



Pereira Passos Municipal Institute of Urban Planning
Rio's Favelas: Past, Present and Perspectives

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1. The Context

The world's most highly populated cities are located in the developing world. Of the top sixteen "mega cities" United Nations projections identified, two of them, São Paulo and Rio de Janeiro, had 19.6 million and 11.8 million people respectively in their metropolitan regions in 2012. These cities have reached these phenomenal population levels as a result of economic transformations in rural areas that continue to fuel migration to major cities. These demographic and economic changes require both massive new housing areas and the redevelopment of existing neighborhoods.

Since the beginning of the 1990s, the *favela* population has been growing at higher rates than the overall population. Between 1991 and 2010, for instance, the population living in Rio's *favelas* grew at an average annual rate of 2.4 percent, while the population in non-*favela* areas grew only by 0.4 percent.

Because of its unusual topography Rio's population is spatially very concentrated, and land for new housing developments can only be found at great distances from the city center. The almost 6.5 million *cariocas* (Rio de Janeiro residents) live in an area of 1,171 square kilometers divided by three mountain ranges that are as high as 1,000 meters, a lake system in the south and the Atlantic Ocean on the eastern and southern coastline.

Past approaches to the favelas in Rio de Janeiro can be examined in three time periods marked by key political and institutional changes: 1) the eradication and resettlement approach during the 1961-1975 period; 2) a policy vacuum during the 1975-1983 period; and 3) the favela upgrading approach during the 1983-2013 period.

Starting in 2011, the Rio+Social program, an innovative public management model that the City Hall of Rio has consolidated, is one of the instruments that will help the municipality achieve its goal. The program is a partnership with the UN's Habitat program and is the responsibility of the Pereira Passos Institute (IPP). The project can be summed up by the motto: "a dialogue with results."

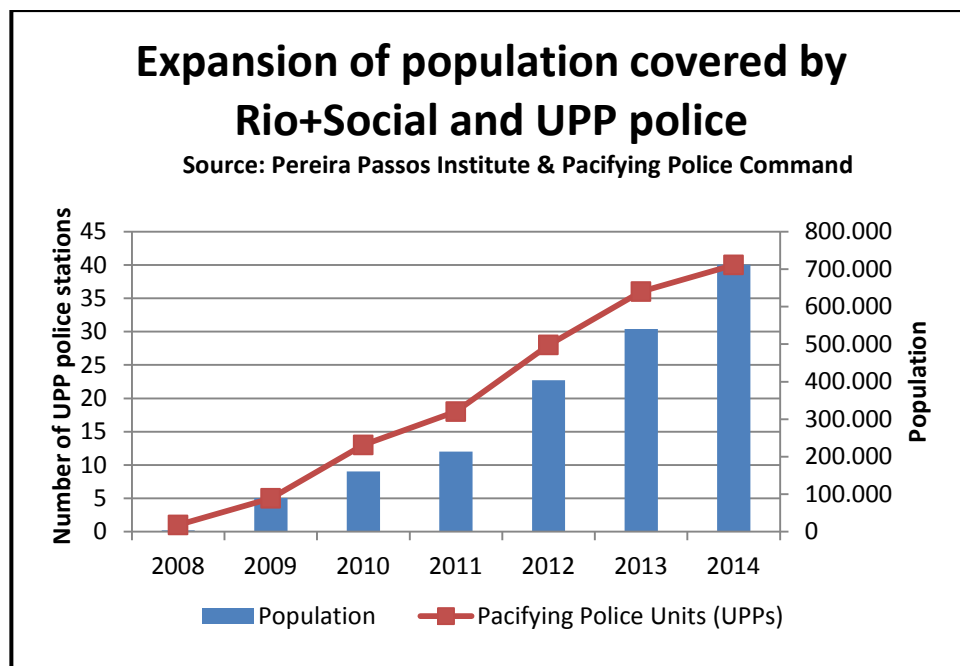
The Rio+Social's mission is to produce information and monitor the improvement of public services, seeking to expand their coverage and quality, especially in the education, healthcare, urbanization and conservation sectors.

Each location that gets a new Pacifying Police Unit receives, subsequently, a team of Rio+Social managers to produce a qualified and accurate portrayal of each territory's reality. It is based on this information that the services offered by the institutions, to meet the needs of the residents, are adapted.

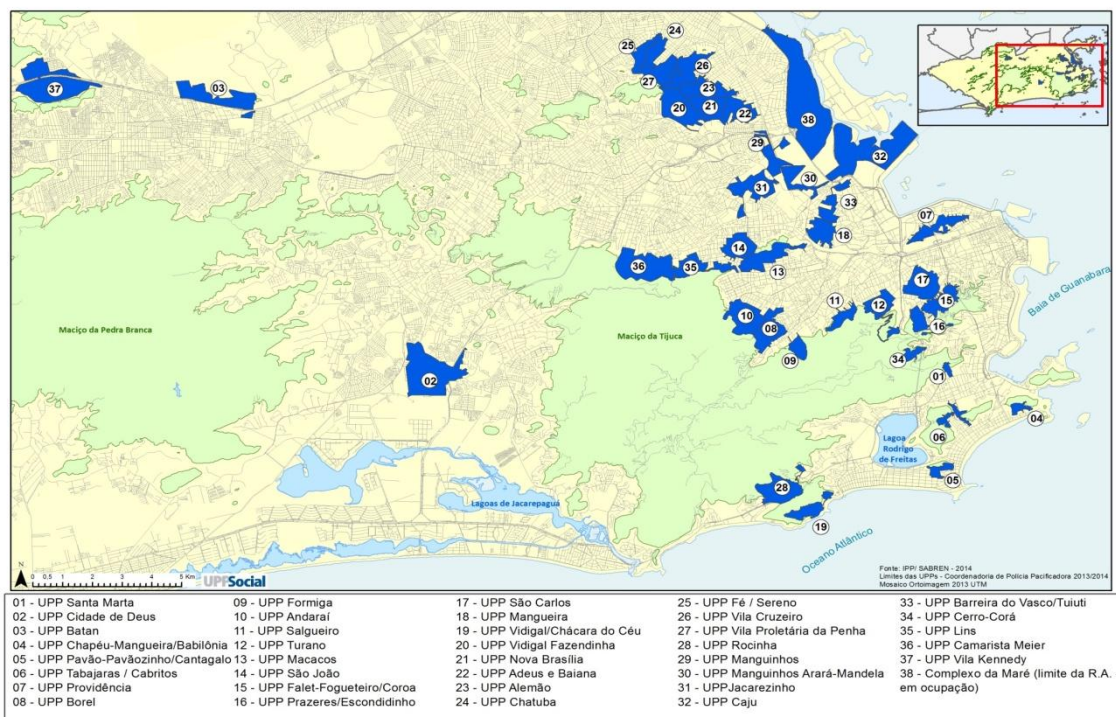
This, therefore, will avoid the overlapping and disintegration of efforts and resources – both financial and human – and give more transparency to the process for improving the living standards in these areas of Rio de Janeiro. "To change reality, you need to understand it," is IPP's motto, and it fits perfectly into the Rio+Social program, which uses information management as an important ally to the efficacy of these changes. Only then, we believe, will it be possible to make Rio an increasingly integrated city.

2. Rio+Social Program

The social transformation of the city of Rio de Janeiro requires good governance and communication of urban information. To emphasize the focus in this transformation, the city decided to change the name of the program UPP Social to Rio+Social. Implemented since May 2011 by the Instituto Pereira Passos (IPP-Rio) in partnership with the United Nations Program for Human Settlements (UN-Habitat), UPP Social articulated and enhanced actions and investments in 208 communities with 711,699 inhabitants. These communities are located in the 30 territories or territorial complexes that had one or more Pacifying Police Units installed or in process of installation in September 2014.



The Rio+Social program retains its original goal of transforming the living conditions of pacified communities in an inclusive and sustainable manner. This goal is achieved through IPP's excellent in planning and systematizing information about the city of Rio de Janeiro and adapting UN-Habitat's international expertise in best practice solutions for inclusive, connected and resilient cities to the local context. Always with this goal, IPP's main product is quality information for integrated planning for sustainable development in the slums of Rio de Janeiro City. This qualified information contributed to the planning of R \$ 1.8 billion of investments made by the city in pacified areas since 2009, with an additional R \$ 900 million planned for these areas by the end of 2016. These investments both complement and expand upon the policy of pacification. Interactive maps of the investments and public facilities of the Municipal Government in the pacified areas can be accessed through the Rio de Janeiro Municipal Government website (<http://www.rio.rj.gov.br/web/ipp/riomaissocial>)



Today, the Rio+Social Program continues extending its activities to other regions and communities, improving and replicating its methodology of action based on three pillars: (i) physical presence in the territories, (ii) the production and analysis of information from these territories, and (iii) the integration of multi-sectoral activities for socioeconomic development. The program and its innovative methodology forms the platform for urban integration of the Municipal Government, linked to the strategic plan of the municipality for the period 2013-2016.

The territorial teams collect data on communities in a participatory manner, considering the perspectives of residents and local organizations. This information is systematized by another team whose work allows the gradual integration of these territories in maps and official databases of the city. Besides producing studies, pictures and panoramas of the territories, a public administration methodology of Fast Participatory Mapping has been developed within Rio+Social, to regularly and continuously monitor the quality and coverage of urban infrastructure services in communities with the involvement of local residents.

Based on the information produced, institutional management teams, mobilization and partnership teams foster multi-sectoral integration of activities for the development of slums, especially those relating to the services defined by the Municipal government as a priority for communities covered - education, health and urbanization. In relation to the government, Rio+Social coordinates the integration of activities of the mayor in pacified territories through a network of focal points covering various agencies of the municipal government and entities of the state. The program also coordinated the construction of 218 projects with 49 partners from various sectors. This includes the *Travessias* project, a partnership with public agencies, private enterprise and civil society to reform and construct public spaces for leisure, with community management of these spaces.

These partnerships for the development of slums have already leveraged R \$ 34 million from private sources. As a result of the lessons learned from these partnerships, IPP has created a new model of participatory public-private partnership to increase the scale of the changes implemented. With the aim of achieving sustainable development goals, this model provides an efficient division of labor between public agencies, businesses, civil society organizations and academia, with the social control exercised by residents of Rio de Janeiro, mainly in pacified communities. Using understanding in order to transfer - this is the principle that moves us towards a Rio+Social.

3. IPP's Mapping helps to integrate pacified communities into the city

Over many years, the favelas of Rio de Janeiro were represented on official maps only as dark areas, about which there was little or no information or detail. They were registered as unknown or discarded areas. But in 2012 a unique initiative took place, the Pereira Passos Institute started to give the population in pacified favelas a privilege common to those who live in other areas of the city, the possibility of opening a city map and locating the exact spot where they live. The Checking of Streets project began with the hiring of a group of people from a variety of pacified communities who were trained to identify one-by-one the pathways, alleys and roads in each community. This includes roaming all around the territories to check for existing pathways and identify their locally used names, and at times surnames.

Fifty-seven local residents were trained and took on this task. They received from IPP's Directorate of City Information an official cartographic database (obtained from orthophotos, scanned images, and other sources such as IBGE and the PAC - Growth Acceleration Program) of various localities. They were trained to confirm and/or adjust information according to real living conditions identified by circulating through the community. The designs and positions on the map of each street, alley and lane were recorded. The construction of a new access or the elimination of another were not passed unnoticed. The mission was to create a map that truly represented the reality of the environment where the local population grew up. An official representation of the favelas began to surface.

All records were catalogued in a slum mapping database, and were later included in the official Digital Map of the City.

Mapping may seem to be a trivial initiative, but for those who are placed in the context of a favela, it can be the gateway to a host of other achievements such as having a sign post near home with the name of the street, or starting the long process to receive a Zip Code. It may seem trivial for those who already have these services, but they represent profound advances for those who cannot receive mail at home, or even provide a residential address when filling out an employment form, practicalities that slum dwellers never had, but are beginning to have.

The diagnosis map: the experience of staff at the Pereira Passos Institute collecting information and conducting fieldwork and studies in pacified territories, led to the observation of significant differences between territories with UPP police units and within each slum. In order to quantify these differences, a tool for the diagnosis of pacified territories was created, the Rapid Participatory Map (MRP), which records and analyzes the heterogeneous character of the territories and their micro-areas. Several elements are observed by the fieldworkers, including

urban regularization, infrastructure for mobility, housing conditions, water supply, the sewage system, storm water drainage, garbage collection, street lighting and electricity. These observations are processed by a scoring system that indicates the range of conditions. The analyses and information collected support public policy planning to direct public interventions to areas with the most need. The MRP ranking procedure will be used to establish a unique index that will determine the degree of development of slums.

Another mapping initiative that seeks the inclusion of slum communities into the formal city is the project “In The Area”, which displays the points of interest within pacified regions of Rio de Janeiro, with the participation of residents. For the first time, a software company is providing information collected on Bing, the Microsoft search engine, and the Official Map of the City of Rio de Janeiro. The initiative uses maps and field data produced by the Pereira Passos Institute. The main idea is to ensure that the points of interest are always indicated by the residents themselves, by members of NGOs working locally or by IPP research. The information available on Bing will enable personalised queries and recommendations. It is a research tool that finds and organizes the answers you need. Bing will allow the user to find what is needed quickly, from any device connected to the internet.