariat in a project, of course he has to be a manager because he has a whole team behind him, in other words, his secretariat or one that he might have there, multisectoral, in the project, and to administer this. So our 1st attempt was to prepare City Hall and all agencies to work what was matrix in nature and to work with these technicians, on this 1st occasion we developed the training of some 800 technicians, more or less, on the problem of how the matrix operation would happen and then IMAP bringing in planning methodologies, meeting methodologies, accompaniment and evaluation methodologies, monitoring each area, bringing in our technicians as advisors, we decentralized IMAP and every two technicians, more or less, accompanied each strategic project, to feel what was the reality of the project; because it is one thing for you to plan the four walls, distant from reality, and another for you to experience reality. So our technicians were experiencing the reality of the project, this so that we could carry on regenerating the planning itself for us in a good sense. Now, enough tools, project accompaniment, people are already expert, or can stand no more; or even reach the conclusion that the MS, which was a tool that we were using to achieve the project, was no longer appropriate because it was extremely heavy, tedious, and not all the technicians were able to use it as a useful tool, and it was also our role to identify, look, this is no longer working, let's go on to something lighter, it was marking limits all the time. We accompanied and coordinated all this matrix project, so it was a process where project coordinators were allocated in the IPPUC with administrative capacity, they were technical coordinators, allocated at the IPPUC, but coordination of the management process was from IMAP, because the administration question is ours; in the IPPUC their problem is research and urban

planning, so there could even be a distortion of roles if we went the opposite way. (Carla)

The change was radicalized in the second administration of Taniguchi, with the projects moving on to the command of the secretariats.

In the first administration projects were managed, in other words, who was pulling the projects along were people from the IPPUC. They were bringing in people of reference from each secretariat, people indicated by the secretary, the secretary was indicating people to comprise a group and this group used to meet in the IPPUC, under IPPUC coordination, for planning and later implementation of projects. (Cecília)

What changes in the second administration is that the projects go on to be the responsibility of one secretary, of the secretary, from the secretariat with most affinity towards that project theme. So, as in “Healthy Life”, the basic essence of the project is health, quality of life, health promotion. This project remained under the responsibility of the Secretariat for Health. And it is its responsibility to delegate to one person who will carry out the coordination of all similar secretariats. And the people who come to make up the group are also indicated by the secretary. (Cecília)

In the second administration it happened like this, because we did not have the means to embrace the world, this is impossible. For example, the project that the military police is operating there, we go there, make a visit. Projects, together with IPPUC, are one thing. It became divided. The social area, it had so many projects. At the time the federal government offered the Sentinel Project, we saw it as a good project. Sentinel I think that it is health together with FAS, which was the Secretariat for Children joined up with the FAS. But it is they who are operating it. Every two, three months we carry out supervision, but not in a manner like this “how is the project? It is late, it is so” No, because they have the chronogram. I accompany all this on the computer, I have all the data. I authorize their password and I accompany the development. And the Mayor there in his office tracks all the

projects. So we remain, let's say, executors only of projects for which the secretariat is responsible organically, directly. If not there would be very much confusion. This is what change is. (Cristóvão)

It is, it was a very big change, because now we do not deal with the Mayor, we deal with the secretary, and the secretary then deals with the Mayor. Look, I still confirm that it depends on each secretary. If the secretary does not have much political commitment with future elections, then it passes from the secretary. If it is a quite articulate secretary, he conducts the project. I do not see any problem. Now, there are questions that, for example, I suggested at the time that an articulation advisor might be created. Because there are projects that are in a secretariat, but which depend on other secretariats. Then this is the secretary of the secretary. I think that there should be an articulation consultancy together with the Mayor. An articulation advisor. This advisor would be a person well-trusted by the Mayor, who would make all these project articulations that are at the same level. (Cristóvão)

Some secretariats are conducting the project well, when the project is theirs. Because it always collides with this, it collides with this personal question, with the political question, the question of vanities. (Cristóvão)

I may be wrong, but I see it in this way, if we are going to pass I on to the secretariats it was for the secretariats to make it viable, because in fact it was just coordination, and to carry out all the accompaniment and monitoring with IMAP. Putting it into operation would be up to the secretariats, there, the clashes began and they went on towards the secretariats. They were things that depended on financial resources, which the secretariat had to put in the budget, and there was not always a compromise. In this administration they are all in the secretariats. The whole government plan, each secretariat has one. It is just that I also do not know if the thing is working. (Celina)

Chart 9 – Operating matrix of PEPGs

MAYOR																									
Administration Advisory of PEPGs: , IPPUC, IMAP	P G M	S E A M	S G M	S M C S	I M A P	I P M C	S M A D	S M F	S M R H	C O H A B	F A S	F C C	S M A B	S M C r	S M F	S M E L	S M S	C I C	I P P U C	S I C T	S M M A	S M O P	S M S A	S M U	U R B S
BR – City	●	●	○				●	●		●	●	●	●	●	●	●	●	●	○	●	○	○	●	○	○
Employment Line	●		●				○	●	●	○	○	●	●	●	○	●	●	○	○		●	○	●	●	○
Metropolitan Emporium		○	●	○							○	○	○				○		●	○					
Plan 1000										●	●			●	●		●	●	○		●	○			○
District to District Sanitation	●	○	●	●			●	●	●	○	●				●		●	●	●	●	○	○	○	●	
Olympic Villa	●	○	●				●	●	●	●	●	●	●	●	○	●		○		○	○	○	●	○	
Citizen in Traffic				○									●		○				○		●	○		●	○
Integrated Security Network											○				○		○		○		○	○		○	
District Centers			○							●	●	●	●	●		●	●		●	●	●	●	●		●
Keying in the Future	●			●	●		●	●			●	●			○				○	●		○			
Social Heart/Healthy Citizen (Social Action Coordination)											●	●	●	●	●	●	●								
Ahú-Cabral	○		●				●					●							○			●		●	○
Baron-Riachuelo Axle	○		○					●			○	○		○	○				○	○	○	○		○	○
Zoning and Soil Use	●	●	●							●					●		●	●	○	●	●	●	●	●	●
Cultural Gateway	●		●		●		●	○		●	●	○		●	●	●			○		●	○		●	○
Cultural Heritage	○			○	○							○			○	○			○		●			●	
Urban Administration Monitoring					●														●						
Reviving Curitiba	●		○	●				●			○	●	●	●			●		○	●	●	●	●	○	●
Traffic Safety	●		●		●			●							○				○		●	●		●	○
Traffic Flow in Central Area																			●						●
Rebouças					●		●						●						●		●	●	●		●
Housing	○	○	●	○	●	●	○	●	●	○	●	●	●	●	●	●	●	●	○	●	○	●	○	○	●
El Niño		●	●	○						●	●				●		○		○		○	○	○		○
○Manager/Agencies ●Agencies Involved	Advisory					Environment						Social						Infrastructure							

Source: Giacomini (2001).

3.6.3 - Government role and purposes

The decision to introduce the operation in matrix into City Hall, producing it by means of strategic projects that corresponded to government commitments, reveals the purpose of reaching greater efficiency through a new way of operating the organization – in matrix form – and to infiltrate into the traditional organization of City Hall – verticalized and parallel, an interaction practice guided by the perspective of strategic planning and evaluation of results.

The truth is, you made a choice for centralized planning, urban planning that ended up becoming a reference by way of the execution process. Now, this process, quite often, [...] hardly happened with the desired speed and efficiency. And when we set up our team, and we began the strategic planning, which we wanted, and so on, we felt that if there had not been an effective integration even with the several units of execution, it would be difficult for things to happen. And within the team I did not have anyone with a profile to operate all the projects. So it was necessary to create this structure in such a way that everyone might be engaged in conceiving aims. I think that a project that involved practically the whole structure, which I consider a success, was the Employment Line, which is a project financed by BNDES, it is a project that they call multisectoral, and which involves practically all of City Hall. And this situation that we achieved in a matrix manner was really a discovery for the project. Another important thing: there is no competition between the secretariats, common in any administration. One wanting to do more than another, to show that it is doing more, and obviously this quite often indicates duplicated expenditure, duplicated structure, and consequently a lack of efficiency in the process. So what we tried to do was to work exactly by project, and not by secretariat. I think that this was the great difference that we achieved with the whole structure of City Hall.
(Cristiano)

The possible elaboration of the budget by project and not by secretariat could indicate a perspective of intersectoral operation, had it been included. However, this is not confirmed whether most of the budget remains allocated by secretariat.

This option not to make structural reform inclusive – and therefore keep the allocation of resources sectoralized – is pointed out as an obstacle to the implementation of change.

I think that there was a withdrawal from some questions and that maybe we had tried to advance too much. But it was very good, because this is what it is. It was not very clear how this new City Hall working just with a matrix would be. I think there should have been a greater change, generous even, in the structure of the administrative organization. (Cibele)

For the focus group, the perception of intersectoral approach of the matrix model is evaluated in a positive manner, but questioned.

I saw the first time that she presented the matrix process, and, at the time, the president gave her the opportunity for her to implant it within IMAP. And it ended up not working even due to the culture of the public servant. When Cássio won she presented it to him. I was there on the presentation day, and it was something like this: “Let’s do it, and it will be like this”. Then it was when everyone ran after the situation to be able to take up their positions. And in many circumstances it was not very clear. I think that today, now, in this administration, the thing happened even more naturally, because the need was emerging for secretariats to begin linking up, to unite, and start working intersectorally. (GFC)

I think this intersectoral work is fantastic, but my first word was this: it lacked groundwork, structuring, information, keynote discussions. Do you know why? Because it is something that works. (GFC)

This question of intersectoral cooperation, for us to work closer to other secretariats, ends up making some of our work viable. (GFC)

We are optimizing, serving the population as a real City Hall, and not as separate secretariats. "I am not going to do this because it is not part of my secretariat". This is something, I think it is a victory, as much for us public servants, that we do not get stressed running after things, as we are able to give quality assistance to people. To have work of quality. (GFC)

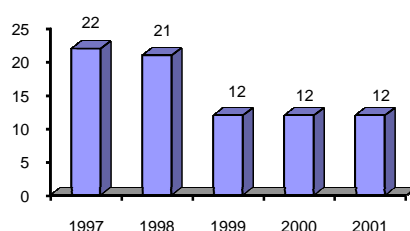
But in terms of planning, I think this matrix project could gain much more, if it was to follow the reverse. For instance, if it was by area, in that case, if there was some problem in the community, for example, drugs in the neighborhood, violence in the neighborhood, unemployment in the neighborhood. What each secretariat, what each department can get together to be able to face this problem? And from this, from this then, to put into practice, to start the actions. This could come from the bottom up. (GFC)

The purpose of introducing new dynamics in City Hall with the matrix model, a manner of planning and operating resources and obtain results that imply new internal articulation, is translated into a huge change, as it demands the sharing of power and learning of a whole organization on how to do it.

In the case of Curitiba, the purpose comes glued to the theory and method, having been strongly conditioned by them, but not only because of choice from IMAP (theoretical support) and IPPUC (coordination of projects), but by the Mayor himself, originator of this planning institution, to dominate the method.

So the IPPUC and IMAP had a dominant role in the construction of this form of administration. A path for strategic projects was chosen, anchor projects. Initially they began with twelve, and ended up I think with 24, anchor-projects, and all the managers, coordinators of these projects, were people from IPPUC, and basically from planning supervision. In a certain way, not with this formal design, but the supervision coordinated the coordinators of strategic projects. It was not a single or isolated coordination, because IMAP had a complete

role of theoretical support, accompanying the implantation of these groups, which helped us a lot in this theoretical question, instrumental, training, in all this, IMAP gave us support. Because IPPUC, in parallel to this, had more than its share of other attributes. It was enough for us to notice, a fragile point in this whole process, which was for you to conciliate the formal structure with its attributes, with its responsibilities, with this new way of acting, with these new projects. This was a very big conflict. (Carla)



Graph 19 – Strategic Projects from the Plan of Government for Curitiba 1997-2001

Source: Self elaboration

- 1997-2001, an administration through strategic projects anchored in IPPUC

In 1997 22 matrix projects were developed in Curitiba. These will be analyzed here taking into consideration, also the following years, the CSS, documental analysis, GFC and the interviews.

Mayor Cássio Taniguchi refers to the 1997 matrix projects this way:

They were essential works to the population fit into the 24 large projects (this contradiction in numbers has already been seen before) coordinated and executed in a matrix system, an administrative innovation capable of imprinting agility onto municipal actions the result of which is observed in an indubitable manner the integration of the whole structure of Curitiba's City Hall. (CURITIBA, 1997, p.1)

- AHÚ-CABRAL

The “Ahú” Project was constituted from the intent of transferring the prison from Ahú-Cabral to another location in the State of Paraná. From the zoning point of view, the idea was for City Hall to promote, in an intergovernmental manner the refurbishing process to permit new usage and parameters for the area, with sights on serving the city’s best interests.

In 1997 all the strategic projects built their macro-indicators. These were constituted as parameters for other years when they proceeded to present their products in their reports.

According to Curitiba (1997) the macro-indicators of the Ahú-Cabral Project were: a) degree of satisfaction of the population bordering the prison, before and after intervention; b) comparison of commercial value of property before and after prison removal; c) quantification of new options and alternative of highway links to the region from restructuring of the prison area; d) relationship comparison of sq.meter of public leisure area, green per inhabitant and per neighborhood, before and after the removal of the prison; e) comparison and variation of population density of the prison terrain and surroundings; f) comparison of tax contributions from land and surroundings and raising the accessibility level of land and surroundings.

As seen, in the interviewees’ speeches at the CSS, this was a strategic project of matrix articulation for one of the federative spheres:

Ahú was a project that tried to make it viable for the prison to leave the area. The project was only a study, and the rest of us remained in the organization itself. We were involved in the project because City Hall had zoning for the whole area. So when we went to present and take the project to sell within the federal government and within the state government in the JusticeSecretariat. We used to say: “look, if you want to change, you have to do this, and we are able to help fulfill the law, to make the projects, to help you, we want you to make it viable to remove the prison from Ahú”. (Camilo)

In a meeting held last Monday Governor Jaime Lerner requested studies on the transference of the Ahú-Cabral complex, which already has a definite destiny: the municipality of Piraguara, where the State intends to
--

concentrate the whole penitentiary sector. The Institute of Research and Planning in Curitiba is already working on an urban project for the location. (CSS, History and Organization)
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According to Curitiba (1997), the actions developed by the project in 1997 were: execution of a preliminary study, presentation of project to the Governor and Mayor; draft of public bidding announcement to change the Ahú prison for new prisons and team composition in state and municipal spheres to define projects to be done.

Already in 1998, according to Curitiba (1998), the actions carried out were: understanding between the agencies involved for discussing agreements on technical cooperation, competencies and definition of counterparts; preparation of pertinent legislation.

This project remained in the years of 1997 and 1998, but in 1999 it left the PEPG relationship. According to Curitiba (1999, pg. 203), the Ahú-Cabral project articulated the change from the provisionary prison of Ahú to the Penal Colony of Piraquara and defined a new use for the land, in the interest to the city. The articulation activities were concluded, and those referring to the construction and transfer of the prison remained to be managed by the State government, with those of accompaniment being absorbed by the agencies of the municipality.

- BR-CITY (Brazilian Highway)

The BR-City Project had the objective of urbanizing the Hiway BR-116 and BR-277, for the users of the road, tourists, population and companies in the region, articulating in a matrix urban integration with safety, comfort and traffic flow, as well as the offer of services and leisure to the community.

Macro-indicators of the BR-City Project, according to Curitiba (1997) were: a) non-urbanized stretches; b) transpositions with circulation problems for vehicles and pedestrians; c) number of accidents; d) number of deaths; e) number of pedestrians hurt in accidents; f) Pinheirinho-Atuba time/trajectory; g) extent of traffic jams.

In Curitiba (1997) it can be seen that a group of actions developed in 1997 were sufficient to contribute to the improvement of indicators in the location where they were implemented, especially those related to traffic circulation.

- EDUCATIONAL TOOL FOR TRAFFIC FLOW

City Hall introduces electronic ramps on the BR-116 junction with Brigadeiro Franco Street. The equipment is considered by technicians as the most educational traffic instrument in existence. Data from IPPUC reveal that the rate of accidents falls by around 30%. City Hall concluded on Friday the installation of the sixth electronic ramp anticipated this year to reduce speed on the BR-116. “We are preparing traffic on the highways for the urban scale, reducing speed to the maximum permitted on high-speed roads within the city”, explains the engineer responsible for the BR-City Project, Clever Ubiratam. (CSS, Written Media, History and Organization)

This project continued in the years of 1997, 1998, 1999 and 2000. With the main results, according to Curitiba (2000), the project reached satisfactory advances in 2000, as well as during these four years of administration. Approximately R\$ 15,000,000.00 (fifteen million reais) were invested in carrying out several interventions on BR-116 and BR-277 highways, such as the introduction of barriers, crossings, traffic lights, horizontal and vertical traffic signs, electronic ramps, sidewalks and public lighting, which provided improvement in traffic flow and, especially, in safety to drivers and pedestrians. It is worth pointing out that, by virtue of the innumerable actions carried out, the seriousness of accidents occurring on the highways was reduced.

- *NEIGHBORHOOD CENTERS*

In 1997, the Neighborhood Centers Project, whose mission was to strengthen the social and economic dynamics of the city's twelve regions and endow them with infra-structure, services and public programs, having the goal of closing their planning phase. In the planning descriptors the central problem relating to each Neighborhood Center were defined. Identification of critical problems was also verified and the elaboration of operations necessary to change the reality of each Neighborhood Center.

The most important macro-indicator proposed for this project was the increase of economic activities before and after intervention. As an indicator of social impact came the proposal of: a) an offer of vacancies in schools and kindergarten in public network/demand/year; b) offer of care through the public network of

health/demand for public health services/year. As an indicator of impact on urbanization came the proposal of: a) culverts for existing fluvial waters/year; b) existing sewer network/year; c) existing paved roads/year; d) existing sidewalks/year.

This project continued during the years of 1997, 1998, 1999 and 2000, according to Curitiba (2000), during this administration, the Neighborhood Centers Project was being adapted to serve demands identified in the city together with the Regional Administrations, in the sense of promoting the development of areas of sub-housing in a spontaneous manner, new settlements in the process of being occupied and putting in infra-structure and in poor neighborhoods with identity problems, seeking to deepen community participation in the process.

- CITIZEN IN TRAFFIC

The Citizen in Traffic Project had the mission to make efficient traffic viable for the population in general. The general idea of the project is that this is safe, flowing, accessible, and environmentally correct, it depends on the conscious participation of citizens.

In 1997, creating the project they also created its macro-indicators: a) time of journey: (km/h or min/km) – performance rate of public transport and performance rate of automobiles; b) reduction of traffic accidents: number of accidents – annual comparative; c) and number of fatal victims – annual comparative; d) redistribution of traffic peaks – broadening traffic rush hours.

CITIZEN IN TRAFFIC PROGRAM

*The Citizen in Traffic Program is an example of integrated action. The thirteen projects that comprise the program demand participation from several sectors of the public administration and in less than three months after being launched that it already presents results in the improvement of traffic and in the **quality of life** for Curitiba's citizen. (CSS, Written Media, History and Organization)*

This project continued in 1997, 1998, 1999, 2000 and 2001. According to Curitiba, (2000), the introduction of the Citizen in Traffic Program and Safety in Traffic in 1997, and in the coming into effect of the Brazilian Traffic Code in the beginning of 1998, provided a reduction of 5.3% in the number of accidents and complaints and a

reduction of 24% in the number of deaths per 10 thousand vehicles, between 1997 and 1999.

The increase in victimless accidents in 1999 is due, in part, to the start of registering incidents of victimless accidents which, in previous years, were only considered when those involved might register a complaint. Consequently, this fact is also responsible for a decrease in the number of complaints.

An increase in the number of accidents, in the first semester of 1999, accelerated the implanting process of speed traps and a reduction in average circulation speed, with a reduction of 8% in the number of injured in the period from August 1999 and August 2000, in other words, after the implantation of the speed traps, 600 people escaped being injured in traffic, representing a social economy of R\$ 1,455,600.00.

CURITIBA (1999) highlights that, during the year of 1999, an evolution in the number of accidents was noticed and a tendency to return or even exceed values from previous years. Fortunately, statistics from ten months of the year 2000 show a fall in accidents with victims, pedestrians run-over, complaints and injured persons, despite increased mortality rate. But the reduction in the number of accidents and injured persons in the year 2000 was a direct consequence of introducing 29 speed traps and 4 “rat traps [radars]”, while the increase in the number of deaths is related to the increased fleet, which caused a greater number of complex accidents and pile-ups, greater number of accidents with trucks and carelessness of drivers and pedestrians regarding traffic safety rules.

During the year 2000, the statistics of latter deaths in the urban region of Curitiba were completely invalid, due to the fact the Coroner’s Office/LegalMedicine stopped classifying the causes of incidents and only makes available the total number of deaths on urban roads, highways and the Metropolitan Region. This fact causes just local deaths to be considered as a fatality rate in traffic (deaths per 10 thousand vehicles), which went from 2.19% in 1996 to 1.44% (estimated) in 2000, that is, a reduction of 34%. In 19998 and 1999 occurred one of the lowest rates of fatality in the last 22 years, 1.08 deaths per 10 thousand vehicles. It is necessary, however, to be alert to the estimated increase of 33% between 1999 and 2000, which will elevate the rate to 1.44%.

CURITIBA (2000) evaluates that the development of traffic improvement programs in Curitiba and the New Brazilian Traffic Code coming into force were fundamental in reducing violence in traffic, but unfortunately their effects were short lived. The amnesty of fines and interruption in the process of installing and electronic surveillance contributed towards the relapse in fatality rates. It is necessary to amplify and accelerate education and traffic surveillance activities so that the change in habits and behavior of pedestrians and drivers, being circulated through public channels, become a continuous process.

CITIZEN IN TRAFFIC PROGRAM

Schools and traffic authorities in Curitiba and other municipalities of Paraná are adapting themselves to adopt the Traffic Education theme as a transversal discipline – when the content can be inserted into the context of other disciplines. The measure is a result of article 76 of the Brazilian Traffic Code which came into force in January 1998. (CSS, Written Media, History and Organization)

Traffic Administration has more than twenty days to conclude proposals of the Citizen in Traffic program predicted for 2000. Of the eleven principal projects, three were concluded, three should finish by the end of the year and the other five had their implementation deferred to the first semester of the following years. For the first semester of 2001 there remained the substitution of 75 traffic lights in the CTA system, publication of the education in traffic campaign directed at pedestrians, implementation of the statistic management register of traffic accidents, the broadening of the School Project in 27 schools and the installation of 36 radars and cameras at 36 traffic lights on eleven junctions in the city. Towardowski said that the Citizen in Traffic II was still not defined. (CSS, Written Media, History and Organization).

The Citizen in Traffic Project was the only PEPG in the first administration of Mayor Cássio Taniguchi which was maintained during the second administration – as an anchor-project with the same name, however, broadening its purposes.

- *HEALTHY CITIZEN*

The Healthy Citizen Project had the mission of promoting the placement of value on life through disseminating information and educative practices, as well as encouraging healthy, individual and collective behavior in the population.

In 1997, when his project was introduced and its macro-indicators were defined, according to Curitiba (1997), attention was drawn to the difficulty in measuring the impact of the project, since the latter has the objective of altering the behavior and lifestyle of the population, it was confirmed that these can be noticeable in the medium to long range.

The same year, the Healthy Citizen Project installed a subproject, the Service of Urgent Medical Care. This had the objective of installing a service of medical regulation in situations of emergency and urgency, capable of receiving and analyzing the demands of the population and other services, choosing the most appropriate response to each situation, relying on a network of pre-hospital, out-patient and hospital health services, and to make viable the means for guaranteeing the patient's access to the indicated service.

For SAMU the following macro-indicators were defined: a) rate of professionals trained to take care of emergencies and urgent cases; b) proportion of hospitalization directed by SAMU X by spontaneous demand; c) information control on urgency/emergency care; d) prioritizing care to urgent cases in the 24 hour health units; f) reduction in the number of hospitalizations for urgent cases of low intervention complexity; g) regulation of public and private pre-hospital services; h) definition of evaluation criteria.

This project remained strategic in the Government Plan only during the year 1997. CURITIBA (1999, pg. 203) cites that the Healthy Citizen was joined to the Social Heart Project, and they formed a bloc of Social Action Policies, being executed through agencies of social actions in the municipality. In CURITIBA (1999, pg. 8), found in the presentation of actions from the Mayor's is the implantation of the Healthy Citizen, which is also cited in the same year, in Curitiba (1999, pg. 170), as an action from the Health Secretariat, and called Healthy Citizen in the Neighborhood.

The Healthy Citizen Project could be understood as an "umbrella" project, very wide and hardly operative. It had problems of power with the health secretary, who considered the actions proposed as interference in his performance and administration area. Political pressure determined extinction of the project (Carmen).

- SOCIAL HEART

The Social Heart Project in 1997 was composed of the following subprojects: Social Heart Project – Elderly; Social Heart Project – Citizen Training; Social Heart Project – Municipal Policy Promotion of Rights for the Handicapped and Social Heart Project – From the Street to School.

SOCIAL HEART - ELDERLY

The Social Heart Project – Elderly had the mission to implant and consolidate the municipal care policy for the elderly through a group of actions directed towards potentializing their autonomy and consequent social integration, with emphasis on satisfying their bio-psychosocial needs.

As macro-indicators for the Social Heart – Elderly, were defined: a) increase against demand; b) change in the number of internments by age range and causes; c) changes in the number of deaths by age range; d) percentage of elderly participants in the PMC programs; e) percentage of sheltered homes regulated in technical, legal and operational aspects.

SOCIAL HEART – CITIZEN TRAINING

The Social Heart Project – Citizen Training had the objective of developing a process of integral training of children and teenagers, promoting access to school, cultural and sporting activities of training for the labor market, among others, so they could abandon activities generating income on the streets.

As macro-indicators for the Social Heart – Citizen Training were defined: a) percentage of teenagers attending school, cultural and sporting activities, b) percentage of teenagers in income generating activities on the streets; c) children and teenagers with a family link to a risk situation in the 7 to 14 age group; d) school attendance; e)pass/fail.

SOCIAL HEART – MUNICIPAL POLICY PROMOTION OF RIGHTS FOR THE HANDICAPPED

The Social Heart Project – Municipal Policy of Rights Promotion for the Handicapped had an objective of serving handicapped people in their needs, applying constitutional precepts that guarantee their rights to citizenship, access to opportunity for developing their potentialities and their social integration.

Among the macro-indicators established for this subproject are: a) percentage of PPDs without attendance and on a waiting list for special attendance; b) number of municipal centers for specialized attendance with integrated diagnostic evaluation: health and education; c) percentage of PPD inclusion in regular schooling and municipal kindergartens; d) percentage of PPDs abandoned by the family: on the street and at home; e) index of programs for training public servants who act directly and indirectly with PPDs; f) reduction in percentage of new handicapped cases after the introduction of preventive measures (3 thousand new PPDs/year for every thirty births/year); g) improvement in traveling time and permanence of PPDs in sites (route home – sites – schools); h) comparison year/year in the number of birth certificates and communication of new cases and causes of PPDs occurring; i) increase in monitoring on fulfilling municipal legislation for access and parking vacancies for PPDs in public establishments; j) increment of legal device that assure the application of ABNT norms on appropriate edifications and equipment for PPDs.

SOCIAL HEART – FROM THE STREET TO THE SCHOOL

The Social Heart Project – From the Street to the School aimed to favor access to social benefits for children and teenagers in situations of personal and social risk, who develop income generating activities on the streets, with sights on the return and permanence in the school world.

Among the macro-indicators established for this subproject are: a) children and teenagers with a family link to risk situations in the 7 to 14 year age group; b) school attendance; c) pass/fail.

PROGRAM FROM THE STREET TO SCHOOL

This month City Hall distributes the first basic food baskets for the From the Street to School Program for 120 children who were practicing some income generating activity on the city streets. The program determines that participating children leave their work in the streets and return to school and in another period go to a unit for the Childhood and Adolescence Integration Program. The program is a partnership between the Municipal Children and FAS Secretariat. UNICEF, last year, awarded Paraná, the prize for children and peace, for creating the From the Street to School Program. Curitiba presented the program in March this year along another 123 municipalities. (CSS, Written Media, History and Organization)

It was very good in relation to the [...], but it did not really last long, it started to struggle. So it was from inside, for this reason I speak, at that time, when I did the training, I had already said “but it will not work in this way, you have to review this coordination”. Because in the mission when we get to integrate the [...], I do not know what, from the social area, in relation to the child, the teenager, the elderly, finally, that whole range of things, I said “my God”, I did not have a notion like that, it was something very big, [...] to eat something like that, to swallow like that without having an evaluation which clashes. (Sueli Fisher).

This project remained strategic in the Government Plan only during 1997. Curitiba (1999, pg. 203) cites that the Social Heart Project was joined to the Healthy Citizen, as already mentioned, and they formed a bloc of Social Action Policies, being executed by agencies of the municipality's social action.

- TYPING THE FUTURE

The Strategic Project Keying in the Future was composed of three subprojects: Accessing the Future; Specializing Labor and Internet in the Headlights of Knowledge.

The Keying in the Future Project had the objective of favoring access to teaching with computers to all students in the municipal teaching network, to make Internet services available to students and users of Headlights of Knowledge and Libraries of the Cultural Foundation of Curitiba with appropriate equipment, with technical guidance through partnership with companies, as well as offering computer

studies courses with basic professional programs for all those interested in the schools' vicinity, through selection. These courses should excel for good quality and be suitable for the labor market.

The macro-indicators of Keying in the Future established from the institution of the project in 1997 were: a) a percentage of municipal schools that have computer laboratories; b) a percentage of RME teachers that have qualification for teaching computer studies; c) a percentage of equipment that should be maintained in operation and periodically evolved; d) a percentage of RME schools that have suitable methodology for teaching computer studies; e) a percentage of Headlights of Knowledge and FCC Libraries equipped for service provision; f) a percentage of Headlights of Knowledge with trained professionals.

TYPING THE FUTURE PROJECT

By the end of the year 134 schools from the municipal teaching network should be equipped with computers as part of the Typing the Future Project. The resources invested include teacher training and building of laboratories. The project has already equipped 48 schools with computers and educational programs aimed at the disciplines. (CSS, Written Media, History and Organization)

This project continued in the years of 1997, 1998, 1999 and 2000. As main results, according to CURITIBA (2000) the Subprojects Accessing the Future and Specializing Labor are being developed simultaneously by SME, in a decentralized manner: a) Subproject Accessing the Future: teachers were trained. This year, 88 schools and five centers for specialized attendance presented their proposals to integration into the Typing the Future Project; b) Subproject Specializing Labor: computer studies classes for the community, using the established laboratories, took place in schools belonging to the municipal network. In these courses, 1,400 persons were enrolled from communities close by the schools; c) Subproject Internet in the Headlights of Knowledge: with ICI coordination, the Internet was made available in 25 locations, sixteen being in areas linked to the schools, two in CAIC libraries, five in areas in the square, one at the Community Library, at the CAIC Terminal and one in Road 24 H. In each place, nine computers were installed and users scheduled ahead for a time to use the computers.

The Strategic Project Typing the Future fulfilled 45% of its target for the year 2000 with regard to making available free Internet access locations. As for integration of schools to the project, the same rate of 1999 was maintained, 34%.

- BARON/RIACHUELO

The Strategic Project Baron/Riachuelo had the mission of revitalizing the Baron/Riachuelo Axle, through appraising historic, architectonic, landscape and cultural patrimony, providing conditions for the appropriate use of spaces, in view of improving the quality of life for residents, proprietors, traders, tourists, users and the population in general.

Its macro-indicators built in 1997 were: 80% of traders from the axle werenot satisfied with public safety; 9.3% (of 251/20) of properties were in poor maintenance; 27 commercial stores located on the land were inactive. In the Project Baron/Riachuelo Axle, the impact regarding the community should be evaluated starting from achieving the proposed actions, which should happen stating July 1999, as they are integrated actions – safety, reclaiming properties and economic promotion, and of medium timing execution.

BARON/RIACHUELO BASE PROJECT

The first reform anticipated for the Baron/Riachuelo Axle Project will be cleaning up local store fronts considered as the entry point for travelers at the beginning of the century. A striking point in the project is the restoration of the Convention Center. Also reported as a priority the restoration of existing art works in the 19 de Dezembro and Eufrásio Correia city squares. This will also receive a landscape treatment with recovery of pavements and sidewalks. Yesterday Curitiba's Mayor presented to entrepreneurs the revitalization project of the Baron/Riachuelo Axle. The entrepreneurs who adhere to the project will count on incentives to recover and preserve public buildings and carry out visual cleaning of store fronts. The incentives, according to the Mayor, may be constructive or fiscal, as IPTU(land tax) exemption and land, created from approval of a new law, being studied, by the Municipal Council . The project seeks to recover the memory of one of the main historic points of the city from the beginning of the century. (CSS, Written Media, History and Organization)

This project remained as PEPG in the years of 1997 and 1998. In 1999 it was joined to others (Reviving Curitiba; Cultural Gateway and part of the Historical

Patrimony Project), and they formed the Urban Operations Project – To Live Curitiba, coordinated by IPPUC.

- EL NINO

The El Nino Project had the mission of preparing the municipality of Curitiba and support the preparation of municipalities from the Metropolitan Region of Curitiba to face the effects of El Nino, with sights on reducing damages to the population, as the Group of Fundamental Support, within the Brazilian system of Civil Defense.

Its macro-indicators built since 1997 were: comparison of the impact of El Nino effects with previous similar situations and degree of satisfaction of the assisted population.

The first macro-indicator was based on a correlation of damage caused and the population affected in relation to the history of floods, taking into consideration similar pluviometric situations. The second macro-indicator will be verified by means of research in shelters (surveys) and research using telemarketing to check on emergency care, focusing on the efficiency and speed of care.

The project was developed in the years of 1997 and 1998. The stage relating to minimizing phenomena resulting from El Nino was concluded and was the base for the the Municipal Civil Defense Action Plan. Established routines and procedures in City Hall agencies proceeded to be coordinated, from then on, by the Committee for Civil Defense of Curitiba.

- METROPOLITAN EMPORIUM

The Metropolitan Emporium Project had the mission of supporting small producers in the municipality of Curitiba and the Metropolitan Region for the production and marketing of quality products with competitive prices, which as a

priority may not be participating in a public program supporting marketing, generating business and income and contributing to the improvement of their quality of life.

Macro-indicators of the Metropolitan Emporium formed from 1997, are:

- a) evolution in the number of producers registered in the project per type of production;
- b) development in the number of producers sent for training;
- c) types of courses offered and attendances;
- d) associations or cooperatives introduced: duration of existence, performance types, types of services offered – financing, acquisition of raw material, partnerships, participation in events, etc.;
- e) marketing stands: stands of Curitiba's City Hall, stands in Curitiba's Metropolitan Region, stands created in formal commerce/partnerships;
- f) volume of sales by product type: invoicing per sector, obtaining registers of food products, exported products (volume of sales, invoicing, producers served);

publication: number of leaflets used to publicize the project and products by several means of communication.

This project continued during the years of 1997, 1998, 1999 and 2000. According to CURITIBA (2000), the Metropolitan Emporium Project has its performance evaluated by an increase in market participation of registered producers with visible gains in the quality of marketing the products, in the administration of their businesses, in the increase in sales and in global invoicing. The training and qualifying courses begun in the previous year broadened knowledge of production techniques, marketing and business administration, while programmed actions motivated the participants to create production and marketing groups, strengthening the entrepreneur profile. Partnerships with agencies and institutions supported actions, provided knowledge and contributed, along with other agencies of the Municipal Administration, towards the effective result of the program.

- HOUSING

The Strategic Housing Project was developed by COHAB-CT and had the mission of building viable housing units (houses, apartments, plots and land regulating) with basic infrastructure, essential services and ownership, by own means or in partnerships with private initiative, for the families registered in COHAB or in a sub-housing situation.

Its macro-indicators built since 1997 were: a) a quantity of resources destined annually to the production of housing; b) growth rate of demand supplied by COHAB; c) arrears rate of those who received loans from COHAB; d) growth rate of the Metropolitan Region in COHAB's production; e) amount of area available for housing in Curitiba; f) reduction in the amount of illegal plots in the city; g) reduction in the number of deep valley occupation in a disorderly manner; h) reduction in the number of registered woods occupied in a disorderly manner.

HOUSING PROGRAM

"The New District (district in the outskirts) is proof that it is possible to solve housing and restoration problems in an efficient and rational way", comments Oscar Montez, regional City Hall administrator in the New District. Like others on the outskirts they integrated several projects, the paving of Tijuca Avenue already concluded will lodge on its sides industrial and commercial enterprises from the Employment Line. (CSS, Written Media, History and Organization)

RISK AREAS

More than 10 thousand families live in Curitiba in areas considered at risk. Of these, 3,309 are in areas subject to flooding. City Hall is directing actions for the families which live in these areas. The institute (IPPUC) is charting the characteristics make-up of this area to find out what can be done. Among the measures is the relationship of families who live on the bloated estate, a region of greater risk. (CSS, Written Media, History and Organization)

This project continued in the years of 1997, 1998, 1999 and 2000. According to CURITIBA (2000), the work carried out with those in arrears with COHAB since the beginning of the current administration (2001-2004) allowed a reduction in the arrears rate from 63% to around 42%, which is maintaining itself at this level, despite efforts for its reduction. This demonstrates the need to study this question deeper and implant new programs that may allow recovery of the falling trend in the arrears rate which had been obtained. Although financial resources might continue to be scant, housing production has been maintained at the level of 4 thousand new units per year.

According to CURITIBA (2000), projects already signed with the private sector are going to make it viable to care for and fulfill a good deal of government commitment predicted for the new administration already in its first year, which, combined with contracts signed with the federal government for execution in urbanization and regulation of slums, permits anticipating good results in 2001.

- EMPLOYMENT LINE

By the way, the Employment Line was a large project, an example, so much that they came [...]. It was a very integrated project, because it considered public transport, traffic, all the kerbs lowered, special needs carriers, kindergarten, Professional training schools [...]. (Cristiano)

The Employment Line Project had the mission of urbanizing the area of coverage of COPEL's electricity transmission line, making the generation of jobs and occupations viable through offering productive spaces, professional training for workers, training for micro entrepreneurs, with reinforced specialization and support for quality.

The project had a population of 358 thousand inhabitants in its area of influence – 24% of Curitiba's population, and a territorial coverage area of 52.4 km² - 12% of the total area of Curitiba.

Its macro-indicators created in 1997 are: a) generation of Occupation and Income: number of companies created – an Entrepreneurial Warehouse, Micro-districts, Fiscal Incentives, Zoning and a Workshop Villa; number of occupations generated – domestic, contracted and out-sourced; income increase; volume of credit received; b) a change in the Profile of the Employed – professional training, income and employment management; c) reallocation of housing in unsuitable areas; d) improvement of Public Transport – integration into the RIT; e) improvement in the highway system; f) improvement in access and security; g) jobs generated by the infrastructure job sites.

EMPLOYMENT LINE

Next week a commission from BNDES will come to Curitiba to discuss how to free a loan, which will generate resources for implanting the Employment Line. Included among the denominated “strength-ideas” of the Government Plan, the projects Employment Line and Emporium of Curitiba, which will generate jobs and stimulate the districts’ economy, improving production and better training for the workforce. The Employment Line received a green light from the National Bank for Economic Development and will be able to generate up to 30 thousand new jobs. In each district City Hall will stimulate the creation of Employment micro-clusters. Economic activities of these companies will be directed towards exploring vocation in each district. (CSS, Written Media, History and Organization)

Yesterday Governor Jaime Lerner and the Mayor of Curitiba Cássio Taniguchi signed an agreement, in partnership with COPEL, for the creation of the Job Line, where job micro-poles will be installed. There will be community warehouses where the nearby residents will be able to install micro and small companies. City Hall will also carry out urbanization works and will install other urban equipment. The Line will be 28 km using areas from the safety zone of the high tension transmission lines, going through 12 districts of the city. The Job Line initiative can be used by other municipalities. The Mayor has already emphasized that this partnership (with COPEL) makes the project reality through employment, for solving the more emergent social problems. According to COPEL’s president, the electricity company also gains, since the urbanization of land for the Job Line increases the system’s security conditions and guarantees maintenance works and the recovery of equipment. The Community Warehouses will be divided up and located to neighborhood residents, for the installation of micro companies, with fiscal facilities and rent exemption for one year. We will go in with technology, software, design centers. (CSS, Written Media, History and Organization)

Technicians from the bank (BNDES) and the team from City Hall had a first work meeting with the president of the Foundation for Social Action Marina Taniguchi, with presidents of the IPPUC Oswaldo Navarro, and of the URBS, Fric Kerin, coordinator of the project, Nereu Barão, as well as representatives of all municipal secretariats. Beatriz leader of the mission, said that the Job Line is an excellent opportunity for the bank. From the total of 100 million to be invested, 75 millions will be invested by public power and the other 25 will be allocated in the form of financing for the micro and small entrepreneurs participating in the project. (CSS< Written Media, History and Organization)

The Employment Line Project will direct BNDES in its analyses for financing similar proposals in other Brazilian cities. The idea is to establish with the Line a paradigm of public power intervention for developing the labor market, declared the superintendent of BNDES's social area, Beatriz Azevedo who, along with other technicians from BNDES, came to analyze details and define time limits for the next formalities of the Line within the bank. (CSS, Written Media and Organization)

The Municipal Council of Curitiba authorized the mayor to get a 35 million loan from BNDES for the financing of the Employment Line. The loan will be granted in four annual installments. For the first stage that will begin already this year, BNDES will make available 3 million 645 thousand. The second stage of the project to be carried out in 1998 and will receive a sum of 11 million 320 thousand. In the third stage for 1999 the project will receive 10 million 188 thousand. The fourth for the year 2000 will have 9 million 917 thousand. (CSS, Written Media, History and Organization)

EMPLOYMENT LINE

A technical survey from the IPPUC is already analyzing the numbers of new businesses and jobs generated by the urbanization jobs. Those who live in the Pinheirinho, Tataquara, Sítio Cercado, Alto Boqueirão, Boqueirão, Alberaba, Cajuru, Capão do Imbuia and Bairro Alto districts already make use of benefits from the Employment Line. Vehicles already circulate along the new avenue, a new line that covers six bus depots and is already used by 70 thousand people per day. The Employment Line Program has already arrived to nine districts with 31 jobs of infrastructure, carried out or in development. The paving of new avenues, six leisure areas, kindergartens, three new warehouses, two lyceums and 6 km of paving. "With better access conditions, housing, kindergartens, schools, etc., each region is able to support the growth of economic activities, which is the big objective of the project", recollects Mayor Taniguchi. (CSS, Written Media, History and Organization)

EMPLOYMENT LINE

In Curitiba, the city's City Hall has a schedule of services to facilitate entry into the labor market or to supplement income. It begins with the free copies of a second set of personal documents, it goes on through the return to school and through training and it even goes to the opening of small companies within the Employment Line Program, with up-to-date documentation and completion of schooling, by means of education programs, offered in several municipal schools. From this on, the range of options opens with programs of the Professional Training School, Metropolitan Emporium, Professional Entrepreneur and Employment Line. Last year, thousands of new companies opened their doors in the realm of the Employment Line. More than a great avenue, the Employment Line is the path that is already changing the life of many people. (CSS, Written Media, History and Organization)

A quality technician was able to set up a company in the Entrepreneurial Warehouse of the Employment Line, he went through the Profession Entrepreneur, was selected for the Warehouse and did an entrepreneurship course. The result was very good. He emphasized that there he found the whole infrastructure necessary for employment, and the best part, he did not pay rent. The money he saved on rent he could invest in the company. (CSS, Written Media, History and Organization)

The Line directly benefits 400 thousand people from Curitiba, but the return is for the whole city. Entrepreneurial Profession, Training for Entrepreneurs, Metropolitan Emporium, Opportunity Center, Condominiums, Industry, Recycling Warehouses, Commercialization Center, Business Facilitator Network, Software Park, Design Center, Managerial Guidance Center, Professional Training School, New Trade Villas, Entrepreneurial Warehouses support the family. (CSS, Written Media, History and Organization)

Residents near the Industrial Avenue, in the Industrial City of Curitiba (CIC), are optimistic about development of the region as a consequence of improvements made on the road. And the expectation is that the situation will get even better, as the avenue integrates the Employment Line base, for which is anticipated the installation of several pieces of equipment that should stimulate the appearing of new commercial sites and small industries. (CSS, Written Media, History and Organization)

This project continued during the years of 1997, 1998, 1999 and 2000. According to CURITIBA (1999), the Strategic Project Employment Line is the greatest urban intervention in Curitiba since the creation of the Industrial City, 25 years ago. It is also the first integrated multisectoral program in the country, linking infrastructure jobs, the construction of social accoutrements and employment and income generation programs.

The Employment Line already had a resource guaranteed by BNDES. When I entered the project 20% was already established, 80% remained to be installed, but the resources were already guaranteed, so if you did not carry out the project you would lose the resource. So it is even a comfortable situation, that you could go these and say “look, Mayor, it’s there. I want three, four warehouses in these areas”. We defined the areas, presented them to him, discussed all these areas and “look, here it is better because of this, that, such and such”, and the project would go ahead (Sérgio Rui).

- *PLAN 1000*

The PEPG Plan 1000 had the mission of carrying out 1,000 km of paving with a Bituminous Surface Treatment (anti-dust) in four years, providing the owners of properties, citizens of the municipality, taxpayers and, by extension, for the community, a better quality of life through the paving of roads at a reasonable cost and the benefit of a long useful life.

As a macro-indicator set in 1997 it mentioned the percentage of paving carried out regarding the 1,000 km target.

PLAN 1000

Another 13 km of anti-dust has started being built. The Municipal Public Work Secretariat, responsible for execution of the program, issued service orders for the companies winning the fourth batch of paving work and they have the deadlines of five days to begin work and sixty to conclude it. This new stage of the Plan 1000 will benefit 21 districts in Curitiba. The families benefited by the work will pay a subsidized amount: 35.00 per meter tested, being able to divide it into up to 12 installments. (CSS, Written Media, History and Organization)

PLAN 1000

Traders confirm that with the Plan 1000 in business, property colonized and the dust disappeared. Last week, on Eunice Bettine Road, sixteen properties were being constructed. "Turnover in snack bars increased with the increase in competition", says a resident. (CSS, Written Media, History and Organization)

PLAN 1000

A new stage of work started this week will increase the execution rate of goals to 70% for the Plan 1000. The program will reach 700 km and attain 2,253 streets covered with anti-dust paving. (CSS, Written Media, History and Organization)

Our evaluation is that we have several projects underway, especially three large projects: Plan 1000, Citizen in Traffic and the Employment Line. Evaluating his 100 days of administration. Within the Plan 1000 25.5 million have already been invested in jobs. Part of these investments also involves jobs from another large project from City Hall: The Citizen in Traffic. (CSS, Written Media, History and Organization)

This project continued during the years 1997, 1998, 1999 and 2000. According to CURITIBA (2000), Plan 1000 reached the targets previously established an effectiveness rate of 95%, being considered as a Strategic Project of a Government Plan in which partnerships are fundamental for the actions implemented. The outstanding projects are: 50 thousand partnership contracts in the community; a high rate of adherence to improvements (85%); average arrears rate lower than market standard (25%); a large number of paving companies involved; maintenance of jobs.

- CULTURAL GATE

The PEPG Cultural Gate had the mission of creating a place to develop artistic, cultural, scientific, educational, leisure and citizenship aspects for the general population, optimizing the existing infrastructure and imprinting a new dynamic of activity integration, implanting infrastructure and equipment for the Southern Circular Line of Transport and improving the flow of traffic in the coverage area.

Its macro-indicators set in 1997 were: a) degree of attractiveness before and after intervention; b) comparison of quantity and quality of programs for existing spaces; c) comparison of the affluence of visitors enrolled in events and workshops; d) comparison of the flow of traffic in the coverage area; e) degree of population's satisfaction with the implanting of the Southern Circular Line.

According to CURITIBA (1998), priority was given to road work during the year, for the urgent need of introducing bi-articulated buses, the Southern Circular Line, assuring better access and circulation in the region: asphalt paving jobs, storm drains for pluvial waters, cellular drain, landscaping, horizontal and vertical traffic signs, and infrastructure for underground-stations. Architectonic projects for the Talent School, the Gateway Transport bus depot, the Metropolitan Museum of Art and the Avenue of the Republic were developed.

This project continued during 1997 and 1998. In 1999 it was joined with other projects, and formed the Urban Operations Project – To Live Curitiba.

- CULTURAL PATRIMONY

The PEPG Cultural Patrimony had the mission of protecting the properties of historic, cultural, artistic and environmental value, identifiers of Curitiba, through a single preservation project.

Its macro-indicators set in 1997 were: a) of the 670 existing properties in 1990, 49 were returned or unregistered, which means a loss of 7.01%; b) of the 620 properties, 30% are in conditions devoid of characteristics, in ruins, lacking technical treatment; c) of the 620 buildings registered, 35% have inappropriate use.

HISTORICAL AND CULTURAL PATRIMONY

To preserve the integrity of historical and cultural patrimony of the three hundred year old capital of Paraná it continues to be a ungreateful task. The IPPUC maintains around 700 registered houses considered as Units of Preservation Interest. The owners find artifices capable of getting round the rules and escaping Justice with ease. At the end of last year the sector suffered a blow when the Municipal repealed part of article 408 of Law n. 6,337/82 which rules the constructive incentive for ancient properties. The forecast is that by December a definitive proposal will be sent to the City Council, assuring a complete reversal in the patrimony policy of 1998. (CSS, Written Media, History and Organization)

CULTURAL PATRIMONY PROJECT

On the agenda are approval of a cultural patrimony law, reclassification analysis of registered properties, identification and publication of the architectonic heritage of the city and Metropolitan Region, putting into action the City Center's identity (visual cleaning up) and community education. For the architect Nilsa Leone, coordinator of the Historic Patrimony sector of the IPPUC, one of the most important factors of the project is the publicizing in the media and in the public and private schools. An important aspect of the Cultural Patrimony Project is regarding the preservation techniques. Last month, with the inauguration of the Ebrostenzel house, the IPPUC gave proof that it has sufficient "know-how" for the restoration and relocation of wooden constructions in advanced stages of decaying.

This project continued in 1997 and 1998. In 1999, part of it was joined to others, forming the Urban Operations Project – To Live Curitiba, coordinated by the IPPUC. The other part of Historic Cultural Patrimony was absorbed by the functional structure of the IPPUC.

According to CURITIBA (1998), in view of obtaining a single preservation policy for the city of Curitiba, efforts were concentrated during this year on elaborating the Cultural Patrimony Preservation Policy Law, creating the Municipal Council of Historic-Cultural Patrimony. An extensive survey on other existing legislation (municipal, state, federal) was carried out and the Cultural Patrimony and Legislation Seminar was organized.

As a base for the whole preservation process, it was sought to identify and catalogue the collection today under the Curitiba City Hall's responsibility, resulting in the identification and inventory of around 40% of the cultural patrimony under the Curitiba City Hall's responsibility.

- REBOUÇAS

The Rebouças Project had the mission of integrating into the city's urban network areas situated in the former Industrial Zone, the current Recovery Zone, with the reevaluation of use, opening of new road links, new options for the flow of public transport and the revival of projects, such as the Road-Railway Station, the former RFFSA (Federal Rail Network) workshops, the Municipal Market and other complementary and infrastructure jobs, seeking to improve the region's quality of life.

Its macro-indicators set in 1997 were: a) the satisfaction rate of users and shopkeepers of the Municipal Market on aspects of comfort, safety and accessibility; b) satisfaction rate of Road-Railway users regarding comfort, safety and accessibility; c) satisfaction rate of residents in the area influenced by existing green and leisure areas and enlarged spaces around the Paiol Theater; d) rate of accidents in the coverage area of the project; e) comparison of flow with the east/west highway link.

This project was developed in the years 1997 and 1998. In CURITIBA (1999), the PEPG Rebouças is no longer listed among the strategic projects. It cites, however, that the Rebouças Project presented as products of the definition and establishment of the Maurício Freut Avenue, and the urbanization action and fiscal incorporation of the former RFFSA (Federal Rail Network) land along Sete de Setembro Avenue, northeast of the former railway station. The actions of re-adjusting

east-west transport axes were incorporated into the Citizen in Traffic Project; and the re-adjustment of the road-railway station was done and finished in 1999.

- REVIVING CURITIBA

The Reviving Curitiba Project had the mission of revitalizing the Traditional Center of XV de Novembro Street, Luiz Xavier Street, Osório Square and Comendador Araújo Street, in the section comprised between Largo Bittencourt and Coronel Dulcídio Street, in view of improving the quality of life for residents, tradesmen, owners, tourists and users of the region.

Its macro-indicators set in 1997 were: a) a percentage of Units for Preservation interest in XV de Novembro Street are in good condition of preservation and safety; b) satisfaction rate with the Center of Curitiba on behalf of shopkeepers and users.

REVIVING CURITIBA PROGRAM

IPPUC is already elaborating the revitalization project of XV Street and the streets that cross the pedestrian area.

The proposals will be discussed between the Mayor, the IPPUC and the Shopkeeper Association. The revitalization of XV Street is part of the Reviving Curitiba Program that will not just recuperate equipment. According to the project's coordinator, Ariadne Mattei, the proposal is to give life to the street and create new incentives to go there. "This street has a biography. The history of Curitiba goes through the XV, says Cássio. (CSS, Written Media, History and Organization)

This project was developed in the years 1997 and 1998. In 1999 it was joined to others, forming Urban Operations – To Live Curitiba, coordinated by the IPPUC.

According to CURITIBA (1998), the actions carried out by the Reviving Curitiba Project were the following: XV de Novembro Street: property inspections for approval by the Fire Department, property inspections for licensing by the Sanitary Surveillance, elaboration of an architectonic project and contracting complementary reurbanization projects for XV de Novembro Street; properties inspected by the Hydric Clean-up Program; infrastructure jobs and landscaping performed. In 1998, 30% of the program was concluded.

- DISTRICT TO DISTRICT SANITATION

The District to District Sanitation Project had the mission of assuring the population lacking sanitation infrastructure the water supply and sewage treatment system and residential and industrial sanitary sewers, collection and treatment of solid waste, revitalization, preservation and improvement of surface and underground waters, as well as the macro-drainage system, within quality standards, with actions integrated among secretariats of the Municipality, State and Federal agencies, international institutions, maintaining an interface with the Metropolitan region of Curitiba and with community participation, seeking to improve the quality of life.

Built as macro-indicators starting from 1997: a) a percentage of the population served through sewage collection and treatment; b) the condition of water quality from the main rivers: Belém, Atuba, Barigüi, Passaúna, Padilhas; c) incidence of illnesses with hydric transmission and leptospirosis; d) a reduction of solid residues in macro and micro-drainage systems; e) a comparison of the impact of flood effects in areas subject to flooding with flood conditions prior to drainage implementation.

This project was developed in the years 1997, 1998, 1999 and 2000. According to CURITIBA (2000), the District to District Sanitation Project developed actions in the area of: Environmental Sanitation, Hydric Pollution Removal, Environmental Education and Collection of Urban Solid Residues and assistance in developing legislation concerning hydric resources. A systematic accompaniment for formulating the Management System of Hydric Resources and correlated legislation was carried out.

- SAFETY

The Safety Project had the mission of offering municipal actions for security in the city, with sights on improving the quality of life for the population.

Its macro-indicators set in 1997 were: a) public schools: number of events (monthly/annual comparison per school), physical maintenance of properties (opinion survey) and public lighting (opinion survey); b) vacant lots: number of reports

(monthly/annual comparison) c) abandoned properties: number of reports (monthly/annual comparison); d) information system on violence in Curitiba; e) reorganization of public lighting services in Curitiba: number of complaints (monthly/annual comparison).

This project was developed in 1997, and was named, in the following years (from 1998 to 2000), the Integrated Safety Network, with the same mission.

The Integrated Safety Network Program aims to develop practices and partnerships with other institutions, in this manner occupying spaces for intervention in the municipality in the area of safety.

For example, one of the promises that became a project was to increase the sense of safety of the population through public lighting. Therefore Curitiba had a stock of approximately 96,000 lamps, all of them, let's say in categories, divided into categories, by potency, no? Hierarchized, [...], faster, slower, local streets, because some places, where violence was higher, they had outdated equipment, I mean, beyond usage, beyond standards, a low rate of lighting. So, what did we do? We planned, we appointed within this group people who were invited, we pointed out a need, which was precisely the improvement of public lighting, as much in city squares as on public streets. And this project went after resources. After you manage to outline everything you are able to see how much the task will cost. We made contact with Eletrobrás and we got money from Eletrocel. We got nine to ten million reais. We changed the entire lighting of Curitiba. (João Govoni Jr.)

- TRAFFIC SAFETY

The Traffic Safety Strategic Project had the mission of providing safe motion for users of the road system, with conscious participation from citizens.

Formed as macro-indicators, since 1997, an high number of: a) accidents with victims: 4,341 in 1996; b) people run-over: 1,722 in 1996; c) injured: 7,929 injured in 1996; d) deaths: 363 in 1996; e) existence of traffic jams – an increase in the rush hour period; f) sidewalk obstructions – difficulty in motion.

This project was developed in 1997, 1998, in 1999 it was combined with the Citizen in Traffic Project.

According to CURITIBA (1998), with the end of the selection process for a consultancy company, on May 18, 1998, was the beginning of the consortium works of the companies TC/BR Tecnologia and Consultoria Brasileira S.A. e Dalcon Engenharia. According to what was predicted in the announcement, the consultancy analyzed and proposed correction works for 200 critical points and sections in the road system of Curitiba, in view of immediate improvement of the safety and flow conditions. In these locations, analyses of geometric, topographic, signs, circulation conditions and accidents registered by BPTRAN in 1996 and 1997. Based on these studies, engineering solutions were proposed, with the purpose of minimizing causes. The proposals were transformed into projects, which will be put for tender at the beginning of 1999 and subsequently introduced. In the environment of systematic adaptation of the road system, a registration program of traffic accidents was created, to constitute the main item in the databank with information on traffic. This databank will also consist of information collected in Curitiba's hospitals that see to emergencies. With this goal, special software was prepared to register patients who enter these hospitals, which, at the same time, sends information to our databank.

- OLYMPIC VILLA

The Olympic Villa Strategic Project had the mission of creating a base for sport and leisure aimed at sporting and educational institutions, a community situated along the base and the general population, which guarantees environmental conservation with appropriate urbanization, directed towards the development of culture, sport and leisure, operating in an integrated and permanent manner.

It established as macro-indicators in 1997; a) rate of environmentally recovered areas in the project coverage area; b) a percentage of modalities already contemplated; c) families that occupy these areas in a disorderly way; d) type of installation use; e) kilometers of areas with no conservation.

This project was developed in 1997, 1998, 1999 and 2000. According to CURITIBA (2000), as well as the already existing modalities, the Olympic Villa Project annexed during the year of 2000 two more modalities, making rowing and canoeing available to the community. They are sports of expression, as they will provide the formation of future athletes at Olympic level who, in the near future, will be able to represent the city in national and international sporting events. The revival of the Pólo do Parque Náutico by City Hall put the city of Curitiba on the international circuit of events in this modality and its nautical line was considered by athletes as the best in Brazil. It also allowed the holding of an important event for the city, such as the World Cup of Speed Canoeing, in which thirteen countries participated, with a total of 106 athletes, and the South-American Championship of Speed Canoeing, with 150 athletes originating from six South-American countries, in partnership with the Brazilian Canoeing Confederation. The Olympic Villa Project has been serving the community to provide locations for more sporting and leisure activities, achieving the objectives for which it was proposed.

- ZONING AND USE OF THE LAND

The Zoning and Use of the Land Project had the mission of evaluating, perfect, and propose legal instruments regulating use and occupation of the land, assuring quality of life, through an appropriate and functional urban space in relation to the social-economic and physical-territorial dynamics of Curitiba and the Metropolitan Region, and in accordance with integrated planning and public policies.

Macro-indicators were set from 1997: making viable means to assure improvement in the population's quality of life, a suitable and functional urban space, integrated planning and made compatible with public policies.

The project was developed in 1997, 1998 and 1999. CURITIBA (1999) confirms that the main objective of this project was reached and during the year 2000 regulation of the new approved laws will be carried out. The impact of applying these instruments to improve the city's quality of life will be possible to evaluate during the course of their implementation.

ZONING AND USE OF THE LAND

By means of the zoning law, which limits construction size according to the location of the plots, owners of Chrystal Shopping together with the IPPUC sought an alternative to broaden the construction area permitted for the site chosen to build the job. For this, they acquired several properties of historic conservation interest in other regions of the city, restored these buildings and transferred the construction potential of these properties, calculated by the IPPUC, to the Shopping Center lot, explains Erik Nissen, the IPPUC's president, and it emphasizes that Curitiba is a pioneer in Brazil with this mechanism. (CSS, Written Media, History and Organization)

- TRAFFIC FLOW IN THE CENTRAL AREA

The Traffic Flow Project in the Central Area had the mission to rationalize traffic flow in the central area, installing underground parking, through a public service concession, as support for the lack of parking spaces, and to adapt transport, public or not, for an alternative non-polluting system (electric).

As macro-indicators the following were found starting in 1997: a) lack of parking spaces in the central area; b) difficulty in reconciling the location of underground parking, its execution and operation with traffic flow in the area; c) concentration of pollution in the Central Region.

The project was developed in 1998 and in 1999 it was incorporated into the Citizen in Traffic Project.

According to Curitiba (1998), the actions carried out in the 1998 project were: electric transport: a) a signed agreement and in progress with FIAT/PMC/COPEL; b) technical studies completed for the project area; c) two electric vehicles imported from Italy that circulate in the central area, with an infrastructure for an operation set up in the URBS, in the Road-Railway Station, being tested by the population. The functioning of these is extended until April 1999, monitoring through an opinion poll with the users; underground parking: a) 100% of viability study reports concluded; b) 100% of study and reports concluded on the impact on traffic.

- TO LIVE CURITIBA

This project began in 1999, with development also in 2000. In the reports investigated, did not present macro-indicators.

According to CURITIBA (2000), of all the realizations of this project, the most important was the revitalizing of XV of November Street, as it reflected the expected results. Opinions of the several interested parties relate the operation's success. The jobs were carried out in record time, three months, and at a time when traders had fewer losses in their businesses, from January to March. Kiosks were all renovated with a new and more durable visual display. Urban furniture was substituted by new models. Tree planting was totally renewed. New lighting, added to CCTV monitoring, made the street safer, enabling them to be a much more dynamic commercial axis. These interventions made by the municipality, attributing qualities to public spaces, indicate a route for which the private initiative may redirect its investments for the main part of the city, its historic Center.

- 2001 – Strategic Projects Anchored in Secretariats

Mayor Cássio Taniguchi is re-elected Mayor of Curitiba for the 2001-2004 period, redesigning Strategic Projects of the Government Plan, which, twelve in number, are now called Anchor Projects.

Next, a description is made of the Anchor Projects, with their respective missions and results in the year 2001.

- TO LEARN

The To Learn Project had the mission of creating new real and virtual learning environments in the city, by establishing a collaboration network that allows more knowledge building opportunities to be generated, through formal, informal and continued education, contributing to social development in a permanent way and in sustainable conditions.

To Learn was made up of nine subprojects, namely:

THE HORA DE EJA PROJECT

The Hora de Eja Project is aimed at young people over 14 years old and adults who are unable to attend the EJA project offered in municipal schools, at night time. [...] In 2001, fifty new learning environments were created, reaching 808 people; 538 of these are municipal public servants. In order to perform this project eleven partnerships were secured with participation of 34 volunteers.

THE LIGHT OF LETTERS PROJECT

The Light of Letters Project was created by COPEL in 2000 with the objective of eradicating illiteracy in the State of Paraná through development of "software" with an instructive interface – teaching for the education of young people and adults. The computer is the main tool in this process where the educator has the role of facilitator, and the pupil, that of active collaborator. [...] The project took place in 2001, in the form of a pilot project, in the São Pedro and São Paulo Beacon of Knowledge, in Umbará, with ten participants, but the SME has a goal to offer it in all Beacons of Knowledge that are connected to the Internet, and in a bus equipped with computers, which will take literacy opportunities to regions where a disordered urban growth has been established.

BEGINNERS' COURSE IN COMPUTER STUDIES

The Foundation for Social Action by means of Professional Training Schools and the SME, by means of municipal schools that have computer laboratories installed through the Typing the Future Program, offer a computer studies course to the community, and create new job opportunities for the population. [...] In 2001, 1,207 people participated in the Beginners' Computer Studies in municipal schools, in the evening.

FREE ACCESS TO THE INTERNET

With the objective of democratizing information and knowledge for the diverse segments of society, Curitiba's Municipal City Hall maintains the Beacons of Knowledge and libraries generated by the SME and FCC, making available for the community an up-to-date bibliographic collection for consultation, borrowing and free access to the Internet. [...] In 2001, 28 places for free Internet access located in the Beacons of Knowledge (SME/FCC) and FCC Libraries, where Curitiba's citizen can have his e-mail address and free access to the Internet.

THE EDUCATION GATEWAY - LEARNING

According to CURITIBA (2001), the "Social Capital Curitiba" will be strengthened more by interaction between the school, community and SME on introducing the Education Gateway, which proposes a direct communication network and interaction between society and the government, by using digital technology, with the purpose of democratizing services and products. [...] In 2001, the project found itself in the process of approval and start of installation.

DIGITAL LITERACY PROGRAM: DIGITAL CITIZEN

The Digital Citizen Project is being developed by the Institute for Quality and Productivity, in Paraná, in partnership with Paraná Technology and SEBRAE. As a general objective, there is a preoccupation with offering the unemployed, the employed and young people who need to bring up to date their contact with digital technology and an interactive approach to training. [...] In 2001, the project took place in the form of a pilot project in the E.M. Albert Schweitzer, benefiting twenty students from the EJA.

PROJECT EXTRA, EXTRA

With the purpose of enabling greater communication between pupils and teachers, presenting an interdisciplinary character through the use of computers and the Internet, this project proposes the development, creation and formatting of electronic texts for publication on the WEB. [...] In the year 2001, for development of the project, it includes partnerships from the Folha do Paraná, GVT, Computer Studies Positive and State Agency, as well as involvement from 305 pupils and 21 teachers.

READING INCENTIVE PROJECT

The Beacons of Knowledge and SME Libraries and the FCC are spaces where people can read, study, travel and dream. They are places of leisure that provide access to books and the re-creation of knowledge.

ENTREPRENEUR TALENTS FOR THE YOUTH COMMUNITY PROJECT

This project works from the dimension of non-formal education, of a nature supplementary to curricular activity in schools, developing different skills for RME (Municipal Teaching Network) pupils. It is an innovatory product, founded on partnerships in the areas of arts, sports, science and technology, information and

communication. In 2001, there were three subprojects: Xadrez, Oficinema and Aeronáutica.

According to CURITIBA (2001), the To Learn Project found itself in an initial phase; this way the most positive results will appear throughout the coming years when new products will be incorporated with it. [...] The project in 2001 benefited approximately 40 thousand people.

- CITIZEN IN TRAFFIC

The Citizen in Traffic Project had the mission of introducing and improving activities in engineering, management, control, regulation and education programs for the transport systems, providing services for citizens with efficiency, safety, quality and a raised level of citizenship.

According to CURITIBA (2001), Citizen in Traffic Anchor-Project, which covers a vast range of activities in several areas, is in a re-structuring phase, as a result of making resources from the InterAmerican Bank of Development viable, in order to support the introduction of different products. A reduction in the number of accidents is one of the evaluation indicators of the anchor-project's performance.

- OPPORTUNITY CITY

Opportunity City had the mission of promoting socio-economic development by means of alternatives for generating employment and income for Curitiba's citizen in situations of risk and social vulnerability, through a network of mutual responsibility.

According to CURITIBA (2001), the performance of income generating programs can be evaluated, initially, from the three priority objectives of the work and income generating policy, supported by the municipality:

- To multiply and render permanently available access opportunities to computer science and the knowledge necessary for promoting socio-economic development, by means of self-sustaining development proposals, evolved with the community's participation. This objective is being consolidated with

actions that form part of the projects of the Cajuru Operation, with 5,500 families benefiting, and Living in Brazil – BID, in Xapinhal, with a total of 9,009 families benefiting. [...]

- To strengthen and broaden opportunities to insert the worker into the market and encourage entrepreneurship. [...] In 2001, 29,129 people had access to professional qualification activities. [...] This year, more than 10 thousand families were benefited by the action of young people who participate in educative programs focused on citizenship, juvenile protagonism and voluntary action in the communities.
- To promote the self-sustainability of viable enterprising initiatives, promoting and supporting producers, artisans and service providers. There are currently 270 fixed units made available for the publicizing and commercialization of products and services [...] representing direct support for 3,200 entrepreneurs. [...] As well as more than 31 thousand direct beneficiaries, in the year 2001, taking into consideration the family nucleus involved, there will be 14,500 families, who represent approximately 124 thousand people benefiting indirectly.

- SAFE CITY

The Safe City Anchor-Project had the mission of providing effective and continuous safety for the city of Curitiba, promoting integrated actions of prevention, defense, protection for the citizen, constituted in a participative and articulated way, with sights on citizens' conviviality. Products of this project's action are:

PROTECTION CLUSTERS FOR THE CITIZEN

Carried out in partnership with the IPPUC, the architectonic project of the Protection Nucleus for the Citizen. In partnership with the military police, the construction of two units was defined, in the Boqueirão and Bairro Alto districts.

DECENTRALIZED UNITS OF THE FIRE BRIGADE AND SIATE

A decentralization plan for the Fire Brigade, in conjunction with the IPPUC, SMU and SMAD. [...] Two Fire Brigade units under construction, in Bairro Alto and Sitio Cercado.

INTEGRATED URBAN CONTROL ACTIONS (STATE AND MUNICIPALITY)

Linking between entities from the State and the Municipality to restrain irregularities regarding the Work and Municipal Orders Code, Sanitary Code, Noise Abatement Law, Child Prostitution and other offences in commercial establishments and public roads. [...]

CURITIBA'S MUNICIPAL GUARD MODERNIZATION PROGRAM

Within the National Public Safety Plan coordinated by the Ministry of Justice, the municipality of Curitiba, through project approval, was granted resources to modernize the Municipal Guard. [...]

PROTECTION NETWORK FOR THE CHILD AND ADOLESCENT AT RISK OF VIOLENCE

With the Attendance Protocol of the Protection Network elaborated, came the Mandatory Notification of Violence Registry or Infant and Adolescent Violence Suspicion and the Compliance Manual of the above mentioned notification registry. [...]

According to Curitiba (2001), linking between the several institutions that perform in the area of public safety, urban traffic control, reorganization of the municipal defense service and attention to the population at risk is among the main performance strategies of the municipality in the Safe Citizen Project. In the same way, the community's involvement, by means of Community Safety Councils and the Municipal Guard, as an indispensable partnership in the planning and development of actions directed towards the prevention and fight of violence.

The question of violence is very serious. You cannot manage to work with narrow projects in [...] of violence, because the dynamics are very great. Or you [...]. For example, there are cities where city hall gives gasoline, brings in the municipal guard to catch thieves, carries out policing [...]. There are other questions, they set up police stations [...]. We also do this, we

even built a prison here, but did the violence diminish? No, it didn't diminish. Consequences, exactly, consequences. So, what do you have to work at? You have to work at one thing more from the root cause, work with the family, work with the adolescent, work with employment, income, so does this demand a project? It demands a project, but a long term one. So it is to generate income [...]. Can City Hall generate income? It can. It must generate positions of work [...]. So these are already refuted arguments that are going to hit there at the forefront. Look at the district, "ah, a favela. A favela I am not going to invest anything". You have to invest, you have to go there, you have to work with the social aspect, work with the infrastructure. (João Govoni Jr.)

Well, within the Safe City, we began with health actions, the Labor Secretariat, the Social Action Secretariat. For example, we coordinate, within the strategic plan of discussions, several projects [...]. We almost managed to keep eighteen projects. Then what happened? Something very interesting: you make lists, discuss, we spent two and a half months discussing, I could not stand it any more, it was something crazy. Well, we managed to format, let's say twelve to fifteen titles. And, we assembled everyone in one room, representatives from all secretariats, and that's how it was. Except from there the following happened. Clearly, our secretariat could not direct a project in the health area, as well as in the social area. The social area has its own structure. This has to be very careful, because the reduction in violence, to work with the title violence is a very big title, do you understand? I can reduce [...]. For example, if I speak about violence with a health technician, they consider it as a health problem. It is a health problem today. The whole world understands this. If you get hold of a military policeman, the violence problem is a lack of jails, do you understand? So you see how the mind changes. You grasp that each performer then is changing. Good, so, what happened? Well, the projects that were listed, that the whole development generates a health question, passed over to health. And became linked to the title Safe City. Then, for example, public lighting, they promised an improvement, a continuation, with other activities, other projects. As we were a secretariat now, and our secretariat only looks after the municipal guard, after all,

patrimonial security, we could not carry out a project, do you understand? Because knowledge is not here, knowledge is in the public work secretariat, with an engineer from the electrical sector [...]. So knowledge is in the health area, with personnel from the health area [...]. We only do the follow-up now. What is follow-up? There are a few periodic meetings, where the secretary only looks after the municipal guard, after all, patrimonial security, we could not carry out a project, do you understand? Where the secretary or the coordinator, male or female, of Healthy Life goes on to development for us. "Look, the project here is like this, like this, like this". Very well. The Safe City is a big umbrella. (João Govoni).

- LIVING TOGETHER

The Living Together Project had the mission of transforming the space for municipal schools, a reference for community conviving, in covered sport courts, through enlarging and improving physical spaces, developing educational, sports, leisure, social-cultural and artistic activities

According to CURITIBA (2001), this year the project was directed towards the Ministry for Sport and Tourism, in order to get feasible resources for its execution. Research carried out on the pilot project reported that the community is receptive to the idea of a sports arena being open for its use on weekends and school holidays and is ready to cooperate, in several ways, with the proposal of generating a sports arena.

- TECHNOLOGICAL CURITIBA

The Technological Curitiba Project had the mission of consolidating Curitiba as a technological metropolis, emphasizing innovation in urban and ecological technology through providing potential for existing assets, promoting links from strategic sectors of productive society

According to CURITIBA (2001), regarding technology, the year 2001 was directed towards the start of a diagnosis and meeting with representatives from identified

potential partners. For 2002, the conclusion of the diagnosis was programmed and, after the round of meeting is finished, a seminar will be held with those involved. In the following years, aspects of infra-structure will be dealt with.

- TOURISM LINE

The Tourism Line had the mission of consolidating an environmental touristic axis, located among the Atuba and Fazendinha districts and passing through Santa Felicidade, which might be attractive to Curitiba's population and to tourists, aiming to conserve the environment and develop economic and cultural potential in its coverage area.

According to CURITIBA (2001), strategic planning of the Tourism Line Project embraces a huge group of actions and interfaces with several other secretariats.

And in the Tourism Line, on the other hand, the project does not have resources, I mean, it is tied to several other projects, such as the BR project. We are capturing resources from the Union through other programs, so it is a complication. So, let's say, in the BR, close to the BR, we have several points on the line, which suddenly, at present are projects [...] they entered the BR project because of the line, but for some situation they sometimes have to be cut. The same thing with BNDES. So, you don't have the budget part, the budgetary management, and CIC to make a [...] it is difficult. Sometimes you even need few resources, they get there, don't they? Resources for photocopying, resources for the car, resources for the motorist, for recollection, for the computer, so it takes thirty days to arrive, thereabouts, and this [...]. Of course it's not that which is going to stop the project, but it hinders things.

(Sérgio Rui).

- MY ENVIRONMENT

To promote an improvement in the city's environmental conditions, introducing actions directed towards the management of solid residues and the protection of hydric resources, being based on hydrographical basins and encouraging

society's behavior in the construction and conservation of a balanced environment. Products of its action are:

REVITALIZATION OF CURITIBA'S RIVERS

Diagnosis of hydrographical basins, carried out throughout the year, linked to activities of the Olho d'Água Project.

GREEN CITY PROJECT

An incentive to reduce the generation of residues, by making the community aware of reusing and recycling materials.

According to CURITIBA (2001), in view of the high number of objectives and actions proposed for the project, results can be considered satisfactory, as they allowed definite actions to be consolidated and made feasible with the effective implantation of programs, studies, projects and works, without leaving aside the intersectoral integration and participation of the community.

- OUR TOWN

The Our Town Anchor-Project had the mission of promoting the urbanizing and agrarian regularization of illegal occupations selected by social, physical-territorial and juridical criteria and the social-economic improvement of beneficiary families, as well as strengthening the capacity to prevent invasions of public or private areas of public interest, aiming to mitigate focal points radiating social problems, the inclusion of these occupations in the formal city and improving environmental conditions and quality of life in these regions. Products of its action in 2001 are:

1. Agrarian Regularization – Finished Projects

Six areas (91 plots) – Approved and registered plans of plot division with delivery of deeds to occupants.

2. Agrarian Regularization- Approved Projects:

Twenty areas (285 plots) – Approved plans of plot division still not registered for several reasons.

3. Agrarian Regularization – Projects being processed

Sixty two areas (6,481 plots) – Projects for plot division elaborated and in progress for approval in the Municipal City Hall of Curitiba.

4. Living in Brazil Program

InterAmerican Development Bank. After eight months of discussing the urbanization project at Vila Xapinhal with the community, the final proposal was defined.

5. Fund for the Development of Bacia do Rio da Prata (FONPLATA)

For these financial entities a preliminary proposal of integrated action was set up and directed in the towns of Pantanal and Bela Vista do Passaúna, as well as a transport baseline of integration in the urban expansion region of Bairro Tatuquara.

6. State Fund for the Environment (FEMA)

The work plan directed towards investment in the Audi-Union grant, anticipating a relocation of 500 families for who a new area must be acquired where the minimum infrastructure necessary will be introduced.

7. Pro-Infra I and II

This program from the Federal Savings Bank makes resources available from the Union's General Budget for investment in infrastructure in areas of illegal occupation, with a population whose income does not surpass the average of three minimum monthly salaries.

8. Pro Dwelling

A program of investments from federal government for producing dwellings aimed at families with an income of up to three minimum salaries.

9. Operation Cajuru

Transport works are being carried out, over and above the Trade Training Schools. Actions generating work and income are being discussed with the community and they will be defined by January 2002.

According to CURITIBA (2001), the demand for projects and financial resources from Our Town is growing and there is a need to increase the team and the search for sources of applicable resources in appropriate project actions, preferably, a lost fund. [...] In a general way, in the year 2001 preparatory stages were carried out, indispensable to the final objectives of the project, and which are integrated action and agrarian regularization.

We have Our Town, a project whose manager, coincidentally, is an IPPUC employee, always worked in this area, but is here in COHAB, so this happened in all areas, even when the person responsible is still an IPPUC employee or technician, he is in the secretariat that deals with the project. I think this is good, but I think that we lost Max himself who stood back a little from these projects, and ended up reversing one action [...]. It is a project, it is a program, each one has its needs, but it became sort of carried out in the traditional manner a means that touching it gives it a traditional form. I think that what we still have that is stronger is what is happening in the regions, which is when a certain action of the project really goes on to be realized then we manage to tie up again with everyone there in the regional unit. I think that there was a retreat of some questions that perhaps we had tried to advance too much. But I think that what remained was very good, because I think that it is this even. It was not very clear how this new city hall was going to be that might have worked just as a matrix. I think that perhaps it would then have had to have a greater change in structure, even a generous one, in administrative organization (Teresa Eliza).

- NOVO REBOUÇAS

Novo Rebouças had the mission of transforming the Rebouças District into an area of the leisure and culture industry, on combining enjoyment, professional training, employment and income opportunities, directed towards the citizens of Curitiba.

With the inauguration of the Projects Room in the old mill, the PMC can announce to entrepreneurs and the population the achievement of the first stage of the

project, and for those interested opens a management office for contacts and consultations on business opportunities in the Novo Rebouças region.

According to CURITIBA (2001), the revitalization project of the Rebouças District has a main strategic objective and publication of the concept that a partnership between public entities and society is the only quick and efficient means for objectives being reached for the growth of a city. [...] Adaptation work, for the launch of the first stage of the project, were finally executed by the secretariats, with the recycling of materials and labor force, also without altering their work and finance routines.

- PLAN 2000

Plan 2000 had the mission of promoting an improvement to the infrastructure in prioritized areas of the city, with the construction of pavements, introduction of anti-dust, in partnership with the community, aiming for the security and satisfaction of the population.

According to CURITIBA (2001), with continuity of the alternative paving program with an asphaltic covering and the introduction of pavements with defined patterns, which observe the specific decree, alternatives were studied, in order to minimize the costs of installation and materials, which might be translated into benefits in the final quality of the job, in durability, in lower maintenance cost, in safety for the traffic of vehicles and pedestrians, with exclusive pavements.

- HEALTHY LIFE

The Healthy Live Project had the mission of building a style of healthy life along with Curitiba's population. Events in the Healthy Life Program are characterized, essentially, by the nature of health promotion and prevention of diseases related to lifestyle, such as: hypertension, diabetes, sedentariness, obesity, stress and tobaccoism. This program is under the management of the Municipal Health Secretariat and is developed in conjunction with secretariats from the social sector: Sport and Leisure,

Supply, Education, Child, Foundation for Social Action and Cultural Foundation of Curitiba.

According to CURITIABA (2001), in spite of the short time since introduction, a positive analysis of the project can be made. The creation of an icon, circulars and educative materials referring to the project has strengthened the fixing of the project image with a pre-disposition of people to adopt a healthy habit.

3.6.4 - Theory and method

The theoretical reference used in the construction process of strategic matrix projects in Curitiba originates from two theoretical markers. With regard to matrix forming one literary reference was the production of DAVIS and LAWRENCE (1997); then in relation to strategic planning was the production from MATUS (1993, 1997, 1996a, 1996b) and GIACOMINI (2001), as shown in the following chart.

The theoretical marker of the model in the studied period is based on the idea of a technology that basically consists of structuring matrix projects, by incorporating strategic planning for its elaboration. For this the strategy of defining management was adopted as a portfolio of projects starting from known social needs. These references are strongly present in the subject matter of interviews, such as can be observed in the speeches.

So again we had another component. In reality it is not just the matrix element. We had the matrix factor and strategic planning. The idea of in service training of project operators and leading the whole process like an empowerment. It was a pedagogic process, as if it was a Government School. There was an implementation process of a government plan. So in our estimation at the same time that we were implementing, we were reflecting on everything that we were doing. There was a process of significant training of employees directly involved in the projects. (Caetano)

The only experience in Brazil that we had knowledge of at a public level was the establishment of a new building for the Mint, being made a strategic project of changing the former Mint

for a new building. A matrix project was used for this. So an American experience of the matrix, comes from the American space experience. (Caetano)

Chart 10- Operation matrix of PEPGs – Basic forms

BASIC FORMS OF OPERATION			
Composition	Functions	Mechanisms	Tracking system of projects
Level 1 ▲			
<ul style="list-style-type: none"> ▲ Mayor ▲ Secretaries ▲ Project coordinators ▲ Advisory groups 	<p>To lead the process consisting of:</p> <ul style="list-style-type: none"> ▲ Directing the projects ▲ Evaluating the projects ▲ Accompanying the course of the government plan ▲ Evaluating overall results of the government plan and projects 	<p>Managerial meetings:</p> <ul style="list-style-type: none"> ▲ Thursdays ▲ special 	<p>MS-Project:</p> <ul style="list-style-type: none"> ▲ Access to reading matter of all projects ▲ Verification of execution deadlines <p>Lotus Notes:</p> <ul style="list-style-type: none"> ▲ Communication of decisions to coordinators and secretaries ▲ Dispatch and receipt of managerial messages
Level 2			
<ul style="list-style-type: none"> ▲ Coordinator of the project ▲ Representatives from secretariats ▲ Operations managers 	<ul style="list-style-type: none"> ▲ Elaborating the project up to the operations phase ▲ Accompanying the execution of operations ▲ Evaluating the overall development of the project 	<ul style="list-style-type: none"> ▲ General weekly, monthly or fortnightly managerial meetings, according to the project phase ▲ Contact from the coordinator with representatives from secretariats ▲ Coordinator meetings with each operations manager ▲ Coordinator meetings with groups of operations managers 	<p>MS-Project:</p> <ul style="list-style-type: none"> ▲ access to reading matter from all projects ▲ access to modify and update one's project in the area that is one's duty ▲ Formatting the project by the coordinator ▲ Management of the project tracking system by coordinators based on updates carried out by operations managers <p>Lotus Notes: dispatch and receipt of managerial messages</p>
Level 3			
<ul style="list-style-type: none"> ▲ Operations managers ▲ Responsible per action 	<ul style="list-style-type: none"> ▲ Expanding operations into actions ▲ Tracking the execution of actions ▲ Evaluating the products of actions 	<ul style="list-style-type: none"> ▲ Meetings of the operations manager with those responsible per action ▲ Meetings of the operations manager with the group of people responsible per action ▲ Level 3 meetings with the coordinator 	<p>MS – Project:</p> <ul style="list-style-type: none"> ▲ Access to reading material from all projects ▲ Access to modify one's operation (the operations manager and those responsible per action update the MSP archive regarding the development of operations and actions under one's responsibility) <p>Lotus Notes: dispatch and receipt of managerial messages</p>

Source: Giacomini (2001).

The operation process of the Government's Strategic Projects and the matrix model used in Curitiba works within a complex composition as Charts 9, 10 and Figure 8 show and as the following interview emphasizes:

Level 1 is formed by the Mayor, secretary, project coordinators and advisory group. A group was created to coordinate the government plan. The Mayor and the coordinator of the government plan and the advisory group formed by IMAP, the IPUC and the Mayor's cabinet. Among the functions of Level 1 is that of leading the process, directing the projects, evaluating, tracking the course of the government plan, evaluating the overall results. This process was taking place in the Thursday meetings. (Caetano)

Level 2 via structure modifications and critical problems from the results indicators. (Caetano)

Level 3: what is the level of change, which is the producer. Because in one change so much is [...]. To manage the installation. (Caetano)

Level 2 is going to evaluate the impact, critical problems from the results indicators. So we had results if it had efficiency. Because implementation of a strategic matrix is the reason for choosing a planning process. (Caetano)

So it has another characteristic, which is the collective management model which was constructed during the administration of 97 in which one of them is management directed towards results. But its methodology, we think that it is a link in this decision. This is a change of paradigm, you have results indicators in public service. We are even in a process of implementing this change in culture. (Caetano)

Chart 11- Matrix of strategic management

Management Logic	Planning/Management Logic	Planning Logic		Policy Logic
Who evaluates course of the plan	How success of the plan is evaluated	Building the plan (How is the plan made?)		Which problems
Level 1	Modification to descriptors of macro-indicators	Descriptors	What are the problems like?	
Level 2	Modification to descriptors of critical problems (indicators)	Critical problems	Why do the problems exist?	
Level 2	Fulfillment of operations	Operations	How to confront the problems?	
Level 3	Its demonstration	Products	What is the result of the operations?	
Level 2	Impact on critical problems	Results	What do the products aim at?	
			What is expected from the results?	

Source: Giacomini (2001).

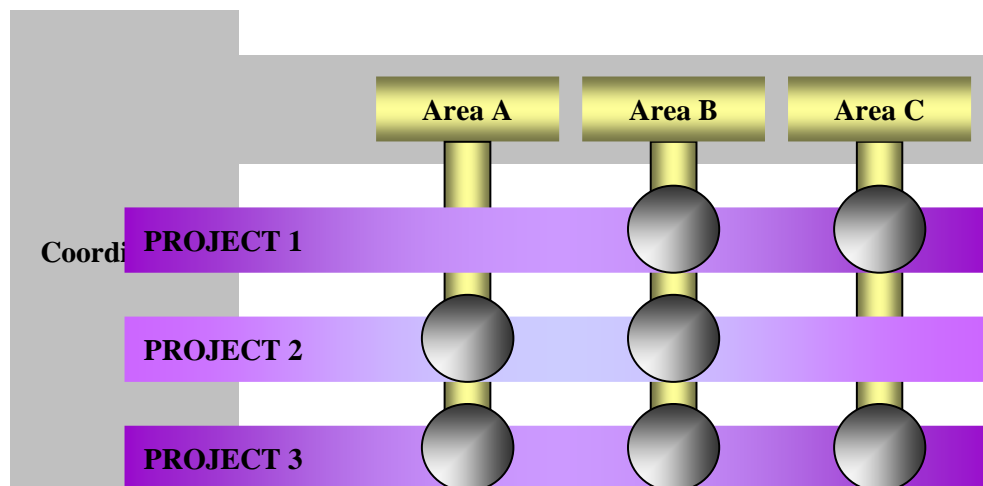


Figure 8- Matrix Structure of Strategic Projects of the Government Plan

Source: Giacomini (2001).

The main idea is the matrix. There is no making explicit the question of intersectoral cooperation in the proposal declarations, the choice of a matrix model is not expressed as an intersectoral speech.

And when we set up our team, and we began with strategic planning, which we wanted, and so on, we felt that if there had not been an effective integration even of the several execution units, things could hardly happen [...]. And within the team I did not have anyone with a profile to conduct all the projects. So it was necessary to create this structure in such a way that everyone was engaged in the concept of these goals. (Cristiano)

The constructors and introducers of this new creating, that is, those that bring the theory and method, they are not agents outside the City's administration, however, in another way, they are seen, and also see themselves, as “strangers” to the organization.

This strangeness is not rare in the sectoralized organization model, since the tendency is for secretariats and other organs of administration to have reduced linking between them and the focus in their knowledge and output, even though they may work for the same population. This distancing is greater between entities classified as those that “think” and the entities classified as those that “do”, in other words, those that deliver services directly to the population: employment, education, health etc.

As well as this, it is necessary to consider that the IPPUC is an entity of the 1960s. At this time the separation between those who planned and those who executed was believed to be interesting. The dilemma seen in Curitiba is also very strong in Fortaleza. In Curitiba it is expressed in the statement of the following interviewee:

This would be enough, I think that the IPPUC was formed at a time when it was enough to know, it was not necessary to discuss with anyone, and they knew and everyone said that they knew, and everyone confirmed this knowledge of the IPPUC, as much the internationals, rewards of everything that is of type, then, besides they understood that it was not necessary to discuss it – the IPPUC was born in 1965 in order to be the conductor body to execute a pilot plan for the city, and it was born in that context, and what was it that was discussed, with

whom at that time? Nothing. So it was even a technocrat blow and which besides the technicians knowing, everyone reinforced that they really knew, so much that there is an important journalist here in Curitiba, who is Mazdla, who all his life has referred to the IPPUC in an ironic way as the Sorbonne of Cabral, that is, the Sorbonne of Cabral spoke has spoken, so I think that this was always the great wrong of the IPPUC. It could be much better than it is, if it was more open to debate and so on. This happened, it is not just this, but this was in tune with the whole management model practiced throughout Brazil, so then someone who was providing technically, a closed machine that was making happen [...], let's say then of bureaucratic knowledge in the sense of touching things as they always were, to the end that I think it reasonable enough here, but to the extreme that we can even arrive at the problem of corruption, of contract, in this relationship with contractors and so on, and on the other hand this thing of micro power itself, this thing of people to be winning in order to remain in command and so on, and there is also this, we have many governments of continuity and people in order to keep themselves in government, at these levels they even carry on, but to keep themselves, they make use of some strategies like this and so on. (Cicero)

It is in the first administration, basically, I think that for all projects [...]. We began with just over twenty projects, and later reduced them to twelve. Practically all the coordinators were from the IPPUC, and I think that this even gave a very big burden of responsibility to the IPPUC. The other secretariats kind of excused themselves a little, then the IPPUC took on the whole burden, and some projects turned out normally, and others still depended even on [...] even through not being a function of the IPPUC, they did not manage to crank themselves along. I think that this strategy of yours to place projects into similar secretariats works much better, in spite of the CIC going through a process of transformation. I came to the Tourism Line Project today, at the CIC, through being from the IPPUC and having a global vision of the city, but the project is emerging, it has emerged, the Line is emerging today, not through the CIC, let's say, but more as a function of my implantation. Because if it fell within the CIC, with a

person who did not have a global vision of the city, it would not have contact with the environment, it would probably remain half stagnant, because the CIC is going through a transformation process [...]. There were five presidents in a year and a half. To grab the profile of the project, to find this profile, within City Hall and, normally, the IPPUC personnel who have this vision a little larger in these macro projects. There are projects that actually do not need to be from City Hall. You see that in this management with twelve projects practically five professionals from the IPPUC left the IPPUC to work in other projects within the secretariats. Then by coincidence or not, there are four or five that are more or less like this, with a limitation of resources. (Camilo)

The other side of this movement is the process of reciprocal apprenticeship between the bearers of theory and method and the organizational structures directed towards execution.

The IPPUC had some training. I think that comparing with the other management, perhaps it has been the one that has done most for the public servant. (GFC)

Another question is the integration of secretariats because in spite of all the operational problems that they could have had, the day-to-day difficulties, but in a management where the IPPUC coordinated all the projects people in the secretariats they do not have a vision or did not have, at least people who participated in this process I think that they changed the vision of what the IPPUC effectively is doing. Because all secretariats have a more practical vision, more day-to-day, more bureaucratic perhaps and more immediate. So in many things that we were demanded of as a coordinator, it was the time that we delayed in arriving at a decision, which for people, the IPPUC is normal, because until we have an idea and until we have an effective project, this delays, it is a maturation process and everything else and for personnel from the secretariats it was a very distressing process because time was passing and that stayed more or less in the same way. So they were not used to this process of time even of being, because it came to the secretariats to do something, it has to be done in an immediate way and not the IPPUC.

But what happened? Normally, personnel from other secretariats, except those not participating, do not know what is being planned for the city, it only comes to them when it is already OK, so they do not have any idea of how long it took to arrive at that solution, in that project, in that situation. And so they think that from that moment when they take notice things come about more or less quickly, the problem is that they took notice long before this point. So I think it is also valid for them also to get out of difficulties that exist for you to make a plan, because people who do not work with planning think that this is the simplest part, it becomes difficult when you have to establish it. Now when you are going to plan, because as things are defined as they are going to be, as they invented the wheel and it turned, making it turn is easier, now the one who invented this therefore is the one who keeps the whole burden and which is not normally valued. So I think that this was important for awareness between secretariats and for a greater awareness of planning work, of you having an idea, of you having to improve that idea, of what steps you need to improve this idea, that I think it was something very different from people, because the majority are from secretariats that have a relationship more at the end, despite not even all secretariats having an end, but they have a time, a different “timing” to the IPPUC. I think that this was productive even for understanding the reality of the thing, of being able to see that for you to arrive at conclusions, for you to manage to implement ideas, you have to improve, that this process from you to elaborate a project, a program, is a little more complex than the idea. (Cesário)

Now you have an advantage, these secretariats all of them have contact with the population, as much as the IPPUC has, but each one has contact in his area. Or in other words, you increased the population’s awareness level because you increased the awareness level of things that are happening in City Hall, which is a problem that people have sometimes even in their own sector, the question of communication, because daily life is very complicated, it absorbs bureaucracy very much, even in the IPPUC, which is a planning body, imagine in the secretariats. [...]. (Cesário)

I think that the main merit of the job was to show, to promote a greater integration between secretariats, because in one way or another each project moved on. There were 24 projects, if each one moved around twenty public servants, this already produces a commotion, because the employees were generally people from a central level, and so on, so it showed a new possibility of working, I think that this was very positive. It would have been more positive if we had managed to make this form of organization go down to the regional and local structures. They are tools that were passed on to more people. So, despite not being covered in this way today, you sowed the seed somewhere, and that grows, empowers more people. (Cláudia)

It seems that the tension that settled in the introduction process of the matrix model, nurtured possibly by the opposition between secretariats and coordinators of strategic projects, resulted in method changes.

What I felt, is as I said, there was too much of this worry in the first administration, that IMAP was very, much more integrated, in the second administration it was different. We started well the first year, and from a certain point, now, I don't know any more. I know like this through some contact with a few people, a few managers, what the other projects are like. But we have not linked up in this way. We have Our Town because every so often we meet with Valter, we participate in some common actions of the project, but that Living Together Project, for example, I do not know how that is doing. You know, the Safe City I do not know if it is, if it has already found a coordinator or not, so this articulation that I think is important for IMAP to make, I do not say a meeting like it was, which was every week, the whole day discussing the project, you know, that became boring. But a twice monthly meeting, it was necessary even for you to see a connection between projects, to see the common problems, the common difficulties in terms of resources. Sometimes not to duplicate the service, this type of thing. So I think that it is important. I have spoken to IMAP personnel, IMAP personnel have been coming here, more and more punctual, to find out how the Line is doing. We do not know how management is doing in other projects. Normally I go once a week to the IPPUC, now I

am seeing the projects more or less in progress, how is the BR project, what is the impact on my project and “oh, this here can help you “, you know, so in this sense we even manage to identify something. But some projects are kind of lost in this way. I do not even know who the coordinators are today. Perhaps IMAP, which was, which manages all this administration of strategic process, even I do not know what happened, in the administration of strategic projects, but at the moment therefore it appears that each one stayed per se. So IMAP came, served locally, but you did not have an idea about everything. This I think would have had to be alerted even for managers to really know what is happening. (Camilo)

It was rather difficult. I think that previously it was already known where we were going to have problems, and we even had them. We had a few mechanisms, a few instruments to try to correct, or at least minimize the problems. So, for example, training, first a huge study was done of training project managers. A behavioral study, a team evaluation, to try to form a team, to show that the final result is only constructed with everyone, and these people were worked into several types of training, which IMAP had developed from there. With the mayor we always looked for the Mayor to reinforce this, for example, as an important project for the city, because unfortunately we recognize that the command of everything is from him, and that most of the formal structure, secretaries, and so on, function in agreement with this desire of the mayor, with what he gains in this project. So, at the beginning, during a good time, we had this rather strong support. Sandra had a rather interesting relationship. In reality, it was, her speech was the speech of the Mayor, and she had this identification. The IPPUC was also strong in this process, but a form that an agent struggled against this question sometimes of restricting the secretary, of liberating people. As the coordinator was from the IPPUC in all 24 projects, there were projects that were often from the health area, from the social area, from the education area, so even having representatives indicated by the secretariats to participate in the group, which was to formulate the project, all this was sometimes difficult. It had conflicts in the normal assignment of the secretariat. This conflict sometimes had to be intermediated by the Mayor; he had to work very much with the

groups. You had to have this instance to try to minimize. There were weekly meetings with the IPPUC, with the mayor, Thursday meetings, when the progress was presented, what each project was like, what changed, these projects at the beginning it was all of them, later it was some, it was put on a pre-agenda, finally, then it was becoming some kind of evolution, of changes, but the mayor had an important presence for us to be able to administer these conflicts. With the community, it depended very much on each project, because there were projects that demanded this, others not so much. And what I think that was really important was in a certain way a greater knowledge of all those involved, of what each one was doing, because always the question of communication, the question of information is always very delicate in an administration. We even, however much we wanted to maintain open channels of information, and so on, in the daily routine, through the pressure of things, you stop passing on information. This is a question that I think that we did not succeed in managing. Because there was not time. And this is also a question that I think prejudiced the whole process a little, which was first, we needed to ride a bicycle, at a walking pace [?], and from here we used to say “folks, take it easy, just like that”, because the personnel were a little frightened., “ah, it’s not going to work”, came one anxiety. “It’s not going to work, and how, and there’s no way”, and so on. And it is difficult for you to put the daily routine into operation, principally because our teams are small, we have difficulty with personnel, there are few people, and a lot of action, little structure, and at the same time to come in with a new, advanced proposal, a proposal that demanded many meetings, many discussions, everything was always treated together, much training, so there was much restriction at the beginning, and too much. This was something that I think that also prejudiced a little, a concept was also created, a preconception that it is exaggerated there, with many meetings. So it became a partly complicated climate at certain times. I do not think that the introduction of this within secretariats had become very clear at certain periods. It was something that we were trying to construct, but suddenly you had actions taking place from the secretariat, independent from the project, or you stopped because you didn’t know if the project was going on. There were

some difficult settlements. I think that it was very ambitious, for people to work on 24 projects. (Cibele)

3.6.5 - The dilemma of intersectoral cooperation in Curitiba

Cássio Taniguchi was the third mayor originating from the IPPUC, an entity of which he was a director and, in this capacity, is the bearer of the theoretical marker and the method that would be determinant element of his administration.

In his proposal declaration the highlighted methodology is the one with which he is going to work the twelve government commitments, that is, the matrix model, well informed theoretically.

In the Taniguchi administration, putting a value on the search for efficiency through the method is emphasized by the fact that the projects that correspond to the twelve government commitments and those to which they would be annexed afterwards are to be managed by IPPUC technicians.

As indicates the analysis of research material, the proposal, in the Curitiba's case, is not as strong as the method.

Considering that the proposal, in accordance with the Coherence Postulate, determines twofold, the method and the organization, the fact that the proposal was declared by means of the method will strengthen this aspect, because, still according to the Postulate, the method determines the organization.

This supremacy of the method over the proposal remains highlighted also in the expansion movement of strategic projects that go beyond twelve – in response to government commitments – to 22 in a short time. As well as government commitments, which, through the proposal, would define the scope of strategic projects, they are added to so many other projects that they would eventually be in the secretariats, but which also go on to be considered strategic.

Another aspect to strengthen the method in relation to the proposal is that it is appropriate, in the sense of being in the domain of entities and technicians from the municipal administration structure, with a technical support long matured by IMAP and the IPPUC, which have a strong presence in the administration throughout their existence, from the 1960s.

So, in the case of Curitiba, the method effectively determined the organization in the design of the first Taniguchi mandate.

The making of a matrix, however, supposes not only the definition of projects that pass horizontally through several secretariats but, also, the introduction of a new *modus operandi* of the secretariats themselves, which need to reinforce cooperation between them in order to perceive the demands of strategic projects.

The option adopted was to make the projects a matrix process through the existing secretariats, with few alterations

The Mayor himself, in his first administration, takes care of maintaining dialogue between strategic projects and the secretariats, through meetings on Thursdays, mentioned several times in the interviews.

However, even through the predominance of the method over the proposal, the managers of strategic projects are all from the IPPUC and the secretaries chosen from the traditional configuration, which mixes sectoral knowledge with the political-sectarian composition of the government.

This choice establishes a tension between the new organization and the old one, which the technical meetings do not seem capable of overcoming.

Contradictions of the verticalized and sectoralized model of secretariats in relation to the proposal of forming matrices with strategic projects seem to become partly manifest in the change of the mission declaration itself from component bodies of the administrative structure of City Hall. By studying the mission declaration from entities and secretariats in the years 1997 to 2001, it is observed, according to the following charts presented, frequent changes in the mission of entities year after year. In one year the mission was A, the following B, in another C. There were cases in which each year the body's mission was declared in a different way, the example of the Social Communication Secretariat and the Finance Municipal Secretariat. The stability of Health, Education and Hydric Resources the Secretariats attracts attention. This panorama suggests that the administrative structure of City Hall went through an identity crisis during the period, perhaps in the quest to adapt itself to a new model.

Chart 12- Entities of Curitiba's City Hall – Coordination of the Cabinet

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
City Hall Advisory (ASP)	–	A	B	B	B
Mayor's Cabinet (GAPE)	A	B	B	B	B
Vice-Mayor's Cabinet (GAVP)	A	B	–	–	–
District Attorney General of the Municipality (PGM)	A	A	A	A	B
the Municipal Government Secretariat (SGM)	A	B	B	B	C
Municipal Social Communication Secretariat (SMCS)	A	B	C	D	E

Source: Author's elaboration.

Chart 13- Entities of Curitiba City Hall – Coordination of Administrative Resources

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
Institute of Social Welfare and Assistance for Public Servants of Curitiba (IPMC)	A	B	B	C	C
Municipal Institute of Public Administration (IMAP)	A	B	B	C	D
Municipal Administration Secretariat (SMAD)	A	B	B	B	C
Municipal Finance Secretariat (SMF)	A	B	C	D	E
Municipal Human Resources Secretariat (SMRH)	A	B	B	B	B

Source: Author's elaboration.

Chart 14- Entities of Curitiba City Hall – Coordination of Infra-structure

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
Municipal Public Works Secretariat (SMOP)	A	B	C	C	D
Municipal Environment Secretariat (SMMA)	A	A	B	B	C
Municipal Sanitation Secretariat (SMSA)	A	B	–	–	–

Source: Author's elaboration.

Chart 15- Entities of Curitiba City Hall – Coordination of Urban Infrastructure

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
Development Company of Curitiba (CIC)	A	B	B	B	C
Popular Housing Company of Curitiba (COHAB)	A	B	C	C	D
Cultural Foundation of Curitiba (FCC)	A	B	B	B	C
Institute of Research and Urban Planning (IPPUC)	A	B	B	C	D
Municipal Industry, Commerce and Tourism Secretariat (SICT)	–	A	A	A	–
Municipal Urbanism Secretariat (SMU)	A	B	B	B	B
Urbanization of Curitiba S.A. (URBS)	A	B	B	B	C

Source: Author's elaboration

Chart 16- Entities of Curitiba City Hall – Coordination of Social Action

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
Foundation for Social Action (FAS)	A	B	B	B	C
Municipal the Children's Secretariat (SMCr)	A	B	C	C	D
Municipal Education Secretariat (SME)	A	B	B	B	B
Municipal Health Secretariat (SMS)	A	B	B	B	B
Municipal Agriculture and Supply Secretariat (SMAB)	A	B	B	B	C
Municipal Sport and Leisure Secretariat (SMEL)	A	B	C	C	C

Source: Author's elaboration

Chart 17- Entities of Curitiba's Municipal City Hall – Extraordinary Secretariats

MISSION/YEAR ENTITIES	1997	1998	1999	2000	2001
Municipal Metropolitan Affairs Secretariat (SEAM)	A	–	–	–	–
Extraordinary Metropolitan Affairs Secretariat (SEAM)	–	A	B	B	B
Extraordinary Social Welfare Matters Secretariat (SEAP)	–	A	–	–	–
Municipal Social Defense Secretariat (SEDS)	–	–	–	–	A

Source: Author's elaboration.

The power dispute between technicians, strategic project managers, and secretaries becomes intensely evident in the interviews and seems to have been one of the motives for changing the methodology that will take place in Taniguchi's second administration, with strategic projects going on to management in the secretariats.

This tension aggravates the fact that strategic projects for the city are in the hands of IPPUC technicians and routine activities are attributed to secretaries.

As well as this, even though the theory and method are appropriate, that is, they might be appropriated by the technical body of IMAP and the IPPUC, public servants, key elements to give shape and consequence to projects, were not socialized in the methodology, which demanded continued effort in training. As well as this need for training, the power conflict between project managers and secretaries remained visible among those who were integrating the body of secretariats.

For these reasons, the organization, determined by the method, ended up by conditioning it so strongly to the point of promoting a distortion exactly on the aspect that would enable insectoral cooperation.

In the declaration of the proposal, the search for efficiency is made explicit, however, the intention to promote intersectoral cooperation remains explicit which, nevertheless, can be one of the aspects made feasible by means of matrix structures. In the focal group this idea is declared by the employees, who mention noticing the potential that the matrix could have for the promotion of intersectoral cooperation, excepting, however, that for this the matrix would have to occur in the territory.

Nevertheless, as the dispute occurs the whole time at a central level, between the power of technicians, strategic project managers, and the power of secretaries at the time when Taniguchi's second mandate transfers the strategic projects to the secretariats, this potential of an intersectoral performance remains rather reduced, since the tendency and the projects might be made into a matrix within each secretariat, becoming predominantly interdisciplinary and not intersectoral.

4- RESULTS

4.1- Fortaleza and Curitiba in Light of the Coherence Postulate

The experiences of the cities of Fortaleza and Curitiba, when examined in light of the Coherence postulate, by Mário Testa, reveal, on one hand, similarities and, on the other, large differences determined by the singularities of their history and organization, as well as the methodological choices made by Mayors, as shown in the following chart.

Chart 18 – Comparative of the Experiences of Fortaleza and Curitiba

	PROFILE OF MAYOR	HISTÓRY	PROPOSAL	THEORY AND METHOD	ORGANIZATION
FORTALEZA	Physician, dominant political-party performance	Verticalized and sectoralized administrative structure, with strong centralization and distance between the decision level and units providing services to the population. In 1997 it is substituted by a regionalized, decentralized and intersectoral structure. In 2001 it returns to being sectoralized and central planning is strengthened. Dilemma between planning and execution.	It is strongly declared. The Mayor explains decentralization and intersectoral cooperation as management proposals for the fulfillment of government commitments.	It is “imported” as much in the first period as in the second, from external advisories, with reduced socialization space for public servants. The second theoretical-methodological approach restores the intersectoral cooperation perspective.	The method determines the organization in the first mandate. The strengthening of Regional Secretariats in detriment to other secretariats and insufficient socialization of public servants in the methodology conditions a revision of the method in the second mandate.
CURITIBA	Engineer, dominant technical performance	Verticalized and sectoralized administrative structure, with eight Regional units. It has two planning institutes, IPPUC and IMAP, with almost four decades of performance in the city and 24 years of power. These institutes introduce the theory and method that determine a new form of operation – a matrix form., from 1997, with the introduction of strategic projects and without great alteration in the sectoralized structure. In 2001 strategic projects are taken to the secretariats, reducing their intersectoral cooperation potential.	It is not strongly declared. The Mayor explains the method – matrix management of strategic projects – as management proposal to fulfill government commitments.	They are strongly declared from the concentrated power of IPPUC and IMAP. It demanded continued effort of socialization for public servants. The change, in the second mandate, restores the enabling aspect of intersectoral cooperation.	The method determines organization in the first mandate. The dispute for power between strategic project management by IPPUC technicians and the traditional structure of Sectoral Secretariats conditioned the method, implicating fundamental changes.

Source: Author’s elaboration.

In both cases, the Mayors decided to fulfill government commitments by means of changes in management, starting from 1997. This choice assumes that both, as experienced managers, considered that the traditional structure of municipal administration grandeur would not be able to carry out government commitments.

The Mayor of Fortaleza opts for a radical change in its structure and operation mode, guided by two directives: decentralization and intersectoral cooperation, explained powerfully in his speech and decision.

The Mayor of Curitiba opts for the introduction of a new *modus operandi*, with strategic projects developed in matrix form with traditional structure, with a few adjustments.

To carry out the proposal, Fortaleza imports theory and method, by contracting an external consultancy. Now Curitiba seeks this theoretical methodological support in its own structure, through two planning institutions, whose creation comes from the 1960s and which since 1971 has nourished the power with its staff.

In the case of Fortaleza, the Mayor's strong proposal is shared with the , which translates it into law, and the organization's change is promoted, initially, in a normative manner. In 2001, with the reform of the reform, the proposal for decentralization is partially maintained and that for intersectoral cooperation is abandoned. Centralized planning is also redeemed. Once again the reform is informed by theory and method imported from other advisory and is expressed in a normative way.

The option for strategic projects in Curitiba takes advantage of the theoretical and methodological accumulation of the city's planning institutes – IPPUC and IMPA. The concept and elaboration of the project were centralized. The extent that the proposal of matrix creation reaches implementation goes on to compete with sectoralized structures and carries on losing potency, until, in 2001, a proposal turnaround occurs, with the insertion of strategic projects in the secretariats, which is equivalent to a change in intersectoral perspective – declared weakly– through an interdisciplinary perspective and strengthening of the sectoralized structure.

In both cases the theory and method determined the organization and this, in turn, conditioned them.

This process is perceived in a different manner in the speech of the common citizen in each case.

The CSS in Fortaleza is close-knit and revealed by remarkable debate in the media. It is strongly seized by the political debate of reform involving mayor, advisors, secretaries, situation and opposition councilors, former governors, experts from universities, city hall employees and the union movement. This lasted the whole administration process. In the second reform – the reform of the reform – the debate is also strongly seized by the press, with manifestation from several players, in discussing the retreat and the new change.

Yet in Curitiba the CSS capture is made only in relation to projects, without reference to matrix creation and intersectoral perspective. A perspective of permanent public policy is not created, in Curitiba. The project is important as a temporary strength-idea, as it has a beginning, middle and end. The Employment Line Project is what appears most strongly in the CSS.

In Fortaleza's focus group, criticism of the reform process is centered on the perception that these players have of reform as an authoritarian process – defined and implemented in a normative form – and the importation of method. Intersectoral cooperation and even regionalization are seen as disorganization factors. In a second instance, more stabilized regionalization is seen as a positive factor.

In Curitiba, criticism in the focus group revolves around centralization of the matrix creation process. Other than this, it points out that, if this matrix creation had occurred with a territorial base, the intersectoral perspective, seen as positive in the case of Curitiba, would be made viable. The loss of potency in creating a matrix at local level is perceived. For this the experience of Rua da Cidadania is an influence, seen as a good intersectoral experience, structured at the base.

In both cases, is identified in the focus groups, the insufficiency of the training process for the change, in other words, the absorption of the method by the operators.

The following chart summarizes the study's findings in relation to the behavior of the Coherence Postulate components in the studied cases, by means of weight attribution, by the author, to each one of them, for the purpose of making comparison viable.

Chart 19 – Comparison of the cases of Fortaleza and Curitiba from the Coherence Postulate

COHERENCE POSTULATE IN FORTALEZA 1997/2001	COHERENCE POSTULATE IN CURITIBA 1997/2001
<ul style="list-style-type: none"> • History+ • Organization+ • Government Role++++ • Proposals++++ • Theory++ • Method+ 	<ul style="list-style-type: none"> • History +++++ • Organization++ • Government Role++++ • Proposals+ • Theory++++ • Method++++

Source: Author's elaboration.

(+) Very weak

(++) Weak

(+++ Strong

(++++ Very strong

The conflict of power in Fortaleza occurs in three spheres: in the central intersectoral secretariats, with their sectoral coordinators; in central secretariats with regional secretariats and their sectoral coordination with regional secretaries. The central secretariats found it difficult to articulate regional coordination, which has its sectoral base constructed historically, and direct dialogue with other government levels, as it is quite visible in the case of health. And the central secretariats as much as the sectoral coordination had difficulty in accepting the degree of autonomy, even of planning, of the regional secretariats, the dilemma being visible between regional planning and central planning, who plans and who executes.

In the case of Curitiba, there are also three levels of power conflict. The first relates to the fact that the matrix was constructed at a central level, with IPPUC technicians, being articulated by the Mayor himself, in weekly meetings, where these technicians had the same status as secretaries. The second conflict level is in the interaction of these technicians, strategic project managers, with the

secretaries, in the partnership negotiation process. And the third level of power conflict occurs at the base, with a distancing between the management of projects and putting them into operation in the regional units.

The question of power, which is not explicitly dealt with in the Coherence Postulate of Mario Testa, was revealed, in the case of intersectoral cooperation, as a fundamental factor for making it viable.

In the two cases, Fortaleza and Curitiba, it seems that the conflict of power that passes by the introduction of innovation was a determinant for the revision and return to traditional, sectoralized organization and *modus operandi*. Although influencing the experience of Curitiba is the emphasis factor of the matrix model being at a central level and not territorial, in the experience of Fortaleza, the importation of theory and method is an influence and, in both cases, the fragility of incorporating method by operators in the organization.

***5- FINAL CONSIDERATIONS:
health and the
intersectoral cooperation dilemma***

According to what is expressed in the introduction of this study, the health concept, modeled by the Brazilian Sanitary Reform Movement and legitimized in the 1988 Constitution, introduced a tension in relation to the organizational paradigm of the Brazilian State apparatus. While it recognizes that health has housing, basic sanitation, environment, employment, income, education, transport, leisure and access to goods and essential services as conditioning and determinant factors, it attributes to a sectoral policy the role of disclosing these determinants and conditioning factors and formulating health policies aimed at promoting within economic and social fields the observance that health is a citizen's right and a duty of the State.

The discursive matrix of the concept goes back to the 19th Century with the birth of Social Medicine, however this line lost potency from the Pasteurian revolution, with the hegemony of biomedicine.

Thus, in the 20th century, comes the strengthening of the health sector, through the lineage of biomedicine, although in this same period reflective movements had occurred such as the birth of health promotion in the 1940s, Preventive Medicine in the 1960s, the strength-idea of intersectoral cooperation in the 1970s in the Alma-Ata Conference and which has continuity in the discursive process of the five World Conferences for Health Promotion, held by the World Health Organization, between 1986 and 2000. In Brazil, this reflection and criticism of the biomedicine model shaped the Sanitary Reform Movement, elaborator of the health concept which would lead in the 1988 Constitution to the core of the Brazilian Health System proposal.

SUS in its constitution as an integral health care system is constituted as a trans-disciplinary system. Already regards its conceptual constitution consistent with the constitutional definition, it demands an articulation of cross sector practices and knowledge. On the other hand, to the extent that the Constitution also defines decentralization as an implementation strategy of this health policy – in all its coverage – it suggests that in the municipal sphere it would be possible to achieve the proclaimed concept.

The dilemma goes on to be the manager's, especially in the municipal sphere, to operate a necessarily intersectoral policy explained in a traditionally disciplinary environment as regards the formation and sectoral as regards the apparatus, facing it up to the need of introducing changes in this environment as a way of making the policy viable.

The survey was motivated by the following question: Is it possible to put into operation this complex health concept in the municipal sphere?

For the study were chosen the cases of the cities of Fortaleza and Curitiba, which undertook a process of organizational change in the period from 1997 to 2001.

For the purpose of evaluating whether the formulation of these public policies and the planning of actions took into consideration the coherence between the State role, proposals, history and organization and theory and the method, it was decided to support the study with methodology proposed by Mário Testa, in the Coherence Postulate.

According to what the two studied experiences show, there is uneasiness within the State on how to work with the complexity. On intersectoral cooperation there is a discursive consensus and a practical dissent. This dissension originates from the contradiction between the need to integrate practices and knowledge demanded by the complexity of reality and the sectoralized State apparatus, where, with greater or lesser conflict, disciplinary powers and powers coming from political-party compositions are accumulated.

Each city chose a different path. Fortaleza, in restructuring its own apparatus based on the directives of decentralization and intersectoral cooperation, intended to aggregate in central secretariats strongly built sectors, such as health, education and social welfare, with their histories and their own intergovernmental relationships, and promote power in the regional management spaces. Curitiba, without altering its sectoral structure, intended to promote the change in practices by means of forming matrices in strategic projects and sectoral secretariats. In Fortaleza, it is observed the supremacy of the proposal on theory and method and in Curitiba the supremacy of method in relation to the proposal. In both cases, the double conditioning made by the organization in relation to the proposal and the method, reinforced by strong conflicts of

power, and despite the register of positive results, ended in the regression of choices and the return to a sectoralized operation of the State apparatus.

Complex problems bear a multiplicity of interlinked and interdependent factors, require an approach of the same nature (MARTIN, 2000). One of the final considerations that the present study permits is the level of complexity embedded in putting intersectoral cooperation into operation, as its application implies surpassing the hegemonic model, throughout the whole of the 20th century, in the State constitution.

XXXXXXXXXXXX

Therefore this reflection is dealt with here in two figures.

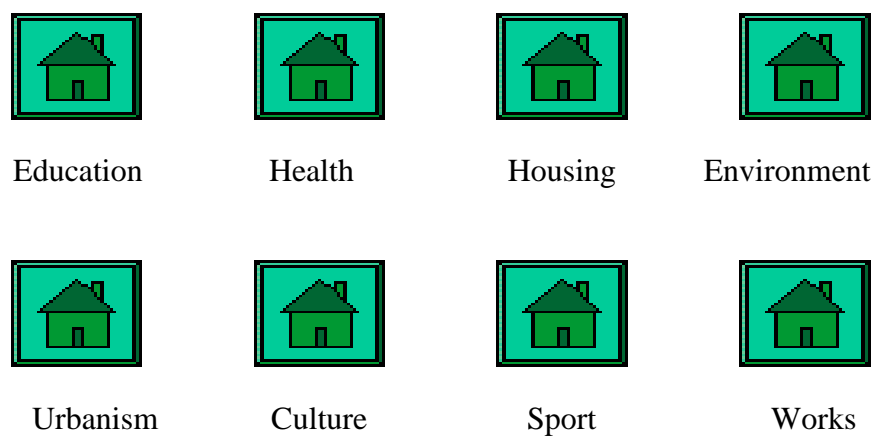


Figure 9 – Model of small parallel houses

Source: Author’s elaboration, based on CAMPOS (2000 and 2003) and ANDRADE et al. (2004).

Figure 9 represents the model of small parallel houses, where each sector is made up of a small house, putting into operation its own policies within it and for itself. Becoming the very object of its existence, it always puts its policies into operation from the inside out. The policies are pondered inside the sector based on their objective and accumulation of practices and knowledge, from which they externalize a group of actions that always seek to justify their own existence. Therefore, the little houses represent the sectors of health, education, housing, environment, urbanism, culture,

sport, employment, etc. And each one is developed on account of their demands and their own solutions, producing reaffirmation of the sector, within it and for itself.

The other figure that also reflects the work of CAMPOS (2000 and 2003) and ANDRADE et al. (2004), of which this reflection avails itself, proposes that practices and intersectoral knowledge are going to be built as a new space, based on solid and complex problems that the reality presents. This space will be built with contribution from sectors which bring their historical and organizational, theoretical and methodological accumulation to it recognizing, however, this sectoral accumulation is not sufficient for formulation in the field of public policies with a capacity to respond to the complexity. The new objective, with its practices, knowledge and identity, however, is going to emerge from mediation between the sectors, with each one contributing with the objectives for which they are based on as subjects, and according to the complex problems that are manifested in the territory.



Figure 10 – Construction of practices and intersectoral knowledge

Source: Author's elaboration, based on CAMPOS (2000 and 2003) and ANDRADE et al. (2004).

In this sense, a formulation of making intersectoral cooperation operational could occur, in an ideal situation, from articulation of strong points from the two studied cases. In Curitiba, the strong point is the proposal of matrix, from the vision of problem complexity, requiring a lead from different sectoral concentrations. In Fortaleza, the strong point is decentralization, the focus on territory.

Intersectoral cooperation may be seen as a spiral construction, remembering here the formulation of PIAGET (1971), in which, in order to understand the problem presented in the territory and intervention in reality, faced with its complexity, it is necessary to evolve in a learning process where concentrations are taken and transformed, as seen in figure 11.

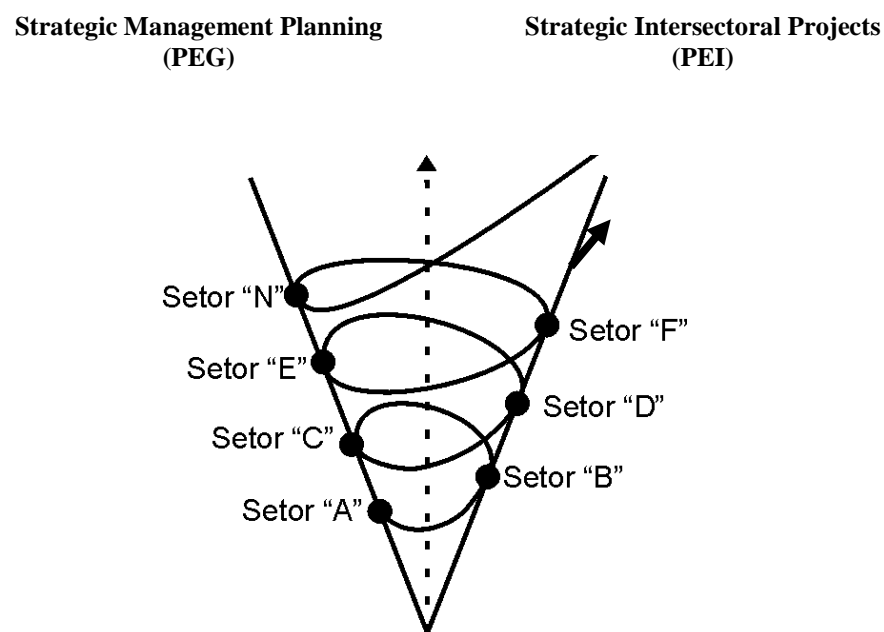


Figure 11- Constructive complexity spiral of intersectoral cooperation

Source: The author, from final study considerations, and based on the studies of PIAGET (1971, 1975a and 1975b), MORIN and MOIGNE (2000) and CAMPOS (2000 and 2003).

Finally, although the city is a privileged space for the integration of sectoral policies and intersectoral action, isolated attempts to implement an intersectoral model will have difficulty in being imposed due to the double conditioning that the organization exerts on the proposal and the method, especially in an environment where public policies traverse the three government spheres, which are hegemonically sectoralized.

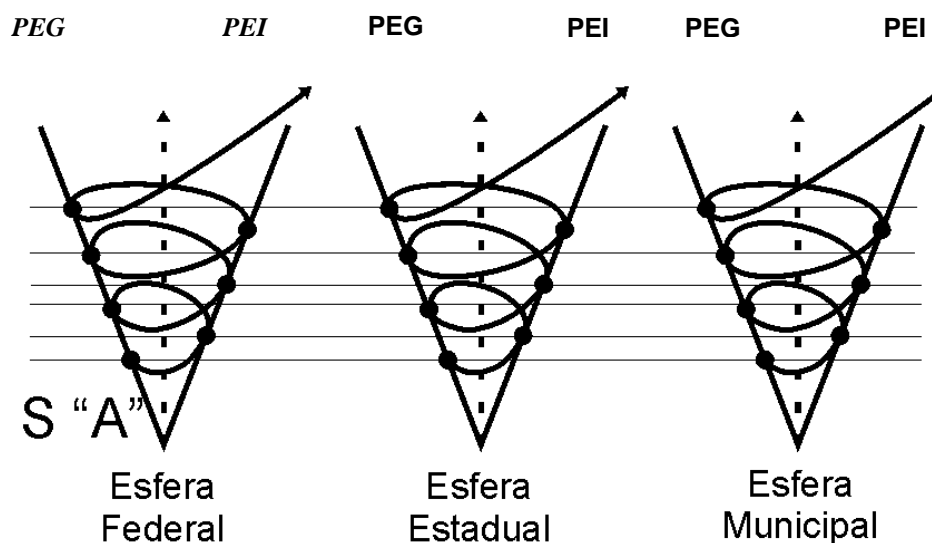


Figure 12- Constructive complexity spiral of intersectoral cooperation and its articulation in a federative State such as Brazil

Source: The author, from final study considerations, and founded on studies of PIAGET (1971, 1975a and 1975b), MORIN and MOIGNE (2000) and CAMPOS (2000 and 2003).

In the same manner, policies managed in the intersectoral perspective within the federal sphere will tend to have the same difficulties of being made operational in the States and Municipalities and will go on losing potency to the extent that they traverse each sphere.

In a federative Country like Brazil it is necessary for the construction of practices and intersectoral knowledge to be made also in the national sphere, however, with dialogue stipulations in the state and municipal spheres, as shown in figure 12.

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7- APPENDICES

CITY HALL OF CURITIBA
STRATEGIC PROJECTS FROM GOVERNMENT PLAN
EVALUATION/RESULTS
PERIOD: 1997 -2000
AHÚ-CABRAL PROJECT

1997

According to CURITIBA (1997), the actions developed were: execution of preliminary study, presentation of Project to the Governor and Mayor; draft of tender announcement for the exchange of Ahú Prison for new prisons and team composition in the state and municipal spheres to define projects to be executed.

1998

According to CURITIBA (1998), the actions carried out were: understanding between the agencies involved to discuss agreements of technical cooperation, skills and definition of compensation; preparation of pertinent legislation;

1999

According to CURITIBA (1999), the project comes from the PEPG relationship. The Ahú-Cabral Project pronounced the alteration of the provisional prison from Ahú to the Piraquara Penal Colony and defined a new use for the land, of interest to the city. The articulation activities were concluded, and those concerning the construction and transfer of the prison came to be managed by the State government, with those of accompaniment being absorbed by agencies from the municipality.

BR-CITY PROJECT

1997

According to CURITIBA (1997) the following actions were carried out: adjustment of converting to the needs of users/vehicles: by means of survey on the situation of conversions, accidents, traffic volume; a study of circulation; prioritization of conversions; establishment of the Bolsão de Atuba, indicatory traffic signals and illumination; geometric correction and landscaping on particular roads; introduction of new stretches of ring-roads with the study of areas without ring-roads being carried out and prioritizing the stretches to be implanted; definition of urbanization characteristics with a survey and analysis of current zoning and the road system of areas marginal to the BRs and existing legislation, data on RMC areas marginal to BRs and checking zoning proposals and land usage; definition of tenure of commercial, service and leisure poles – University City with a visit to the location and study of proposals for land tenure; maintenance of roads in good condition with a survey on current conditions; refined control with electronic speed ramps.

1998

According to Curitiba (1998), the project is undergoing restructuring. Several jobs in execution are cited with their respective costs.

1999

According to CURITIBA (1999), the project broadened its focus with the proposal of transforming the BR-116 into a new axis of metropolitan development, with the introduction of a High Capacity Transport System along it. In the first semester of 1999 a preliminary study was elaborated on this new proposal, which was presented by the Mayor to the federal government and international agencies in the search for financing. With excellent receptivity, in the second semester, studies of technical, economic, financial feasibility and environmental impact were contracted and a technical advisory to aid the PMC in procedures necessary to obtain resources. Parallel to this, several jobs and services within the BR-City Project were carried out improving the conflicts of conversion and crossings in the region. The new focus for the BR-116, as a condensing axis and an urban/metropolitan transport corridor, consolidated in the new Law for Zoning and Land Usage and formalization of the commitment to transfer the dominion of this road to the municipality, altered the investment chronogram for this project.

2000

According to CURITIBA (2000), in the first semester elaboration of the technical, economic, financial feasibility study and environmental impacts of the High Capacity Transport System was concluded. In view of the advance in negotiations with the federal government and international agencies, the basic project was elaborated for the implantation of its first stage, which will link the City Center to the CIC South terminal. Curitiba (2000) cites several jobs in execution. It can be said that the project achieved satisfactory advances in this year, as well during these four years of administration. Approximately R\$ 15,000,000.00 (fifteen million reais) were invested in carrying out several interventions in the highways BR-116 and BR-277, such as introduction of ditches, ferry crossings, traffic lights, horizontal and vertical traffic signs, electronic speed ramps, paving and public lighting, which provided improvement in traffic flow and, especially, safety for drivers and pedestrians. It is worth pointing out that, in view of the countless actions carried out, the seriousness of accidents occurring on the highways was reduced.

NEIGHBORHOOD CENTERS

1997

According to CURITIBA (1997) the following actions were carried out: systemization of information in each neighborhood; elaboration of an intervention project for two Neighborhood Centers: Bairro Novo and Tatuquara.

1998

According to Curitiba (1998), actions of the project area were concentrated in the Tatuquara and Bairro Novo neighborhoods, having in sight the link with the Employment Line project, which counts on resources from financings. As well as the impact on urbanization and on the social area, areas destined for leisure activities underwent improvements.

1999

According to CURITIBA (1999), twelve intervention sites were defined based on trends of use and occupation of the land and on the socio-economic realities, electing some areas of recent occupation in a consolidation process and others already consolidated in traditional neighborhoods. The success obtained in the interaction with Regional Administrations, in the course of the project, resulted in a deepening of knowledge of local reality. The project went on to perform the role of articulator

between agencies of the PMC and other projects of the Government Plan, to optimize and concentrate resources, with the year of 1999 having been characterized especially for the planning of these new actions.

2000

According to CURITIBA (2000), the actions carried out were: elaboration of urban structuring projects in Areas of Environmental Protection, carrying out the jobs, relocation of families and elaboration of the Municipal Strategic Plan of Subnormal Settlements from the Brazil Housing Program/BID. During this administration, the Neighborhood Centers Project was being adapted to serve the demands identified in the city together with the Regional Administrations, in the sense of promoting the development of areas with little housing in a spontaneous manner and new settlements in the process of occupation and infrastructure in poor neighborhoods with identity problems, aiming to extend community participation in the process.

CITIZEN IN TRAFFIC

1997

According to CURITIBA (1997) the following actions were carried out: introduction of new signs from the Living System; introduction of traffic signs at crossings– yellow boxes; introduction of the School Project – 1st stage; broadening of Traffic Control in Area; carrying out Animals in Traffic campaign – 1st stage; development of ABC in Traffic Project; making viable and distributing informative traffic bulletins; installation of REVs – electronic speed ramps; implementation of municipal monitoring as a function of the Brazilian Traffic Code; elaboration of a new loading/unloading decree; elaboration of new decree for transportation of refuse - dump trucks; introduction of traffic binaries; implantation of structural road Pedro Gusso.

1998

According to CURITIBA (1998), the actions carried out were: implantation of traffic signs, training for municipal guards, establishment of School Project; New Traffic Code campaign, informative traffic bulletins; establishment of electronic registers for infringements and cameras in different locations and crossings, assembly of municipal control infrastructure with 422 municipal traffic agents.

1999

According to CURITIBA (1999) the results obtained were: On the structural roads: carrying out the jobs, with traffic jam reduction, providing new approaches, improving traffic conditions for public transport and pedestrian safety, a possibility of implanting a new public transport line. Project actions even enabled the introduction of a new traffic axis, linking terminals; an improvement in the capacity and safety of traffic in avenues; implantation of traffic binaries. The School Project enabled the accompaniment of work in school establishments, providing safety for the embarking and disembarking of students and vehicle traffic flow; maintenance of traffic signs; introduction of regulated parking, generating a daily turnover of vehicles per vacant lot; traffic signs of level crossing; specific horizontal, vertical and semaphoric traffic signs; electronic infringement control; traffic safety education campaigns through solutions of traffic engineering; formulation of traffic administration procedures for the improvement and standardization of activities and DIRETRAN attendance; holding a Refresher Course in Traffic Safety.

2000

According to CURITIBA (2000), the year's achievements were: works of art, which enabled improvement in access eliminating traffic conflict; introduction of Traffic Binaries, with a reduction in traffic jams. The School Project had continuity with the retraining of 67 traffic supervisors allocated in the school operation job; introduction of street signs in different parts of the city aimed at safety improvement. Continuity of education in traffic flow with distribution of daily bulletins on traffic, through eleven radio stations in the city, and creation of the Traffic Bulletin on City Hall's webpage; distribution of pedagogic kits in municipal teaching schools and in activities at the Education and Citizenship Nucleus – DIRETRAN. Continuity of the Traffic Safety Project, which provided in the first semester a reduction of 30% in the number of traffic accidents at locations where it intervened; typing up of Traffic Accident Bulletins from 1999 in the Traffic Accident Observatory System, which will allow starting from next year the geo-referenced statistic management of traffic accidents.

HEALTHY CITIZEN PROJECT

1997

According to CURITIBA (1997) the following actions were carried out: presentation of the job proposal for a contract with the University of Toronto – Canada;

participation in the elaboration and publication of the survey on alcoholism and other drugs in traffic accident victims.

Sub-project

1. HEALTHY CITIZEN PROJECT – EMERGENCY MEDICAL ASSISTANCE SERVICE

According to CURITIBA (1997) the following actions were carried out: measurement and definition of vehicles and equipment and localization in the city; definition of the role of US da Rua 24 H; measurement and definition of functions for regulation and assistance teams; protocol of triage and assistance in mental health; formulation of training courses for doctors, nurses and nursing auxiliaries and drivers; making institutional agreements with SMS, SESA, Fire Department; effectuation of interchange with congenerous services in other states and countries in the Southern Cone.

OBSERVATION:

In the following reports this project does not appear. Curitiba (1998) explains: “The projects Healthy Citizen and Social Heart formed a set of Social Action policies, and they are being executed by the group of agencies from Municipal Social Action. In 1999 the Mayor’s (GAPE) registers its establishment under its coordination”.

SOCIAL HEART PROJECT

1997

Sub-project

1. SOCIAL HEART PROJECT - ELDERLY

According to CURITIBA (1997), a project was elaborated.

2. SOCIAL HEART PROJECT – FORMING CITIZENS

According to CURITIBA (1997), implantation and accompaniment of the program was made in the *Quartel do Boqueirão*.

3. SOCIAL HEART PROJECT – FROM THE STREET TO THE SCHOOL

According to CURITIBA (1997) the following action was achieved: sending of 160 titular children and teenagers to the program.

4. SOCIAL HEART PROGRAM – MUNICIPAL POLICY FOR THE PROMOTION OF RIGHTS FOR HANDICAPPED PEOPLE

According to CURITIBA (1997), a project was elaborated.

OBSERVATION:

In the following reports this project does not appear. Curitiba (1998) explains “The projects Healthy Citizen and Social Heart formed a set of Social Action policies, and they are being executed by the group of agencies from Municipal Social Action”.

KEYING IN THE FUTURE

Sub-project

1. ACCESSING THE FUTURE; SPECIALIZING LABOR and Internet in the HEADLIGHTS OF KNOWLEDGE

1997

Sub-projects

1. KEYING IN THE FUTURE PROJECT – ACCESSING THE FUTURE

According to CURITIBA (1997), a new proposal was developed for putting the project into operation aiming at the implementation of pilot-projects during the year of 1998 and introduction in the remaining schools, from 1999.

2. KEYING IN THE FUTURE PROJECT – INTERNET IN THE HEADLIGHTS

According to Curitiba (1997), the following actions were carried out: elaboration of the management project and the public tender publication for the acquisition of services; preparation of a new proposal for putting into operation, aiming at the establishment of partnerships with the private initiative, for the introduction of objectives, in 1998.

1998

According to CURITIBA (1998), 4,800 students from the 91 thousand enrolled in the municipal teaching network are already participating in the Keying in the Future Project; seven schools from the 129 municipal ones; one of the seven centers of specialized attendance; of the 5,8000 teachers in the municipal teaching network, 289 have already received qualification in the area of information studies; participation of 180 people from the community in the Specializing Labor Project; of the 51 Headlights of Knowledge, 1 is connected to the Internet; and establishment of partnerships with companies.

1999

According to CURITIBA (1999), the sub-projects Accessing the Future and Specializing Labor are being developed simultaneously by SME, in a decentralized manner:

Sub-projects

1. ACCESSING THE FUTURE

In the first phase, pilot projects were introduced in schools and in one attendance center of the municipal teaching network. The phase was financed entirely by partnership companies of the project. In the second phase, all the schools presented application projects for computer resources directed to learning, which were evaluated by a commission made up of agencies, academic institutions and specialized entities. As an evaluation result, several projects were approved, with installation of laboratories at the beginning of 2000. Furthermore, teachers were trained.

2. SPECIALIZING LABOR

According to an original chronogram, classes for the community will begin in the year 2000.

3. INTERNET IN THE HEADLIGHTS OF KNOWLEDGE

Four Headlights of Knowledge were integrated into the subproject this year. The partnership with the private initiative and with a non-governmental agency is allowing City Hall to offer this service freely to the citizens.

The project reached 94% of its aim for 1999. Schools from 5th to 8th grade were given priority. Around 44% of students from RME have already been served. Another parallel result occurred through the power of healthy competition between the companies that participated in the project, with purchases and prices negotiated case by case between each school and each company. One intangible victory of this process is greater responsibility for the use and maintenance of computer equipment by the schools, due to the greater involvement of them in the process of choice and acquisition of equipment.

2000

According to CURITIBA (2000), the subprojects Accessing the Future and Specializing Labor are being developed simultaneously by SME, in a decentralized manner:

Sub-projects

1. ACCESSING THE FUTURE

Teachers were trained. This year, 88 schools and 5 centers of specialized attendance presented their proposals to become part of Keying in the Future.

2. SPECIALIZING LABOR

Computer studies classes for the community, using the established laboratories, took place in schools of the municipal network. In these courses, 1,400 people from communities close to there were enrolled.

3. INTERNET IN THE HEADLIGHTS OF KNOWLEDGE

With ICI coordination, the Internet was made available in 25 places, 16 being in headlights linked to the schools, two in CAIC libraries, five in headlights in squares, one in the Community Library at the CAIC Terminal and one on 24 H Road. In each place, nine computers were installed and the users arrange a time in advance to use the computers. The Strategic Project Keying in the Future achieved 45% of its aim for the year 2000, in what corresponds to the availability of locations with free internet access. As for the integration of schools to the project, the same rate from 1999, 34% was maintained.

BARÃO/RIACHUELO

1997

According to CURITIBA (1997) the following actions were achieved: carrying out 25% of preservation work and maintaining the Hotel Jonscher building in a good state of conservation, with public tenders and elaboration of architectonic evaluation, elaboration of the basic project and preparation of public tender publication; incentive and aid to the owners of private buildings to preserve and maintain buildings with historical value in a good state; preservation and maintenance of public pathways; elaboration of 30% of the landscape project for Barão do Rio Branco Road, for preservation and maintenance; introduction of bus services and stops to serve the needs of the Area; re-management of street vendor trade; presentation to the government of the Preliminary Plan for Increasing the Exhibition Area of Curitiba's Convention Center; evaluation of environmental conditions, proposing solutions to improve the urban environment of Travessa da Lapa, through an elaboration project of urban landscaping, amongst others.

1998

According to CURITIBA (1998), the actions carried out were: registration, recovery and preservation of buildings (Units of Interest for Preservation); recovery and preservation of green areas; carrying out the jobs; adaptation of traders to Municipal Orders; partnership with private initiative (investments: R\$ 250,000.00) and guarantee of partnership resources from the Colors of the City Project, around R\$ 330,000.00.

OBSERVATION:

In 1999 this project was joined to others (Reviving Curitiba; Cultural Gateway and part of the Historical Patrimony Project), and formed the Urban Operations Project – Live Curitiba, coordinated by the IPPUC.

EL NINO

1997

According to CURITIBA (1997) the following actions were carried out: characterization of areas at risk from the effects of El Nino and the population of these areas; definition and implementation of a quick action plan, a plan to reduce the effects of floods caused by El Nino; definition and implementation of 70% of the monitoring, alert and alarm system; definition and implementation of social communication action; definition and implementation of educative actions and community mobilization, with a view to disseminate pro-active actions to face the floods; definition and implantation of preventive actions of cleaning and dredging at constriction points and silted up areas in the drainage system; elaboration and implementation of actions regarding the collection of refuse, as well as dead animals, pruning and renovation of trees; elaboration and implementation of Action Plan in flood situations, for the zoological aspect.

1998

According to CURITIBA (1998), the final results of the El Nino Project in 1998 were: scope of access to information pertinent to mitigating consequences of the phenomenon and its dissemination; establishment of a drainage work plan, of preventive character; implementation of actions regarding the broadening of refuse collection services, pruning and removal of trees; training for prompt attendance in flood situations in the zoo situated in Iguaçu Parque; presentation of alternatives in the road system and public transport, in the case of floods; a program for reallocating irregular housing that comprises the work of removing silt in drainage areas; definition of a rapid urban recovery plan, for the period after flooding; characterization of areas at risk of El Nino effects and their population, these references that were distributed to COMDEC and the Regional Administrations; creation of a workteam with the function of defining and implanting the Municipal Alert and Alarm System; creation, through COMDEC, of Reduction Plan for the Climatic Effects Caused by the El Nino Phenomenon; elaboration of publicity campaign and educative leaflets, informing about the effects of El Nino, as well as

guiding on the aspect of necessary care and attitudes, during the length of the phenomenon; creating awareness and guidance for the population in risk areas, encouraging pro-active actions to mitigate the potential effects of El Nino. The stage relating to minimization of the effects resulting from “El Nino” was concluded and founded the Action Plan for the Municipal Civil Defense. The project was concluded at the end of 1998. The routines and procedures established in City Hall agencies go on to be coordinated by the Civil Defense Committee of Curitiba.

METROPOLITAN EMPORIUM

1997

According to CURITIBA (1997) the following actions were carried out: registration of producers – 1st stage; formation of production evaluation commission; definition of criteria for the selection and evaluation of products, by the evaluation commission – 1st stage; solicitation to competent legislation agencies that regulate production regarding presentation of the product; training of producers and handlers within current concepts of food hygiene with the elaboration of a Manual for Alimentary Products.

1998

According to CURITIBA (1998), commercialization opportunities were made available through SICT and SMAB. Many of these commercialization sites, lectures and lines of credit were made viable through partnerships with entrepreneurs and agencies alike. Most of the interventions only began after the launch of the Emporium, at the end of September, with participation from all the involved secretariats, such as SICT, SMAB, FAS, FCC, SMS and SMCS. The producers registered in the Metropolitan Region will be served from 1999, when SEAM will make the link from the Emporium to diverse municipalities. In these three months when the Metropolitan Emporium is effectively in attendance, a large portion of the registered producers participated in courses, lectures and commercialization points. In September 1998, 852 companies from the commercial sector were researched and 150 companies from the service sector, as much to identify potential clients for the purchase of products registered in the Emporium, as the interests and demands from others, to eventually redirect the production, if there should be evidence of saturation point in certain

products.

1999

According to CURITIBA (1999), the products and results were: average increment in monthly sales for participating producers: 32%; average increase in the monthly invoicing for producers in stores: 30%; stores opened by the program: five; stores supported by the program: seven; producer's associations formed: one; collective production group formed: one; productive chains formed: six; commercialization events made available: 36; producers participating in the commercialization actions: 590; partnerships with micro-credit agencies or guidance to producer agencies: four; management training courses and improvement in the productive process: 28; participation in the courses offered: 431; conferences and lectures held: eleven; participation in conferences and lectures: 524; publications to stimulate increase in productive capacity and guidance on credit and company formalization: six; publications distributed: 550; producers evaluated and directed: 915; products evaluated by projects: 3,620; and producers that enlarged their business to industrial scale (warehouses from the Employment Line): two.

The performance of the Metropolitan Emporium Program may be evaluated initially by the advance in administrative-management capacity of the 1,911 current participants. Training and training courses broadened the market view and placed producers in competitive reality, guaranteeing development in sales techniques, in quality of service to the public and in competence for correctly calculating costs and prices. The Product Catalog and Metropolitan Emporium Databank make public the diversity of items that are available for consumption.

2000

According to Curitiba (2000), the Metropolitan Emporium Program has its performance evaluated by the increased participation in the market of enrolled producers with visible gains in the quality of commercialized products, in the administration of their businesses, in the increase of sales and overall invoicing. The training and training courses begun in the previous year broadened knowledge on production, commercialization and administration techniques of business. The lecture on marketing, held at the beginning of the period, revolutionized production concepts. The product went on to focus on the consumer public, to demand greater efficiency in their business,

position themselves in the market, analyzing the life time of the product. The stores increased their concern with organization, with results, and, especially, with the quality of service to the public, aiming to attract and maintain clients. The programmed actions motivated participants to build production and commercialization groups, strengthening the entrepreneur profile. The Producer and Entrepreneur Association of Curitiba, legally constituted, achieved in the State Revenue the right to collect taxes in a differentiated regime. Each associate, even an informal one, can commercialize their production and provide a receipt. Support from private initiative and shopping malls contributed to the increase in invoiced revenue and publicizing of the program, conceding space to commercialization and an opportunity for new clients. The partnerships with agencies and institutions supported actions, provided knowledge and contributed, together with other Municipal Administration agencies, to the effective result of the program.

HOUSING

1997

According to CURITIBA (1997) the project was structured so as to have mostly continuous operations and actions. For this reason there does not exist even one moment or activity that can be taken as concluded.

1998

According to CURITIBA (1998), the effort made to reduce the arrears rate, with publicity campaigns and debt renegotiations, resulted in a collection increase for COHAB of around 23%, allowing a reduction in the monthly deficit presented by this company and opening a perspective, at the end of 1999, for obtaining a positive result of approximately R\$ 2,000,000.00. Despite few available financial resources, it was possible to end 1998 with a production 1,913 housing units, serving those registered in the COHAB queue as much as residents in areas occupied irregularly and the emergency needs of reallocating several families who found themselves in a risk situation or in locations unsuitable for habitation. A bill was also sent for judgement in the Municipal dealing with the regulation of areas occupied irregularly in the municipality, which will enable a better performance on behalf of COHAB.

1999

According to CURITIBA (1999), the job carried out with COHAB's mortgage owners in arrears has been producing good results, and the arrears rate

reduced from 63% in 1997 to 45% in 1999. The target for 2000 is to reduce this rate to less than 40%. But the reduction in arrears will always be a result of continuous effort and long-term results. Despite the difficulties, it was possible to increase housing production, serving those registered in the “queue” as much as to the needs for relocating families located in areas of risk. Moreover, the groups and regulation processes that are in progress already allow anticipation of even better results for 2000. Housing production went from 3,084 units produced in 1997 to 5,867 units produced in 1999. To maintain or reduce the current arrears rate, there will be circumstances to increase the production of new housing units. With approval at the end of 1998, of Municipal Law n. 9,460, enabling and speeding up the approval procedure for land regulating and new land plots, which allied to modifications approved by the National Congress, in Federal Law n. 6,766, are permitting the regulation of a greater number of houses and stimulating the production of new land plots in partnership with private initiative. Although there are still difficulties with resources for the housing area, partnerships achieved with private initiative are allowing an increase in the offer of plots and an intensity of performance in land regulation processes.

2000

According to CURITIBA (2000), the job carried out with borrowers in arrears with COHAB since the beginning of the current administration allowed a reduction in the arrears rate from 63% to around 42%, which has been maintained at this level, despite efforts developed for its reduction, demonstrating the need for deeper study of this question and to implant new programs that might permit resumption of the falling trend in the arrears rate that was being obtained. Although financial resources continue to be scarce, housing production has been maintained at the level of 4 thousand new units per year. The projects already signed up with private initiative will make viable attendance to and fulfillment of most of the government commitment expected for the new administration already in its 1st year, which, allied to the contracts signed with the federal government for performance in urbanization and regulation of *favelas*, allows a prediction of good results in 2001.

EMPLOYMENT LINE

1997

According to CURITIBA (1997) the following actions were carried out: jobs and road projects in different sections; contracting a Road Project with preliminary study, several studies in progress: Strategic Plan; socio-economic characteristics; economical potentialities study; surveying and mapping secondary data; field research, in Bairro Novo, on the informal producer – 90%, and economic activities in the coverage area between Pinheirinho and Boqueirão - 60%; Action Plan for the 1st Bairro Novo Pole; an architectonic project for the Entrepreneur Warehouse, of the Commercialization Center, of the Trade Training School and Design Center; revision of legislation for Land Usage; beginning of activities at the Trade Training School for Civil Construction; expropriations for the passage of the Southern Circular Line: publication of Public Utility Decree 871 / August, 1997; 80 properties analyzed for expropriations; 9 properties negotiated and area chosen for relocations in Bairro Novo.

1998

According to CURITIBA (1998), the results obtained are: Jobs generated in work actions: 1,360; people trained: 914; expropriations, legal proceedings: 76; relocation of families: 216; kilometers of paved roads: 15,831; agencies involved in the implementation of Employment line: ten; urban and community accoutrements built: seven; employment terminals reached by field research: ten; attendances made by the Professional Entrepreneur Project: 4,060; Entrepreneur Warehouses established: one; and jobs generated by the Entrepreneur Warehouses: 55.

The program's work and actions start to alter the profile of several neighborhoods in its coverage area. Paving jobs advance which will allow the flow and integration of eighteen neighborhoods and operation of the Southern Circular Line to begin, a direct interconnection between the terminals of Pinheirinho and Boqueirão. The new bi-articulated bus service line will have capacity for up to 1,000 passengers per day. Its route will benefit more than 250 thousand residents from the Southern Region of the city with a faster and more comfortable transport service. To enable the fulfillment of these jobs, relocation of 216 families was carried out. As a way of organizing the program, a coverage area of the Employment Line was created, delimitation of which is divided into ten poles. The first equipment destined for the generation of employment was handed over, the Entrepreneur Warehouse located in the Bairro Novo pole, which is in full operation, housing ten companies. Also the Moradias da Ordem Pole has had its Entrepreneur Warehouse concluded, the companies that will

be installed in it being in the selection phase. The Bairro Novo Pole also received a municipal school and crèche, along with three squares. Jardim Moradias da Ordem Pole, as well as the Entrepreneur Warehouse, received squares, and a municipal school; the crèche, Trade Training School and health unit are in the construction phase. The Entrepreneur Profession Workshops Program, which substitutes the Center for Entrepreneur Guidance and the Business Facilitating Network, initially anticipated in planning the Employment Line, is functioning with two operation posts in the Ruas da Cidadania. Keeping in view the difficulties of the micro and small companies becoming permanent in the market, the Entrepreneur Support Program was created, which qualifies the entrepreneur through auto-analysis of weaknesses, potentialities and a viability study for his own business. Furthermore, professional training courses are being developed via a Workshop Line Program, with 914 trained up to now. For the purpose of stimulating employment generation in the Employment Line area, a bill was approved that establishes the ISS discount for each new Employment generated up to the limit of five jobs, for companies with an annual gross income of R\$ 120,000.00. Other than this, these same companies were exempted from taxes for permits and prior consultation. For the Employment Line Program, as a systematic accompaniment of action evolution, the building of an indicator system that might enable integrated monitoring and evaluation was adopted, and also the implantation of an organized and permanent data survey system.

1999

According to CURITIBA (1999), the Employment Line is the greatest urban intervention in Curitiba since the creation of the Industrial City, 25 years ago. It is also the first integrated multisectoral program in the country, associating infrastructure work, construction of social equipment and programs to generate employment and income. The Line, as well as paving jobs, galleries, ditches and bridges, is building 44 pieces of equipment to promote the region's economy and improve social attendance. There are still programs to stimulate the generation of employment and income, as the Entrepreneur Profession and Entrepreneur Support Program. Two proposals for equipment to be installed were elaborated and approved by the financing agency – Refuse Recycling Warehouse and Industrial Condominium Warehouse, which are complementing the program. The Employment Line Program had, during 1999, intense

activities. The first two industrial warehouses entering into operation enabled the introduction to begin of respective performance poles from the Employment and Income Generation Program. In the project of technical, scientific and financial partnerships, agreements with agencies, institutions and entities were signed. Agreements are in the negotiation phase with SENAI and other agencies/institutions. The development of institutional bases to support the Employment Line/Employment and Income Generation Program reached the objective anticipated for the year. During 1999, 5,375 people were served at the two posts of the Entrepreneur Profession Program. 313 companies were established, of which 235 were within the coverage area of the Line, generating, on average, 600 job positions. In the development of Entrepreneurial Accompaniment the process involves the integration of academic knowledge with entrepreneurial practice, using university students from the areas of Economy, Company Administration, Accounting, Visual Programming, Law and Engineering, under academic supervision. In the Company Administration Training Program, 71 courses were provided, with a total workload of 3,072 hours, training 1,418 entrepreneurs. Yet the Training and Labor Development Program allowed the holding of 180 courses, training 2,782 professionals. The development of the Employment and Income Generation Program – the Employment Line registered positive results, in 1999, in the transformation of the socio-economic reality of the poles in which it performed, making it due to be extended to other areas that make up the project, next year.

2000

According to CURITIBA (2000), the Employment Line, in the period from January to December 2000, put six Entrepreneur Warehouses into operation in the poles of Boqueirão, Izaac Ferreira da Cruz, Pinheirinho, Uberaba, Capão da Imbuia and the Industries. The Entrepreneur Warehouse is consolidated as a development center of qualification for micro and small projected industries, contributing towards broadcasting management administrative techniques, becoming the diffuser of quality and productivity concepts, fundamental for changing local entrepreneurial behavior. The Job Line Program – Employment and Income Generation – celebrated innumerous partnerships in the year 2000 with agencies/institutions/entities. To develop the potential of income generation of small companies, the *Banco da Mulher* constituted a special line of credit, the concession of which aims at the growth and consolidation of

micro and small load ventures, formal or informal, located in the coverage area of the Job Line Program. For this, it has counted on support from the Development Company of Curitiba. Facing the data presented in the evaluation report from Diagonal Urbana, based on survey sample 1 carried out in the already established poles (Bairro Novo, Moradias da Ordem, Boqueirão and Izaac Ferreira da Cruz), it was projected for the total area of coverage of the Job Line Program the capacity to generate 14,320 newemployment positions, of which 5,304 are direct and 9,016 indirect. Based on the survey sample 1 taken in the poles of Bairro Novo, Moradias da Ordem, Boqueirão and Izaac Ferreira da Cruz, can be observed the creation of 1,894 companies in the period from June 1999 to June 2000. Projecting this concept to the other six poles, the potential for opening 2,005 companies is calculated. In total, the coverage area of the Line received the impact of creating 3,899 companies in the period. Such a result is situated in the range of 22% higher than the national average for creating micro and small companies. The development of the Employment and Income Generation Program – Job Line registered positive results, in 2000, in the transformation of the socio-economic reality of the poles in which it performed.

PLAN 1000

1997

According to CURITIBA (1997) 207 km of paving were carried out in bituminous surface treatment.

1998

According to CURITIBA (1998), the Plan 1000 represents numerically some strong indicators of its effectiveness and impact on the reality experienced by people: installation of 450 km of bituminous surface treatment (anti-dust) on roads with a primary covering (gravel) and anti-dust with a useful life span more than ten years; serving 38 public facilities (health units, schools, crèches, community warehouses) with asphalt paving; and formalization of approximately 31 thousand contracts supporting the community in two years.

1999

According to CURITIBA (1999), the Plan 1000 executed, among diverse conditions, a total of 206.3 km paving, resulting in up to the present moment a cumulative total

of 646.3 km. Some points stand out that reflect the results of the Plan 1000: rate of average adherence: 85%; number of partnership contracts: 46 thousand contracts, 10 thousand being in 1999; and average arrears rate: 22% (below market rate).

2000

According to CURITIBA (2000), the Plan 1000 reached within the previously established targets an effectiveness rate of 95% considering it as a Strategic Project of the Government Plan in which the partnership is fundamental for the implemented actions. Outstanding are: 50 thousand contracts of community partnership; a high rate of adherence to improvements (85%); average rate of arrears below market average (25%); large number of paving companies involved; maintenance of employment positions.

CULTURAL GATEWAY

1997

According to CURITIBA (1997), the following actions were carried out: execution of road system projects for bi-articulated southern circular installation, for greater traffic flow in the region and for implantation of the dual system, Rua João Bettega - Rua Itatiaia, guaranteeing better access to CIC; study of installing a ditch on Av. República Argentina; study and directives for the relocation of the transport terminal of the Gateway to the new base for the bi-articulated element; study of the Talent School Program; study of the reform and enlargement of the Science Park, in the Talent School.

1998

According to CURITIBA (1998), during the year the road works were given priority, because of the urgency to install the bi-articulated bus, Southern Circular Line, guaranteeing better access and circulation in the region: asphalted paving jobs; storm drains, culverts, landscaping, horizontal and vertical traffic signs, infrastructure for underground stations. Architectonic projects were developed for the Talent School, for the Transport Terminal of the Gateway, for Metropolitan Museum of Art and for the Avenida da República.

OBSERVATION:

In 1999 it was joined to other projects and formed the Urban Operations Project – Live Curitiba.

CULTURAL HERITAGE PROJECT

1997

According to CURITIBA (1997), the actions carried out were: elaboration of Cultural Heritage bill; 60% of heritage collection photographed and analyzed; directing 10% of heritage towards analysis in the register office; realization of course and workshop in the Public Art Project and Heritage Education – Module I; programming a Gymkhana of Memory and Preservation for public and private schools; technical marking and the dismantling project for the Casa do Escultor Erbo Stengel; restoration of the Casa Klentz.

1998

According to CURITIBA (1998) with a view to seeking to obtain a single preservation policy for the city of Curitiba, efforts were concentrated this year on the elaboration of the Preservation Policy Law of Cultural Patrimony, creating the Municipal Council for Historical-Cultural Heritage. The reevaluation of this legislation is in a final phase, since it lacks only PGM's opinion for it to be submitted for the Mayor's approval and sent to the . For this to be possible, extensive research was carried out on other existing legislations (municipal, state and federal) and the work seminar Cultural Heritage and Legislation was organized. As a basis for the whole preservation process, it was sought to identify and catalogue the collection today under the responsibility of the PMC, resulting in the identification and inventory of around 40% of this heritage. This project also has as an attribute the installation of the Municipal Public Archive, which in 1998 demanded the survey (100%) carried out of public buildings for the installation, knowledge about legislation (PRONAC) to be used in the project (heritage and archive), development of the theoretical concept/legislation/proposal, adding the idea of the Metropolitan Archive, which will enable partnerships with the Metropolitan Region and the redistribution of costs. A relevant result was the decree approval that makes the Document Management Program/IMAP official and the Management Program of documents implanted in ten agencies of the PMC, which means almost 50% of the demand. Another angle of the project aims to perform on the low degree of awareness and heritage education of the population, through awareness campaigns, implementation and creation of programs in the area of heritage education,

directed at the community, promotion of training actions in the area of heritage education, directed at professionals, creation and development of a gymkhana, to be inserted into the calendar of programming the city's anniversary, and guarantee of heritage education in the municipal teaching network, for the purpose of extending it to the private and state teaching networks. Other mentioned operations: inspection, projects, reform and restoration of buildings belonging to the cultural heritage.

OBSERVATION:

In 1999, part of this project was added to others, forming the Urban Operations Project – Live Curitiba – coordinated by the IPPUC. The other part of the Cultural Heritage not absorbed by this was taken up by the functional structure of the IPPUC.

REBOUÇAS

1997

According to CURITIBA (1997) the following actions were carried out: execution of the extension project of Rua Getúlio Vargas/ Rua Santo André and start of the tendering process for the work; preliminary study for renovation of the Municipal Market, in a cost estimate phase; preliminary study for renovation of the Bus and Train Station, in pre-project phase; negotiation, in progress, with RFFSA of the areas covered by the project.

1998

According to CURITIBA (1998), at the moment, only the process indicators are available, since we are in the first phase of the project, which with time will try to accompany the following items: interruption of the road network around the Bus and Train Station, an area until then traversed only by viaducts; incidence of accidents on corners around the Bus and Train Station due to intense flow and discontinuity of the urban network; under-use of remaining surrounding land, in view of its zoning and central position; under-use of the Municipal Market through the degradation of its physical space; a need to install a bi-articulated bus system, with underground stations; and discomfort in using public transport terminals by users due to the lack of extensions to attend to new demands.

REVIVING CURITIBA

1997

According to CURITIBA (1997), the following actions were accomplished: carrying out a survey with users, storekeepers and tourists on Rua XV de Novembro/Rua das Flores; organization for the transport of values in the region of Rua XV; modification to the method of watering flowerpots, emphasizing that 40% of storekeepers continue cooperating with the new method of watering the flowerpots; provisionary placement of flowerpots, benches and rubbish bins; signing of agreement between the electricity, communication and water concessionaires and the PMC to carry out infrastructure jobs on Rua XV; inspection on condition of sewer and rain water connections; opening of Rua do Rosário for the traffic of vehicles; installation of the tourism line on Av. Luiz Xavier and widening of the road lane for vehicles; removal of parking for motorbikes from Rua XV; bulletin to storekeepers on the continuity of visual de-pollution in the central area; carrying out Safety Project on XV.

1998

According to CURITIBA (1998), the actions carried out by the Reviving Curitiba Project were the following: Rua XV de Novembro: Inspection of buildings for approval by the Fire Department, inspection of buildings for licensing by the Sanitary Department, elaboration of architectonic project and contracting of complementary projects for the re-urbanization of Rua XV de Novembro; buildings inspected by the Hydric De-pollution Program; infrastructure and landscaping work performed. In 1998, 30% of the program was ended.

OBSERVATION:

In 1999 it was joined to others, forming Urban Operations – Live Curitiba

SANITATION NEIGHBORHOOD TO NEIGHBORHOOD

1997

According to CURITIBA (1997) were carried out: Olho d'Água Program; Cajuru Project; Community Sewer and Drainage Plan; setting up 10% of the information system; participation, accompaniment and management of the definition of national, state and municipal sanitation policies; study, proposal and viability of developing suitable technology for environmental sanitation; definition and putting environmental education policy into operation in an integrated form; establishment of 30% of the household refuse collection system in non-regulated areas; start of policy definition and appropriate actions for the treatment and final disposal of refuse arising

from civil construction; introduction of 80% of measures and processes that might increase the quantity of recyclable refuse collected and the quality of the Trash that is not Trash Program; establishment of 10% of the recycling policy for unserviceable tires; carrying out 30% improvement of the policy, definition and technological implantation for refuse from health services.

1998

According to CURITIBA (1998), the actions carried out by the Neighborhood to Neighborhood Sanitation Project were the following: increase of 1,152 households with sewer connections, through Curitiba's System of Collection and Treatment of Sanitary Sewage; increase of 4,500 households or 18 thousand people served by sewage collection and treatment, through partnerships from the municipality with Sanepar via the PROSANEAR Program; extension of 105.36 km of macro-drainage services, in the hydrographic network of the municipality; increase of 30% of relocated families, in drainage areas; 100% effectiveness of environmental register of industries in the municipalities; installation of two items of equipment to control environmental pollution (30% of that expected), setting up and conclusion of the Integrated Information System for Environmental Sanitation; conclusion of the Preliminary Document to subsidize the Municipal Plan of Urban Drainage Directives; 99.2% of municipal coverage with domiciliary refuse collection; and increase by 17% of collecting recyclable material–Trash that is not Trash Program.

1999

According to CURITIBA (1999), the Sanitation Project Neighborhood to Neighborhood developed actions in the areas: Environmental Sanitation, Hydric De-pollution, Environmental Education and Urban Solid Refuse Collection. **Environmental Sanitation:** sanitation and drainage activities: classified as structural, referring to drainage, they aim to benefit areas with greater problems regarding flooding and destruction. Studies regarding the introduction of prediction and monitoring of catastrophes are in the final phase, which initially will be concerned with intense rains and wind storms, very common phenomena in the summer period. This center results in joint actions between SIMEPAR, SUDERHSA and Civil Defense. Other jobs were also carried out in public parks. **Hydric De-pollution and Environmental Education:** hydric de-pollution: control actions carried out for the hydric de-pollution of the city. Olho d'Água Project carried out activities between 1997 and 1999, with monitoring in 44 points with the participation of 21 municipal

and state schools, 17 environmental centers and UFPR.

2000

According to CURITIBA (2000), the Sanitation Project Neighborhood to Neighborhood developed actions in the areas: Environmental Sanitation, Hydric Depollution, Environmental Education and Urban Solid Refuse Collection and advisory on the development of legislation relating to hydric resources. A systematic accompaniment was carried out for formulating the Management System of Hydric Resources and correlated legislation. For the next administration, the priority is PARANASAN, which has the aim of installing 900 km of a collecting network for sanitary sewage and two more treatment stations, attempting to reach the landmark of 80% of sewage collected and treated.

SECURITY PROJECT

1997

According to CURITIBA (1997) the following actions were carried out: allocation of municipal guards for activities of property guarding and student safety, in municipal public schools; a decree of financial decentralization as a way of quickening the physical maintenance of SME and SMS buildings; development of 80% of the public lighting project to increase safety in teaching establishments with night activity; development of 90% of the proposal to elaborate the project to prevent drug use in municipal schools; carrying out of 10% of the Vacant Lot Project; carrying out 10% of Abandoned Buildings Project; mounting of the information system on violence, with the establishment of a new geographic division for the police districts and a study for the establishment of a police district in Tataquara; development of public lighting plan with a study on new roads.

OBSERVATION:

In 1998 it went on to be called the INTEGRATED SAFETY NETWORK.

INTEGRATED SECURITY NETWORK

1998

According to CURITIBA (1998), actions carried out in the project were: research and register of health units; formation of associations; selection and training of monitors in community associations for management of the project; elaboration of recovery projects of police modules in the neighborhoods; elaboration of the project in

partnership with the State for establishing points called “base points”; construction and operation of 89 base points; attendance to incidents/month; elaboration of efficiency project of 86 thousand lamps for public lighting – PROCEL Program: 30 thousand mercury vapor lamps at 80 and 125w; 7 thousand mercury vapor lamps at 250w; 12,300 mercury vapor lamps at 400w; elaboration of manuals, talks and joint drills on security with community associations: a project in progress in the Social Action Foundation; and elaboration of a computerized system to generate a databank on urban violence.

1999

According to CURITIBA (1999), the actions carried out were: Totens Safety Project: The Base Points Project of Preventive Policing in the City of Curitiba was the result of a partnership between the municipality and the State government, in an effort to offer the population one more public security outfit in the neighborhood. The location of outfits served technical criteria, such as the density of commercial and service activities, areas at risk of violence, criminality rate and visibility of the outfit to the population. The report cites the initiatives adopted by the Integrated Security Network Project: the Public Lighting Improvement Project in Curitiba; the Integrated System of Information on Violence; the Decentralization of PM battalions; construction of equipment by City Hall; SOS Support – Introduced in 1997, the project was grouped with the Ambulance Center of the Municipal Health Secretariat, having the main objective of transporting patients in urgent/emergency situations, from the municipality’s Health Units to Hospitals and Casualty Units of the network linked to SUS in Curitiba and the Metropolitan Region. Attendances carried out in 1999: 11,974. Installation of closed circuit TV on Rua XV de Novembro. The Integrated Security Network tries to develop practices and partnerships with other institutions, thereby occupying intervention spaces in the municipality in the area of security.

2000

According to CURITIBA (2000), the actions carried out were: efficiency project for public lighting, construction of three centers of Police Units in the neighborhoods, installation of closed TV circuit on Rua XV de Novembro, information databank on health and security and geo-referenced information for public security.

TRAFFIC SAFETY

1997

According to CURITIBA (1997), the following actions were carried out: international competition – CI 001/97 with resources from the BID to contract a specialized consultancy in the area of traffic safety with the objective of three main services: elaboration of a new system to register traffic accidents; correction of critical points and sections in terms of traffic accidents with small scale road work; study and institution of a traffic management agency. A survey also carried out jointly with IPEA, generating a performance rate of the road system and creating a standard for the degree of congestion for Curitiba; effecting emergency pavements to guarantee pedestrians' safety; organization of content for school curricula for students from 1st to 5th grade on traffic safety, together with SME.

1998

According to CURITIBA (1998), with the end of the selection process for the advisory company, work began, on May 18, 1998, with a consortium of the companies TC/BR Tecnologia e Consultoria Brasileira S.A. and DALCON Engenharia. As predicted in the announcement, the consultancy analyzed and proposed correction work for 200 critical points and sections of Curitiba's road system, with a view to immediate improvement of safety and flow conditions. In these locations, surveys of geometric, topographic, traffic signs, circulation conditions and accidents registered by BPTRAN during the years of 1996 and 1997 were carried out. Based on these studies, engineering solutions were proposed, with the intention of minimizing the causes. Proposals were transformed into projects, which will go for public tender at the beginning of 1999 and installed subsequently. In the field of systematic adaptation of the road system, a program for registering traffic accidents was created, to constitute the main item of the databank with information on traffic. This databank will even comprise information collected in Curitiba's hospitals that attend to emergencies. With this aim, special software was made to register patients who enter these hospitals, which, at the same time, sends information to our databanks.

OBSERVATION:

In 1999 it was incorporated by the Citizen in Traffic Project.

OLYMPIC VILLA

1997

According to CURITIBA (1997) the following actions were carried out: demarcation of the Olympic Villa Project; survey of all Olympic modalities and equipment already existing and those that are lacking; survey of areas available to execute the equipment that is lacking; definition of project compartments; definition of the whole project occupying the base; detailing of each compartmented area; installation of necessary equipment in countless bases; implementation of 50% of equipment management; implementation of the method of equipment usage by the several clients; establishment of agreements and/or partnerships to integrate the Olympic base; integration of actions between governmental and non-governmental agencies; bringing together city halls of the RMC involved in the project; definition for the occupation of areas of interest, with 50% demarcated for areas of environmental conservation and 40% liberation of invaded areas; adaptation of zoning legislation and land use, revising legislation that defines areas of environmental protection; APA; creation of control mechanisms in particular areas with registration of base areas.

1998

According to CURITIBA (1998) the actions carried out by the Olympic Villa Project were the following: Regarding the lack of suitable conditions for developing sporting practices: 12% increase in sport and leisure equipment at the Olympic Base; 30% of proposed sporting activities implemented at the Olympic Base; 15% of sporting activities operating continuously until the end of the year 2000; 7% of customers who use the base for sporting and leisure practices; 22% of partnerships made with the private initiative within the project's ambit; and R\$ 113,450.00 of private investment injected into the project with partnerships. As for environmental degradation in the Olympic Base: 1.2% of area recovered environmentally; 140 families from environmental conservation areas relocated; 100% usage of equipment installed in areas of risk – Atuba; 6.6% of safety teams in operation in the base and 33% of maintenance teams at the base.

1999

According to CURITIBA (1999) during the year of 1999 there was an advance in availability of new sporting modalities such as: tennis, cycling, capoeira and baseball in a way organized for the community. In this administration, seventeen different sporting modalities were already made available to the population while the number of people who have been adhering to organized sporting practice represents 10,430 direct users of the Olympic Base.

This adherence has been increasing to the extent that sporting equipment is made available. There are 1,040 children served in the several modalities such as: chess, judo, capoeira and dance, with the directing of abilities in an organized manner, which means occupation of their free time, avoiding situations of risk. Despite difficulties in establishing partnerships, the project put into effect two more relevant ones: TEXACO and Volleyball in Action – *Rexona*, this year, attending to the objectives that were proposed.

2000

According to Curitiba (2000), as well as the already existing modalities, the Olympic Villa Project added during the year 2000 two more modalities, making rowing and canoeing available to the community. They are expression sports, as they will provide the training of future athletes at Olympic level who, in the near future, will be able to represent the city in national and international sporting events. Revitalization of the Nautical Park Facility by City Hall placed the city of Curitiba on the international circuit for events of this modality and its nautical line was considered by athletes as the best in Brazil. It also permitted the holding of important events for the city, such as World Cup Speed Canoeing, in which thirteen countries participated, a total of 106 athletes, and the South-American Speed Canoeing Championship, with 150 athletes originating from six South-American countries, in partnership with the Brazilian Canoeing Confederation. The Olympic Villa Project has been serving the community to provide locations for more sporting and leisure activities, attaining the objectives for which it was proposed.

ZONING AND LAND USAGE

1997

According to CURITIBA (1997) the following actions were carried out: collection of data, organization, analysis and evaluation of data referring to the socio-economical and physical-territorial characteristics of the municipality and Metropolitan region; collection, organization, analysis and evaluation of regulating instruments for the use and occupation of land in the municipality and Metropolitan region; identification of urban administration conflicts by similar groups together with the Coordination of Urban Administration Monitoring; analysis and systemization of information obtained by the groups alike together with Coordination of Urban Administration Monitoring; elaboration of pre-

diagnosis; identification of zoning conflicts by zones and sectors of usage and occupation of the land in relation to the problems raised, as well as elaboration of the diagnosis.

1998

According to CURITIBA (1998), the actions carried out by the project were: external seminars for presentation of the diagnosis and main interventions; elaboration of proposals based on diagnosis and internal seminars; and internal seminars for the presentation of proposals. The Zoning Project and Land Usage will accompany their performance from the perspective of making viable the means that might guarantee improvement in the population's quality of life, a suitable and functional urban space, integrated planning made compatible to public policies. Evaluation of results will only be effected after implementation of the new Law for Zoning and Land Usage.

1999

According to CURITIBA (1999) the following actions were carried out: compatibility of proposals, by means of internal and external seminars for the presentation of proposals involving class and community entities, the community in general, representatives from the Municipal , the press, universities and governmental agencies; Elaboration of Bills for Zoning and Land Usage; Municipal Forest Code; Special Sector for the Sanitary Environmental Conservation Ring; System of Conservation Units; Urban Policy Instruments; Transfer of Constructive Potential; Incentive for Housing Programs of Social Interest, with due approval by the Municipal of Curitiba. The main objective of this project was reached and during the year 2000 regulation of the new approved laws will be brought into effect.

CIRCULATION IN THE CENTRAL AREA

1998

According to CURITIBA (1998), actions carried out by the project were: electric transport: agreement signed and in progress with FIAT/PMC/COPEL; technical studies concluded for the project area; and electric vehicles imported from Italy, which circulate in the central area, with infrastructure for an operation mounted in URBS, in the Road and Railway Station, being tested by the population. The running of the latter is deferred until April 1999, monitored by an opinion survey with the users. Underground parking: 100% of the study and viability reports concluded;

and 100% of study and reports on traffic impact concluded.

OBSERVATION:

In 1999 it was incorporated by the CITIZEN IN TRAFFIC PROJECT.

LIVE CURITIBA

2000

According to CURITIBA (2000), in activity corresponding to the historical bases revitalization work in Rua XV were carried out, with its entire infrastructure renovated: water network, sewers, hydrants, pluvial water culverts and cabling of fiber optics for telecommunications. As for the electrical installation, it was re-evaluated and 39 new republican lampposts were installed, providing new lighting, with huge effect on the street. In the landscaping part, all the urban furnishing equipment was renewed, trees planted and the ground in petit-pavê. In other stretches improvements were promoted in the illumination field, landscaping, access for people with special needs, video-monitoring cameras and installation of a police post, a fountain, public toilets, a walking circuit, tables for games, gymnastic apparatus, cultural space, amongst others.

MUNICIPAL CITY HALL OF CURITIBA
ANCHOR PROJECTS OF THE GOVERNMENT PLAN
EVALUATION/RESULTS

PERIOD: 2001

LEARN

The Anchor Project Learn has nine sub-projects that present the following results:

HORA DA EJA PROJECT

According to CURITIBA (2001), this year fifty new learning environments were created, reaching 808 people; of these, 538 are municipal public servants. To carry out this project eleven partnerships were established with the participation of 34 volunteers.

LUZ DAS LETRAS PROJECT

According to CURITIBA (2001), this project takes place, in 2001 in the form of a pilot project, in the Sao Pedro and Sao Paulo Headlights of Knowledge, in Umbará, with ten participants, but SME has a goal to offer it in all Headlights of Knowledge that are connected to the Internet, and in buses equipped with computers, which will take literacy opportunities to the regions where disorganized growth has been established.

BEGINNERS' COMPUTER STUDIES COURSE

According to CURITIBA (2001), in 2001, 1,207 people participated in the Beginners' Computer Studies Course in municipal schools, during the evening period.

FREE ACCESS TO THE INTERNET

According to CURITIBA (2001), in 2001 there are 28 free Internet access points located in the Headlights of Knowledge (SME/FCC) and FCC libraries, where the citizen from Curitiba can have his *e-mail* address and free Internet access.

EDUCATION PORTAL - LEARN

According to CURITIBA (2001), in 2001 the project found itself in the process of approval and the start of installation.

DIGITAL LITERACY PROGRAM: DIGITAL CITIZEN

According to CURITIBA (2001), in 2001, the project took place in the form of a pilot project in E.M. Albert Schweitzer, and benefited twenty students from EJA.

EXTRA, EXTRA PROJECT!

According to CURITIBA (2001), in the year 2001, for the development of the project, it counts on partnerships with Folha do Paraná, GVT, Positivo Informática and Agência Estado, as well as the involvement of 305 students and 21 professors.

READING INCENTIVE PROJECT

The Headlights of Knowledge and the SME and FCC Libraries are spaces where people can read, study, travel and dream. They are locations of leisure that provide access to the book and the recreation of knowledge.

ENTREPRENEUR TALENT PROJECT FOR THE YOUNG COMMUNITY

According to CURITIBA (2201), in 2001, there were three sub-projects: Chess, Cinema Workshops and Aeronautics.

According to CURITIBA (2001) the Learning Project is found in an initial phase; therefore more concrete results will appear during the following years, when new products will be incorporated with them. [...] The project this year benefited approximately 40 thousand people.

CITIZEN IN TRAFFIC

According to CURITIBA (2001), the Anchor Project Citizen in Traffic, which covers a vast gamut of activities in several areas, finds itself in a restructuring phase, as a result of the viability of resources from the Inter-American Development Bank to smooth out the introduction of several products. A reduction in the number of accidents is one of the indicators of performance evaluation of the anchor project.

OPPORTUNITY CITY

According to CURITIBA (2001), to multiply and make opportunities permanently available of access to computers and the knowledge necessary for

promoting socio-economic development is an objective that has been consolidated with activities that form part of the projects Operação Cajuru, with 5,500 families benefiting, and Habitar Brasil – BID, in Xapinhã, with a total of 9,009 families benefiting. In 2001, 29,129 people were served with activities of professional qualification. [...] This year, more than 10 thousand families were benefited by the action of youths who participate in educative programs with a focus on citizenship, juvenile protagonism and voluntary action in the communities. Currently, there are 270 fixed units available for publicizing and commercializing products and services [...] representing direct support to 3,200 entrepreneurs. [...] Besides more than 31 thousand direct beneficiaries, in the year 2001, considering the familiar nucleus involved, we will have 14,500 families, which represent approximately 124 thousand people indirectly benefiting.

SAFE CITY

According to CURITIBA (2001), the project presented as results:

NUCLEUS OF PROTECTION FOR THE CITIZEN:

In partnership with IPPUC, the architectonic project of The Nucleus of Protection for the Citizen was carried out. In partnership with the military police, the construction of two units was defined, in the neighborhoods of Boqueirão and Bairro Alto.

DECENTRALIZED UNITS OF THE FIRE DEPARTMENT AND SIATE:

A decentralization plan for the Fire Department, together with the IPPUC, SMU and SMAD. [...] Two Fire Department Units are in construction, in the neighborhoods Bairro Alto and Sítio Cercado.

INTEGRATED ACTIONS OF URBAN CONTROL (STATE AND MUNICIPAL)

Articulation between State and Municipal agencies to restrict irregularities regarding the Work and Posture Code, Sanitary Code, Law of Silence, Infant Prostitution and other crimes in commercial establishments and public roads.

MODERNIZATION PLAN FOR THE MUNICIPAL GUARD OF CURITIBA

Within the National Plan of Public Security, coordinated by the Ministry of Justice, the municipality of Curitiba was enabled, through project approval, with resources to modernize the Municipal Guard.

PROTECTION NETWORK FOR THE CHILD AND ADOLESCENT IN

SITUATIONS AT RISK OF VIOLENCE

Attendance Protocol for the Protection Network elaborated, Obligatory Notification Record of Violence or Suspicion of Violence in Childhood and Adolescence and Manual Filling in of the above mentioned notification record.

According to CURITIBA (2001), the articulation made between several institutions that perform in the area of public security, urban control, reorganization of the municipal civil defense service and attendance to populations at risk is amongst the main performance strategies of the municipality in the Safe City Project. In this manner, the community's involvement, through Community Security Councils and the Municipal Guard, is like an indispensable partnership in the planning and development of actions directed towards the prevention and fight against violence.

CONVIVIALITY

According to CURITIBA (2001), the project was sent to the Ministry of Sport and Tourism, to make resources viable for its execution. In a survey carried out in the pilot project, it was confirmed that the community is receptive to the idea that the sports court may be open for its utilization at weekends and school holiday periods and disposed to cooperate, in several ways, with the management proposal for the sports court.

TECHNOLOGICAL CURITIBA

According to CURITIBA (2001), with respect to technology, this first year was directed to the beginning of diagnosis and a meeting with representatives from the potential partners identified. For the next year, conclusion of the diagnosis was programmed and, after the round of meetings is finished, a seminar will be held with those involved. In the following years, it will go on to deal with items of infrastructure.

TOURISM LINE

According to CURITIBA (2001), products of the project are:

- Implementation of new parks and extension of already existing parks;
- Implementation of infrastructure (road system; landscaping; visual communication);

- Disclosure of the Line proposal in the community;
- Adaptation of the zoning and land usage parameters;
- Identification of tourist potentialities and economic characteristics of the region;
- Promotion of professional qualification in the areas of tourism, gastronomy, hotel management and handicrafts;
- Strengthening of the “design from Curitiba” in handicrafts and local products;
- Establishment of the green line, to serve tourists and population.

MY ENVIRONMENT

According to CURITIBA, 2001, the actions carried out by the project were:

REVITALIZATION OF THE RIVERS IN CURITIBA

Diagnosis of the hydrographic basins, carried out throughout the whole year, linked to activities from the Olho d’Água Project.

GREEN CITY PROJECT

An incentive to reduce the generation of refuse, by making the community aware of the re-utilization and recycling of materials.

According to CURITIBA (2001), facing the elevated number of objectives and actions proposed for the project, the results can be considered satisfactory, since they had permitted the consolidation and viability of solid actions with the effective implantation of programs, studies, projects and work, without renouncing intersectoral integration and community participation.

OUR VILLA

According to CURITIBA (2001) actions carried out by the project were:

AGRARIAN REGULATION – CONCLUDED PROCESSES

Six areas (91 lots) – Plans of lot divisions approved and registered with the delivery of deeds to the occupants.

AGRARIAN REGULATION – APPROVED PROJECTS

Twenty areas (285 lots) – Plans of lot divisions approved still unregistered

for several reasons.

AGRARIAN REGULATION – PROJECTS BEING PROCESSED

62 areas (6,481 lots) - Plans of prepared lot divisions being processed for approval in Curitiba's City Hall.

HOUSING – BRAZIL PROGRAM

Inter-American Development Bank – After eight months of discussion on the urbanization project of Vila Xapinhall with the community, the final proposal was defined.

FUND FOR THE DEVELOPMENT OF THE RIO DA PRATA BASIN (FONPLATA)

For these financial entities a preliminary proposal of integrated action in the Pantanal and Bela Vista do Passaúna Villas was mounted and directed, as well as an integrated road axis in the urban expansion region of the Tatuquara neighborhood.

STATE FUND FOR THE ENVIRONMENT (FEMA)

Sending the work plan for investment on the Audi-Union ferry, anticipating relocation of 500 families for which a new area will have to be acquired a new area where the minimum infrastructure necessary will be implanted.

PRO-INFRA I AND II

This program from the Caixa Econômica Federal Bank will make resources available from the General Budget of the Union for investment in infrastructure in areas of irregular occupation with a population whose income is no more than an average of three minimum monthly wages.

PRO-HOUSING

An investment program from the federal government for producing housing destined for families with an income up to three minimal wages.

CAJURU OPERATION

The roads work is in motion, as well as the Professional Training School. Activities to generate employment and income are in discussion with the community and will be defined by January 2002.

According to CURITIBA (2001), the demand for projects and financial resources for Our Villa is increasing and there is a need to increase the team and the search for sources of applicable resources in actions pertinent to the project, preferably,

the lost fund [...] In a general manner, in the year 2001 preparatory stages were completed, indispensable to the final objectives of the project, which are integrated action and agrarian regulation. [...]

NOVO REBOUÇAS

According to CURITIBA (2001), with the inauguration of the Project Room in the former mill, PMC can announce to businessmen and the population the fulfillment of the first stage of the project, and open to those interested a management office for contacts and consultations on businesses and opportunities in the region of Novo Rebouças. [...] The adaptation work, for the launch of the first stage of the project, were executed by secretariats alike, with the recycling of materials and labor, also without altering their work and financial routines. [...]

PLAN 2000

According to CURITIBA (2001), with continuity of the program for alternative paving with asphalted covering, and the implementation of sidewalks with defined standards, which observe a specific decree, alternatives were studied to minimize costs for implantation and materials, which might translate into benefits in the final quality of the work, in the durability, in the lower cost for maintenance, in safety for vehicle and pedestrian traffic, with exclusive sidewalks.

HEALTHY LIFE

According to CURITIBA (2001), despite the short implantation time a positive analysis of the project can be made. The creation of an icon, folders and educative materials alluding to the project has strengthened the fixation of the project image with the pre-disposition of people to adopt a healthy habit.