

12 Public Space and Citizenship

ucig peer learning

Porto Alegre
October
2014



Preface

The 4th World Congress of the UCLG in Rabat, Morocco, gathered together local and regional governments from 125 countries to reflect on good governance, with the aim of strengthening democracy and promoting inclusive, participatory, fairer societies. At the Congress, which was held in October 2013, I was nominated to co-chair the Committee for Strategic Urban Planning, along with James Nxumalo, Mayor of the city of Durban, South Africa.

Leading one of the UCLG Committees means working in a network that brings cities together so that we can connect local experiences and situations with national and international political dialogue, in an increasingly urban world. The twenty-first century is facing the challenge of the rapid growth of the population in urban areas. Today, half of world's population live in cities. It is estimated that this growth will be concentrated in urban areas in developing countries. In this context, there is an increase in the responsibilities of local governments, which play a fundamental part in promoting the welfare of citizens.

The Strategic Planning Committee has the mission of implementing urban planning activities in cities, to assist in realising the development goals of the Millennium and the Habitat III Conference, planned for 2016. The Conference is targeted at strategic and transversal themes in urban politics, culminating with the launch of the "New Urban Agenda" UCLG document.

The issue of public spaces has assumed great relevance in international agendas, as areas for exchange, urban life, inclusivity and generating citizenry, and is one of the challenges faced by the Committee. In addition, more importance is being attached to the actions of local governments who are the most localised form of government and also closest to the real situation of citizens, and have the capacity to face the challenges of development. In this respect, networking represents the sum of efforts, the exchange of experience and learning among peers. The new significance of community areas is directly linked to the consolidation of the role of local governments and citizens as the main agents for development.

The cities leading the Committee, Porto Alegre and Durban, have implemented projects that aim to classify city areas and consolidate this theme. The local government of Porto Alegre, in partnership with UCLG, FNP and UN Habitat, was responsible for organising the learning and networking event entitled "Public Spaces and Citizenry" from 27th – 29th October 2014. This initiative includes the work we have carried out in the Strategic Planning Committee. The event promotes the continuity of actions carried out by the city of Durban, South Africa, amongst them, the event entitled "Re-imagining Public Spaces", held from 4th – 6th June 2014.

Porto Alegre has identified territoriality as the key aspect in its management model: community x territory. We decided on the relationship between planning and participation and started a process for implementing government actions as an organised society. We shared local experience, such as the important action of independent institutions which are also committed to the community, by organising an event dedicated to the exchange of experiences in urban planning in which the main theme is public spaces, for inclusion in current discussions about the administration of cities. The idea is to facilitate the exchange of know-how, tools and lessons learned by local governments. We need to extend our work channels, using digital technology and other resources provided by globalisation.

We hope this publication will help to encourage international debate, by inviting cities to take part in the work and contribute to building and developing a joint agenda for managing public spaces in modern cities.

José Fortunati, Mayor of Porto Alegre

The following topics were explored and are summarized in this publication:

1.	Introduction: the Strategic Planning Committee agenda	5
2.	Context: Political and historical settings	6
3.	Construction of spaces and urban life	11
4.	Cities as protagonists and international cooperation agents	20
5.	Management and instruments	21
6.	Public space as part of the public/private strategy	28
7.	Visits to the selected projects	32
8.	Conclusions	37



1. Introduction: the Strategic Planning Committee agenda

During the debate on diversity during the Rabat congress in 2013, the Mayor of Noakchouat, Mrs. Fátima Matou, highlighted the opportunity to convert diversity into action and create realities based on inclusion in public spaces. Seven Mayors, including Mayor Fortunati, committed to a walking charter committing to increase awareness of the needs of pedestrians in cities.

In following up on these processes and attentive to the goals of UN-Habitat, in 2014 the Strategic Planning Committee started to develop projects dedicated to public spaces. Two regional workshops were set up in the cities leading the Committee, Porto Alegre in Latin America, and Durban, in South Africa.

The Durban workshop concentrated on developing knowledge around, perception and creation of public spaces as a central aspect of neighbourhoods and in the collective activities between local governments and communities. Together with the UN and academic sectors UCLG emphasised the need to work on this issue as a part of urban policies and as an essential public service that must be generated with the continuous participation of the communities involved. A round table on public space and the importance of its promotion to achieve tangible outcome in relation to matters such as inclusion, economic development, culture and environment has held during the Executive Bureau in Liverpool (June 2014).

In an attempt to work on the issue in South America, Porto Alegre invited community networks and organisations to hold a discussion and debate with other cities belonging to the Committee, UN Habitat and the Mercociudades network on the challenges, opportunities and change strategies, including areas of institutional change. Building on from the current vision, the Secretary Cezar Busatto, affirmed that public spaces constitutes a central element in the institutional transformations we need to undertake, in order to succeed in achieving meaningful communications with communities.

The existing practices were shared through the network of the participating cities. For example, the experiences of Brazil and Mozambique, both with a historic Portuguese legacy in common, are based on a similar legal framework. The committee agenda is promoted through the sharing of good practices thereby promoting the creation of knowledge, as is the case of the strategic inclusive land cadastre implemented in Chile, with the support of the city of Rosario, Argentina. This activity was developed with support of the Urban Strategic Planning Committee.

2. Context: Political and historical settings

Governance and public spaces

Cezar Busatto

Cities are complex concentrations of people. Rapid growth leads to an increase in areas for construction, vehicles and public buildings, with the ever increasing risk of ensuring reduction in public spaces for the coexistence of people.

We are living a time of transition from a hierarchical society to a network society. All the centralised hierarchical bodies of modern times are undergoing a period of crisis and a loss of legitimacy: nations, governments, parliaments, political parties, armies, companies, churches and schools. New social media make it possible to implement interaction on a large scale, generating new social emergency phenomena that announce profound transformations currently under way.

In June 2013, millions of citizens took over the streets of hundred of Brazilian cities to protest against the "system" and demand changes. Within the context of these transformations, public spaces in which citizens can interact and live together have been true laboratories for innovative ways of community organisation through networking. These networks have a horizontal distribution and have multiple leaderships. They develop a citizenry with rights and responsibilities and are based on practices, projects and learning.

The local government of Porto Alegre has implemented important innovations in this new city network paradigm. Its democratic management model was based on territorial practices, along with transversality and transparency, synthesised as the *Local Solidarity Governance* concept.

The cities are governed in a democratic way in each of its 17 territories/ regions, where the following elements coexist: government structures, participatory democracy institutions, justice and safety forums, resilient community networks and collaborative democracy activities.

The new urban code of coexistence strengthens the citizen culture of respect for others and co-responsibility. Sustainability and citizen networks flourish in areas with great social vulnerability. Therefore, an intra-urban information database – by regions and neighbourhoods – supports democratic territorial governance, namely the Porto Alegre Observatory - *ObservaPOA*.

On their own initiative, local communities have set up social networks with the mission of executing urban promotion projects in territories and in public areas. Many urban groups have been established for the purpose of implementing new practices of interaction, collaboration and the occupation of public spaces. The streets have gradually been taken over and used as public areas **where people can live together, rather than as spaces for urban mobility**. There are

community fruit and vegetable markets, marches, cycling competitions, marathons and other sports events, religious and cultural events, events promoted by local community associations or the project *Comida de Rua* (Street Food festival) and the innovative experience known as *Caminho do Gol* (Goal Path) during the World Cup, among others.

These new forms of online community organisation are carried out in public areas and territories in the city, either organised by local government or the communities. These initiatives promote coexistence, interaction and cooperation among people, converting public spaces into public education and citizen learning areas. It is known that deteriorated public spaces give rise to solitude, conflict and crime. On the other hand, well-tended public spaces are sites that encourage healthy coexistence, friendship and peace. Through interaction and cooperation, citizens will tend to, improve and transform public spaces and the city as a whole.

These new practices indicate a need to rethink democracy as the basis of society and in the daily lives of citizens that is compatible with the new network society. The connection between public spaces and democracy brings back the concept of the ancient Agora of Athens as a public space for conversation, freedom from the autocratic regime and the exercise of citizenship, where issues affecting the city and its inhabitants were debated and settled in public.



The living city and its concepts

Francisco Marshall

The Greek historian Thucydides (460-395 B.C.) once said: "Remember, Athenians, wherever you are, you will immediately constitute a city. (...) The polis is made up of its citizens and not its walls or the empty vessels of man." (Tuc., 7, 77). The polis, the greatest work of Greek culture and the first ideal model of a city, had many hearts: the acropolis (meeting point for the Gods and men), the pnyx (assembly site) and the agora, a social meeting and interaction point, the vital spaces of the polis, permeated by many entrances and cut off by the main street of Athens (the Panathenaic Way). The agora was a social meeting and interaction point that offered useful services, such as water fountains, commercial establishments, altars and public buildings, where people did business, politics were discussed, gossip was rife and judgements were issued.

From the apogee of classical Athens, cities have permanently been affected by a crisis of nostalgia for the agora, the sensation of lacking a dense space of social interaction connected to the most relevant aspects of city life. The classical polis was converted into a political concept through Thucydides, Plato and Aristotle, and into an urban planning model through Hippodamus of Miletus, in V B.C., and through Vitruvius, at the beginning of the Christian age.

The reinvention of the polis in modern states is one of the most complicated processes in the history of cities, commencing in the sixteenth century and continuing in the present day. During this period, the predominant notion is that of a city subordinated to a higher political unit, the state, which interferes with and modules the city's meaning and vitality. Hence the vindication of the sociologist Saskia Sassen for us to rebuild the right of cities, to defend their autonomy, as a way to overcome the burden of the state and the pressures it brings to bear on freedom in this global age. Without cooperative networks and free movement between cities, humans will bleed and lose their vital energy, and be transformed into resurrected dinosaurs and the saga of the fossil fuel that darkens the lives of cities and the planet, with the geometric voracity of motorised leeches.

However, speaking of vital processes and pilgrimages allows us to see the imperative of restoring movement and above all, the creative vitalisation of territory in cities, which also implies creating the appropriate elements, such as the necessary infrastructures in terms of hydraulics, drainage, comfort and accessibility to be able to maintain the elements that keep the city alive, i.e., human presence and activity, culture, eros and all its antidotes, which will defend us from the inclement attack of the steel dinosaurs.

Towards a new urban transition in Latin America

Frédéric Saliez

Latin America and the Caribbean constitutes a fundamentally urban area, but with large, sparsely populated spaces. At present almost 80% of its population lives in cities, a percentage that is higher than that of industrialised countries. For this reason, it is considered the most urbanised region in the world.

Today, the cities of Latin America and the Caribbean have reached a turning point. After decades during which their central governments and local authorities seemed incapable of dealing with an extremely rapid process of change, in principle, they fulfil all the requirements to achieve sustainable urban growth in future years and decades.

With respect to the demographic standpoint, it could be said that the urban explosion has already passed. Just a few decades after the rural exodus, the urbanisation processes have virtually been completed in almost all the countries in the region. Since 2000, the mean annual urban population growth is less than 2%, a figure in keeping with natural growth. The slow-down in urban growth has allowed the region to avoid the usual problems associated with this

América Latina y el Caribe. Tasa de urbanización, 1950 y 2010



Fuente: elaborado con datos de UNDESA (2010). Consultados en mayo de 2011.

The analysis conducted in the UN-HABITAT report “State of Latin American and Caribbean Cities 2012” allows several key aspects to be identified which would make the change that is so necessary in the cities of the region possible.

Frédéric Saliez, UN-Habitat

acceleration, such as the deficit in housing and basic services, and concentrate its efforts on improving existing public spaces, infrastructures and services.

Twenty years after the first Earth Summit in Rio de Janeiro, it is clear that there is greater awareness about the relations between cities and the environment. In many cities, promising initiatives have been detected with respect to environmental protection, greenhouse gas emission reductions, recovery of rivers and coastal areas, creation of biological corridors, and in preventing and responding to disasters.

There is no doubt that in Latin America and the Caribbean, which was a laboratory for many innovations in matters related to city planning and management, there are sufficient resources and capabilities to promote an urban development model for the twenty-first century, a model focused not only the welfare of people and their inclusion in society, but one which promotes local employment, social and cultural diversity, environmental sustainability and the reaffirmation of public spaces.

The region is about to experience a new transition cycle that will guarantee a fundamental improvement in the quality of life of cities.

Although it is true that the qualitative leap is possible, it is equally true that a profound reflection would be necessary regarding the growth models promoted up to now, which have been marked by a high grade of non-sustainability. The cities of the region, considered as a whole, are and continue to be the ones with the highest levels of inequality in the planet.

The supply of public spaces is also unequal. Peripheral or depressed neighbourhoods have few public spaces and these are of a very low quality. Logically the emphasis has been placed on ensuring safe ownership and in providing basic services, which are unanimously regarded as a priority; however, in most cases, the process never went beyond that. Original deficits were not dealt with, such as the lack of community space for social, cultural, commercial and productive activities.

Despite the important participation of public transport and walking and cycling for moving in the city, many cities suffer from high congestion levels and sometimes, bottlenecks, and these problems incur important economic, social and environmental costs. The number of private vehicles has more than doubled over a period of 10 years, with very few responses offered regarding the challenges posed by urban mobility.

Initiatives such as rescuing central or abandoned areas, the creation of cycle lanes and programmes for the integrated improvement of neighbourhoods have been highlighted worldwide, but they are not the general trend. The most frequent cases are those of cities that grow with residential areas of low quality, closed-in on themselves without anyone appearing to be concerned with the general environment or the creation of areas for socialisation that are not completely dedicated in terms of use.

The use of existing public spaces is also very much affected by the extreme levels of violence. According to some studies, violence is the main concern of citizens as opposed to mobility or employment. In fact, Latin American and Caribbean cities are considered to be the most dangerous in the world, generally speaking.

3. Construction of spaces and urban life

Towards a public spaces policy

Wielding influence over urban development models requires adopting highly complex transversal, multidisciplinary approaches over a prolonged length of time. In most cities, the management of public spaces is a good illustration of these interrelations and how to deal with them.

Public spaces have a direct relation with economic, social, environmental and urban organisation aspects. The value of private spaces depends directly on public assets. The vast majority of what constitutes the “urban benefit” is made up of aspects related to the availability and accessibility of public assets and services.

This has not relieved states and other authorities from the obligation to contribute to drafting a proposal for new Objectives for Sustainable Development. For the first time ever, a proposal was submitted to agree on an urban development objective worldwide, including a secondary objective regarding the availability and accessibility of green areas and public spaces.

Public space policies: Latin American context

In Latin America, public space presents a tangible political opportunity for inclusion and democratisation. Space brings about changes in administrations and it becomes necessary to review the political demands and responses, faced with the opposition of communities that are better organised and informed.

The following examples of the cities of Bogotá, Guarulhos and the region of Santa Fé illustrate such changes, by promoting actions, projects, instruments and planning policies based on a networking approach, in which the players intervene based on relational logics that are less hierarchical, sharing information and decision-taking capacities and reducing the imposing of individual interests to a minimum, and in this process, bringing meaning to each site they act on, as well as a true sense of social inclusion.

In comparison, European cities have developed extremely varying concepts of public space which reflect the different historical and political ideas of the city, grouped under the European Prize for Urban Public Space.

The Case of Bogotá

Diego Cala

The recent experiences of Bogotá operate in defence of urban space and life. The city of Bogotá has adopted public space as a public asset. Two departments devoted to public space issue

the reminder that public space is “sacred”, as the former Mayor Antanas Mockus said in 1996. Bogotá was represented by 2 different departments: It has a public space office which creates, regulates and builds spaces such as the one mentioned below. It also has an office that defends public space, which deals with permits, claims, conflicts and community proposals.

Bogotá has recently set up extremely positive initiatives in building public space, using different approaches. In particular, over the past 20 years experience has been built up through initiatives by local government which have led to positive changes in the public urban sector, such as the implementation of mechanisms for creating awareness and persuading citizens to modify their behaviour on streets and in public places; in other cases, initiatives for recovering or rehabilitating spaces for pedestrians as a basis for implementing public investment in architectural design in parks, on roads and in small squares, applying an inclusion criterion in the technical part, which, however, in some cases has had an exclusive effect on some citizens, who, as part of an informal urban tradition, reside and work in public places in Bogotá.

Within that framework, two recent experiences in the city are worth mentioning in intervening in public spaces, as perspectives of building spaces for urban life; these experiences include and almost surpass, physical interventions on public spaces planned and executed by the local government.

Firstly, the transformation of the street known as *Carrera Séptima* in Bogotá: the street with the greatest cultural and historical significance that crosses the city centre and which, for many years, was a meeting point and site for cultural events associated with traditional cafés, theatres and restaurants. Due to the urban expansion and the relocation and replacement of many economic activities, and the migration of almost all the inhabitants of the centre to other parts of the city, *Carrera Séptima* became a street used almost exclusively for vehicles travelling from the centre to the northern part of the city, which had become the new urban site for the activities of the elite classes.

Following an initiative that began in 2008, the part of *Carrera Séptima* that crosses the city centre started to be closed to traffic on Friday afternoons, giving way to pedestrians, cyclists and street artists and recovering an event known in olden times as *El Septimazo*. This measure gradually gave rise to the appropriation of the street as a place of passage and permanence, rather than a street used by traffic, but it also brought with it other associated challenges related to the disagreement of drivers or traders by the mass presence of peddlers. At present, *Carrera Séptima* is now closed to traffic every day of the week between 08:00 and 18:00.

Another important experience is the *Altos de la Estancia* project, in the south-western part of the city of Bogotá, in **Ciudad Bolívar**; one of the areas with the worst conditions of poverty, violence and precariousness of public infrastructures. As a result of the residential complexes with low investment and little urban planning control, millions of inhabitants have very little public space at their disposal.



Carrera séptima is a means for achieving inclusion and the democratisation of public space.

In Ciudad Bolívar, work with young people and citizens at risk led to the appropriation of the community which is fundamental for managing space in the long term. Through initiatives such as these, Bogotá is attempting to put into practice the collaborative management of public space, considered as a set of actions related to the generation, recovery and maintenance of meeting points in the city, from the functional and significance perspective

In this site, a massive landslide in 2002, forced almost 3,305 families (approximately 15,000 people) to leave their homes and move to other areas of the city. The district government had concentrated on reconstructing the significance of the site where the disaster occurred as a basis for the progressive creation of a public park in a collective project that combines several community and local government initiatives.

As a coordinated action and in some cases, jointly with local community organisations, the local city government, the academic and non-government sector started the process for registering ownership and purchasing property, controlling the occupation pressure of new informal urban development processes, controlling water tipping and executing bioengineering work for the community organisations, in addition to building community grain mills, orchards and gardens.

In the two experiences described, the process was plural and progressive, and the “difficult” interventions to build the infrastructure were not initially executed. It should be said that the work, social action and care for the communities was strategic. The campaigns encouraged thousands of families to use *Carrera Séptima* as a space for inclusion, opportunity and co-existence.

Progress of the Province of Santa Fé

María Pía Zelayeta

The experience presented by the Province of Santa Fé, Argentina, expresses the role played by provincial government in matters affecting construction in the site and urban life, hence the interest in forming part of the development of public spaces and citizenry throughout the provincial territory. The presentation highlights two tools: the Strategic Provincial Plan and the Basic Plan.

The strategic Provincial Plan is a set of programmes and projects on a provincial and regional scale, organised in accordance with three strategic lines constituting general guidelines for implementing projects of a similar nature.

Inclusive Territory is a complementary, different public space from private spaces, forming a collective asset.

Social Quality includes the possibilities of all citizens to be able to take part in the social, political and economic life of the communities of which they form a part, with the aim of achieving maximum wellbeing.

Development Economy is a strategy that aims to capitalise and optimise existing resources through the knowledge, creativity, skills and talent of society.

This Strategic Planning process was implemented as a Regionalisation basis, to permit the inclusion of formerly disconnected territories and balance the capacities of the State throughout the province.

Within the framework of the Strategic Plan, different participatory and consultation elements have been developed: Citizen Assemblies, Regional Councils for Strategic Planning and Forums constituted by Young People and Indigenous Peoples. The Citizen Assemblies are open, participatory meetings, in which the State authorities and representatives, local governments, civil society organisations and institutions plan their future together and support the projects included in the Strategic Provincial Plan.

The province cooperates with smaller intermediary cities in strategic planning, among others, to provide public spaces in areas of growth and consolidation.

Work has been done on the **Basic Plan** methodology, the objective of which is to steer urban development processes in intermediate cities in the province of Santa Fé. It is developed jointly with the Secretariat for International Relations and Inclusion, United Cities and Local Governments (UCLG) and the UNESCO Chair of Intermediary Cities from the University of Lleida. The provincial government, as an intermediate level of government, supports, advises and trains local governments in these processes, taking into consideration their particularities and offering the necessary technical and management tools for their correct implementation.

This special tool will be used by the municipalities to deal with the growth of their territories and the development of cities using a strategic approach, taking the different situations into account. It also permits subsequent planning phases that include aspects related to legislation, regulatory affairs, environment affairs and citizen participation and public space.

In particular, a document is drafted for each city which reflects the interaction of all the components of the territory. During the first phase, which started in September 2013, work was done for seven months on each of the five cities. The aim is to cover a further 13 cities, thus demonstrating the positive result of a joint project between province and municipalities, which in turn allows the consolidation of a cities network in the province of Santa Fe.

Inclusion policies Guarulhos creation and maintenance of public space

Plínio Soares dos Santos



The city of Guarulhos, in the metropolitan area of São Paulo, was, for many years, the synthesis of Brazil in terms of its perverse inequalities. Little investment was made in the peripheral areas of the city, and in urban fixtures and infrastructure, and mainly, in managing and planning public spaces.

During the past 15 years, the local government has made an important change in implementing public policies in the city, with the undertaking to promote social inclusion and fight poverty in all its manifestations: economic, educational, cultural, etc., by reducing profound social inequalities and territorial segregation, stimulating and by promoting new forms of participatory democracy and city governance.

The objective was therefore to extend social development policies and actions on public space, in an attempt to redesign such spaces as meeting places and sites for the inclusion of people, for education and building citizenry. The objective was to guarantee that the public space generation process would become a collective appropriation.

Inspired by the educational political programme which was implemented by the local government of São Paulo by the Mayor Marta Suplicy, the CEUs – Unified Education Centres of Guarulhos- set up a public space for social and educational activities, in order to consolidate the principles of citizenry defended by the municipal government.

The 12 Unified Educational Centres (CEUs) of the council of Guarulhos are quality public services that provide spaces for sport, leisure, entertainment and cultural activities – all in an educational setting.



European Context: European Prize for Urban Public Space

Àlex Giménez Imirizaldu

Based on the “Agora” concept mentioned earlier, public space in European cities reached its apogee from the seventeenth and to the nineteenth century due to its representative function, in the form of squares, and later, the park concept was implemented as a function promoting health. These concepts reached their peak during the nineteenth and twentieth centuries. At present, the concept of public space in Europe is based on the urban design discipline, with the adverse consequences that are the subject of debate.

The European Prize for Urban Public Space is a biennial competition which was first established in 2000 in the Contemporary Culture Centre of Barcelona, CCCB, and is now in its eighth edition. The competition poses a question with four parts, or ambiguities:

1. **Prize:** It is not a landscape prize, and is not remunerated but honorific. It rewards authors and public administrators alike.
2. **Europe:** What is Europe? Where Europe starts and ends is a difficult question to answer. For many centuries, the Iberian Peninsula itself was ruled by the Muslims, who are closer to North-African cultures.
3. **Public Space:** What is Public Space? What is the public domain compared to the private? There are spaces that are privately-owned but which were taken over the citizens for new uses, moved by the need and spirit of change, or as a revolutionary desire. Public works is a double-edged sword. It may be an instrument for promoting democracy, redistribution and multiplication, and it may have the opposite perverse, repressive, dividing effect that concentrates wealth in only a few.
4. **Urban:** What is urban?

Where does the city start and where does it end? This is a question that is physically easier to respond to than the question about Europe, because the nature of American power enhances the differences. But this appears to be changing: the romantic contrast between natural and artificial is fast disappearing with the progressive and rapid anthropologisation of the territory and agrarian industrialisation.



Visitors and residents of the Carmel neighbourhood in Barcelona have access to a place that offers beautiful views and a delicate restoration of the ruins, which are educational because they highlight the historical value of the place



Ambiguity is practically never a comfortable territory but almost always a territory for learning.



Frankfurt Project: Aerodrome. Destruction as creation.

Criteria and prizes

The logo has 4 arrows, expressing the responses to 4 criteria:

- > The arrow pointing to the left is a **look at the past**, at history, but above all, it is a look **at memory**. It is something more delicate, ambiguous, imprecise, which must be treated with greater affection, mainly when it takes on a collective nature. Projects that synchronise the past with the present: **Example:** Krakow, Ghetto Square, Chairs.
- < The arrow pointing to the right represents a **look at the future**, but not as a reward for more futuristic aesthetics; the Prize understands the future as a legacy, as the capacity to leave a legacy that is not a burden for the coming generations: **Example:** Frankfurt: Aerodrome. Destruction as creation.
- ∨ is an arrow pointing downwards; the Prize rewards the **inclusive character** of some projects, and their capacity to share, redistribute wealth and compensate the differences the city brings to the lives of people. **Example:** :Storage rooms, Portugal, Espinho, suture between rich and poor.



- ^ The arrow pointing upwards represents **bottom-up construction processes**. Urban transformation can no longer be conceived as a demi-urgic exercise by the architect or an isolated politician. The prize considers participatory, democratising processes. **Example:** Bucharest: (cars August), Barcelona: Shrubs (the children make their own skate park)

The urban renewal project of Marinha de Silvade in Espinho, Portugal, developed the general plan for public space, as well as the restoration of buildings located within the project area.

Almost all the projects are included in two or more categories.

The juries have a difficult job analysing, deliberating and deciding on the prize winners, based on these criteria, from among the approximately four hundred works submitted each year.

The results of the prize are a radiography that may illustrate the pulse of city life on the other side of the Atlantic.

The world we are diving into here is not adverse, and we share similar concepts. The inclusive attempt of Porto Alegre is patent in the river areas, in the layout of the trees and in its neighbourhoods.

4. Cities as protagonists and international cooperation agents

Ronaldo Garcia

All over the world, local governments have more and more responsibilities and functions. This is easy to see, as municipalities are becoming more and more responsible for public service offerings and for implementing actions aimed at improving the quality of life for the population and local infrastructure, for the development of sustainability and local inclusion projects.

We know that by acting alone, municipal governments have always encountered difficulties in attending to local demands. We also know that the city is a place that clearly transcends the limits of their political and administrative structure, and for most local governments, **regional and international networks** are the agents that facilitate their articulation. These networks maintain a horizontal relationship in which all cities have the same rights and are motivated to take an active part in this cooperation process, by sharing experiences and successful public policy models. Our collaboration as a UCLG and the fact that Porto Alegre is the president of the Strategic Urban Planning Committee is a good example of this.

Within this context we can also consider the Mercociudades Network, set up in 1995, as an important tool of technical and political articulation, which brings together the local governments of the decisive bodies of Mercosur (the Southern Common Market), thus making the regional inclusion process in the Southern Cone more democratic and participatory.

The networks include different entities, experiences and knowledge, which allows the whole system to gradually be more and more suitable for dealing with the complex problems related to local authorities. The objective of these partnerships, connected by International Networks, is to extend decentralised cooperation, so that it allows the strengthening of the political and management capacities of local governments. Local governments have a clear idea of what this challenge consists of: gaining spaces through collective work, partnerships and technical cooperation with peers and not exclusively through the transfer of financial resources.

Cooperation is not only limited to Latin America. Despite its historic connections between the UCLG and Europe, windows of cooperation were also opened with the African continent. The presence of colleagues from Mozambique at this seminar is the result of a decentralised cooperation project executed in 14 cities in Brazil and Mozambique, within the framework of South-South cooperation.

In this project, the National Association of Mayors of Brazil articulates the participation of cities by emphasising the role of each city in the cooperation project, not only as actors but also as a source of technical and political experience to inspire change and complement other cooperation projects in the federal, international or private sector.

5. Management and instruments

This chapter presents opportunities for exchange in relation to management instruments. To apply the above policies, the tools of the cities related to land use and management are extremely relevant. The land cadastre permits the management, funding and administration of urban development. Geo-referenced instruments are applied in the cities of Mozambique. Apart from technical know-how, the UCLG project reveals the political and financial opportunities through the exchange of experiences.

In Brazil, the multi-purpose land cadastre concept (multifinalitario) was extended to include social data (social and environmental inclusion), to create an integrated management tool. This type of land cadastre is more efficient and useful in urban planning and also in social and tax policies, facilitating public investment decisions.

In Mozambique the lack of a land cadastre is without doubt a main cause of institutional weakness, disorganisation and the lack of control over the territory, and this leads to informalities and disobedience with respect to municipal laws, **a lack of occupation of public space**, clandestine constructions, wasted plots, visual and acoustic contamination, deterioration of city centres, deforestation, rubble, the accumulation of dirt, scrap and burning of rubbish. During the past decade, the government of Mozambique has introduced the land cadastre in local governments in geo-referenced geographical systems.

Public self-financing of urban development

Maria Alice Michelucci

In 2009 the local government of Porto Alegre prepared to host the 2014 World Cup events and signed finance contracts, along with the federal government, for the execution of mobility work, which gave rise to a new challenge, that of finding a source to fund the contractual considerations, main for expropriations.

To cover these costs, the Municipal Treasury Department responsible for purchasing and selling the properties implemented an incentive plan based on two directives: incentives in administrative negotiation, using the *Construction Potential Transfer* – TPC – and the *Sale of Natural Land*, allocating the funds to the 2014 World Cup Fund. The prioritisation of negotiation through the TPC based on the reduction of expropriation costs and the *Sale of Natural Land* arose as an alternative source of funds for use in the specific work defined by law, reducing the use of tax collection. Both are urban planning instruments foreseen in current law: the Cities Law, Federal Law n° 10.257/2001 and the Urban Development and Environment Master Plan of Porto Alegre, LC 434/1999.

The incentive plan consists of the following:

- With respect to the *TPC*: granting discounts of 20% and 10% in cases of participation in administrative negotiations within 30 and 60 days, respectively, apart from allowing the Construction potential to be applied in any part of the city by calculating the equivalence;
- *Sales of Natural Land*: authorising the sale of 279,433 m² for implementing the *Bus Rapid Transit (BRT)* system and the *Porto Alegre Metro* system.

Results:

In relation to the expropriations executed, the amount of R\$ 21.2 million (Brazilian Real) was obtained, approximately **USD 8.7 million (US Dollar)**, taking as a reference for conversion the month of October 2014.

The result of the 1st Construction Indexes auction (April 2014) amounted to a total of approximately **USD 38.4 million (US Dollar)** in April 2014. 32,550 m² were sold, of a total of 42,150 m² available.

The 2nd Auction (November 2014) resulted in approximately **USD 17.8 million (US Dollar)** in the month of October 2014. Of the 51,600 m² in two public construction stocks, 18,500 m² were sold.



Inclusive land cadastre: experience in Chile

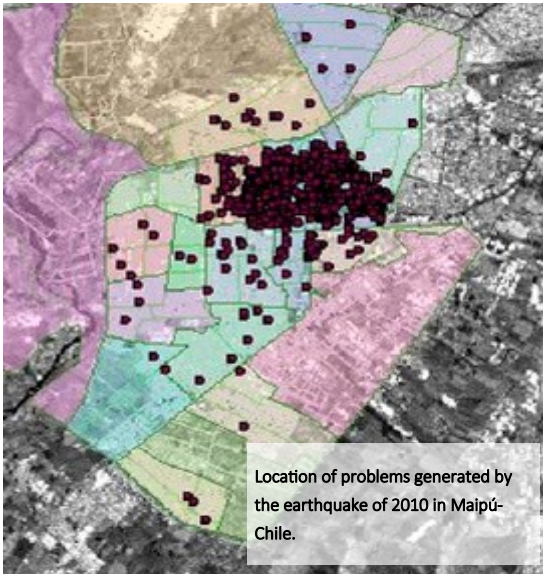
Claudio Sule

Participatory Institutional Geographical Information System

Within the scope of the UCLG strategic planning committee, processes have been discussed and consolidated to promote holistic Municipal Management; based on a planned territorial approach, with participation by citizens and a strategic vision for long and short-term actions and synergies, associating capacities and making an effective use of New Technologies (ICTs), and we are committed to working on implementing this.

In general, Geographic Information Systems (GIS) are maps on which information is shown in territorial terms and each location has a sheet with diverse data referring to the type of information being stored, which allows the phenomenon occurring in relation to that information to be quickly understood, as shown in the following image of the location of rubble.

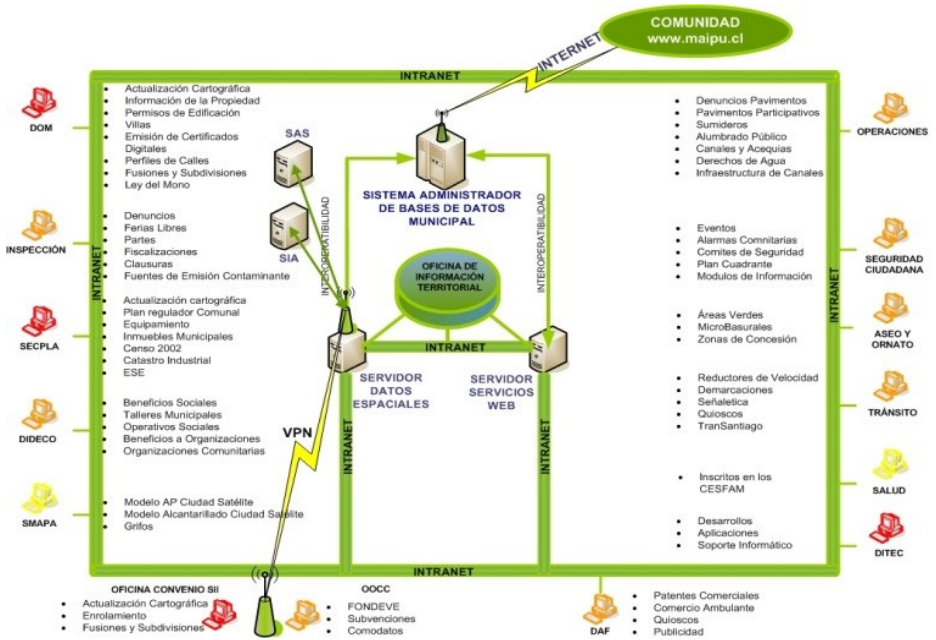
Until now, the traditional GIS used by many local governments worldwide are based in a department or a Municipal Coordination Unit such as Urban Planning and the Land Cadastre, where there are specialists who supply and manage them.



However, the truth is that all the Coordination Units in a municipality, and its Communities generate and request information and the use of the capacities of a GIS located in just one Coordination Unit which is inefficient; the data rapidly become outdated and the different Units have no knowledge of the information generated by each one.

The inclusive GIS system - SIPIG- was installed in the municipalities of the Southern Cities association, in 8 municipalities in the metropolitan area to the south of Santiago. The project was supported by the Cities Alliance and UCLG.

After a sequence of steps to become familiar with the tool and its application, we aim to install an Institutional Geographic Information System within one year which will be supplied with pertinent information produced in daily practice from all the Coordination Units. This is a single database with a reference map that receives all the information about a property or a



At a municipal level, it is important to overcome the eventual lack of synergy and transversality between activities, caused by segregation into departments

Sara Hoeflich, UCLG

point in public space, supplied by layers so that any authorised technician, political authority or citizen can use the data to study any topic or the relationship between several topics.

Because of its design, the SIPIG has permanently updated information that is easy to access through an Internet interface and allows the correlation of variables for building efficient indicators. Lastly, apart from being an enormous repository and information manager, it has proved to be an innovative Management System that generates a common language between authorities, public officials and communities.

On the other hand, to apply the experience, there is an important need for interdisciplinary work. In Mozambique, GIS are managed by a few technicians trained by the national government. Meanwhile, a coordinated, synergic procedure has been initiated, with the possibility of also providing a system for notifying agreements in the future.

South-South project: experience of Garulhos

Plínio Soares dos Santos

The partnership between the cities of Nampula and Guarulhos lies within the scope of the “Project for Improving the capacities of Local Authorities in Brazil and in Mozambique as Decentralised Cooperation Agents” coordinated by United Cities and Local Governments (UCLG), along with *Arquitectos sin Fronteras* (ASF) and the UNESCO Chair / CIMES Network, as well as Local Authority associations (National Association of Municipalities of Mozambique - ANAMM – and the National Association of Mayors of Brazil -FNP).

In August 2013 the first meeting between the cities from Brazil and Mozambique involved in the South-South Brazil-Mozambique partnership was held. Following that meeting, it was possible to build a work proposal between the partner cities in which the main objectives of the cooperation project were identified, and a work agenda was established which resulted in a chronogram of activities to be put into practice by April 2015.



Guarulhos is a partner with two cities in Mozambique; Dondo (Participatory budgeting) and Nampula (Physical territorial planning). One of the objectives of the Guarulhos-Nampula partnership is to prioritise the preparation/review of the Urban Structure Plan-PEU as an instrument for territorial organisation. In accordance with the interest of the city in Mozambique, this Plan was to deal with issues such as territorial organisation and land occupation, particularly in the parts of the city with spontaneous growth, and the establishment of orderly city growth directives.

Several meetings were held between politicians and technicians, in order to build an agenda that would allow the technicians to not only continue the debates related to physical territorial planning, but also learn about Brazilian experiences on topics related to the land cadastre and urban infrastructure, especially those related to solid waste, water and electricity supply. The meetings were attended by many technicians from the local government of Guarulhos and Nampula from different areas of activity, who had the chance to present the Brazilian experience in the areas of physical territorial planning, participatory budgeting, inclusive land cadastre and urban infrastructure, apart from learning about the situation in Mozambique.

Later, a seminar was organised in the city of Nampula with architecture lecturers and students from Lúrio University, in order to define action strategies with respect to physical territorial planning and the single land cadastre in the cities of Mozambique.

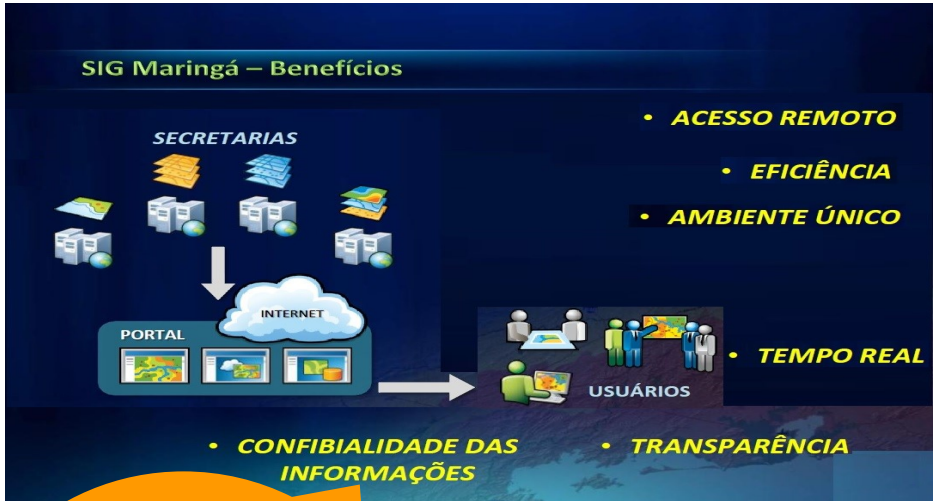
The Guarulhos-Nampula cooperation project allowed a valuable exchange of experiences between the technicians from Brazil and Mozambique and it was set up within a framework in the cooperation relations between both cities. The learning exchange has contributed to allowing the technicians from the different municipalities involved to share experiences and disseminate best practices. In addition to the discussion the cities exchanged their views on the practices that assisting in overcoming the challenges and obstacles and the lessons learned about the implementation of planning and management tools.

Multipurpose land cadastre: experience of Maringá, Brazil

Nelson Pereira



The multipurpose land cadastre, included in the Geoprocessing platform of Maringá, is a tool that is widely used within the municipality. The *Geo Maringá Portal* was set up to provide transparency for the population, reduce movements of persons in the municipality speed up internal processes.



Maringá GIS management model

For us, the knowledge about the cadastre as a tool to manage public spaces is an opportunity to learn about actions in favour of the development of our Municipalities

Isac Gove, Municipal Council of Manhica

We use Geoprocessing tools to make a *preliminary consultation* about business openings in Maringá. The system validates addresses, analyses the activities permitted on the premises, etc. Through the portal, citizens can obtain the registration number of their property – *Land cadastre number*. In relation to taxation affairs, tax inspectors use the land cadastre data stored in the Geoprocessing, through the OS/m application, via tablets.

Maringá is currently supporting the cities of Lichinga and Manhica in preparing inclusive registries. Rather than a finance instrument, the land cadastre serves to create, regulate and organise public and private spaces, which are essential in intermediate and small cities exposed to high levels of growth. In Mozambique, the land cadastre must be understood, above all, as a political instrument.

6. Public space as part of the public/private strategy

Role of local governments: instruments, actions and mobilisation

René de Souza

The project involving the local government of Porto Alegre and the municipalities of Mozambique started in 2012. In November of that year, we had the opportunity to include the municipality of Inhambane. It was an important moment for that municipality, which had undergone a recent election process, in which the President-elect was committed to fulfilling a mandate of just over a year until a new election, planned for the end of 2013.

At that time, debates were initiated with the President, Councillors and the respective technical teams, attaching priority to the popular participation process for defining urgent agreements, with a view to promoting urban and environmental development in the city. The debates generated a series of guidelines by that municipality. It was necessary to carry out some technical work to support the activities executed in Inhambane and new guidelines to allow the work to continue.



In 2014, the technicians of Inhambane, together with their President, had the opportunity to learn about the experience of Porto Alegre. During a visit to Porto Alegre, important matters were discussed, and in particular, the issue of the Participatory Budgeting cycle and the execution of work selected as a priority by the population. One example which the participants particularly liked during this mission was the landscaping of the Vila Hípica, in the Cristal neigh-

bourhood, in which the negotiation process with inhabitants due to building some of the housing units, had led to the opening of roads and internal circulation on Plots and the creation of a local urban development process, without having to move families to other parts of the city.

On analysing the results obtained in this partnership, and considering it was the first year of popular participation in defining the priorities, it is extremely gratifying to observe several projects in progress on road surfacing and landscaping in the city of Inhambane. It is a great satisfaction for the governors and population to be able to benefit from the work and see for themselves the successful outcome of the process.

The partnership format was a key element in its success, with technical missions in both cities, and the recording of the debates through the *Reports on Aid to Memory*, guidelines, annotation of next steps in the process, etc. With this actions, it has been possible to achieve *Global Strategic Planning*, defining squares, goals and those responsible for each activity. It is also necessary to rethink and extend the ways of using participatory budgeting to identify and define the needs and uses of public spaces and reduce the existing social gaps.





TheCiuPoa (Porto Alegre urban Intelligence Centre) is an independent initiative, coordinated by members of the community. It promotes actions together with the population, on public spaces for community use. In particular, the importance of the tripod *civil society, government and private initiative* is highlighted, in relation to the use of these spaces.

Citizens do not necessarily need to wait for government initiatives! It is necessary to abandon the old model, in which the government is expected to come up with all the proposals and all the new ideas for the city and its inhabitants. To deal with different demands, we expect the government to provide the fuel, while private initiative is expected to provide the resources and civil society, the will to change.

The initiative, known as *BiciEscola*, was set up in 2013 and now has approximately 700 student members. It promotes a new use for a sector located in Parque Marinha do Brasil, which was hardly used. Who could have imagined that this simple initiative would allow citizens to come closer to the public spaces in their cities, through their passion for this activity?

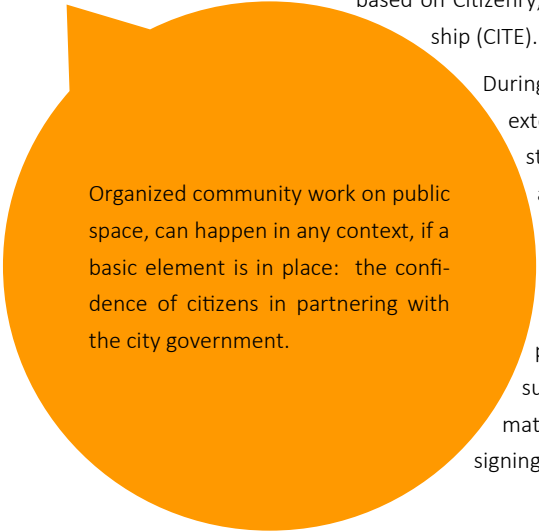
In 2013 the work was done on a voluntary basis. In 2014, the ITAÚ Bank offered financial support to the project. We accredited that the multiplication of this action in the cities network

could make a significant contribution to promoting open public spaces and mainly, allow the public to feel it owns these spaces.

Community initiatives: Nós Coworking

Walker Massa

The *Porto Alegre CITE* project is a voluntary, independent organisation formed by citizens of Porto Alegre who have decided to cooperate in developing the city, through actions that are based on Citizenry, Innovation, Technology and Entrepreneurship (CITE).



Organized community work on public space, can happen in any context, if a basic element is in place: the confidence of citizens in partnering with the city government.

During the first phase, its actions were focused on extending its network and organising its action strategies, and in 2014, it was already taking an active part in enriching debate on urban redesign in the region of Porto Alegre, known as the 4th District.

Apart from dealing with aspects aimed at promoting the region, Porto Alegre CITE supports the movement for disclosing information in the municipality of Porto Alegre and signing a decree to regulate this matter.

7. Visits to the selected projects

Largo Glênio Peres

Maria Regina Rau



Largo Glênio Peres is a public space in Porto Alegre that is located in the historic city centre, opposite the public market and Praça XV de Novembro..

For decades, this area was used as bus terminal, due to its strategic position - **Largo Glênio Peres** its historical standpoint, its proximity to the public market, and excellent accessibility conditions, as a result -the city's urban expansion from the centre outwards, which generated a radio-concentric road model.

In the 1990s, the local government promoted an inter-sector project, in an attempt to return this important public space to the population. It was conceived as a “dry square”, and served as a place of passage for pedestrians, meetings, political gatherings and other artistic, political and cultural reunions.

To ensure the feasibility of this operation, the local government of Porto Alegre coordinated the decentralisation of the old bus terminal, which was converted into three new spaces, within the centre of the city. The operation involved not only the local government techni-



Public Market and Bus Terminal, 1978



Largo Montevideu - Porto Alegre - 1920

cians, but the collective transport companies operating at that time. The main channels of debate accessible to the population were the community councillors, the Master Plan council and the Chamber of Councillors.

Opened in 1992, the square was immediately welcomed by the citizens. Today, Largo Glênio Peres is a place of passage for many people and every day, all manner of artistic, cultural, political, religious, festive and awareness meetings are organised in the public space. In 2014, almost twenty thousand people gathered at Largo Glênio Peres to attend the World Cup events.

Santa Teresina

Vânia Souza

Sustainability and Citizen Networks are governance networks based on cooperation and mutual aid among government institutions, non-government institutions and persons who voluntarily want to take part in facing the challenges of enormous social vulnerability, with the common goal of promoting community action and citizenry in each community, through emancipation and social inclusion.

For the representatives of the local government of Porto Alegre (PMPA) and its partners to obtain a true picture of local problems and demands, the meetings of the Sustainability and Citizen Networks are always held on a basis of community participation. This is how the work of a Local Government Network commences.

We visited the “Vila Santa Teresinha” project in order to show that apart from solutions for housing problems and access to basic services it is necessary to establish diverse actions to promote the emancipation of communities living in extreme conditions of poverty and thus prepare them for true social inclusion.

Despite the housing units built by public government, Vila Santa Teresinha continues to be one of the most socially vulnerable places in Porto Alegre. A large part of the income generated is based on “collecting” waste. There are problems of drug addiction, domestic violence and high crime rates. It has been observed that the offering of housing alone does not solve

the problem of social exclusion, and there is a need for a networking project that attaches priority to emancipation through educational actions and long-term training in different areas.

The Triage Unit visited constitutes a permanent demand by the community. Based on the understanding that material solutions do little to solve the problem, the work was carried out in partnership with a group of 40 people who collected waste from the streets and performed the selection process in their own homes. This group was trained to form a cooperative society and work in the Triage Unit, obtaining aid for their survival. The Triage Unit has a social worker who continues to train this group and our goal is to increase this space so that another 100 people can join in the work.



C District, an area for creation and innovation for public space.

Jorge Piqué

The *Creative District of Porto Alegre* was set up in November 2013. This area is a meeting place for artists and entrepreneurs from the creative, knowledge and experience economies, mainly in the Floresta district, which occupies almost 80 ha.

It is set between two large avenues with heavy traffic that connects the city centre with the districts in the northern part of the city. By enhancing its function as a corridor, much of its urban quality has been lost, while it is possible to maintain historical heritage such as *art deco* and historical buildings, and in particular, the old Bopp Brewery.



Photo Adriana Marchiori ©

Visit to C District. R. Gonçalo de Carvalho

These are tiny street, many of them lined with trees, old houses, boarded up, small squares that set the mood when one walks through them. In recent years it is precisely that atmosphere that has attracted what we could call creative economy entrepreneurs. The area is filled with small artist studios, large and small art galleries, used article and antique stores. In addition, there were many eating establishments, such as cafeterias and restaurants, with places in which local artists could meet and get together, as well as visitors.

In this context, a social innovation agency was set up, UrbsNova, which operates in Porto Alegre and Barcelona, and was responsible for establishing and presenting creative sites as part



R. CRISTOVÃO COLÓMBIA
Photo Acervo Museu de Porto Alegre Joaquim Felizardo ©

Bopp Brewery in the 1920-1930s

of the *Porto Alegre Creative District Project*. The proposal is double; on one hand, economic development and on the other, urban and social promotion.

In 2014 four initiatives connected with the arts were set up in the Creative District. In March we organised the Walking Gallery Porto Alegre-Barcelona. This international artist movement, which was first established in Barcelona,

We are a short distance from the noisy, bustling avenues but there is a lot of shade and people walking along the streets.

Jorge Piqué



Photo :Jorge Piqué ©

promotes important events featuring artists walking in public spaces, carrying their own works of art in their hands. Almost 50 artists walked through the streets and avenues of the C District, filling public space with art. Then, we set up the Passeio das Artes, an event congregating some 25 establishments dedicated to the visual arts and gastronomy.

In November, in partnership with the Piano Livre project, two artists from the C District painted 10 used pianos which were recycled and installed on a busy corner in the C District, where they were left for 5 months so that anyone who wanted to could play them.

These initiatives show that for the C District, creativity is not restricted to private places of creative business, but that it should be out on the street, in squares, on roads and facades, creating a new identity for the region, and part of its historical identity, in industrial areas and even in rural areas. The project highlights the role of creativity, leadership and it often represents simplicity and a low cost in elaborating and executing efficient and effective projects



Photo Adriana Marchiori ©



Photo Jorge Piqué ©

8. Conclusions

Public space is a priority matter for the local leaders gathered at the UCLG. By disclosing the work executed by European institutions such as the INU (National Institute of Urban Planning) and taking part in the debates launched by the UN Habitat teams in 2013, the network members showed considerable interest in exchanging experiences, with special emphasis on the role of and opportunities for local leadership in this matter.

The different ways of approaching the topic – planning and participation, funding instruments, urban projects and others, – include the ever-present intention to transform cities into creative spaces, through drive and political will. These actions have different scales, ranging from intermediate cities to projects for cities with millions of inhabitants.

The experiences shared in the seminar show that public space is increasingly more a space of opportunities for articulating innovative policies of inclusion and finance, promoting actions with new players, integrating private investment into public investments, creating more attractive, competitive cities and above all, cities designed to favour people.

It is clear that public space is an appropriate topic to enable us to continue cooperating through networks, between cities and institutions, as indicated by the work plan of the Committee and UN Habitat, presented at the close of the event.

In Porto Alegre, The legacy of the Participatory Budget during its 25 years was not only government education but also greater trust by the population in public management. Apart from being a better leisure option than other private spaces, public space has the capacity to unite the population and break down social barriers.

Commitment to the Public Space agenda

It is necessary to implement a public space agenda, to guarantee continuity in the long term and articulate the work of cities in the urban development agenda in general, and of public spaces in particular.

The Strategic Planning Committee offers a space of mutual support for many cities in applying instruments and policies, through networking. We are working in conjunction with UN Habitat to allow more extensive networking with speedier exchanges, connecting managers and academics. One of the challenges will be to share political, social and cultural experiences in Latin America.

In 2015, the UCLG will be cooperating with European players such as the “European Prize for Urban Public Space” of the Contemporary Culture Centre of Barcelona, to be presented in Porto Alegre in 2016. Similarly, it will take an active part in the Public Spaces Biennial in Rome from 21st - 24th May 2015.

The UCLG Strategic Planning Committee is considering developing a guideline to assist with public space planning targeting local government practitioners . UN Habitat has included the Committee in the meetings of the advisors planned for Latin America on a global level. Both are exploring the funding of joint activities and networking with the aim of motivating new cities and exchanging knowledge with them.



Photo Marilia Flores ©

CREDITS

Event organization and methodology design: Porto Alegre, UCLG

Coordination: Maria Regina Rau - Porto Alegre, Sara Hoeflich- UCLG

Editing and layout: Tuana Neves, Lina Gast– UCLG

Links and further information: www.uclg.org

Contributors:

José Fortunati– Prefeito de Porto Alegre

Cezar Busatto– Prefeitura de Porto Alegre

Francisco Marshall– Universidade Federal do Rio Grande do Sul

Frédéric Saliez– UN Habitat

Diego Cala– Taller del Espacio Público, Bogotá

María Pía Zelayeta– Governo Provincial de Santa Fe

Plínio Soares dos Santos– Prefeitura de Guarulhos

Àlex Gimènez Imirizaldu– CCCB Barcelona

Ronaldo Garcia– Prefeitura de Porto Alegre

Maria Alice Michelucci– Prefeitura de Porto Alegre

Claudio Sule– Ciudad Sur

Nelson Pereira– Prefeitura de Maringá

René de Souza– Prefeitura de Porto Alegre

Tânia Pires– BiciEscola

Walker Massa– Nós Co-Working

Vânia Souza– Prefeitura de Porto Alegre

Jorge Piqué– UrbsNova Distrito C

Isac Gove– Conselho Municipal de Manhiça



With the support of

