Article

Public Administration and Territorial-Environmental Management: The Case of the Municipality of Ipaba/MG

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ABSTRACT

Throughout the history of administrative theories, there has been an evolution in public administration models, beginning with the patrimonial model, moving on to the bureaucratic model, and then to the managerial model. Currently, there has been an evolution towards a new form of public administration: governance. Thus, documentary, bibliographic, and field research is used to investigate models of public administration and governance in the municipality of Ipaba, Minas Gerais. Today, it is understood that public governance consists of a set of good practices and openness to citizen participation in a system of participatory democracy that can influence public policies and social awareness and the sense of belonging of the citizen, in order to make them collaborate with the conservation of their city. However, it is clear that public governance is almost non-existent in the administration of the municipality of Ipaba/MG, given that throughout its existence and even before its emancipation, irregular land occupations have had a decisive influence on its consolidation and territorial-environmental management, adversely affecting the preservation of the environment and the structural planning of the city.

Keywords: governance; urban planning; environmental management; Ipaba/MG.

RESUMO

Houve, ao longo da história das teorias da administração, uma evolução dos modelos da administração pública, iniciando-se pelo modelo patrimonialista, passando-se ao burocrático, depois ao gerencial. Atualmente, vem-se evoluindo para uma nova forma de administrar a coisa pública - a governança. Assim, utiliza-se da pesquisa documental, bibliográfica e pesquisa de campo para averiguar os modelos de administração pública e a governança no Município de Ipaba/MG. Percebe-se hoje, que a governança pública consiste em um conjunto de boas práticas e abertura à participação do cidadão em um sistema de democracia participativa que pode influenciar as políticas públicas e a consciência social e a sensação de pertencimento do munícipe, a fim de fazê-lo colaborar com a conservação de sua cidade. No entanto, verifica-se que a governança pública é quase inexistente na administração do Município de Ipaba / MG, haja vista, que ao longo da sua existência e mesmo antes de sua emancipação, ocupações irregulares de terras, influenciaram de forma determinante em sua consolidação e gestão territorial-ambiental, afetando nocivamente a preservação do meio ambiente e o planejamento estrutural da cidade.

Palavras-chave: governança; planejamento urbano; gestão ambiental; Ipaba/MG.

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Introduction

In view of the climate changes that, over the last few decades, have been significantly impacting human life and the planet's survival conditions, public management can no longer remain silent, making transparency in the decisions of political agents and the active involvement of society in the recovery of ecosystem services essential. As Gomides and Silva (2009) observe, this concept redefines forms of governance by strengthening citizen participation in processes that go beyond the act of voting, incorporating direct support for public managers through participatory management practices, thus configuring what is known as public governance. In the context of land management, this approach requires recognizing citizens as active agents in the formulation, implementation, and monitoring of public policies aimed at the sustainable use of natural resources and the preservation of ecosystems.

Public administration is a key instrument for integrating local knowledge, collective interests, and shared responsibilities in the construction of environmentally balanced territories. In this sense, Dorsa (2021) highlights that it is increasingly necessary to train governmental and non-governmental actors willing to contribute to the analysis of public policies, either by proposing alternatives or through the qualified participation of individuals with substantive knowledge in each political sector. This decentralized perspective is particularly relevant in the Brazilian urban context, marked by rapid urbanization and the expansion of disorderly urban agglomerations. Such dynamics produce scenarios of high vulnerability, in which the risks of socio-environmental disasters, whether natural, such as floods, landslides, and droughts, or technological, such as industrial accidents and infrastructure failures, tend to intensify.

The absence of integrated territorial planning, coupled with the precariousness of public services and persistent socio-spatial exclusion, compromises not only environmental security but also the right to the city. Reis and Véras (2024) highlight that difficulties in entering the labor market and accessing housing, by highlighting social segregation in cities linked to the flows of global capitalism, result in scenarios of congestion, barriers to access to workplaces, and limitations in the enjoyment of the built environment. In addition to exposing the daily struggle of the majority of the population in the face of inequality in opportunities and displacement, these elements point to the strategic role of urban mobility, which can take center stage as a structuring public policy. Thus, it is essential that territorial-environmental management be guided by participatory mechanisms capable of incorporating local knowledge, promoting co-responsibility between the state and civil society, and ensuring more equitable policies that are sensitive to the specificities of each territory.

Public governance plays a fundamental role in promoting joint and cooperative actions between the various actors in civil society, the government, and the business sector, as highlighted by Tenório (2005). This approach breaks with hierarchical and centralized models of administration by favoring more democratic, transparent, and integrated decision-making processes. In this context, popular participation takes on strategic relevance, especially in the formulation, implementation, and monitoring of public management policies, including those focused on territorial-environmental administration. By incorporating the voices and knowledge of the communities directly impacted by decisions, public governance increases the legitimacy of state actions and contributes to the construction of more effective, socially just, and environmentally sustainable solutions.

Overcoming the structural and operational difficulties of public management is directly linked to the consolidation of effective participatory spaces, which go beyond mere consultation with the population and ensure its active and co-responsible participation in the planning, implementation, and social control of public policies. In this sense, Gomides and Silva (2009) define governance as the capacity of human societies to

establish systems of representation, institutions, processes, and social bodies oriented toward self-management, structured by voluntary movements guided by collective consciousness, social organization, and adaptation to new situations. This capacity is a distinctive feature of life in society, and public governance emerges as an alternative to traditional management by promoting participatory and mobilizing practices committed to strengthening citizenship and building more democratic and responsive policies.

In the second millennium, public governance has consolidated itself as a strategy of resistance to traditional, centralized administrative models by strengthening democratic participation in decision-making processes and promoting more transparent, collaborative public management oriented toward the common good. This perspective is especially relevant in the field of environmental management, where the complexity of the challenges requires coordination between different actors and spheres of government. A concrete example of this approach is the management model proposed by the National Solid Waste Policy (PNRS), established by Law No. 12,305 of August 2, 2010 (Brazil, 2010), which establishes principles and guidelines focused on co-responsibility, social participation, and federal cooperation. The concepts brought by the PNRS are fundamental for the analysis of environmental and solid waste management policies in Brazil, as they propose a set of integrated practices and technical guidelines aimed at promoting democratic, effective, and territorially sensitive management of these public policies.

The success of public policies in this field has proven to be more feasible when collaborative networks composed of public administrators, scientists, experts, non-governmental organizations, and other social actors are involved. The joint action of these actors contributes to overcoming the historical deficit of social participation, promoting greater legitimacy, effectiveness, and democratic control over the actions of the State. Gaia and Silva (2024) highlight that governance and people management in public administration have become fundamental areas for promoting efficiency and institutional accountability. In recent years, there has been a growing movement toward more transparent and participatory practices, driven by the need to respond to increasingly complex social demands. This trend highlights the urgency of rethinking the role of the state not only as a manager but also as a coordinator of public interests and mediator of shared solutions, in line with the principles of sustainability and territorial justice.

The articulation between public administration and territorial-environmental management is indispensable for addressing historically accumulated socio-environmental liabilities, as well as for building more sustainable and resilient cities. This challenge requires not only political will, but also a model of public management that is sensitive to the multiple dimensions of the territory—environmental, social, economic, and cultural—and committed to socio-spatial justice. As Mocci and Leonelli (2021) state, urban expansion requires planning that emerges in a context critical to liberal ideals, assigning the state a central role in the production of space, in order to ensure a more just socio-spatial organization, with the provision of social housing, job creation, and social public policies. The absence of such planning has severe impacts, such as the accelerated degradation of natural resources, increased socio-environmental vulnerabilities, and widening inequalities in access to infrastructure and public services, so that when the urbanization process occurs in a disorderly manner and dissociated from environmental preservation guidelines, the entire community is directly affected, either by the intensification of risks or by the deterioration of quality of life.

The adoption of integrated management practices that consider the specificities of each territory, promote equity in the use and occupation of urban land, and strengthen participatory governance mechanisms in which the state, civil society, the private sector, and local communities act collaboratively is essential t ing the construction of effective solutions. It is in this context that the central problem of this study arises: to what extent can the adoption of a management model based on the active and democratic participation of various social, business, and political actors, as proposed by public governance, positively influence environmental

management and urban planning at the municipal level? Based on this question, the article aims to analyze the different models of public administration, highlighting the evolution between them until the consolidation of public governance as a contemporary paradigm. It also seeks to understand how this model can contribute to strengthening urban planning and territorial-environmental management in the municipality of Ipaba/MG.

Methodology

The research is descriptive and analytical, qualitative in nature, seeking to understand, interpret, and explain social phenomena related to public administration and territorial-environmental management in the municipality of Ipaba/MG. As a descriptive study, it presents characteristics, dynamics, and implications of the local public governance model, without manipulating variables. Its analytical character is manifested in the critical evaluation of the elements that structure this model, identifying potentialities, limits, and impacts on urban planning and environmental management. The qualitative approach is justified by privileging interpretations, meanings, and interrelationships between social actors involved in the formulation and implementation of public policies, considering the context, subjectivity, and complexity of the phenomenon studied.

The literature review provides the theoretical basis for the study by analyzing works, scientific articles, legislation, and academic publications on public administration, governance, urban planning, and territorial-environmental management. The documentary research involves consulting master plans, municipal laws, management reports, environmental diagnoses, and institutional records from Ipaba/MG, allowing us to understand how urban and environmental management guidelines and actions are formalized and executed. The case study focuses on the municipality of Ipaba, selected for its particularities of urbanization, environmental challenges, and public management practices. The analysis of this specific case seeks to identify how the principles of public governance can, or cannot, contribute to a more participatory, efficient, and sensitive management model.

Field research was conducted using a questionnaire applied to civil servants and municipal service providers in Ipaba/MG, involving 51 participants linked to the City Hall and the City Council. To analyze the results, a Likert scale was used, which assigns gradual scores to the responses, allowing the degree of agreement of the respondents in relation to aspects associated with administrative models to be measured. The sum of the scores made it possible to identify the level of presence of each model in local management. Based on this quantitative analysis, three main categories were defined: the Patrimonialist Model, marked by the personalization of the use of public resources; the Bureaucratic Model, characterized by formality and hierarchy; and the Managerial Model, oriented towards efficiency, flexibility, and results.

Theoretical Basis

We will now explore the evolution of public administration models over time, beginning with patrimonialism, moving through the transformations that led to the bureaucratic model, and advancing to the present day, in which the managerial model is gaining ground and evolving into what is known as public governance. This trajectory reflects profound changes in the way the public sector is managed, marked by a growing appreciation for efficiency, transparency, and social responsibility. Public governance, which emerges as a more advanced stage of this process, stands out for encouraging the active participation and sense of belonging of the various actors in society, by ensuring a more effective use of public resources and , as well as territorial planning that considers local social and environmental demands in a coordinated manner.

Evolution of public administration models

State entities exercise public management in accordance with their constitutional powers and specific demands, which results in different administrative models over time. These models are not homogeneous, as they reflect different historical, political, and social contexts, each prevailing in a given period and presenting its own forms of organization, decision-making, and relationship with society, so that, conceptually, public administration corresponds to the conduct of state activities through the norms, principles, and practices of Administrative Law. However, its materialization varies according to the model adopted, influencing the institutional structure, control mechanisms, and interaction between the state and citizens. In Brazil, it is common to classify them into three major models: patrimonialist, bureaucratic, and managerial, also called new public management.

Patrimonialist Model: represents one of the oldest forms of state organization, characterized by the absence of a clear separation between the public and private spheres, a phenomenon typical of absolutist states and colonial governments, in which state assets are often appropriated by rulers and their networks of allies, perpetuating personalistic practices. As Regatieri (2021) points out, patrimonialism expresses an incomplete transition between family rule and the constitution of a public sphere governed by impersonal criteria. Thus, positions are distributed as favors, and state authority is exercised on the basis of kinship, friendship, or personal dependence, resulting in an administration based on private loyalties rather than impersonal norms.

The patrimonialist model does not aim to serve social interests; on the contrary, it is a system that privileges the private interests of the ruling elite, to the detriment of the common good and administrative transparency. As Regatieri (2021) emphasizes, Max Weber defines patrimonialism as a "special case of patriarchal domination," which he understands as the purest form of traditional domination. In this type of organization, there is no effective separation between the public and private spheres, unlike in legal domination, whose characteristic model is bureaucracy. The overcoming of patrimonialism began to take shape only with the gradual adoption of the bureaucratic model throughout the 20th century, which sought to establish a public administration guided by legal norms, impersonality, and the professionalization of state services.

Bureaucratic Model: formulated by Max Weber, it emerged as a rational response to patrimonialism, seeking to overcome it through impersonality, legality, and the professionalization of public management. For Sell (2021), this model is organized by hierarchy, technical division of labor, selection based on merit, and administrative predictability, elements oriented toward efficiency, control, and transparency. Its central principle is a hierarchical structure with defined functions, standardized procedures, and professional entry through public competitions, so that this rationalization combats practices such as nepotism, patronage, and private appropriation of public goods through formal rules and decisions based on objective criteria, consolidating a more impersonal administration oriented toward the collective interest.

In the second half of the 20th century, it became clear that the bureaucratic model, although representing an advance over patrimonialism, no longer met the growing demands for efficiency and quality in public services. Cavalcante and Oliveira (2024) point out that Weber saw bureaucracy as essential to the functioning of large institutions, ensuring rule-based decisions, minimizing favoritism, and reducing the risks of corruption. However, the limits of this model became increasingly apparent: difficulty of access, low resolution rates, and the distance between the state and citizens fueled social dissatisfaction . What should have been a system guided by legal rationality and impersonality often became a rigid and overly formalistic apparatus, incapable of responding quickly and effectively to the needs of the population.

Management Model: In Brazil, beginning in 1995, during the administration of Fernando Henrique Cardoso, an administrative reform was initiated aimed at implementing a more dynamic management model, inspired by the principles of managerial public administration. This change sought to modernize state procedures in a context of economic recovery after the Real Plan and in the face of fiscal, administrative, and political crises that compromised the functioning of the state. According to Castro *et al.* (2024), modernization promoted an efficiency-oriented model, although it often neglected sociopolitical dimensions. Based on the premise that the core activity of the state is the public interest, not profit, the incorporation of private practices into the public sector has attracted criticism. Thus, managerial administration is configured as a post-bureaucratic model, guided by efficiency, results, and a focus on the citizen.

It is essential to recognize that bureaucracy, in its Weberian conception, still has great potential to add value to public organizations. The derogatory view that has formed around it stems mainly from practical dysfunctions, such as excessive formalism, slowness, and low focus on results, rather than from its original principles, oriented toward legality, impersonality, and predictability. Spina and Roque (2023) emphasize that the bureaucratic and managerial paradigms should not be seen as opposites or undifferentiated, but analyzed together, highlighting the hybrid profile of Brazilian public administration. Thus, the transition to the managerial model does not imply rejecting bureaucracy, but rather improving its foundations, combining rationality and innovation to ensure legal compliance and greater responsiveness to social demands.

Public governance as an evolution of the managerial model

Public governance represents an evolutionary stage of public administration, succeeding the managerial model by broadening its perspective and incorporating principles of participation, transparency, social control, and coordination between multiple actors. Araujo, Kimura, and Ibiapina (2025) highlight that the consolidation of democracy in Brazil has imposed new challenges on state administration, especially regarding the legitimacy of decisions and trust between the state and society. In this context, public governance, understood as a model oriented toward efficiency, accountability, and transparency, has taken center stage in contemporary debate. While the managerial model responded to bureaucratic rigidity by prioritizing efficiency, effectiveness, and results, understanding citizens as "customers," governance proposes a more collaborative, integrated, and democratic approach to public management.

Public governance emphasizes the strengthening of horizontal and societal accountability mechanisms, promoting greater transparency, external control, and participatory evaluation of public policies. Oliveira and Ckagnazaroff (2022) emphasize that citizen participation goes beyond representative democracy, involving the direct involvement of citizens in the formulation, implementation, and evaluation of policies. In this sense, governance does not replace previous models, but reinterprets and expands them, making administration more sensitive to the complexity of contemporary social relations and more capable of responding to the challenges of an interconnected and dynamic context. It is, therefore, a normative and practical advance towards a more democratic, efficient, and committed state.

In public governance, the focus goes beyond administrative efficiency and the rationalization of services, encompassing the quality of the decision-making process, the inclusion of multiple actors, civil society, the private sector, social organizations, and different levels of government, and the construction of more participatory, legitimate, and sustainable policies. Araujo, Kimura, and Ibiapina (2025) point out that governance has consolidated itself as a pillar of state modernization , articulating efficiency, legitimacy, and trust between government and society. In this scenario, transparency and citizen participation become strategic elements in strengthening social control, expanding access to information, and consolidating democracy, configuring a model that overcomes the hierarchical logic of bureaucracy and the focus on

managerial performance by adopting a relational paradigm in which the state acts as an articulator and facilitator of institutional networks.

The concept of public governance also involves the strategic use of information technologies, evidence-based management, and coordination between government agencies and spheres, promoting more responsive decisions that are aligned with the public interest. Filgueiras (2018) observes that there is a democratic deficit resulting from citizens' high distrust of institutions and the perception that they are not functioning properly. This scenario can be mitigated by increasing social belonging in the formulation and implementation of policies, through instruments such as participatory budgeting, public hearings, municipal councils, and community associations. When this belonging is effectively stimulated, institutional trust is strengthened, the transparency and legitimacy of decisions are increased, and a virtuous cycle of greater social engagement and more effective and responsive policies is created.

Decree No. 8,243/2014, which established the National Policy for Social Participation (PNPS), represented a significant attempt to deepen democratic mechanisms in Brazil by encouraging the active participation of citizens in public management. The initiative sought to consolidate a model of participatory governance, bringing the state and civil society closer together through the institutionalization of councils, conferences, ombudsmen, roundtables, and other instruments of direct interaction. As Tenório (2005) points out, it was a "utopian" proposal for social management, in which citizens would cease to be mere users of services and instead act as protagonists in the formulation, execution, and evaluation of public policies. However, the political and social context in which the decree was launched ended up significantly limiting the scope of its objectives.

Public governance is a process in constant development, aimed at integrating governments, civil society, companies, and citizens into collaborative networks capable of making administration more transparent, responsive, and democratically legitimate. Teixeira, Sena, and Silva (2024) emphasize that training managers and society, by encouraging participation and social control, is fundamental to improving public management, especially at the local level, where relationships are closer and democracy plays a formative role, promoting a political pedagogy oriented toward the common good. This perspective is in line with the principles of the democratic rule of law and reinforces the need to redefine the relationship between the state and society, making it more horizontal, participatory, and committed to the public interest.

Public governance and interactions with environmental management and urban planning

Public governance, by consolidating itself as a management model based on participation, transparency, and coordination between different social actors, proves to be particularly relevant in the areas of environmental management and urban planning, whose challenges are marked by complexity, the interdependence of interests, and the need for collectively constructed decisions. Gomides and Silva (2009) define governance as society's ability to guide its own destiny through a set of essential conditions, such as clear rules, access to information, citizen participation, and defined rules for decision-making. These conditions allow the community, composed of citizens and civil society organizations, to exercise democratic management over the direction of the state and society.

In the field of environmental management, public governance is essential due to the cross-cutting and systemic nature of problems such as climate change, ecosystem degradation, pollution, and scarcity of natural resources, which require integrated and interinstitutional responses, overcoming isolated and vertical approaches. This relationship between governance and responsible environmental management is aligned with several Sustainable Development Goals (SDGs) of the UN 2030 Agenda, especially SDGs 12 to 17 (Brazil, 2021), covering responsible consumption and production, climate, aquatic and terrestrial life, peace,

justice, and partnerships. For its effectiveness, it is crucial to promote collaborative decision-making processes in which the state, civil society, the private sector, academia, and traditional communities work together in a network, dialoguing, negotiating, and co-constructing sustainable solutions in a democratic, inclusive, and transparent manner.

Environmental governance presupposes the strengthening of participatory spaces, such as environmental councils, river basin committees, conferences, and public hearings, which ensure social control and democratic deliberation on the use of common goods. Souza and Melo Neto (2024) highlight that, in Brazil, since the Rio+20 Conference, the issue has gained centrality and has begun to guide debates and practices at different federal levels, with several reports pointing to advances in what has become known as environmental governance. The theme also involves the incorporation of instruments such as environmental licensing, impact assessment, ecological-economic zoning, and climate adaptation policies, whose effectiveness depends on transparency, institutional coordination, and cooperation between federal entities.

In urban planning, public governance plays a strategic role in expanding the capacity of local governments to respond to demands for infrastructure, housing, mobility, sanitation, security, and quality of life. Tavares (2024) points out that the consolidation of industrial society, driven by the national state after 1930, ushered in the second period of infrastructure in Brazil, guided by the universalization of social benefits. In this context, regional inequalities and urban deficiencies began to be addressed by systemic planning solutions, so that the formulation of effective urban policies requires the direct involvement of the population and the most affected groups, especially in territories marked by socio-spatial inequalities and historical exclusion.

In this sense, urban governance favors the creation of more inclusive, flexible, and adaptive planning models that recognize local knowledge and promote dialogue between technicians, public managers, and communities. Through it, it is possible to advance the implementation of instruments provided for in the City Statute (Law No. 10,257/2001), such as the Participatory Master Plan, Special Zones of Social Interest (ZEIS), the right to the city, and the social function of urban property. Lima *et al.* (2016) public governance undoubtedly influences urban planning, since cities with greater popular participation in planning tend to grow in an organized, sustainable, and fair manner. Public governance thus contributes to urban planning ceasing to be merely a technical-normative exercise and becoming a political and social process of collective city building.

Gomides and Silva (2009) observe that raising awareness in society through civil organizations capable of mobilizing actors in favor of environmental preservation, sustainability, and quality of life, in addition to promoting democracy, justice, and collective values, constitutes the ideal of public environmental governance. The articulation between public governance, environmental management, and urban planning strengthens more legitimate, effective, and sustainable policies, promoting socio-environmental justice, territorial equity, and urban resilience. Recognizing that contemporary challenges require coordination between multiple actors and interests, governance asserts itself as an indispensable path to consolidating a democratic state capable of responding responsibly and sensitively to the complexity of territories and the rights of the community.

Results and Discussion

This section presents the results and discussion of the field research conducted in Ipaba (MG). The municipality has a territory of 113.246 km², a population of 17,136 inhabitants, and a population density of 151.32 inhabitants/km², according to the Brazilian Institute of Geography and Statistics (IBGE, 2022). In addition, the Municipal Human Development Index (IDHM) for 2010 was 0.665, considered averag , and the school enrollment rate for the population between 6 and 14 years of age reached 98.66% in 2022, showing

high educational coverage in this age group (IBGE, 2022). Figure 01 below shows the location of Ipaba in relation to its location in Brazil.
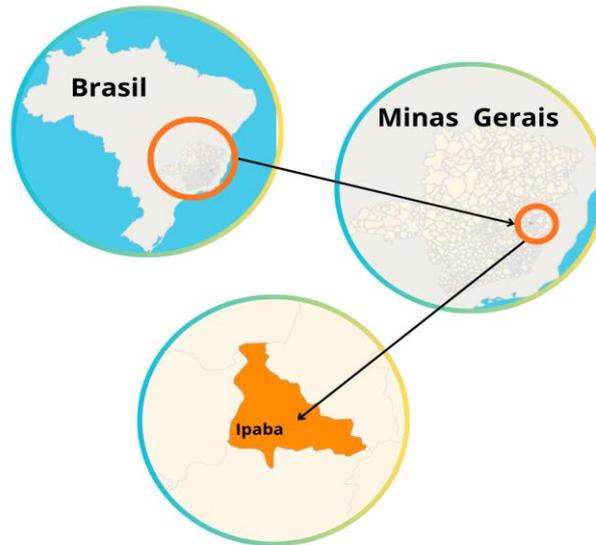

Figure 1: Location of Ipaba/MG. Source: IBGE (2022). Adapted by the authors (2022).

Table 1 presents the results of a questionnaire applied to civil servants in the municipality of Ipaba/MG, with the aim of identifying characteristics of the patrimonialist management model still present in local public administration. The questions address aspects such as personal loyalty to superiors, favoritism based on affinity, confusion between the public and private spheres, misuse of public assets, and appointment based on recommendation rather than merit.

The first question, "I feel loyalty to my superior," obtained the highest average among all statements (4.55), indicating a strong perception of personal and hierarchical ties in the workplace. Loyalty to superiors, although it can be considered a virtue, in this context appears as evidence of personalistic loyalty relationships, typical of patrimonialist logic, where the conduct of civil servants tends to be guided more by bonds of personal trust than by institutional norms. The second statement, "In my daily activities, many actions are taken directly and closely with people with whom I have an affinity," also shows a high degree of agreement (average of 4.00). This data reinforces the idea that interpersonal relationships play a decisive role in local administrative dynamics, indicating possible practices of favoring people in the circle of affinity of civil servants, to the detriment of management based on objective criteria.

The third question, "There is no clear division between my private life and my activities at city hall," obtained the lowest average in the table (2.31), with significant disagreement among respondents. This reveals that, despite the existence of patrimonialist practices in other aspects, there is a certain degree of awareness about the separation between the public and private spheres. This perception points to a movement, albeit partial, toward bureaucratic rationality, which seeks impersonality and the delimitation of functional responsibilities. The fourth statement, "In my workplace, I notice that some coworkers take advantage of public property for their personal satisfaction," had an average of 2.96, demonstrating a moderate perception of the presence of behaviors that characterize the misuse of public structures for personal gain. Although the practice is not unanimously identified among civil servants, the average close to 3 suggests that this perception is present in a significant part of the group.

Finally, the fifth question, "I have coworkers who are not hired based on merit, but through connections," obtained an average score of 4.22, evidencing a high perception of the presence of patronage

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and political favoritism, central elements of patrimonialist administration. The predominance of this type of assessment reaffirms the persistence of informal mechanisms for entry and permanence in the municipal administrative structure. The overall average of the responses was 3.61, indicating a significant tendency toward the presence of patrimonialist elements in local public administration, albeit with variations in intensity among the different aspects evaluated. The data reveal a management marked by personal proximity, hierarchical loyalty, and the influence of subjective criteria in the administrative routine, while also pointing to the existence of some degree of rationalization and separation between the public and private spheres.

Table 1: Patrimonialist management model by civil servants in the municipality of Ipaba / MG

QUESTIONNAIRE - PATRIMONIALIST ADMINISTRATION						
Question	I completely disagree	I partially disagree	I neither agree nor disagree	I partially agree	I totally agree	Result
I feel loyal to my superior.	1	0	1	17	32	4.55
In my daily activities, many actions are carried out directly and closely with people with whom I have an affinity.	2	3	4	26	16	4.00
There is no clear division between my private life and my activities at City Hall.	27	6	2	7	9	2.31
At my workplace, I notice that some coworkers take advantage of public property for their own personal satisfaction.	16	4	6	16	9	2.96
I have coworkers who are not hired based on merit, but on recommendation.	2	2	6	14	27	4.22
AVERAGE	9.6	3.0	3.8	16.0	18.6	3.61

Source: Authors (2022).

Table 2 presents the results of a questionnaire administered to civil servants in the municipality of Ipaba/MG, with the aim of identifying characteristics associated with the bureaucratic management model in the local public administration environment. The questions address topics such as regulation of actions, professional training and capacity building, focus on institutional interests, encouragement of innovation, formalization of processes, and control of activities.

The statement "My actions and attitudes in the organization are excessively regulated" obtained an average of 3.08, revealing a moderate perception of excessive regulation. Although there are rules and procedures , most respondents do not consider them excessive, suggesting a balance between control and autonomy in everyday practices. The question "My training contributes to the performance of my duties" had an average score of 4.31, one of the highest in the table. This data reveals a strong correspondence between the qualifications of civil servants and the activities they perform, evidencing the application of the principle of meritocracy, central to bureaucratic logic. In addition, the statement "My co-workers are qualified to

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perform their duties" obtained an average score of 3.65, indicating that this perception of functional adequacy also extends to the technical staff as a whole.

Table 2: Bureaucratic management model by civil servants in the municipality of Ipaba / MG

QUESTIONNAIRE - BUREAUCRATIC ADMINISTRATION						
Question	Strongly disagree	Partially disagree	Neither agree nor disagree	I partially agree	I totally agree	Result
My actions and attitudes in the organization are overly regimented.	10	6	12	16	7	3.08
My training helps me perform my duties.	3	2	3	11	32	4.31
My coworkers are qualified to perform their duties.	3	12	2	17	17	3.65
My activities allow me to pursue the interests of the organization to the detriment of the interests of specific groups.	3	5	10	17	16	3.75
I feel discouraged about innovation related to my work.	28	13	4	7	5	2.33
Even when using electronic instruments, I must have everything filed and archived.	3	0	3	7	38	4.51
My activities are monitored during their execution.	7	5	3	17	19	3.71
AVERAGE	8.1	6.1	5.3	13.1	19.1	3.62

Source: Authors (2022).

Another relevant aspect was the average score of 3.75 obtained for the statement "My activities allow me to pursue the interests of the organization to the detriment of the interests of specific groups." This result reinforces the idea of impersonality and orientation toward the collective interest, distinguishing itself from patrimonial practices in where personal or group interests prevail. On the other hand, the question "I feel discouraged about innovation related to my work" obtained the lowest average in the table, with 2.33. Most employees disagree with this statement, which indicates that they do not feel discouraged when faced with innovative initiatives. This data is particularly significant, as it points to a possible permeability of the bureaucratic model to innovative and technological practices, traditionally associated with managerial administration.

The statement "Even with the use of electronic tools, I must have everything filed and archived" obtained the highest average (4.51), highlighting the value placed on formalization and document registration, one of the pillars of bureaucracy. Similarly, the average of 3.71 obtained in the question "My activities are controlled during their execution" indicates the existence of supervision and control mechanisms, consistent with the principle of predictability and institutional accountability. The overall average of the responses was 3.62, which indicates a significant perception of bureaucratic practices among civil servants. When compared

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to the result in Table 1 (Patrimonialist Administration: 3.61), it can be seen that the two models coexist in a relatively balanced way in the context studied. However, the data in Table 2 indicate a more structured and technical institutionality, with an emphasis on training, formalization, and impersonality.

Table 3 presents the results of a questionnaire applied to civil servants in the municipality of Ipaba/MG, with the aim of identifying traits of the managerial model in local public administration. The questions evaluated refer to central aspects of this approach, such as innovation, efficiency, commitment to results, agility in serving society, trust between managers and teams, and perception of the quality of services provided.

The data in the table reveal a predominance of favorable perceptions of managerial practices. The statement "I feel committed to the organization I work for" had the highest average among all questions (4.84), indicating a strong sense of belonging and institutional responsibility among employees. This commitment is fundamental for building an organizational culture oriented toward quality and the achievement of goals. The question "I always perform my tasks with the best performance and with a minimum of errors and/or expenses" also obtained a high average (4.71), suggesting that employees seek to perform their duties efficiently and effectively, two central principles of management administration. This data highlights a proactive attitude, committed to productivity and the optimization of public resources.

Another noteworthy question is "Through my work, I feel that I have earned the trust of my immediate superiors," which had an average score of 4.43. This suggests that civil servants' performance is valued and recognized, reinforcing the meritocratic logic typical of this model. In the same vein, the statement "My job allows me to act creatively and/or innovatively" achieved an average of 4.14, which demonstrates the existence of institutional spaces that favor autonomy and innovation in administrative practices. Regarding the perception of the quality of public services, the questions "I consider the service provided by my organization to be excellent" (average 4.18) and "I consider the service provided by my department to be excellent" (average 4.16) reveal a positive assessment, both in relation to the institution as a whole and to the sector in which civil servants work directly. These results reinforce the idea that there is internal confidence in the capacity of the municipal public administration to satisfactorily meet the demands of society.

In addition, the statement "Procedures for meeting society's demands are carried out in an agile manner" achieved an average of 4.14, indicating that civil servants recognize efficiency and speed in the provision of public services—another indication of the presence of a managerial approach in local government. The overall average of the responses was 4.37, significantly higher than the averages observed in the tables referring to patrimonialist (3.61) and bureaucratic (3.62) administration. This data shows that public servants in the municipal administration perceive and experience practices more aligned with the principles of managerial administration. Among the three models, managerialism is the one that receives the highest approval and identification from respondents.

Table 3: Managerial model by civil servants in the municipality of Ipaba / MG

Question	Strongly disagree	Partially disagree	Neither agree nor disagree	I partially agree	I totally agree	Result
My role allows me to be creative and/or innovative.	3	2	4	18	24	4.14
I always perform my tasks with the best performance and with the minimum of errors and/or expenses.	1	0	0	11	39	4.71
I feel committed to the organization I work for.	1	0	0	4	46	4.84
Procedures for meeting society's demands are carried out in an agile manner.	1	4	3	22	21	4.14
Through my work, I feel that I have earned the trust of my immediate superiors.	0	1	4	18	28	4.43
I consider the service provided by my organization to be excellent.	1	4	0	26	20	4.18
I consider the service provided by my department to be excellent.	2	2	1	27	19	4.16
AVERAGE	1.3	1.9	1.7	18.0	28.1	4.37

Source: Authors (2022).

The comparative analysis between the patrimonialist, bureaucratic, and managerial models, considering the study conducted with civil servants in Ipaba/MG, allowed us to identify the prevailing perceptions about three different models of public administration: patrimonialist, bureaucratic, and managerial. Each model was analyzed based on a specific set of statements, organized on agreement scales, whose results enabled the construction of representative averages of adherence to each paradigm, namely:

Patrimonialist administration, represented in Table 1, obtained an overall average of 3.61. This result indicates the moderate presence of practices characteristic of this model among civil servants. For example, there was a high level of agreement with the statement "I feel loyal to my superior" (average 4.55), which signals personal relationships and hierarchical loyalty—traits typical of patrimonialism. In addition, the question "In my daily activities, many actions are carried out directly and closely with people with whom I have an affinity" (average 4.00) reinforces the idea of personalism in the performance of public functions. On the other hand, the statement "There is no clear division between my private life and my activities at city hall"

had one of the lowest averages (2.31), demonstrating a certain degree of separation between the public and private spheres, which represents a partial departure from the traditional patrimonialist model.

Bureaucratic administration, as shown in Table 2, achieved an overall average of 3.62, practically equivalent to that of the patrimonialist model. This result reveals a moderate perception of the presence of this model in local public administration. Noteworthy are the relatively high averages for the statements "Even with the use of electronic instruments, I must have everything filed and archived" (4.51) and "My activities are controlled during their execution" (3.71), evidencing the predominance of rules, procedures, and control, characteristic of bureaucratic logic. However, the question "I feel discouraged about innovation related to my work" had the lowest average (2.33), suggesting that, although bureaucracy is present, there is some openness to innovative practices, typical of the managerial model.

Finally, managerial administration was the model with the highest adherence by civil servants, reaching an overall average of 4.37, as shown in Table 3. This significant result reveals a strong identification with the principles of managerialism, such as efficiency, innovation, meritocracy, agility, and focus on results. The statement "I feel committed to the organization I work for" obtained the highest average of all tables (4.84), indicating high institutional engagement. Other indicators reinforce this trend, such as "I always perform my tasks with the best performance and with a minimum of errors and/or expenses" (4.71) and "Through my work, I feel that I have earned the trust of my immediate superiors" (4.43), all compatible with the appreciation of performance and individual responsibility.

This comparison reveals a noticeable transition in local public administration toward the managerial model, with still considerable remnants of previous models, especially in cultural and operational aspects. The patrimonial model remains present in interpersonal relationships marked by loyalty and personal affinities, while the bureaucratic model is evidenced by an emphasis on routines, control, and documentary formalities. However, the data indicate that civil servants recognize and value more contemporary managerial practices, with a focus on results, quality of service, and innovation.

Furthermore, **Table 4** presents the results of a questionnaire administered to civil servants in the municipality of Ipaba/MG, with the aim of assessing the presence of practices related to public governance, especially with regard to the participation of civil servants and citizens in public management and the development of public policies. The questions address the internal participation of civil servants in organizational decisions, the existence of platforms for institutional involvement, and civil servants' perceptions of citizens' knowledge and active participation in decision-making processes.

In general, it was observed that items involving the participation of civil servants themselves had higher averages. The question with the highest average (4.20) was the one in which respondents stated that they felt able to express their opinions and participate in order to improve the services of the organization in which they work. This response reveals that civil servants perceive themselves as active actors capable of contributing to the improvement of the quality of public services, which reflects the principles of the management model based on efficiency, participation, and accountability. Still within this perspective, the statement "I participate in the organization's decisions that directly relate to my work" also obtained a high average (4.00), reinforcing the idea that there is internal openness to listening to and involving professionals in administrative decisions. This positive perception also extends, in part, to the existence of institutional platforms that allow civil servants to participate in the formulation of public policies, with an average of 3.78.

Table 4: Relationship with public management by civil servants in the municipality of Ipaba / MG

Question	QUESTIONNAIRE - PUBLIC GOVERNANCE					
	Strongly disagree	Partially disagree	Neither agree nor disagree	I partially agree	I totally agree	Result
I participate in organizational decisions that directly affect my work.	4	3	1	24	19	4.00
I feel that I can express my opinion and participate in a way that improves the services provided by the organization I work for.	4	1	3	16	27	4.20
In the organization where I work, there are platforms that facilitate the involvement of its employees in the development of public policies.	5	3	9	15	19	3.78
In the organization where I work, there are platforms that facilitate citizen involvement in the development of public policies.	8	4	6	21	12	3.49
In my opinion, the citizens of Ipaba are aware of the mechanisms for participating in the development of public policies.	13	7	8	19	4	2.88
In my opinion, the citizens of Ipaba actively participate in the development of public policies.	15	12	9	14	1	2.49
In my opinion, the citizens of Ipaba have participated in the public hearings held by the executive and legislative branches.	12	13	3	20	3	2.78
AVERAGE	8.7	6.1	5.6	18.4	12.1	3.38

Source: Authors (2022).

On the other hand, when the focus of the assessment turns to citizen participation, the averages become significantly lower. The question addressing the existence of platforms for public participation in the development of public policies obtained an average of 3.49, suggesting that, although these mechanisms may exist, they are not fully recognized or considered effective by civil servants. The situation worsens when assessing the population's knowledge of these mechanisms, which had an average score of only 2.85,

indicating that participatory governance faces difficulties related to the dissemination, accessibility, and understanding of instruments for popular participation.

The lowest results in the survey were concentrated on issues related to effective public participation. The statement "In my opinion, the citizens of Ipaba actively participate in the development of public policies" obtained the lowest average (2.49), indicating a perception of distance between civil society and decision-making processes. Similarly, the average score of 2.78 on the question about participation in public hearings reinforces the picture of low social mobilization. These findings highlight a mismatch between the principles of managerial public administration, which presuppose collaborative action between the state and society, and the practice observed in the municipal context, indicating the need to strengthen mechanisms for social engagement and participatory policies to bring citizens closer to public decisions.

The overall average score was 3.38, indicating a median assessment of the aspects analyzed. Civil servants perceive themselves as relatively included in the organization's internal decisions; however, they recognize that citizen participation remains limited and needs to be strengthened. These results show that, despite advances in the implementation of more participatory and decentralized practices in public management, significant challenges remain for the consolidation of truly democratic, transparent, and accessible governance, capable of effectively integrating citizens, institutions, and public agencies in collaborative decision-making processes, ensuring the development of more inclusive public policies aligned with social and territorial needs.

Final Considerations

The management model adopted by a municipal administration is crucial to understanding how public policies are created and implemented, especially those focused on land and environmental management. This influence is expressed both in government priorities and in the way resources are mobilized and decisions are made. In the context of contemporary public administration, the public governance model stands out, representing an evolution from bureaucratic and managerial paradigms and guided by principles such as transparency, efficiency, social control, and active citizen participation. Public governance is structured as an interactive and shared decision-making process, in which multiple actors, government, civil society, the private sector, and local communities are called upon to participate in the formulation, execution, and evaluation of public policies.

When analyzing the case of the municipality of Ipaba/MG, one observes the coexistence of characteristics from different models of public administration. On the one hand, traces of the patrimonialist model persist, indicating that the transition to more modern and impersonal forms of management has not yet been fully completed. On the other hand, there is a consolidated presence of elements of the bureaucratic model, with signs of institutional structuring based on rationality, legality, and impersonality. In addition, there is a certain openness to innovation and administrative modernization, which signals a gradual movement toward the consolidation of more technical and efficient practices in local public management. This panorama reveals a hybrid scenario, in which legacies of the past coexist with initiatives for transformation toward a more modern public administration guided by principles of governance.

Analysis of the management model shows that the public administration of Ipaba/MG already incorporates, to a large extent, principles characteristic of this model, such as the pursuit of innovation, a focus on results, the valorization of meritocracy, and improvement in the quality of services provided to the population. The high averages obtained in the questionnaire responses indicate that the civil servants themselves recognize the effectiveness of these practices, which suggests progress towards a more modern public management, guided by performance and citizen satisfaction. However, the data also highlight the

importance of strengthening social engagement in the municipality. To fully consolidate the management model, it is necessary to invest in strategies that encourage society participation, such as civic education campaigns, expansion of active listening and communication channels, and strengthening of participatory bodies. Thus, managerial public administration at the local level must go beyond administrative efficiency: it requires the active involvement of civil servants and, above all, a commitment to transparent, collaborative, and inclusive management that encourages citizens to take a leading role in the construction, monitoring, and evaluation of public policies.

The construction of governance-oriented public management is therefore fundamental to the development of territories, given that when this model is applied to the field of territorial-environmental management, its relevance intensifies. Land occupation and use, urban planning, protection of natural resources, and adaptation to climate change are complex and interdependent challenges that require not only technical decisions but also political agreements and social participation. A public administration that adopts the principles of governance promotes dialogue between the various agents that make up the territory, recognizing local knowledge, social demands, and the environmental specificities of each region. Furthermore, urban and environmental planning guided by governance enables greater social control of public policies, reducing power asymmetries and ensuring greater legitimacy for the decisions made.

Municipal environmental councils, public hearings, participatory master plans, and democratic land management instruments are concrete examples of how governance can be operationalized at the local level. Such mechanisms increase the government's capacity to respond to the needs of the population and contribute to more integrated, sustainable, and equitable territorial management—the absence of an approach based on public governance can compromise the effectiveness of government actions. Centralized, technocratic, or authoritarian models tend to reproduce inequalities, ignore popular knowledge, and disregard the social and environmental impacts of certain decisions. When detached from citizen participation and active listening to communities, territorial management runs the risk of favoring specific interests and deepening processes of socio-spatial exclusion. In a scenario marked by profound socio-environmental transformations, intensified territorial conflicts, and the climate emergency, adopting public management that is sensitive to the dimensions of territory and the environment is not only a strategic choice but a condition for the full exercise of citizenship.

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