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ID 1506 | CHALLENGES AND INNOVATION IN THE ARCHITECTURE AND URBANISM RESIDENCY: WORKING TO OVERCOME THE GAP BETWEEN PLANNING AND IMPLEMENTATION

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1 INTRODUCTION

The Residency Program in Architecture and Urbanism: Urban Planning and Management, is a proposition of a community outreach initiative outlined in the University of São Paulo's Statute. Aimed at deepening the knowledge and social action of the architect-urbanist through a set of academically supervised practical and theoretical activities, inspired by the Healthcare Residency model.

Consists on work-education program, during one year, after completion of the graduation in Architecture and Urbanism. It allows for the young professional to act on public policy development activities that

intervenes in the social and spatial reality of Brazilian cities, with a core axis on planning and public management capacitation.

The purpose is to improve qualification amongst architect-urbanists through a closer connection to the practical world, in its design, economic and management dimensions, especially on a generous and independent space, the academia. From the public interest point-of-view, the program contributes on the formation of better qualified professionals and the development of final thesis that may be objective contributions to the formulation and management of urban policy. According to the nature of these thesis as formulated by the program's coordination, designs and proposals should be developed with an approximation to the "real city" in the search for correlating plans and designs with the perceptions, demands and real needs of social groups, in actual locations.

With the access provided through the Residency Program: Urban Planning and Management it became possible to perceive several shortcomings in the development of public urban policies in São Paulo, through the personal experiences of the residents, and develop important discussions on innovative ways we can advance as planners.

By associating an academic period to professional working hours, the program allows for a broader and independent research, as well as a perception of the interests and contingencies of the public management inside legal, administrative and financial conditions. In that sense, it differs from the professional internship, in which the practice is independent and disconnected from the academic support, and from the Professional Masters that, for the most part is restricted to the academic instance, though it provides professional and practice content.

This paper presents and discusses this experience from the view of a teacher (that coordinated and developed the program) and one resident, that experienced the program, and how this comprehensive new approach to planners' education may help overcome the gap between planning and implementation.

2 INSPIRATION AND LEGAL FRAMEWORK

The architecture and Urbanism Residency derived from the existing format of the Medical Residency, a professional qualification activity - technical, practical and theoretical. However, while the medical residency focuses on specialization of disease treatment, the formulation of the Architecture and Urbanism Residency is closer to the Public Health approach rather than Medicine properly. Relies upon the action not directed to the individual, but to society. In our residency, the laboratory is the city.

The current design of Architecture and Urbanism graduate programs is much embedded on the qualification of an able workforce mainly for the private market, with little consideration for the development of skills for handling the city. There's also a scenario of low-engagement with communities from the academic environments, as even the ones included on research projects and themes gain no return on final results of these projects. (eg. Souza, 2017)

In this setting the FAUUSP Residency was outlined, focusing on the concept of Social Interest Urban Projects, as a counterpoint to the ever-expanding idea of the city as an investment and the growth of the socio-espacial inequalities. This is how this program articulates with local governments, in the pursue of creating a professional staff with knowledge and resourcefulness to circulate in the legal and management domain and foresee alternatives for a more inclusive city.

The Architecture and Urbanism Residency - specialization in Planning and Management is referenced to the Healthcare Area Professional Residency, created by the Federal Law nº11.129/2005, that defines Residency as "category of lato sensu postgraduate program, aimed at the in service education and destined to the professional classes that integrates the healthcare area". It also disposes that "the Residency will be developed in an exclusive dedication system and performed under teaching-assistant supervision, with joint responsibility of the educational and healthcare sectors..." Defining that the Residency constitutes an intersectoral cooperation program to encourage the qualified insertion of young healthcare professional in the job market, particularly on priority areas of the Brazilian universal healthcare system (SUS), a concept that can be paralleled to the needs of the Architecture and Urbanism field.

In that sense, the proposal for the Architecture and Urbanism Residency expands the concept to the Urban Planning and Management field, creating a collaboration between the Architecture and Urbanism College of the University of São Paulo (FAUUSP) and the Municipal Urban Development Secretary (SMDU-PMSP).

Another legal document that contains guidelines regarding the residency program, is the Federal Law nº 11.888/2008, that while creating the framework for a Public and Free Technical Assistance system that not only reiterates and assures the right to housing, ordains to: optimize and qualify the use and rational handling of the constructed space and its surroundings; formalize buildings and informal settlements; avoid the occupation of high risk areas and those of environmental interest;

It also establishes that “The technical assistance services will be object of cooperation or partnership between Federal, State and Municipality instances and must be provided by professionals from the areas of architecture, urbanism and engineering that act as public technicians; non-profit NGO members; professionals included in residency programs; professors on community outreach activities;” (Federal Law nº11.888, 2008, highlight by authors)

3 PROCESS

The Residency Program at FAU-USP was approved in 2010, but the first program implemented was only in 2015. This first class, of 32 residents, was selected amongst 300 candidates from several states, within 5-years of graduation completion. They were enrolled full-time in a scholarship scheme, during the whole year, in the development of academic and practical activities, the latter being performed in agreement with the São Paulo Urban Development Secretary (SMDU-PMSP), participating in the development of São Paulo Submunicipalities’ Regional Plans

The program, that comprises theoretical and practical activities as stated before, was organized in three modules. of four months each: the first two contain classroom lectures (two full days a week) and practical fieldwork (three full days a week). The third module consisted on the finalization and presentation of the individual dissertation, based on the work developed throughout the entire time.

The disciplines offered on the 2015/16 program aimed at providing theoretical, technical and managerial sustenance for the development of the designs and plans locally, in each of the city's submunicipalities. To do so, the residents were each assigned one submunicipality.

Each module, with two disciplines, articulated the theoretical content to a specific time and type of practice in the workfield. This correlation can be seen in Table 1. The offered disciplines were: Procedures and methods of urban planning and management, Urban process, Plans and designs in São Paulo (module 1), Local Management an Urban qualification, Public Contracts and Management (module 2), The State and the public sphere, Final thesis orientation (module 3).

	1st module	2nd module	3rd module
FAU-USP	The disciplinary field: planning and urbanism	Public Management and Administration	The State and the public sphere.
Theoretical lectures	Procedures and methods of urban planning and management Urban process, Plans and designs in São Paulo	Local Management an Urban qualification Public Contracts and Management.	The State and the public sphere Final thesis orientation
Products	Dissertations on each Submunicipality	Exercises - reflection and deepening of the lecture's themes	Individual dissertations: Reflection and proposition

Table 1 - Synthesis of the Work-Education Organization.

By associating an “academic period” and a “professional period”, the Residency Program allows both a broader and looser research, and the perception of the pressures and contingencies of the public administration in its legal, administrative and financial conditions.

In the manner established in this current proposal, with the practical work in supporting the development of the Regional Plans for the submunicipalities, according to the City’s Masterplan, it encourages a multi-scale dialogue, between Plans, Public Policy, physical intervention and the local management of equipments and services;

The Regional Plans consisted on a creation of an intersectoral coordination between the city’s departments and their local counterparts, the submunicipality, creating perimeters for priority intervention in public space.

The scope was to intervene on areas that clustered public equipments, or were receiving investments in the near future, and develop the surrounding public spaces to improve accessibility and space quality. This could be done in 8 different types of intervention:

Environmental Patrimony	Preserve existing areas with dense vegetation and allowing their public use as an integral part of the neighbourhood
Housing	Improvement of housing in risk areas, specially surrounding water bodies.
Environment	Preserve water bodies in areas of environmental preservation, considering housing in risk areas.
Mobility	Assuring better crossing point for all types of transportation - buses, pedestrians, cyclists - above all water bodies and avenues
Equipments	Promoting connection between different public equipments, creating a system.
Economic Development	Consolidate the areas surrounding commercial axis.
Vacant Lots	Priority use for the implementation of public equipments.

Table 2 - Regional Plans’ Scope, source: SMDU-PMSP

This process was divided into two timelines: the technical workgroups - from August 2015 to November 2016 - and the participatory process that took place from April to August 2016, to avoid clashing with other subjects as the zoning laws and the municipal elections.

The technical workgroups comprised a set of technicians from different sectors of the central municipal government - Health, Education, Environment, Social Services, etc - and the local government appointees, usually from the Planning Sector of each Submunicipality. With the help from the residents as off-meeting mediators, this groups developed diagnosis of the area, along with marking the planned investment from each sector and finally setting initial perimeters for places of interest to intervene.

The role of the residents during this time was to properly understand the territories they were assigned and serve as a connection between the local and central governments on this decision-making process.

During the participatory process, this role as mediators was extended to the workshops with the communities, helping with the maps used and translating the needs and demands voiced by the people present into actual places and ideas.



Figure 1 - Residents and Technicians preparing for the participatory process. Source: SMDU - PMSP

Afterwards, they were also the ones to compile all the information gathered and, after validating the points made by the communities with the corresponding departments, provide all of them with responses, creating a full-circle of participation and response from the municipality. The ideas and propositions considered within the range of activities of the Regional Plans were added to the perimeters, changing their objectives and shape, and even creating new ones.

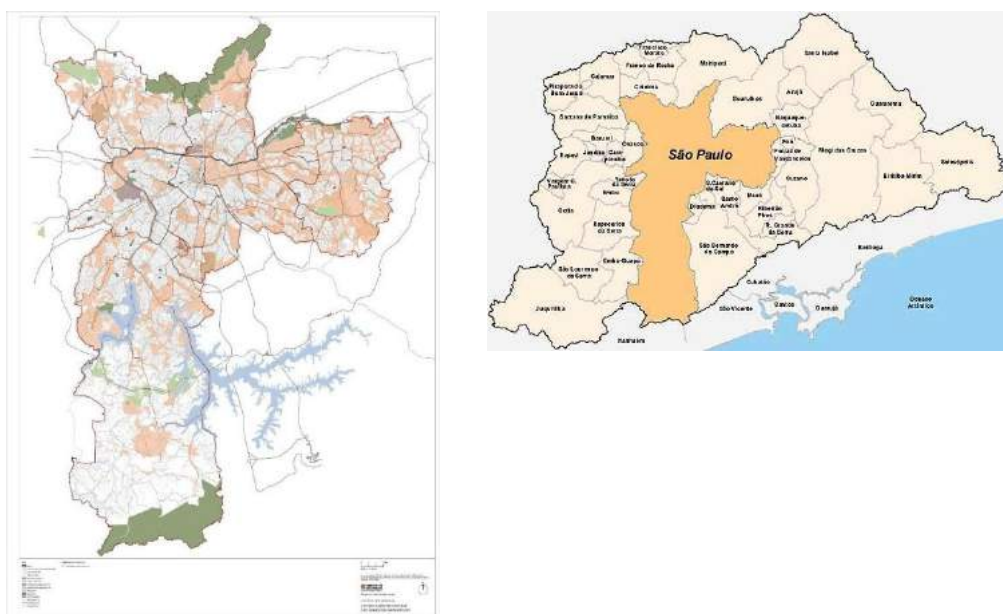


Figure 2 - Map of São Paulo with perimeters for intervention and location within the metropolitan area. Source: SMDU - PMSP

Having such a key role in the development of an actual plan for a complex city such as São Paulo led to the rise of several questions on the role of urban planners, according to each residents' experience with their submunicipality and inner questions about the profession. That combined to the different disciplines and discussion that occurred in the university, created a prolific environment for the proposition of their 32 final dissertations.

The final dissertations ranged from different topics that could be categorized in eight main axis of propositions: Social and Economic Development, Planning and Urban Instruments, Participatory Process and Institutions, Public Management, Public Budget, Urban and Housing Precariousness and Public Spaces;

While the topics are diverse in their spectrum of approach of urban planning, the dimension in which they are intertwined is that of investigating new aspects of the profession that are often overlooked or considered an afterthought in the Brazilian context, such as budget, participation, and even, management. One of the most sought after topics were the ones related to the monitoring and comprehension of the intricate public budgets, as the discipline “Public Contracts and Management” developed a new dimension that the residents had not yet been exposed. Some of the dissertations on the topic were “Urban and budgetary planning. Public participation as qualification”, “Federal financing of local urban policy: the case of São Paulo”, “Budget execution and urban planning: Case study of the submunicipalities of M’Boi Mirim and Campo Limpo”, “Decentralization of resources in São Paulo: the case of the submunicipality of Freguesia/Brasilândia” and “The monitoring process of public investments: an experiment in the submunicipality of Cidade Ademar”

Demonstrating the overall sensation that urban planning as a single knowledge, without combination of other subjects, has little power to overcome the severe inequalities and difficulties in the Brazilian current scenario.

4 FINDINGS AND CONCLUSIONS

“The public university has to constantly justify its existence” (eg. Salles apud Souza, 2017) and also, reconsider its stand as a vessel for creating a better dialogue with social movements and society in general, stretching the role beyond the theoretical construction of ideas and proposition, and that is the relevance of the residency model. By inserting young graduates in the job market while maintaining their connection with the academia, we can not only intervene on the process that is currently being developed, but also creating a substantial academic production that is grounded on such process.

In that manner, the Residency Program in Architecture and Urbanism: Urban Planning and Management, created a framework for innovation not only in the public sector, but also in the manner in which the university shapes their graduate and postgraduate pupils towards a social conscience and with practical insertion. It allows for the viewing of the real city, considering the local demands and creating a dialogue with the Local Councils.

Seeing firsthand the demands from the communities and exactly how and if they can be incorporated into the actual plans created a myriad of inquiries amongst the residents, and that instigated the development of several dissertations that are a contribution to the academic, public and civil scenarios if appropriated.

Moving forward, with the addition of a widespread discussion on the architect-urbanist’s profession in the corresponding class councils, the allocation of resources in these councils for Technical Assistance programs, and the propagation of these new models of community outreach programs developed within the academic universe, signal the relevance of this sphere of study and practice and launch important expectations towards the architects and urbanist presence broadening at the social practice, contributing with their knowledge in the development of better and inclusive cities.



Figure 3 - Graduation ceremony with the residents, technical body and professors.

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ID 1576 | CHALLENGES FOR URBAN PLANNING TEACHING: POSSIBLE PATHS THROUGH COMMUNITY OUTREACH UNIVERSITY PROJECTS

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“Today, probably more than yesterday, it seems to the author that it is urgent that interdisciplinary technical assistance has to be discussed, taking the man whom it serves as the centre of the discussion. Not, however, an abstract man, but the concrete man, who does not exist but in real life, concrete life, who conditions it.

” [Hoje, provavelmente mais do que ontem, parece ao autor inadiável que se discuta, interdisciplinarmente, a assistência técnica, tomando o homem a quem serve como o centro da discussão. Não, contudo, um homem abstrato, mas o homem concreto, que não existe senão na realidade também concreta, que o condiciona.]

Paulo Freire (1983[1969]:9)

In Brazil, experts involved with urban planning -planners, architects, urbanists, economists, lawyers, etc. - have a constant challenge to confront two divergent realities: a legal city, consolidated by the implementation of official (legalized) urban settlements, generally located in central areas, designed for middle and upper classes housing; and an illegal city, with lower classes dwellings as favelas and illegal (or irregular) settlements located usually in the peripheral portions of the municipalities. In large cities and metropolises access to housing by the lower income population usually occurs through housing in favelas or through self-built residence in illegal peripheral settlements. According to the 2010 Census 84% of the Brazilian population lived in cities (161 million inhabitants), at least one third of this population lives in precariousness or irregularity conditions. In a country with continental dimension, Brazilian urban planners have the constant challenge to deal with a reality with specific and peculiar characteristics that differ widely between its various regions and metropolitan areas. In this sense this paper wants to bring to the debate the following question: how teach urban planners and urbanists to be able to face the challenges presented by an urban reality of extreme irregularity and inequality? Based on the analysis of recent community outreach experiences carried out in Porto Alegre -Faculty of Architecture of Federal University of Rio Grande do Sul (FAUFRGS), and in São Paulo -Faculty of Architecture and Urbanism of University of São Paulo (FAUUSP) this paper intends to explore the teaching potential of the urban projects operated outside the classroom. We understand that on the search for the construction of a sustainable habitat the teaching of urban planning has to pass through a knowledge based on real experiences and direct observation of the complexity of the urban phenomenon. The community outreach experiences carried out by both Universities – The Future of Self-Constructed Neighbourhoods along Waterways and Orquídea Libertária Project for Habitat Social Production Projects carried out by FAUFRGS and Lapenna