uclg peer learning report :

"unlocking knowledge in the southern cities"

" Sharing experiences and developing the left behind countries is one of the most significants as it benefits and improves people´s lives "

Lawrence Pato, South Africa

sao paulo
november, 2011

Dear members and partners,

Cities accumulate knowledge steadily all over the world. But innovation and management can be found especially in southern experiences that are going through transitions and transformations in very short timeframes. Many cities are keen to share experiences and link to the UCLG mentoring program: this reminds us of the importance of learning and cooperation between peers.

UCLG, as the global network of local and regional governments, is adapting to new demands, ideas, solutions and offers in cities and regions all over the world. In our strategy, adopted in November 2011, UCLG commits for the first time to develop services on learning and decentralized cooperation.

The cities and state government of Sao Paulo have made amazing achievements with their housing and land policies. The role of communities, private partners and city managers in strategic and change processes and projects is best understood when it can be experienced on the ground, as happened here in Sao Paulo.

The peer learning was hosted by the state and the city of Sao Paulo. The Sao Paulo managers and professionals of EMPLASA and housing departments were able to transmit the experience of the communities, the local governments, and the country Brazil where much transformation has happened in the last decades.

The peer learning group, made up of mainly Southern cities,from India, South Africa and Latin America, underlined similarities, differences and applicability of much that was learnt. The peers were impressed by the commitment of public professionals being responsive to the demand of the cities and communities, well beyond the technical service they deliver.

This event has laid a foundation for the future agenda of both organizations, UCLG and Metropolis:

   A concept of learning for change was identified; building on challenges, realities and tasks especially of leaders and city managers;

   UCLG and Metropolis will continue to promote peer work;

   The mentoring partnership between Durban and Sao Paulo is a joint initiative with Metropolis and UCLG supporting the process and results to come; and

   The de-regularization or comparative framework is a fascinating topic for cities in emerging countries and might be further discussed inside Metropolis.

We thank Sao Paulo for hosting this learning and inspiring our future agenda, and we also thank the government of Norway for its support. We invite cities and partners to look at the following report and to us in developing the learning agenda.

JosepRoig

Secretary General: United Cities and Local Governments (UCLG)

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

Contents

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The peer learning in Sao Paulo

The focus of the meeting was to boost learning from both cities' approaches to upgrading and regulating the cities' informal settlements.

The central question was: **"What 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 following report gives a chronological overview of the projects visited at sites in Sao Paulo and summarizes the outcomes of the presentations and discussions during the event.

Site Visits, first day, November 21, 2011

Site visit to JardimPantanal

The day started with a bus tour to the JardimPantanal settlement. During the tour, various activities and projects aimed at urban upgrading were introduced. Large investments are being undertaken to create parks and cycling lanes along one of the city's principal streets (RodoviaAyrtonSenna da Silva). One of the major projects is '**Parque Linear**'. This park extends over 75 km and covers 107 km². It has been developed as a means to give inhabitants of the bordering low income living areas possibilities for recreational and sporting activities thereby increasing their identification, responsibility and pride for their neighborhood.

After arriving at the site, presentations were given on the context and historical development of the informal settlements in Sao Paulo. Nearly 3 million people are living in favelas in Sao Paulo. The **JardimPantanal** area is the home of 16,000 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-storey) have been developed. These ongoing investments are accompanied by social programmes ('UrbanisationProgramme') tasked with improving cultural conditions and the educational level of the inhabitants.

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

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

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Questions

How are the inhabitants reacting totheir resettlement from 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 floor housing.

How was the programme financed?

Through World Bank loans originally, but currently, its subsidies are mainly from the federal government.

In JardimPantanal, 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 contributes to the cleanliness of the neighborhood and 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 and sohas contributed to income generation inJardimPlantanal.

Picture 2:**Recycling Cooperative New Hope**

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

Picture 3:**Public Green House School**

Additionally, the **School of Arts and Craft** pursues the goal of training residents by the formation of productive groups, aimed 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 participate in these courses have the chance to create or supplement their income. Correspondingly, the social networks in the neighborhood are strengthened, creating a basis for social stability. The school is very well accepted by the residents of JardimPantanal.

Picture 4: **Products of the School of Arts and Craft**

"The understanding of the Brazilian architects is changing, so many of our local architects make teams with social workers, committing with enthusiasm & professionalism to improve living conditions on local scale" **Eduardo Trani, Brazil**

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 aimed at encouraging ownership and identity of the neighborhood. People who participate in the courses are 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 huge impacts **Norah Walker, SouthAfrica**

In others areas of the neighborhood, new multi-storey buildings have been built for the people formerly living in squatter sheds and flood exposed areas. These new buildings were made possible through the joint efforts of the public and private sectors. For people living in these places before formalization of the property status, a contractual method of formalization has been developed: inhabitants pay 15% of their total family income on a monthly basis for 25 years and 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 JardimPantanal

One of the most striking results of the efforts undertaken in JardimPantanal is the decrease of homicide and thefts. Homicides consistently decreased from 22 in 2000 to 0 in 2008 and thefts from 39 in 2000 to 9 in 2008. Reasons for this 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 inthe panel discussion

In the afternoon, a panel discussion took place at the **EMPLASA***(EmpresaPaulista de PlanejamentoMetropolitano)*headquarters. The senior representatives (CEO, State secretaries and Vice president) of the Enterprise for Metropolitan Planning welcomed the participants. Building on what was seen on the site visits of Sao Paulo's approaches to reach sustainable upgrading of informal settlements, experts and representatives of the Sao Paulo government, VioletaKubrusly, Sao Paulo city, and Diana Motta and AndreinaNigrielho from EMPLASA presented details on challenges and approaches regarding their planning.

Practitioners and representatives of the participating cities, such as Subethri Moonsammy from Durban and Vishar Kumar from Hyderabad, enriched the discussions presenting the particulars regarding planning in their contexts. This discussion was moderated by UCLG´s Secretary general, Josep Roig and coordinator of Urban Strategic Planning Committee, Sara Hoeflich.

Key outcomes of the panel discussion were:

"Medellin has the same experience as Sao Paulo and the 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 frequently occur. The challenge to improve this situation is tremendous. To face these problems,Sao Paulo has undertaken many efforts already. Several cooperative exercises between the public and the private sectors 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 Paolo, 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 andstrengthen the industrial growth in the region. 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 these 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 into consideration in order to reach effective, integrated and sustainable action.

To facilitate the transfer of good experiences from one city to another successfully different historic situations have to be considered. This is especially relevant when tackling the objective of minimizing social differences.

In all cities transportation plays a key role ineconomic development as well as 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 nearfuture, the city will implement a monorail train and will operate more hybrid busses.

"Freedom to explore: design typology to ensure no one size fits all solution."

"We deliver housing, you build cities. That is a concept worth working towards "SubethriMoonsammy, 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 receive attention. Public spaces and access to them for all urban dwellers needs to be prioritized. Another major field of investments is the provision of social facilities.

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

"Yes, learning from 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.

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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 ownership of their new homes right from the beginning. This way the residents receive an economic value which is important to increase their social status.

In Johannesburg, the main goal of urban development is to make the city liveable and sustainable. Basic conditions for a 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 to the 'other side' of Sao Paulo, ie the wealthy parts of the city where private investors are more keen to partner. Here, the clearly obvious contrasts of urban life were demonstrated.

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

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

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

"Fascinating how transport is such an integral part to the entire development process." **Gareth Haysom, 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

A visit to the **subway systemof Sao Paulo** exemplified the vast public and private investments being implemented to improve mobilization to serve a region of almost 40 million people and also as the preamble to the major sport events taking place in the city in the forthcoming 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 is already in operation.

More public transportation infrastructure construction has 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).

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

FaizalSeedat, South Africa

Picture 11:

New driverless subway in Sao Paulo

Picture 12:

Sao Paulo Transport System

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 building stock. This projectis 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 aims 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.

Picture 13:*Deteriorated buildings subject to reconstruction*

Picture 14:*The area of intervention*

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

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A vivid debate took place: "how to enter a helicopter and the yacht on exhibition in the shop on the 20th floor?"…

The last stop of the site visits was '**Berrini Skyline'** on top of the **CidadeJardim Mall**. These apartment towers – built over a shopping mall – demonstrate 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 currentlyvery much appreciated as a place for high income housing although initially in this area office buildings dominated.

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

The proximity of apartments to new working spaces and luxury commercial activities has made them very popular and are a promising capital investment for their owners.

Picture: 15, 16, 17 :High class exhibitions and apartments on top of CidadeJardim Mall

Final Discussion, second day, November 22, 2011

Picture 18:

Participants of 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: Cape Town 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 thoroughly explored, and also encouraged the networks UCLG and Metropolis to further focus on instruments and regulatory frameworks.

Picture 19:

Buildings Sao Paulo Nova Luz

Development controls that are ineffective in the circumstances

India emphasizes mixed use land uses as well as impact fees to facilitate development in poorer areas. Administrative and legal frameworks have 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 about building controls, etc in relation to informality). The City of Rosario leads this 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.

Picture 20:

View from Cidade Jardim terrace

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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. It is interesting to compare this 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.

Initiatives will follow up:

Durban Sao Paulo mentoring

A roadmap for this exchange was established and a grant for 60,000 Euros was approved by Metropolis for a three year exchange (2012 to 2015) on the implementation of SP social housing lessons in concrete projects Durban. UCLG and Metropolis are committed to support, advice, promote and monitor the process once a year through learning events and meetings between the two cities.

Rosario and Ciudad Sur mentoring

The mentorship of **Rosario** and **Ciudad Sur** consolidated the first strategic set ups and consolidation and supported Ciudad Sur to be able and receive a Cities Alliance grant that should start in 2012.

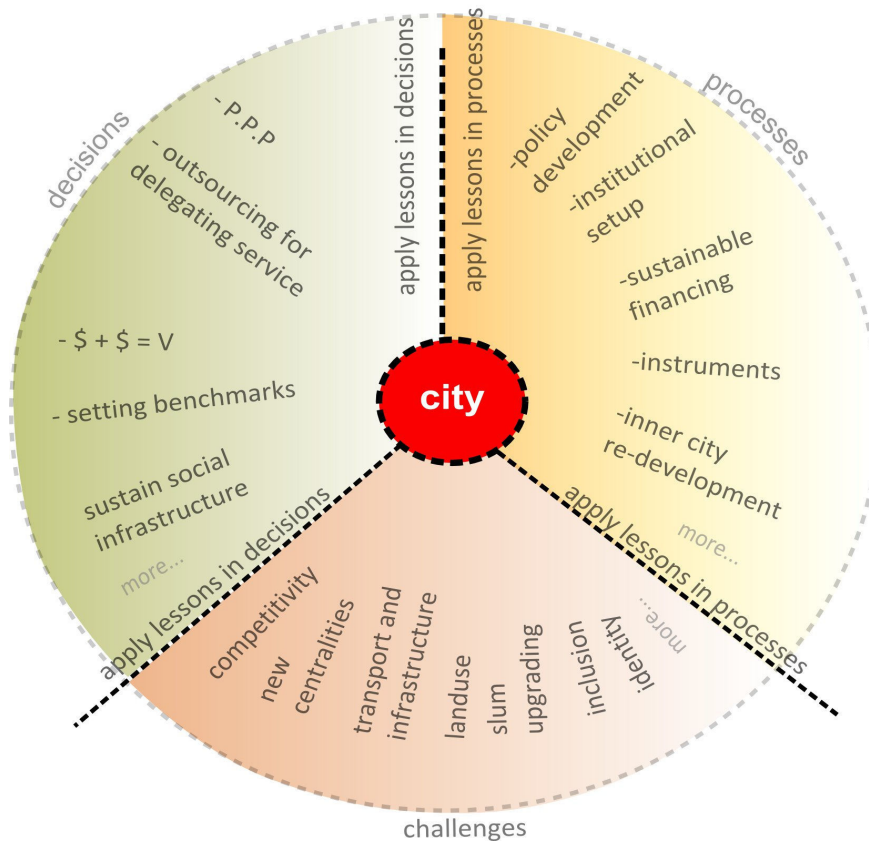### The Metropolis Initiative of the Sao Paulo state government

Sao Paulo was selected to run a Metropolis imitative on Metropolitan governance The peer event inspired concrete fields to explore further, such as de- regularization and public private partnerships and Sao Paulo will prepare a meeting in June to precise outcomes. i

Request on the elaboration of peer reviews

Hyderabad and Johannesburg are exploring ideas for receiving peer reviews. Both cities will involve actively in the Metropolis agenda.
Metropolis and UCLG will establish collaboration on peer learning with the Metropolis working group led by the city of Berlin.

Outlook to learn for change

The graphic illustrates options for fruitful exchange especially for cities in emerging economies and indicates the learning approach, as build in the debates in Sao Paulo:

Change with impact on the territory is happening through decision making. Therefore, peer learning should be close to decision making: in the decisions to be taken (apply lessons in decisions) and in processes and institutional responses (apply lessons in processes). The change and innovation are related in recognizing the challenges of the territory, the system, the demands and values.

In the learning process, the improvement of institutional processes and instruments will be confirmed once the decisions are applied. For example, delivering transport infrastructures: the challenge stresses the capacity of the administration that is not prepared to resolve the problem on its own (challenge) . This requires a policy on access to transport (process) , followed by decisions and realistic solutions for walkable, connected, and functional road systems in new and existing areas. It requires a sustainable financing scheme that might be a public private partnership to deliver the service.

Action learning is vital to support the leader and city management tasks and the main assets are the openness and experiences of the peers involved.

Evaluations

Impressions and feedback

A questionnaire was distributed at the end of the experience in order to gather feedback on the 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.

"Being able to hear stories told and seeing the real and deep passion and commitment shown to making things a better place."
Gareth Hayson, South Africa

"Our common challenge is attracting private sector investment into urban regeneration areas"
Norah Walker, South Africa

"We love to share if our peers are committed. Brazil has made big steps ahead and is proud to mentor Durban. Nevertheless, we can learn as much from them." VioletaKubrusly, Brazil

"Community participation is key to success"
Prashant Kumar Iha, India

"Very interesting, discussions were very informative. Sao Paulo is very strong in social aspects (social work) and public consultation and S.A has a lot to learn" Johannes Siguso Ndebele, South Africa

"Some presentations need to stick to allocation times. More time required for questions and points of clarity."
FaizalSeedat, South Africa

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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." **FaizalSeedat ,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, South Africa**

"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**

""Build on work that has already been done perhaps form small groups to pursue particular issues" **Pep Roig, UCLG**

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

UCLG is currently exploring means to continue the CItyFutureprogramme, which is the background to make this peer review possible.**The City Future program** is an agreement between UCLG and Cities Alliance and the 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 participatorily and exchange knowledge based on their experiences.

If possible, UCLG will continue to support through the City Future programme:

- Capacity development for change in cities, especially in poor cities
- Knowledge support management and link development tools with members
- Build capacity in cities to bring change- instruments, new methods. New ways
- Help associations and cities to identify **Capacity gaps and** need improvement
- Space for mayors to draw conclusions on national and global planning policies.

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Annexure

List of Participants

	Participant	City and Country of origin or organization
1	Gareth Haysom	Cape Town, South Africa
2	Prashant Kumar Iha	Hyderabad, India
3	Prof. Chary Shirivian	Hyderabad, India
4	Dr. Vija Kumar	Hyderabad, India
5	Bhoopal Reddy	Hyderabad, India
6	Subethri (Soobs)Moonsammy	Durban, 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 Byerley	Durban, South Africa
13	Norah Walker	Cape Town, South Africa
14	Sunil Dubey	Metropolis Sydney, Australia
15	Anthony Selepe	Johannesburg, South Africa
16	Nellie Lester	SACNA, South Africa
17	Josep Roig	UCLG Spain
18	Michael Abraham	Metropolis Germany
19	Claudio Sule	Ciudad Sur, Chile
20	Juan Carlos Loaiza	Medellin, Colombia
21	Rosa Cava	Barcelona, Spain
	Hosts and coordination	
21	Diana Motta	Manager of macroprojects,EMPLASA
22	Eduardo Trani	Advisor housing to state Sao Paulo
23	Sarah Hoeflich	Task manager learning UCLG Spain
24	Violeta Kubrusly	Housing department Sao Paulo city
24	Helena Monteiro	International relations, Sao Paulo state

Picture credits:

Pictures 1-8, 10, 11, 13, 16: Michael Abraham, Metropolis Project Officer Berlin

Picture 9, Dylan Passmore, Transportation Planning Consultant

Picture 12, http://www.metro.sp.gov.br/

Picture 14: www.**skyscrappercity.com**

Picture 15, 17, 19, 20: Rosa Cava

Picture 18: Eduardo Trani

The UCLG PEER LEARNING meeting "Unlocking knowledge in the southern cities" has pursued the overall goalof obtaining insights into the projects and approaches of Sao Paulo in reaching their objectives of enhancing living conditions for the inhabitants of informal settlements. It followed the agreement of the Committee for Urban Strategic Panning during the previous learning event in Durban in June 2011. Besides this peer learning, a more specific cooperation (mentoring) on housing policies and practices was established between Southern African cities (especially Durban) and Sao Paulo city within the UCLG and the Metropolis network.

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 included representatives from Hyderabad, Sydney, Paris, Santiago, Medellin, and from the South African cities: Durban, Johannesburg, and Cape Town. UCLG, and Metropolis, through the city of Berlin, were also represented. The meeting was hosted by different units of Sao Paulo state administration - mainly by the EMPLASA metropolitan planning agency.