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Projeto Terra (the land project) Espirito Santo Brazil

Best Practice

New for 2002

Categories:

Poverty Eradication:

- access to credit
- income generation
- job creation
- vocational training

Housing:

- access to housing finance
- affordable housing
- land tenure and security

Land Use Management:

- development incentives
- geographical information systems
- land-use planning
- open space conservation
- urban/suburban renewal

Level of Activity: Neighbourhood

Ecosystem: Tropical/Sub-Tropical

Summary

Projeto Terra (the Land Project) aims at eradicating poverty and organising urban land use through an integrated set of public works, social actions and public services, environmental preservation, income generation, land tenure and security. It also aims at improving the quality of life in various neighborhoods of the municipality where people live in dilapidated houses.

The Project is designed to reach 36 neighborhoods, or 6.09 km², with 86,462 inhabitants (33% of the city's total population), focusing on the most needy urban areas, where families have an average of 3.2 children and are often headed by women, with a per capita monthly income of less than US\$ 10.58. As of 2001, Land Project improvements had reached 75% of the target population, covering nine of the 15 target neighbourhoods.

Among the neighbourhoods served by the Land Project is Jaburu, with 5,044 inhabitants. A total of 54 families occupying unsafe and risky areas were resettled in new housing units; 255 people received vocational training courses; 9,719 square metres of concrete stairways were built or renovated; and the Children's Network established a community area for social, cultural, and educational activities serving 180 children aged 7 to 17 years.

During the Project's implementation, Vitoria Municipality acted through local social teams to organise

the population, enabling them to discuss and monitor the drafting of projects and urban renewal construction work. Community development was sought through educational activities focusing on environmental and socio-economic issues aimed at ensuring community participation in all stages of the Project.

Narrative

SITUATION BEFORE THE INITIATIVE BEGAN:

Jaburu Hills measures 250,000 m², with a total of 5,044 inhabitants who occupy 525 households. This area lacks basic basic infrastructure and is one of the poverty-stricken neighbourhoods of Vitoria covered by the Land Project. Irregular occupation of the hillsides began some 50 years ago, during the initial industrialisation of the Greater Metropolitan Area of Vitoria.

ESTABLISHMENT OF PRIORITIES

The Land Project provides communities with a global vision based on integration with social organisations and the community. The following priorities were established:

1. To strengthen the participation of the community organisations in all phases of the Project;
2. To implement integrated social actions;
3. To improve housing, accessibility of the area and transport;
4. To limit the urban population;
5. To promote vocational training;
6. To resettle families living in key environmental and/or high-risk areas in or around the target area;
7. To reforest the occupational target areas; and
8. To promote land tenure and security.

FORMULATION OF OBJECTIVES AND STRATEGIES:

The Land Project aims at providing equal opportunities for individual and collective growth of residents in hillside and mangrove slum areas, bringing their living standards at par with those of the municipality as a whole.

Established by the Municipality together with the local population as a key element in Local Agenda 21, the Project aims at implementing urban renewal services, actions and works, environmental preservation, income generation and land tenure and security. It also aims at achieving social integration and promoting human development.

The Project's management is multidisciplinary and multi-sectoral, conducted by the Municipality through partnerships with social organizations. A local office, consisting of a multidisciplinary team, was set up in Jaburu to develop social, educational, and environmental actions integrated in the community.

MOBILISATION OF RESOURCES:

The Land Project has raised a total of US\$ 23,490 million from financial agencies in order to serve the low-income communities. From 1997 to 2001 a total of US\$ 15,448,427 was invested, including US\$ 10,581,114 from the Municipality's own budget and US\$ 4,867,313 raised through loans. An additional US\$ 12,697,337 is currently being raised. Given the amount of resources needed to implement the entire Project, the areas targeted for intervention were prioritised and various funding sources were identified to put the scheduled investments together.

Partners of the Municipality include the Brazilian Central Government through the Federal Budget, with a transfer from the Inter-American Development Bank (IDB), CAIXA - Caixa Economica Federal (the Federal Savings and Loan Bank), and the National Economic and Social Development

Bank (BNDES).

In 1997, the urban renewal of Jaburu was established as a priority, since it was the most needy area among all those covered by the Land Project. In 1998, a partnership was established with CAIXA - Caixa Economica Federal (the Federal Savings and Loan Bank) through the Pro-Moradia (Pro-Housing) Programme, and the BNDES. The investment distributed as follows:

Total Budget (funds contracted): US\$ 2,089,794.54

Loan: Caixa Economica Federal US\$ 588,008.27

Loan: BNDES - US\$ 665,522.83

Own Resources: Municipality - US\$ 836,273.44

PROCESS:

The main challenge for the Land Project as a multi-sectoral initiative involving various areas of the city is integration among the Secretariats of the Vitoria Municipality, neighbourhood communities, and social organisations.

To deal with the internal challenge, the management concept focuses on a matrix base, thus breaking with compartmentalised administrative practice and optimising the use of human and financial resources. The Executive Secretary of Planning serves as overall co-ordinator of the process.

Co-ordination of integrated actions involves all sectors of the Vitoria Municipality (Secretariats of: Regional Administrative Offices; Public Works; Urban Development; Environment; Social Action, Labor, and Income Generation; Urban Infrastructure; Economic Development; Culture; Sports; Citizenship and Public Security; Education; Health; Housing; and Communication). The Regional Administrators are the main representatives in the areas where the Land Project is implemented and serve as liaisons between the Municipality and the communities. Sectoral policy and project implementation is headed by the Municipal Secretariats in their respective areas of responsibility.

Community engagement in Jaburu is encouraged through mobilisation of the Residents' Commission and Sector Forums with representatives from the community-based organisations and other residents from the neighbourhood and immediately adjacent areas, forming a permanent channel for participation in designing and implementing the Land Project.

A relationship with the communities was developed with the drafting of Social Integrated Action Plans, consisting of geo-referenced socio-economic, organizational and environmental surveys, which allowed for the establishment of joint problem-solving action strategies.

Specifically in Jaburu, surveys and studies were conducted on the history of the community, including the neighbourhood's socio-economic, educational, and environmental reality. For families that were relocated to newly built housing units, a qualitative study was performed to analyse their new position, the improvements they had made on the new units and action undertaken in their social contact. This information helped structure the social programme and define socio-economic indicators.

The general co-ordinating body of the project monitors the actions undertaken by the Land Project, specifically in Jaburu. It does this through quarterly reports drafted by the specific Municipal Secretariats. The urban intervention reports are prepared by the Secretariat of Public Works, environmental reports by the Secretariat of the Environment, and social reports by the Secretariat of Social Action, Labour, and Income Generation. The content of these reports indicates the progress achieved and the problems that need to be dealt with, to ensure the Project's sustainability and transferability.

RESULTS ACHIEVED:

As of 2001, the Land Project had reached nine of the scheduled 15 areas, benefiting 70,778 residents,

or approximately 75% of the target population, (48.7% men and 51.3% women).

In addition to community mobilisation, the results are felt in the areas of sanitation, housing, education, environment, training, health, leisure, and others. The results in Jaburu were as follows:

- construction of 126 meters of public access byways;
- construction of 54 housing units;
- definitions of norms for community living;
- recreational and learning services for 180 children and adolescents at risk, in the Children's Network (Rede Criança);
- construction of 2,394 m² of stairways;
- renovation of 7,325 m² of stairways;
- stabilisation of 5 slopes;
- training of 255 people in the Income Generation Programme;
- 202 residents (local labour) hired by companies doing the urban renewal work in the neighbourhood;
- environmental and health education, including 240 multipliers;
- reforestation of 6.52 hectares and forest turnover of another 1.86 hectares, with a total of 5,540 seedlings; and
- establishment of partnerships with 5 Social Organisations.

Beyond the construction of a masonry housing project, the inhabitants now have access to safe drinking water, sewage disposal, and electricity. The accessibility of this area has been improved through the construction of sidewalks. This has enabled the collection of wastes on a daily basis. Along with the reforestation of hillsides, this has helped upgrade the areas environmental conditions.

Interventions in Jaburu allowed other communities to learn about the activities carried out in the neighbourhood, fostering closer contact between the resident population and other social segments in the city.

SUSTAINABILITY:

The Land Project is based on a systemic vision of reality whose main factors for success and sustainability are citizens' participation and commitment in all stages of the Project implementation and the multi-sectoral management by the Municipality.

Factors that contributed to the Project's sustainability include the rehabilitation of a new area through interventions in Jaburu and the establishment of partnerships between the community, the Third Sector, and the public and private sectors.

Land stabilisation and reforestation in key environmental areas; installation of sewage networks; social, educational, environmental, and health-related activities; and training courses for local residents aimed at income generation, are actions that promote self-esteem and community empowerment. This strengthens the local cultural identity, which contributes to sustainability and thus enhancing integration with the formal city and urban society.

For Jaburu, mobilisation of funds beyond the Municipality's own financial resources has included the following: CAIXA - Caixa Economica Federal (Federal Savings and Loan Bank) with a 14 month grace period and amortisation in 180 months at 5% interest per annum, and BNDES with a grace period of 18 months and amortisation in 102 months at 2.5% interest per annum.

The housing unit loans, conceded for residents with a family income of up to three times the monthly minimum wage (US\$ 229.82), were to be recovered in up to 15 years, with monthly payments varying from US\$4.23 to US\$25.39 per month, based on the family income.

Finally, the multidisciplinary and multi-sectoral management approach for implementing the project will help ensure the political-administrative sustainability of the subsequent stages of the Project. This will improve the quality of life and citizenry of the residents of low-income areas.

LESSONS LEARNED:

At the institutional level, integration of different sectors, ranging from the formulation of the project through to its execution, involving discussion and negotiation with the community, has produced important changes in the current local practices. Such changes are: expanding the technical and policy approach, forming innovative multidisciplinary working teams, and changing the prevailing organisational culture of the Vitoria Municipality.

As for the relationship with the community, the break with populist practices in the relationship between the Local Authority and the community has meant a renewed stance, gradually generating, together with the social organisations, partnership practices and positions in managing the city's urban and socio-political areas, thereby preventing the occupation of risky areas.

Both inside the Municipal Administration itself and in its interface with the community, there is a strong conviction that the implementation of integrated multisectorial initiatives like the Land Project, require short-term and long-term planning.

The Land Project was conceived as part of Local Agenda 21 in 1996 (with its time frame being the year 1998 - 2010), known as the Urban Strategic Plan - Vitoria of the Future. The urban strategic plan was a result of in-depth discussion and involvement by the Local Administration together with all social sectors of the city, including neighbourhood leaders and associations.

Local Agenda 21 in Vitoria, especially in Jaburu, has been considered a national milestone for strategic city planning in Brazil. It is currently being updated in view of the Rio + 10 International Conference. This new process, aiming at enabling the project to realise its objectives by the year 2015, is mobilising the Local Agenda 21 stakeholders to evaluate achievements and progress and to determine what action plans and strategies the population desires for its future.

The visibility currently achieved by the Land Project throughout the city indicates that citizens' participation will be even more intense in this new stage, with further in-depth development of relations between the public and private sectors and greater participation by volunteers.

TRANSFERABILITY:

The following conferences are examples of how the accumulated experience is being transferred: The National Economic and Social Development Bank (BNDES) organises seminars in other cities of Brazil, in which talks are presented by the Secretariat of Social Action, Employment and Income Generation and the General Administration of the Land Project. These areas include the Municipality of Cachoeiro de Itapemirim, State of Espirito Santo and to the municipality of Juiz de Fora, State of Minas Gerais.

A bilingual publication on lessons learned through the implementation of the Land Project is currently being prepared, to be made available to other local authorities who wish to develop similar programmes.

The lack of knowledge of other experiences in 1996-97 led Vitoria to adopt its own integrated management model. Crucial to the success was previous experience with the urbanisation of a low-income squatter settlement located in an insecure area where a mangrove had been illegally occupied. Sao Pedro is now a prosperous and environmentally revitalised area.

In addition to citizens' participation, Vitoria Municipality recommends that cities, wishing to implement complex projects involving transformation of the socio-economic and environmental reality in low-income areas, should develop their Local Agenda 21 as the first step. It is a key factor for social mobilisation and creating awareness in people on the importance of living in a safe environment.

In order to overcome compartmentalised views of action by the public sector and the population, an intense training process that allows for a systemic vision of problems is crucial to the implementation of integrated multi-sectoral projects.

The Vitoria Municipality, a pioneer in implementing such integrated projects in Brazil, is available for collaboration in disseminating information about this initiative, exchanging information and knowledge with other cities and thus fostering mutual progress in the eradication of poverty.

The Land Project in Jaburu Hills was one of the 10 practices that was given an award by CAIXA in 2001 through its Best Practices Programme. As such, it will prepare a guide which will facilitate its transfer to other interested Municipalities.

Key Dates

Jan 14, 1998: Projeto Terra (the Land Project) created under Municipal Act no. 10.131.

July 22, 1999: Founding of the Jaburu Residents' Commission.

May 21, 2001: Implementation of the Children's Network.

Jan. 18, 2000: Training Course on Income Generation started.

June 24, 2000: occupation of 54 housing units takes place.

References

Plano de Discussao do Projeto Urbanistico com a Comunidade de Jaburu - Proposta Preliminar (Plan for the Discussion of the Urban Renewal Project with the Jaburu Community - Preliminary Proposal), Vitoria Municipality, July 2000, 21 p.

Plano Estrategico da Cidade - PMV - Agenda 21 Local-Plano Estrategico da Cidade 1996-2010 - Relatorio de Balanco 1997/2000 (Strategic City Plan, Vitoria Municipality, Local Agenda 21-Strategic City Plan, 1996-2010, Progress Report, 1997-2000).

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Type of Partner Support: Financial Support

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Financial Profile

| Year | CAIXA | BND | ESMunicipality | Total | US\$ | %US\$ | %US\$ | %US\$ | %US\$ |
|------|------------|-----------|----------------|-----------|------------|--------------|---------------|---------------|-------|
| 1999 | 83,815.404 | 0100.0033 | 261.411 | 59117,076 | 815.602000 | 430,939.1720 | 6566,088.4327 | 0443,145.5821 | 21,4 |

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