

## **Preliminary Analysis of the New Urban Agenda: The Brazil Case Study**

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**Abstract:** The following analytical exercise wants to provide the reader with a brief introduction into the New Urban Agenda, an international guideline elaborated by UN-Habitat and agreed by all UN member countries, including Brazil. It should offer a broad overview about the context of the document, how the agenda is structured, what the principal appeals for action are, what the interconnections with other international guidelines are, how the agenda should be implemented on the regional & national level as well as what the UN-Habitat wants to achieve with it. The study will subsequently present exemplary the challenges to institutionalize the New Urban Agenda in general, and specifically in the context of Brazilian metropolitan. The information obtained

in this text was contextualized for the territory of the metropolitan region of Porto Alegre / RS, focusing on the approach of sustainable urban development based on the relations between the rural and the urban and the challenges faced by the metropolis of Rio Grande do Sul. The research indicates that the institutional arrangements for metropolitan governance in Brazil do not yet have several structural elements for the application of the guidelines proposed by the NAU, thus hampering the advancement of urban development policies in the country.

**Keywords:** New Urban Agenda; UN-Habitat; International Urban Guidelines; Sustainable Urban Development; Urban Planning.

**Resumo:** Este exercício analítico pretende apresentar uma breve introdução à Nova Agenda Urbana - NAU, um documento internacional que traz uma série de diretrizes elaboradas pela ONU-Habitat, assinado por todos os países membros da ONU, incluindo o Brasil. Para isso, é exposta uma visão geral sobre o contexto do documento, como a agenda está estruturada, quais são os principais apelos à sua execução, quais são as interconexões com outras diretrizes internacionais, como a agenda deve ser implementada em nível regional e nacional, bem como o que a ONU-Habitat pretende alcançar com ele. O estudo apresenta em seguida os desafios gerais para a institucionalização da NAU e, especificamente no contexto metropolitano brasileiro. As informações obtidas neste texto foram contextualizadas para o território da região metropolitana de Porto Alegre/RS focando na abordagem do desenvolvimento urbano sustentável a partir das relações entre o rural e o urbano e os desafios enfrentados pela metrópole gaúcha. A pesquisa indica que os arranjos institucionais de governança metropolitanas no Brasil ainda não possuem diversos elementos estruturais para a aplicação das diretrizes propostas pela NAU dificultando assim, o avanço das políticas de desenvolvimento urbano no país.

**Palavras-chave:** Nova Agenda Urbana; ONU-Habitat; Diretrizes Urbanas Internacionais; Desenvolvimento Urbano Sustentável; Planejamento urbano.

## INTRODUCTION

Due to the rapid and uncontrolled growth of global urbanization in the second half of the twentieth century and the consequent degradation of the quality of life, especially in large urban centres, the global community was confronted with broad new challenges, which raised a number of issues, among others housing, infrastructure, basic sanitation and environment. This fact alerted a group of 30 people (scientists, educators, economists, civil servants) who, representing 10 countries, met at the *Accademia dei Lincei* in Rome, originating the Club of Rome.

The concerns of the Club of Rome were then expressed in the United Nations General Conferences and Forums, which confirmed a need to reflect on these changes and new challenges on a global platform, which resulted in a 1976 conference exclusively dedicated to human settlements, the Habitat I Conference on Housing and Sustainable Urban Development in Vancouver. Subsequently, a new United Nations Human Settlements Program (UN-Habitat), a specialized United Nations (UN) agency dedicated to promoting more socially and environmentally sustainable cities, was founded in 1978 so that all its residents have adequate shelter. The following Habitat II conferences in Istanbul (1996) and Habitat III in Quito (2016), in addition to the World Urban Forums (WUF), which were set up in 2001 by the UN and have been held every two years, focused on the rapid urbanization and its impact in communities, cities, economies, climate change and politics.

As a preparation for the Habitat III conference, the member countries, including Brazil<sup>1</sup>, elaborated national and regional reports to provide evidence-based knowledge on the implementation of the global state of urbanization and the Habitat Agenda. These reports comprised good practices and tools, both at

<sup>1</sup> IPEA, 2016

the policy and intervention levels. In addition, 22 issue papers were elaborated through a collaborative exercise of over 100 urban experts, coordinated by the Habitat III Secretariat, to address research areas and highlighted general findings (Habitat III, 2019). The issue papers covered six thematic areas: 1. Social Cohesion and Equity – Livable Cities, 2. Urban Framework, 3. Spatial Development, 4. Urban Economy, 5. Urban Ecology and Environment, and 6. Urban Housing and Basic Services. All papers were finally compiled into a summary report, to provide background and knowledge, highlighting key challenges, and recommendations on the most significant urban topics taken into consideration within the Habitat III preparatory process. The report served as a basis for the discussions of the conference and was a departing point for the work of the Habitat III Policy Units to elaborate a “New Urban Agenda”.

The first objective and result of the conference in Quito were that all UN members agreed on the recent elaborated New Urban Agenda (NUA), which should serve as a standard to urbanization in the subsequent years 2016-2036, a guideline for spatial and social organization. It was adopted on 20 October 2016 during the conference and endorsed by the United Nations General Assembly at its sixty-eighth plenary meeting of the seventy-first session on 23 December 2016. According to the committee, the NUA represents a shared vision for a better and more sustainable future. “If well-planned and well-managed, urbanization can be a powerful tool for sustainable development for both developing and developed countries” (United Nations, 2017a).

The agenda has several references related to UN agreements, such as the Rio Declaration on Environment and Development (1992), the Millennium Development Goals (2000), which were updated in the Sustainable Development Objectives (2015) with Agenda 2030, the Sendai Framework for Disaster Risk Reduction (2015), the Paris Agreement on Climate Change (2015), and others.

Therefore, the discussion proposed in this article is motivated by understanding the elements addressed by the New Urban Agenda and relating them to the challenges for the implementation of the document's guidelines in Brazil. For this, the analysis sought to understand the potential and challenges for the implementation of the document in the Brazilian metropolitan context. This study aims to assimilate the main issues for urban development in Brazil and to understand how the articulation of normative instruments are applied in the metropolitan urban territory. The analysis proposed here further evaluates, more specifically, the guidelines for sustainable urban development based on the discussion of the relationship between the rural and the urban in the metropolitan region of Porto Alegre/RS. The perspective of urban development based on the relations established between the countryside and the city is one of the points raised by the agenda.

## **2. THE NEW URBAN AGENDA DOCUMENT**

### **2.1 How is the New Urban Agenda structured?**

The official document, which is translated into 30 languages, contains a foreword of Dr. Joan Clos, Secretary-General of the Habitat III conference, 175 paragraphs about the NUA, acknowledgments and the Habitat III Roadmap.

The NUA itself is structured into two main parts. The first is named "Quito Declaration on Sustainable Cities and Human Settlements for All" and contains 22 paragraphs with the contextualization, objective, vision, principles, commitments, and call for action of the NUA. It provides the background of the NUA and highlights the main challenges of the future: housing, infrastructure, basic services, food security, health, education, decent jobs, safety, and natural resources, among others. The main objectives of the NUA are: to end poverty and hunger in all its forms and dimensions; reduce inequalities; promote

sustained, inclusive and sustainable economic growth; achieve gender equality and the empowerment of all women and girls in order to fully harness their vital contribution to sustainable development; improve human health and wellbeing; foster resilience; and protect the environment.

The vision of the agenda is to provide just, safe, healthy, accessible, affordable, resilient and sustainable cities and human settlements, or in other words, a “cities for all”. This implies the right and access of each citizen to adequate housing, water, and sanitation, public goods and services, food security and nutrition, health, education, infrastructure, mobility and transport, energy, air quality and livelihoods. The commitment of the agenda comprises an urban paradigm shift regarding how to plan, finance, develop, govern and manage cities and human settlements, including developing and implementing urban policies, strengthening urban governance, reinvigorating long-term and integrated urban and territorial planning and design, and supporting effective, innovative and sustainable financing frameworks and instruments. The call for action invokes all countries with their national, subnational and local governments to implement the agenda at the regional and global levels, considering different national realities, capacities and levels of development, and respecting national legislation and practices, as well as policies and priorities.

The second part called “Quito Implementation Plan for the New Urban Agenda” consists of 153 paragraphs about the effective implementation, follow-up, and review of the agenda. The agenda highlights three areas of implementation: (1) Sustainable urban development for social inclusion and ending poverty; (2) Sustainable and inclusive urban prosperity and opportunities for all; and (3) Environmentally sustainable and resilient urban development.

Samples were named like eradicating poverty, respect human rights, strengthening governments, promoting housing policies, employment, education, health-care and social integration sectors, equitable and affordable access to

physical and social infrastructure, leveraging of natural and cultural heritage, participation in decision-making, planning and follow-up processes, support local economic development, strengthening sustainable transport and mobility, encourage spatial development strategies, the generation and use of renewable energy, adopting a smart-city approach, ensure sustainable consumption and production patterns, strengthening the sustainable management of resources, promoting environmentally consolidated waste management, reduce vulnerabilities and risk, as well as climate change adaptation and mitigation.

The national political stakeholders (like the Ministries of Cities) are requested to coordinate their urban and rural development strategies and programmes to apply an integrated approach to sustainable urbanization for the effective implementation of the NUA to establishing a supportive framework, anchor the effective implementation in inclusive, implementable and participatory urban policies, foster stronger coordination and cooperation among national, subnational and local governments, and support local governments in determining their own administrative and management structures under the umbrella of “integrated planning”.

The suggested planning and managing of urban spatial development promote planned urban extensions and infill, support the provision of well-designed networks of safe, accessible, green and quality streets and other public spaces, improve capacity building for urban planners, integrate inclusive measures for urban safety and the prevention of crime and violence, incorporating participatory planning, developing and using basic land inventory information, upgrading and prevention of slums and informal settlements, promote the development of adequate and enforceable regulations in the housing sector, integrating transport and mobility plans into overall urban and territorial plans, ensure universal access to affordable, reliable and modern energy services by promoting energy efficiency and sustainable renewable energy, support access to

sustainable waste management systems, and the leveraging of cultural heritage.

## **2.2 What are the interconnections with other international guidelines like the SDG?**

The NUA account of the milestone previously achievements till 2015, in particular the 2030 Agenda for Sustainable Development<sup>2</sup> including the Sustainable Development Goals (SDG), the Addis Ababa Action Agenda of the Third International Conference on Financing for Development<sup>3</sup>, the Paris Agreement adopted under the United Nations Framework Convention on Climate Change<sup>4</sup>, the Sendai Framework for Disaster Risk Reduction 2015-2030<sup>5</sup>, the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014-2024<sup>6</sup>, the SIDS Accelerated Modalities of Action (SAMOA) Pathway<sup>7</sup> and the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020<sup>8</sup>.

The NUA also takes account of the Rio Declaration on Environment and Development<sup>9</sup>, the World Summit on Sustainable Development, the World Summit for Social Development, the Programme of Action of the International Conference on Population and Development<sup>10</sup>, the Beijing Platform for Action<sup>11</sup>, the United Nations Conference on Sustainable Development and the follow-up to these conferences.

<sup>2</sup> Resolution 70/1

<sup>3</sup> Resolution 69/313, annex

<sup>4</sup> FCCC/CP/2015/10/Add.1, decision 1/CP.21, annex

<sup>5</sup> Resolution 69/283, annex II

<sup>6</sup> Resolution 69/137, annex II

<sup>7</sup> Resolution 69/15, annex

<sup>8</sup> Report of the Fourth United Nations Conference on the Least <sup>9</sup> Developed Countries, Istanbul, Turkey, 9-13 May 2011 (A/CONF.219/7), chap. II

<sup>9</sup> Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex I

<sup>10</sup> Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

<sup>11</sup> Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995 (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.



The agenda specifically stresses and reaffirms twice the commitments on means, linkages with the follow-up to and review of the 2030 Agenda for Sustainable Development to ensure coordination and coherence in their implementation. And this is not only confined to the SDG Goal number 11, which merely highlights the strong connection between the two international agendas. In total there are 178 topic links and overlaps of the NUA with 15 of the 17 SDGs (see table 6).

Table 1: Congruence between NUA and SDG in urban issues

HABITAT III		Sustainable Development Goals (SDG)															
AREAS	ISSUE PAPERS	1	2	3	4	5	6	7	8	9	10	11	12	13	15	16	
1. Social Cohesion and Equity – Livable Cities	Inclusive cities	X			X	X	X		X	X	X	X				X	
	Migration and Refugees in Urban Areas	X	X	X	X	X				X	X	X				X	
	Safer Cities			X		X	X					X				X	
	Urban Culture and Heritage	X			X	X				X	X	X			X	X	
2. Urban Framework	Urban Rules and Legislation	X										X	X	X	X	X	
	Urban Governance	X				X						X	X	X	X		
	Municipal Finance	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
3. Spatial Development	Urban and Spatial Planning and Design	X	X	X			X			X	X	X	X	X	X	X	
	Urban Land											X	X	X	X		
	Urban-rural linkages	X	X	X						X	X	X		X	X		
	Public Space			X		X				X		X		X		X	
4. Urban Economy	Local Economic Development	X	X		X			X	X	X		X	X	X			
	Jobs and Livelihoods	X	X		X	X			X	X	X	X	X	X		X	
	Informal Sector	X	X		X	X			X	X	X	X	X	X		X	
5. Urban Ecology and Environment	Urban Resilience		X				X			X	X	X	X	X	X		
	Urban Ecosystems and Resource Management										X	X	X	X	X		
	Cities and Climate Change and Disaster Risk Management			X			X	X			X	X	X	X	X	X	
6. Urban Housing and Basic Services	Urban Infrastructure and Basic Services, including energy						X	X		X	X	X	X	X			
	Transport and Mobility			X	X	X		X		X				X			
	Housing			X	X	X	X	X			X	X		X	X		
	Smart Cities				X					X	X	X	X	X	X	X	
	Informal Settlements		X		X	X	X				X	X		X	X		
Number of overlapping topics.		10	9	9	11	12	9	6	5	14	15	22	13	18	13	12	

Source: SANTOS, 2018.

### **2.3 How will the New Urban Agenda be implemented on the regional & national level**

The Regional Action Plan for the Implementation of the New Urban Agenda in Latin America and the Caribbean (RAP) seeks to be the regional expression of the New Urban Agenda and provide policy-making, setting out potential actions and interventions as well as relevant and priority policy guidance for all Latin American and Caribbean countries. It provides the NUA with regional context regarding the special needs and challenges within Latin America. The RAP provisions a shift towards a new urban paradigm that distinguishes the city as a macro-level public good, where the economic, social, cultural and environmental rights of all are guaranteed. The report consists of an introduction about Habitat I-III and regional opportunities and challenges, the regional action plan for the implementation (background, objectives and methodology), strategic framework including the global agreements/agendas, vision and mission for sustainable development in the region, city functions and cross-cutting perspectives, guiding principles and key strategic outcomes. Consecutively, the six action areas (national urban policies, urban legal frameworks, urban and territorial planning, and design, urban economy and municipal finances, local implementation, and monitoring, reporting and revision mechanisms) are elaborated, followed by the next steps towards implementation and monitoring.

Subsequently, the suggested regional action areas have to be broken down towards federal activities by the national governments and disseminated countrywide to the metropolitan and municipality level. All participating countries are invited to inform the General Assembly by means of a national report about the national implementation progress of the NUA. The report will respond to local, subnational and national circumstances and legislation, capacities, needs, and priorities.

## **2.4 What wants the UN-Habitat to achieve with the New Urban Agenda**

Regarding the follow-up and review of the implementation, the agenda wants to strengthen data and statistical capacities to effectively monitor progress achieved and promote evidence-based governance, using both globally comparable as well as locally generated data. The follow-up and review of the NUA should occur voluntary, country-led, open, inclusive, multilevel, participatory and transparent. The progress of the implementation should be reported to the General Assembly of the UN every four years, with the first report to be submitted in 2021. The report will provide a qualitative and quantitative analysis of the progress made and internationally agreed goals and targets relevant to sustainable urbanization and human settlements. It will be based on the activities of national, subnational and local governments as well as relevant stakeholders. In 2026, the General Assembly should take stock of the progress made and challenges faced in the implementation of the New Urban Agenda since its adoption. With this balance further steps till the horizon in 2036 should be identified to steer the process and guarantee the successful implementation till the following Habitat IV conference.

The main objective of the UN-Habitat with the NUA is to enhance its effectiveness, efficiency, accountability, and oversight. In this regard, the UN agency wants to analyse the normative and operational mandate of UN-Habitat, the governance structure of UN-Habitat for more effective, accountable and transparent decision-making, considering alternatives, including universalization of the membership of its Governing Council, the work of UN-Habitat with national, subnational and local governments and with relevant stakeholders in order to tap the full potential of partnerships, and the financial capability of UN-Habitat.

**3. HOW DOES THE AGENDA APPROACH URBAN CHALLENGES: MAIN POINTS**

**3.1 The analytical levels**

The current urban challenges are found in several descriptive typologies of cities and urban sprawl can be analyzed from a functional, bioclimatic, economical, sociological, to skeptical, affective, symbolical, or esthetical point of view. The NUA tries to approach the urban challenges from all angles simultaneously through its introducing values of a holistic and sustainable urban development.

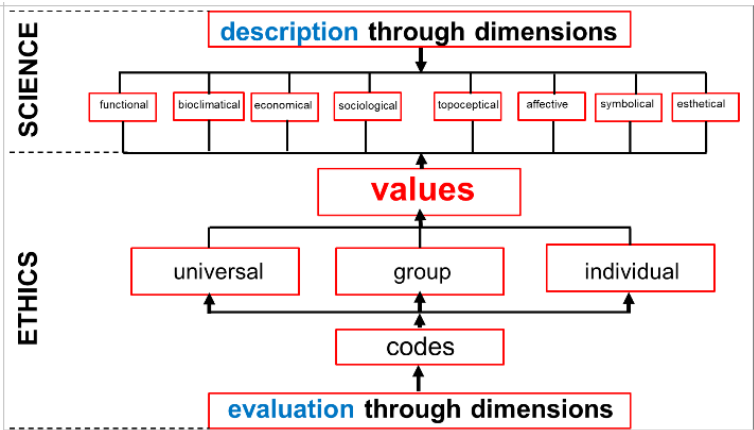


Figure 1 - The analytic levels. Source: Holanda. (2019)

For the successful implementation and to reach the new values introduces by the NUA, it requires the mutual ethical and scientific approach as mentioned by Holland (2019), via description and evaluation through dimensions.

Exemplarily, it can be illustrated on the basis of three prominent topics: public space, the right to the city and the architectural capital, and the attempt of the NUA, to mitigate these challenges.

### 3.2 Public space

As Harari (2014) stated, “Homo sapiens is primarily a social animal. Social cooperation is our key for survival and reproduction.” and for Leroi-Gourhan (1990) “the human fact par excellence is perhaps less the creation of the instrument than the domestication of time and space, that is, the creation of a human time and space”.

According to Dennett (2017), understanding of Darwinian space becomes only possible by “the very recent arrival of a new kind of evolutionary repeater - culturally transmitted informational entities”. He sees the natural evolution developing through the three dimensions of comprehension, bottom-up versus top-down processes and random versus direct search, towards a desirable intelligent design, alike reached by the masterpieces elaborated by Picasso, Bach, Gaudi, Turing or Einstein.

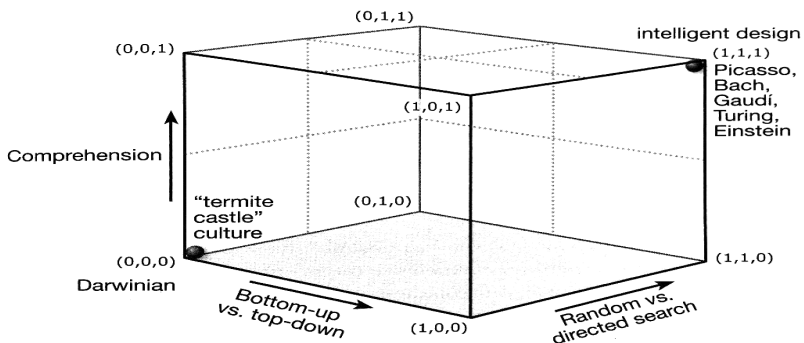


Figure 2 - Darwinian space. Source: Dennett (2017)

Holanda (2019) developed Dennett’s concept of Darwinian space and the approach towards “intelligent design” a bit further and transfers it into the architectural sphere of “formality” towards “urbanity”. He links the three

dimensions of small versus big, separated versus united and uniform versus divers to reach a tangible definition of urban space.

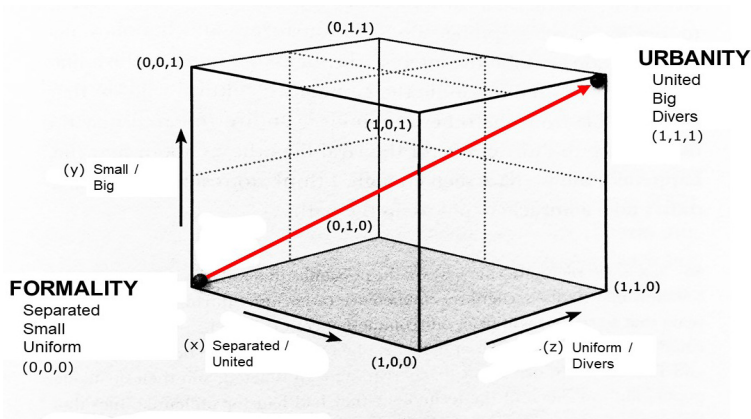


Figure 3 - Urban space. Source: Holanda (2019)

According to Holanda (2019), “societies exist along the interval of formality and urbanity”. He identifies in the form-space of urbanity small open spaces, richly fed spacious entries, the ambiguity between inside and outside as well as local and global dialectic - neither the labyrinth nor the desert. In society, urbanity would, therefore, be a synonym for continuity - like large groups of “unequal”, continuous trading roles, social mobility and more equality.

In this regard, the NUA prepossess a similar point of view and tries to mitigate public form-space and social disparity. The agenda incentives in paragraph 13 (b)

*[...] safe, inclusive, accessible, green and quality public spaces friendly for families, enhance social and intergenerational interactions, cultural expressions and political participation, as appropriate, and foster social cohesion, inclusion and safety in peaceful and pluralistic societies, where the needs of all inhabitants are met, recognizing the specific needs of those in vulnerable situations.*

### 3.3 Right to the city

Another topic is the social connectivity and balance, as stated in the New Charter of Athens, elaborated by the European Council of Town Planner (2003). “The future welfare of humanity requires people to be considered both as individuals, with specific freedoms of choice to be maintained, but also as communities connected to society as a whole.” The charter refers therefore to the “needs, rights and duties of various cultural groups and of individual citizens” and appeals for the right to the city.

Martins, Oliveira, and Patitucci (2016) identified a similar correlation between the society and the city, and the need to include for example slums and informal settlements into the urban setting, to “universalize” the access to the city. This is indirectly stated in several constitutions, and in the Brazilian case, explicitly demanded in the City Statue and the law 11.977/2009 about the “My House My Life” program. Therefore, to develop a city for all implies to form an active society, conscious of its rights of the daily use of their public spaces, based on equal opportunities.

Also, the NUA shares the same vision of cities for all and tries to reinforce the right to the city in paragraph 11, where it refers to

*[...] the equal use and enjoyment of cities and human settlements, seeking to promote inclusivity and ensure that all inhabitants, of present and future generations, without discrimination of any kind, are able to inhabit and produce just, safe, healthy, accessible, affordable, resilient and sustainable cities and human settlements to foster prosperity and quality of life for all.*

The agenda wants to persuade national and local governments to implement the right to the city in their legislation, political declarations and charters to achieve a more socially balanced society.

### 3.4 Architectural capital

Another urban challenge is the preservation of tangible cultural heritage and architectural capital. Or as Rio (1997) named it, “the soul of the street”, which might tell the story of the evolution of an entire city. In this regard, it is extraneous if the architectural capital is of symbolic or aesthetic nature. According to Cartaxo (2005), the destruction of cultural and natural heritage due to the fast special and demographic growth, which overloads the urban infrastructure, produces segregated cities and comes with high social costs. Therefore, heritage plays a key role in rehabilitating and revitalizing urban areas, strengthening social participation and the exercise of citizenship.

In this context, the NUA attempts to promote and preserve socio-spatial structures and architectural capital, as stated in paragraph 124f., by including

*[...] culture as a priority component of urban plans and strategies in the adoption of planning instruments. [...] support the leveraging of cultural heritage for sustainable urban development and [...] promote innovative and sustainable use of architectural monuments and sites, with the intention of value creation, through respectful restoration and adaptation.*

### 3.5 Overcoming urban challenges

As highlighted in the previous subchapters, all kinds of cities and settlements are confronted with urban challenges on multiple levels. The unstructured growth and concomitant urban sprawl are not only since the last century one of the main tasks of human mankind. The NUA tries to mitigate these challenges, structure the irreversible process and highlight steps and procedures towards a more sustainable urban development. However, the agenda can't be seen as



a standalone directive to be implemented on a political level. To preserve and enhance the urban values, the challenges have to be tackled on different levels and scales, simultaneously through scientific and ethnic dimensions. Apart from the political commitment of the public sector, the private sector and civil society have to be involved in a successful implementation. Though to increase the participation of these sectors, broad dissemination of the urban guideline, extensive education and training are required.

In addition, the urban agenda must be located in the context of other international directrices. To successfully overcome the urban challenges, the joint forces of other development driving forces are required. Representatively can be named the SDG target 17 “Strengthen the means of implementation and revitalize the global partnership for sustainable development”, through the use of technology, capacity-building, policy and institutional coherence, multi-stakeholder partnerships, monitoring, and mutual accountability. Just with a holistic approach, the current uncontrolled growth of global urbanization can be transformed into prosperous cohabitation for future generations.

### **3.6 Urban-Rural Linkages**

The document also emphasizes the importance of directing efforts towards sustainable urban development and, among the guidelines that point to this path, towards an approach based on urban-rural connections.

The challenge is to continue to deepen, in the context of the New Urban Agenda, policies that strengthen complementarities between urban and rural environments and deepen the expansion process, in the latter, of physical and social infrastructure, as well as urban equipment and services, eliminating the anachronistic view of the rural as a synonym for backwardness and duality between rural and urban.

The most current and synthetic UN/Habitat document and based on the Agenda's guidelines, *Implementing the new Urban agenda by strengthening Urban-rural linkages* (2017c), reinforces, in several points, that the rural-urban connection, be it the connection itself, either the concern in not forgetting the rural and its environmental and food relationship. The document also points out that already in the Habitat of 1976 it was emphasized that villages and cities should be treated as the two ends of the human settlement continuum, becoming clear the affiliation to the continuum in opposition to the rural-urban dichotomy. To make it clearer, in the introduction to the document, page 4, the following statements are presented:

*This publication on Urban-Rural Linkages reaffirms that the discourse on urbanization must depart from the traditional and outdated dichotomy of urban and rural; in order for urban and rural areas to be sustainable they must develop in tandem, inequalities must be reduced and the development gap bridged. Urban and rural spaces are inextricably linked economically, socially and environmentally and cannot be adequately dealt with in isolation from one another. Recognizing this urban-rural continuum also highlights how partnerships, collaboration and unity in action can yield dividends for all people, regardless of age, gender or whether they live in urban or rural areas.*

## **4. BRAZIL AND A NEW URBAN AGENDA**

### **4.1 Urban and metropolitan planning policies in Brazil**

The transformations occurring in Brazilian cities, when accompanied by planning and urban territorial studies, show that urban spaces have in their places criteria for the zoning of urban perimeters. That said, things related to

urban planning and, consequently, to metropolitan planning in Brazil, become important in the strategy of elaborating instruments that make it possible to direct expression of spaces.

Costa *et al.* (2010) point out that the rapidity and complex form of the transformations that occurred in Brazilian cities in recent years turn any planning and territorial management initiatives into a major challenge. After the approval of the City Statute in 2001, municipalities made progress in drafting the master plans as the main articulation tool for urban sectorial policies, and more recently in 2015, with the approval of the Metropolis Statute, Brazil also institutionalized guidelines for metropolitan areas.

The federal law that enacted the City Statute (EC) in 2001 is internationally recognized as a model of urban policy to follow, a fact that led Brazil to be included in the UN-Habitat honor roll in 2006 (Fernandes, 2013).

The current Brazilian urban policy is the result of intense debate of several sectors of society for the implementation of urban planning policies appropriate to the problems of cities in the country. Such discussions have been held since the first Habitat Conference held in 1976 in Canada.

With regard to effects, previous Habitat conferences were of fundamental importance in shifting the global approach to urban issues. The global agendas emerging from the conferences influenced the affirmation of rights and the implementation of public policies for the construction of fairer cities. Galindo and Monteiro (2016, p.26) say that:

In Brazil, the effects of Habitat II can be perceived in the perspective of urban perspectives. A significant example was the adoption of Constitutional Amendment (EC) No. 26 of 2000<sup>12</sup>, approximately four years after the

<sup>12</sup> Available in: <<http://goo.gl/AJXjWI>>.

conference, which included the right to housing among the rights expressed in the Federal Constitution of 1988 (Article 6)<sup>13</sup>. This legislative change, two effects stand out: the right to housing becomes a fundamental right, and therefore has to be effective for all, and starts to form the role of the guiding rights of all Brazilian state legislations and policies.

Galindo and Monteiro (2016) say that another formalized national legal framework post-Habitat II was the Statute of the City, which brings in its core a series of advances, obligations to public managers and explicitly the right to a sustainable city, although with a restricted restriction on access to basic services.

Despite the advances presented by the Brazilian post-EC guidelines, one of the central problems for urban planning is the composition of a sectoral policy model detached from the territorial pattern that characterizes the Brazilian urban model (Algebaile, 2008). There is, for example, a structural misalignment regarding land use in Brazilian cities and the application of the directives proposed in the municipal Master Plans (PDs), as well as experiences of a social sectorial policy that predominates over the national territory management, materializing in 60% of the PDs, but they are not linked to land policies capable of granting access to land and a housing policy with good urban insertion. This logic is replicated, for example, in the experiences of private and public enterprises such as the urban infrastructure investments of the Growth Acceleration Program (PAC) and the Minha Casa, Minha Vida Program (PMCMV)

However, Brazil also has very significant challenges regarding metropolitan territorial planning. To better understand the link between, it is necessary to remember the different legal processes that cover the institutional

<sup>13</sup> Available in: <<http://goo.gl/A7Vw8n>>.

metropolization that occurred in the last thirty years after the promulgation of the Federal Constitution of 1988 (CF/1988) and culminating in the proliferation of metropolitan regions (MR) throughout the national territory (COSTA, MATTEO, and BALBIN, 2010).

It is important to point out that the phenomenon of institutional metropolization is not accompanied by the historical process that expresses “the structure, the form and the socio-spatial dynamics and assumes some particular features in capitalism” (Costa, Matteo and Balbim, 2010, 642). Thus, it can be seen that this process of recent metropolization in Brazil<sup>14</sup> can not be understood by the strict sense of the manifestation of the classical metropolization process, constituted and characterized by integration with the core city, configuring an expanded territory that shares functions of common interest. Faced with this, authors Costa, Matteo, and Balbim (2010: 642) add that:

*[...] in Brazil, this discrepancy between the recognition of a metropolis - that is, the identification and characterization of the process of metropolization - and the institution of an RM has been deepened, since the changes brought by CF/1988. The Brazilian metropolises, especially those defined as such in the 1970s, have their RM status coupled with the historical process that led to the production of the metropolitan space.*

Given the particularity of the Brazilian metropolitan process of thinking about the construction of a federal metropolitan policy that goes beyond the simple combination of municipal urban policies, it is necessary to work on the

<sup>14</sup> With the exception of the first nine Brazilian MRs (Belém, Curitiba, Manaus, Porto Alegre, Fortaleza, Rio de Janeiro, Recife, Salvador and São Paulo), instituted by Federal Law No. 14/1973 in the 1970s, the other 74 MRs and Regions (RIDES) in 2018, were established by their home states based on CF / 1988.

articulation of plans, policies, and systems. One cannot detach itself from the regional policy, nor from the policy of territorial planning for the construction of stable metropolitan arrangements. It is also necessary to overcome the practice of the “transfer desk” of the federal government for sectoral programs.

In the institutional sphere, there have been important advances in the last years, especially in regards to the Federal Law 13,089/2015, which establishes the Metropolis Statute (MS) and arises with the purpose of directing the common planning of MRs and urban agglomerations instituted by the states.

### **The Brazilian preparatory process for HABITAT III**

As previously stated, in October 2016, the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) took place in Quito, Ecuador. The participation of Brazil took place through the preparation of the Brazilian Report<sup>15</sup>, which highlighted the elaboration of policies to face the challenges common to the urban spaces of the country. Consequently, after the HABITAT III conference, Brazil officially adopted the New Urban Agenda, like most other countries. The signed document guides the implementation of strategies for sustainable urbanization for the next 20 years. Galindo and Monteiro (2015, p. 25) explain about this:

*Administratively, the partnership was established externally by a decentralized execution term and internally through a research project allocated in the work plan of the Directorate of Regional, Urban and Environmental Studies and Policies (Dirur) of Ipea. In*

<sup>15</sup> Within the Member States, national reports were initially requested with the analysis of the last twenty years, also pointing out guidelines for the next twenty. In Brazil, Ipea, at the invitation of the Council of Cities of the Ministry of Cities (ConCidades / MCidades), was responsible for reporting the Brazilian document, pursuant to Administrative Resolution No. 29, dated July 25, 2014. (IPEA, 2016).

*addition to the products already completed with the national report, monitored and organized events and various publications, Ipea is currently working on a new document together with ConCidades to guide the discussion of the new urban agenda.*

The development of research tools and the drafting of the Brazilian report for the conference were activities developed by the Institute of Applied Economic Research (IPEA), which accepted the invitation of the National Council of Cities (ConCidades) to be rapporteur of the document, based on principles, activities and information defined in a plural way in a working group (WG) established by the Administrative Resolution No. 29 of July 25, 2014.

The report's production noted from the recommendations of the United Nations to take place in a participatory manner and cover the most diverse institutional levels. These recommendations were ensured through the institution and participation of the WG, through discussions under the supervision of ConCidades, based on information and direct contributions from civil society organizations and local governments, as well as via a social participation platform<sup>16</sup>, in addition to other actions put into practice during the whole process, started in September 2014.

The preparation of the Brazilian report was important to measure progress and assess the need to expand urban sectoral policies for post-Quito. As part of this preparation, Brazil has shown itself to be a protagonist in the discourse on urban development in Latin America. But structurally, it needs to move on a large scale to change the paradigm in which it is today. Finally, according to the Brazilian report (IPEA, 2016 p. 24):

*To transform this reality, financial investments are necessary; a civil society organized and mobilized for fairer and more inclu-*

<sup>16</sup> [www.participa.org.br/habitat](http://www.participa.org.br/habitat)

*sive cities; political commitments of national, state and municipal governments; greater democratization and access to the Judiciary; and increased capacity and quality of public administrators and government agencies.*

Brazil prepared for the conference in a participatory and inclusive way since it is understood that the urban question requires engagement and partnership between the three levels of government and society. This political commitment was fundamental for the construction of solutions and strategies that guide the country in overcoming its problems, in order to build a just, more egalitarian, economical and environmentally sustainable society.

In regards to effects, previous Habitat conferences were of fundamental importance in shifting the global approach to urban issues. The global agendas stemming from the conferences influenced the affirmation of rights and the implementation of public policies for the construction of fairer cities.

#### **4.2 The urban planning policies in Brazil and the adaption to the New Urban Agenda**

In 1996, at Habitat II in Istanbul, urbanization came to be seen as an opportunity, and cities as vectors of development. The Istanbul Conference was fundamental for the international recognition of the right to housing and influenced important milestones in Brazil, such as the approval of the City Statute (2001), the creation of the Ministry of Cities (2003) and then the Council of Cities (2004).

According to the Brazilian Report for HABITAT III (Ipea, 2016), from then on, the Brazilian government developed policies to meet the challenges of our cities, by setting public targets and massive investments in the basic sanitation and urban mobility, and the expansion of housing policies led by the Minha Casa, Minha Vida (MCMV) Program since 2009.



According to Marguti, Pinto et al (2018), important normative references were approved within the framework of the extinct ConCidades and the cycle of national conferences, such as the National Policy of Urban Development (PNDU); the construction of the National System of Urban Development (SNDU); the creation of the Policy for the Prevention and Mediation of Urban Land Conflicts; as well as the attempt to integrate urban development policies into the MCMV program.

In spite of the normative advances, it must be noted, however, that these references still need to be made effective. With the establishment of the City Statute, the master plan gained greater centrality and became the main instrument for city planning. Contrary to the technocratic and centralizing aspect that historically marked the drawing up of executive plans, after the City Statute, the master plan began to contemplate, in its construction, the democratic participation.

Among the issues addressed in the national report suggested by the issue papers or summarized in the ten policy papers, one can say that the greatest advance that Brazil has had in the last twenty years in the urban development was the legal frameworks and institutions created. Gallindo and Monteiro (2016: 29) point out that:

*Although not guaranteeing the effectiveness of policies, the norms established in the period allowed the creation of a series of institutions and legal institutes, reinforcing the issue in the governmental scope and establishing participatory and democratic guidelines.*

For the authors, in fact, although there is still much to be done, the institutional environment provided the empowerment of the population, culminating in conditions for greater participation in consultative and decision-making

processes. Urban councils of diverse themes were created, the process of direct democratic elaboration or representative of master plans and, in some cases, until the establishment of participatory budgets. Public hearings, oversight by external control bodies, prosecution charges and popular pressures spread throughout the country.

Through the examples cited above, it can be seen that the Brazilian urban development agenda established during the decades following HABITAT II was committed to initiatives that promoted the follow-up of what was established at the Istanbul conference. It is from this point of view, that the Brazilian State needs to lay the focus towards the coming years and establish goals that seek the structuring of policies in accordance with strategies aimed at sustainable urban development.

## **5. MAIN CHALLENGES FOR IMPLEMENTATION IN BRAZIL**

### **5.1 The institutional structures of governance in Brazil**

The Federal Constitution of 1988 (CF/1988) elevated the municipalities to the condition of federated entities, with the autonomy to organize and manage a series of public services that passed their competence, transforming the responsibilities agenda of the municipalities. Currently, the political-administrative organization of the Federative Republic of Brazil comprises the Union, the 26 states, the Federal District (DF) and the 5,570 municipalities, all of which are autonomous.

The challenges to urban spatial planning in Brazil, as stated before, gain a metropolitan dimension with Federal Law 13,089/2015. The Metropolis Statute arises with the purpose of directing the common planning of Metropolitan Regions and urban agglomerations instituted by the States, establishing guidelines for the integration of actions among the municipalities that compose

a metropolitan region. According to the Statute, the Metropolitan Regions should elaborate the Integrated Urban Development Plan (PDUI) as a tool for metropolitan policy and “(...) should consider all the municipalities that make up the urban territorial unit and cover urban and rural areas” (Brazil, 2015).

Given this, it is understood that the development of countries is directly related to the role that their cities and metropolises play in the network of cities in the era of globalization. In the cities and metropolis, the greatest inequalities and opportunities for employment, income, and production are concentrated. In Brazil, sustainable development requires, necessarily, the equation of urban problems. In spite of the economic and social advances of the 2000s, the urban infrastructure has not presented equivalent advances, especially in the main metropolises of the country, since the deficit of this item remains high and requires financing and management solutions for the metropolitan regions.

The big question about metropolitan planning in the country is related to the lack of organizational structures of the Brazilian metropolises. The Federal Constitution of 1988 passed the task on to the states, to institute and manage the metropolitan regions. However, although the Metropolis Statute is an important instrument for directing urban policies in metropolitan areas in Brazil, it is the states' responsibility to establish the management bodies of metropolitan regions.

The metropolitan regions, therefore, are not territorial units of the Brazilian State such as the municipalities and the Units of the Federation (UFs). Although there is, in theory, a centralization of the management of these areas by the states, there is no common organization model that allows the characterization of metropolitan policies in Brazil. This configuration makes it difficult to manage and implement development plans and projects common to the municipalities that are part of the institutionalized metropolitan territory.

It is understood, therefore, that the greatest challenge in adopting the guidelines established by the New Urban Agenda in Brazil is related to the incorporation of the agenda in the metropolitan regions. In this way, the context of the metropolitan region of Porto Alegre is presented as an example below.

## **5.2 The institutional structures of governance in Metropolitan Region of Porto Alegre, Brazil**

When treating any subject in a way that considers it spatially, it is necessary to know, in advance, how it projects itself in the territory. Therefore, this research focuses on the analysis in the metropolitan area of Porto Alegre. Established by Federal Complementary Law No. 14/1973, it is understood by those who consider the first nine Federal metropolitan regions created in the 1970s<sup>17</sup> as one of the main metropolitan areas of the country.

Over the last forty-six years, the MR went from 1.5 million inhabitants in 1973 to approximately 4.1 million in 2015, comprising approximately 38% of the population of the state of Rio Grande do Sul (Atlas Socioeconômico do Rio Grande Sul, 2013). Martins (2018) explains that the population increase of around 52.5% was more expressive between the years 1973 and 1980, a period in which the 14 municipalities of the initial formation remained. However, with the insertion of the other 20 municipalities that make up the present metropolitan area of Porto Alegre, 34 in total, the territorial configuration (Figure 4) has changed considerably, but the socio-spatial composition of the MR is the one that has undergone more significant changes.

<sup>17</sup> Costa (2010) considers the first nine MRs instituted in the 1970s as Federal MRs, since, with the enactment of the Federal Constitution of 1988 (CF / 88), the states and DF were responsible for the creation and management of metropolitan areas.

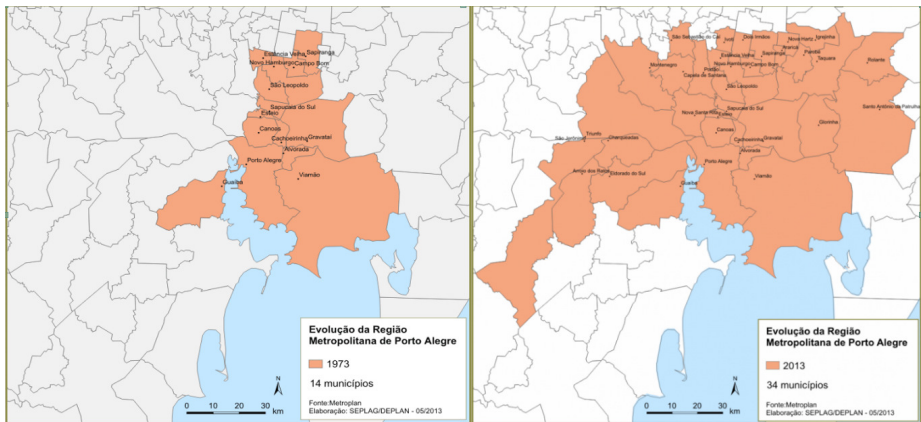


Figure 4 - Map with the municipal composition of the MR of Porto Alegre in 1973 and 2013. Source: Metroplan, 2013.

With the creation of the MR of Porto Alegre, the Deliberative and Advisory Councils were also instituted, according to Complementary Law No. 14/1973, which were in force until 2011/2012, when a new arrangement for metropolitan management was established.

In 1975, Metroplan was created, a metropolitan managing body, which, from 1991, also started to be responsible for the planning and management of other forms of regional organization created in the state of Rio Grande do Sul. According to the online platform *Brasil Metropolitano*<sup>18</sup>, the RM of Porto Alegre, in addition to the management performed by Metroplan, since 2015 there is the Metropolitan Parliament:

In April 2015, by the proposal of the Porto Alegre City Council, the Metropolitan Parliament of Greater Porto Alegre was created in the RM of Porto Alegre, which brings together the 34 City Councils of the metropolitan municipalities, comprising around 440 councilors. The main objectives of Parliament are: (i) to promote the debate and to propose the unification of municipal laws in common urban

<sup>18</sup> Available in: <http://brasilmropolitano.ipea.gov.br/#est-inst>

themes; (ii) encourage the modernization of legislative powers; (iii) the exchange of administrative experiences; (iv) evaluating, debating topics of common interest and proposing recommendations and projects for integrated public policies for the RM of Porto Alegre, through Commissions.

It also started in 2015, with the institution of the Metropole Statute, a process of discussions began in the RM of Porto Alegre to adapt the existing institutional arrangement and to prepare the Integrated Urban Development Plan (PDUI), given the requirements of the statute. The PDUI is an important tool that can assist in the articulation of actions that will allow the implementation of the guidelines of the New Urban Agenda in the RM. However, it should be noted that since 2016, the permanence of metropolitan governance structures in Porto Alegre has been suffering from the dismemberment of public regulatory institutions, such as the Foundation of Economics and Statistics of the State of Rio Grande do Sul, as well as the short extinction<sup>19</sup> Metroplan characterized by the Brazilian political and economic crisis.

### **5.3 The metropolitan territorial dimension in the context of the urban-rural linkages in the new urban agenda: The case of the Metropolitan Region of Porto Alegre, Brazil.**

As part of the debate proposed in this study, the focus is on the need for a broader understanding of the problems that Brazilian metropolitan areas will face in order to overcome the NUA guidelines. In view of this, the dynamics of the relationship between rural/urban and countryside/city<sup>20</sup> in Brazil, more

<sup>19</sup> Metroplan had its extinction announced in 2016, but the State Government of Rio Grande do Sul went back and kept the institution up to date.

<sup>20</sup> In this sense, the difference between the rural and urban categories is understood through the search for a terminological understanding. It is not a matter of proposing a new theoretical conception, but rather of understanding the differentiation of the rural and urban areas, especially when treated from the sectoral point of view of the economy.

precisely in the MR of Porto Alegre, can be seen as an example. It is possible to perceive that there is still a lack of studies related to the subject in question, more specifically, the space of confluence, understood here as “hybrid space”<sup>21</sup>, between the countryside and the city, especially on the metropolitan scale.

In any case, in most cities, the notion of rurality is not associated with the concept of urbanization, it requires reflection on patterns of population density, urban land use intensification or extension physics of the city, as well as on the presence of agriculture in the interface of these processes.

In the case of the metropolitan area of Porto Alegre, the increase in the number of municipalities that make up the MR has altered not only the territorial configuration, but also played a fundamental role in the insertion or (re) insertion of elements related to rurality, which the capital itself had lost a long time ago. Mertz (2002 p.35-36) refers to this fact saying:

*Porto Alegre was an essentially agricultural municipality only until 1935, when extensive farms occupied the region beyond the delimitations of the urban zone. Its status as a political and administrative center quickly altered this situation, starting to develop a predominantly urban commercial and industrial economy. The agricultural products needed to reproduce this expanding market came from the neighboring municipalities, in which the urban expansion occurred later.*

Kozenieski (2009) understands that the expansion of the urban network of the city of Porto Alegre, which throughout the 20th century surpassed the

<sup>21</sup> The configuration and characterization of a space that carries different elements of interpretation represents, in the analysis of city-field relations, a place in transition or a space that can be understood as “hybrid”, where it is possible to find elements and heterogeneous characteristics, both of rural and urban areas.

administrative limits of the capital of the state of Rio Grande do Sul, configured the phenomenon of metropolization of this space, which in turn, Costa (2010) understands as a process of integration of the territory from a core city and, thus, configuring an expanded territory of that central city.

On the intrinsic relations to rural areas within the context of the MR of Porto Alegre, which give it form and meaning, the contextualization of the object of study of this text starts from the transformations between rural and urban and the materialization of these relations in the city and in the countryside. In the normative field, the definition of rural and urban dates back to Decree-law no. 311, of March 2, 1938, responsible for regulating administrative units in its arts. 3 and 4, as follows: “The seat of the municipality has the category of city and gives it the name” and “The district shall be designated by the name of the respective headquarters, which, until it is erected in a city, will have the category of village”.

As part of the new approach to the definitions between rural and urban in Brazil that will be adopted for the 2020 census, the Brazilian Institute of Geography and Statistics published a study<sup>22</sup> with the new methodology that recognizes the dynamics present in each space. This new study, based on data from the 2010 census, sought to reorganize the structures that characterize territorial boundaries in the country. By bringing this new approach, IBGE intends to improve the 2020 Demographic Census and offer society advances in the differentiation of rural and urban areas, to subsidize the implementation of public policies and planning in general in the country.

In fact, these criteria do not allow us to capture the diversity of the rural and its relation of complementarity and interdependence of the urban, as quoted in

<sup>22</sup> Available in: <https://biblioteca.ibge.gov.br/visualizacao/livros/liv100643.pdf>



more contemporary theoretical approaches. Aware of these inadequacies, the IBGE seeks, with each census, to introduce variables that allow, to some extent, to portray the complexity of the rural-urban relationship. For this approach, within what is proposed by the NUA, it will be fundamental to understand these criteria with the aid of the study *Classification and Characterization of Rural and Urban Spaces of Brazil*, launched by the institute in 2017.

However, the big problem is still in the quantitative approach of these spaces. When contextualizing rural and urban spaces in Brazil, such approaches are always understood and considered through information on urbanization rates (institutional) and, in the Brazilian case, from the structural point of view, it refers to false interpretations about the definition of rural and urban, socially and spatially produced. Veiga (2003, pp. 31 and 32) brings us the classic case of the Municipality of União da Serra, Rio Grande do Sul:

Understanding the process of urbanization in Brazil is hampered by a very peculiar rule, which is the only one in the world. This country considers the entire city as a city and district (village) to be urban, whatever its characteristics. The extreme case is in Rio Grande do Sul, where the seat of the municipality of Union of the Mountain is a “city” in which the Demographic Census of 2000 only found 18 inhabitants. Nothing serious if it were extravagant exception.

Congruent with the above, we can see a high degree (92%) of urbanization - institutional - presented by the municipalities of the MR since its creation in 1973. And as shown in Table 2, in 2015 the rate of urbanization was close to 97%. It must be considered that, as stated above, for statistical conclusions, these figures say that the rural space of the metropolis represents only a residual function to the urban space, and this interpretation directs us to conceive of both spaces only by the dichotomous vision.

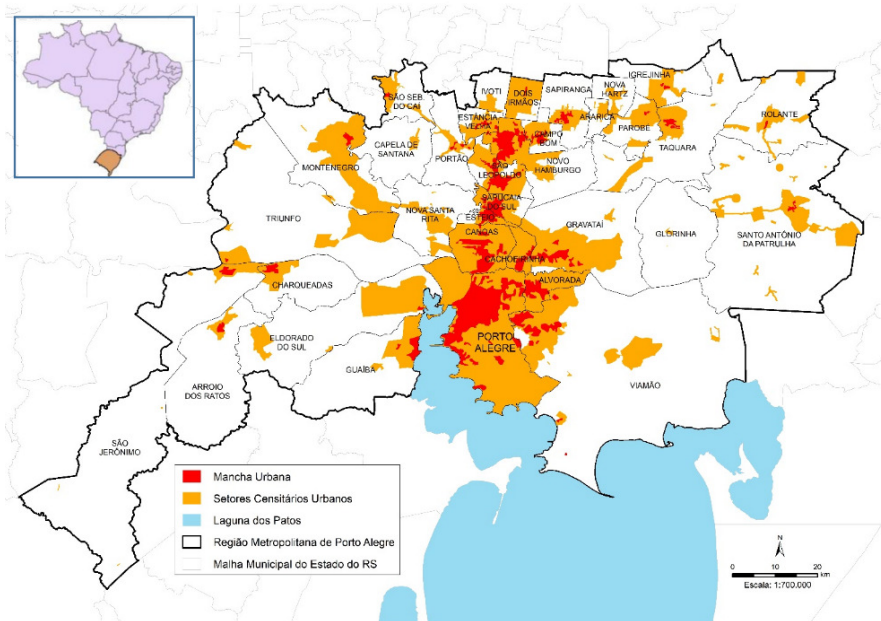
*Table 2: Evolution of the population indicators of the MR of Porto Alegre*

RM de Porto Alegre	Número de municípios	Área (km <sup>2</sup> )	População total (habitante)	Densidade demográfica (hab./km <sup>2</sup> )	População urbana (habitante)	Taxa de urbanização (%)
1973	14	4.892,82	1.531.255	313	1.408.414	92,0
1980	14	4.892,82	2.231.360	456	2.147.936	96,3
Δ acumulada 1973-1980 (%)	0,0	0,0	45,7	45,7	52,5	4,7
1991	22	6.108,59	3.026.819	496	2.914.215	96,3
Δ acumulada 1980-1991 (%)	57,1	24,8	35,6	8,7	35,7	0,0
2000	30	9.619,53	3.708.746	386	3.545.395	95,6
Δ acumulada 1991-2000 (%)	36,4	57,5	22,5	-22,2	21,7	-0,7
2010	32	10.098,23	3.978.470	394	3.860.335	97,0
Δ acumulada 2000-2010 (%)	6,7	5,0	7,3	2,2	8,9	1,5
2015	34	10.346,21	4.032.062	390	3.908.133	96,9
Δ acumulada 2010-2015 (%)	6,3	2,5	1,3	-1,1	1,2	-0,1
Δ acumulada 1973-2015 (%)	142,9	111,5	163,3	24,5	177,5	5,4

Source: Demographic census 1970, 1980, 1991, 2000 and 2010. Elaboration: Martins (2018).

In addition to the statistical aspects, the map below (Figure 5) shows the urban spot of the municipalities of the MR of Porto Alegre superimposed on the mesh of the census tracts considered urban by the Demographic Census of 2010. It is understood that, within the official determination used by Brazil, the definition of the urban census tracts used by the IBGE goes beyond the presence of the urban network of the metropolitan cities. This configuration demonstrates the existence of areas with a population counted as urban but is not part of the physical structure of these cities. Many of these municipalities have a certain concentration of the population in the urban census tracts<sup>23</sup>, even though its inhabitants maintain activities related to the activities related to rurality up to the present day.

<sup>23</sup> For this reason, we can understand the high rates of urbanization presented by the municipalities of the Metropolitan Region of Porto Alegre, since there was no process, in this case, of territorialisation of the urban mesh over the rural one, but rather of a imposition of the phenomenon of urbanization on areas rural areas.



*Figure 5 - Map of the urban spot of the Metropolitan Region of Porto Alegre superimposed on the urban census tracts (2010). Source: Demographic Census 2010. Elaboration: Carlos Vinicius da Silva Pinto (Ipea), 2018.*

Part of the strategic orientation of sustainable development addressed mainly by the NUA, refers to the connections between rural and urban by the focus of sustainability of these spaces. Among the aspects that must be analyzed by Brazil when adopting the NUA guidelines, Brazilian cities, in the process of physical growth of their urban network, are “unaware” of the significance of environmentally sensitive and protected areas and of environmental point of view, this is currently the great urban pattern. On the other hand, taking into account the size and dynamics of the relationship between agriculture and the city, in the context of the MR of Porto Alegre by Sachs’s interpretation (2001, 78) it is possible to understand that:

Family farmers appear to be important players in the transition to the sustainable economy, as they are producers of food and other agricultural products, they serve as guardians of the landscape and conservationists of biodiversity. Family farming is thus the best form of land occupation, responding to social criteria (generation of self-employment and income at a lower cost than the generation of urban jobs) and environmental criteria.

Commonly not associated with the understanding of urban planning by municipal plans, the environmental dimension should be taken as a priority in the development of actions and allocation of efforts for the urban and rural-urban planning in Brazil. Thus, the harmonization between the reality found in the Brazilian municipalities, with respect to the social actors involved, and the theoretical concepts used to understand the process of urbanization in the country.

Because it is a discussion that in Brazil can still be considered initial, the theme and the theoretical references, as well as the different approaches carried out on the subject evidenced in this text, can help to understand the reality found in the MR of Porto Alegre, especially in the construction of the analysis by the perspective of the guidelines on the relations between the rural and the urban-oriented by the NUA. Therefore, it is important to highlight the importance which the readings represent to this case study, and may serve as a basis for other research related to the topic.

It should also be pointed out that the great question that permeates any study of rural-urban relations in Brazil is based on the understanding that the family farmers affected by the urbanization process of Brazilian cities (and this situation is not restricted to the study carried out here), suffer from the non-recognition of the agricultural activities carried out by them.

This fact is due to the non-recognition, as a formal activity, of agricultural

production within urban spaces in the context of the current Family Agriculture Law (LCF 11.326)<sup>24</sup>, which recognizes the manifestation of this social category only in rural areas. Therefore, agricultural production and manifestations of rurality in Brazilian urban spaces do not have formal recognition, restricting access to public policies for farmers only to those residing outside the municipal urban perimeters.

## CONCLUSION

The Brazilian Report for HABITAT III (2015), prepared for the conference held in October 2016 in Ecuador, presented the great structural advances that the country obtained in the field of urban planning through investments in social policies in Brazilian cities. However, Brazil, through the development of its urban policies geared to the planning of urban areas, has not yet advanced the viability of a dialogue that promotes the spatial approximation of urban and rural areas. It should be emphasized that the debate proposed in this text by the look of the guidelines of the NUA, demands a deepening of the discussion that starts from the analysis in different local scales. In this way, it is necessary to understand the urban, rural and metropolitan territory, recognizing its particularities as the primordial point to think any sustainable development plan.

The guidelines proposed by the NUA to promote sustainable urban development and the understanding of the importance of bringing the connections between the rural world and the urban reality from the perspective of territorial planning do not constitute a new debate. Since HABITAT I, held in Vancouver in 1976, the orientation of a more inclusive discourse and a more totalizing

<sup>24</sup> In Brazil, family farming was defined in Law 11,326 of July 24, 2006, defined as that practiced in a family-run establishment, which has a predominantly income derived from it, whose area does not exceed four fiscal modules, using labor predominantly family.

vision had already taken place, opting for an urban-rural understanding as a continuum. (GALINDO, 174, 2016).

The contextualization of the brief empirical analysis made in this paper demonstrates the immediate need to think urban policies increasingly in line with the structural representations that make up the rural-urban phenomenon. In this sense, it is understood that the complex relations between these spaces need to be analyzed from the multiple interfaces that emerge from the empirical study.

The part of the discussion presented on governance, we chose to raise this theme as the main point, as we understand that the discussion between the concepts that define the rural and the urban can help in understanding the overcoming of several problems that involve the achievement of the goals for sustainable urban development.

In order to reach the goals of the urban development agenda in the coming years, there is a great challenge to be faced by the sectors responsible for promoting Brazilian public policies and undoubtedly the metropolitan areas, as holders of a large part of the urban population institutionalized in Brazil, and require special attention.

In view of the above, and in understanding the trajectory of Brazilian sectoral policies up to now, we can see a depreciation of the rural. Such a situation should certainly be reversed if Brazil wants to overcome the old perception of the urban-rural dichotomy and develop a continuum understanding in line with the NUA.

Finally, the view of the different approaches to rural-urban connection and the international discourse, represented by the United Nations Human Settlements Program (UN-Habitat), should be noted. One of the main challenges is, therefore, to understand the rural world and incorporate it in the city of discussion in the planning processes of cities, municipalities, agglomerations, and regions.



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