

**JOINT WORK PROGRAMME**  
**between the Cities Alliance, represented by its Secretariat**  
**and**  
**the National Secretariat for Housing - Ministry of Cities,**  
**Government of the Federative Republic of Brazil**

1. This Joint Work Programme signals the commitment of the above-mentioned partners to a cooperation programme focused on the generation and sharing of knowledge and which is aimed at scaling up successful schemes for dealing with social exclusion through citywide and nationwide slum upgrading programmes as well as strategic development planning for cities.

**BACKGROUND**

2. The Cities Alliance is a global coalition of cities and their development partners. The members of the Cities Alliance are national governments, multilateral organisations, local associations represented by the CGLU (United Cities and Local Governments) and Metropolis (the World Association of Major Metropolises), and social organizations represented by the Shack/Slum Dwellers International (SDI).
3. The members constitute a Consultative Group that serves as a board of directors responsible for setting out the long-term strategy of the Cities Alliance, approving its annual work programme and budget and for reviewing progress. The Government of Brazil, represented by the Ministry of Cities and CAIXA, was the first developing country to join the Cities Alliance Consultative Group (at its annual meeting held in São Paulo on 16-17 October 2003). Subsequently, Brazil signed an Affiliation Agreement, valid for three years, on 2 July 2004. At the Annual Meeting held in Manila in November 2007, Brazil confirmed renewal of its Agreement for the period 2007-2010. Brazil became a member of the Executive Committee in 2006. The ex-Municipal Housing Secretary of São Paulo, currently a Member of the Chamber of Deputies, Paulo Teixeira, was a member of the Cities Alliance Policy Advisory Board from 2004 to 2008.
4. The Cities Alliance Secretariat, based in Washington, is charged with implementing the mandate of the Cities Alliance and for managing its operations.

5. With a view to acknowledging the importance of cities and its commitment to urban development, the Government of Brazil established the Ministry of Cities in 2003. This Ministry is responsible for urban development policy and sectorial policies concerned with housing, environmental sanitation, transport and urban mobility and urban planning in general, and works in close collaboration with state and local municipal governments, as well as with social movements and other Brazilian public and private entities. Since its establishment the Ministry of Cities has received support from the Cities Alliance in the development of a national land tenure regularisation and risk prevention policy and in the preparation of the National Housing Policy. In 2007 the Brazilian Government launched a major initiative known as the Growth Acceleration Programme (PAC). This programme includes a housing and strong slum upgrading component. A further structuring programme for the housing sector was launched in 2009. This is called '*Minha Casa, Minha Vida*,' which has a target to build a million homes with a new structure of subsidies for social housing.
6. Since it was founded in December 1999, the Cities Alliance has approved funding of more than US\$17 million for projects in Brazil. This amount includes over US\$14 million provided by the Italian Government (specifically earmarked for slum upgrading programmes in the State of Bahia), for maintaining a Cities Alliance project office at São Paulo University and for providing technical assistance to assist national and local governments to prepare projects for Cities Alliance funding. From 2001 to 2006 the Project Office was task-managed by the World Bank. Since 2006 it has been coordinated directly by the Cities Alliance Secretariat in Washington.

## SCOPE

7. This Work Programme provides a platform and a set of strategic priorities aimed at guiding the joint activities to be carried out by the Cities Alliance and the National Secretariat for Housing which are targeted at strengthening the production and dissemination of knowledge and at boosting involvement by different partners with a view to scaling up successful urban poverty reduction schemes in Brazil. These activities include learning, knowledge sharing, communication, advocacy and technical assistance. The overall aim is to reinforce broader national strategies for scaling up slum upgrading projects and city strategic development planning. Proposed activities include:

### Learning and knowledge generation

- To collect, analyze and disseminate information and policies concerned with cities and urban development in the broadest sense;
- To undertake a survey of urban environmental issues, to include forms of urban environmental management with social participation;

- To undertake an inventory of cities, stakeholders and urban sector funding institutions.

#### Knowledge sharing

- To analyze innovative experiences of cities, identifying the approaches and methodologies that have been adopted, with a view to disseminating these nationally and internationally;
- To improve the capacity and performance of local authorities in the planning and implementation of city development strategies as well as in the preparation of slum upgrading programmes and programmes designed to prevent the emergence of new slums.

#### Advocacy

- To raise the political profile of cities and slum-related public policies, to bring about a systemic change and to scale-up actions to combat social exclusion in urban areas;
- To draw national and international attention to the problems that cities of all sizes are faced with in the light of current and emerging developmental challenges.

#### Technical Assistance

- To identify, jointly with the other members of the Cities Alliance in Brazil, strategic priorities for providing technical assistance targeted at city development strategies and at slum upgrading scale-up, together with providing support for third countries. Examples of technical assistance activities include:
  - 1) Integrated slum upgrading and the prevention of the emergence of new slums;
  - 2) Democratic metropolitan governance focused on participatory processes;
  - 3) A new generation of participatory master plans;
  - 4) Land tenure regularization with social equity;
  - 5) Subsidized housing finance for the poorest members of the population.

#### Programme support

- To provide programme support in order to assist with the coordination and oversight of this Work Programme. The local Cities Alliance Office in São Paulo will be responsible for this.

## IMPLEMENTATION

8. This Work Programme covers an initial programme containing a series of priority activities due to the period 2009-2011. A list of these activities can be seen in the Work Schedule below.
9. The detailed implementation arrangements and plans for each activity will be submitted individually to the Cities Alliance for assessment and approval.
10. Final approval of the projects to be funded depends on the procedures defined within the remit of the Cities Alliance.

## WORK PROGRAMME ACTIVITIES

### Learning and Knowledge Generation

#### **General: Upgrading housing programmes and activities**

*Summary:* The aim is to undertake studies on themes that require close analysis of the main housing programmes of the Federal Government under the aegis of the PAC and 'Minha Casa, Minha Vida', in addition to other programmes (existing and new). These studies will help to boost implementation of the programmes as well as to seek to evaluate certain aspects with a view to up-scaling instruments and approaches.

#### **Specific themes:**

1. **Strengthening social work and community participation efforts in the course of works related to slum upgrading :**

Formulating guidelines for undertaking social work and for boosting community mobilization and participation in the works concerned with low-income housing, with particular emphasis on slums. To undertake a survey of successful experiences and to carry out activities in the areas of training and knowledge production for technical professional staff and social organizations.

2. **Technical assistance aimed at improving and extending homes:**

As a strategic PLANHAB component, technical assistance provided free of charge by the public authorities for social housing became a legal requirement in 2008 with the approval of a specific law by the National Congress (Law 11,888/2008), which

set forth that the provision of technical assistance services should be a broad and universal right to be enjoyed by all households in Brazil. In this respect it is necessary to structure a variety of support mechanisms at the three levels of government as well as to introduce specific guidelines aimed at consolidating a national technical assistance policy. Action needs to be taken to broaden and deepen the debate on this particular subject and information needs to be systematically assembled for the benefit of public sector managers and professional staffs with a view to underpinning technical assistance activities.

**3. Urban aspects and developing the ZEIS in large-scale house -building programmes and in programmes targeted at prevention of the establishment of further slums:**

One of the dilemmas faced by emerging countries which are introducing large -scale housing programmes such as Brazil, Mexico and India, is the question of availability of land at affordable prices and the urban, social and economic fallout from programmes in the large cities. Employing the preliminary study produced by the Ministry of Cities concerned with developing urban vacant land in ZEIS, activities aimed at broadening the debate on this theme need to be undertaken, as well as possible case studies and impact evaluations for informing the national housing policy.

**4. Models for releasing federal funds aimed at upgrading slums and preventing further growth of precarious settlements:**

In order to ensure the effectiveness of federal policies it is vital that the funds allocated by the Union for supporting actions undertaken by the states and municipalities should be released in an efficient and continuous manner and be subject to social control. It is also important that these funds should be in accordance with the capacity of local stakeholders to execute the designated actions. Bearing in mind the process of adhesion to the National Social Housing System under Law No.10.124/2005 which led to the establishment of Local Social Housing Funds and the respective Management Councils, it is essential to study models and other alternative means, drawing on other Brazilian Government experiences, of releasing federal monies to sub-national entities.

## Knowledge sharing

### **Scaling up the Distance Learning Course for Integrated Slum Upgrading Actions**

*Summary:* To reinforce the institutional capacity of local authorities to undertake integrated interventions in the areas of slum upgrading, land regularization and social inclusion for the population living in slums. This activity consists of supporting the Brazilian Government in scaling up the Distance Learning Course for Integrated Slum Upgrading Actions provided for officials located in states and municipalities in Northeast Brazil. This course was implemented, with the support of Cities Alliance, in August and September 2008.

*Rationale / strategic impact:* The course will aim to contribute to reinforcing institutional technical capacities for implementing integrated interventions in the area of slum upgrading throughout Brazil. It will be held against the background of an unprecedented volume of federal funds that are currently being made available to the states and municipalities for this type of intervention.

*Proponent:* Ministry of Cities

*Support:* WBI, CAIXA

*Estimated timescale:* 7 months (2009/2010)

### **Scaling up housing programmes and actions**

*Summary:* The goal is to produce printed material and to formulate procedures for disseminating knowledge targeted at state and municipal managers and staff, as well as other stakeholders involved in implementing the programmes and actions.

Specific activities:

1. Distance Learning Course/ Guide to Social Work and post-Occupation related to Slum Upgrading Interventions;
2. Distance Learning Course on Technical Assistance;
3. To undertake training activities focused on the regulation and implementation of ZEIS on public land and to publish and disseminate an appropriate Guide on the subject;
4. To undertake training activities focused on characterizing and mapping slums and to publish and disseminate an appropriate Guide on the subject;

5. To produce didactic material and to undertake training activities for local staff targeted at the management and implementation of different aspects of major housing and slum upgrading developments;
6. To introduce training activities concerned with the slum upgrading and prevention programmes for councillors from the Local Social Housing Councils (or similar).

## Technical Assistance

### **Tripartite Partnership with Mozambique**

*Summary:* Support for upgrading the area of Chamanculo C, within the context of the global strategy for re-ordering and upgrading informal settlements in the municipality of Maputo, Mozambique. The Cities Alliance will provide support to a technical assistance project involving the Brazilian Government, through the Ministry of Cities, the Italian Government and the Government of Mozambique, under the aegis of a recently-signed trilateral cooperation agreement. A Technical Cooperation Mission visited Maputo in October 2008 comprising representatives of the Brazilian and Italian Governments and the Cities Alliance. As a result of this mission, and still at the project design stage, a Concept Paper was prepared containing the draft intervention lines of the project. Subsequently, in May 2009, a technical visit to Brazil by a team from the Maputo Municipal Council took place.

*Proponent:* Maputo Prefecture, Mozambique

*Support:* Brazilian Government, Italian Government and the World Bank

*Estimated timescale:* 2 years (2010/2011)

## Advocacy

### **Publications**

- Brazil State of the Cities Report;
- Lessons and Policy Recommendations derived from Slum Upgrading Programmes in Brazil. IADB/ Cities Alliance/MCities/CAIXA;

- A publication to commemorate the first 10 years of the Cities Alliance emphasizing the partnership between Brazil and the Alliance;
- A publication on the Cities Statute, in Portuguese and translated into different languages (English, French, Spanish, Arabic and Chinese);

### **5<sup>th</sup> World Urban Forum 2010**

A variety of activities in support of the 5th International Urban Forum to be held in Rio de Janeiro in 2010.

### **International Meeting on Metropolitan Management– Belo Horizonte, 2009**

*Summary:* Support for the International Meeting on Metropolitan Management, organized by the Minas Gerais State Government, to be held in November 2009 in Belo Horizonte. The Cities Alliance and the Ministry of Cities have provided support to the Minas Gerais State Government for implementing actions in support of the Metropolitan Pact in the context of future economic development and poverty reduction in the Belo Horizonte Metropolitan Region.

### **Contribution to the action strategies of the IBSA working group on human settlements in partnership with the World Bank Institute.**

*Summary:* Ongoing activities related to the exchange of experiences between India, Brazil and South Africa regarding social housing and slums, taking particular account of the multidisciplinary aspects of housing policy in these three countries - institutional architecture, construction techniques, urban planning questions, financing, community development, social work etc. The main objective of the support provided by the Cities Alliance for activities developed under the aegis of IBSA is to consolidate the interactive relationship between the three countries over the long-term and thereby to strengthen the housing policies of these three countries and to be well-placed to offer inputs to other countries in Africa, Asia and Latin America

### **Support for developing ongoing cooperation with African countries to enable them to undertake slum upgrading and prevention actions**

*Summary:* Ongoing activities involving the exchange of experiences between Brazil and African countries, particularly the Portuguese-speaking countries of the continent, on the subject of upgrading and prevention of precarious settlements. Regardless of their different histories, Brazil and the African countries that were colonized by Portugal possess a variety of common features and share similar challenges. Brazil's recent experience with the PAC and MCMV programmes could serve as a basis for assisting these African countries to develop policies aimed at slum upgrading and prevention.



Programme Support

**Co-funding the Cities Alliance Project Office at the University of São Paulo**

*Summary:* In the course of its seven-year operation the local Cities Alliance office in São Paulo has proved to be an important tool for supporting, overseeing and documenting the implementation of Cities Alliance activities in Brazil.

*Estimated timescale:* 2010/2011

OTHER ARRANGEMENTS

11. The Work Programme schedule is the result of a consensus reached by the signatory members to the agreement, in consultation with all Cities Alliance members engaged in activities in the urban sector in Brazil.
12. The parties shall meet at least once a year with the local representatives of the other Cities Alliance members engaged in activities in Brazil with the purpose of preparing a periodic assessment of the progress and outcomes of the Work Programme and to recommend, wherever appropriate, extending the activities to be undertaken under the Joint Work Programme for the subsequent period.
15. The signatory parties hereby express their concurrence to this Joint Work Programme.

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**Inês Magalhães**  
National Secretary for Housing  
Ministry of Cities – Brazil



**William Cobbett**  
Manager  
Cities Alliance