

Metropolis Award

Application Form

Thank you for applying to the METROPOLIS Award.

Please enclose the following documents:

- Introductory letter from the political representative of the Metropolis member city.
- Introductory letter from the person that is fully responsible for submitting the project.
- Application form

Please email the filled in registration form to metropolis@bcn.cat, or save it on a disk (or CD-ROM) and send it to:

METROPOLIS AWARD
Metropolis General Secretariat
c/ Avinyó, 15 – 3rd Floor
08002 Barcelona – Spain
Tel: (+34) 93 342 94 60
Fax: (+34) 93 342 94 66
metropolis@bcn.cat
www.metropolis.org

1. GENERAL INFORMATION

Project title

Project *Vila dos Papeleiros* – Santa Terezinha – Porto Alegre – RS - Brazil

Please choose one or more keywords that describe the project

Environment **X**

Education **X**

Health **X**

Housing **X**

Public transport

Jobs creation **X**

Others (please use one keyword) _____

Website of the project*

www.piec-ste.com.br

* URL of the project: might as well be integrated in a members' website or internet presentation. It is **not** mandatory to have one.

2. CONTACT PERSON DETAILS

Name*

Cláudio Gilberto Gandolfi

Please name the person that is fully responsible for submitting the project.

Function

General Coordinator of the Department of Fundraising and Investment Promotion – Municipality of Porto Alegre

Institution, organisation, Department

Municipality of Porto Alegre – RS – Brazil - Department of Fundraising and Investment Promotion

Postal address

335 Giordano Bruno Street
Porto Alegre – Rio Grande do Sul – Brasil
Postal Code: 90420-150

Telephone

(55 51) 3289 7303

Fax

(55 51) 3388 5798

Email

gandolfi@capture.prefpoa.com.br

3. Metropolis Member Profile

GENERAL INFORMATION

Name

Porto Alegre
Name of the metropolis

Country

Brazil

Website

www.portoalegre.rs.gov.br

Size of the metropolis*

476,30 Km²

* Main area of the city in square-km

Population

1.360.590 inhabitants

4. DETAILED DESCRIPTION OF THE PROJECT

4.1. Project data

Starting date of the project

25.10.2004

Closing date of the project

13.05.2007

Budget of the project (national currency and US\$)

The budget of the Project *Vila dos Papeleiros*¹ was of R\$ 8.576.460,16 (US\$ 4.375.744,98)*.

Of this amount, 49% refer to the expenses with housing; 35% to the infrastructure; 8% to the acquisition of the area; 3% to the communitarian development; 3% to the social work and 2% to the rearrangement of the families.

* US\$ 1,00 = R\$ 1,96

Funding and sources of finance*

The resources of the Project Vila dos Papeleiros were obtained from the following:
51% (R\$ 4.373.994,68) – Municipality of Porto Alegre budget

¹ The closest translation would be Paper Collector's Slum, but with a derogatory sense
metropolis@bcn.cat

49% (R\$ 4.202.465,48) – Inter-american Development Bank (IDB) through the Federal Government – *Habitar Brasil* Program – Not-refundable Resource

*All funding sources should be mentioned.

Facts and figures*

The Project *Vila dos Papeleiros* is part of a greater program called Integrated Program Entrance of the City, or, in Portuguese, Programa Integrado Entrada da Cidade (PIEC). The PIEC has as a finality to qualify the life of the population of lower income of the city of Porto Alegre through the execution of actions that reach the improvement of housing conditions, road system reorganisation and landscape valorisation of the region ranged by the Program, besides of developing actions of promotion alternatives of employment, income and communitarian support to the targeted population.

Within this Program, the Project *Vila dos Papeleiros* attempts to reach the present population at the corresponding area to the *Vila Central*, also known as “*dos Papeleiros*”, located in a compressed area between the Avenues Castelo Branco and Voluntários da Pátria, two ways of intense traffic of the city in a region located near downtown.

Through this Project, it was tried to attend the families that lived in the area in a situation of extreme poverty, not only through the construction of housing units, but also through attending detected socio-economic needs, providing to the benefited families new survival strategies and the conquest of the citizenship rights.

The project work began in the year of 2001, with the realisation of a survey that pointed a population in the area of 730 people, distributed in 203 domiciles and 213 families (**chart 1**). The houses, in an extremely precarious situation, were made of wood, several materials leftovers, compound material and, in less than 1% of the cases, of masonry. 53% of the houses had only one room, and 27% had two rooms.

A dramatic situation also occurred due to the fact that, as the job of a great part of the families was the collection of solid residues, generated from the garbage collection of the city, one of the rooms was utilised for stocking and selection of the material. Only 5% of the domiciles had inside access to potable water and none of them had access to a sewer net. 92% had access to electric energy, in many cases illegally.

Concerning the population, 69% aged a maximum of 28 years and only 0,41% were elderly. Among the family providers, 60,09% had no more than five years of study and 16% declared themselves as alliterated (**chart 2**). Likewise, the population had an accentuated disqualification of labour and 70% of the families earned a minimum salary a month. The researchers also verified an elevated degree of diseases on the population, mainly breathing and skin problems (See charts in annex).

The area in which the population lived was irregular, ergo, needed any land regularisation (**photo 1 in annex**). However, the population always demanded to remain in the location, and not being transferred to another area of the city. This demand was due mainly to the fact that a great part of the population developed economic activities though the collection of solid residues, principally downtown, region to which the District was very close. Today it remains in the same area, however in totally different conditions.

The Project also attempted to mobilise the population of the area to reflect on their current life condition, questing individual and collective improvements. In order to do that, the Municipality, through its management model, always reached to make conjunct decisions—Public Power and Population – through a system of Local Solidary Governance, on the format and development of the Project, it was respected the subjectivity of the aimed people, their expectations on their future houses, resulting in a less problematic process, with better optimisation of the invested resources and on the adequate usage of goods and services implanted, generating an educational advance on the specific population (**photo 2**).

Every action that started to be developed had a fundamental participation on the integration of the Project to further social policies of the city, besides other specific policies for the district population, in which are highlighted: Mobilisation and Communitarian Organisation,

Sanitarian and Environmental Education and mainly Income and Work Generation.

The Integrated Program Entrance of the City began in 2004 and the preview of conclusion is 2008, and it must attend other demands from the city. The Project *Vila dos Papeleiros* initiated in 2004 and was concluded in May, 2007.

Before the delivery of new housing units, the population chose the new name of the district, which is now called: Santa Terezinha District. The area and the houses were definitely and duly legalised.

*Important data describing the project.

Please outline the background of your project (max. 300 words)

The population of *Vila dos Papeleiros* (Paper Collector's District) lies on the region of the Project since the 1960's, and occupied the area irregularly. After attempts of the Public Power to remove the families to other areas of the city, they ended up returning to the region due to the need of being close to downtown, area in which they collected solid residues, their labour activity.

The work with the Project began from the survey realised in 2001 and, since its beginning, was conceived to be part of the Integrated Program Entrance of the City.

After the obtaining part of the resources along with the Federal Government, whose source was the *Habitar Brasil* Program, of the IDB, the works of the Project *Vila dos Papeleiros* were initialised in 2004, with an urgent status after a fire that destroyed a great part of the existing houses (**photo 3**).

This fast mobilisation resulted on the delivery, in December, 2006, of 124 housing units were delivered and in March of 2007, the other 93, totalizing 217 units, one for each family registered in the Project resident of the area. At that moment, the infrastructure of the District (water system, sewer, energy) was already concluded, and started offering improvements of the quality of life of the population.. During the period of 2004 and 2006, the families were housed in a "Passage House", built by the Municipality to serve as a home to these families until the construction of the houses was concluded (**photo 4**). In May, 2007, a day-care centre, a Recreation Square and a Communitarian Centre were delivered to the population.

After this period, a social character special accompaniment is being held for one year to the population and an engineering accompaniment to the realised works for a period of five years.

Please describe the objectives of your project* (max. 500 words)

The General Objective of the Project was of rearranging the residing families of the subnormal district *Vila dos Papeleiros*, an improper area to live, allowing the participatory management, the improvement of housing conditions and of quality of life and to further social policies of the city.

The Specific Objectives were:

1) Incentivising and/or strengthening communitarian representations, pointing out the importance of the organisation of the population reaching conquests that contribute to an improvement of the quality of life;

2) Strengthening the condition of citizenship of the population, pointing out the right to access to housing, health, education, social assistance, income and work generation, culture and leisure.

3) Guarantying the participation of the families on the development steps of the project, as subjects of their history and co-responsible actors for the definition and

implementation of the actions of the Municipality;

4) Creating communication mechanisms that provide the population with knowledge and appropriation of developing actions and the ones that will be developed;

5) Developing actions for Sanitary and Environmental Education that favour to the benefited population the acquisition of knowledge, behaviour values and practical abilities for the adequate usage of the houses and provided equipments;

6) Fomenting income and work generation actions, according to the socio-economic profile, vocation and potential of the population, permitting the maintenance and/or the increase of the family income and the consequent fixation of the new living place.

7) Promoting the integration of the families rearranged to the new living place, to the population and the surrounding equipments;

8) Mobilising the population for the defence of th public spaces and liberated areas, avoiding new occupations that harm the quality of life of the population and the development of the region.

4.2. Project impacts

Output* (max. 300 words)

The project was concluded successfully. 217 habitations were built, one to each family that lived on the former subnormal houses (**photo 5**). The water, sewer and electricity infrastructure was concluded, as well as the pavement of the district's streets. Also, after the delivery of a day-care centre, a Recreation Square and a Communitarian Centre, the consequences were felt by the community, witch passed to feel an improvement in their quality of life (**photo 6**).

On the other hand, there was actively participation of the community on the decision-making process regarding the development of all initiatives, passing the communitarian leadership to coordinate, together with the Public Power, the evolution of the job that has been done. Besides being important to the project, this mobilisation stimulated the creation of a participation culture at this population that could promote the magnification of the participation democracy processes in the decisions of the Municipality Administration.

The habitation, health, leisure, education and income promotion conditions were substantially improved, as related on the subsequent items.

* Please describe what concrete activities have been carried out and what outputs have been produced.

Social impact* (max. 300 words)

An important social impact started to occur due to the Project, notably the community organisation issue in order to accompany the development of the Project that created a more active community, participating more in the decision-making processes of democratic activities promoted by the Municipality, amongst them we detach the Participatory Budget and the Local Solidary Governance. In this direction, the city administration developed throughout the Project an intense work of meetings and workshops with the population, fortifying the Inhabitants Association, creating a Regional Commission of Accompaniment and a Subcommission of Accompaniment of the City Entrance Integrated Program, both formed by population representatives. Each stage of the project was discussed and followed by the community. In that sense, an important factor that unchained the social mobilisation impact was the construction of the Communitarian Centre, witch also possesses the function to serve as a place for community's meetings.

Another important social impact was in the citizenship area. There were a great

number of people who didn't have documents in the District. The City hall mobilized a force-task to supply Birth Certificates, IDs and Electoral Documents to that population. Also in this direction, the population who didn't have an address passed to have after the construction of the new habitations. As a result, the right to receive mail and to have an address to look for jobs was provided to these people.

The day-care centre that was constructed turned possible the mothers go to their works while having where to let their children and, also, the centre provided education and professional accompaniment to the children. Before, these kids were led inside the carts by the parents who work collecting materials on the street, standing in direct contact with the collected residues. The Square, for its turn, guaranteed a place for the leisure of the population. Finally, the educational work provided made possible the poorest parcel of the community learn how to use utensils, as taps and toilets, witch did not exist before face to the precarious conditions of life.

* The project should consider the impact on social problems, the capacity to solve them, and the benefits it has brought to the different social groups on the city.

Environmental impact* (max. 300 words)

The urbanisation of the area brought an important environmental impact related to the population health in the area. Previously, the stockage and selection of the collected residues occurred in the proper inhabitants residences, whereas the new situation provided appropriate spaces for the execution of this work. The previous situation caused high incidence of illnesses caused by the presence of animals and insects, as rats and cockroaches, that were attracted inside the houses in virtue of the presence of the collected garbage residues. In the same direction, the construction of a day-care centre created an adequate and salubrious place where the children could stay, in contrast to the previous situation when the children were taken inside the collection cart, together with the residues. Likewise, the implantation of actions by the Santa Marta Health Unit made possible a better qualification to attend this population.

Through the activities of sanitary and environment education, the knowledge of new elements has been disposable to the families of the *Vila dos Papeleiros*, witch are now part of their life, allowing changes of habits and attitudes for the valuation of the environment of their houses, qualification in the use of the disposed equipments and the consequent improvement of the quality of life. There were mobilisation and sensitisation of the community to the importance of the preservation and conservation of the environment and water resources; the development of programs of selective collection of the garbage; promotion of activities directed toward the questions of hygiene, health, basic sanitation, among others; promotion of activities on the conservation and maintenance of the hydro-sanitary equipment; ant the promotion of reflections regarding the current inhabitation conditions and the expectations in relation to the new environment. The improvements that were proportionated to this community started to have an important role in the city's general environment development.

- The project must evaluate the environmental impact, that is, any effect on the environment, including human health, biodiversity, soil, climate, air, water, landscape, natural sites, material assets, cultural heritage and the interaction among these factors.

Economic impact* (max. 300 words)

Most of the inhabitants of the community developed activities related to the selection and collection of solid residues. The activities developed by the inhabitants did not require qualification of its labour-force, and also the scholarship rates were not demanded and were very low. This situation demonstrated the necessity of activities to develop a better qualification of the human resources of the community, so that it could access the labour market in the private initiative in other segments. Through the Project, there was the promotion of qualification courses aiming to increase that population's qualification and employment level, in order to maintain the income level in the short term and magnify it in the medium and long term, improving the quality of life. This project also had the purpose to give opportunities

preferentially to unemployed and non-working persons, and the exceeding vacants were available to other employees. These courses of professional qualification were developed in partnership with schools and professional formation centres located next to the region under intervention.

Another important economic impact occurred face the improvement of the qualification process of the residues selection. A recently survey demonstrated that the *per capita* income was about 40 Reais and, currently, in virtue of the new mounted structures, it passed to 120 Reais, in other words, those people's income has tripled.

Moreover, a program was elaborated making possible the insertion of the Public Power on the exploratory relations of work that used to exist. In the *Vila dos Papeleiros*, the great majority of the inhabitants possessed bonds of work with proprietors of selection hangers. It was a work relation of extreme dependence and exploitation, because in many cases the hanger proprietor owned also the houses and the carts used for the collection of materials in the downtown. Under Public Administration orientation, the workers set themselves free from the profiteers of the region and appropriated the integral process of the residues recycling, improving significantly the income of those families.

- This criterion weighs the economic benefits of the project, such as job or wealth creation or more efficient use of resources resulting from the implementation of the project.

Urban impact* (max. 300 words)

Through this Project, a necessary infrastructure for the implanted Land division was installed. Previously, there was not even the access to treated water and to sewer net. With the Project, beyond the provision of treated water, sewer net, electric energy net, the day-care centre, the Communitarian Centre and the Square, starting to create a great urbanisation work in the district, respecting the determinations of the City's Managing Plan.

The new habitation units that were built started to be a part of the Municipality patrimony. The inhabitants received the lifetime right to use them, being able to transfer them to their descendent children. It is important to say, however, that the users cannot sell the houses.

The project generated important modifications in the district that started having reflexes in the urban and landscape nature of the entire city, as the district is located in the city entrance, also giving a demonstration of the administration responsibility towards its general population, and surpassing of difficulties of a less developed class, from a situation that presented itself negative and contrary to other regions.

* This criterion covers improvements in urban housing, infrastructures, urban planning, public space, mobility and transportation, etc.

Governance Capacities (the process)* (max. 300 words)

Porto Alegre possesses a very rich and internationally recognised history of civil society participation in the decision-making process of the municipality administration. It is a result of a movement initiated a long time ago that evolved to a status to consolidate important and deep experiences, such as the Participatory Budget, whose success frequently attracts foreign missions to Porto Alegre in order to learn about its operational system. This historical process is advancing and, currently, is moving to the next step, the Local Solidary Governance, whose objective is to extend civil society and entrepreneurship participation inside the city administration, together with the public power. Government, civil society and entrepreneurship define the actions that shall be adopted and the budget passes from a public power dominated situation to a public-private partnership, all integrated to materialise the actions that were taken together.

In the *Vila dos Papeleiros Project*, specifically, this governance process occurred intensely, serving as an example to other communities in the city. The objective, since the beginning, was to induce the citizens to acquire knowledge about their own and their

community realities, beyond develop a critical sense capable to improve this reality through their participation.

The entire Project actions were developed through a participatory planning, evolving Municipality's and Community's experts. Thus, a Regional Commission of Accompaniment and a Sub commission of Accompaniment of the Integrated Program City Entrance, formed by representatives of the population. Through periodical meeting, the population decided jointly with the government all the necessary steps for the implementation of the project.

Beyond the already related instances of collective decision, it is important to cite some entities that participated actively in different forms in the development of the project. Amovipa (Papeleiros District Inhabitants Association), Women of Santa Terezinha Association, Pepsico Company, Catholic Church, Housing and Citizenship NGO, National Services of Industry and Trade and for Micro and Small Companies Support, beyond two Technical Schools and the Recyclers Federation of Rio Grande do Sul.

* This a criterion taking into consideration the way the project has been led. It includes: a) the process of leadership and consensus building, b) inclusiveness and participation of all the actors involved in the project, c) accountability and transparency of the project, d) monitoring and evaluation.

Innovation * (max. 300 words)

The most innovating aspect of the Project is related to the previous item and refers to the decision-making process and the development of the project linking public power and civil society.

In the internal scope of the Municipality, it was innovating the way like several organs worked together, transversally, to implement this challenge: Departments of Education, Health, Industry and Commerce, Sports, Culture, Environment, Urban Cleaning, Water Management, Public Works and Streets, Pluvial Sewers, Social Assistance and Citizenship, and of the Local Governance (Regional Administrative Centre).

Another innovative aspect of the project was approaching the issue not only to its habitation aspect and transferring of the population from subnormal housing units to other places. The Project *Vila dos Papeleiros* regarded several aspects jointly: housing, social inclusion, communitarian mobilisation and organisation, environment, urban planning, health and income and work generation.

The actions realised at the Santa Terezinha District is constituted in a case, also motivating the academic sphere, with professors of several universities that induced the students of colleges, such as Medicine, Nursing, Architecture and Engineering, to get to know the technology and methodology of the Project.

* This criterion takes into account the innovative aspects of the project (technological, organisational, including the creation and sharing of knowledge).

Transferability* (max. 300 words)

Several Brazilian cities, for instance, São Bento do Sul, Joinvile and Estância Velha, have reached the Municipality of Porto Alegre with the objective of acknowledging the experience of the case *Vila dos Papeleiros*.

This project had relevant importance to all the civil society of the city and it's outstanding for the experience, that is likely to be attractive to other cities because of some aspects:

1) High level of participation of the community on the decision-making on the development of the project – as already referred, besides the already existing instances in the city and that are internationally recognised, such as the Participatory Budget and the Local Solidary Governance, other instances were created to allow an intense interaction between population and government on the construction and implementation of the Project.

2) High level of transversality among the municipal organs on the development of the Project – several organs, already mentioned, acted in an integrated and coordinated way on the implementation of the Project.

3) High level of extreme poverty on the transferred population: the *Vila dos Papeiros* was considered the poorest area of the city and part of the population didn't have minimum notions of hygiene and cleaning. In order to do so, it was necessary the development of an environmental and sanitarian education work, which along with communitarian mobilisation and organisation actions, work and income generation and population rearrangement, allowed the project to obtain better results.

* The project should be fit for application to other Metropolis member cities. It may be developed to deal with a particular factor, but it should have the flexibility for application elsewhere.

To what extent did the project reach its objectives? (max. 300 words)

The Municipality considers that the objectives of the Project were not yet fully reached, once one of the main goals, social inclusion of the population that will guarantee its self-sustainable development, this will only be consolidated in the medium and long run.

Any way, the immediate and predicted objectives, to which the Project was developed, were reached: communitarian representations got stronger during the process, as did the citizenship conditions of the District's population. The population was mobilised and participated actively of the decision-making process and Project development. The previewed Sanitary and Environmental Education actions were developed in their totality. The courses of qualification were realised and the improvement of the conditions for collection and selection of solid residues occurred in a way to guarantee a substantial increase on employability and on the income generation of the population. The new housing units, as well as the day care, the Communitarian Centre, the Recreational Square and the infrastructure of the District were concluded and delivered to all the 217 families, as predicted.

What are the future plans of your project? (max. 300 words)

The future plans of the Municipality for the community of the now Santa Terezinha District are, the same way it occurs with the other regions of the city, so that it integrates on the processes of Local Solidary Governance and, with that, passes to generate the issues of this District and of the city as a whole along with the public power.

The Municipal Public Administration planned and encouraged the Local Solidary Governance as a social network that combines actors of different sectors and fields, and that is organised territorially in order to promote spaces for interaction capable of empowering the culture of solidarity and cooperation between government and local society. Its aim continues to be to stimulate partnerships based on the principles of participation, autonomy, transversality and on the co-responsibility in favour of local development and social inclusion.

The Municipality also will prioritise and plans for the future of the District:

1) Identifying and forming communitarian leaderships on Environmental Education through the Manager Committee of Environmental Education, formed by representatives of several secretariats and municipal departments;

2) Developing the project Educate for Peace and Conflict Mediation – a partnership among the Municipality of Porto Alegre, the Communitarian Association, the Unesco, the Red Cross, the Civil Defence and Paulinas Publisher, that has the objective of pacifying the discussions and improve the fulfilling of collective demands, and still;

3) Offering courses of the Program of Local Solidary Government, that has the finality of capacitate communitarian leaderships to elaborate and manage projects, as well as fundraising;

Any other comments or information of vital importance for the project? (max. 300 words)

Our case is based on the Entities Committee on the Fight against Hunger (from now on CEOP, acronym for the Portuguese name) that is a National Mobilisation Network created by the sociologist Herbert de Souza, Betinho, in 1993, formed in the state of Rio Grande do Sul by 50 institutions, public, private or NGOs. In July, 2007, the COEP created the COEP Journey for Citizenship, an initiative of SOCIAL MOBILIZATION that aims to stimulate the integrated performance of a greater number of people from the organisations associated to the CEOP engaged to the improvement of life conditions of the low income communities, promoting social and economic development and building (or reforming) a communitarian centre along with the local community.

The COEP Journey intends to strengthen the social commitment of the institutions and the people, and with the support and partnership of the Municipality of Porto Alegre, it made the first step in the *Santa Terezinha* District, with the realisation of the first COEP Action, on August 18 of 2007. At this date there was a great integration with the district residents. They learned some sewing and knitting abilities and also how to make soap. It was provided services on health, violence prevention for women, food and environment care, visual accuracy exams, debates on sexual transmitted diseases, veterinary, horse riding, percussion workshops for the kids and still micro credit support and capacitating, as a growing factor for new business plans in town.

Pictures*

In annex.

* Applicants may send in 3-5 graphics in gif- or jpg-format via email (metropolis@mail.bcn.es).

Please email the filled in registration form to metropolis@bcn.cat, or save it on a disk (or CD-ROM) and send it to:

METROPOLIS AWARD
Metropolis General Secretariat
Ajuntament de Barcelona
Plaça Sant Jaume, 1
08002 Barcelona – Spain
Tel: 34-93-402 76 00
Fax: 34-93-402 73 73
e-mail: metropolis@bcn.cat

Enclosed documents:

- Introductory letter from the political representative of the Metropolis member city.
- Introductory letter from the person that is fully responsible for submitting the project.