The Sustainability and Citizenship Networks of Porto Alegre and the story of Chocolatão

An innovative, participatory, collaborative, multi-partner approach to inequity and poverty.
The Sustainability and Citizenship Networks of Porto Alegre and the story of Chocolatão

An innovative, participatory, collaborative, multi-partner approach to inequity and poverty
Above: Porto Alegre was one of the first cities to join the UN Global Compact (2004), committing to be a trial site for the Cities Programme “Melbourne Model” of cross-sectoral collaboration in tandem with its participatory processes. In 2006 the city identified the Vila Chocolatão social inclusion project as the appropriate project, it was also supported by the innovative new local shared governance system (GSL).
Acknowledgements

There is a unique quality to the Vila Chocolatão resettlement and the social inclusion project that accompanied it. It inspired significant numbers of people in the Brazilian city of Porto Alegre to work with residents over many years in the hope of uplifting the community from poverty - offering improved livelihoods for families and better futures for their children. This same quality has inspired this study and report. I would like to acknowledge and thank those who contributed to the initial social inclusion project and to this research. This has enabled the Chocolatão story to be told and the new model to be shared.

Gratitude is extended to the members of the Vila Chocolatão Sustainability and Citizenship Network for personal reflections and honest appraisals and to Chocolatão community members for hospitality and time. Without discounting the efforts of others in the community, I would like to particularly acknowledge Ms Fernanda Simões Pires. On the night of 12 May 2011, as the demolition of Vila Chocolatão commenced, I watched Fernanda address a participatory budgeting session at Porto Alegre City Hall. Described by many as the phoenix rising out of the fire, her leadership and passion inspired this research. Fernanda’s interview 12 months later provided deep insight into the Vila Chocolatão resettlement, the network’s inception and the dreams and principles that drove the many collaborative actions that followed. The new leaders that I have since met, like Diana from Vila Santo Andre are also inspiring and demonstrate the importance of this work.

There are a number of key people to acknowledge from Porto Alegre City Hall: the three mayors that made commitments and supported this innovative and leading approach to UN Global Compact engagement - Prefeito João Verle, Prefeito José Fogaça, and current mayor, Prefeito José Fortunati; Cezar Busatto for his unwavering commitment to advancing participatory processes to achieve fairness, equity, resilience and prosperity for the communities in his city; Ms Vania Gonçalves de Souza for her reporting and coordinating efforts sustained over many years. We have learnt much from Vania’s commitment to improving the lives of others, her approach to partnerships and her honest appraisal of the many challenges faced during the Chocolatão journey and beyond. Thank you to Dr Marcio Milletto Mostardeiro, Daniely Votto Fontoura and Rodrigo de Souza Corradi for your support and hospitality.

I would like to thank the Research and Innovation portfolio of RMIT University whose financial support made this research project possible. Thank you also to David Teller and Carmen Lindammen who initially negotiated the pilot project with the City of Porto Alegre from 2003 to 2006 through their respective roles at the UN Global Compact - Cities Programme. Thank you to Tessa Bourke, who provided excellent support to the document collation process during her internship in Porto Alegre in 2012. Thank you to RMIT Research Fellow, Dr Elizabeth Kath, who skilfully conducted the interviews with Chocolatão Sustainability and Citizenship Network members in 2012 on our behalf. Thank you to Ms Keila Lopes for her care-filled attention to detail with the translations from portuguese to english and to Paty Galan for her creative figures. Thank you to our talented graphic designer, Melissa Postma.

Deep gratitude goes to Felicity Cahill for her painstaking research. This study was a challenging and complex project. Felicity’s training as a lawyer, her exacting standards and attention to detail are truly evident in this research which has over 12 full months of meticulous document collation, fact finding, cross-correlation and analysis at its core.

In closing, I would like to acknowledge the small group of women in Vila Chocolatão who courageously stepped forward over 15 years ago to demand a better life for their families and community (and the TRF4 for their foresight and sustained support of the residents of Chocolatão). Your journey, and that of the many people who worked with you, has presented a wealth of experience, inspiration and valuable practices to the benefit of all.

Muito obrigada.

Elizabeth Ryan
Deputy Director, UN Global Compact - Cities Programme
Above: Daily life in Vila Chocolatão in 2010, one year prior to resettlement. Almost half of the community of approximately 800 residents were children under the age of 14 years.
Executive Summary

Introduction

This report - now titled “the Sustainability and Citizenship Networks of Porto Alegre” - has been an evolving project, developing alongside the projects and communities that are the focus of its research. It initially documents the findings of an intensive study conducted over a two year period (2012 to 2014) that had two distinct objectives. These were: to retrospectively map the history of the resettlement of the Vila Chocolatão community in Porto Alegre; and to identify and document the processes, aspirations and actions of the cross-sectoral network group that worked alongside the resettlement through the “Vila Chocolatão Social Inclusion project” from 2005 to 2012.

During this period of research, collaborative action commenced with other vulnerable communities in Porto Alegre. Based on the lessons learnt from the experience of Chocolatão and the network of partners, a model was formalized. Known as the Sustainability and Citizenship Networks, it continued to be resourced and supported by Porto Alegre City Hall through the GSI (Local Solidarity Governance) system and it was a benchmark for the Todos Somos Porto Alegre (Porto Alegre for All) programme, established in 2012. This network model was applied in three other vulnerable communities in the city from 2013: Vila Santo André, Vila Santa Teresinha and Ilhas. Whilst not resettling, these communities live with many of the challenges experienced by the Vila Chocolatão community; including poverty, inequity and lack of fundamental services. In 2015, it also began to be applied through the Porto Alegre Resiliente program, in 17 other communities (this work is not documented in this report).

As work commenced with the new communities the experience with the Chocolatão community was used as point of reference, providing tangible examples of what could be achieved. The Networks that formed around and with these communities replicated a number of the approaches used by the Chocolatão Sustainability and Citizenship Network to improve the quality of life of residents. These included the development of capacity and leadership in the community (including building community facilities), providing access to legal electricity and enabling the development of formal viable livelihoods. The key actions of these (still active) networks were documented and are presented in the later part of the report. At writing, the ongoing projects and outcomes continue to be documented and reported on through our website for the benefit of other cities (see www.citiesprogramme.org/cities/porto-alegre).

This research has been conducted by the international secretariat of the UN Global Compact - Cities Programme with the support of RMIT University in Melbourne, Australia. The initial mapping research adopted a single case study design, using mixed methods within the case study. The mixed methods include qualitative document analysis, stakeholder analysis and qualitative interviewing with a cohort of 14 core network members.

Piloting the Melbourne Model

Porto Alegre was one of the first cities to become a participant of the United Nations Global Compact (2004). Porto Alegre's commitment to the Compact was connected to the willingness of the Prefeitura (City Hall) to be one of five initial cities to trial the cross-sectoral model advocated by the UN Global Compact - Cities Programme. This model is based on government working in partnership with the private sector and civil society to tackle entrenched and complex urban issues, termed “the Melbourne Model”.

As stated in the Mayor’s initial letter (Appendix 1) the world recognized participatory systems of Porto Alegre were well aligned with the Ten Principles of the United Nations Global Compact and offered a valuable socio-political enabling environment to trial the new cross-sectoral model. Given the cross-sectoral nature of the group of partners that were forming around the Vila Chocolatão community from 2005 onwards, the Vila Chocolatão Social Inclusion project was selected as a valuable trial site for the Melbourne Model. The resulting actions and network model has proven that a blend of participatory systems and a sustained, collaborative multi-sectoral network approach can provide a suitable framework for working with the most vulnerable urban communities.

The original intention of the partnership between the Prefeitura of Porto Alegre and the UN Global Compact – Cities Programme was to mobilize and give a framework for collaborative action, to learn from the experience and to share that learning with other cities. This report is an independent study but it is also the
result of the ongoing partnership between the two parties and this shared ambition. However, it is important to state that the projects are autonomous, shaped by factors and leadership on a local level and the outcomes have only been made possible through the sustained efforts of many organisations and individuals in Porto Alegre. The partnership has enabled the documentation of the process and outcomes. The story of this report traces the ongoing efforts of a group of citizens and leaders who came together as a community of action to address inequity in one of Brazil’s most affluent cities.

Learning from the Networks

One of the most significant lessons to be drawn from these projects and networks (possibly not initially anticipated) is that social transformation is a long and difficult process involving many challenges. In the case of Chocolatão, the social inclusion project was focused on the community’s resettlement. This was controversial and attracted sustained and active opposition from groups fearing the community was being moved out of public sight. The community had entrenched social, economic and health problems. Having “lived in the shadows” for many years, the community continued to struggle with issue of substance abuse, domestic violence and criminality. During the preparation period the community experienced devastating fires and the murder of its first President of the new Residents Association.

The Chocolatão Sustainability and Citizenship Network became a vessel to negotiate, discuss and find solutions for many challenges. The network was both fuelled, and fostered by, the growth of leadership within the Vila Chocolatão community, primarily led by a small group of visionary resident women.

Another important lesson relates to the personal impact of these highly complex and lengthy projects. The interviews with network members revealed a personal relationship with the process and outcomes. Almost all held high ambitions for positive change, they wanted transformation but their perspectives were also tempered with an element of realism that comes from the personal experience of the entrenched social and political complex issues and the awareness of human frailty. Interviewees were very pleased with how much had been achieved but were also conscious of how much had yet to be done. However, optimism generally prevailed. For many, the primary hope was held for the next generation. Of interest, almost all interviewees spoke of the personal impact and inner change that came from being part of the process. Further research would be valuable in this area.

Even long term projects need to be longer. Whilst the Network group worked with the Chocolatão community for a number of years - in preparation for the resettlement and for approximately two years afterwards - reports indicate that support was required for a longer period post resettlement. Entrenched challenges continue in the community and whilst the gains in living standards, livelihoods and early childhood care and education are significant, the community is still regarded as socially and economically vulnerable.
The experience of Chocolatão and the resultant network model demonstrate a number of core elements for an effective multi-sectoral framework to address urban poverty and inequity. Of primary importance, space needs to be created for continual inclusive dialogue, to be conducted from a position that recognises the equality of all within a democratic process. The initial Melbourne Model framework recommended meetings be held in a neutral space; the Porto Alegre Networks extend this principle to holding all meetings in the community. Partners need to have a shared vision and a commonly held set of principles and values to guide and sustain this challenging work. Partners are required to have defined and active roles and responsibilities in collaborative projects. This is the case for all actors - the variety of government departments and agencies, residents, non-government organisations and private sector partners. The lengthy collaboration is likely to impact positively on inter-department and inter-agency relationships as well as those with the community.

The “gold” of the cross-sectoral, participatory network model is found in the focus on action - and in the allowance for time. The network group is working together, not solely to discuss problems or to “consult” communities and stakeholders but to create concrete positive change. Issues for the community are identified and are prioritised for action through a dialogue process. Tangible outcomes, such as community buildings, access to potable water and legal electricity connection were all achieved. With time and with aspirations such as these being realised, community confidence in the network and process grew. That being it was essential that time was invested — years not months — in order: to understand the needs, culture, unique qualities of the community and its environment; to form relationships, develop trust and identify leaders; to engage external partners; to form the network; and ultimately, to resource and deliver projects. The process also allowed time for the simple act of conversation, for views to be expressed and for people to be listened to.

The value of engaging partners from across sectors is clear. It broadens the resource base and expertise of the network. It enables a broader “sphere of influence” and shares the responsibility and workload in tackling critical complex urban challenges. These networks and projects need to be sustainable to be effective. They have to survive beyond political cycles and be resourced from multiple sources. They need to be supported by government but not owned by it. The city of Porto Alegre is fortunate that participatory systems have been embedded in city governance and resource management systems. Those wishing to replicate this model need to consider where and how projects can be resourced. In Porto Alegre, impoverished communities have been supported to access the resources and support though the OP (Orçamento Participativo). This participation is their fundamental democratic right as citizens of the city. In 2005, it evolved and added the concept of Solidary Governance which emphasizes the importance of collaborative participation, one of the basic principles of the actions of Sustainability and Citizenship Network.

The following sections of this executive summary outline the findings of the full report, commencing with the story of Chocolatão, the impetus for the resettlement of the Vila Chocolatão community, the emergence and formalisation of the cross-sectoral network group, the partners and the collaborative actions, the move to Nova Chocolatão and some outcomes post-resettlement. It follows with the application of the model in other communities; the Sustainability and Citizenship Networks of Santa Teresiína, Santo André and Ihlas. Conclusions and recommendations are also presented.

About Vila Chocolatão and the Impetus for Resettlement

The relocation of the Vila Chocolatão community, which occurred in May 2011, was not without the challenges usually associated with resettlement but it is an unusual case. The threat of eviction by the organisation that owned the land upon which Vila Chocolatão was located was treated by a small group of residents as an opportunity to improve the lives of community members. The community had been living in dire and dangerous conditions for some 20 years.

A lengthy participatory preparation process extended over 10 years and was initially supported by Vila Chocolatão’s “neighbour”, the Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4a Região, TRF4), which heard and postponed the application for eviction. Over time, many other partners joined the TRF4 in working with the community.

Vila Chocolatão was settled in the early 1980s as part of a wave of migration across Brazil that saw thousands of families from rural areas move to the country’s rapidly industrialising cities in search of employment. In the case of Vila Chocolatão, community members set up informal shelter with limited resources on vacant land near the city centre. The community grew and most residents made a living as street pickers — referred to as catadores in Portuguese. The waste that was brought into Vila Chocolatão from the streets rendered the community vulnerable to fires, which caused regular and serious damage to the settlement and brought tragic loss of life. With the
vulnerability and poverty came criminality, drug and alcohol dependency and domestic violence. Over many years, what is known in Brazil as the “parallel power” came to dominate the community. Vila Chocolatão was situated in a prized location in the heart of the city, making it possible to drive illegal activities in downtown Porto Alegre. These forces would time and again violently intercept and attempt to block the path forward for the social and economic transformation that the small residents group was calling for.

The impetus to resettle the Vila Chocolatão community was triggered in 2000 when the government body that owned the land on which the community was situated — the Federal Union (Receita Federal) — initiated a legal request to reclaim the land and evict the residents. The TRF4 heard the Federal Union’s claim and determined that the eviction of the Chocolatão community should be postponed given the vulnerability of community members and the absence of resettlement options. In an unusual move, the TRF4 proceeded to initiate a social project to support a sustainable resettlement called the “Vila Chocolatão Social Inclusion Project”. A dedicated social worker was also employed. She initially identified and brought together key organisations, including government departments and non-government organisations, that were already working with the community. The TRF4 then provided a space for community members and these actors to meet. The initial goals of the project were to ensure there was alternative adequate housing and to promote citizenship, access to fundamental rights and human development.

With the community fearing eviction, a small number of women who were aware the community was without social infrastructure and organisation formed a group called the Vila Chocolatão Association of Women (Associação de Mulheres de Vila Chocolatão). The group’s motto was: “Recycling to Preserve, Working to Educate”. One of the group’s aims was to represent Vila Chocolatão in the city’s Participatory Budget (Orçamento Participativo). Porto Alegre’s Participatory Budget is a decentralisation mechanism that determines how municipal funds are spent through democratic public participation in the prioritisation of urban issues and subsequent allocation of funding.

This group of women also worked to counter domestic violence and build better futures for their children. In addition to working towards a permanent housing solution, the group also sought to improve education, health and basic sanitation outcomes for their families and the broader community.

From this foundation, specific demands were made in Porto Alegre’s participatory budgeting system in 2005 by the Chocolatão Residents’ Association (Associação de Moradores Chocolatão) including that:

- the community be resettled to an alternative site.
- a childcare centre be constructed at the new site.
- a recycling centre be established at the new site to support the livelihoods of Vila Chocolatão community members.

The Network and its Partnership Actions

In 2007, the cross-sectoral Vila Chocolatão Sustainability and Citizenship Network was formalised and given dedicated resources from Porto Alegre City Hall (Prefeitura do Porto Alegre). The Sustainability and Citizenship Network actions were benchmarking to the Todos Somos Porto Alegre programme, implemented in 2012, which sought to gradually decrease the number of animal- and human-powered vehicles in the streets of Porto Alegre. It also sought to create alternative and viable livelihoods for those working informally as catadores.

The network comprised representatives from different municipal government departments, federal and state government bodies, civil society, the private sector and the Chocolatão Residents’ Association. It grew from the TRF4-led Vila Chocolatão Social Inclusion Project. It was supported by Porto Alegre City Hall’s newly established participatory and collaborative democracy system, Local Solidarity Governance (Governancia Solidaria Local), which employed a full-time coordinator to facilitate the network and help drive projects developed by the group. It was at this point that the resettlement project became connected to the UN Global Compact - Cities Programme as an Innovating Project, trialling the cross-sectoral “Melbourne Model”.

The Network group worked alongside the Vila Chocolatão resettlement process to improve the quality of life and promote the dignity of Chocolatão residents, both prior to and following resettlement. Interviews with a cohort of core network members uncovered a particular shared philosophical perspective in views about the network’s purpose, value and processes related to social transformation, emancipation and citizenship.
The number of community members involved with the network was initially small but grew over time and with the realisation of collective projects. In the words of a former community leader:

“The community fought for their rights and were looking for quality of life and social inclusion. No one lives in the Chocolatão community of their own free will and accord but for lack of opportunity. We were aware that we could look for a better life through collective action. Our vision was building for the community in an egalitarian way”.

One of the most striking features of the resettlement and the work of the network group was the major projects implemented prior to settlement to achieve the aims of social inclusion, citizenship and preparation for life in the new site, Residencial Nova Chocolatão. Initially, a meeting space was built for the community, followed by a community shower block. A number of social projects were implemented over the years, with many directed at the health, care and development of the community’s children.

Arguably, the most controversial initiative was the formal mapping of the community and subsequent connection of dwellings in Vila Chocolatão to a legal electricity network. As well as reducing the risk of fires, this was seen as a critical step in building dignity and opening the pathway to citizenship for residents. Without a legally recognised address in Brazil, people cannot obtain an identity card which is a prerequisite to securing formal employment.

Improving livelihoods was a core focus for the Chocolatão Residents’ Association and the network. Prior to resettlement, a temporary communal recycling shed was built, with a not-for-profit network partner providing training in recycling and business management systems. The community engaged slowly over time and the initial group of seven women eventually grew to some 40 members. A formal recycling cooperative was established with rules, regulations and processes, contributing to the gradual development of a “collectivist” culture.

The network provided a framework to discuss and resolve many issues, including the new site and development. Locating a site for the new housing development was a lengthy process. Morro Santana, located 12.8 kilometres from Vila Chocolatão, was the second site choice as negotiations for the first prospective site were abandoned in response to objections from neighboring communities.

A small number of active groups external to the Vila Chocolatão community engaged in sustained opposition to the resettlement. They alleged that residents had limited participation in the resettlement process and argued that removing the community from the city centre would result in further disadvantage – given the distance of the new site from the centre and the risks associated with removing the poverty and social issues associated with Vila Chocolatão from the public eye. These groups advocated on behalf of people who were not given housing in Residencial Nova Chocolatão because they did not meet the criteria to receive the new housing. To be eligible people were required to have been a resident of Vila Chocolatão between 2005 and 2009.

After many years of negotiation, the final development, Residencial Nova Chocolatão, was completed in 2011. The substantial capital works project included 181 two-bedroom homes, four commercial buildings, a childcare centre with the capacity to care for 120 children, a library, a state of the art recycling centre (financed and built by engineering company Soluções Usiminas) and a sports field.

On 12 May 2011, the relocation of the community and the demolition of Vila Chocolatão commenced. The following day, a sizable public ceremony and celebration marked the inauguration of Residencial Nova Chocolatão.

Expanding the Model into other Communities

One of the more significant outcomes of the Chocolatão Social Inclusion Project is the application of the project’s principles and approach in other vulnerable communities in Porto Alegre. These communities include Vila Santa Teresinha, Vila Santo André and Região das Ilhas. A number of strategies have been drawn from the Chocolatão experience in order to support the “emancipation” of these communities. They include the legal connection of electricity and water and building of a community centre (Vila Santo André), the development of a recycling cooperative (Vila Santa Teresinha) and the development of a community library (Região das Ilhas).
In all the network activity there "the search for "empowering people to have ways of livelihoods. The fundamental principle of sustainability and citizenship networks is emancipated through training for emancipation, right with responsibilities and participation with collaboration" (Gonçalves de Souza 2016).

The Sustainability and Citizenship Network Model is based on the development of cross-sectoral collaborative groups. These are defined as governance networks and are based on cooperation between governmental and non-governmental institutions, as well as people who participate voluntarily to address challenges in places of high social vulnerability. The stated aim of these networks is to generate material solutions, such as access to adequate housing and basic urban services - but to also establish educational programs and capacity building activities that "promote the emancipation of communities living in extreme poverty in order to prepare them for genuine social inclusion". There is a defined process for developing the networks and their projects: map the place; get to know the community leaders and actors already working with the community; identification of problems and needs; identification of potential government, private sector and civil society partners; encouraging community empowerment and leadership; conducting network meetings locally and with participation of community members; and promoting 'transversality' in local and other governmental level actions. There are also a number of fundamental principles that govern the way these networks function and how their projects are developed.

This study, together with ongoing network activities provide a number of key lessons. The network structure and process reportedly softened the bureaucratic silos around city government departments and agencies and facilitated new cross-departmental working relationships. The active and sustained participation of respective city government departments in the network improved communication, transparency and reduced service overlap. The network also enhanced relations and communication with state and federal agencies, connection to external funding streams and programs, and engaged private sector support.

The fundamental principle of equality and neutrality provided a valuable cornerstone for the network and model. Meetings were always held in the local community. No one group was ever considered to be more important or to have greater authority. All members had an active role to play and were identified as bringing resources and expertise to the project. As well as action, the network was seen as a place for problem solving. New challenges were talked through as they arose and collaborative solutions were developed.

One of the strongest outcomes of the many years of preparation for the Vila Chocolatão resettlement is that the lessons learned have been solidly incorporated into what is now an articulated system for network development and an ethical framework for working with vulnerable communities. Whilst Porto Alegre has the added advantage of established participatory and collaborative systems, we believe the aforementioned model is replicable across other settings. There would be benefit to undertaking further research to follow the refinement of the model and the outcomes for these new communities in Porto Alegre, and elsewhere.

Given the new Sustainable Development Agenda (ratified by the UN Member States on September 25, 2015) and its foundation platform of collaborative partnerships, the Sustainability and Citizenship Network model makes a valuable contribution to the tools, systems and approaches required to drive the Agenda and realise its ambitions to end poverty, protect the planet and ensure prosperity for all. As well contributing to the understanding of partnerships (Goal 17), the comprehensiveness of the approach of the Sustainability and Citizenship Networks impacts and cross-cuts with a number of the Sustainable Development Goals (SDGs). These include the SDGs relating to poverty, health, education, gender equality, decent work, inequality and urban sustainability and building just and participatory institutions (Goals 1, 3, 4, 5, 8, 10, 11, 16, 17).

As such, one of the most important lessons to be drawn from the Chocolatão story is that improving the lives of vulnerable communities is a collective responsibility. The problems of the Vila Chocolatão community became the problems of the city. Community members moved from living in a “hidden world” to one where, for a period of time, their struggles were known, felt and shared. Their problems were not completely overcome but it has been demonstrated that they were greatly assisted by mobilising and harnessing the will and resources of many actors in the broader community.

In terms of the broader lessons related to the original Melbourne Model, the processes around the resettlement of Vila Chocolatão demonstrate that sustained participatory, cross-sectoral engagement is by no means a fast or easy process. However, the breadth of achievement delivered through the framework of the Sustainability and Citizenship Network has reinforced the value of a network of partnerships between community, government, private sector, academia and civil society as a viable platform from which to address entrenched societal inequities and action change.
Above: The next generation – A baby in the Nova Residencial Chocolatão childcare centre in 2012, one year after the resettlement. All the babies and young children of Chocolatão now daily have access to full time professional care and early childhood education in the state-of-the-art centre.
# Contents

Acknowledgements ........................................................................................................................................................................................................... iii  
Executive Summary ............................................................................................................................................................................................................. v  
1. Introduction ........................................................................................................................................................................................................... 1  
   The UN Global Compact - Cities Programme ............................................................................................................................................... 2  
   Porto Alegre ................................................................................................................................................................................................. 3  
   Porto Alegre’s Participatory Processes - OP and GSL ............................................................................................................................... 5  
   Informal Urban Resettlement .................................................................................................................................................................. 7  
2. Methodology ........................................................................................................................................................................................................ 10  
3. Vila Chocolatão ................................................................................................................................................................................................... 15  
   Life in Vila Chocolatão ............................................................................................................................................................................... 16  
   Impetus for the Resettlement of the Vila Chocolatão Community ........................................................................................................ 17  
4. The Vila Chocolatão Sustainability Network ............................................................................................................................................. 21  
   The Initial TRF4 leadership and the Vila Chocolatão Social Inclusion Project ...................................................................................... 21  
   Philosophy and purpose of the Network .................................................................................................................................................. 21  
   A space for dialogue, overcoming challenges and making decisions ...................................................................................................... 23  
   Inter-departmental collaboration and multi-sectoral engagement ........................................................................................................ 25  
5. Network Members and Partners ................................................................................................................................................................. 27  
   Local Government ....................................................................................................................................................................................... 27  
   State Government ....................................................................................................................................................................................... 29  
   Federal Government ................................................................................................................................................................................... 29  
   Non-Government Organisations ............................................................................................................................................................. 30  
   Private Sector ............................................................................................................................................................................................. 32  
6. Key Collaborative Actions and Projects Prior to Resettlement .................................................................................................................. 35  
   Amenities and Meeting Room .................................................................................................................................................................. 35  
   Safety and Dignity: Legal Provision of Electricity ................................................................................................................................. 36  
   Viable Livelihoods: The Vila Chocolatão Recycling Centre ................................................................................................................... 37  
   Programmes and Projects to Protect and Develop Children ............................................................................................................... 39  
7. Development of Residencial Nova Chocolatão ............................................................................................................................................. 43  
   Eligibility for Residency ............................................................................................................................................................................. 44  
8. The Day of Relocation .................................................................................................................................................................................. 46  
9. Life in Nova Residencial Chocolatão ................................................................................................................................................................. 51  
   Distance from the City Centre .................................................................................................................................................................... 51  
   Recycling and Livelihoods ....................................................................................................................................................................... 51  
   Childcare Centre and Children ................................................................................................................................................................. 52  
   Community Library ..................................................................................................................................................................................... 52  
   Adjustments to the New Life .................................................................................................................................................................... 54  
   Employment of Vulnerable Adolescents .................................................................................................................................................. 54  
   Housing and Home Creation .................................................................................................................................................................. 55  
   Security ........................................................................................................................................................................................................... 55  
10. The “Sustainability and Citizenship Network” Model in Other Communities ............................................................................................ 57  
    Network Framework .................................................................................................................................................................................... 57  
    Guiding Concepts for Network Actions .................................................................................................................................................. 57  
    Creating a Sustainability and Citizenship Network .................................................................................................................................. 58  
    The UN Global Compact - Cities Programme Project Framework ...................................................................................................... 59  
    The Network Model in Vila Santa Teresinha .......................................................................................................................................... 60
The Network Model in Região das Ilhas………………………………………………………………………………..65
Reflecting on the Network Model ..................................66
11. Conclusion..............................................................................................................................................67
References......................................................................................................................................................71
Abbreviations................................................................................................................................................88
Appendices....................................................................................................................................................89
   Appendix 1 – Commitment Letter Prefeito João Verle.................................................................................90
   Appendix 2 – Annual Cycle of Porto Alegre’s Participatory Budget ...............................................................91
   Appendix 3 – Cities Programme Project Framework ..................................................................................92
   Appendix 4 – Overview of Interviewees’ Positions and Organisations.......................................................94
   Appendix 5 – Mapping the Place................................................................................................................95
   Appendix 6 – Timeline: Villa Chocolatão Resettlement .........................................................................97
   Appendix 7 – Research Participants’ Information and Consent form.......................................................98

List of Figures
    Figure 1 – The Ten Principles of the United Nations Global Compact..........................................................xiv
    Figure 2 – The Initial Representation of the “Melbourne Model” of the UN Global Compact - Cities Programme..1
    Figure 3 – Porto Alegre’s Location with Rio Grande do Sul.........................................................................4
    Figure 4 – Porto Alegre’s 17 Participatory Budgeting Regions ..................................................................6
    Figure 5 – Mixed Methods Case Study Approach ...................................................................................11
    Figure 6 – Plan of Residencial Nova Chocolatão .....................................................................................44
    Figure 7 – The Chocolatão Sustainability and Citizenship Network Model ..........................................56
    Figure 8 – UN Global Compact - Cities Programme Cross-Sectoral Model and Project Framework.........59

List of Tables
    Table 1 – Increase in the Number of Irregular Settlement Areas, Housing Units, Families and Inhabitants in Porto Alegre from 1950 to 2007..........................................................................................4
    Table 2 – Basic Demographic Information for Vila Chocolatão in 2011.......................................................16
    Table 3 – Number of Dwellings Damaged by Fire in Vila Chocolatão from 2003 to 2011.........................16
    Table 4 – Vila Chocolatão Sustainability and Citizenship Network Members...........................................28
Figure 1 – The Ten Principles of the United Nations Global Compact

**HUMAN RIGHTS**

Principle 1: Businesses should support and respect the protection of internationally proclaimed human rights; and

Principle 2: make sure that they are not complicit in human rights abuses.

**LABOUR**

Principle 3: Businesses should uphold the freedom of association and effective recognition of the right to collective bargaining;

Principle 4: the elimination of all forms of forced and compulsory labour;

Principle 5: the effective abolition of child labour; and


**ENVIRONMENT**

Principle 7: Businesses should support a precautionary approach to environmental challenges;

Principle 8: undertake initiatives to promote greater environmental responsibility; and

Principle 9: encourage the development and diffusion of environmentally friendly technologies.

**ANTI-CORRUPTION**

Principle 10: Businesses should work against corruption in all its forms, including extortion and bribery.
1. Introduction

This report documents the history of the resettlement of the community who lived in the informal settlement of Vila Chocolatão in the inner city of Porto Alegre, Brazil. It follows the processes, aspirations and actions of the cross-sectoral network group that worked alongside the resettlement project later termed the Chocolatão Sustainability and Citizenship Network. It looks at this group through the lens of the Melbourne Model of the UN Global Compact - Cities Programme and outlines the new Chocolatão Model that emerged from the project. It outlines its recent application in three other vulnerable communities in Porto Alegre.

The study provides insights into the lengthy social project that accompanied the resettlement of the Vila Chocolatão community utilising cross-sectoral participatory processes, bringing together residents with civil society, various levels and departments of government and the private sector. Based on principles of equality, human rights and citizenship, the resettlement was collectively approached as an opportunity to improve the lives and livelihoods of community members and future generations.

This research was conducted by the UN Global Compact - Cities Programme with the support of RMIT University. It was conducted through a lengthy process of document analysis, stakeholder mapping and interviews. The study was supported by the Prefeitura of Porto Alegre, reporting on outcomes and challenges of the Vila Chocolatão Social Inclusion project over many years and facilitating interviews and site visits. This was through its role as one of the first Innovating cities of the United Nations Global Compact. The social project that accompanied the resettlement was aligned with the city’s commitment to the Compact as a trial site for the ‘Melbourne Model’ of cross-sectoral collaboration. Given it was supported by Porto Alegre’s participatory systems, there was potentially much to be learned. This has certainly proven to be the case.

The relocation of informal settlements is highly contentious and this report neither sought to evaluate the resettlement nor advocates for resettlement. Recent experiences with resettling informal communities have generally been condemned with current recommendations from international NGOs stating resettlement should be avoided. There is evidence to suggest, however, that the worst effects of relocation can sometimes be mitigated if resettlement is accompanied by formalisation of residency and occupation.

The relocation of the Vila Chocolatão community, which occurred in May 2011, was not without the challenges associated with resettlement but it is a particularly unusual case. The threat of eviction, by the organisation that owned the land upon which Vila Chocolatão was located, was treated by a small group of residents as an opportunity to improve the lives of community members. The community of primarily catadores (street pickers) had been living in dire and dangerous conditions for some 20 years.

This report maps the events that triggered the resettlement, the development of formal entities within the community that led to formal representation in Porto Alegre’s participatory budgeting system and their demand for resources to rehouse the community, provide appropriate livelihoods, and improved health, care and education of their children.

It documents the development of the cross-sectoral network group, that included the new Vila Chocolatão Residents’ Association, who worked collectively to achieve these aims and supported their aspirations for citizenship and emancipation from poverty. It also details the partners that comprised the Vila Chocolatão Sustainability and Citizenship Network and their role in the numerous innovative and unusual actions and projects that occurred over the number of years prior to the resettlement. It outlines the strategies and concrete projects that were developed in Vila Chocolatão to “build dignity” and prepare for the move. These included the mapping of the community, provision of formal addresses followed by the legal connection to electricity, the development of a recycling cooperative, recycling shed and community centre. Many programs were delivered for the children of the community.

The report follows the community to the new site, Nova Residencial Chocolatão, and provides an overview of the new infrastructure, which includes a privately sponsored state-of-the-art recycling centre and early childhood...
centre. It then goes on to outline projects based on the network model that have been applied in other sites in Porto Alegre following the resettlement of the Vila Chocolatão community (2012 to 2015) and the system that is used to establish these networks and their actions — now termed the Citizenship and Sustainability Network Model.

Finally, conclusions are made about the principles and practices from the Porto Alegre experience that should be considered by governments, communities and corporate leaders who are looking for strategies and systems to uplift communities and tackle entrenched and complex social and economic issues in their cities.

Contextual background to the report follows in this section: the UN Global Compact - Cities Programme; Porto Alegre, its participatory systems, participatory budgeting and local solidarity governance; and an overview of informal settlement challenges, internationally and in Brazil.

The UN Global Compact - Cities Programme

The Cities Programme is the urban arm of the United Nations Global Compact, the world's largest corporate social responsibility initiative. It has been in operation since 2003 and supports city participants of the UN Global Compact to address complex urban challenges and advance Ten UN Principles in the areas of human rights, labour, the environment and anti-corruption (see Figure 1). It is administered by an International Secretariat hosted by RMIT University in Melbourne, Australia since 2008 (See www.citiesprogramme.org).

Porto Alegre was one of the first cities to commit to the United Nations Global Compact, doing so in early 2004. It was one of five initial cities to contribute to a trial of the cross-sectoral, participatory model on which the Cities Programme was established. This model was initially developed by the Committee for Melbourne and the City of Melbourne through a lengthy cross-sectoral project tackling spiralling economic disadvantage through utilities debt. It is termed “the Melbourne Model” (see Figure 2).

Porto Alegre’s lengthy history and culture of innovative participatory democratic systems were seen to be well aligned with the Ten Principles of the UN Global Compact and the Melbourne Model. Prefeito João Verle committed to the city being a trial site in December 2003 (see Appendix 1). It took some time for Vila Chocolatão to be identified. The initial proposed project was to focus on the riverside port redevelopment. This changed to a housing focus in July 2006 under the leadership of Prefeito José Fogaça. It took over a year to specifically identify Vila Chocolatão. It aligned with the newly established participatory system, Local Solidarity Governance system (GSL). This resourced ongoing coordination of the network group and development of partnerships and projects. Guidance documents were provided by the Cities Programme. These included advice re the establishment of the cross-sectoral group, holding meetings locally in a neutral place, the equality of membership and the use of a project management model which followed engagement of partners, identification of issues, setting of objectives, design of projects, review and assessment (see Figure 3). However, as this study shows, the Vila Chocolatão Social Inclusion project and the Chocolatão Sustainability and Citizenship Networks were driven by local needs and aspirations.

This study and report represents the completion of that initial collaborative commitment between the UN Global Compact - Cities Programme and the Prefeitura of Porto Alegre. Established ten years ago, the aims of this collaboration were to learn from the actions, aspirations, achievements and challenges of the Network group and their work with the Vila Chocolatão community. This initial commitment was made to advance sustainability and social inclusion and the understanding and uptake of collaboratory and participatory processes to overcome the most entrenched and complex of societal issues and challenges. The alignment between the approaches is encapsulated in the words of the Porto Alegre Mayor who held office when GSL was established and the Chocolatão project was connected to the Cities Programme:

*Porto Alegre has built its history with popular participation and the struggle for emancipation of citizenship. Not by chance, the capital of the Gauchos has become a reference for innovative approaches, such as the implementation of participatory democracy and local solidarity governance.

*Its search for the production of specific, tangible benefits to improve the quality of life of its residents and for social harmony is continual.

*In this sense, our participation in a global network of cities, through the intermediary of the UN Global Compact - Cities Programme and inter-sectoral partnerships, once again we provide greater social inclusion and sustainable development.*

Prefeito José Fogaça, September 2006
Porto Alegre

Porto Alegre is the capital of Rio Grande do Sul, the southernmost state of Brazil (see Figure 3). The city is renowned as the birthplace of the World Social Forum, a global gathering that provides space for actors to construct local and international democratic projects in different contexts.4

Importantly, Porto Alegre is also well known for its democratic public management model and is the first city in the world to successfully implement participatory budgeting, which has been in operation in Porto Alegre since 1989.3 Porto Alegre is one of the wealthiest cities in Brazil and also has the highest quality of life and literacy rate (97 per cent) amongst the nation’s state capitals.6

Porto Alegre’s location within Rio Grande do Sul (see figure 4), is at the conjunction of five rivers and serves as a major industrial centre in southern Brazil.5 Porto Alegre has a population of just over 1.4 million citizens and a land area of 497 square kilometres.9

Like most capital cities in Brazil, Porto Alegre is “a visibly socially segregated city”.10 Social inequalities in Porto Alegre are increasingly expressed in terms of urban spatial segregation and through the substantial proportion of inhabitants living in irregular settlements. In 2007, almost one quarter of Porto Alegre’s population was living in irregular dwellings as classified by the Municipal Department of Housing (Departamento Municipal de Habitação, DEMHAB) (see Table 1). DEMHAB defines “irregular housing” as a dwelling that is unfit for habitation.11

Above: Porto Alegre is one of the wealthiest cities in Brazil, it has the highest quality of life and literacy levels (97%). Addressing inequity and social exclusion is the highest priority of the city government. Image: Bruna Cabrera on Flickr.
Factors that contribute to the classification of a dwelling as unfit for habitation include:

- Compromised or precarious basic infrastructure;
- Lack of formal provision of electricity;
- Lack of formal provision of water and sewerage;
- Lack of formal provision of garbage collection services;
- Overcrowding (i.e. more than three people per bedroom).

The Vila Chocolatão irregular settlement developed in the mid-1980s during a period when Brazil was experiencing turbulent economic times. Following the second oil shock towards the end of the 1970s, there was a period of rapid increase in international interest rates. This led to a succession of negative economic trends in Brazil throughout the 1980s. During this period, macro-economic influences, including globalisation and the loss of Brazilian manufacturing to Asia, detracted from Brazil’s global competitiveness. Porto Alegre was not

Table 1 – Increase in the Number of Irregular Settlement Areas, Housing Units, Families and Inhabitants in Porto Alegre from 1950 to 2007

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population of Porto Alegre</th>
<th>Irregular Settlement Areas</th>
<th>Irregular Settlement Housing Units</th>
<th>Families</th>
<th>Inhabitants</th>
<th>Percentage of Population Living in Irregular Settlements</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>394,000</td>
<td>41</td>
<td>3,965</td>
<td>4,636</td>
<td>16,303</td>
<td>4.1%</td>
</tr>
<tr>
<td>1964</td>
<td>735,000</td>
<td>56</td>
<td>13,588</td>
<td>15,326</td>
<td>65,595</td>
<td>8.92%</td>
</tr>
<tr>
<td>1973</td>
<td>895,000</td>
<td>124</td>
<td>20,152</td>
<td>22,336</td>
<td>105,833</td>
<td>11.7%</td>
</tr>
<tr>
<td>1981</td>
<td>1,135,524</td>
<td>145</td>
<td>26,093</td>
<td>28,702</td>
<td>129,200</td>
<td>11.3%</td>
</tr>
<tr>
<td>1989</td>
<td>1,225,447</td>
<td>212</td>
<td>46,734</td>
<td>51,407</td>
<td>209,711</td>
<td>17.11%</td>
</tr>
<tr>
<td>1998</td>
<td>1,329,472</td>
<td>422</td>
<td>75,370</td>
<td>82,907</td>
<td>293,946</td>
<td>22.11%</td>
</tr>
<tr>
<td>2007</td>
<td>1,395,751</td>
<td>479</td>
<td>85,168</td>
<td>93,684</td>
<td>332,158</td>
<td>23.79%</td>
</tr>
</tbody>
</table>
immune to the economic challenges faced by Brazil during the 1980s and early 1990s. According to Baiocchi, between 1986 and 1995, the city lost 30 per cent of net formal jobs, the majority of them in manufacturing and heavy industry. In keeping with the rest of Brazil, Porto Alegre also experienced exacerbated urban poverty and a relative decrease in revenues during this time. The combination of a decline in the pace of industrial growth and the concurrent rise of unemployment in Porto Alegre during this period contributed to a substantial increase in irregular settlements in the metropolitan area.

**Porto Alegre’s Participatory Processes - OP and GSL**

Two public participatory processes operated in Porto Alegre which underpinned and facilitated the continuous participation demonstrated in the Vila Chocolatão resettlement. The first is Porto Alegre’s participatory budgeting model, which provided the initial vehicle for Vila Chocolatão community members to have their demands formally recognised by the city’s administration. The second was the Local Solidarity Governance scheme. Local Solidarity Governance is a change management project that aims to promote a partnership approach between local government and citizens, with an emphasis on shared responsibilities between municipal bodies and societal groups. This approach aligns strongly with the Global Compact Cities Programme’s cross-sectoral model, which encourages government to work collaboratively with both civil groups and the private sector to address urban problems.

Engagement in public participatory processes is generally regarded as a positive phenomenon in development practice and policy. The literature on participatory democracy in development documents the emergence of the term “participation” in the 1960s as part of a broader cultural quest for greater social equality. In participatory democratic discourse, citizen participation is often equated with citizen empowerment. Citizen participation in political processes is an ideal based on a modern stream of liberal democratic thought referred to as “neighbourhood democracy”. The idea of neighbourhood democracy, and participatory theory in general, is based on a critique of the conception of democracy as “a competition for political power among responsible elites”. Neighbourhood democracy envisions citizens with substantial and equal opportunities who participate directly in political decisions that affect them. In theory, this kind of citizen participation promotes redistributive politics that dilutes the power of state technocrats and governing elites by providing a compensating force.

**Participatory Budgeting**

Porto Alegre’s innovative participatory budgeting model serves as a functioning example of neighbourhood democracy in Brazil. Following the end of the military dictatorship in 1985, the city’s participatory budgeting scheme emerged from a consultative process driven by the municipal administration and emerging social movements. The implementation of Brazil’s new Constitution in 1988 resulted in the initiation of a process of tax reforms and decentralisation that provided space for municipal governments across the country to make more substantial decisions concerning public investment.

In 1988, a left-wing coalition dominated by the Workers’ Party (Partidos dos Trabalhadores) was voted into power in Porto Alegre’s municipal elections. In partnership with pro-democracy social movements, the Workers’ Party formally introduced participatory budgeting in Porto Alegre the following year. The idea behind participatory budgeting is to decentralise the power of city hall and elected politicians in determining how municipal funds are spent, and to democratise decisions concerning the use of city resources. In spite of financial challenges, participatory budgeting was mobilised across the Porto Alegre’s then 16 sub-regions in 1989. In the early years of its administration, the Workers’ Party was successful in drawing a significant number of participants into the participatory budgeting process from Porto Alegre’s less privileged areas. There are 17 Participatory Budget Regions in Porto Alegre (see Figure 4).

In essence, participatory budgeting represents an approach to municipal administration that facilitates prioritising public policy in favour of the poor and working class. This is made possible through public participation in the prioritisation of urban issues and subsequent allocation of municipal funding. Participatory budgeting is centred upon the promotion of redistributive politics. It creates formats for public decision-making that promote citizen engagement in policy-making, enhancement of accountability, curtailment of corruption and the cessation of arbitrary allocation of public resources.
Local Solidarity Governance

The second public participatory approach that was introduced in Porto Alegre that strongly influenced the Vila Chocolatão resettlement is the Local Solidarity Governance scheme (Governança Solidária Local, GSL). Established in 2005, this scheme was developed with the assistance of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and built upon the participatory democratic processes established and cultivated as part of Porto Alegre’s participatory budgeting process. Local Solidarity Governance promotes partnerships between local government and citizens and emphasises shared responsibilities between respective bodies.36 The GSL scheme in Porto Alegre focuses on a change of culture as opposed to a single social practice. Institutionally, the GSL is based on the following principles:

- **Plurality**—recognising that society consists of multiple differences;
- **Dialogue**—contributing towards society becoming a system of connections that are always open and respectful; and
- **Consensus**—forming a community of projects and pacts for social responsibility and sustainable development.37

Working with these principles, the GSL scheme is dedicated to organising networks for political participation in Porto Alegre as an experiment in developing a new form of interaction between the state and society.38 The GSL strategy is based on three key assumptions:

1. Economic growth does not (automatically) solve social problems;
2. Centralised and hierarchical policy approaches do not sufficiently meet present challenges in Porto Alegre; and
3. Democratic governance must generate concrete and tangible results.39

The overarching aim of the GSL scheme is to transform Porto Alegre into a “Network-City”—a city that envisages the future as an opportunity for citizens to exercise their citizenship, within the climate of participatory democracy, as a right and a responsibility for their own development and for the development of the city as a whole.40

Based on these concepts, participatory planning of concrete programmes and projects took place and local development plans were established throughout Porto Alegre from 2005 onwards.41

The role of the city’s municipal administration in Local Solidarity Governance is to promote a culture of partnerships.42 Porto Alegre’s Regional Administrative Centres (Centros Administrativos Regionais) were established to provide administrative support for the city’s participatory budgeting processes.43 Under the scheme, City Hall is responsible for connecting the public sector, businesses, citizens of Porto Alegre (especially the least politically organised and most socially and economically vulnerable of the population) and civil society organisations through cross-sectoral and multidisciplinary networks that are territorially organised.44
Informal Urban Resettlement

For communities across the globe, devising approaches to deal with slums is one of the biggest challenges to emerge from the unprecedented and rapid urbanisation in the twenty-first century. For the first time in history, the urban population of the earth is greater than the rural, and of the world’s four billion or so urban residents, approximately one quarter are slum dwellers. Although there are national differences in what distinguishes urban and rural areas, the United Nations interprets urban areas as including cities, suburban and peri-urban spaces. In many developing countries, urban expansion is increasingly associated with unplanned settlements, poverty and slum growth.

The rapid growth of urban slums in developing countries presents a diversity of challenges. In particular, a myriad of issues arise for government and slum dwellers alike when the displacement and resettlement of slum communities occurs because the state assumes land for public requirements. As Guggenheim and Cernea assert, reconciling the need of developing societies to improve their physical infrastructure with the protection of the rights and interests of the people most immediately affected by displacement is a major issue that, until recently, few countries have been prepared to address.

While the resettlement of urban slum communities is largely viewed as something that should be avoided, development-induced displacement and resettlement (DIDR) is sometimes an unavoidable consequence of urban development projects and infrastructure programmes. Urban DIDR is one of many types of human movements. It is by definition involuntary resettlement as displaced persons have no choice to remain living in the affected area. As Guggenheim and Cernea state, voluntary and involuntary resettled populations both face substantial challenges in adapting to new social and physical environments following relocation. Those who are subjected to involuntary resettlement caused by development projects are not part of a temporary resettlement, such as may be caused by conflict or natural disaster. Rather, their resettlement is permanent, and they must find ways to live in their new environment in the long term, not just for an interim period. Additionally, those who are resettled involuntarily, as opposed to those who are settled voluntarily, generally have no say in their relocation.

According to the United Nations Human Settlements Programme (UN-Habitat), best practice in resettling slum communities consists of relocating households with the consent and cooperation of residents. Involuntary resettlement stands at the opposite end of the spectrum of approaches to relocation. Involuntary resettlement occurs
Citizenship and Resettlement

In a Brazilian context, if citizenship is broadly conceived as having the right to have rights, non-citizenship could be understood as the opposite—being unable to exercise rights. According to Telles, non-citizenship is associated with being poor in Latin American societies, as poverty is a marker of inferiority, a way of existing in which people are not recognised as bearers of rights. As Cernea suggests, development-induced resettlement projects are widely regarded as contributing to the further impoverishment of resettled community members in a multitude of ways. It is arguable that by contributing to impoverishment, development-induced resettlement projects detract from citizenship amongst resettled populations. Given that some 10 million individuals across the globe are resettled or displaced due to development projects every year, study of examples of resettlement projects that promote, rather than detract from, citizenship represents a valuable contribution to this field. This case presents an alternative resettlement model, based on continuous participatory engagement within the community, and cross-sectoral engagement between the community and external actors. It provides a valuable addition to the field of resettlement research.
Above: Villa Santa André is a long standing informal settlement that now has a Sustainability and Citizenship network working with the community to improve the lives of residents. Like Vila Chocolatão, many people migrated from rural areas to the city in search of employment. They were without resources to buy homes, most work as *catadores*.
2. Methodology

The majority of this study was conducted over an intensive 12-month period following the Vila Chocolatão resettlement from late 2011 to early 2013, with intermittent additional data collected from 2013 to 2015. This section outlines the research objectives and the methodological approach adopted to collect and analyse the data for this study; the overarching adoption of the single case study design, as well as the use of mixed methods within the case study.

The mixed methods that have been incorporated in this case study include:

- Qualitative document analysis (QDA);
- Stakeholder analysis; and
- Qualitative interviewing.

Research Objectives

The research was undertaken with the broad objective of contributing to the understanding of cross-sectoral collaborative networks as a model to address critical urban issues.

The research specifically sought to:

- Capture the network's objectives, primary partners, actions and projects
- Map the history of the Vila Chocolatão resettlement
- Understand the role of the network in the overall resettlement project
- Learn from the network's guiding philosophy, processes and approach.

Qualitative Case Study

This study employed a qualitative case study design that used a mixed methods approach incorporating QDA, stakeholder analysis and qualitative interviewing. These methods were selected because each reveals different information about the resettlement of the Vila Chocolatão community.

QDA was employed at the outset of the study as a grounding technique in order to understand as much as possible about the resettlement project and Porto Alegre’s participatory governance mechanisms. Stakeholder analysis was subsequently used to determine key actors and their roles throughout the resettlement process. QDA and stakeholder analysis therefore provided the “bare bones” of the case study.

Qualitative interviewing was later conducted in order to flesh out the information obtained through QDA and stakeholder analysis. Interviews with participants and further QDA also served to clarify aspects of the data that were unclear.

At the completion of the data collection phase, each research strategy was triangulated to produce a broad picture of the resettlement project. In qualitative inquiry, triangulation refers to the process of combining the results of two or more methods to facilitate the emergence of a more comprehensive picture of the results than either method could achieve in isolation.

Phase One – Document Analysis

This study employed the qualitative document analysis method. The researcher collated and examined existing documents available to the UN Global Compact - Cities Programme relating to the resettlement of the Chocolatão community. These documents included:

- Historical email communication between Cities Programme and Porto Alegre City Hall staff (2007 to 2011);
- Brochures produced by City Hall on participatory budgeting, Local Solidarity Governance and the Chocolatão Sustainability and Citizenship Network;
- Internal City Hall documents pertaining to the resettlement project;
- Observational field notes from site visits conducted by Cities Programme staff in 2010 and 2012; and
- News articles about the Chocolatão community.

After examining documents relevant to the resettlement project, a number of further avenues for analysis were selected. These include:

- Internal reports, meeting minutes and briefing notes produced by Porto Alegre City Hall’s municipal departments involved in the resettlement project on various aspects of the relocation process;
- Reports prepared by organisations that opposed the resettlement, including the Brazilian Geographers’ Association (Associação dos Geógrafos Brasileiros) and the Legal Aid Service of the Federal University of Rio Grande do Sul (Serviço de Assistência Jurídica);
- Reports written by international organisations, including the World Bank and Metropolis, that have been involved in the resettlement project or, more broadly, Porto Alegre’s Participatory Budget and/or Local Solidarity Governance scheme;
- Websites and reports of significant project stakeholders; and
- Academic journal articles and books about Porto Alegre and the city’s Participatory Budget and Local Solidarity Governance scheme.

The sources of documents analysed in this research represent different points of view. Document selection
was motivated by the identified need to canvass a range of documents from different, and sometimes ideologically opposed, sources. These documents were primarily sourced online.

Internal reports, meeting minutes and briefing notes produced by Porto Alegre’s municipal administration that were not available online were obtained directly from City Hall. The documents outlined above were selected because they contributed to the process of mapping the history of the resettlement project. In addition, they illuminated the nature of public participation in local government decision-making in Porto Alegre and how it impacted upon the resettlement of the Chocolatão community. While a small number of these documents were written in English, the majority were written in Portuguese. Difficulties presented in terms of understanding content and translation will be discussed in the limitations section below.

Phase Two – Stakeholder Analysis

During the QDA phase of this research project, initial stakeholder analysis was concurrently pursued.

The first step in stakeholder analysis was to undertake QDA in order to understand the research context and decide how to engage with stakeholders and collect data. The second step was determining the level at which stakeholder analysis would take place as it can occur at one or more levels—local, regional, national and international. The third step was identifying and approaching stakeholders and mapping their respective roles in relation to the resettlement of the Chocolatão community. The mapping process included individuals, organisations, different individuals within organisations and networks of individuals and organisations (e.g. the Chocolatão Sustainability and Citizenship Network).

Stakeholders were identified through face-to-face interviews and secondary sources, such as published and unpublished documents, reports, policy statements, meeting minutes and websites, using QDA. They were then represented in a stakeholder map detailing each actor’s role in the resettlement project and their relation to each other. Preparing this stakeholder map was an essential step in identifying potential participants to interview in order to fill in gaps in knowledge following QDA and stakeholder analysis. This analysis served as a bridge between QDA and qualitative interviewing.

Phase Three – Qualitative Interviewing

Potential interviewees were selected following stakeholder analysis based on their engagement in a cross-sectoral group, the Chocolatão Sustainability and Citizenship Network.

In January 2012, UN Global Compact - Cities Programme staff were assisted by Vania Gonçalves de Souza, Local Governance Agent and Network leader to recruit potential interviewees in Porto Alegre identified as having played a significant role in the network. Fourteen network members agreed to be interviewed. These individuals were also selected for interviewing in relation to sectors (the Chocolatão community, civil society, municipal...
government and local industry). Interviewees were forwarded the questions in advance. They gave written permission to participate and have the results of their interviews published.

In February 2012, Dr Elizabeth Kath, Research Fellow at RMIT University, undertook qualitative interviews with 13 of these participants in Porto Alegre (see Appendix 4). The interviews were conducted in Portuguese and were each 30 minutes to an hour in duration. They were based on a list of open-ended, semi-structured questions prepared in advance by Cities Programme staff and distributed to participants. The interviews were filmed and audio-visually recorded and then transcribed in Portuguese. Transcripts were then professionally translated into English for analysis. Ms Elizabeth Ryan, Deputy Director of the Cities Programme, interviewed the fourteenth interviewee, Ms Gonçalves de Souza, during a site visit to Porto Alegre in June 2012.

Phase Four – Synthesising Data to Produce Research Report

At the completion of the data collection phase, primary and secondary data were synthesised to produce a range of analyses to inform the overall case study. In conducting this research project, it was necessary to produce a narrative of how the resettlement of Chocolatão residents unfolded, from the inception of the project up to the present day. To construct this narrative and examine these intersections, data obtained from QDA, stakeholder analysis and qualitative interviews were combined to produce a historical timeline of events from 2000 to mid-2012. The results of stakeholder analysis and mapping were then superimposed on the historical timeline to identify the points at which key individuals and organisations became involved in the participatory resettlement of the Chocolatão community. Data from the qualitative interviews were then incorporated to enrich and enliven this narrative timeline.

Limitations of the Research

This study was not seeking to evaluate the resettlement of the Vila Chocolatão community nor its impact on residents. It was undertaken to map the history of the resettlement and to understand the actions, roles, principles and processes of the cross-sectoral network group that worked with and in support of the community in their demand for decent livelihoods, homes and early childhood education and care for their children. We have undertaken this research to contribute to knowledge of cross-sectoral collaboration more broadly, and in this case in the form of a sustained network group as a valuable mechanism to support the upliftment of vulnerable communities from poverty. We believe this objective has been achieved to a degree sufficient for the knowledge and practices of Porto Alegre’s Sustainability and Citizenship Networks to be shared with other city participants of the UN Global Compact, Global Compact participants more broadly, our partners and other actors working to address poverty and inequity in an urban setting.

There are however limitations to the research. These include that the majority of the research was conducted in retrospect, particularly the actions prior to resettlement. Whilst supported by translation, the documents that were gathered and analysed to build an accurate picture of the resettlement were in another language from those of the research team. Whilst interviews were conducted in Porto Alegre and field trips made to the site, the majority of the research was conducted at a distance, from the office of the Cities Programme’s international secretariat in Australia. These limits are compounded by the complexity of the subject matter and the length of period under investigation, ostensibly some 15 years. However, we believe the methodology for mapping the resettlement’s history and stakeholders is robust given it has triangulation of results at its base. Where we rely on subjective opinion, which is primarily perspectives related to the purpose and function of the network, it is reported as such. Whilst perceptual and qualitative we believe these views were critical to the study. They have brought rich insight into the lived experience of network membership, drivers for participation and the challenges experienced.

This study, and others of this type, would be greatly enhanced by longitudinal research of residents. Whilst desirable, this was beyond the scope of this study. Ideally, such long term social projects should have a local team of research work alongside the network and projects. Establishing clear objectives and agreed upon systems for monitoring and evaluation at the onset of projects would enhance the research process and strengthen results.
Qualitative Document Analysis

This study employs Altheide et al.'s (2008) interpretation of QDA due to their focus on the emergent nature of the methodology. QDA “refers to an integrated method, procedure and technique for locating, identifying, retrieving and analyzing [sic] documents for their relevance, significance and meaning.”78 Emergent QDA encourages the researcher to pursue investigation during the data collection phase with an “explorer’s eye”.79 This allows the researcher to reflexively pursue ideas, data and other sources of information that emerge throughout the research process.

Stakeholder Analysis

Stakeholder analysis is found in a range of disciplines, including economics, ethics, marketing, systems science and political theory.80 In the context of policy reform in international development, the World Bank defines stakeholder analysis as “a systematic methodology that uses qualitative data to determine the interests and influence of different groups in relation to a reform”.81 This research report adapted Brugha and Varasovzky’s (2000) stakeholder analysis method. While it is formulated for health policy contexts, Brugha and Varasovzky’s version of stakeholder analysis is readily applicable to the present study. According to Brugha and Varasovszky, stakeholder analysis is a tool for generating knowledge about actors (individuals or organisations) and understanding their actions, intentions, interactions and interests. It can also be used to assess the influence and resources of different actors on decision-making or implementation processes.82

Qualitative Interviewing

Qualitative interviewing “provides an open-ended, in-depth exploration of an aspect of life about which the interviewee has substantial experience, often combined with considerable insight”.83 According to Yin (2010), there are a number of characteristics that distinguish qualitative interviewing from structured interviewing.

First, the relationship between the researcher and the participant in qualitative interviewing does not require the use of strict scripts or a predetermined list of questions.84 While the researcher will have a firm idea of the questions that will be posed to a participant during an interview, qualitative interviewing allows for fluidity throughout the process.

Second, qualitative interviewing is based on the idea of interviewing as a relationship. This allows for the interviewer to adopt a conversational mode and change his or her behaviour in response to the demeanour of interviewees.

Third, open-ended questions, as opposed to closed-ended questions that feature in structured interviewing, are a key facet of qualitative interviewing. Open-ended questions provide scope for participants to respond to questions in their own words.85 This supports one of the foundational aims of qualitative research, which is to understand complex social phenomena from an interviewee’s point of view.86
Above: Vila Chocolatão was located on a small pocket of land in a precinct of federal government buildings in the centre of Porto Alegre. One of those neighbouring building resembles a wrapped chocolate bar, thus the name Chocolatão.

Vila Chocolatão

An informal settlement located in the centre of Porto Alegre, Vila Chocolatão grew from the 1980s onwards as rural families came to the city in search of employment. Living in a “hidden world” the community faced many challenges. The impetus to resettle came from the threat of eviction following a claim by the federal agency on whose land the community was situated. A small group of women led efforts to formalise and enter a request to the city’s participatory budgeting (OP) system to be resettled with new housing, inclusive of means to earn viable formal livelihoods and care for their children. From here flowed a quest for citizenship and emancipation that was supported by the Regional Court TRF4 and engaged many members of the broader community.

Prior to its demolition, Vila Chocolatão was an irregular settlement situated in the 16th Region (Centro) of Porto Alegre’s Participatory Budget. The slum was surrounded by a number of federal government buildings in the Praia de Belas suburb close to the city’s historical centre and waterfront. In 1984, the first families to settle in this area established dwellings on Otávio Francisco Caruso da Rocha Street using discarded materials. Vila Chocolatão developed gradually and expanded over time to cover an entire inner city block by 2011. Irregular dwellings were constructed on a vacant parcel of land owned by Brazil’s Federal Taxation Office (Receita Federal). One of the federal buildings located next to the slum resembles a chocolate bar and inspired the name Vila Chocolatão.

Many of the community members living in the slum had reportedly relocated from rural areas to the city in search of employment. The majority of Vila Chocolatão’s residents supported themselves by working as catadores—collectors and sorters of recyclable waste. As the slum was situated in Porto Alegre’s central business district, community members who made a living working as catadores were in a strategic location in terms of access to recyclables. Earning a living as a catadore in downtown Porto Alegre has been described as involving working long hours collecting waste for recycling in the streets and in between traffic.

Catadores stored their collected recyclable waste in large carts (carrinhos) that they pulled through the city streets. Catadores who could not afford to buy their own carrinhos rented them from middlemen who ran informal carrinho sheds. Catadores who rented their carrinhos from these middlemen would deliver the recyclable waste they collected to the middlemen at the end of each day. The middlemen would then purchase catadores’ recyclables at a heavily reduced cost and on-sell them to formal recycling companies. Ms Gonçalves de Souza, a Local Governance Agent at Porto Alegre City Hall, refers to this process as a community that worked all day to eat that night.
3. Vila Chocolatão

An informal settlement located in the centre of Porto Alegre, Vila Chocolatão grew from the 1980s onwards as rural families came to the city in search of employment. Living in a “hidden world” the community faced many challenges. The impetus to resettle came from the threat of eviction following a claim by the federal agency on whose land the community was situated. A small group of women led efforts to formalise and enter a request to the city’s participatory budgeting (OP) system to be resettled with new housing, inclusive of means to earn viable formal livelihoods and care for their children. From here flowed a quest for citizenship and emancipation that was supported by the Regional Court TRF4 and engaged many members of the broader community.

Prior to its demolition, Vila Chocolatão was an irregular settlement situated in the 16th Region (Centro) of Porto Alegre’s Participatory Budget.87 The slum was surrounded by a number of federal government buildings in the Praia de Belas suburb close to the city’s historical centre and waterfront. In 1984, the first families to settle in this area established dwellings on Otávio Francisco Caruso da Rocha Street using discarded materials.88 Vila Chocolatão developed gradually and expanded over time to cover an entire inner city block by 2011.89 Irregular dwellings were constructed on a vacant parcel of land owned by Brazil’s Federal Taxation Office (Receita Federal).90 One of the federal buildings located next to the slum resembles a chocolate bar and inspired the name Vila (slum area) Chocolatão (chocolate).91

Many of the community members living in the slum had reportedly relocated from rural areas to the city in search of employment. The majority of Vila Chocolatão’s residents supported themselves by working as catadores—collectors and sorters of recyclable waste. As the slum was situated in Porto Alegre’s central business district, community members who made a living working as catadores were in a strategic location in terms of access to recyclables. Earning a living as a catador in downtown Porto Alegre has been described as involving working long hours collecting waste for recycling in the streets and in between traffic.

Catadores stored their collected recyclable waste in large carts (carrinhos) that they pulled through the city streets. Catadores who could not afford to buy their own carrinhos rented them from middlemen who ran informal carrinho sheds. Catadores who rented their carrinhos from these middlemen would deliver the recyclable waste they collected to the middlemen at the end of each day. The middlemen would then purchase catadores’ recyclables at a heavily reduced cost and on-sell them to formal recycling companies. Ms Gonçalves de Souza, a Local Governance Agent at Porto Alegre City Hall, refers to this process as

Above: Most of the community worked as catadores (street pickers) under a fuedal system where carts were owned by middle men who bought the waste at a heavily reduced rates and onsold it — “a community that worked all day to eat that night.”
“a cycle of misery that is difficult to escape from”. In her words, Vila Chocolatão was “a community that worked during the day to eat at night”.

**Life in Vila Chocolatão**

Vila Chocolatão was an informal community where people lived “irregularly”, without legal rights to housing and as part of Porto Alegre’s informal economy.95 Many described Vila Chocolatão as a “hidden” community that had limited interaction with the outside world; and a vulnerable community that lacked basic infrastructure, adequate housing and sanitation. One of the social workers interviewed described Chocolatão as one of the most impoverished communities in Porto Alegre, stating that in comparison to other communities in the city, Vila Chocolatão was less engaged in civic participation and lacked social structure.96 Many interviewees described numerous social problems related to crime, violence, addiction to narcotics and children engaging in begging around the federal buildings that surrounded the community.

The living conditions in Vila Chocolatão were precarious, overcrowded and hygienically dangerous (see Table 2 for basic demographic information about the residents of Vila Chocolatão from 2011). There was no sewerage or electricity and many community members obtained illegal access to running water and electricity grids.97 Formal electricity was eventually supplied to the slum in 2009,98 as described in the next section of the report.

Table 2 – Basic Demographic Information for Vila Chocolatão in 201198

<table>
<thead>
<tr>
<th>Number of residents</th>
<th>732</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of males</td>
<td>376  (51.3%)</td>
</tr>
<tr>
<td>Number of females</td>
<td>356  (48.7%)</td>
</tr>
<tr>
<td>Age of residents</td>
<td>Between 0 – 14 years: 44.8% Between 15 and 59 years: 53% Over 60 years: 2.2%</td>
</tr>
<tr>
<td>Percentage of residents who had lived in Vila Chocolatão for less than 3 years</td>
<td>74%</td>
</tr>
<tr>
<td>Average monthly income</td>
<td>74% of the minimum wage in Brazil (approximately 403 BRL, or 190 AUD per month).</td>
</tr>
</tbody>
</table>

A former community member described the vulnerability of residents to contracting illnesses from being constantly surrounded by waste and rats, as well as the threat of injury or death from frequent outbreaks of fire.

Another community member described how the community was particularly shaken by a serious outbreak of fire in 2005, which resulted in the death of a 36-year-old man and a 4-year-old girl. In the following quote, Community member, Ms Dias, recalls how individuals from the Vila Chocolatão Sustainability and Citizenship Network began working with the community after this devastating fire, stating:

*Before that [the fire], there was nothing, the slum was hidden. No one could come in except people from that slum. So the government’s public department didn’t get involved. When there was the fire, then people started coming and they started helping us and then the slum became known.*
Impetus for the Resettlement of the Vila Chocolatão Community

The impetus for the resettlement project is traceable to a judicial expropriation request filed by the Federal Taxation Office (Receita Federal) with the Federal Office for Environment, Agriculture and Residual Affairs (Vara Federal, Ambiental, Agrária e Residual de Porto Alegre) on 14 January 2000. At this time, the Federal Taxation Office sought to reclaim the land upon which the slum existed for alternative use as a federal administrative area. The matter was referred to the Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4ª Região, TRF4). Upon hearing the Federal Taxation Office’s claim, the court determined that the eviction of the Chocolatão community should be postponed as there was no immediate area available for the resettlement of residents.

While the court’s decision was issued in 2000, the resettlement project was not initiated until 2005. According to Ms Segabinazzi (Social Worker, TRF4), the court postponed the eviction in response to anxiety and opposition within the Vila Chocolatão community following the expropriation request. Ms Segabinazzi notes that after seeing the community as it existed in 2000, the court decided to become involved with the community and began a process of sustainable resettlement. From her perspective, the court’s executive management at the time felt that there was a need to assist with preparing residents for survival upon their resettlement to an alternative site. She states that this preparation phase contributed to the long period of delay prior to resettlement.

The potential eviction had a mobilizing impact on the Vila Chocolatão community, particularly a group of concerned women. Community leader Ms Simões Pires provides a lengthy account of the process that led to the decision to resettle. She recounts that in 2005, in response to community concerns about the prospective resettlement (or fear of eviction), a group of approximately 10 women formed the Vila Chocolatão Association of Collector Mothers for Preservation (Assoçiação de Mães Carriheiras da Preservação). She states that the mission of the association was to preserve residents’ recycling activities and represent the Vila Chocolatão community in Porto Alegre’s participatory budgeting forums. She says that there was a need to establish some sort of formal organisation within the community so that residents’ demands and requests
could be viewed with greater legitimacy. She explains that the women’s association came together to request, through the Participatory Budget, that the Vila Chocolatão community be resettled to an alternative location in the city. She describes Porto Alegre’s Participatory Budget as “a springboard for initiating the resettlement process”.

There were also ambitions for social transformation and social inclusion within these early plans and actions. In Simões Pires’ words, “becoming a legally recognisable group was the first step towards achieving citizenship”. She describes how engagement in participatory budgeting is connected to the construction of citizenship, social inclusion and respect for human dignity. She saw the process of engaging in Porto Alegre’s participatory budgeting processes as “a form of protest in order to pursue growth”.

The group of women had specific ambitions to improve the lives and futures of the community through a potential resettlement process. Ms Simões Pires recalls that the group representing the Vila Chocolatão community in the Participatory Budget was primarily concerned with housing, which is a persistent priority represented in Porto Alegre’s participatory budgeting scheme, but articulated the following additional demands:

• That the community be resettled to an alternative site
• That a childcare centre be constructed at the new site
• That a recycling centre be established at the new site.

In those earlier days it is unlikely that these views represented the majority of the Vila Chocolatão community. Neither the post-resettlement interviews nor the Participatory Budget data specify whether the demands made by this group were representative of the wishes and concerns of the broader Vila Chocolatão community. Many reports describe apprehension and fear in the community. However, the preparatory activities in the following years, described in the following chapter, indicate community perspectives changed as engagement developed and tangible outcomes were achieved.

**Opposition to the Resettlement**

A degree of external opposition to the resettlement persisted throughout the years of preparation and continued after the move. Criticism of the resettlement project was spearheaded by the Brazilian Geographers’ Association (Associação dos Geógrafos Brasileiros) and the Legal Aid Service of the Federal University of Rio Grande do Sul (Serviço de Assistência Jurídica). These organisations contend that Chocolatão community members had limited participation in the resettlement process. They further assert that limited resident participation in the relocation plan stands in violation of the federal law that requires municipal governments across Brazil to facilitate direct popular participation in community relocation processes and discussions. This position generated mixed reactions in the Vila Chocolatão community and there were, at times, heated exchanges.

These groups were also active in advocating for the rights to housing for the families that took up residency at Vila Chocolatão after the census date and were ineligible for housing at the new site.

The “parallel power” that existed within Vila Chocolatão was reportedly against the resettlement and the intervention of external organisations. This group had a significant stake in the community remaining at the original site because of the settlement’s proximity to the city centre and the ease of access it provided to the drug market. Former community members describe how it was necessary to have the “blessing” of these people in order to carry out work within the community under their protection.

There was a particularly extreme period in late 2009 when the then president of the Chocolatão Residents’ Association was murdered, reportedly by drug traffickers. Two of his sons were subsequently killed in May 2010. These murders reportedly caused a significant setback for the resettlement project and related Network projects during this time. For example, the Municipal Department of Urban Waste could not enter the community to deliver recyclable waste for sorting and packaging for approximately two weeks following the Association President’s murder. Due to this security threat the network met in the park adjacent to the settlement during this period.

Above: Fernanda Simões Pires was one of the founders of the Association of Collector Mothers, the small group of women of Vila Chocolatão who had a vision for a better life for their families. They organised the formation of a Residents Association to demand resources from the Participatory Budgeting (OP) system to resettle.
Above: A family in Vila Chocolatão: The Residents Association of Vila Chocolatão demanded other improvements from the OP aside from resettlement and housing. These included that a new housing development incorporate a childcare centre.
Above: Vania Gonçaves de Souza, Local Governance Officer and Coordinator of the Vila Chocolata Sustainability and Citizenship Network. She is pictured here taking residents and members to the new site in 2010.
4. The Vila Chocolatao Sustainability Network

The formation, role and actions of a group of actors connected to the Vila Chocolatão community and its resettlement was a distinct feature of this high profile resettlement. This group became known as the Vila Chocolatão Sustainability Network. A fledgling version of this group was operating as early as 2001. A larger version formalised around 2005, with membership and activity increasing markedly in 2007 through to the relocation in 2011. The network continued to meet and work with the Nova Residencial Chocolatão community for a period of time following the resettlement in May 2011.

A number of factors and actors lead to the establishment of this cross-sectoral collaborative network. Some impetus came from within the Vila Chocolatão community and others were external to the community; from those already with a connection to the community and those who had an interest in improving the lives and situations of residents. The network that formed represents the coming together of both groupings, essentially the community slowly connecting with the external community in a coordinated way and with both groups having the collective vision of resettling the community in a manner that was going to improve life for all. The network’s growth was enhanced by the leadership and provision of dedicated resources from two unusual collaborators - a Federal Regional Court and City Hall.

The Initial TRF4 Leadership and the Vila Chocolatão Social Inclusion Project

As noted in the previous section, from 2000 onwards a small group of women in Vila Chocolatão had a collective aspiration of uplifting their community from poverty and social exclusion through the potential relocation of the community and were sowing the first seeds of community cohesion. This later led to a bid to the OP, Participatory Budgeting system for support to resettle, with additional resources for quality housing, childcare, health and improved livelihoods. In alignment with this process, the Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4a Região, TRF4) followed its decision to postpone the expropriation claim from the Federal Union to have the Vila Chocolatão evicted with actions to support a sustainable resettlement for the community.106

In August 2005, through a direction by the then President of the TRF4, Justice Nylson Pain de Abreu, the Vila Chocolatão Social Inclusion Project was initiated.107 This project grew into a significant cross-sectoral initiative that ran alongside the core resettlement project, which was administered by Porto Alegre City Hall.

Ms Segabinazzi, a social worker at the TRF4, commenced working with the network in 2005 through her appointment as a technician to work on the resettlement project. She describes the initial key objective of the group was to prepare residents for resettlement. She says that the community was “extremely vulnerable with many needs and unprepared in terms of political organisation”. There were reportedly several organisations already working with the community in 2005. She stated that at this time it was imperative to collect information about these organisations, which included public agencies and NGOs, to determine precisely how they were working with the community. By doing so, the TRF4 were seeking to avoid the duplication or overlapping of work. In her opinion, the first challenge was to identify and map the partners that had already been working with the community. After this exploratory mapping phase, Ms Segabinazzi says the TRF4 began to search for community leaders and partners to work with in anticipation of the resettlement project.

The TRF4 conducted a number of fundraising campaigns (for example, for money to purchase bottled gas used for cooking) for the benefit of the Chocolatão community since it became involved with residents.108 In addition, a number of TRF4 employees donated considerable time and technical expertise in working with residents involved in network projects in the years leading up to resettlement.109 Following the resettlement of residents in May 2011, the TRF4 continued to work with community members even though there was a change in the court’s administration.

For Ms Segabinazzi, having the TRF4 “dedicate officers specifically for social work was a significant achievement”.

With its headquarters situated next to the former slum site, the TRF4 had an intimate view of the community’s vulnerability. The Court played a critical role in founding the group that later became the Vila Chocolatão Sustainability and Citizenship Network and galvanising support for a cohesive, collective support for, and with Vila Chocolatão community.
Philosophy and Purpose of the Network

Ms Segabinazzi maintains that at the outset of the project, the TRF4 viewed ensuring adequate housing for community members following resettlement as the most important goal. In addition to this overarching aim, she says that key goals included promoting citizenship, access to fundamental rights and human development. The project was centred on supporting the empowerment of residents in preparation for their new lives at Residencial Nova Chocolatão. Part of the vision of a sustainable resettlement was one in which families did not return to living in slum conditions after resettlement and abandon or sell their new homes. Another central project aim was to ensure that resettled families would be able to generate income once they were relocated to the new site, which is relatively far away from many residents’ sources of income as catadores in downtown Porto Alegre (approximately 12.8 kilometres, which is 23 minutes by car and 2.5 hours by foot).

DEMHAB, as the municipal housing department, had the primary responsibility for implementation of the resettlement project and reportedly, initially viewed the sole project aim as the provision of new housing for Vila Chocolatão community members. Ms Lattuada da Silva (Social Worker, FASC) confirms that other goals such as the promotion of citizenship, human rights and improved development outcomes within the community were not considered as integral by DEMHAB in the early stages of the project. However, she says that over time, others in the network became motivated to encourage municipal government departments to work in favour of the community by adopting a more holistic approach. She states that the network worked, in a relatively short period of time, to ensure that municipal government departments focused on more than the physical relocation of community members from Vila Chocolatão to Residencial Nova Chocolatão.

Others describe emancipation and improving the quality of life for and promoting the dignity of Chocolatão residents, both prior to and following resettlement, as the main objectives of the Social Inclusion Project (Gonçalves de Souza).

From the residents’ perspective, Ms Simões Pires (Community Leader) describes the work of the Vila Chocolatão Sustainability and Citizenship Network as having arisen naturally in response to plans to resettle the community. She details how network members sought to “invest in the transformation of the community and to promote processes of social inclusion”. She further states that “all of the people who formed the network believe in the power of transformation”. In a similar vein, Ms Lattuada da Silva (Social Worker, FASC) says that the network is a “living tissue that was formed in response to the needs of the Chocolatão community”. In her view, the network “represents a new management model for Porto Alegre”.

Ms Horacia Ribeiro, a high-level DEMHAB executive, reinforces this sentiment, stating that she perceives the resettlement of the Chocolatão community as a project that is impossible to organise through a single municipal government office. From her perspective:

*all departments have to have the spirit of this change. It is necessary that such a resettlement process is viewed as belonging to every sector of the municipality and to the community itself. Broader Porto Alegre society must understand that it is also part of a resettlement like this.*

Ms Gonçalves de Souza explained that emancipation involved improving the community’s access to basic services and quality of life. She and others speak of rights and responsibilities going hand in hand. In her opinion, beginning to assume responsibilities was the first step for community members in working towards emancipation and enjoying the benefits of living at the new site.
Ms Simões Pires (community leader) also speaks of this and draws a distinction between “social inclusion” and “social welfare”. In her words, “social inclusion generates opportunities, while social welfare is concerned with donating”. Similarly, Ms Freitas Fripp (Judiciary Technician, TRF4) relays that when the community was situated nearby the TRF4, it received a lot in terms of donations from organisations and government bodies. In her words:

*these organisations felt obligated to donate to the community, and certain community members felt they had a right to receive donations.*

This mindset, the “right to receive” mindset, was well entrenched when the network started working with the community. Through the resettlement project, the network sought to put structures in place so that community members could generate their own income. This, I think, is the greatest challenge—to change this mindset of the receiver to the mindset of somebody who believes they can earn, seek out opportunities and have the ability to get what they need.

**A Space for Dialogue, Overcoming Challenges and Making Decisions**

After the earlier days in the TRF4 auditorium, network meetings were always held within the community, or under the trees in the park outside or in the final days, in the purpose built meeting centre. Meeting within the community has become a critical tenant of the model that is now applied in other communities in Porto Alegre; it is also a core component of the Cities Programme engagement model.

Ms Simões Pires (Community Leader) recalls the “many, many discussions, meetings and assemblies” throughout the resettlement project. Ms Segabinazzi adds that while “there have been many disagreements about how the project should be carried out amongst network members, disagreements were usually resolved in the public forums. They were a place for participants to have discussions, argue and offer different viewpoints”.

Above: A network meeting in the park next to Vila Chocolatão. Network meetings have always been conducted locally to encourage residents participation in activities and projects. This is a neutral location, a tenet of the “Melbourne Model”.
For some, creating space for participation was seen as critical to the establishment of bonds between community members and outsiders from the network. Ms Lattuada da Silva (Social Worker, FASC) states that establishing a bond with and being accepted by the community was essential for the network’s legitimacy. In her words, “you must have legitimacy in the community so that there is a bond of trust.” For Ms Carvalho (Member, ARC; former and current community member) “community meetings were a significant first step in creating opportunities:

People went to meetings together with the network here and there and then an idea started to take shape. That’s when we ended up getting involved in the collectivism. The [temporary recycling] shed and association were created [in Vila Chocolatão]. Actually, there were no opportunities for people, for us, before.

Ms Dias (Member, ARC; former and current community member) notes that not all community members participated in network meetings. “There were meetings in the community and some people attended them but not others. We [Ms Dias and Ms Carvalho] started to participate in the network out of curiosity”. The network’s activities and projects were also not welcomed unanimously by Vila Chocolatão community members. According to Ms Dias and Ms Carvalho, the community is diverse and the network does not please everybody.

**Inter-departmental Collaboration and Multi-sectoral Engagement**

Building on the initial bringing together by TRF4, many interviewees reported on the network playing a key role in the coordination and involvement of different municipal departments, as well as bringing resources and expertise from other sectors to the resettlement project. The network and its activities was enhanced by specific resources from Porto Alegre City Hall being dedicated to the Social Inclusion project.

In 2007, Ms Vania Gonçalves de Souza was appointed as a Governance Agent with the SMGL (Department
of Local Governance) at Porto Alegre City Hall through the new Local Shared Governance (GSL) system. This department and the GSL initiative was headed up by Secretario Cézar Bussato. Ms Vania Gonçalves de Souza’s role was to coordinate the network and work with the community and partners to drive the activities and social projects associated with the preparatory project. It was at this time that the Vila Chocolatão resettlement project became connected to the “Melbourne Model” and the UN Global Compact – Cities Programme.

Ms Gonçalves de Souza commented on the importance of identifying the actors that were working with the community and engaging them in working collaboratively. This allowed key municipal departments and organisations to be drawn into the network while minimising overlap. In a follow-up discussion in 2014, she noted that two of the key elements she has taken from the Vila Chocolatão resettlement into her following work with other communities is the concept of working transversally – working across different levels of government (federal, state and local), different local government departments - and cross-sectorally, bringing together the community with non-governmental organisations, the private sector and the range of government actors. She is of the view that working with everyone to solve problems, even where views may not align, is the fundamental principle to working to improve the lives of people living in vulnerable communities.

Cézar Bussato (Minister of Local Governance) describes this process as a representation of true “cooperative democracy”. The capacity of the network to accommodate diverse viewpoints is an underpinning principle that guided members’ participation with the community.

As the following chapters demonstrate much has been learned from the network model. Whilst Porto Alegre is solidly grounded in participatory governance, the GSL and the Vila Chocolatão resettlement is perceived by some as a new way of working for the Porto Alegre’s municipal administration. In the view of Social Worker, Ms Lattuada da Silva’s (FASC), the network “represents a new management model for Porto Alegre”. DEMHAB Executive, Ms Horacia Ribeiro, reinforces this sentiment:

...the resettlement of the Chocolatão community is impossible to organise through a single municipal government office.

All departments have to have the spirit of this change.

It is necessary that such a resettlement process is viewed as belonging to every sector of the municipality and to the community itself.

Broader Porto Alegre society must understand that it is also part of a resettlement like this.
Above: Waste being deposited at Vila Chocolatão by DMLU, the Municipal Department of Urban Sanitation. This was part of Porto Alegre City Hall support for the new recycling cooperative that had formed in the community prior to the resettlement and part of a city-wide initiative to discourage street picking and enable viable formal livelihoods.
5. Network Members and Partners

An extraordinary number of actors actively participated in the Vila Chocolatão Sustainability and Citizenship Network over a period of years. They represented many entities: the Vila Chocolatão Residents Association; various departments within the Porto Alegre municipal government; state and federal government agencies; non-government organisations; and the private sector. These people brought diverse skills, resources and expertise to the Network. We outline key members from 2005 to 2012 and their contributions to the preparatory projects. This data was gathered from an extensive stakeholder mapping exercise conducted during 2012.

Local Government

A number of departments within Porto Alegre’s municipal government had key roles in the resettlement project and contributed to numerous projects implemented by the network. Participation in the Network also enabled critical trans-departmental communication, relations and coordination.

Municipal Department of Housing (Departamento Municipal de Habitação, DEMHAB)

DEMHAB has overall responsibility for managing social interest housing projects and policies. DEMHAB’s primary role in the Chocolatão resettlement project was construction of the new housing and facilities at the relocation site, and delivery of income generation training programmes.

Municipal Department of Local Governance (Secretaria Municipal da Governança Local, SMGL)

SMGL is responsible for gaining support for and implementing the Local Solidarity Governance scheme in Porto Alegre. The SMGL department employed a Governance Agent, Ms Gonçalves de Souza, specifically to work in support of the Chocolatão resettlement. Ms Gonçalves de Souza drove network activities and coordinated the various participating actors. The department sought to develop social capital within the Chocolatão community and assist with generating solutions for problems that emerged related to the resettlement process. Amongst many other activities prior to resettlement, SMGL facilitated visits for community members to the future relocation site, which was under construction.

Municipal Department of Urban Sanitation (Departamento Municipal de Lixo Urbano, DMLU)

DMLU is responsible for waste collection, street cleaning and city maintenance in Porto Alegre. DMLU supported an income generation training programme in Vila Chocolatão that aimed to establish a cooperatively managed waste recycling organisation managed by community members. DMLU delivered recyclable waste to Vila Chocolatão three times per day. Income generation training was provided by NGO, CAMP who were funded by Instituto Vonpar with the support of DMLU. The preparation of recyclable waste was in accordance with commercial standards, incorporating occupational health and safety requirements. With the community members relocation to Residencial Nova Chocolatão and the new waste sorting centre established, DMLU delivers recyclable waste directly to the new centre.

Municipal Department of Health (Secretaria Municipal de Saúde, SMS)

SMS manages Porto Alegre’s health system. The Santa Marta Health Centre (Centro de Saúde Santa Marta) is one of a number of health service points in Porto Alegre and is located near the former site. Registered nurses working at the Santa Marta Health Centre used to visit Vila Chocolatão on a daily basis to provide health services and, in urgent cases, refer community members to the Health Centre or a hospital. The Santa Marta Health Centre undertook formal mapping of the Vila Chocolatão community between 2007 — 2009, which had profound flow-on effects for the community.

Municipal Department of Industry and Commerce (Secretaria Municipal de Indústria e Comé, SMIC)

SMIC assumes a range of responsibilities in the areas of agricultural, industrial and commercial development within the municipality of Porto Alegre. These activities include employment and income generation activities and promoting sustainable project development based on principles of cooperation, solidarity and ethical conduct. In Vila Chocolatão, SMIC assumed responsibility for training “at risk” women in income generation opportunities and also monitoring their integration into the job market.

Municipal Department of Education (Secretaria Municipal de Educação, SMED)

SMED operates 96 public schools, serving approximately 55,000 students in Porto Alegre from early childhood education through to vocational technical training. SMED was responsible for ensuring that children living...
Table 4 – Vila Chocolatão Sustainability and Citizenship Network Members

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal Department of Housing (Departamento Municipal de Habitação (DEMHAB))</td>
<td>Local Government</td>
</tr>
<tr>
<td>Municipal Department of Local Governance (Secretaria Municipal da Governança Local (SMGL))</td>
<td></td>
</tr>
<tr>
<td>Municipal Department of Urban Sanitation (Departamento Municipal de Lixo Urbano (DMLU))</td>
<td></td>
</tr>
<tr>
<td>Municipal Department of Health (Secretaria Municipal de Saúde (SMS))</td>
<td></td>
</tr>
<tr>
<td>Municipal Department of Industry and Commerce (Secretaria Municipal de Indústria e Comércio (SMIC))</td>
<td></td>
</tr>
<tr>
<td>Municipal Department of Education (Secretaria Municipal de Educação (SMED))</td>
<td></td>
</tr>
<tr>
<td>Municipal Foundation for Social Assistance and Citizenship (Fundação de Assistência Social e Cidadania (FASC))</td>
<td></td>
</tr>
<tr>
<td>Public Transportation and Circulation Company (Empresa Pública de Transporte e Circulação (EPTC))</td>
<td></td>
</tr>
<tr>
<td>State Energy Company of Rio Grande do Sul (Companhia Estadual de Energia Elétrica (CEEE))</td>
<td>State Government</td>
</tr>
<tr>
<td>Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4ª Região (TRF4))</td>
<td>Federal Government</td>
</tr>
<tr>
<td>Brazilian Institute of Geography and Statistics (Instituto Brasileiro de Geografia e Estatística (IBGE))</td>
<td></td>
</tr>
<tr>
<td>Federal Data Processing Service (Serviço Federal de Processamento de Dados (SERPRO))</td>
<td></td>
</tr>
<tr>
<td>Brazil House Project (Projeto Casa Brasil)</td>
<td></td>
</tr>
<tr>
<td>Chocolatão Residents’ Association (Associação de Moradores Chocolatão (AMC))</td>
<td>Non-Governmental Organisations</td>
</tr>
<tr>
<td>Chocolatão Recyclers &amp; Collectors Association (Associação dos Recicladores e Catadores da Chocolatão (ACRVC))</td>
<td></td>
</tr>
<tr>
<td>Multi Professional Advice Centre (Centro Assessoria Multi Profissional (CAMP))</td>
<td></td>
</tr>
<tr>
<td>C&amp;A Institute (Instituto C&amp;A)</td>
<td></td>
</tr>
<tr>
<td>Centre for Integration of Social Networks and Local Cultures (Centro de Integração de Redes Sociais e Culturas Locais (CIRANDAR))</td>
<td></td>
</tr>
<tr>
<td>Mothers’ Club (Club Maes)</td>
<td></td>
</tr>
<tr>
<td>Volunteer Partners (Parceiros Voluntários)</td>
<td></td>
</tr>
<tr>
<td>Gaucho Committee for Action Citizenship (Comitê Gaúcho de Ação da Cidadania (CGAC))</td>
<td></td>
</tr>
<tr>
<td>Congregation of the Sisters of the Immaculate Heart of Mary (Congregação das Irmãs do Imaculado Coração de Maria (OSICOM))</td>
<td></td>
</tr>
<tr>
<td>Shirley Ann Sullivan Educational Foundation (SASEF)</td>
<td></td>
</tr>
<tr>
<td>Tijuca Family Health Strategy (Estratégia Saúde da Família Tijuca, ESF Tijuca)</td>
<td></td>
</tr>
<tr>
<td>Soluções Usiminas</td>
<td>Private Sector</td>
</tr>
<tr>
<td>Bank of Brazil (Banco do Brasil)</td>
<td></td>
</tr>
<tr>
<td>Brazkem</td>
<td></td>
</tr>
<tr>
<td>Macarroni Fast Food</td>
<td></td>
</tr>
<tr>
<td>Insituto Vonpar</td>
<td></td>
</tr>
<tr>
<td>Zaffari</td>
<td></td>
</tr>
</tbody>
</table>
in Vila Chocolatão were enrolled in school. In addition, SMED implemented the Better Early Childhood/Childhood Porto Alegre Program (Primeira Infância Melhor/Porto Infância Alegre, PIM/PIÁ) and the Literate Brazil Program (Programa Brasil Alfabetizado) within the community.

Municipal Foundation for Social Assistance and Citizenship (Fundação de Assistencia Social e Cidadania, FASC)

FASC is responsible for coordinating and implementing programmes and services that foster social inclusion and promote the rights of socially vulnerable citizens. They cater to children, adolescents, families, the homeless, the elderly and people with disabilities. FASC organised a number of programmes in Vila Chocolatão, including: Chocolate with Strawberries (Chocolate com Morango); Once Upon a Time: Storytelling in the Community; and the Programme for the Eradication of Child Labour (Programa de Erradicação do Trabalho Infantil). In partnership with the Municipal Agency for Coordination of Sustainable Food Security and Nutrition (Coordenadoria Municipal de Segurança Alimentar Nutricional Sustentável), FASC staff also facilitated the provision of kitchen equipment for the new recycling centre at Residencial Nova Chocolatão.

Public Transportation and Circulation Company (Empresa Pública de Transporte e Circulação, EPTC)

EPTC is responsible for regulating and supervising activities associated with transport in Porto Alegre. The EPTC undertook a traffic education project for the Vila Chocolatão community and identified the need to install traffic lights and a pedestrian crossing at the entrance of Residencial Nova Chocolatão. In addition, EPTC ensured that there would be a sufficient supply of buses to service the community at the resettlement site.

State Government

One Rio Grande do Sul state government entity, CEEE, was a key partner in the network and contributed to an important project—the provision of electricity to the Vila Chocolatão community prior to resettlement.

State Energy Company of Rio Grande do Sul (Companhia Estadual de Energia Elétrica, CEEE)

CEEE provides electricity distribution services across 72 municipalities in the state of Rio Grande do Sul. After the formal mapping of the community, CEEE worked with the municipal government of Porto Alegre and the TRF4 to legally supply electricity to Vila Chocolatão.

Federal Government

Several federal government entities were involved in the Vila Chocolatão Sustainability and Citizenship Network and contributed to projects.

Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4a Região, TRF4)

TRF4, based in Porto Alegre, is a federal court charged with hearing and resolving conflicts between citizens and the federal government in a number of different areas. It is one of five Federal Regional Courts that were created with the implementation of Brazil’s new Constitution in 1988. The jurisdiction of TRF4 extends across the southern states of Rio Grande do Sul, Santa Catarina and Paraná, which combine to form the fourth federal region in Brazil. The TRF4 headquarters is situated adjacent to the former slum site.

TRF4 played a leading role in the establishment and coordination of the Vila Chocolatão Social Inclusion project since 2000 and the Vila Chocolatão Sustainability and Citizenship Network. Details of TRF4’s role is provided in the preceding chapter.

Brazilian Institute of Geography and Statistics (Instituto Brasileiro de Geografia e Estatística, IBGE)

IBGE is Brazil’s federal bureau of statistics and geography and the main provider of data and information about the country. The organisation’s head office is located next to the former slum site in Praia de Belas. IBGE delivered training courses in economic development to residents living in Vila Chocolatão. IBGE also donates paper for recycling to the new recycling centre at Residencial Nova Chocolatão.

Federal Data Processing Service (Serviço Federal de Processamento de Dados, SERPRO)

SERPRO is a federal government owned company that operates through the federal Ministry of Finance in Brazil. It is one of the largest organisations in Latin America and provides information technology and communications services to Brazil’s public sector. One of SERPRO’s primary functions is to develop programmes and services that enable greater transparency of revenues and public spending and facilitate a relationship between citizens and government. SERPRO’s involvement with the Chocolatão community was centred upon interviewing residents and recording their expectations in anticipation of the resettlement in May 2011.
Brazil House Project (Projeto Casa Brasil)

The Brazil House Project is an NGO founded by workers of Caixa Econômica Federal. It seeks to improve computer literacy and access to technology in communities in Brazil with low Human Development Index scores. The Brazil House Project is part of the broader Digital Inclusion Programme implemented by the federal Department of Science and Technology for Social Inclusion (Secretaria de Ciência e Tecnologia para Inclusão Social) within the Brazilian Ministry of Science and Technology (Ministério da Ciência e Tecnologia). The technology centre at Residencial Nova Chocolatão was donated by NGO “Gaucho Committee for Action Citizenship” (Comitê Gaúcho de Ação da Cidadania).

Multi-Professional Advice Centre (Centro Assessoria Multi Profissional, CAMP)

CAMP is an NGO that contributes to and supports the formation of processes of collective organisation in communities in order to strengthen democracy, social justice and environmental sustainability. Instituto Vonpar and CAMP worked together with Chocolatão residents both prior to and following resettlement to support sustainable livelihood opportunities in recyclable waste management.

C&A Institute (Instituto C&A)

The C&A Institute is a not-for-profit organisation dedicated to promoting and enhancing education for children and adolescents in Brazil. It develops projects through the establishment of partnerships and alliances with other social organisations and the public. The C&A Institute established a small library in Vila Chocolatão prior to resettlement and invested BRL$24,000 to support the development of reading projects in the community.

Centre for Integration of Social Networks and Local Cultures (Centro de Integração de Redes Sociais e Culturas Locais, CIRANDAR)

CIRANDAR is a not-for-profit organisation based in Porto Alegre that fosters local networks to support social inclusion through the promotion of social and cultural activities. Its primary focus is the promotion of literature and music. Since 2008, CIRANDAR has established libraries in a number of communities throughout Porto Alegre. As part of the Vila Chocolatão Sustainability and Citizenship Network, CIRANDAR set up a library at the Residencial Nova Chocolatão. It also established an education training unit prior to the resettlement in partnership with IBGE. CIRANDAR also established a Community Council to assist with managing its work in the community. CIRANDAR promotes the idea that literature is a social right and has established networks to monitor reading amongst children and young people in the Chocolatão community.

Non-Government Organisations

Many NGOs participated in the Vila Chocolatão Sustainability and Citizenship Network, from larger state-based organisations to smaller local community associations.

Chocolatão Residents’ Association (Associação de Moradores Chocolatão, AMC)

The AMC is the community organisation that represents residents of Vila Chocolatão. It represented the community in the OP (Participatory Budgeting) forums and took the community’s demands for new housing, a childcare centre and recycling centre to Porto Alegre’s municipal government through the OP. The AMC played a critical and leading role in the Vila Chocolatão Sustainability and Citizenship Network; in its establishment, as a key representative of the community and as a liaison agent, engaging and informing community residents about Network projects.

Chocolatão Recyclers’ Association (Associação de Catadores e Recicladores da Chocolatão, ARVC)

The ARCVC is a community-based association that was established prior to resettlement to govern the operations of the temporary recycling shed at the former site. The ARCVC now directs the activities of the cooperatively managed recycling centre at Residencial Nova Chocolatão.
Mothers’ Club (Club Maes)

The Mothers’ Club implemented many projects in Vila Chocolatão including the Friends of the Ball project. The primary aim of this project was to keep children off of the streets after school and on the weekends.154

Volunteer Partners (Parceiros Voluntários)

Volunteer Partners is a not-for-profit organisation that was established in January 1997 as an initiative of the business community of Rio Grande do Sul.155 The organisation’s mission is to promote and support a culture of organised volunteering in Brazil in order to develop more cohesive communities. Volunteer Partners facilitated the participation of various stakeholders in the resettlement process of Vila Chocolatão, including the involvement of the Food Bank of the Federation of Industries of Rio Grande do Sul (Federação das Indústrias do Rio Grande do Sul, FIERGS). The FIERGS Food Bank team empowers women in the community to work in the kitchens of the childcare centre and the recycling centre at Residencial Nova Chocolatão.156 In addition, the FIERGS Food Bank donates non-perishable food to both kitchens and, in the first month following resettlement, provided a food basket to each family living at the new site.157

Gaucho Committee for Action Citizenship (Comitê Gaúcho de Ação da Cidadania, CGAC)

CGAC is a not-for-profit organisation that develops actions to strengthen human and social rights in the face of hunger, poverty and discrimination, and establishes partnerships to achieve this objective.158 CGAC donated 12 computers for use in the technology centre at Residencial Nova Chocolatão.159 CGAC also agreed to provide a computer training course and fund a salary for a community member to be trained and work as a monitor and carer of the technology centre.160

Ms Gonçalves de Souza (Governance Agent, SMGL) reports that the technology centre, which is situated adjacent to the community library in Nova Residencial Chocolatão, is a medium sized room with a bathroom. At May 2012, the technology centre was not yet operational but was being used as a weekly meeting place for the Vila Chocolatão Sustainability and Citizenship Network.161

The Chocolatão Recyclers Association formed around 2009, the community’s first steps towards formal livelihoods. Initially seven women, they worked in the temporary shed built by the network, supported by CAMP and Instituto Vonpar.
Congregation of the Sisters of the Immaculate Heart of Mary (Congregação das Irmãs do Imaculado Coração de Maria, OSICOM)

OSICOM is a not-for-profit organisation that seeks to provide children and adolescents with opportunities to develop their potential and promote the construction of citizenship. OSICOM manages the new childcare centre at Residencial Nova Chocolatão.

Shirley Ann Sullivan Educational Foundation (SASEF)

SASEF is a not-for-profit organisation with a mission to provide education to children and youth throughout the world. Collaboration with youth organisations that are aligned with SASEF’s mission is an important feature of the NGO’s approach to improving the quality of life for generations to come. In August 2011, SASEF donated a library to the children’s nursery in the new childcare centre at Residencial Nova Chocolatão. The library is equipped with furniture, books and audio visual material.

Tijuca Family Health Strategy (Estratégia Saúde da Família Tijuca, ESF Tijuca)

ESF Tijuca supports and encourages a group of women living in Residencial Nova Chocolatão to meet fortnightly at the community library to talk about life, self-esteem, memories, hopes and plans for the future while making “fuxico” (handcrafted flower-like craft circles made from fabric scraps). The name of this project is “Fuxico from 8 to 80” and it was selected to feature in a public exhibition called “Experiencing Sharing Circles” in the capital of Brazil, Brasília, from 12-15 March 2014.

Private Sector

The private sector played a critical role in a number of key projects implemented prior to and as part of the resettlement. These include building the recycling centre and programs for young people. Lead organisations include Soluções Usiminas, Banco do Brasil, Macarroni Fast Food, Vonpar, Braskem and Zaffari.

Soluções Usiminas

Soluções Usiminas, a Usiminas Group company, specialises in steel production, processing and distribution. Soluções Usiminas is a relatively new company that was created following the consolidation of a number of Brazilian steel companies.

Soluções Usiminas’ involvement with the Chocolatão community began when one of the companies that was consolidated to create Soluções Usiminas—Zamprogna Usiminas—agreed to build a new recycling centre at Residencial Nova Chocolatão. According to Ms Gonçalves de Souza (Governance Agent, SMGL), two years of negotiations occurred before an agreement was reached with the newly consolidated organisation.

Overall, Soluções Usiminas invested approximately BRL$1 million in the new recycling centre. In addition to providing financial and technical resources, Soluções Usiminas also engaged in early training projects with Vila Chocolatão community members related to recyclable waste management.

Banco do Brasil

Banco do Brasil donated funds for the construction of a technology centre for the use of community members at Residencial Nova Chocolatão. As discussed in Chapter 9, this centre is not yet operational.

Macarroni Fast Food

Macarroni Fast Food sponsored Vila Chocolatão’s Bom de Bola soccer team.

Vonpar Institute (Instituto Vonpar) and Braskem

Instituto Vonpar and CAMP worked together with Chocolatão residents both prior to and following resettlement to support sustainable livelihood opportunities in recyclable waste management. Ms Gonçalves de Souza (Governance Agent, SMGL), reports that the participation of the Vonpar Institute ceased on 31 December 2011. A new partnership was established in April 2011 with Braskem to replace the Vonpar Institute.

Zaffari

Zaffari is a large supermarket chain with a store located near Residencial Nova Chocolatão. Zaffari, a relatively recent addition to the Vila Chocolatão Sustainability and Citizenship Network, employs youths living at the new site who might experience difficulty in obtaining formal employment due to discrimination and lack of educational qualifications. They changed regulations to enable employment of these young people.
We [Soluções Usiminas] did not want to be a company that simply used the financial resources we made, gave them away but were not involved with the project. The initial design of the recycling centre by City Hall had not addressed our technology in steel constructions. … So we offered to City Hall to construct the whole steel structure [for the new recycling centre], in order to use our expertise. Many of our products were manufactured in our facilities, so what we imagined was a way to involve our employees with the cause, with what is behind the project.

Mr Chaves Andrade (Manager of Environment and Sustainability, Soluções Usiminas)

Above: Flávio Januário (left) participated in the Friends of the Ball project. He is pictured here with famous Brazilian footballer “Taison” (Barcellos Freda) who came to speak with the Chocolatão young people in 2010. Flávio is now 21 and is the President of the Chocolatão Recyclers Association.
Above: Vila Chocolatão after electricity was legally connected. This was made possible by a legal loop hole relating to circuses and was a core project to bring dignity and safety into the lives of residents prior to resettlement.

Key Collaborative Actions and Projects Prior to Resettlement

One of the most unique features of the Vila Chocolatão resettlement were the actions and projects conducted prior to resettlement, made with the knowledge that the community was moving. These collaborative actions included the building of infrastructure — a meeting room, amenities and a recycling cooperative. The community was formally mapped, residents were given addresses and electricity was connected. These efforts to uplift the community were supported by numerous programs for the health, welfare and development of the community’s children.

Amenities and Meeting Room

Building community washing facilities was one of the first actions of the Vila Chocolatão Sustainability and Citizenship Network undertaken to improve the quality and dignity of life of Vila Chocolatão residents. Prior to this, residents were without a place to bathe and wash clothes. This action was followed by the building of a headquarters and meeting room to support the growing Chocolatão Residents Association. This also enabled local meetings of the Vila Chocolatão Sustainability and Citizenship Network. Many activities for children were conducted here and in the DMLU owned shed located in Harmonia Park adjacent to Vila Chocolatão.

Home Addresses: Mapping Vila Chocolatão

Mapping Vila Chocolatão was a critical foundation project for the Vila Chocolatão Sustainability and Citizenship Network. As an informal settlement, dwellings were not numbered and there were no street names, making it impossible for residents to present legal home addresses to authorities. It is necessary to have a signed labour card (com carteira assinada) and a residential address in order to obtain work in the formal employment market in Brazil. This inability to provide a formally recognisable home address was a significant impediment for Vila Chocolatão residents to participate in society as a “formal” citizen. As some authorities say, there may be different motivations for people to choose to work in the informal sector, but for those in the most vulnerable sectors, there is no choice but to participate in informal work.
6. Key Collaborative Actions and Projects Prior to Resettlement

One of the most unique features of the Vila Chocolatão resettlement were the actions and projects conducted prior to resettlement, made with the knowledge that the community was moving. These collaborative actions included the building of infrastructure — a meeting room, amenities and a recycling cooperative. The community was formally mapped, residents were given addresses and electricity was connected. These efforts to uplift the community were supported by numerous programs for the health, welfare and development of the community’s children.

Amenities and Meeting Room

Building community washing facilities was one of the first actions of the Vila Chocolatão Sustainability and Citizenship Network undertaken to improve the quality and dignity of life of Vila Chocolatão residents. Prior to this, residents were without a place to bathe and wash clothes.

This action was followed by the building of a headquarters and meeting room to support the growing Chocolatão Residents Association. This also enabled local meetings of the Vila Chocolatão Sustainability and Citizenship Network Network. Many activities for children were conducted here and in the DMLU owned shed located in Harmonia Park adjacent to Vila Chocolatão.

Home Addresses: Mapping Vila Chocolatão

Mapping Vila Chocolatão was a critical foundation project for the Vila Chocolatão Sustainability and Citizenship Network. As an informal settlement, dwellings were not numbered and there were no street names, making it impossible for residents to present legal home addresses to authorities. It is necessary to have a signed labour card (com carteira assinada) and a residential address in order to obtain work in the formal employment market in Brazil.174 This inability to provide a formally recognisable home address was a significant impediment for Vila Chocolatão residents to participate in society as a “formal” citizen. As some authorities say, there may be different motivations for people to choose to work in the informal sector, but for those in the most vulnerable sectors, there is no choice but to participate in informal work.175

Above: The Meeting House (left) and (right) both built prior to resettlement to improve life for residents of Vila Chocolatão.

From left: Marcio Millet Mostardiero (Chief of Staff, Prefeitura of Porto Alegre) with residents, Teresinha and Mario. Mario said he started the Vila in the 1980s and originally lived in a tree — until he started dating women.
To enable the aforementioned inclusion and participation, network members decided to prioritise the establishment of formal addresses for residents living in Vila Chocolatão. It was seen as an important initial step towards achieving citizenship prior to the relocation. Between 2007 and October 2009, the Santa Marta Health Centre “mapped” Vila Chocolatão — a first in the slum’s history. This process involved workers from the centre walking through and naming the community’s “streets”, numbering peoples’ dwellings and identifying residents living in each dwelling. This work led to the provision of essential information to Porto Alegre’s Municipal Department of Housing (Departamento Municipal de Habitação, DEMHAB) and the State Energy Company of Rio Grande do Sul (Companhia Estadual de Energia Elétrica, CEEE) to allow these agencies to conduct their work (as outlined in the following section) efficiently and safely.

Safety and Dignity: Legal Provision of Electricity

As is the case for most residents of informal settlements, the lack of legal access to electricity was a critical issue for the residents of Vila Chocolatão. The illegal connections to nearby electricity poles contributed to the catastrophic fires which regularly swept through the community. The lack of light also increased the danger of life in Vila Chocolatão for residents and visitors to the community alike. As community members (Dias and Carvalho) report, the lack of the provision of legal electricity in Vila Chocolatão resulted in a number of fires in Vila Chocolatão due to illegal connections to surrounding electricity networks and the use of candles for light during the night, in combination with the significant amount of debris in the area. The stigma of irregularity associated with the absence of formal electricity supply was also an issue for residents.

In 2009, the network group made the unusual decision to attempt to have electricity connected to the vila prior to the resettlement. Aiming to prevent the occurrence of fires, and as part of efforts to bring “dignity” to the lives of community members, DEMHAB coordinated a group of network members to legalise and establish an electricity network in Vila Chocolatão. This group consisted of CEEE, TRF4 and Porto Alegre City Hall.

Initially, CEEE was unable to install an electricity network to Vila Chocolatão due to legal issues. However, as Ms Gonçalves de Souza (Governance Agent, SMGL) explains, a law that allows for the temporary provision of legal electricity to travelling circuses in Porto Alegre was applied to Vila Chocolatão in order to circumvent this obstacle. In October 2009, CEEE installed a transformer, poles and a low voltage electricity network. The provision of electricity to the community was accompanied by a special social subsidy so that the 120 customers who had registered with CEEE to receive electricity would pay $BRL 3.78 per month for this service.

Above: Vila Chocolatão community member pictured in front of her home with a formal street number. These were provided after the mapping of the Vila and enabled addresses, critical components of Brazil card access and citizenship.
The work of hand-mapping the slum conducted by the Santa Marta Strategic Health Unit team was an essential preparatory project that allowed CEEE to readily identify customers and their postal addresses for correspondence and billing. Ms Gonçalves de Souza describes this legal provision of electricity to the community as a “paradigm shift”. In her words:

"legalising an electricity network in an illegal settlement was a means of promoting social inclusion in the Vila Chocolatão community. It also prepared the community for their new residences at Residencial Nova Chocolatão."

As Ms Gonçalves de Souza also observes, access to basic services in urban areas is an important element of citizenship because it contributes to the characterisation of a housing area as formal (as opposed to irregular).

This view was shared by many. Sergio Camps de Morais, the president of CEEE group at the time of the electricity network installation, said in 2009 that the interim network would “bring more dignity to people who live in Vila Chocolatão".183

### Viable Livelihoods: The Vila Chocolatão Recycling Centre

From the time of the original plea by the women of Vila Chocolatão to the OP (Participatory Budgeting system) to improve and formalise the livelihoods of its community as part of the resettlement, and onwards, the Vila Chocolatão Sustainability and Citizenship Network had livelihoods based on recycling as a core focus for its collaborative work.

As discussed previously, the majority of Vila Chocolatão residents made a living by collecting waste from the streets working as catadores. In 2009, 45 per cent of community members reported working in the collection and sorting of recyclable waste, while 24 per cent were unemployed in either the formal or informal markets.184 There were also a number of commercial enterprises trading within Vila Chocolatão. Just prior to resettlement, local trade in Vila Chocolatão consisted of seven small establishments (bars and food stalls), six metal yards and six sheds for sorting, pressing and weighing recyclable waste.185

Community members (Dias and Carvalho) who are now both employed at the new recycling centre at Residencial Nova Chocolatão, say that catadores generally worked in isolation before network members began working with the community. Ms Simões Pires (community leader) recalls that with the support of a number of network participants, the community’s first recycling cooperative was formed and communal sorting shed established in 2005. She recalls that there was initial resistance from some community members to the proposal to form a recycling cooperative as they were concerned about the prospect of pooling earnings.

With Instituto Vonpar support, in mid-August 2010, NGO CAMP became engaged in the Sustainability and Citizenship Network.186 This was to support the development and establishment of the Chocolatão Recyclers’ Association (Associação dos Recicladores Chocolatão, ARC).187 Ms Salvadori Vitri (Social Educator, CAMP) says that CAMP had extensive experience in providing advice to cooperatively managed community recycling sheds. Instituto Vonpar, the key funder, had entered into a three-year partnership with the Vila Chocolatão Sustainability and Citizenship Network in 2009 aimed at promoting financial emancipation and social inclusion for Vila Chocolatão residents.188

In August 2010, the Instituto Vonpar/CAMP team consisted of two social workers who worked with seven residents from the Vila Chocolatão community interested in forming the ARC.189 The strategic plan of the group in establishing the ARC involved a range of elements, including:

- Defining the founding partners
- Organising a temporary recycling shed space in Vila Chocolatão
- Buying gloves and ropes for ARC members to use whilst working in the recycling shed
- Establishing a partnership with Porto Alegre’s Municipal Department of Urban Sanitation (Departamento Municipal de Lixo Urbano, DMLU) for the supply of recyclable waste
- Creating the ARC as a legally recognisable entity
- Devising institutional rules for the ARC as a group and operational rules to govern activities connected to working in the recycling shed
- Providing training for ARC members to gain knowledge of the necessary classification of materials for proper screening of recyclable waste in accordance with market standards in the recycling industry
- Engaging in dialogue and partnerships with other collectively managed recycling sheds in the Port Alegre metropolitan area.190

Ms Gonçalves de Souza (Governance Agent, SMGL) provides insight into the thinking behind the efforts to form the cooperative. She said that a number of network members worked together in the years leading up to resettlement to establish a temporary recycling shed in Vila Chocolatão. The temporary recycling shed reportedly had the capacity for 13 workers to sort and package recyclable waste. The idea behind providing a temporary shed for recycling activities was to prepare a group of community members whose livelihoods were based on working as catadores to trial the cooperative recycling management model prior to relocation. She states that a secondary aim was to “break the routine of these catadores of working during the day to eat at night”. She asserts that this was a significant challenge that contributed to the formation of the ARC.
By early 2011, the ARC membership had increased to 13 community members. The Instituto Vonpar/CAMP social workers provided education and training to help these residents learn how to work in a group as an association. At the time, community members working in the temporary recycling shed received a grant of SBRLL 100 per week as an incentive to work cooperatively. The temporary recycling shed was a pilot project implemented in partnership with DMLU. As part of Porto Alegre’s city-wide strategy for recycling, prior to resettlement, DMLU provided three loads of recyclable waste to the community per week.

Recycling Cooperative Impacts and Challenges

Ms Salvadori Vitri (Social Educator, CAMP) reports that the success of the ARC increased the group’s credibility within the Vila Chocolatão community. She provides that this was important because the shed within which the ARC was conducting recycling activities initially had limited operational capacity. For Ms Salvadori Vitri, the “experiment” that was the formation of the ARC was relatively successful in a short space of time.

Ms Gonçalves de Souza (Governance Agent, SMGL), observes that building a community recycling shed at the old slum site was an important sign of faith on the part of Porto Alegre City Hall. She says that at the inception of the resettlement project, people living in the vila did not believe that a new life was possible. The construction of the temporary recycling shed at the old site was the first step in gaining their trust. This was reinforced with residents regularly visiting Residencial Nova Chocolatão construction site, demonstrating that discussions about their new homes and the new recycling centre were translating into real outcomes.

Others spoke of additional social and health benefits from participation in the ARC including drug rehabilitation. Ms Dias (ARC Member, ARC) says the temporary recycling shed was important because we thought it would give us [ARC members] opportunities we had never had before, especially for the drug addicts [living in Vila Chocolatão]. They are the most negatively affected. They were used to living in that slum. Then we got on board. By participating in the temporary recycling shed, by improving it, we could give them opportunities to rehabilitate, and many have rehabilitated.

Above from left: CAMP social worker Jaqueline Virt with Vila Chocolatão residents and Recycling Cooperative members, Teresinha Margarete do Rosário and Terezinha da Silva. Funded by Instituto Vonpar, CAMP supported the development of the recycling cooperative by providing training, equipment and the development of management and governance systems.
Ms Dias and Ms Carvalho (Member, ARC; former and current community member) add, however, that the pre-resettlement trial of a cooperatively managed recycling shed was not without its difficulties. They recall how it was challenging at first for catadores participating in the pilot project to pool and divide income as they were used to earning and having their own money. Both women say that ARC members went without income during the first month of the cooperative’s operations. They also discuss the challenges associated with working in a communal environment in the temporary recycling shed. They state that while it is better to work in conditions where one is not exposed to the rain and the sun and forced to cart a heavy load of recyclables, it is sometimes difficult dealing with the stress that comes with working with others. As Ms Carvalho explains, “if you don’t remain calm, this business doesn’t go far”. In spite of the difficulties associated with working collectively, she speaks of gains from sharing and cooperation.

We [ARC members] have learned to share, which we didn’t do before. We wanted things for us and didn’t care about the others. Now we have learned how to be, say, human. We have learned to share the income, then we share so much that many times we share not only money but also food. We don’t know how to say “no” to other people. And before we didn’t have this because we suffered and we thought no one cared about us, but we also didn’t believe that things could go right. But now we believe.

Ms Carvalho, Chocolatão Recyclers Association.

Programmes and Projects to Protect and Develop Children

Numerous programs were facilitated for the health, education and safety of the children of Vila Chocolatão through the mechanism of the Vila Chocolatão Sustainability and Citizenship Network. Many of these programs and services were ongoing and contributed to facilities and services in the new site, Nova Residencial Nova Chocolatão. These included the Childcare Centre and the Community Library.

Literate Brazil Programme

The Literate Brazil Programme (Programa Brasil Alfabetizado) is a federal government initiative that focuses on raising literacy rates amongst youths, adults and senior citizens across Brazil. Established in 2003, the programme is described by the federal government as a “gateway to citizenship and the awakening of interest in increased schooling”. Municipalities in Brazil with illiteracy rates equal to or greater than 25 per cent are prioritised for the implementation of the programme. These municipalities receive technical support in the implementation of the programme and related activities in order to ensure the continuity of studies for participants. Porto Alegre’s Municipal Department of Education facilitated the implementation of PAB in Vila Chocolatão prior to resettlement.

Preparation for a Library in Residencial Nova Chocolatão

The establishment of the library at Residencial Nova Chocolatão was supported by a number of partners, including CIRANDAR, the C&A Institute, DEMHAB, FASC, IBGE, SMGI and the Municipal Department of Water and Sewerage (Departamento Municipal de Água e Esgotos).

Better Early Childhood Programme

The Better Early Childhood/Childhood Programme Porto Alegre (PIM/PIÁ) is an initiative of the Rio Grande do Sul state government that was implemented in Porto Alegre in conjunction with the Municipal Department of Education (Secretaria Municipal de Educação) and the Municipal Foundation for Social Assistance and Citizenship (Fundação de Assistencia Social e Cidadania, FASC).

In 2007, 1,300 families in Porto Alegre were participating in the PIM/PIÁ programme. The programme serves socially vulnerable families in Porto Alegre’s suburbs through weekly home visits by psychologists, social workers and health professionals. These professionals cater for children aged between 0 and 6 years and pregnant women by providing face-to-face maternal and child wellbeing education services.

Prior to resettlement, PIM/PIÁ staff worked in Vila Chocolatão on a daily basis and the same team continues to work with the community now that they have relocated to Residencial Nova Chocolatão. Ms Leticia Cottens (Coordinator, PIM/PIÁ) explains that PIM/PIÁ staff oversaw the transfer of Chocolatão school students to new schools closer to the relocation site. She says that the PIM/PIÁ team supervised this process and followed up with children who were not attending classes post-resettlement. On a deeper level, team members assisted with the two-way process of students and their new schools getting to know each other and becoming familiarised.
During her interview, Ms Cottens shared her thoughts on the children’s reactions to PIM/PIÁ activities and, more broadly, their experiences during the resettlement process:

When they [children living in Vila Chocolatão] lived in the centre of the city, there were no streets in the slum and they lived very freely. At the beginning [of the physical relocation], with the streets with cars passing by, it was a challenge for us [PIM/PIÁ staff] to teach them to stop at the traffic lights, to educate them to look for cars passing by before they crossed. This produced some strangeness. I think it was a new start. From our experience in the programme, we feel very moved when we talk about this—to see children living in a house. Because, for instance, baking a cake at home and having children smell that beautiful cake for the first time… If we think about this in the context of early childhood, we probably reminisce about our own childhoods. And these children [who were living in Vila Chocolatão] started having these sorts of experiences when they moved into the houses they didn’t have before.

In Vila Chocolatão, stovetops were sometimes communal, or campfires were used. So they had this and much more. Even with the use of toilets, people were shocked. Toilet paper produced a strange feeling. These are basic things in people’s lives but it was due to the resettlement that these families and children learnt to wash their hands after going to the toilet, to brush their teeth, to know that a meal could be served on plates, that they could use cutlery for their meals, and so on.

We had a little party [in the community]; it was the first “festa junina”. I remember that we organised a queue, one child behind another, to receive a treat and to participate in a game. These were social relations that were being built. These are things I am sure will be unforgettable for them, and for us as well. I have been teaching for 23 years, and I consider this one of the most moving experiences I ever had—to see these children having these moments.

Chocolate with Strawberries

The aim of the Chocolate with Strawberries (Chocolate com Morango) project, developed by FASC in partnership with the Centre of Reference for Social Assistance (Centro de Referência de Assistência Social) and the Association of Cross-Community Social Care (Associação Inter-Comunitária de Atendimento Social, AICAS), is to monitor children living in socially vulnerable situations, who might be at risk of engaging in child labour and/or begging for money.

The Chocolate with Strawberries project dates back to July 2008 and initially involved project workers identifying at risk children living in Chocolatão—23 were identified in total. Project workers approached the mothers of these children and asked them if they would be willing to undertake cleaning work following the close of business at a nearby food market that used to operate on Tuesdays. In return, stallholders who benefited from this cleaning service provided mothers with food donations when the market closed. The name of the project represents Vila Chocolatão (chocolate) and the fresh food sold at the market (strawberries).

In addition to conducting cleaning services, mothers were encouraged to attend weekly meetings facilitated by AICAS. Key objectives of these meetings included discussing the process of cleaning work, potential conflicts and issues that were identified as being important to the mothers participating.

**Once Upon a Time: Storytelling in the Community**

The Once Upon a Time: Storytelling in the Community project was developed by a team of psychologists and trainees from FASC, in partnership with the Federal University of Rio Grande do Sul (Universidade Federal do Rio Grande do Sul). The project was implemented through twice-weekly storytelling sessions held with children living in Vila Chocolatão at the Resident’s Association headquarters and the soccer field over a period of approximately two years. Key goals of the project included:

- Developing children’s creativity and imagination
- Providing exposure to and promote reading and playing together
- Employing stories in a therapeutic capacity in response to traumatic experiences in children’s lives

**Programme for the Eradication of Child Labour (PETI)**

PETI sought to prevent children aged between seven and 14 years from engaging in child labour in Porto Alegre. Participating families were offered BRL$40 per child by the federal government, an amount which was complemented by FASC up to the value of BRL$200, as an incentive to prevent situations of child exploitation. Families involved in PETI had to demonstrate a commitment to prevent their children from engaging in child labour and were monitored fortnightly by FASC staff. FASC implemented the PETI program in Vila Chocolatão prior to resettlement.
**Friends of the Ball Project**

The Friends of the Ball project was designed by the Vila Chocolatão Mothers’ Club and sought to keep children off of the streets on weekends and after school hours through soccer training and friendly matches with other teams in the metropolitan area. The project was supported by FASC, which assisted with associated networking and funding. In 2010, there were approximately 40 boys ranging in age from six to 15 years participating in the project. The Fast Food Macarroni company supplied the group with uniforms and equipment needed for practice sessions and games. In order to participate in the project, the boys had to have good grades in school.

The specific objectives of the project were to:

1. Decrease the number of children begging for money on the weekends
2. Reduce children’s exposure to dangerous situations
3. Promote awareness amongst participants about the importance of ensuring that their homes and surroundings were clean
4. Avoid participants having contact with drugs and drug traffickers
5. Promote social inclusion and citizenship
6. Promote social integration, education and recreation through soccer.

Above: The “Friends of the Ball” project worked to keep children of Vila Chocolatão off the street through soccer training and friendly matches. These boys are pictured in the playfields of the new community.
The New Infrastructure

Residencial Nova Chocolatão is located in the Morro Santana suburb in Region 3 (Leste) of Porto Alegre’s Participatory Budget. It is approximately 12.8 kilometres away from the former slum site and covers an area of approximately 33,450 square metres.

The Federal Taxation Office reportedly ceded an area of land it owned in Morro Santana in exchange for the repossession of the parcel of land upon which the Vila Chocolatão slum was established in order to facilitate the construction of new housing units for community members (Segabinazzi, TRF4).

The final development, Residencial Nova Chocolatão, consisted of 181 housing units, four commercial units, paved streets, street lighting, a sewerage treatment plant, a community childcare centre, a library, a sports field and a new recycling centre (see Figure 6).

The state-of-the-art recycling centre at the new site has the capacity for 50 workers per shift and was financed and constructed by neighbouring steel company, Soluções Usiminas.

Each housing unit comprises two bedrooms, a lounge room, a kitchen and a bathroom. One of the houses has been adapted for a disabled resident. Thirty per cent of the new houses were made from pre-fabricated material donated by the Federal Taxation Office.

In total, the construction of Residencial Nova Chocolatão cost approximately BRL $8.7 million, with 31.6 per cent of funds provided by Porto Alegre’s Municipal Department of Housing and 68.4 per cent financed by the Federal Savings Bank (Caixa Econômica Federal).

Above: Development of Nova Residencial Chocolatão in 2010. The final project cost BRL 8.7 million.
7. Development of Residencial Nova Chocolatão

The new site finally selected to house the Vila Chocolatão community was located about a half hour drive from the original community. There were significant negotiations over the site and its design. The final development included 181 two bedroom houses, a childcare centre, a sportsfield, library, technology centre, shops and a state-of-the-art recycling centre. It was to be called Residencial Nova Chocolatão. Whilst some newer residents of Vila Chocolatão demanded to be included in the development, receipt of houses was restricted to those living in Vila Chocolatão on the census date in 2009.

The New Infrastructure

Residencial Nova Chocolatão is located in the Morro Santana suburb in Region 3 (Leste) of Porto Alegre’s Participatory Budget. It is approximately 12.8 kilometres away from the former slum site and covers an area of approximately 33,450 square metres. The Federal Taxation Office reportedly ceded an area of land it owned in Morro Santana in exchange for the repossession of the parcel of land upon which the Vila Chocolatão slum was established in order to facilitate the construction of new housing units for community members (Segabinazzi, TRF4).

The final development, Residencial Nova Chocolatão, consisted of 181 housing units, four commercial units, paved streets, street lighting, a sewerage treatment plant, a community childcare centre, a library, a sports field and a new recycling centre (see Figure 6).

The state-of-the-art recycling centre at the new site has the capacity for 50 workers per shift and was financed and constructed by neighbouring steel company, Soluções Usiminas. Each housing unit comprises two bedrooms, a lounge room, a kitchen and a bathroom. One of the houses has been adapted for a disabled resident. Thirty per cent of the new houses were made from pre-fabricated material donated by the Federal Taxation Office.

In total, the construction of Residencial Nova Chocolatão cost approximately BRL $8.7 million, with 31.6 per cent of funds provided by Porto Alegre’s Municipal Department of Housing and 68.4 per cent financed by the Federal Savings Bank (Caixa Econômica Federal).
Eligibility for Residency

In the lead up to the resettlement of the Vila Chocolatão community in May 2011, the Municipal Department of Health (SMS) and the Foundation for Social Welfare and Citizenship (FASC) met in August 2010 to finalise criteria to be adopted by the Department of Housing (DEMHAB) to determine residents’ eligibility for securing new housing. These criteria, which were also discussed with community leaders and members at Vila Chocolatão Sustainability and Citizenship Network meetings, are as follows:

1. Registering with DEMHAB as a resident of Vila Chocolatão between 2005 and 2009; and
2. Evincing an intention to remain living in Residencial Nova Chocolatão after resettlement.

When DEMHAB’s register closed in 2009, the number of families living in the slum was 225, however, only 181 housing units were constructed at the new site.

Ms Horacia Ribeiro (Superintendent of Social Action and Cooperatives, DEMHAB), reports that determining who was genuinely entitled to secure new housing at Residencial Nova Chocolatão was a significant issue prior to resettlement. In her opinion, the postponement of the resettlement had a detrimental effect on the project overall as those that were aware that the relocation would occur could engaged in what she describes as “land-grabbing” in order to secure a new house upon resettlement. Those who were not eligible to relocate to the new site were referred to the federal government’s Minha Casa, Minha Vida (My House, My Life) programme in Restinga (Region 8 of the Participatory Budget). Established in 2009, the programme seeks to construct two million houses for impoverished families across Brazil.
Above: The completed development. The main street of Nova Residencial Chocolatão (top image) and the children’s playground and sporting fields (lower). These are located directly behind the Childcare Centre.
8. The Day of Relocation

The long awaited move from Vila Chocolatão to Residencial Nova Chocolatão began on 12 May 2011 and continued over a three day period. Dwellings were demolished shortly after they were emptied of families' belongings to ensure they were not reoccupied by others overnight. The inauguration of Nova Chocolatão was held on the following day, 13 May 2011. The events over these two critical days, which marked the end of Vila Chocolatão and the start of life in the new site, are represented pictorially in these pages.
Above: The Residential Nova Chocolatão Recycling Centre employs about 110 community members and is managed cooperatively.

The resettlement of the Vila Chocolatão community to Residencial Nova Chocolatão has not been without its challenges, however, many achievements are evident. Gains include better living conditions for residents, improved livelihoods for some of the community through the new Recycling Centre, and vast gains in early education and care for the community's babies and younger children. Moving into the new neighbourhood presented challenges for residents, this appears to be easing. Prohibited house extensions have been a point of concern for the project's developer and manager, DEMHAB but also indicate a sense of ownership and settling in on the part of the new residents. There has been a degree of illegal selling of houses, and security issues have continued.

Distance from the City Centre

The distance of the new site from the old site and the city centre was a continuing point of contention throughout the preparation period with some advocating for its value and others seeing it as detrimental. The distance between Vila Chocolatão and Residencial Nova Chocolatão is approximately 12.8 kilometers and although several bus lines are accessible in the new neighbourhood, with one line that stops right at the entrance to Residencial Nova Chocolatão there were worries about distance from the city and having to access services such as health and education from new locations. For those external groups who opposed the resettlement the distance between Vila Chocolatão and Residencial Nova Chocolatão was a key concern. Ms Simões Pires (community leader) recalls that before the move, a number of community members who felt anxious about relocating to a different suburb in Porto Alegre with distance being one of these points for concern. Without a thorough consultation of residents it is not possible to assess the impact of the distance from the centre on residents of Residencial Nova Chocolatão.

Recycling and Livelihoods

Promoting livelihoods based on collectively managed recycling activities was a core focus of the resettlement project and the Vila Chocolatão Sustainability and Citizenship Network. The construction of a state-of-the-art recycling centre at Residencial Nova Chocolatão was a significant achievement. The efforts to build a recyclers cooperative in Vila Chocolatão, described in the earlier chapter, appeared to make a significant contribution to the preparedness of the community to manage, be a member of and gain a livelihood from the new recycling centre at Residencial Nova Chocolatão. For some (but not all) families within the community a basic living is being earned from the new recycling centre.

The Recycling Centre is certainly a physical and social centrepiece of Residencial Nova Chocolatão. In the opinion of Mr Chaves Andrade (Manager of Environment and Sustainability, Soluções Usiminas), “the recycling centre situated at the entrance of the community is a symbolic message that this work [recyclable waste management] is a priority”.

The increased space and new equipment provided by the recycling centre at Residencial Nova Chocolatão has enabled the expansion of the Chocolatão Recyclers’ Association membership and an increased demand for formal recyclable waste workers. Ms Gonçalves de Souza (Governance Agent, SMGL) provides that the founding seven members of the ARC who were trained in the cooperative recycling management model were joined by an additional 22 residents by June 2011, approximately two weeks following resettlement. In July 2012, 110 community members were registered as formal employees at the recycling centre. However, the number of people working per day generally ranges from 40 to 60.

In the months that followed resettlement Ms Gonçalves de Souza reported a high turnover of workers in the recycling centre. She believed that one of the reasons for this was the challenge for workers of adapting to the rules and routines of formal employment and being part of an association. She asserts that others, however, have adapted well, with some progressing to formal employment with better pay outside of the community. A number of community members who have been employed at the recycling centre have reportedly gone on to work as office cleaners, domestic cleaners and construction workers for the City of Porto Alegre.
9. Life in Nova Residencial Chocolatão

The resettlement of the Vila Chocolatão community to Residencial Nova Chocolatão has not been without its challenges, however, many achievements are evident. Gains include better living conditions for residents, improved livelihoods for some of the community through the new Recycling Centre, and vast gains in early education and care for the community’s babies and younger children. Moving into the new neighbourhood presented challenges for residents, this appears to be easing. Prohibited house extensions have been a point of concern for the project’s developer and manager, DEMHAB but also indicate a sense of ownership and settling in on the part of the new residents. There has been a degree of illegal selling of houses, and security issues have continued.

Distance from the City Centre

The distance of the new site from the old site and the city centre was a continuing point of contention throughout the preparation period with some advocating for its value and others seeing it as detrimental.

The distance between Vila Chocolatão and Residencial Nova Chocolatão is approximately 12.8 kilometers and although several bus lines are accessible in the new neighbourhood, with one line that stops right at the entrance to Residencial Nova Chocolatão there were worries about distance from the city and having to access services such as health and education from new locations. For those external groups who opposed the resettlement the distance between Vila Chocolatão and Residencial Nova Chocolatão was a key concern. Ms Simões Pires (community leader) recalls that before the move, a number of community members who felt anxious about relocating to a different suburb in Porto Alegre with distance being one of these points for concern.

Without a thorough consultation of residents it is not possible to assess the impact of the distance from the centre on residents of Residencial Nova Chocolatão.

Recycling and Livelihoods

Promoting livelihoods based on collectively managed recycling activities was a core focus of the resettlement project and the Vila Chocolatão Sustainability and Citizenship Network. The construction of a state-of-the-art recycling centre at Residencial Nova Chocolatão was a significant achievement. The efforts to build a recyclers cooperative in Vila Chocolatão, described in the earlier chapter, appeared to make a significant contribution to the preparedness of the community to manage, be a member of and gain a livelihood from the new recycling centre at Residencial Nova Chocolatão. For some (but not all) families within the community a basic living is being earned from the new recycling centre.

The Recycling Centre is certainly a physical and social centrepiece of Residencial Nova Chocolatão. In the opinion of Mr Chaves Andrade (Manager of Environment and Sustainability, Soluções Usiminas), “the recycling centre situated at the entrance of the community is a symbolic message that this work [recyclable waste management] is a priority”.

The increased space and new equipment provided by the recycling centre at Residencial Nova Chocolatão has enabled the expansion of the Chocolatão Recyclers’ Association membership and an increased demand for formal recyclable waste workers. Ms Gonçalves de Souza (Governance Agent, SMGL) provides that the founding seven members of the ARC who were trained in the cooperative recycling management model were joined by an additional 22 residents by June 2011, approximately two weeks following resettlement. In July 2012, 110 community members were registered as formal employees at the recycling centre. However, the number of people working per day generally ranges from 40 to 60.

In the months that followed resettlement Ms Gonçalves de Souza reported a high turnover of workers in the recycling centre. She believed that one of the reasons for this was the challenge for workers of adapting to the rules and routines of formal employment and being part of an association. She asserts that others, however, have adapted well, with some progressing to formal employment with better pay outside of the community. A number of community members who have been employed at the recycling centre have reportedly gone on to work as office cleaners, domestic cleaners and construction workers for the City of Porto Alegre.
Income generated from the recycling centre is received every 15 days and is divided equally between workers. If a worker fails to attend work or completes their work inefficiently, his or her pay may be docked. A key challenge has been identified by a number of interviewees (Gonçalves de Souza, Dias, Carvalho); the individual monthly income of recycling centre workers rarely exceeds BRL$ 650, which is close to the minimum wage in Brazil. As Ms Gonçalves reports, it was the intention of the Chocolatão Recyclers’ Association to attempt to raise this wage in the near future. Similar recycling centres in Porto Alegre have increased monthly income to BRL$1,400 per worker, which demonstrates that it is possible to achieve a figure like this. However, a realistic estimate for the next few months in the Chocolatão recycling centre is a rise to approximately BRL$800.

Whilst these are challenges related to income, a number of gains in work practices have been reported. These include learning how to work in an association and adhering to health and safety standards and wearing protective gear (closed in shoes and gloves). Workers are also allowed up to two sick days per fortnight without affecting their pay. Effective management is evident. Ms Gonçalves de Souza states:

> the success of the recycling centre is due mainly to its management. During training, employees toured other successful recycling centres in Porto Alegre and learnt how to ensure the recycling centre at Residencial Nova Chocolatão would function to the best of its ability.

Further gains have been made with some residents attaining formal qualifications together with increases in skill levels. A number of former recycling centre workers have progressed to work in formal employment outside of the community. Efforts from local government have contributed to this, including the Municipal Department of Industry and Commerce (SMIC) and the Municipal Department of Housing (DEMHAB) agreement to provide skills training for livelihood activities outside of recyclable waste management for a period of 12 months following resettlement. Courses were provided in operating a bakery, bus driving, gardening, working as an electrician, working as a cook, maintenance, amongst other income-generating activities.

A small number of consultations were conducted with community members in 2014 by Australian researcher, Dr Victor Albert. Results of his discussions with residents indicated livelihood issues continue for some families that were not employed in the Recycling Centre. He said that relocation to Nova Chocolatão was challenging for a number of residents and particularly those who had worked previously as catadores. While the income derived from working in this centre was, according to the Centre President, comparable if not an improvement on that derivable from “catação”, or curb-side collection, the centre did not employ as many Chocolatão residents as originally planned. He recommends continued and intensive government support so as to facilitate new employment for residents who were unable to find work in the recycling centre, or to improve the capacity of the recycling centre to increase opportunities there.

### Childcare Centre and Children

The childcare centre in Residencial Nova Chocolatão is possibly the most outstanding achievement of the resettlement project and is a testament to the vision and dedication of the women of Vila Chocolatão (Assoçiaçao de Mães Carriheiras da Preservação) and the actors that worked with them. As visitors attest, time spent in this vibrant, clean, state-of-the-art centre full of well cared for babies and children is an uplifting experience.

In her update report on the Residencial Nova Chocolatão community in May 2012, Ms Gonçalves de Souza said that the new childcare centre has been functioning successfully since August 2011. The childcare centre has the capacity to accommodate 120 children per day. As of May 2012, all 120 places were filled. The children are separated by age and each year group is allocated its own room. The children are fed breakfast, lunch and afternoon tea everyday. These meals are prepared in the childcare centre kitchen and are of good nutritional value. The children also have scheduled times for meals, lessons and games and have access to outdoor activities.
play equipment. The childcare centre is brightly coloured, with many pictures and words displayed on the walls. Signs with the names of objects are displayed by their side which encourages literacy for children who might have limited exposure to reading. A small infant library is situated within the childcare centre and is run by the Shirley Ann Sullivan Educational Foundation (SASEF).

Ms Gonçalves de Souza said that the opening of the childcare centre in Residencial Nova Chocolatão has seen both positive and negative engagement with the community. For instance, she stated that in the past there have been times when the sports area and play equipment near the childcare centre could not be utilised due to the danger of drug trafficking activities occurring nearby but this is apparently no longer a concern. Whilst there were initially issues with some children’s behaviour, and the adaptation of parents to the routines such as drop off and pick up schedules and cleanliness, this behaviour has changed over time.

Routines related to the childcare centre have reportedly also had wider benefits. These include providing mothers with routines and incentive for productive use of time. Children attending the childcare centre are learning to work in groups and respect rules. The routines of the older age groups reflect those of a formal school, preparing children for the transition to mainstream education.

The Centre has also been used a point of skills development for the community. In 2011, the Municipal Department of Education (SMED) entered into a two-year renewable agreement with the Chocolatão Residents’ Association (Associação de Moradores Chocolatão) to facilitate the training and recruitment of an education assistant from the Chocolatão community to work in the new childcare centre.

Community Library

A number of partners contributed to the establishment of the library at Residencial Nova Chocolatão, including CIRANDAR, the C&A Institute, DEMHAB, FASC, IBGE, SMGL and the Municipal Department of Water and Sewerage (Departamento Municipal de Água e Esgotos). From all reports, this centre is being well utilised.

Project Coordinator with CIRANDAR, Ms Cavalcante, explains that after the community library was established, the next phase of CIRANDAR’s work with Chocolatão residents centred upon creating a network for the promotion of literature and increasingly strengthen educational processes. This has apparently been well received and supported by the community. She speaks of the importance of this access to literature as a human right:

In Brazil, much is said about social rights, such as access to food, housing and education.

But it has also been said that reading is a social right... the new library at Residencial Nova Chocolatão is a cultural centre that promotes literature and as such, there is a range of material available, with something interesting for the whole community..

..it has been a very beautiful process as everybody participated in it, the children helped as well.

Above: Approximately 120 children are cared for and receive early childhood education daily through the childcare centre in Nova Residencial Chocolatão.
Adjustments to the New Life

Whilst it is not possible to provide a comprehensive assessment of the challenges involved with adjusting to the new life in Residencial Nova Chocolatão a number of specific issues have been identified by residents. These include access to health services, adjusting to community settings and schools.

Ms Dias (Member, ARC; former and current community member) and Ms Carvalho (Member, ARC; former and current community member) state that there have been difficulties accessing health services following the relocation of the Chocolatão community to Morro Santana. In Ms Carvalho’s words,

_We have difficulties now regarding health and the health care centre doesn’t keep up with all the communities it has to serve. There is the community in Morro Santana, which is big. Then, another community comes in. It gets busy and it [the health centre] doesn’t keep up. Sometimes people get angry because they go to the health care centre and there is no ticket [for consultations]. Many times you have to stay overnight to get a consultation. Then it is hard._

In May 2011, Porto Alegre’s municipal administration entered into an undertaking with the Chocolatão community. The undertaking provides that issues related to waiting time for appointments, tests and the supply of medication to residents of Residencial Nova Chocolatão who attend the nearby Tijucas Basic Health Unit (Unidade Básica de Saúde Tijucas) in Morro Santana will be monitored and attended to by a Community Health Agent.246

Several Nova Chocolatão residents reported to Dr Victor Albert that they experienced discrimination from residents of the surrounding area. However, this attitude was, according to several community members, lessening over time. He advises that there could be a greater role for the city government in integrating the residents of Nova Chocolatão into the broader community. This could include promoting cultural activities in Nova Chocolatão to help challenge negative attitudes towards its residents.

Employment of Vulnerable Adolescents

Recognising the vulnerability of many of Chocolatão’s youth, Ms Gonçalves de Souza’s (Governance Agent, SMGL) elicited the support of Zaffari in the employment of adolescents. A partnership was formed with the supermarket chain that resulted in the elimination of regulations around educational attainment as a prerequisite to employment. She reports:
By being formally employed the adolescents [from Residencial Nova Chocolatão] are not only earning an income and avoiding involvement in the drug trade, but also becoming socialised and learning the skills necessary to succeed in broader society. Zaffari is a large company, which leaves space for upward mobility of employees. To be employed by Zaffari, an individual must be a minimum of 16 years old, and if younger than 18, he [or she] must be enrolled and attending regular school. Zaffari previously required its employees to have a Year 6 schooling level, which many Chocolatão adolescents do not have. Upon entering into the partnership [with the network], Zaffari eliminated the requirement for this level of educational attainment.

In May 2012, nine adolescents commenced employment at Zaffari (a small number of young people were also previously employed before the partnership was made). To maintain positions certain requirements have to be met around cleanliness, presentation and behaviour. Zaffari provides employees with uniforms and transport costs.

Housing and Home Creation

Whilst clearly many gains been achieved relating to housing, challenges have been experienced. These include the illegal sale of houses and building house extensions, though some see this as a reflection of settling in and having feelings of ownership.

Residents living in new houses in Residencial Nova Chocolatão are permitted to purchase or sell their homes after a period of 10 years. It is however possible for a community member to change or swap his or her house in Nova Chocolatão for a house in another community where there is social housing. The sale of housing units is illegal. In June 2012, Ms Gonçalves de Souza reported that approximately 12 houses had been sold by residents of Residencial Nova Chocolatão. Following the monitoring period there has apparently been a marked increase. This is common phenomenon in resettlements and the reasons for the sale (or loss) of a house are complex.

Numerous (unauthorised) additions and extensions were made to houses in Residencial Nova Chocolatão in the months following resettlement. Many residents built enclosed verandas and additional rooms were applied to a number of housing units. While these kinds of additions and extensions technically violate municipal law and are of concern to the managing agency, DEMHAB, Ms Gonçalves de Souza asserts they also represent residents taking ownership of their homes and demonstrate an intention to remain living in Residencial Nova Chocolatão.

Security

There have been critical incidents related to security impacting the community post-resettlement. Due to the sensitivity nature of these incidents and relationships, we have elected not to include detail in this report.

Above: The building of additions to the houses of Residencial Nova Chocolatão is a point of concern for managing agency, DEMHAB. For some, these developments indicate residents are settling in and have a sense of ownership of their homes.
Figure 7 – The Porto Alegre Sustainability and Citizenship Network Model

The Sustainability and Citizenship Network

Development process for a cross-sectoral, participatory, collaborative network working with vulnerable urban communities

Challenges

Ongoing dialogue

Projects and actions

• Sustainability
  - The group has a commitment to develop a holistic project to face urban challenges in the context of ecological, political, economic and cultural considerations.

• Resilience
  - The group has the ability to adequately and quickly respond to political, social, economic and environmental problems. It also learns from previous challenges in order to face current and future issues.

• Leadership
  - The group has the ability and initiative to engage people from different social sectors throughout a project.

• Commitment
  - The group promotes public commitment to generate significant results and develop a project within an agreed upon time frame (even where it is a long-term project).

• Governance
  - The group acknowledges that cross-sectoral collaboration, as well as internal governing processes, are essential for positive change.

• Diversity
  - The group has an awareness of and respect for the need to work efficiently across different sectors, social classes and cultures. The group always respects and makes the most out of religious, ethical and ideological diversity.

• Adaptability
  - The group has the openness and flexibility to work in all sectors and in different environments in order to produce positive results and share knowledge.
10. The “Sustainability and Citizenship Network” Model in Other Communities

As reflected in the Vila Chocolatão journey, working to uplift or emancipate vulnerable communities from poverty is a highly challenging endeavour. However, the model used in the social inclusion project that ran alongside the Vila Chocolatão resettlement has proven that a sustained cross-sectoral network group of actors and residents is a valuable vessel from which to gather and coordinate support and resources to advance human rights and fair livelihoods and promote participation and citizenship for these communities. This network system, its guiding principles and many of the emancipation initiatives have been drawn from the Vila Chocolatão resettlement experience and incorporated into an ongoing model which is now being applied in the Porto Alegre communities of Vila Santa Teresinha, Vila Santo André and Região das Ilhas. In this section, we outline the framework of this model as it is currently presented and the way that it is being applied in the other communities.

Network Framework

The Vila Chocolatão Sustainability and Citizenship Network was the first of what has become a number of such networks in Porto Alegre. The Sustainability and Citizenship Networks of Porto Alegre have a common framework which are clearly articulated upon working with communities and actors, described as follows:

- The networks are cross-sectoral and non-partisan.
- They exist to provide a governance framework based on cooperation and mutual assistance between government, the private sector and civil society for those who are willing to volunteer their time and expertise to confront challenges in communities experiencing vulnerability.
- In addition to generating material solutions, such as access to adequate housing and basic urban services, these networks seek to establish educational programmes and capacity building activities to promote the emancipation of communities living in extreme poverty in order to prepare them for genuine social inclusion.
- In order to develop real knowledge and an in-depth understanding of the complex challenges facing impoverished communities in Porto Alegre, Sustainability and Citizenship Network meetings always take place in local communities. This is a foundational tenet of the Chocolatão Model and also serves as an incentive for community members to participate in network activities.

Guiding Concepts for Network Actions

The network's actions are guided by the following key concepts.

- **Sustainability** — The group has a commitment to develop a holistic project to face urban challenges in the context of ecological, political, economic and cultural considerations.
- **Resilience** — The group has the ability to adequately and quickly respond to political, social, economic and environmental problems. It also learns from previous challenges in order to face current and future issues.
- **Leadership** — The group has the ability and initiative to engage people from different social sectors throughout a project.
- **Commitment** — The group promotes public commitment to generate significant results and develop a project within an agreed upon time frame (even where it is a long-term project).
- **Governance** — The group acknowledges that cross-sectoral collaboration, as well as internal governing processes, are essential for positive change.
- **Diversity** — The group has an awareness of and respect for the need to work efficiently across different sectors, social classes and cultures. The group always respects and makes the most out of religious, ethical and ideological diversity.
- **Adaptability** — The group has the openness and flexibility to work in all sectors and in different environments in order to produce positive results and share knowledge.
Creating a Sustainability and Citizenship Network

Step 1 – Mapping the Place

The first step in creating a Sustainability and Citizenship Network to work with vulnerable communities is to develop a comprehensive understanding of the community by mapping the physical area residents live in, the community's assets and challenges faced by community members. This is a critical step because it enables network members to identify who is already working with the community and avoid duplication of activities. It also assists with identifying potential livelihood training programmes that are likely to be successful, depending on the predominant skillset of a particular community. The description of the mapping processes outlined below are taken from a set of mapping guidance documents used by Porto Alegre's Local Solidarity Governance coordinators and other actors.

These mapping processes are outlined in further detail in Appendix 5.

Step 2 – Familiarise

Undertaking the mapping exercises outlined above assist with getting to know community leaders and external individuals and organisations that are already working with the community, including not-for-profit organisations, volunteers, corporates and government representatives.

Step 3 – Identify Problems and Needs

Working with community leaders and members and other actors that have established relationships with the community to identify challenges and needs is essential in order to ensure that a holistic diagnostic process is undertaken.

Step 4 – Identify Cross-Sectoral Partners

Unique knowledge from community leaders, public servants working in social services and healthcare, Porto Alegre's Central Administrative Centres (Centros Administrativos Regionais), local politicians, volunteers, civil society organisations and businesses who are either working or interested in working with communities are essential to create a Sustainability and Citizenship Network.

Step 5 – Encourage Community Empowerment and Leadership

In Porto Alegre, the basic foundation of a resettlement project is the idea of the "Right to the City", which includes guaranteed access to:

- Public services (health, education and leisure).
- Public transport.
- Work and income generation opportunities.

In addition to promoting the "Right to the City", Sustainability and Citizenship Networks also seek to:

- Emancipate families living in a state of extreme social vulnerability and facing problems such as drug addiction, domestic violence and working in the informal economy.
- Offer the prospect of having a “new life”, not only a “new house”.
- Create new ways for community members to generate income.
- Support community members to become emancipated from living in poverty in order to facilitate social inclusion within Porto Alegre’s broader society.

A guiding aim of Sustainability and Citizenship Networks is to encourage community empowerment and leadership by generating awareness amongst community members of their rights and responsibilities on their journey to building citizenship.

Step 6 – Conduct Meetings Locally

Sustainability and Citizenship Network meetings are always held in communities so that representatives from Porto Alegre City Hall, as well as other partners, can develop awareness of local challenges and needs. This method not only stimulates community participation but also signifies that a network project has commenced in a community.

Step 7 – Promote Transversality in Government Actions

In this context, transversality refers to local governments breaking down silos and working cooperatively across departments to achieve positive outcomes in communities engaged in Sustainability and Citizenship Network activities. Local government representatives within Sustainability and Citizenship Networks are charged with forging new relationships with colleagues who work in different departments in Porto Alegre City Hall where this will be beneficial for community members involved in network projects.
The UN Global Compact - Cities Programme Project Framework

The original Chocolatão Sustainability Network Model and its cross-sectoral engagement and project management systems has been influenced by the UN Global Compact - Cities Programme project management framework for innovating projects. It is still used to guide network projects.

As noted in opening section of the report, Porto Alegre was one of six international sites to trial the Melbourne Model cross-sectoral approach to tackling complex urban issues. The International Secretariat of the Cities Programme provided guiding documents for the establishment of the cross-sectoral groups and the management of projects. These guidance documents continue to be used in the network projects in Porto Alegre today. The process framework is outlined in Figure 8 with greater detail provided in Appendix 3.

The following sections provide an overview of how the Chocolatão Model for cross-sectoral engagement and project implementation is being applied in other vulnerable communities in Porto Alegre.

Figure 8 – UN Global Compact – Cities Programme Cross-Sectoral Model and Project Framework
The Network Model in Vila Santa Teresinha

A network group has been established with re-settled community, Vila Santa Teresinha to work with the residents to overcome challenges relating to: livelihoods; environmental and health impacts of waste; and social problems. Like Chocolatão, a recycling cooperative and waste sorting centre is being established. This activity is post resettlement rather than prior.

Like Vila Chocolatão, Vila Santa Teresinha was originally an informal settlement in Porto Alegre’s city centre that grew gradually over a period of 30 years or so. The settlement’s residents predominantly made a living outside of the formal economy by collecting and sorting recyclable waste. The area was originally referred to as Vila dos Papeleiros (Village of Paper Workers). In 2005, the settlement was destroyed by fire, leaving almost all residents homeless. Following this devastating fire, Porto Alegre City Hall registered all residents and ensured that the area was vacated whilst the new social housing project was developed. Construction of the new development—Vila Santa Teresinha—was completed in 2007. The settlement was re-named Vila Santa Teresinha in honour of the Santa Teresinha de Jesus parish, which supported residents of the former Vila dos Papeleiros community in the aftermath of the fire that decimated the community.

Vila Santa Teresinha is home to approximately 1,100 people living in 277 social housing units. These housing units include two and three bedroom single-storey houses and townhouses ranging in size from 42 to 52 square metres. There are also 10 commercial premises that have been established in the community. Two houses have been designed to accommodate the needs of community members with disabilities. A new childcare centre, public square and a Socio-Educational Service (Serviço de Apoio Socioeducativo) also feature in the new settlement.

While there have been many positive changes, persistent issues related to addiction, domestic violence and crime remain in the community.

The Vila Santa Teresinha Sustainability and Citizenship Network has been in operation in the community since 2013. Identifying the range of challenges facing the community and developing associated action plans was a process that unfolded over many network meetings. Key action areas identified by network members include sustainable livelihoods, digital inclusion and connecting community members to government programmes.

Developing a Waste Sorting Centre

Training and support for inclusion in the formal labour market is a key focus area for network members. As was the case in Vila Chocolatão, a significant number of community members living in Vila Santa Teresinha have historically made a living by collecting and sorting recyclable waste. Working with the settlement’s residents to overcome challenges relating to introduce a waste sorting centre is a key driver for the network. The shed is designed to accommodate the needs of community members and ensure that the community has access to support from the programme anymore. The “We Are All Porto Alegre Programme” provides a social educator who works with the participants to help them develop professional and personal development as well as diverse skills and knowledge. The programme also supports the inclusion of community members into the formal labour market. The “We Are All Porto Alegre Programme” provides training and support for inclusion in the formal labour market and offers opportunities for community members to develop professional and personal skills. The programme brings together various government ministries and agencies, banks and state-owned companies to promote digital inclusion, citizenship, culture and recreation in low-income communities.

The “We Are All Porto Alegre Programme” works in conjunction with community members who earn a living by collecting and sorting recyclable waste. The programme also supports the inclusion of community members into the formal labour market and offers opportunities for community members to develop professional and personal skills. The programme brings together various government ministries and agencies, banks and state-owned companies to promote digital inclusion, citizenship, culture and recreation in low-income communities.

Image: Prefeitura Municipal de Porto Alegre.
recyclable waste from the streets. One of the key challenges encountered by network members was the issue of community members sorting recyclable waste at home, in the streets and in illegal informal recycling depots, all of which involve potential health and safety hazards. In conjunction with community members who earn a living as informal recyclable waste workers, network participants identified a space in the community to be renovated and used as a cooperatively managed recycling shed.256

Partners

A range of network partners have been working together to turn the possibility of having a cooperatively managed recycling shed operating in Vila Santa Teresinha into a reality. Vania Gonçalves explains.

This began with the Network searching for a location to develop a recycling/shed unit next to the community. An unoccupied garage that belonged to DMLU was identified and with the partnership and investment of this department we reformed the building in order for it to be transformed to become the recycling cooperative Hands Together Santa Teresinha (Mãos Unidas Santa Teresinha).

This was an enormous challenge, as we knew that beyond creating a place for work, we had to qualify and capacitate the people in order for them to leave the work in the streets as “catadores and carrinheiros” and develop to employed as associated workers in the recycling shed. As in the old Vila Chocolatão, the way of living of the population needed to be transformed, and change a context like this one is not easy. These are people that, in their majority, have a history with drugs or alcohol, and furthermore there is an existent “black market” that benefits from this cruel and nasty reality. It is very hard to break the cycle of social exclusion.

In order to build the required capacity a partnership was formed between Vila Santa Teresinha, Irmãos Maristas and AVESOL. They ministered courses and workshops on management, conflict mediation, citizenship and environmental education for a group of 40 residents.

The “We Are All Porto Alegre Programme” (Programa Somos Todos Porto Alegre), applied the same approach in Vila Santa Teresinha as was done at the old Vila Chocolatão, providing a financial aid “bolsa capacitação” with the equivalent Brazilian minimum wage to the people involved. Participants would not be able to work and take part of the courses at the same time. After the shed was ready, the financial aid “bolsa capacitação” easily decreased as the participants increasingly started to obtain livelihood from the recycling process of the new shed, until getting to a point where the people did not need financial support from the programme anymore. The “We Are All Porto Alegre Programme” provides a social educator within the shed and continues to provide opportunities for professional and personal development as well as diverse improvements in the physical space of the shed. This is reported as being a long-term process “...and we need to have a continued resilient action.”

The “We Are All Porto Alegre Programme” (Todos Somos Porto Alegre) provided long-term training and delivered courses on management, conflict mediation, citizenship and environmental education.257 Zaffari, a private sector network partner and supermarket chain, also provided employment opportunities for Vila Santa Teresinha community members.258

Other Projects and Programmes

Casa Brasil is an NGO founded by workers of Caixa Econômica Federal. The digital inclusion aspect of the programme brings together various government ministries and agencies, banks and state-owned companies to promote digital inclusion, citizenship, culture and recreation in low-income communities.259 In partnership with the Cooperative Recycling Learning Centre of Porto Alegre (Cooperativa Centro de Ensino do Reciclador de Porto Alegre, CERPOA), offers several courses for “catadores e carroceitos” and people in social vulnerability.260

Above: Vila Santa Teresinha resident, Waldemar, formerly made a living through Porto Alegre's informal economy as a “catadore” collecting and sorting recyclable waste from the street. He is now employed at the community's new recycling shed. Image: Prefeitura Municipal de Porto Alegre.
Network members have been working to connect community members to beneficial local government programmes and departments where appropriate, as outlined below:

- Porto Alegre’s Family Service Centre (Serviço de Atendimento à Família, SAF), which provides services to families in need of care and access to information for issues regarding early childhood, adolescence, ageing and disability. SAF also seeks to promote safe spaces for individuals to exchange experiences, stories of hardship and hopes for the future.261

- Porto Alegre’s Resilient Education Project (Projeto de Educação Resiliente).262

- Porto Alegre’s We Are All Porto Alegre Programme (Todos Somos Porto Alegre), which is delivered by City Hall’s Local Governance Ministry and seeks to promote the emancipation of informal recyclable waste workers through training and generating new employment opportunities.263

- Partnering with Porto Alegre’s Department of Urban Sanitation (Departamento Municipal de Lixo Urbano, DMLU) to offer grants to residents for undertaking training courses in the cooperative management of recycling sheds.264

- Partnering with the Municipal Foundation for Social Welfare and Citizenship (Fundação de Assistência Social e Cidadania, FASC) and the Municipal Health Department (Secretaria Municipal de Saúde, SMS) to establish a physical space in the community where these two municipal departments can implement a range of activities.

Building of a Gymnasium

The Santa Teresinha Sustainability and Citizenship Network participated in the discussion to begin construction on a gymnasium for the community in the first week of June 2016, after almost three years of negotiation.

The gymnasium was the result of a “great partnership” with Gerdau - the building was funded by Instituto Gerdau and the Johann Peter Family. AVESOL and Irmãos Maristas will manage and offer sports and many other programs for the community in this new space. It will be multi-purpose, with the priority being “entertainment for the community, especially teenagers and kids”. This meets a big gap in facilities for the Vila Santa Teresinha community. There currently is no area for the children to play. Apparently during summer it is too warm to play outdoors and during winter it rains too frequently.
Chocolatão’s model of establishing electricity in an informal settlement has been taken up by the community of Vila Santo André. This has been enhanced by access to water and the establishment of a resident’s association and building of its headquarters which also serves as a cultural and recreation centre.

Vila Santo André is an informal settlement located in the outskirts of Porto Alegre off Avenue Ernesto Neugebauer. The settlement was established sometime in the 1970s and has grown gradually over time. It is currently home to approximately 1,200 people occupying 340 social housing units. Most community members living in Vila Santo André work as informal recyclable waste collectors and reportedly face challenges related to addiction, domestic violence and crime. The settlement is situated on a parcel of land that is owned by the Rio Grande do Sul State Department of Highways (Departamento Autônomo de Estradas de Rodagem, DAER).

The Vila Santo André Sustainability and Citizenship Network has been working with community members since August 2013. Two of the more significant challenges to be identified by the Vila Santo André community when the Sustainability and Citizenship Network formed in 2013, included a lack of access to both water and formal electricity. This has been improved by the establishment of a resident’s association and building of its headquarters which also serves as a cultural and recreation centre.
potable water and formal electricity. Network members rely on the participation of Porto Alegre City Hall, the Rio Grande do Sul State government and local residents in addressing these key issues. In particular, the network encouraged community leaders to restructure the Vila Santo André Residents’ Association and elect new leaders with formal roles within the group in preparation for demanding improved basic urban services (water and electricity). A Residents’ Association Headquarters was established in 2015 in order to provide community members with a common space where they can meet and engage in cultural and capacity building activities.

When the network began working with Vila Santo André community members, illegal connections to electricity grids caused persistent outbreaks of fire and often left the area without electricity for days at a time. Network members worked with residents, Porto Alegre City Hall and the State Energy Company of Rio Grande do Sul (Companhia Estadual de Energia Elétrica, CEEE) to address this issue and coordinate the installation of a formal electricity grid in Vila Santo André in 2013. By working together, this group has ensured the provision of safe and legal power for the 300 or so families living in the area. The Vila Santo André Electricity Network was officially launched on 18 September 2014.

Prior to 2014, lack of access to potable water was a significant barrier to better quality of life for Vila Santo André residents. Porto Alegre’s Municipal Department of Water and Sanitation (Departamento Municipal de Água e Esgotos, DMAE) was responsible for installing a formal water network in Vila Santo André. Infrastructural changes made in the community were preceded by network members, including representatives from the city’s Local Governance and Housing department and the Rio Grande do Sul State Department of Highways, providing educational programmes to residents about how to connect their homes to the new water network and the importance of clean drinking water for good health. Prior to works commencing, officers from DMAE also conducted technical meetings with local leaders to explain what they would be doing, the health benefits for residents and how formalising water accounts and addresses in the community had the potential to build citizenship.

While network members have worked hard to regulate access to water and electricity in Vila Santo André, they anticipate that the most significant challenges that will be faced by the community in the years ahead will be related to waste disposal, addiction and developing a culture of emancipation in the long-term.
The Network Model in Região das Ilhas

Região das Ilhas is home to some 20,000 residents and is comprised of 16 islands, including the Jacuí Delta Islands — Pavão, Grande dos Marinheiros, Flores, Pintada and Mauá.276 Fishing and related activities are one of the primary means of earning a living in the region.277 The Sustainability and Citizenship Network for Região das Ilhas has been working with the community since 2014278 to address issues related to improving livelihoods. The provision of training courses for improved livelihoods and employment prospects for community members has been a key focus area for network members; actions include:

- Training courses focused on construction in the Pintada Island areas, delivered in partnership with the National Commercial Training Service of Rio Grande do Sul (Serviço Nacional de Aprendizagem Comercial do Rio Grande do Sul, SENAC), the Regional Administrative Centre for Região das Ilhas (Centro Administrativo Regional — Ilhas) and the We Are All Porto Alegre programme (Todos Somos Porto Alegre). These partners, in conjunction with Zaffari, a private sector network partner and supermarket chain, also screen residents for appropriate employment referrals for local construction work.279

- Network partners Pizzaiolo Pizzeria and the Waiter and Service Training division of the Bread for the Poor Foundation (Garçom e Atendente de Lanchonete na Fundação Pão dos Pobres, GALFPP) are also providing training courses in working as a kitchen hand.280

- NGO Casa Brasil, Programa Todos Somos Porto Alegre (We Are Porto Alegre Programme) and a network member in Vila Santa Teresinha are overseeing the provision of vocational education programmes for community members keen to pursue a career as a plumber, electrician or carpenter.281

- Private sector network partner Macarroni Fast Food, a chain of fast food restaurants in Brazil, donated an electric oven to assist with reactivating the bakery run by the Mothers’ Association at Ilha Grande dos Marinheiros.282

- A community library has been established at Ilha Grande dos Marinheiros in partnership with Porto Alegre City Hall, the C&A Institute and CIRANDAR. The C&A Institute is a not-for-profit organisation dedicated to promoting and enhancing education for children and adolescents in Brazil.283 It develops projects through the establishment of partnerships and alliances with other social organisations and the public.284 CIRANDAR is a not-for-profit organisation based in Porto Alegre that fosters local networks to support social inclusion through the promotion of social and cultural activities.285 Its primary focus is the promotion of literature and music.286 The development of the children’s library on the island is also connected to a federal government programme called the National Book and Reading Plan (Plano Nacional do Livro e Leitura (PNLL), which has been implemented in Porto Alegre through the city’s Reading Plan (Plano Municipal do Livro e da Leitura, PMLL).

- A number of not-for-profit network partners, including Gênesis Social, Clube São João Navegantes and CONCEPA, have joined forces with local government representatives from the We Are All Porto Alegre Programme (Todos Somos Porto Alegre) and the region’s Central Administrative Centre (Centro Administrativo Regional, CAR) to visit families living on Ilha do Pavão and recruit students to participate in the Ilha do Pavão children’s soccer club.

Above: Emy Dellhouse from Ihla Pintada where the Região da Ihlas Sustainability and Citizenship Network are focusing on livelihoods. Many partners from earlier networks and projects are supporting these efforts.
Reflecting on the Network Model

On 19 November 2015, Porto Alegre City Hall invited community members from Vila Chocolatão to join with other stakeholders in reflecting on the resettlement process and identifying new and emerging challenges.

Entitled “The Role of the Sustainability and Citizenship Network in the Resettlement Process of Vila Chocolatão and New Challenges”, the seminar was held in the auditorium of the Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4ª Região, TRF4) which is where network meetings were initially located at the beginning of the Vila Chocolatão resettlement project. In addition to community leaders from Vila Chocolatão community the seminar was attended by Porto Alegre’s Mayor, José Fortunati, Deputy Mayor, Sebastian Melo, the Vice-President of TRF4, Federal Judge Thompson Flores, the Minister for Local Governance, Cézar Busatto, the Director of the Municipal Department of Housing (Departamento Municipal de Habitação, DEMHAB), Marcos Botelho, the Chief Social Worker from DEMHAB, Nilene Maria Nalin, and Coordinator of the Sustainability and Citizenship Networks, Vania Gonçalves de Souza, along with many other officials and citizens.

The seminar featured testimonies of Vila Chocolatão community members, including those who initially opposed the relocation, related to their experiences of the resettlement process and the differences in their lives pre- and post-resettlement. Local government representatives discussed the operation of Porto Alegre’s Sustainability and Citizenship Networks.

Representatives from civil society and the private sector also participated in the event, which was attended by over 100 people. The seminar provided space for a range of individuals from different sectors to discuss challenges and processes related to the networks. It was also an opportunity for community leaders to exchange ideas with network members and contribute to knowledge around best practice for networks working with community members in Vila Santa Teresinha, Vila Santo André and Região das Ilhas.

Above from left: Miguel Antonio Orlandi, representative of the Marist Network; Catia Segabinazzi, Federal Regional Court of the 4th District; Daniela Cidade from CONCEPA; and Denise Souza Costa at the seminar in November 2015 which reviewed the Sustainability and Citizenship Networks - for Vila Chocolatão and those that have followed. Denise is the former coordinator of the Região das Ilhas Sustainability and Citizenship Network and current coordinator of the We Are Porto Alegre program. Missing from this image is Dayne Belmonte dos Santos, President of Vila Santo André Residents’ Association who was presenting her impressions of the Sustainability and Citizenship Network in Vila Santo André. Image: Prefeitura Municipal de Porto Alegre.
11. Conclusion

This research project has mapped and documented the history of the Vila Chocolatão resettlement in Porto Alegre, Brazil along with the actors and actions of the Vila Chocolatão Sustainability and Citizenship Network who supported the resettlement. It has done so with the aim of contributing to the understanding of cross-sectoral collaborative networks as a model to address critical urban issues. The study has identified the network’s primary partners, actions and projects, identified the network’s objectives and developed a picture of the network's role in the overall resettlement project. Interviews with network members uncovered a shared perspective about the network's purpose, value and processes, which are related to social transformation, emancipation and citizenship.

One of the strongest outcomes of the many years of preparation for the Vila Chocolatão resettlement is that the lessons learned have been solidly incorporated into what is now a clearly articulated system for network development and an ethical management framework for working with vulnerable communities. The partners and actions of subsequent projects with other vulnerable communities in Porto Alegre: Vila Santo André; Vila Santa Teresinha; and Ilhas; have also been captured in this study. This approach became a benchmark for the Todos Somos Porto Alegre (Porto Alegre for All) programme. The Sustainability and Citizenship Network model has also recently been incorporated into the approach used by the Porto Alegre Resiliente program in another 17 vulnerable communities (this work is not documented in this report).

As a pilot site, the original Chocolatão Sustainability and Citizenship Network is closely aligned with the Melbourne Model of the UN Global Compact - Cities Programme. The Melbourne Model’s project systems, principles relating to cross-sectoral engagement, equality of participants and partnerships contributed further structure to the partnership activity that was supporting the resettlement preparation. This model was significantly influenced by the political, social and cultural context of Porto Alegre, which is a global leader in participatory processes and, in particular, participatory budgeting. The Chocolatão project also trialled and was supported by the city's latest incarnation of participatory systems—Local Solidarity Governance.

We have witnessed the refinement of the broader “Melbourne Model” to a development process that is specific to impoverished communities. The application of the network development process in Santa Teresinha, Vila Santo André and Região das Ilhas has demonstrated the resilience and replicability of the approach.

During the process of mapping and documenting the network’s primary partners, actions and projects of the initial Vila Chocolatão Social Inclusion project, we have witnessed extraordinary and sustained collaboration. In some cases, the collaborative efforts of some network participants have extended over a period of up to 10 years. This is not collaboration that is driven by meeting the requirements of one or several external funders, as is often the case in community projects. Rather, this collaboration that is driven by local necessity, harnesses neighbourhood’s resources and goodwill and is systemically supported.

The Vila Chocolatão resettlement and subsequent projects reflect the value of collaborative actions that are grounded in foundational principles, informed by tenets of citizenship and contribute to systems and attitudes that develop real understanding and respectful relationships with community members. Practical actions have been undertaken in recognition of fundamental human rights, including the right to a home and safe shelter, education and livelihood.

Concrete action appears pivotal to the success and legitimacy of the networks. In the case of the Vila Chocolatão collective strategies were implemented over a number of years, prior to the resettlement, to bridge these gaps in rights, to build dignity and promote social inclusion. Recognising that self-built “temporary” shelters were homes to families, street mapping was undertaken and dwellings were allocated numbers. This exercise provided community members with legally recognised addresses, which enabled them to access fundamental components of social and economic inclusion, such as the Brazil identity card. Homes were connected to a legal electricity grid, which not only provided residents with the opportunity to experience the rights and responsibilities associated with electricity provision but also reduced outbreaks of devastating fires from illegal connections to existing electricity networks. Bathroom and meeting facilities were built. A recycling workers’ cooperative was developed and supported as a mechanism for community members to engage in legitimate livelihoods.

A significant building block in the Chocolatão journey has been residents’ access to and participation in Porto Alegre’s participatory budgeting system. The desire to participate in participatory budgeting and access the support of municipal resources was a catalyst for the formation of social structures in the community.

One of the most significant lessons to be drawn from these projects and networks (possibly not initially anticipated) is that social transformation can be a long and difficult process in which many challenges are experienced. In the case of Chocolatão, the social inclusion project was focused on the community’s resettlement. This was controversial and attracted sustained and active opposition from groups fearing the community was being moved out of public sight. The community had entrenched social, economic and health problems. Having “lived in the shadows” for many years, the community continued to struggle with issues of substance abuse, domestic violence and criminality.
Ongoing dialogue is also critical. The Chocolatão Sustainability and Citizenship Network became a vessel to negotiate, discuss and find solutions for many challenges. This continues to be central to the process of the later networks. The networks have also been fuelled and fostered by the growth of leadership within the communities.

Another important “take away” from the research can be found in the positive impact on individuals from long-term engagement with this social project. Almost all of the Chocolatão Sustainability Network interviewees spoke at length of their personal experience and the inner change and development that came from being part of the journey. Further research would be valuable in this area.

There are also a number of key lessons that government authorities can take from this project. The network structure and process softened the bureaucratic silos in city government departments and agencies. Many of the interviewees commented on new cross-departmental working relationships, improved communication, greater transparency and reduction in service overlap that came from the consistent and active participation of respective departments in the network. The network also served as a vessel to enhance relations and communication with state and federal agencies and link into external funding streams and programs.

The fundamental principle of equality and neutrality is a valuable cornerstone of the network model as it currently stands. Meetings are always held in the local community and no group is more important or has greater authority than another.

All members had an active role to play and bring resources and expertise to the table. As well as action, the network was a place for problem solving, where new challenges were talked through as they arose and where collaborative solutions were sought.

The stated aims of the networks post the Chocolatão experience are to generate material solutions, such as access to adequate housing and basic urban services, but also to establish educational programs and capacity building activities to promote the emancipation of communities living in extreme poverty in order to prepare them for genuine social inclusion.

As the preceding chapter of the study details, the networks’ actions and processes are guided by a defined conceptual framework based on explicit values related to sustainability, resilience, leadership, commitment, cross-sectoral governance, diversity and adaptability. These values are stated at the commencement of working with the community and function as an ongoing frame of reference.

A defined process is followed to prepare for and inform working with the community. An extensive systematic territorial mapping exercise is undertaken, identifying the community’s population, living conditions, local assets and challenges. This is followed by the development of relationships with community leaders and actors already working with the community. Through consultation with these leaders and actors, problems and needs are defined. This is followed by identifying potential government, private sector and civil society partners. Building community empowerment and leadership by focusing on education, new forms of generating income and health and social issues is an important component in this process.

Network meetings are conducted in and with the community. This also signals that a project is commencing. Transversal relations are established between government agencies.

Whilst Porto Alegre has the added advantage of established participatory systems, we believe the aforementioned model is replicable in many settings. There would be great benefit to be derived from undertaking further research to document outcomes, processes and learning from the application of the network model in the other communities.

In terms of broader lessons related to the original Melbourne Model, the processes around the resettlement of Vila Chocolatão demonstrate that continuous participatory, cross-sectoral engagement is by no means a fast or easy process. However, the breadth of achievement delivered through the framework of the Chocolatão Sustainability and Citizenship Network - within the context of extreme hardship, hostile opposition which includes the parallel power, disasters and human loss - has reinforced the value of a network of partnerships as a valuable platform for addressing entrenched societal inequities and taking action on change. We have seen the importance of having a collective goal and shared values.

One of the most important lessons to be drawn from the Chocolatão story is that improving the lives of vulnerable communities is a collective responsibility. The problems of the Vila Chocolatão community became the problems of the city. Community members moved from living in a “hidden world” to one where, for a period of time, their struggles were known, felt and shared. Their problems were not completely overcome but it has been demonstrated they were greatly assisted by mobilising and harnessing the will and resources of many entities in the broader community.
From a global perspective, since this research started in 2012, the new Sustainable Development Agenda have been ratified by the UN Member States (September 25, 2015) and calls on the whole world to get behind realisation of the ambitious 17 Sustainable Development Goals (SDGs). The Sustainability and Citizenship Network model, with its foundation platform of collaborative partnerships, makes a valuable contribution to the tools, systems and approaches required to drive the global 2030 Agenda and realise the ambition to end poverty, protect the planet and ensure prosperity for all. As well contributing to the understanding of partnerships (Goal 17), the comprehensiveness of the Sustainability and Citizenship Networks’ approach impacts and cross-cuts with a number of the SDGs. These include the SDGs relating to poverty, health, education, gender equality, decent work, inequality and urban sustainability and building just and participatory institutions (Goals 1, 3, 4, 5, 8, 10, 11, 16, 17).

Bringing the focus back to the local - and the Chocolatão community - the concluding remarks to this lengthy research report are most aptly taken from the insightful final slide of Vania Gonçalves de Souza’s 2015 presentation on the Sustainability and Citizenship Networks:

The community residing at Residencial Nova Chocolatão is no longer considered to be living in extreme poverty. In spite of this progress, many families remain living in a state of social vulnerability. This reality supports the idea that new housing alone cannot effectively address issues related to social exclusion. The difficulties encountered by network participants and community members following resettlement are indicative of the dire need for long-term projects accompanying resettlement processes that are focused on a range of areas, such as education and income generation. This is why Sustainability and Citizenship Networks are crucial in planning, implementing and monitoring actions related to resettlement projects.  

Above: Antonio Campos pictured in front of his home in Residencial Nova Chocolatão in June 2012, a year after the resettlement. Antonio has since passed away.
Above: The work of community leaders and Fernanda Simões Peres are acknowledged by the Mayor of Porto Alegre, Prefeito José Fortunati, at the inauguration of Residencial Nova Chocolatão in May 2011.
1. Introduction


26. Ibid.


29. A 17th region was created in 2007 after Region 1, Humaitá/Navegantes, was divided to include Ilhas das Flores, Ponta, Pavão and Ilha Grande dos Marinheiros—see Figure 3.


33. For a detailed overview of Porto Alegre’s annual participatory budgeting cycle, see Appendix 2.


37. Ibid.

38. Ibid.

39. Ibid.


2. Methodology


50. Ibid, p. x.


52. Ibid, p. 2.


58. Ibid, p. 4.


61. Ibid.


3. Vila Chocolatão


92. Segabinazzi, C 2011, Interviewed by Dr Elizabeth Kath, 24 February.

93. Lattuada da Silva, C 2011, Interviewed by Dr Elizabeth Kath, 24 February.


4. The Vila Chocolatão Sustainability and Citizenship Network


108. Ibid.

109. Ibid.

110. Source: Google Earth 2009.


5. Network Members and Partners


116. Ibid.

117. Ibid.

118. Ibid.


120. Ibid.


128. Ibid.
6. Key Collaborative Actions and Projects Prior to Resettlement


157. Ibid.


160. Ibid.


166. Ibid.


169. Ibid.


171. Ibid.


173. Ibid.

6. Key Collaborative Actions and Projects Prior to Resettlement


177. Ibid.


180. Ibid.

181. Ibid.

182. Ibid.

183. Ibid.
185. Ibid, p. 11.
187. Ibid.
188. Tribunal Regional Federal da 4a Região 2006b, Vila Chocolatão Ganha Projeto de Inclusão Social, monthly newsletter, no. 54, Porto Alegre, Tribunal Regional Federal da 4a Região.
190. Ibid.
191. Ibid.
193. Ibid.
194. Ibid.
196. Ibid.
197. Ibid.
203. This is a traditional festival that celebrates St John on the 24th of June. It is celebrated on any day in June and is generally popular with children.
205. Ibid.
206. Ibid.
207. Ibid.
208. Ibid.
209. Ibid.
210. Ibid.
214. Ibid.
7. Development of Residencial Nova Chocolatão


217. Ibid.

218. Ibid.

219. Ibid.

220. Ibid.

221. Tribunal Regional Federal da 4a Região 2006b, Vila Chocolatão Ganha Projeto de Inclusão Social, monthly newsletter, no. 54, Porto Alegre, Tribunal Regional Federal da 4a Região.

222. Ibid; Prefeitura Municipal de Porto Alegre 2010c, Reunião sobre a Vila Chocolatão, internal meeting notes, Prefeitura Municipal de Porto Alegre, Porto Alegre.


225. Ibid.

226. Ibid.


228. Prefeitura Municipal de Porto Alegre 2010b, Reunião Intersecretarias — Vila Chocolatão, internal meeting notes, Prefeitura Municipal de Porto Alegre, Porto Alegre.


8. The Relocation: Last Day of Vila Chocolatão and the Inauguration of Residencial Nova Chocolatão


9. Life in Nova Residencial Chocolatão

231. Prefeitura Municipal de Porto Alegre 2010c, Reunião sobre a Vila Chocolatão, internal meeting notes, Prefeitura Municipal de Porto Alegre, Porto Alegre.


235. Ibid.

236. Ibid.

237. Ibid.

238. Ibid.

239. Ibid.


241. Ibid.

243. Ibid.

244. Ibid.


246. Ibid.

10. The ‘Chocolatão Model’ Applied in Other Communities


249. Ibid.


254. Ibid.


256. Ibid.


265. Gonçalves de Souza, V 2015, personal communication, 3 December.


269. Ibid.


273. Ibid.


277. Ibid.

278. Gonçalves de Souza, V 2015, personal communication, 9 December.


280. Ibid.

281. Ibid.

282. Ibid.


284. Ibid.


286. Ibid.


288. Ibid.

289. Gonçalves de Souza, V 2015, personal communication, 1 December.

11. Conclusion


List of References


Busatto, C & Feijó, J, 2006, A Era dos Vagalumes, o florescimento de uma nova cultura politica ,Editora da ULBRA.


Gonçalves de Souza, V 2015b, Seminário das Redes de Sustentabilidade e Cidadania, presentation, Prefeitura Municipal de Porto Alegre.


VERAS SOARES, F 2004, Do Informal Workers Queue for Formal Jobs in Brazil?, Brasilia, Instituto de Pesquisa Econômica Aplicada.

WAMPLER, B 2007, Participatory Budgeting in Brazil: Contestation, Cooperation, and Accountability, University Park, Pennsylvania State University Press.


YIN, R 2010, Qualitative Research from Start to Finish, New York, Guilford Press.

## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AICAS</td>
<td>Association of Cross-Community Social Care (Associação Inter-Comunitária de Atendimento Social)</td>
</tr>
<tr>
<td>AMC</td>
<td>Chocolatão Residents’ Association (Associação de Moradores Chocolatão)</td>
</tr>
<tr>
<td>ARC</td>
<td>Chocolatão Recyclers’ Association (Associação dos Recicladores Chocolatão)</td>
</tr>
<tr>
<td>AUD</td>
<td>Australian Dollar</td>
</tr>
<tr>
<td>BRL</td>
<td>Brazilian Real</td>
</tr>
<tr>
<td>CAMP</td>
<td>Multidisciplinary Advisory Centre (Centro Assessoria Multi Profissional)</td>
</tr>
<tr>
<td>CEEE</td>
<td>State Energy Company of Rio Grande do Sul (Companhia Estadual de Energia Elétrica)</td>
</tr>
<tr>
<td>CERPÖA</td>
<td>Cooperative Recycling Learning Centre of Porto Alegre (Cooperativa Centro de Ensino do Reciclador de Porto Alegre)</td>
</tr>
<tr>
<td>CGAC</td>
<td>Gaucho Committee for Action Citizenship (Comitê Gaúcho de Ação da Cidadania)</td>
</tr>
<tr>
<td>CIRANDAR</td>
<td>Centre for Integration of Social Networks and Local Cultures (Centro de Integração de Redes Sociais e Culturas Locais)</td>
</tr>
<tr>
<td>COP</td>
<td>Participatory Budget Council (Conselho do Orçamento Participativo)</td>
</tr>
<tr>
<td>DEMHAB</td>
<td>Municipal Department of Housing (Departamento Municipal de Habitação)</td>
</tr>
<tr>
<td>DMAE</td>
<td>Municipal Department of Water and Sewerage (Departamento Municipal de Água e Esgotos)</td>
</tr>
<tr>
<td>DMLU</td>
<td>Municipal Department of Urban Sanitation (Departamento Municipal de Lixo Urbano)</td>
</tr>
<tr>
<td>EPTC</td>
<td>Public Transportation and Circulation Company (Empresa Pública de Transporte e Circulação)</td>
</tr>
<tr>
<td>ESFSM</td>
<td>Santa Marta Strategic Health Unit (Estratégia de Saúde da Família Santa Marta)</td>
</tr>
<tr>
<td>ESF Tijuca</td>
<td>Tijuca Family Health Strategy (Estratégia Saúde da Família Tijuca)</td>
</tr>
<tr>
<td>FASC</td>
<td>Municipal Foundation for Social Welfare and Citizenship (Fundação de Assistência Social e Cidadania)</td>
</tr>
<tr>
<td>FIERGS</td>
<td>Federation of Industries of Rio Grande do Sul (Federação das Indústrias do Rio Grande do Sul)</td>
</tr>
<tr>
<td>GSL</td>
<td>Local Solidarity Governance (Governança Solidária Local)</td>
</tr>
<tr>
<td>IBGE</td>
<td>Brazilian Institute of Geography and Statistics (Instituto Brasileiro de Geografia e Estatística)</td>
</tr>
<tr>
<td>OSICOM</td>
<td>Congregation of the Sisters of the Immaculate Heart of Mary (Congregação das Irmãs do Imaculado Coração de Maria)</td>
</tr>
<tr>
<td>PIM/PIÁ</td>
<td>Better Early Childhood/Childhood Porto Alegre Program (Primeira Infância Melhor/Porto Infância Alegre)</td>
</tr>
<tr>
<td>QDA</td>
<td>Qualitative Document Analysis</td>
</tr>
<tr>
<td>SAF</td>
<td>Family Service Centre (Serviço de Atendimento à Família)</td>
</tr>
<tr>
<td>SASEF</td>
<td>Shirley Ann Sullivan Educational Foundation</td>
</tr>
<tr>
<td>SERPRO</td>
<td>Federal Data Processing Service (Serviço Federal de Processamento de Dados)</td>
</tr>
<tr>
<td>SMED</td>
<td>Municipal Department of Education (Secretaria Municipal de Educação)</td>
</tr>
<tr>
<td>SMGL</td>
<td>Municipal Department of Local Governance (Secretaria Municipal da Governança Local)</td>
</tr>
<tr>
<td>SMIC</td>
<td>Municipal Department of Industry and Commerce (Secretaria Municipal de Indústria e Comércio)</td>
</tr>
<tr>
<td>SMP</td>
<td>Municipal Department of Planning (Secretaria Municipal do Planejamento)</td>
</tr>
<tr>
<td>SMS</td>
<td>Municipal Health Department (Secretaria Municipal de Saúde)</td>
</tr>
<tr>
<td>TRF4</td>
<td>Federal Regional Court of the 4th Region (Tribunal Regional Federal da 4ª Região)</td>
</tr>
<tr>
<td>UFRGS</td>
<td>Federal University of Rio Grande do Sul (Universidade Federal do Rio Grande do Sul)</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UN-HABITAT</td>
<td>United Nations Human Settlements Programme</td>
</tr>
</tbody>
</table>
Appendices
Appendix 1 – Commitment Letter Prefeito João Verle

PREFEITURA MUNICIPAL DE PORTO ALEGRE
RIO GRANDE DO SUL - BRASIL
GABINETE DO PREFEITO

Of. nº 79/03/CRI/GP
Porto Alegre, December the 8th, 2003.

Dear Sir:

Hereby we manifest our pleasure by receiving your visit and explanation about the pilot-project co-ordinated by Melbourne in the UN Global Compact program’s ambit.

We would like to reaffirm the major interest of the Porto Alegre Municipality in participating of the above-mentioned program for the identity of our experience of participatory democracy with the principles of the project, and also for believing that we have the whole conditions for contributing to its development.

Best regards.

João Verle
Mayor of Porto Alegre

Mr. David Teller
Deputy Director
Committee for Melbourne
Melbourne / Australia
Appendix 2 – Annual Cycle of Porto Alegre’s Participatory Budget

The following outline of the annual cycle of Porto Alegre’s participatory budget has been reproduced from “The Porto Alegre Experiment: Learning Lessons for Better Democracy” (Gret and Sintomer 2005:38-9).

March – April: Preparatory district and thematic meetings (first round)
- Executive assesses the previous year’s investment plan and presents its plan for the year.
- Executive presents the internal rules of the participatory structure for the year, together with the criteria for distribution of investments and technical criteria.
- Discussions on thematic priorities.
- Proposals for actions via the Internet.

Second half of April – May: District and thematic plenary assemblies (second round)
- Thematic priorities are ranked in order of priority.
- Election of delegates to the district or thematic participatory budget forum by plenary meetings.

May – July: District and plenary meetings (third round)
- Election of forum delegates.
- Delegates visit other neighbourhoods and districts.
- Residents prioritise their demands and the work to be undertaken.
- Forums discuss proposals made via the internet.

First half of July: Festive plenary meeting (beginning of the fourth round)
- New councillors assume office.
- Final selection of works and services.
- Discussion of general topics.

July – September: Analysis of demands, development of budget matrix
- Technical and financial analysis of the demands by executive.
- Executive elaborates the budget matrix.
- August – September: Approval of the first budget matrix
- The Participatory Budget Council (Conselho do Orçamento Participativo, COP) discusses and adopts the first budget matrix, which distributes resources according to the themes and the districts.

October – November: Approval of the final budget matrix (beginning of the last round)
- Detailing of the plan of investments and services.
- Approval of the final budget matrix.
- The budget bill is submitted to the legislature.

November – January: COP debates and votes on the investment plan
- Meetings of the COP and municipal bodies debate and put together the follow year’s investment plan, which is voted on by the COP.
- COP and forums discuss and vote the internal rules of the participatory structure, the criteria for distribution of investments and technical criteria.

January: Vacation
Appendix 3 – Cities Programme Project Framework

Key Terms

**International Secretariat** — The UN Global Compact - Cities Programme International Secretariat is administered by an executive team comprising management and administrative staff in Australia and New York.

**Local Secretariat** — The Local Secretariat is a group comprising representatives from government, industry and civil society that guides and delivers a city’s high-level engagement project. Group members should have a genuine stake in the project and its outcomes and undertake an active role in the project’s implementation.

**Critical Reference Group** — A Critical Reference Group is established during the implementation phase of a project. The group is cross-sectoral and assists with making key decisions and taking actions related to the project.

**In-Country Convenor** — Global Compact member cities have a direct working relationship with the Cities Programme International Secretariat and are led by an appointed In-Country Convenor. At the project level, in relation to high-level engagement with the Cities Programme, additional resources are required and the In-Country Convenor engages with a cross-section of people who constitute a Local Secretariat and a Critical Reference Group.

Design

The purpose of this phase is for the Local Secretariat to develop a meaningful project design with facilitated assistance from the Cities Programme International Secretariat.

**Develop** — The Local Secretariat assists the city with developing a detailed project design, including key project milestones and measures of success.

**Design** — The Local Secretariat develops indicators to track and report on performance. These are based on the identified “needs” of the city.

**Consider (Optional)** — Local Secretariat considers undertaking a facilitated design workshop.

**Submit** — Local Secretariat finalises the detailed project design and indicators and the In-Country Convenor submits to the International Secretariat for review.

**Feedback** — International Secretariat provides feedback to In-Country Convenor regarding detailed project design and indicators to prepare the city for the implementation phase.

Refinement

The purpose of this phase is for the member city to consider the feedback and recommendations received from the International Secretariat and to refine the project scope and confirm key project stakeholders.

**Convene** — In-Country Convenor convenes a strategic workshop with the Local Secretariat.

**Commence** — At the strategic workshop, the Local Secretariat commences a project refinement exercise.

**Identify** — The In-Country Convenor confirms and submits the revised project outline and proposed membership of the Critical Reference Group.

**Advise** — International Secretariat provides strategic advice to In-Country Convenor regarding the revised project outline.

**Establish** — City establishes a Critical Reference Group that reflects the outcomes of the project refinement exercise.
**Implementation**

The purpose of this phase is to translate the project design into action. At the completion of this phase, the project is regarded as complete.

**Launch** — The project is launched with all stakeholders present, typically at an event, forum or meeting.

**Schedule** — Local Secretariat and Critical Reference Group agree on a schedule of meetings to monitor the project over time.

**Implement** — Local Secretariat to implement project in accordance with the project design and provide regular written feedback to the In-Country Convenor.

**Report** — In-Country Convenor submits a Communication on Progress Report to the International Secretariat each year.

**Complete** — The project is completed against agreed milestones and outcomes within the estimated timeframe.

**Evaluation**

The purpose of this phase is to ensure that the project is evaluated upon completion and that key learnings are disseminated to Global Compact member cities and other interested audiences.

**Evaluate** — Local Secretariat and Critical Reference Group to hold an evaluation workshop to reflect on project successes and challenges.

**Report** — In-Country Convenor to submit a final evaluation report to the International Secretariat outline project successes, challenges and learnings.

**Review** — International Secretariat to review final evaluation report and discuss with In-Country Convenor on appropriate dissemination strategy and identifying potential recipients.

**Communicate** — Evaluation report disseminated by In-Country Convenor and International Secretariat to agreed local and international recipients. The evaluation report is also featured on the Cities Programme website.
## Appendix 4 – Overview of Interviewees’ Positions and Organisations

<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Organisation</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ms Fernanda Simões Pires</td>
<td>Chocolatão Community</td>
<td>Community Leader</td>
</tr>
<tr>
<td>2</td>
<td>Ms Milene Lattuada da Silva</td>
<td>Municipal Foundation for Social Welfare and Citizenship Fundação de Assistência Social e Cidadania (FASC)</td>
<td>Social Worker Assistente Social</td>
</tr>
<tr>
<td>3</td>
<td>Ms Maria Horacia Ribeiro</td>
<td>Municipal Department of Housing Departamento Municipal de Habitação (DEMHAB)</td>
<td>Superintendent of Social Action and Cooperatives Superintendent Ação Social e Cooperativismo</td>
</tr>
<tr>
<td>4</td>
<td>Ms Maria Leticia Cottens</td>
<td>Municipal Department of Education – Better Early Childhood/Porto Alegre Childhood Programme Secretaria Municipal de Educação – Primeira Infância Melhor/ Porto Infância Alegre (PIM/PIA)</td>
<td>PIM/PIA Coordinator Coordenador PIM/PIA</td>
</tr>
<tr>
<td>5</td>
<td>Ms Laura Rossi Grevinel</td>
<td>Congregation of the Sisters of the Immaculate Heart of Mary Congregação das Irmãs do Imaculado Coração de Maria (OSICOM)</td>
<td>Psychological Counsellor Psicopedagoga</td>
</tr>
<tr>
<td>6</td>
<td>Ms Fatima Freitas Fripp</td>
<td>Federal Regional Court of the 4th Region Tribunal Regional Federal da 4ª Região (TRF4)</td>
<td>Judiciary Technician Técnico Judiciário</td>
</tr>
<tr>
<td>7</td>
<td>Ms Catia Segabinazzi</td>
<td>Federal Regional Court of the 4th Region Tribunal Regional Federal da 4ª Região (TRF4)</td>
<td>Social Worker Assistente Social</td>
</tr>
<tr>
<td>8</td>
<td>Ms Marcia Cavalcante</td>
<td>Centre for Integration of Social Networks – Local Cultures Division Centro de Integração de Redes Sociais Culturais Locais (CIRANDAR)</td>
<td>Project Coordinator Coordenador</td>
</tr>
<tr>
<td>9</td>
<td>Mr Jairo Armando Dos Santos</td>
<td>Municipal Department of Waste Departamento Municipal de Limpeza Pública (DMLU)</td>
<td>Director of Social Projects Diretor de Projetos Sociais</td>
</tr>
<tr>
<td>10</td>
<td>Ms Sophia Dias*</td>
<td>Chocolatão Recyclers’ Association Associação dos Recicladores Chocolatão (ARC)</td>
<td>Community Member</td>
</tr>
<tr>
<td>11</td>
<td>Ms Raquel Carvalho*</td>
<td>Chocolatão Recyclers’ Association Associação dos Recicladores Chocolatão (ARC)</td>
<td>Community Member</td>
</tr>
<tr>
<td>12</td>
<td>Ms Jacqueline Salvadori Virti</td>
<td>Multidisciplinary Advisory Centre Centro de Assessoria Multiprofissional (CAMP)</td>
<td>Social Educator Educadora Social</td>
</tr>
<tr>
<td>13</td>
<td>Mr Andre Chaves Andrade</td>
<td>Soluções Usiminas</td>
<td>Manager of Environment and Sustainability Gerente de Meio Ambiente e Sustentabilidade</td>
</tr>
<tr>
<td>14</td>
<td>Ms Vania Gonçalves de Souza</td>
<td>Municipal Department of Local Governance Secretaria Municipal da Governança Solidária Local (SMGL)</td>
<td>Governance Agent Agente de Governança</td>
</tr>
</tbody>
</table>

* Please note that these names have been changed to protect the identity of community members.
Appendix 5 – Mapping the Place

The first step in creating a Sustainability and Citizenship Network to work with socially vulnerable communities is to develop a comprehensive understanding of the community by mapping the physical area residents live in, the community’s assets and challenges faced by community members. This is a critical step because it enables network members to identify who is already working with the community and avoid duplication of activities. It also assists with identifying potential livelihood training programmes that are likely to be successful, depending on the predominant skillset of a particular community. The description of the mapping processes outlined below are taken from a set of mapping guidance documents used by Porto Alegre’s Local Solidarity Governance coordinators and other actors.

Map the Area
Mapping the area involves identifying determining the following:

- How many people live in the area?
- What are the neighbourhoods within the area?
- How many informal settlements exist in the area?
- Amongst the area’s informal settlements, how many are poorly constructed or existing without secure land tenure?
- In terms of livelihoods, how is the region most aptly characterised (e.g. industrial, commercial, etc.)?

Map Assets
Mapping the assets of the area involves asking a range of local actors the following questions:

- Are there any environmental protection areas?
- Are there any vacant or abandoned buildings or parcels of land?
- Where is waste deposited?
- Do any community or government radio stations transmit a signal in the area?
- What newspapers, magazines and newsletters are published and disseminated locally?
- How is something important that will reach the largest number of people announced in the community?
- How many companies operate in the area and how big are they?
- How many public and/or private schools are there in the area?
- Are there any colleges or universities in the area?
- What bank branches are operating in the area?
- Are there any indigenous reservation areas? If so, where are they?
- Are there any health centres or hospitals that serve the community?
- Are there any grassroots movements operating in the area (e.g. related to land rights, homelessness, the environment)?
- Are there any not-for-profit organisations or community groups operating in the community?
- Who are the community health agents working in the area?
- What kind of government-operated socio-educational services exist in the area?
- Where does the local Centre of Reference for Social Assistance or Centre of Specialised Reference for Social Assistance operate in the area?
- How many police stations, fire departments, mobile emergency services operate in the area?
- What government projects and programmes that involve community participation are operating in the area?
- How many bookstores and libraries exist in the area?
- How many technology centres and/or internet cafes exist in the area?
- Where are public spaces (e.g. public squares) located?
- What and where are community clubs and/or associations operating?
- Are there any typical festivals or celebrations that occur in the area?
- Are any specific culinary traditions of the region?
- Who are the well-known personalities in the area who are recognised both within and outside of the community?
• Who are the directors of the Rio Grande do Sul Public Policy Councils who live or work in the area?
• Who are the spiritual leaders?
• Are there any renowned sportspeople living in the area?
• Are there any renowned artists or intellectuals living in the area?
• Broadly speaking, and on a scale of 0 (absent) to 5 (good), how would you rate the following services infrastructure in the area?
  - Water
  - Electricity
  - Urban sanitation
  - Sewerage
  - Wastewater
  - Recreation
  - Education
  - Public transport
  - Pavements
  - Street lighting
  - Housing
  - Accessibility
  - Public spaces
  - Other services
• What are the main natural resources of the region?
• What mobilises the population of the region (e.g. parties, celebrations, sports games or other events)?
• What local solidarity governance initiatives exist in the area?
• What is the main asset of the region?

Map Challenges
Mapping the main challenges faced by a community involves identifying issues in the following areas:
• Water
• Electricity
• Urban sanitation
• Sewerage
• Wastewater
• Recreation
• Education
• Public transport
• Pavements
• Street lighting
• Housing
• Accessibility
• Public spaces
• Other services

After identifying challenges in the community in the areas above, the next step is to assess what Porto Alegre City Hall can do to assist in relation to each challenge. To this end, a strategic plan should be developed to generate solutions for each issue.
Appendix 6 – Timeline: Villa Chocolatão Resettlement
What can be learned from the Chocolatão Sustainability Network?

UN Global Compact Cities Programme, RMIT University and Porto Alegre City Hall

February 2012

Invitation to Chocolatão Sustainability Network Members to Participate in a Research Project

You are invited to participate in a research project being conducted by RMIT University and the UN Global Compact Cities Programme. Please read this sheet carefully and be confident that you understand its contents before deciding whether to participate.

Background

Since 2004, Porto Alegre has been a leading city participant in the UN Global Compact Cities Programme. The Chocolatão Social Inclusion Project is recognized by the Cities Programme as an Innovating Project, based on its cross-sectoral, collaborative approach.

The objective of conducting interviews with leading members of the Chocolatão Sustainability Network is to gain a deeper understanding of the Network and its role, impact and value to the Chocolatão resettlement.

Data from these interviews will contribute to ongoing collaborative research efforts between the UN Global Compact Cities Programme and Porto Alegre City Hall, with an emphasis on mapping the history and building an informed understanding of the project, processes involved, challenges and successes.

We aim to develop a replicable model from the Chocolatão Social Inclusion project and Chocolatão Sustainability Network so that it can be applied by other cities. We aim to present the first stage of the model at the Rio+20 Corporate Sustainability Forum in June 2012. Information will also contribute to academic papers and further research.

Why you have been approached

You have been approached with this invitation because you are involved in the Chocolatão Sustainability Network. Your contact details were obtained by officers from Porto Alegre City Hall and the UN Global Compact Cities Programme involved in the resettlement of the Chocolatão community.

About the interviews

- Dr. Elizabeth Kath will conduct the interviews. She is a research fellow with the UN Global Compact Cities Programme and RMIT University.
- Vania Gonçalves de Souza, Project Leader of the Chocolatão Sustainability Network, is organizing the scheduling of the interviews.
- Interviews will take approximately one hour.
- The interviews will be audio-visually recorded.
- Interviewees will receive a copy of this information and consent form and interview questions in advance and also on the day of their interviews.
What will happen to the information I provide?

Elizabeth Ryan (Manager, UN Global Compact Cities Programme), Vania Gonçalves de Souza (Project Leader, Chocolatão Sustainability Network), Dr Elizabeth Kath (Research Fellow, UN Global Compact Cities Programme and RMIT University) and Felicity Cahill (Project Officer, UN Global Compact Cities Programme) are the chief researchers in this project. Your privacy and confidentiality will be maintained throughout and upon completion of the research process.

Any information that you provide can be disclosed only if (1) it is to protect you or others from harm, (2) a court order is produced, or (3) you provide the researchers with written permission.

What are my rights as a participant?

- The right to withdraw from participation at any time.
- The right to request that any recording cease.
- The right to have any unprocessed information withdrawn and destroyed, provided it can be reliably identified, and provided that doing so does not increase the risk for the participant.
- The right to have any questions answered at any time.

Research project outcomes

A plain language report of the outcomes of this research project will be available to participants at the end of the project.

Further Information

The following individuals can be contacted if you have any further questions:

Elizabeth Ryan
Manager, UN Global Compact Cities Programme
Email: elizabethryan@citiesprogramme.org

Vania Gonçalves de Souza
Project Leader, Chocolatão Sustainability Network and Officer of Porto Alegre City Hall
Email: vania.gsouza@hotmail.com

Felicity Cahill
Project Officer, UN Global Compact Cities Programme
Email: felicity.cahill@citiesprogramme.org

Research objectives of interviews

The primary research question of the interview is: “What can be learned from the Chocolatão Sustainability Network?”

There are a number of specific sub-questions:

- How was the Network established and how did it function?
- What was the role of the organizations (represented at the Network) in the Chocolatão resettlement project?
- What impact did the Network have on those organizations, their perceptions, processes and culture?
- What was the impact on individual members from being part of the Network and the Chocolatão project?
- What is the envisaged future role of the Chocolatão Sustainability Network?
Interview Questions

History of Involvement and the Network

1. When did you first start working with the Chocolatão Sustainability Network? How did you become involved with the Network and why?

2. What were the aim/s of the Chocolatão Sustainability Network?

3. Please describe your journey of involvement with the Chocolatão Sustainability Network.

4. What were the biggest challenges for the Chocolatão Sustainability Network?

5. What were the highlights (great moments/achievements) of the Chocolatão Sustainability Network?

6. Do you think the Network has brought benefits or challenges to the Chocolatão residents? What are those benefits or challenges?

7. Do you think the Chocolatão Sustainability Network is unique or unusual? If so, why?

8. Do you think the Network has been effective in what it set out to do? What happened whilst the group was working to achieve those aims?

9. Could the model be improved?

10. What aspects of the Sustainability Network should be applied to other urban renewal projects? What do you think is essential for other groups to do?

The Organization’s Relationship to the Network and Impact

11. What is your organization’s relationship with or interest in the Chocolatão community? (For example, does it provide services? Are community members clients?)

12. Has your organization contributed resources to the Chocolatão resettlement project other than your time?

13. Has your organization continued to work with the Chocolatão community since resettlement?

14. What was management’s perspective or opinion of about the Chocolatão project and the Chocolatão Sustainability Network? Was your work with Chocolatão Sustainability Network supported by your organization’s management?

15. Did the Chocolatão project impact on the practices or beliefs in your organization over time?

Your Personal Experience

16. What impact has working with the Chocolatão community had on you on a personal level?
Participant’s personal details

Name: ____________________________________________________________________________

Organization: ______________________________________________________________________

Position: __________________________________________________________________________

Email Address: ______________________________________________________________________

Postal Address: ______________________________________________________________________

Telephone: __________________________________________________________________________

Consent

I, _____________________________________________:

• Have had this research project explained to me.
• Have received an information sheet.
• Agree to participate in the project as described.
• Agree to be interviewed.
• Give consent for my image and related representation in audio visual material to be published in the public domain.
• Acknowledge that my participation is voluntary and that I have the right to withdraw my participation at any time.
• Acknowledge that my personal information will be protected by the researchers.
• Acknowledge that the researchers will ensure that the information I provide will be stored securely.
• Acknowledge that the information I provide might be published and used in future research projects.

Signature: ................................................

Date: _______ / _______ / _________

Complaints

If you have a complaint with respect to participating in this research, you should first contact the Executive Officer of the RMIT Human Research Ethics Committee, currently Mr Peter Burke. His contact details are as follows:

Research & Innovation
RMIT University
GPO Box 2476V
Melbourne VIC 3001
Australia

Phone: +61 3 9925 6597 or +61 3 9925 2251

Email: peter.burke@rmit.edu.au
Additional Questions - Global Reconciliation

The Network has involved the collaboration of people from diverse personal, professional and institutional backgrounds, as well as the Vila Chocolatão residents themselves.

1. Have there ever been disagreements regarding the nature of the project or how it should proceed? What are some examples of such disagreements?

2. How have these disagreements usually been resolved?

3. Have any disagreements remained unresolved? If so, why, and is this a problem?

4. Have there been benefits to having so many different people involved in this project? If so, what are they?

5. Has your perception of the residents of Chocolatão changed since you started working on this project? If so, how?

6. Do you believe that Chocolatão residents’ perceptions of you, your organization, and/or of the Porto Alegre government have changed since you have been working with the Network? If so, how?

7. Has anything else about your worldview changed since working on this project? If so, what?

8. Do you believe that the worldview of Chocolatão residents has changed during this project? If so, how?
The Sustainability and Citizenship Networks of Porto Alegre and the story of Chocolatão

An innovative, participatory, collaborative, multi-partner approach to inequity and poverty.