

Analysis of Expansion of the Urban Stain of a Small-Medium-Size Brazilian City Behind the 1987 to 2017



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Abstract

The production and expansion of the urban space are linked to several factors, be they economic, geographic, or natural, which in the contemporaneity must be observed by the Urban Policy. Thus, the present research had as objective to analyze the precepts of the Urban Policy written by the Citizen Constitution from the modifications of the urban space of Guanambi in the years from 1987 to 2017. For the choice of this time-lapse, it was analyzed the Urban Policy guidelines on Constitutional and non-constitutional law aspects. Then, it discussed the process of (re) production of the space, and the urban space of Guanambi was analyzed from 1987 to 2017 using the Geotechnologies in the constitution of urban spots. Besides, it evaluated the urban growth of Guanambi according to the precepts praised by the Urban Policy. Such precepts are parameters for processes of constitution of urban planning laws that attempt to implement the Urban Policy, as well as its observance in the process of urban expansion of the city of Guanambi. Given this, it verified from the contrast between the Urban Policy and the urban stains of Guanambi, which for the periods analyzed there was a socio-spatial (re) configuration moved by the agents producing the urban space, who are mainly responsible for modifying the urban space.

Keywords: Urbanization; Spatial forms; Urban law; Space production; Urban area

Introduction

With the advent of the Federal Constitution of 1988, the Urban Policy was regulated and achieved prominence in the Constitution, strengthening its precepts and guidelines. Then, the Urban Policy has become a sharp instrument to assist in the process of production, reproduction, and expansion of the urban space [1].

In the perspective of attending the constitutional requirements and guiding the full development of the social functions of the city and ensuring the well-being of its inhabitants, as well as instituting a Master Plan as a primary instrument of development and urban expansion policy [1], it was established in Brazil a process of creation of laws that incorporate the Right of the City.

Thus, the City Statute, the Federal Land Use, and Installment Law, the Master Plan become the first laws of the city, aiming to verify the processes that pass through the urban area. In the first moment, they are the legal and central apparatus; in a second moment, the Public Power is responsible for giving effect to the urban acts [2].

To analyze the process of expansion of the cities, it is necessary to analyze the Right of the City, which is based on the set of laws and guidelines aimed at achieving Urban Policy. In this perspective, the primary legal achievements, the Chapter of Urban Policy (Federal Constitution of 1988), the City Statute (law of number 10.257/2001), and at the municipal level the main act is the (Master Plan).

In the context of Guanambi, in the decades between 1980 and 2000, there were economic and social cycles driven by space-producing agents that influenced the spatial restructuring of the city, such as the cotton era. The expansion in the offering of several courses in higher education, the implementation of the largest wind farm in Latin America, the construction of the railroad, among other urbanistic processes [2].

In this way, the accelerated expansion process of the city of Guanambi between the years of 1980 and 1990 lacked urban planning legislation that attended this process and predicted the possible problems that the city could have. The urban planning

that the city initially had was (not) capable in forecasting the accelerated growth of the city, which corroborates with variants that lead to contemporary urban troubles [3].

Therefore, this process becomes contradictory with the Urban Policy because the Urban Constitutional Policy establishes essential elements for conducting efficient planning through the institution of a Participative Master Plan.

Given the previous, this research aims to analyze the Urban Expansion process of Guanambi/BA based on the variants of the Urban Policy, making the expansion process in the years from 1987 to 2017 compatible with the legal and socio-spatial apparatus. A specific methodology will be adopted in which Geotechnology resources will be used to carry out mapping the periods mentioned above, pretending to harmonize the theoretical, legal, and spatial aspects.

However, it observed that although the Public Power is one of the respondents to constitute suitable policies to order the urban growth, the producers and modelers of space are the ones that tend to (re) configure the urban space according to their interests [4]. Therefore, the analysis of this research is based on the juridical-social relevance due to the correlation between the pre-cripts of Urban Policy and the process of spatial (re) production

of Guanambi / BA, emphasizing that this process should have been supported by the set of legal acts established in the periods as mentioned above.

Methodology

The research methodology outlined in this investigation based on a case study and a qualitative approach to the occurred expansion of the urban space of Guanambi from 1987 to 2017. It based on multidisciplinary elements as well, aiming to achieve the proposed results, as well as to expose the consubstantiation between the theoretical and the real aspect.

For the construction of the work, it became relevant to define the theoretical and practical apparatuses: a) Urban Policy and its constitutional and non-constitutional regulation; b) The urbanization process and the urban space producing agents; and c) urban expansion based on geotechnologies applied to the analysis of urban space.

Thus, to carry out this research, it was used the spatial and temporal cuts, delimiting as study area the city of Guanambi / BA, which is located between the geographical coordinates 42°44'45" O, 14°14'57" S; and 42°48'41" O, 14°11'40", located in the Bahian Semiárid, according to Figure 1 [5].

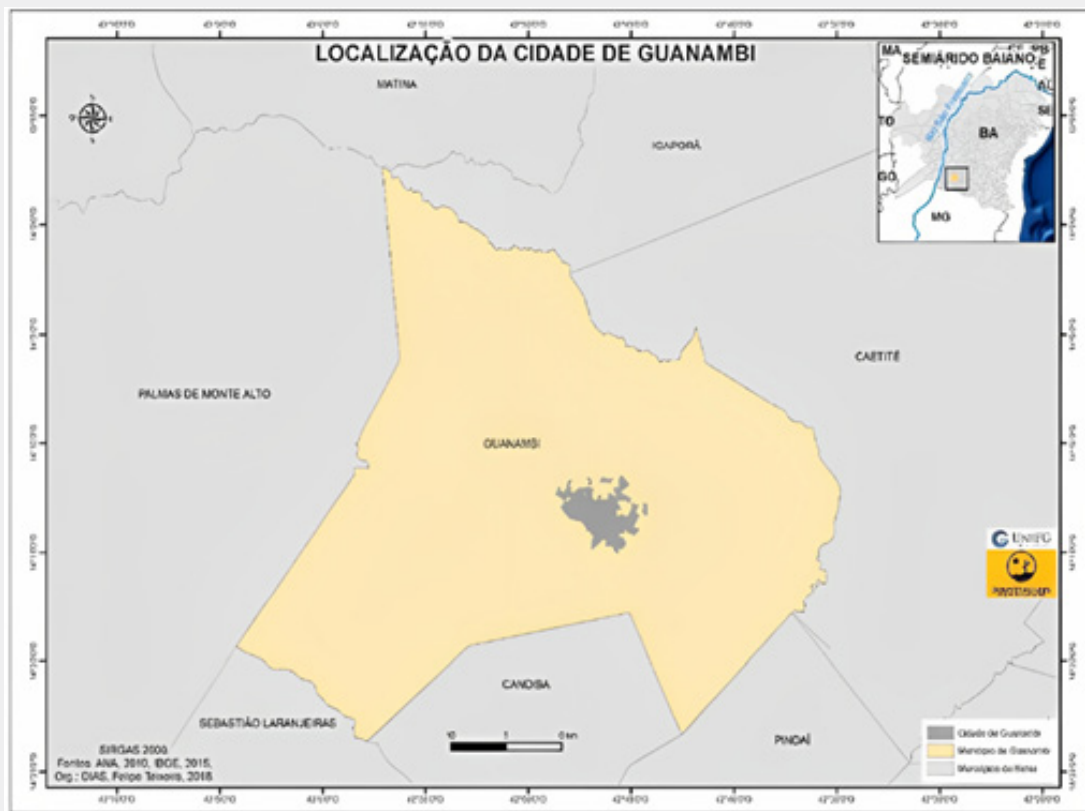


Figure 1: Location of the city of Guanambi (BA). Sources: ANA, 2010; IBGE [5].

Thus, this research proceeded from three stages: 1) Conducting a legal-normative and bibliographic research for theoretical construction of the process of spatial (re) configuration of the city of Guanambi-BA; 2) Use of technical procedures through the use of Geoprocessing, with the purpose of crossing the practical and theoretical data in the construction of Urban Spots and obtaining the approximate growth area of Guanambi - BA; and 3) Compatibility of the theoretical precepts of Urban Policy with the expansion of urban spot of Guanambi from 1987 to 2017.

For the temporal analysis, we selected intervals between 1987, 1997, 2007, and 2017, which represent the landmark of the regulation and consolidation of Urban Policy. The set of years that were the core of this discussion make up the 30 years of the Brazilian Federal Constitution.

The fragmentation of temporal analysis was linear with the laws of each period, obeying the following criteria. For a compatible analysis between urban space and legislation, there was an overlapping mapping between the decades in which 1987 was selected, as it gradually preceded the advent of the Federal Constitution of 1988, which inaugurated the framework of Urban Policy. Later 1997 was selected to illustrate the break between the promulgation of the Constitution and the first ten years.

Then, 2007 was chosen because it inaugurated, at the municipal level, the institution of the first Guanambi Participatory Master Plan, which remains in force today. Moreover, the year 2017 was selected in return for being the year in which the revision of the current Master Plan should take place, and precedes the 30 years of the Constitution promulgation.

In order to construct the theoretical apparatus of the present investigation, it was used papers by jurists, urban planners, economists, geographers and others who discuss the Urban Policy in correlation with the production and expansion of urban space. Information also was collected from secondary databases, such as IBGE, Brazilian Institute of Urban Law (IBDU), Guanambi Municipal Government websites, and relevant legislation to the subject.

Afterward, in order to trace the spatial and temporal analysis of the study area, it was used a collection of Landsat 5 images for the years from 1987 to 2007 and Landsat 8 for the year of 2017. Figure 1 shows the images selected for analysis and Constitution of urban spots. This procedure was performed using the Geographic Information System - GIS through the software ArcGis 10.2.2, which subsidized the technical procedure of elaboration, interpretation, and calculation of the urban expansion of Guanambi between the mentioned decades (Figure 2 & 3).

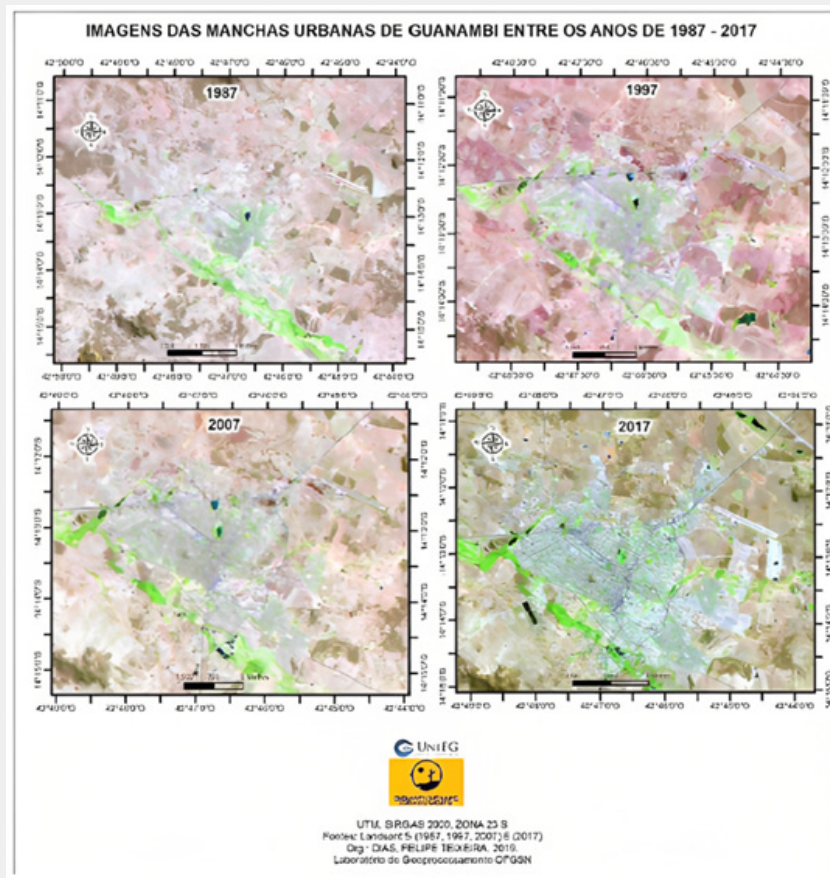
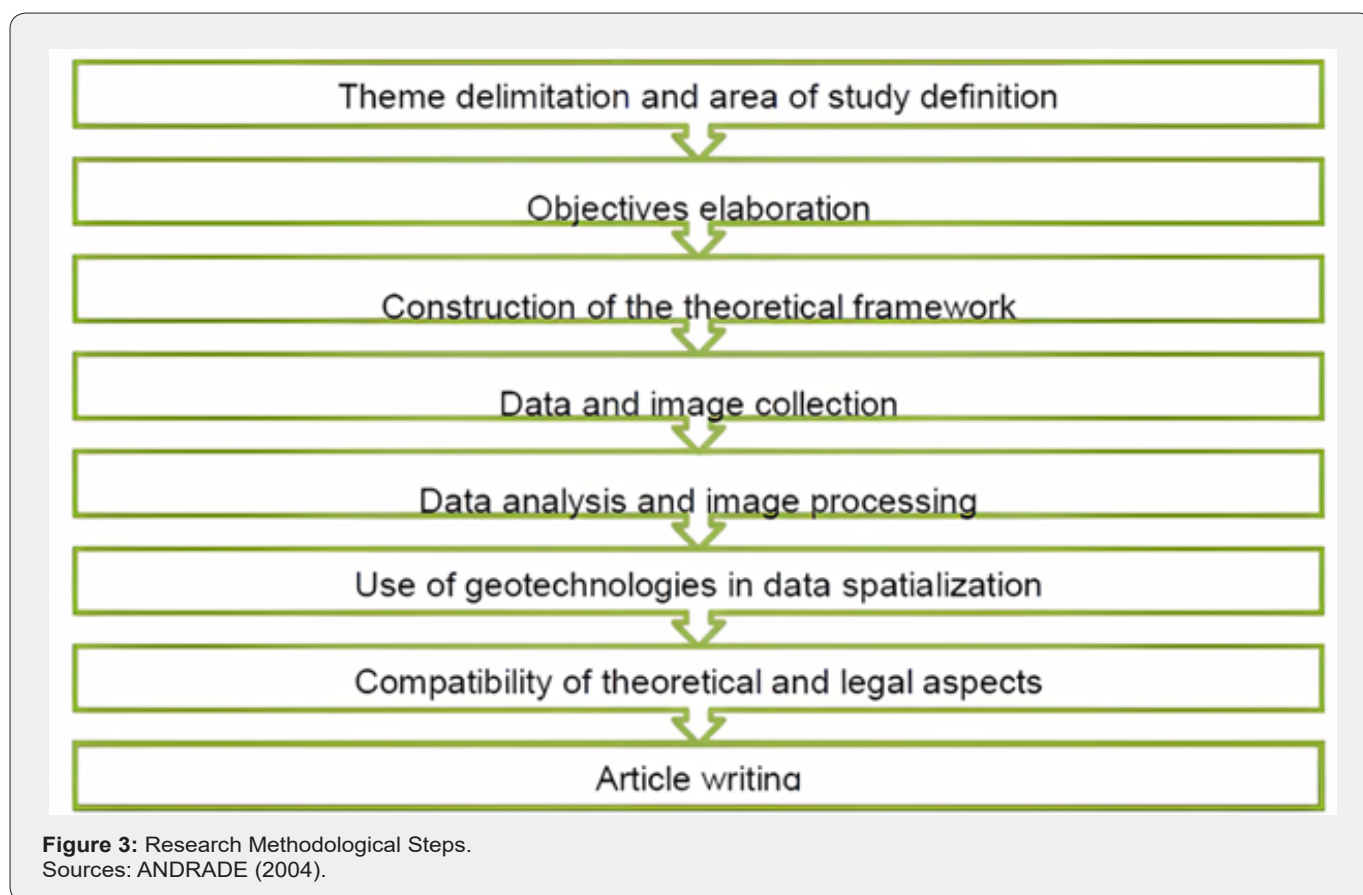


Figure 2: Set of images Landsat 1987, 1997, 2007 and 2017. Sources: Landsat 5 and 8 (1987, 1997, 2007 e 2017).



After the procedures already mentioned, discussions took place about the convergences and divergences between the urbanistic legislation that make up the Urban Policy and its correspondence with the expansion of the Urban Spot of Guanambi.

The Urbanization Process and Space Producing Agents

Considering the historical context of the urbanizing process, Sposito [6] points out that the need to broaden the field for the development of capitalism has boosted investment in large maritime navigations, providing colonial expansion and, concomitantly, the creation of new commercial and urban centers.

The first colonial cities emerged as ports destined to evacuate the riches extracted in the territories of the colony to the countries to which they were submissive, and over time, began to have multiple functions as the settlers settled in port cities [6].

Subsequently, the process of urbanization intensified after the Industrial Revolution, when people living in rural areas began to migrate to newly created cities and to cluster around industries [7]. According to Leite [7] that from this process, the industrialists began to define their own spaces for housing, giving emphasis and notoriety in socio-spatial inequalities.

Given this, capitalism was a significant increase in the process of world urbanization and, especially in the European historical context, because it was the European territory the central space

of constitution of this mode of production [7]. As a result, there was a need to expand the productive capacity of capital, triggering the expansion of manufacturing, artistic, and commercial activity.

However, it is noteworthy that urbanization in Brazilian cities has intensified considerably since the second half of the twentieth century [8]. This process was marked by intense urban population growth between 1940 and 2000, which induced Brazilian cities to expand considerably [8]. Thus, the urbanization process refers to the production and reproduction of urban space, linked to economic and social issues, varying from time to time [4]. As a result, Corrêa [4] highlights that urban space changes to the detriment of the wishes of social agents. Such agents tend to modify space according to their interests, without pointing out a specific meaning to shape or expand space.

Corroborates with these statements, Santos [9] reporting that to discuss the spatial formation there is a theory and a method which are promoted by social relations and unbridled consumption, which consequently cause severe changes in the Urban Space and Social.

As a result, it is noteworthy that it is possible to think about the urbanizing process, correlating it with the urban space-producing agents. According to Corrêa [4], the urban space-producing agents are a) the owners of the means of production; b) the landowners; c) Real estate developers; d) the state; e) The exclud-

ed social groups. Such agents aim at the spatial configuration following the particular yearnings of society that foster them.

It is consistent with this reflection, Correa [4] when he points out that the action of producing space agents derives from the “dynamics of capital accumulation, the changing needs of reproduction of production relations and class conflict that emerge from it.”

Given this, in understanding the process of urbanization, it is highlighted that it is the social agents, the leading responsible for shaping the space and corroborate the process of urban expansion. Besides, such processes must meet legal requirements, that is, urban expansion should occur with the help of town planning laws, which will be dealt below.

Urban Policy and the Constitutional Ratification

Considering the dynamics of historical-social formation, the social transformations that have taken place in recent times have fostered discussion about Urban Policy and Urban Law [10]. At the international level, shortly after the end of World War II, several countries such as Germany, Japan, and England that had their cities devastated faced the need to rethink and rebuild their urban spaces through the wreckage [11].

However, the problematization of urbanizing process and urban policy linked to socio-economic issues occurred in a compromised way only in the most developed capitalist countries. Thus, the same process did not occur with the same intensity in Latin American or underdeveloped countries, highlighting the dichotomy between the present debate and the structural reality arising from the historical process of formation and urbanizing in Latin American countries [11].

In Brazil, the driving force to deal with the theme of Urban Policy gained support from the advent of the promulgation of the Federal Constitution of 1988. Later, other city legislations were woven, acquiring a fundamental status because of the more significant norm, as is the case of the City Statute, which regulates the Urban Policy chapter in its articles 182 and 183, placed in the Constitution of 1988.

Thus, the Urban Policy, or urban development policy, is treated as public policy, materializing in the form of a government action program aimed at the ordination of habitable spaces, thus covering both the planning and management of cities [12].

To give effect to the issue of Urban Policy, the City Statute, Federal Law 10.257 / 2001, emerges as a historical landmark. This law brings several elements essential to the municipal applicability in order to promote the full development of the social functions of the city, addressed by the 1988 Constitution.

The referred legislation also outlines the necessary instruments for the application of the Urban Policy, the surface right, the democratic management of the city and designates the guiding criteria that must be observed by the municipal managers in the elaboration of the master plan of each city [13].

Thus the City Statute has several urbanistic guidelines; the Master Plan stands out because besides being treated by the Statute is also described by the Constitution as a fundamental norm for Urban Planning that will occur in the Municipalities.

Thus, for a better understanding of this approach, Pereira-Clemente [12] refers to the Master Plan as a legal landmark, capable of predicting the entire dynamics of urban space production and expansion. This Plan mentioned constitutionally, has the primary function of planning and structuring cities, and is, therefore, the basic norm for the promotion of Urban Policy (BRASIL, 2001) [13].

As already mentioned, the Federal Constitution of 1988 dedicated one of its chapters to Urban Policy and established general guidelines aimed at ordering the full development of cities and the well-being of city dwellers [1]. Among the guidelines mentioned above, there is the obligation to have a master plan for cities with more than 20,000 inhabitants and the need for public and private properties to fulfill their property social function while meeting the requirements of the same master plan [1,13].

Besides, the Master Plan is also the main instrument to guarantee the social function of property and the social function of cities [13]. Therefore, the Master Plan is configured as an integral part of the development process of the municipality; it is an essential instrument of the policy of urban development and expansion [12].

Thus, it emphasized that discussions about Urban Policy in the process of urban expansion of cities preceded constitutional ratification. However, only from the edition of the Constitution of 1988, the discussions about Urban Policy gain greater emphasis. In this sense, it is crucial to analyze its Constitution and urban expansion in the context of Guanambi, paying attention to the phenomena that contributed to its development.

Spatial Analysis of Urban Expansion in Guanambi

The dynamics of the production and reproduction of space in Guanambi occurred in a way that deserves more attention not only from the expansionist phenomenon but also from the senses followed by urban expansion. Such temporal and spatial senses are essential in understanding and interpreting this phenomenon.

By urban expansion, it is understood the process resulting from the dynamic variables that imply the growth of the city since the moment of its emergence [14]. This process is configured as urban demographic and territorial growth, breaking down into more extensive land use and occupation as well as the increase of urban spot [14].

From this perspective, in Guanambi, there was growth among the years 1987, 1997, 2007 and 2017, and in 1987, the area of the urban stain had 4km², for 1997 a total of 12km², already in 2007, the value rose to 16km². From 2007 to 2017, the growth doubled to approximately 33km². This expansion extrapolated the control

of the public administration, presenting a growth that was driven by population and economical increase of the city [3].

According to Pereira [12], later reinforced by Oliveira, Pereira & Dias [3], the period between 2007 and 2017 achieved a disorderly growth due to the installation of large companies and the substantial investments in the region, such as the installation of

the park wind, the exploration of iron ore and the beginning of the construction of the East-West Railway (FIOL) [3]. These factors, in short, were relevant to economic and urban growth of Guanambi.

As illustrated in Figure 4, four (4) distinct decades are understood; each one represents a milestone in the legal and spatial aspect, both at Federal and Municipal level for the city of Guanambi.

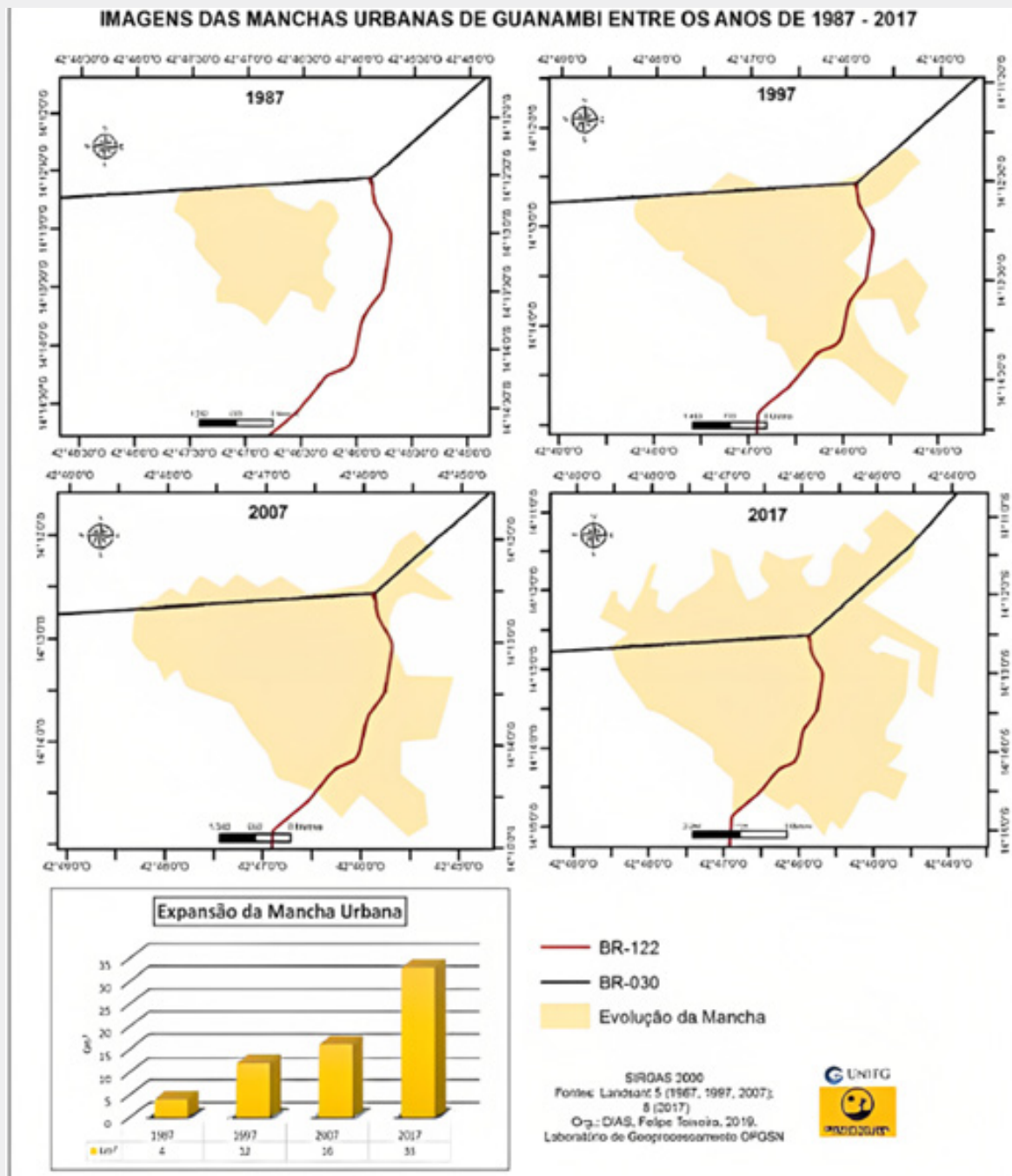


Figure 4: Urban Spots between the years of 1987 and 2017

Sources: Landsat 5 and 8 (1987, 1997, 2007 e 2017). Geoprocessing Laboratory OFGSN.

Also, previously, the main decades that were notorious in modifying the spatial configuration of the city of Guanambi. In 1980 (cotton period), 1990 (destabilization of growth), 2000 (recovery of growth, of trade and public and private investment in health and education) [12].

From this perspective, there are temporal and legal lapses (1980 and 2010), which are substantiated both concerning the growth of the city of Guanambi, and the inauguration of legal landmarks (Federal Constitution of 1988 and Participatory Master Plan)[15].

As a result, it is noteworthy that the various economic cycles and especially the cotton period contributed significantly to the expansion of the city, providing an increase in the local population combined with the increase of the urban borderline [12]. Magalhães et al. [16] agree with these reflections when they highlight that there was a considerable increase in the urban expansion of Guanambi between 2010 and 2014.

Currently, the municipality of Guanambi is an important regional center recognized historically for its commercial activities and influences dozens of municipalities that request several services in the most diverse areas, including commerce, health, education, justice, and transport [12].

According to Pereira [12], the density and diversity of commercial services offered by Guanambi make the city a constantly expanding commercial center. Among the commercial activities practiced are national and international store chains, and also fast foods, building supply stores, car and motorcycle dealers, furniture stores, appliances, electronics, clothing, shoe stores, and drugstores.

In the educational area, Guanambi has been increasingly highlighted by the presence of public and private higher education institutions, as well as professional courses, technicians, courses for university entrance exam and contests, which are offered in various modalities and structures. In this perspective, hundreds of people move from other municipalities and even from other states to enjoy the dozens of different courses offered in the city [3].

In line with the above, Oliveira, Pereira and Dias [3] mention that the economic configuration of the municipality has changed from the implementation of a cotton processing factory, bank branches, machinery trade, and pesticides, etc., which attracted residents from other areas, coming, for example, from other municipalities or even from other states.

Given the above, it is noteworthy that such growth should not only be beneficial to the economic-regional issue but first of all to pay attention to the forecasts of the Master Plan, which, by reconciling the time-lapse of 2007 as the year of creation of the current Master Plan in force in the municipality, and 2017 as the year of its revision, would make difficult the legal forecast about the demarcation of the urban spot of Guanambi.

Given this, it stands out that in Guanambi, the dynamics of urban expansion did not happen at random. The producers and modelers of urban space, who also have diverse interests, which in short are directed to capitalist production of space, leading to the product of urban private property [4], moved it. However, it is noteworthy that to analyze the process of urban expansion; it is necessary to pay attention to both spatial and legal issues.

Urban Expansion in Guanambi and its Correlation with Urban Policy

The process of formation and expansion of the city of Guanambi should be supported by the legal framework, which guaranteed the use and occupation of urban land in the light of constitutional and non-constitutional guarantees, ensuring access to the city for all city dwellers. In this sense, we highlight the guidelines set forth by the Federal Constitution of 1988; City Statute; Guanambi Participatory Master Plan and related legislation.

However, the municipality of Guanambi only edited its Master Plan in 2007, with significant differences between the legal and spatial aspects. However, the Master Plan should be the basic norm, which establishes essential elements for proper Urban Planning, including peculiar characteristics of each region.

For a compatible analysis between urban space and legislation, there is an overlapping mapping between the decades that constitute the period from 1987 to 2017. This overlap performed in order to demonstrate the accelerated growth of the urban area of the city of Guanambi, having as reference the statutory periods, and BRs 030 and 122 as spatial references according to Figure 5.

Given this, and for technical analysis, Figure 6 demonstrates the consubstantiation between the legal time-lapse, the spatial modification and the period of the constitution of each Urban Spot.

Starting from an analysis of the expansion of the urban stains of Guanambi, it is noticeable in the growth of the city two main expansionist processes that differ from each other. On the one hand, from the observation of the urban spots and the data of the current Master Plan, it can be inferred that the urban perimeter of the city has expanded in a pulverized manner according to the space-producing agents.

According to the 1987 urban stain specified by Figure 4, it is clear that the urban stain has expanded to the outskirts of the City Center. Subsequently, the city tended to expand to the east and southeast geographical directions, as can be analyzed by the overlapping of the stains in Figure 5.

It turns out that in this period of expansion there already were two legal issues: (I) first, in 1988 had already been promulgated the Constitution and the chapter of Urban Policy, and (II) only after 19 (nineteen) years the Master Plan of was late established in 2007. Even though the Master Plan was already mandatory ac-

According to the minimum parameters established by the current Constitution [1]. However, the urban formation and expansion occurred exacerbated and with late planning, due to the establishment of a 19 (nineteen) years late Master Plan, with significant differences between the legal and spatial aspects. Thus, it

has caused many problems of spatial and urban nature today. By way of example, it highlights flooding in rainy weather, difficulties in mobility, socio-spatial segregation, and the absence of efficient public transport [3].



Figure 5: Overlapping Urban Spots from 1987 to 2017

Sources: Landsat 5 and 8 (1987, 1997, 2007 e 2017). Geoprocessing Laboratory OFGSN.

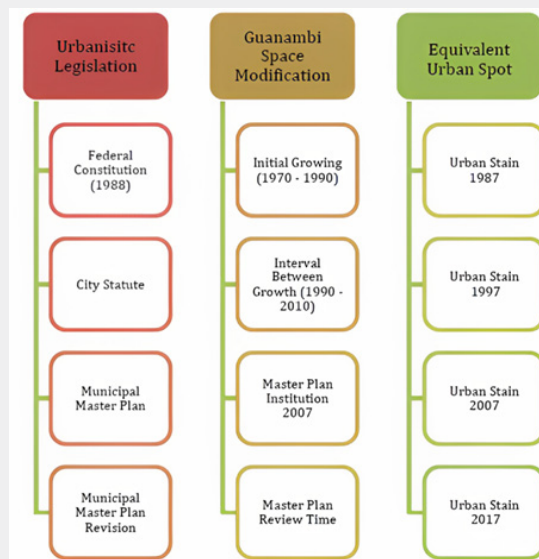


Figure 6: Compatibility between legal, temporal and spatial aspects.

Sources: BRASIL [1,13]; GUANAMBI [15]; Landsat 5 and 8 (1987, 1997, 2007 e 2017).

Besides, the Guanambi Master Plan has general elements in its structure, which precludes the thinking and specific projections of a location [15]. Another important detail is that although there are maps, figures or images in the Master Plan, which can assist both in the spatial delimitation of the Municipality of Guanambi, and in the future planning, they were not published for the population.

Also, the Master Plan does not restrict to the urban perimeter and should, therefore, cover the whole area of the municipality and be continuously updated at least every 10 (ten) years to keep up with the evolution of society and to be aware of needs that arise over time [13].

Notwithstanding the absence of a Master Plan in Guanambi for 19 years, another detail that deserves attention is the issue of temporal incompatibility between the establishment of Guanambi Municipal Law 1.208 / 2018 that regulates Land Use and Installment, dealt with by Federal Law 6.766 from 1979. It is noteworthy that the Federal Law mentioned above preceded the Constitutional ratification of Urban Policy, instituted in Guanambi thirty-nine (39) years after the Federal Law edition, eleven (11) years after the establishment of the Master Plan, and one (1) year after the revision of the current Master Plan began.

The absence of this law allows a discussion about the directions of urban expansion in Guanambi. According to Rolnik [17] when a city grows up without law, it will contain the legal and illegal space, being the "illegal" not only referring to tenements and slums but within the legal space itself, there is ambiguity in the law that produces the illegal.

From this perspective, Rolnik [17] also emphasizes that urbanistic legislation directly interferes with the production of urban space, also in its use. Therefore, the mention of this law was necessary to reinforce the importance of urbanistic laws in the expansion process of Guanambi.

In this sense, the absence of legislation that accompanies the production and reproduction of space leads to contemporary urban problems, the most common being slumming, lack of urban infrastructure, and socio-spatial segregation [17]. In line with these reflections, Pereira-Clemente [12] highlights that the Right to the city pursues the efficiency of the Right of the City, striving for an Urban Policy appropriate to the full development of cities.

In the context of Guanambi, it turns out that urban expansion occurred without the presence of a legal framework that could establish and delimit the basic precepts of urban development policy. However, as already mentioned, growth intensified in the 1980s and 2000s, and the Municipal Master Plan was elaborated only in 2007. The urban space of Guanambi was produced and expanded following the interests of urban space producers.

this, by making the legal guidelines compatible with the spatial configuration of Guanambi, it is noticeable that the urban formation and expansion that occurred in the city disconnected from the existing legislation in the scope of Urbanistic Law, especially

with the Urban Planning primary legislation, the Guanambi Municipal Master Plan. This problem requires increased attention, especially by the population that is an integral part of the process of production and reproduction of space, seeking the effectiveness of an Urban Policy that meets the Right to the City [18-22].

Conclusion

Firstly, it points out that there is no intention here to end the discussions about the present theme, since it is a legal and social problem, and deserves the continuation of scientific debates about this issue.

Thus, it was understood that the historical process of space production and reproduction was linked to the economic, social, and geographical dynamics, influenced by the space-producing agents. Besides, highlight the urban space-producing agents, as the main responsible for modifying and (re) configuring the urban space.

It was verified that historically, the cities go through continuous and discontinuous processes of (re) production of space. That is why it is essential to have an efficient Master Plan that corroborates with the Urban Policy — reinforcing that although there have been 30 (thirty) years since the promulgation of the Federal Constitution of 1988 and the historical landmark of the Urban Policy ratification. The Master Plan is the main instrument in the consolidation of an urban development project by providing in its general guidelines the fair distribution of the benefits and burdens of urbanization.

It was also analyzed the various factors and events that significantly corroborated to the growth of the urban perimeter and expansionist logic of Guanambi; such as the cotton period, the commercial activities, and the implementation of several higher education courses, all driven by the space producing agents.

Given this, it is also emphasized that the accelerated expansion of Guanambi accompanied a process of socio-spatial (re) configuration delineated by the space-producing agents, which moved the expansion of the urban spot mentioned to the localities of private interests.

It is also noteworthy that the city of Guanambi did not obey a legal apparatus to follow the urban expansion. The establishment of the Master Plan (basic law of urban planning) occurred in a moment disconnected from much of the expansion process, without guarantees of compliance with the Urban Policy needed for efficient development.

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