



## UCLG PEER LEARNING “Unlocking knowledge in the southern cities”

A learning event organized by the state government of Sao Paulo, the city of Sao Paulo, UCLG committee on urban strategic planning mentoring programme, and Metropolis

# Report

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## Introduction

The UCLG PEER LEARNING meeting “Unlocking knowledge in the southern cities” has pursued the overall goal to obtain insight in the projects and approaches of Sao Paulo in reaching their objectives to enhance living conditions of the inhabitants of informal settlements. Further, transferable features of these projects have been discussed. The meeting has been organized by the hosting state and the city of Sao Paulo together with the association United Cities and Local Governments (UCLG). It was a result of the agreement of the committee for urban strategic planning during the last meeting learning event in Durban in June 2011. Besides this peer learning, a more specific cooperation (mentoring) on housing policies was established between Southern African cities (especially Durban) and Sao Paulo city within the UCLG and the Metropolis network. Hence, the focus of the meeting was to boost learning from both cities approaches in upgrading and regulating the cities’ informal settlements.

The central question was: **“Which ways are there to legalize the status of inhabitants of poor areas and how can improved and sustainable living conditions for the residents be opened up?”**

The visit to Sao Paulo took place from 21 – 22 November 2011 in conjunction with and prior to the Metropolis world congress in Porto Alegre from 23-26 November 2011. Participants of the meeting were cities from Hyderabad, Sydney, Paris, Santiago, Medellin, and South African cities: Durban, Johannesburg, and Capetown. Moreover UCLG, and Metropolis, through the city of Berlin, have been represented. It has been hosted by different units of Sao Paulo state administration, mainly by the Emplasa, metropolitan planning agency.

The following report gives a chronological overview of the projects visited on the sites Paulo and summarizes the outcomes of the presentations and discussions during the

“Playgrounds, parks and sport facilities are great use for mitigating space along roads, trains or highways. Guaranteeing appropriation and avoiding illegal occupation.” Chary Shirivan, India

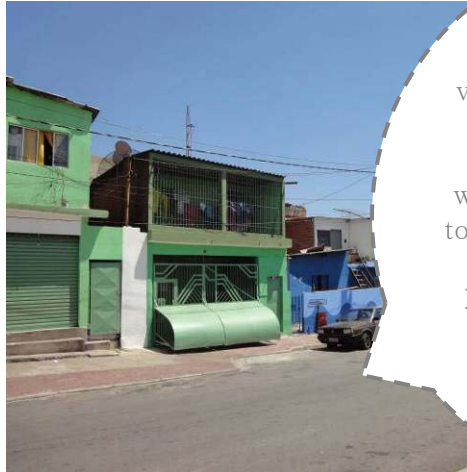
## Site Visits, first day, November 21, 2011

### *Site visit to Jardim Pantanal*

The day started with a bus tour to the Jardim Pantanal settlement. During the tour, various activities and projects tasking at urban upgrading have been introduced. One of the major projects is ‘**Parque Linear**’. Large investments are being undertaken to create parks and cycling lanes along one of the city’s principal streets (Rodovia Ayrton Senna da Silva). The park extends over 75 km and covers 107 km<sup>2</sup>. It has been developed as a means to give inhabitants of the bordering low income living areas, possibilities for recreational and sports activities. Thereby increasing their identification, responsibility and pride for their neighborhood.



Arriving on the site, presentations were given on the context and historical development of the informal settlements in Sao Paulo. Nowadays nearly 3 million people are living in favelas in Sao Paulo. **Jardim Pantanal** area is the home of 167.000 inhabitants (2010). Vast efforts have been undertaken to improve their living conditions and to legalize their living status: streets have been built, water, sewage, electricity and infrastructure has been constructed, houses (multi- story) have been developed. These ongoing investments are accompanied by social programmes ('Urbanisation Programme') tasking at improvements of cultural conditions and the educational level of the inhabitants.



The "Trani Tour" was very well prepared, with loudspeaker, bus, food and drinks, but overall with answers and stories to almost all the questions raising.. Thank you Eduardo, Diana Violeta, and Helena!!

**Picture 1: Total Investments in the Jardim Pantanal neighborhood are estimated to R\$ 80,09 million or €34 million**

### Questions

***How are the inhabitants reacting on their resettlement of ground floor housing to upper stories?***

*Since they receive high quality housing and since their status thereby is being legalized people are not complaining. Additionally there is not enough space available in Sao Paulo to provide further ground housing.*

***How was the programme financed?***

*Through Worldbank loans. Currently, its subsidies are mainly coming from the federal government.*

In the Jardim Pantanal, several social and labor projects have been implemented. One of them is '**Recycling Cooperative Nova Esperança**'. The company was established in 2007 and created new jobs and possibilities for improving job qualifications, especially for women. At the same time it benefits to the cleanliness of the neighborhood – it builds the basis for continuous and affordable waste management and recycling of the area's garbage. The number of workers employed in the cooperative has increased from 13 in 2009 to 33 in 2011. Accordingly, it significantly contributes to the income situation of Jardim Plantanal.



**Picture 2: Recycling Cooperative New Hope**



The **Public Green House School** is another example of the Urbanization Programme of Jardim Pantanal. It offers courses in gardening and environmental education. Gardening plays a key role in very poor areas. On one hand, it shows people how to grow their own vegetables for healthy food supplement; on the other hand, it opens up ways on how to creatively improve the surroundings of their homes and public green spaces. Thereby it supports appropriation with their home and the whole neighborhood. The project is tailored especially to the target group of women.



Picture 3: Public Green House School

Additionally, the **School of Arts and Craft** pursues the goal to train the residents by the formation of productive groups, aiming at income generation and thereby boosting local development. Courses are offered in sewing and art handicraft. By selling their products in the centre, women who participated in these courses have the chance to create or complement their income. Correspondingly, the social networks in the neighborhood are being strengthened, a basis for social stability. The school is very well accepted by the residents of Jardim Pantanal.



Picture 4: Products of the School of Arts and Craft

Some of the most visible results are being reached with the project **Art Studio São Paulo de Cara Nova**. It offers training in urban art and design, especially for young people. The courses are aiming at encouraging ownership and identity of the neighborhood. People who participated in the courses are being supplied with cement and paint for the rendering of the facades of their homes and with knowledge on how to give them a unique and individual design. They have the chance to refurbish and design their home facades with their own hands and according to their own creative ideas- This method is an effective means to increase pride and responsibility for the homes and the neighborhood.



Picture 5: Facade individually designed by the inhabitants with material and knowledge from Art Studio São Paulo de Cara Nova.

"Small interventions  
can have  
impacts  
Walker, S  
Africa

"The understanding  
Brazilian architect  
changing, so many of  
local architects ma  
teams with social wo  
committing with  
enthusiasm &  
professionalism  
improve living condi  
on local scale" Edu  
Trani. Brazil

In others areas of the neighborhood new multi-story buildings have been built for the people formerly living in squatter sheds and flood exposed areas. These investments were made possible through conjoined efforts of the public and private sector. For people living in these places before formalization of the property status, a contractual way of formalization has been developed: Inhabitants pay 15% of their total family income on a monthly base for 25 years. After this period, they are the formal owners of the property. Building new houses is three times less costly than reconstructing and upgrading existing squatter dwellings.



**Picture 6: New multi-story building stock in Jardim Pantanal**

One of the most striking results of the efforts undertaken in Jardim Pantanal is the decrease of homicide and thefts. Homicides constantly decreased from 22 in 2000 to 0 in 2008. Thefts from 39 in 2000 to 9 in 2008. Reasons for this development are the formalized and improved living status of the residents, improved labor and income conditions and improved social and environmental conditions.

## Panel Discussion, first day, November 21, 2011



**Pictures 7, 8: Participants of the panel discussion**

In the afternoon, a panel discussion took place at **EMPLASA** (*Empresa Paulista de Planejamento Metropolitano*) headquarters. The high representatives (CEO, state secretaries and vicepresident) of the Enterprise for Metropolitan planning welcomed the participants. After gaining first impressions with the site visits of implementations of Sao Paulo approaches to reach sustainable upgrading of informal settlements, experts and representatives of the Sao Paulo government: Violeta Kubrusly, Sao Paulo city, Diana Motta and Andreina Nigriello from Emplasa presented details on challenges and approaches regarding their planning.



Practitioners and representatives of the participating cities, such as Subethri Moonsammy from Durban, Vishar Kumar from Hyderabad enriched the discussions presenting the particular defiance regarding planning in their contexts. This discussion was moderated by UCLG's secretary general Josep Roig and head of Urban Strategic Planning Committee, Sara Hoefflich.

### Key outcomes of the panel discussion were:

"Medellin has the same experience as Sao Paulo and same commitment in addressing informality would be useful to learn from Sao Paulo with easy application due to similar circumstances." **Juan Carlos Loaiza, Medellin**

*The dimension of 'risk areas' in Sao Paulo is immense: There are more than 3.000 risk areas in which fatal events occur constantly. The challenge to improve this situation is tremendous. To face these problems, Sao Paulo has undertaken many efforts already. Several cooperations between the public and the private sector have been established. One of the most important players in the city is **EMPLASA**. In the future, the city intends to intensify mutual learning with cities in similar conditions. The learning event has been another step to strengthen mutual learning with the cities of Durban and Hyderabad.*

*With 22 million residents living in 150 municipalities in Sao Paulo, the city is one of the world's biggest agglomerations and it is developing dynamically. In the metropolitan region, the three largest airports of Southern America are located. These impulses the industrial growth in the regions. Despite this economic growth, there are still vast areas of poverty. Hence, joint action is required. Public resources have to be used in the best way possible. Partnerships with the private sector have to be extended.*



Picture 9: Downtown Sao Paulo

*The conditions and problems in Indian and South African big cities are very similar to Sao Paulo and other Brazilian cities. Many ideas to resolve urban problems have been implemented successfully in these cities. The means to enable learning is to have a close look at the different approaches by travelling to the cities.*



*One key issue to be addressed is to connect the national and regional governments with the local authorities. All sectors have to be taken under consideration in order to reach effective, integrated and sustainable action.*

*To make transferring good experiences from one city to another successful, different historic situations have to be considered. This is especially relevant when tackling the objective to minimize social differences.*

In all cities transportation plays a key role for economic development and the improvement of the social status of their inhabitants. Sao Paulo has implemented several measures in the transportation sector: The Metro-railway, subway and bus networks have been expanded. Moreover sustainable transportation modes have been promoted and cycling lanes have been built. In the close future the city will implement a monorail train and will operate more hybrid busses.

“Freedom to explore: design typology to ensure also no one size fits all solution.”

“We deliver housing, you build cities. That is a concept worth to work ”  
**Subethri Moonsammy,**  
**Durban**

In Durban the focus in urban development is on participation and community involvement. This integrative approach requires long term commitment to be successful. Moreover there is focus on environmental assets which received new appreciation. Public spaces and access to them for all urban dwellers needs to be prioritized. Another major field of investments remains the social facilities.

**Local Leadership is decisive:** To improve it an evaluation of the historical developments and processes is helpful. It opens up ways and shows directions how to organize and accomplish adequate qualifications of local leaderships.

“Yes, learning of Sao Paulo is of immediate use in implementing slum redevelopment programs in Andhra Pradesh (India)” **Vishar Kumar**

Even if the urban governmental circumstances of cities in India are different to Brazilian cities several problems in urban development are similar. Also in Indian cities many slums have been formalized.



The Brazilian scheme has been an example for these projects and modified to Indian requirements. One modification refers to the issue of ownership. In India formalized dwellers receive the ownership of their new home right from the beginning. This way, residents receive an economic value important to increase their social status.

In Johannesburg, main goal of urban development is to make the city livable and sustainable. Basis conditions for development such as this are economic growth, good governance, sharing of problems, and strong leadership.

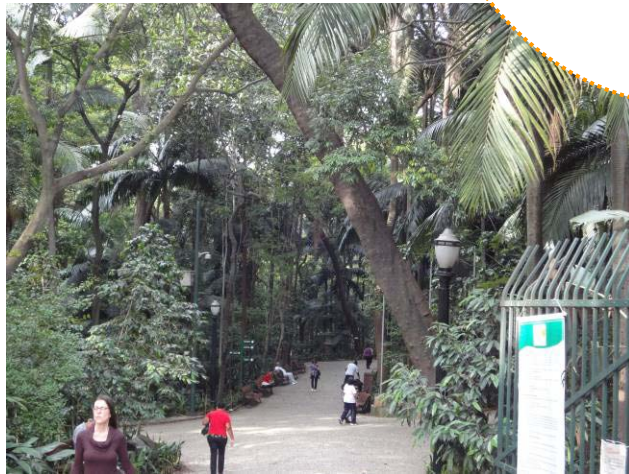
“We have a lot to share : Many of us were colonized, got independent and decentralized power. The economy is growing but inequality remains the challenge as a legacy of history.”

Anthony Selepe,  
Johannesburg

## Site visits second day, November 22, 2011

The site visits of the second day of the learning event were leading to the ‘other side’ of Sao Paulo: The wealthy parts of the city. Where private investors are more keen to partner. Thereby, the clearly obvious contrast of urban life has been demonstrated.

At the central street **Avenida Paulista**, a tropical park has been built. This recreation area shows the visitor local Brazilian vegetation and offers space for rest and silence.



**Picture 10: A tropical Park at Sao Paulo's central street Avenida Paulista**

We thank **Bhoophal Reddy**, one of the Indian delegates, a forestry engineer, for the comparative insight on tropical plants and their adaptation in cities.





A visit to the **subway system of Sao Paulo** exemplified the vast public and private investments being implemented to improve mobilization to serve a region of almost 40 million people, also in the preamble of the major sport events taking place in the city in the next years.

They were partly made possible by funding available in the context of the upcoming FIFA world cup in Brazil 2014. Pedestrian tunnels have been constructed to connect the different subway and train stations. Also a driverless subway line already in operation.

More public transportation infrastructure constructions have been planned. This is a necessary requirement to cope with the masses of visitors who are expected to visit the city during the global sports events in 2014 and 2016 (Olympic summer games).



“Fascinating how transport is such an integral part to entire development process.” **Gareth Haysom, India**

**Picture 11:**

***New driverless subway in Sao Paulo***

**Picture 12:**



“Subway system: very impressive and efficient, evident by the number of commuters. It was also clean and safe.”

**Faizal Seedat, South Africa**

“In Brazil the economic and urban growth is very fast and as public sector, we have limited technical and economic capacity to deliver all the infrastructure needed in a Metro that connects 40 million people. We engage with public private partnership with clear criteria defending public interests. Not an easy task!”

**Diana Motta, Brazil**

Another example of Public Private partnerships for the development of the city was explained with the presentation of the **Nova Luz project**.

In the city centre, major investments are being undertaken in the building stock. This project is the largest intervention that has ever been designed in Brazil. The public sector together with a group of local and international organizations have developed an urban development plan for the 50 hectare area which comprises 45 blocks in the core of Sao Paulo's downtown. The plan foresees to preserve and further develop the area as a historical, cultural, commercial and residential centre. The guidelines for the renewal program also specifically focus on the creation of a social environment that promotes social and economic development and equality.

However, it was stated that it is difficult to attract private investment to this part of the city. The complexity of urban renewal projects and the uncertainty of completing the change processes are seen as a financial risk to the private sector.

New developments should not displace the poor and should be used to cross-subsidize the improvement of the living conditions of the poor.

Norah Walker, South Africa



**Picture 13: Deteriorated buildings subject to reconstruction**



**Picture 14: The area of intervention.**



Last station of the site visits was ‘**Berrini Skyline**’ on top of the **Cidade Jardim Mall**. These apartment towers – built on over a shopping mall – are demonstrating the most visible contrast to the slum areas visited on the first day of the meeting. Luxurious surroundings with a view on the skyline of Sao Paulo and security staff to safeguard the entire block.

A discussion revealed that the high income groups gather around their joint interests and are reluctant to deal with traffic jams and long distances. It is curious to observe that Jardim Mall is currently very much appreciated as a place for high income housing; although initially in this area office buildings were dominating.

This is leading to new centralities and new order for real estate and land value policies.

The proximity of apartments to new working spaces and luxury commerce have made them very popular and promising capital investment for their owners.

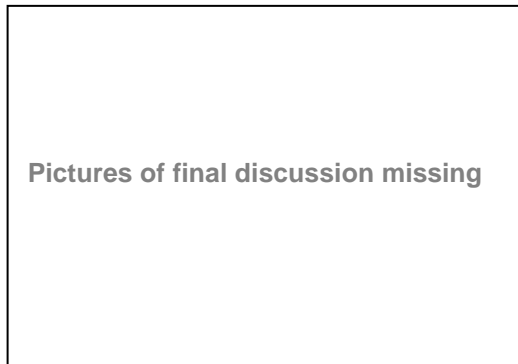
a vivid debate took place: “how to enter a the helicopter and the yacht for exhibition on the shop in the 20th floor?”...



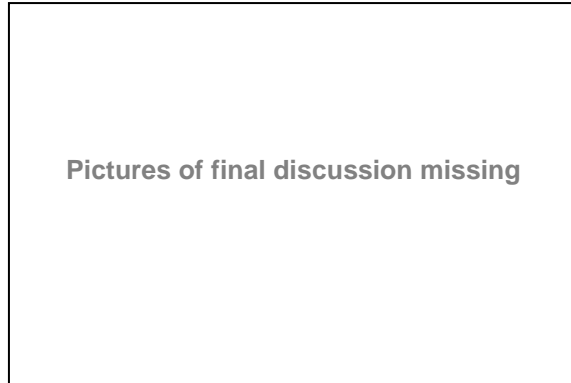
**Picture: 15: High class apartments on top of Cidade Jardim Mall**



## Final Discussion, second day, November 22, 2011



**Picture 16:**  
**Participants of the panel discussion**



**Picture 17:**  
**Participants of the panel discussion**

### Key outcomes of the final discussion were:

“City to city learning can improve realities through the management level.”

#### Different options for urban management:

Public and private sector partnerships, especially top end services.

Outsourcing of management of districts and setting benchmarks and monitoring.

Ref: Capetown city partnerships or Durban lessons from best practices

Participate in urban management learning (document practices across cities)

#### New Regularization for Urbanization

The group identified a diversity of topics that can be looked thoroughly explored, and also encouraged the networks UCLG and Metropolis to further focus on instruments and regulatory frameworks



### **Development controls that are ineffective in the circumstances**

India emphasizing mixed use land uses as well as impact fees to facilitate development in poorer areas. Administrative and legal framework has been reviewed in India

### **Deregularisation in preparing for urbanization**

Cities to participate: Medellin, Cape Town, JHB, Durban, Hyderabad, Ciudad Sur.

### **Housing**

Cities to participate: Medellin (would like to learn around building controls etc in relation to informality). City of Rosario leads that planning aspect

This is very interesting from South African and BRIC cities, as their frameworks are functioning, but need to be updated. The experiences especially of Metropolitan cities can be compared and influence regularizations.

¿Possible comparisons of South Africa with Europe and Latin America (Medellin, Rosario) on urban renewal, build/ link on European research on this topic?

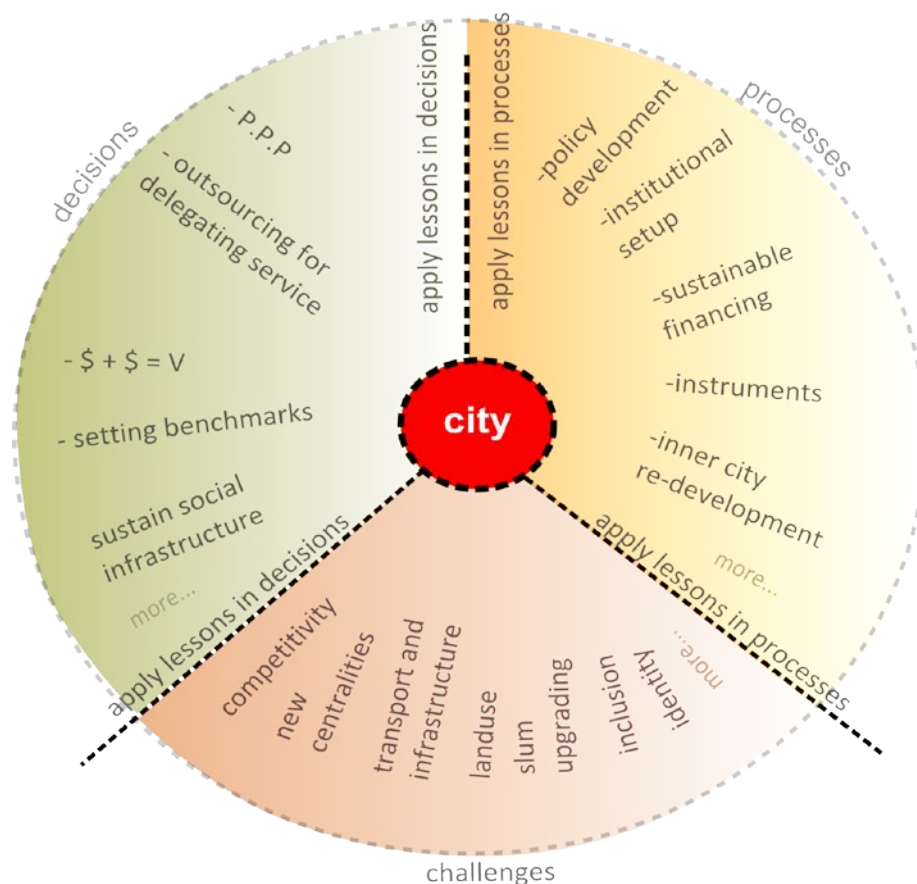
### **Inner-development with economic environmental social criteria**

Instruments for effective and sustainable regeneration. This topic is interesting to compare with European experience. The maintenance of this often high quality public investment is an additional challenge.

How to incentivize development in urban renewal areas and use tools of planning to facilitate development. How to set up incentives in ways that are appealing to the private sector?

Cities to participate: Cape Town, Durban, Sao Paulo  
Johannesburg and, Indian cities (pedestrianisation and revitalisation) concern that citizens will not be displaced in the process.

# Outlook to learn for change



The graphic illustrates options for fruitful learning especially for cities in emerging economies

## Conclusions on behalf of UCLG after the learning event

**The City Future program** is an agreement between UCLG and Cities Alliance and Norwegian government to promote City Development Strategies (CDS) based on the Millennium Goals. Currently, the program is aimed at helping local governments to formulate and implement CDS participatorially and exchange knowledge based on their experiences.

Conclusions on the role of UCLG are explained as follows:

### UCLG – support through the City Future programme:

- Capacity development for change in cities, especially in poor cities
- Knowledge management to support management
- **City management resources.** Build capacity in cities to bring change- instruments, new methods. New ways of building capacities, not necessarily face to face-
- **Capacity gaps** Help associations and cities to identify need for capacity improvement
- Offer a platform for mayors to draw conclusions of practices on national and global policies



## Evaluations and Resumé

### Impressions and feedback

A questionnaire was distributed at the end of the experience in order to gather feedback on main knowledge acquired by the participants and collect impressions in order to improve future similar events. These are some of the highlights gathered through the questionnaires.





## What should be the role of the UCLG and the world's secretariat in peer learning?

"This change happens through local leadership and this is where city to city co-operation works best." Sara Hoeflich, UCLG

"Facilitating and organizing such exchanges in future. Also, documenting visits. Briefing notes were very useful." Faizal Seedat, South Africa

"Continue as this experience should in all my works. I feel that learning takes place at peer level and this process reinforced this belief." Thank you. Gareth Haysom, India

"To put practitioners from different cities, but experiencing similar development challenges in touch with one another to exchange ideas and debate options" Mark Byerley, South Africa

"UCLG is familiar with the development issues and context in many countries and therefore well placed to link people/countries" Norah Walker, South Africa

"Build on work that has already been done- perhaps form small groups to pursue particular issues"

Pep Roig, UCLG



## Annex

### *Participants List*

	Participant	City and Country of origin or organization
1	Gareth Haysom	India
2	Prashant Kumar Iha	India
3	Prof. Chary Shirivian	Hyderabad, India
4	Dr. Vijay Kumar	India
5	Bhoopal Reddy	India
6	Soobs Moonsammy	South Africa
7	Johannes Siguso Ndbele	Durban, South Africa
8	Lawrence Pato	Durban, South Africa
9	Lihle Phewa	Durban, South Africa
10	Ken Breetzke	Durban, South Africa
11	Faizal Seedat	Durban, South Africa
12	Mark Byerly	Durban, South Africa
13	Norah Walker	South Africa
14	Sunil Dubey	Metropolis Sydney, Australia
15	Anthony Selepe	South Africa
16	Nellie Lester	South Africa
17	Sarah Hoeflich	UCLG Spain
18	Josep Roig	UCLG Spain
19	Michael Adam	Metropolis Germany
20	Claudio Sule	Chile
21	Juan Carlos Loaiza	Medellin Colombia
	Hosts:	
21	Diana Motta,	Manager of macroprojects EMPLASA
22	Eduardo Trani,	Advisor housing to state Sao Paulo
23	Violeta Kubrusly,	Architect housing department Sao Paulo city
24	Helena Monteiro	International relations Sao Paulo state





## Picture credits:

Pictures 1-8, 10, 11, 13, 15: Michael Abraham, Metropolis Project Officer Berlin

Picture 9, Dylan Passmore

Picture 12, 16, 17:??

Picture 14: [www.skyscrappercity.com](http://www.skyscrappercity.com)