

Integrated Project for the Management of the Maritime Waterfront of Fortaleza-Orla Project 2018

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Abstract

It is important that local governments build public policies focused on the implementation of the 2030 Universal Agenda for Sustainable Development. City's urban plans should consider the Sustainable Development Goals (SDG's) targets in their elaboration phase, allowing access to national and international funding and collaboration, as well as the engagement of community stakeholders in the achievement of a sustainable development. Despite of many municipality actions, projects and policies that contribute to the achievement of Fortaleza's sustainable development, few mention the SDGs or localize the SDGs targets.

Fortaleza is located in Northeast Brazil, in the State of Ceará. Its maritime waterfront is endowed with great natural beauty. However, over the years, like several Brazilian capitals, it has been occupied in a disorderly and irregular manner, both by the high-income population and by low-income communities that have poor housing conditions. Necessarily prepared with social participation, Orla Project is considered an effective tool that can evidence and promote actions carried out by the municipalities in their coastal systems in an integrated manner, reconciling environmental development and preservation in the coastal region.

The 2018's Integrated Project for the Management of the Maritime Waterfront of Fortaleza (Orla Project 2018) was the first urban plan of the city that localized and aligned its actions with the SDGs targets. For each action established, the correspondent Sustainable Development Goal (SDG) target was localized, making possible the future publicization to society of how exactly each established action contributes to the achievement of Agenda 2030. The Fortaleza Orla Project 2018 is been considered a reference for other municipalities that are elaborating it's Orla Project in the State of Ceará. It brings several innovations, starting with the fact that Fortaleza was the first city in Brazil to set a review of its Orla Project starting in 2017, with no defined methodology or reference document for review, which made the technical team develop its own methodology. That includes the integration of Orla Project 2018 through the alignment of the proposed actions with the objectives of Fortaleza 2040 Strategic Plan and the SDGs targets, in order to enhance the scope and effectiveness of the proposed actions, as well as to facilitate the means of managing, controlling and financing the plan.

This article aims to identify innovations, lessons learned and achievements of Fortaleza's Orla Projects 2006 and 2018, to enable all the potential of Orla Project in order to contribute to the achievement of the local objectives established and the aligned global

objectives of 2030 Agenda (SDGs), describing guidelines for improving its elaboration methodology.

Key words

Sustainable Development Goals, Orla Project, 2030 Agenda, SDGs

1. Introduction

As the world continues to urbanize, sustainable development increasingly depends on the successful management of urban growth. Many cities, especially in developing countries, even though they are signatories of the 2030 Agenda for Sustainable Development, continue to draw up Urban Development Plans without considering the premises of this agenda. It is essential, and urgent, to forge a new framework for urban development from the 2030 Agenda.

In Brazil, the national government is making several efforts through reports and thematic documents for monitoring and reviewing the progress in the implementation of the SDGs and their targets by 2030. Brazil established the National SDG Commission (CNODS) for this purpose in 2016. Through the National Confederation of Municipalities that, in partnership with UNDP/ UN, made available an application to municipal public managers and society, with the purpose to diagnose, monitor and evaluate the performance of Brazilian municipalities in relation to the level of achievement of the SDGs and their position in relation to other cities. Other actions: the creation of reference material to assist public managers in locating the SDGs in the municipality and platforms and awards for the dissemination of good practices aligned with the SDGs. For further reference access the Presidency of the Republic of Brazil homepage <http://www4.planalto.gov.br/ods/menu-de-relevancia/comissao-ods>.

The strategy for achieving the 2030 Agenda at the municipal level includes, also, encouraging the location of the SDGs in public plans, actions and policies. This orientation made the Integrated Project for the Management of the Maritime Waterfront of Fortaleza (Orla Project 2018) technical team decide to align the project's actions with the SDGs targets.

The first Orla Project was elaborated in 2006 by the Municipality of Fortaleza, coordinated by the Ministry of the Environment (MMA) and the Union Patrimony Secretariat (SPU). The document has, among other objectives, the application of guidelines for the use and occupation disciplines, suggesting actions to be implemented in the specific sections of the seafont. However, the results were not very significant in reversing the identified problems. In April 2017, the Municipality of Fortaleza began the process of reviewing the 2006's Orla Project. Based on the training sections, workshops, seminars and technical meetings, all with the civil society participation, the diagnosis and proposals for actions were generated for the city's maritime waterfront, and the document was concluded in 2018. For further reference access Orla Project at Fortaleza's Municipality homepage (<https://urbanismoemeioambiente.fortaleza.ce.gov.br/infocidade/467-projeto-orka>).

This article aims to identify innovations, lessons learned and achievements of Fortaleza's Orla Projects 2006 and 2018, to enable all the potential of Orla Project in order to contribute to the achievement of the local objectives established and the aligned global objectives of 2030 Agenda (SDGs), describing guidelines for improving its elaboration methodology.

2. Implementation of the 2030 Agenda at National and Municipal Level

The 2030 Agenda, although global and universally applicable, dialogue with policies and actions at the regional and local levels. The UN states that, for the dissemination and

achievement of the goals, established by the SDGs, it is necessary to promote the performance of local leaders and managers as protagonists of awareness and mobilization around this agenda. The greatest changes and the best results in the pursuit of the Sustainable Development Goals will be achieved locally (CNM ART / UNDP, 2018). Governance at the municipal level needs to be extremely effective and versatile; in most cases it is the most appropriate actor to solve social problems that have broader global impacts. The city can also be a driver of real change and development in public policies and actions in areas such as health, education, mobility, quality of life, sanitation, waste management, public safety, housing, access to safe drinking water and socioeconomic development, among others (BRASIL, 2017).

The Federal Government, through the Secretariat of Government, created the National Commission for the Sustainable Development Goals - CNODS, through a Decree, in October 27, 2016, with the purpose of internalizing, diffusing and giving transparency to the implementation process of the Agenda 2030 in Brazil.

The Commission is supported by the United Nations Development Program-UNDP and has the participation of representatives of the three levels of government and civil society, constituting a space for articulation, mobilization and dialogue with federative entities and society.

The Mission of the CNODS is to create institutional mechanisms that establish the appropriate conditions for the implementation of the SDGs, including: strategies for the territorialization, defining local targets and indicators, participatory processes, means of implementing, accompaniment and monitoring the 2030 Agenda (CNODS,2017).

The CNODS, with 32 representatives, between holders and alternates, civil society and governments, is composed as follows:

- Productive sector: 27 State Federations of Industries and 536 companies represented by the National Confederation of Industry-CNI and Ethos Institute of Companies and Social Responsibility-ETHOS;
- Nonprofit sector: 2,294 entities represented by the Abrinq Foundation for the Rights of Children and Adolescents-ABRINQ, Brazilian Society for the Advancement of Science-SBPC, General Union of Workers-UGT, World Vision and National Council of Populations Extractivists-CNS;
- Academy: 67 federal institutions of higher education represented by the National Association of Directors of Federal Institutions of Higher Education-Andifes;
- Municipal Governments: 4.972 Municipalities, represented by the National Confederation of Municipalities-CNM; and
- State and District Governments: 27 state secretariats and 21 state environmental entities that are members of the Brazilian Association of State Environmental Entities-Abema (CNODS,2017).

The CNODS counts also with Thematic Chambers and two Permanent Technical Advisors.

The Thematic Chambers are responsible for the development of technical studies, preparation of proposals for the improvement of public policies in the implementation of Agenda 2030, and subsidies for the decisions of the CNODS. Have a propositional and consultative nature, made up of representatives of government and civil society.

The Permanent Technical Advisors are: The Foundation Institute of Applied Economic Research-IPEA, responsible for the supply of subsidies for the definition and monitoring of national indicators and for the production of studies, analysis of data and preparation of proposals of periodic reports; and the Brazilian Institute of Geography and Statistics-IBGE as coordinator of national geoscientific statistics and data, acting in the orientation of the discussion of global indicators, in the collection and production of data, in the construction

of subsidies for the discussion about the definition and monitoring of national indicators and in the support for the elaboration of proposals for periodic reports. Figure 1 shows the structure of the National Commission for the SDGs.

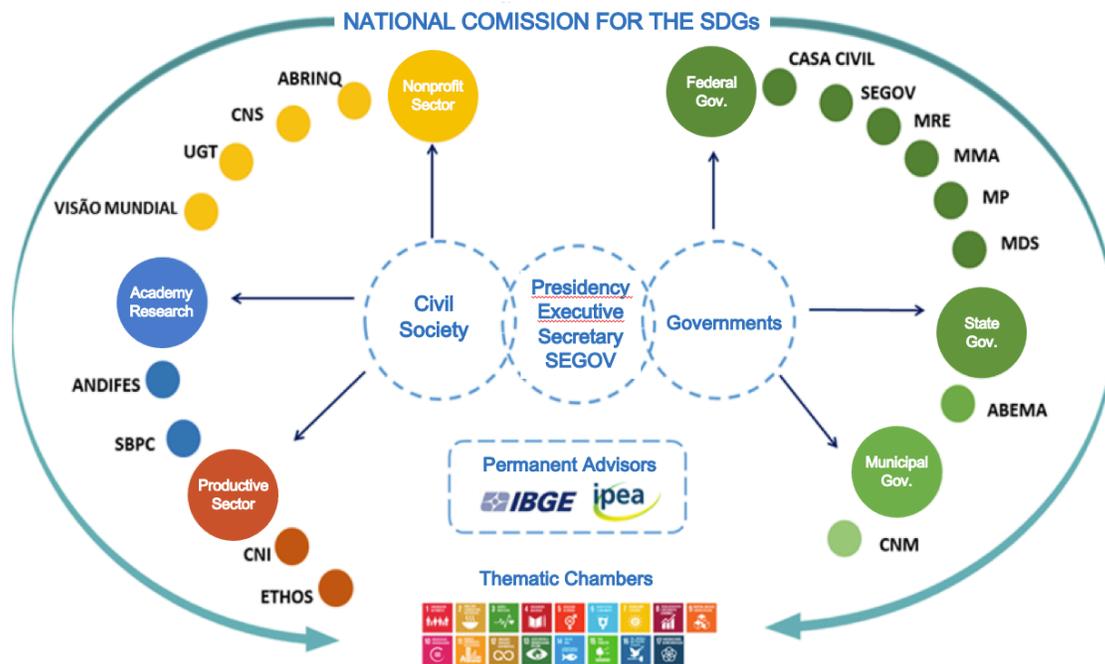


Figure 1 - Structure of the National Commission for the SDGs. Source: adapted from CNODS,2017.

In 2018, the IBGE launched the SDGs Digital Platform, to accompany the different indicators that monitor each SDG Goal in the country. Presents the first set of global indicators constructed in a collaborative way with partners institutions, regularly produced national data, methodology and internationally established standards. The Platform also presents a section of news and events, a space for the dissemination of interviews, reports and audiovisual content on themes related to 2030 Agenda. In addition, there is a collaborative virtual space restricted to the working groups coordinated by IBGE, which allows the sharing of information, knowledge, interests and efforts in the discussion and production of the indicators and their methodologies (IBGE,2019).

Recently, IPEA conducted a pioneering initiative in the world, aim to adapt the global agenda to the priorities and reality of Brazil. The process was attended by several institutions, considering national plans and programs, as well as the country's challenges to ensure sustainable development in the next decade. The goals, in this proposal of the Brazilian government, will guide the construction of multi-annual strategies and public policies at the three levels: federal, state and municipal (IPEA,2018).

The Government Secretariat of the Presidency of the Republic-Ministry of Planning, through the National Voluntary Report about the SDGs, recognizes the importance of municipalities in the implementation of the Agenda 2030, and its fundamental role in the adaptation of national goals and indicators to the local reality, with actions that consider SDGs in their planning and budgeting, including civil society participation and engagement (BRASIL, 2017).

The main actions for the territorializing of 2030 Agenda in the municipalities, established by CNODS in its 2017-2019 Action Plan, are:

- encourage the creation of Municipal Commissions for SDGs in Brazilian municipalities to coordinate the implementation of Agenda 2030;
- encourage Municipalities to map public policies and their relation to the targets of the SDGs;
- to value and give visibility to good practices that contribute to the achievement of the SDGs targets, through awards, stamps, certificates and systematization of good practices, among others;
- to facilitate public managers, the private sector, academy and civil society organizations to implement projects that contribute to the achievement of the SDGs;
- strengthen platforms and observatories that provide data and diagnoses on the situation of municipalities, states and country, regarding the achievement of SDGs targets;
- stimulate and strengthen partnerships that contribute to projects, actions and initiatives to achieve the SDGs; and
- stimulate the training of local actors and managers (CNODS,2017).

In the municipalities, the implementation of Agenda 2030, with the support of CNODS, takes place throughout National Confederation of Municipalities-CNM. In parallel, there are many opportunities for partnerships. National and international collaboration and financing are being offered to the governments that present policies, plans, projects and actions aligned with the SDGs. The initiatives range from capacity building for the management of the Agenda, to support the preparation of diagnoses for local development planning, provision of good practices monitoring platforms, awards, among others, which aim to subsidize and support public managers (BRASIL,2017).

In 2016, CNM signed an agreement with the United Nations Development Program-UNDP Territorial Network Articulation – ART initiative, aimed at strengthening Brazilian municipal capacities in relation to the location of objectives, translating them into the local realities of municipalities. This partnership has resulted in reference products for municipal managers, such as guides intended to assist - in the period 2018-2021 - locating and integrating SDGs into Brazilian Municipal Plans to advance in the implementation of 2030 Agenda.

The partnership also generated the Municipal Performance Mandala, a digital chart with 24 indicators, covering four dimensions (social, environmental, economic and institutional), supporting management in the monitoring and evaluation of local development over time. The objective is to produce indicators that reflects an initial picture, in the form of a radar-type chart, which can be considered the baseline of the management in the location of the SDGs by the municipality. It is not intended to represent a diagnosis of the city in relation to the SDGs, but only a first approach exercise (CNM,2017).

3. The City of Fortaleza

The city of Fortaleza, located in the coastline of Ceará State, Northeast Brazil, is the fifth largest Brazilian city in population, 100% urbanized, with 35km of urban beaches with sun and wind the whole year. Its economic and social development has attracted the attention of public and private institutions. Holding more than 2,5 million inhabitants in its municipality and 3,818,380 inhabitants (IBGE, 2010) in its metropolitan region, Fortaleza is considered a young city in comparison to other coastline cities in Northeast Brazil such as Salvador (Bahia State), Recife (Pernambuco State), which developed a strategic role as trading ports of sugar economy international trade market from the sixteenth to eighteenth century, during European colonization.

It is worth considering that the city of Fortaleza played an inexpressive economic role in the beginning of European occupation in Northeast Brazil. Until that time, Fortaleza was strategically situated for the prevention of foreign invasions by the construction of fortresses by the Portuguese and, since 1723, is the capital of Ceará, centralizing administration functions. (CASTRO, 1977)

Throughout the nineteenth century, Fortaleza started to assume new functions and privileges, as other Brazilian coastal cities, due to cotton exportation (DANTAS, 2011). Its geographical position also favored the economic transformations, with easy access from the cotton zones and capacity to centralize the economic and commercial potential derived from this position.

During the last fifty years, due to new economic roles as a commerce and industry pole Fortaleza's urban expansion occurred rapidly, which led to the occupation of its seafront, endowed with great natural beauty, among other areas. However, over the years, it has been occupied in a disorderly and irregular manner, both by the high-income population and by low-income communities that have poor housing conditions. This process occurred with social and spatial conflicts and also caused serious environmental effects. Some areas were privileged with urban plans, projects and interventions coming from public initiatives of the local municipality or state government. In addition, after the 1990's, government policies have perceived the integration of Fortaleza to new patterns of globalization by investments in tourism. The sea and the beauty of the beaches, dunes and mangroves, among the diverse mosaic of ecosystems of the coastal zone, have specially attracted tourists to Fortaleza. Moreover, business tourism in Fortaleza has intensified after the construction of the Center of Events of Ceará and the improvement of Castelão Stadium for the 2014 World Cup, which attracted around three million visitors to the city.

Recent urban plans, projects and equipment for Fortaleza's maritime waterfront have been delivered or planned as listed below:

- Maritime Passenger Terminal (delivered in 2014);
- New Fish Market (delivered in March 2016);
- Ceará Aquarium (not completed);
- New Beira-Mar (under construction), with new leisure spaces, promenades, touristic equipment, bicycle paths and parking pockets;
- Requalification of Beach of Iracema (only planned); and
- Coastal Urbanization and Recovery of West side of the coastline (complete). Strategic Plan Fortaleza 2040 (PMF: IPLANFOR, 2016), also highlights many potential activities related to sun and beach, such as:
 - Recreational Navigation;
 - Water sports; and
 - Nautical Cruises.

Recently, Fortaleza occupied the 8th position in the ranking of American cities of the future 2018, in a survey conducted by FDI Intelligence, a division of the newspaper Financial Times. It is, also, the Brazilian capital with the best strategic position for European, American and African Continents. The development of an integrated maritime waterfront project ("Orla Project"), in Fortaleza, took place in 2006 and its review was held in 2018. Orla Project implementation may provide to the municipality the power to manage a vast coastal extension of the city and to promote sustainable activities related to new economic potentialities.

4. The Orla Project 2018

Framework of Orla Project

The Integrated Project for the Management of the Maritime Waterfront of Fortaleza ("Projeto Orla" or Orla Project), a component of public policies at the federal level, was launched in 2001, as an initiative of the Ministry of the Environment, at the federal level, with the objective of making compatible the environmental and patrimonial policies of the Federal Government in the treatment of coastal areas, under the ownership or custody of the Union. Initially, it sought to address, in a new way, the use and management of the coastal territory comprised between continental and oceanic border dynamics, with a view to consolidating a cooperative and harmonious orientation between actions and policies practiced on the seafront.

Necessarily prepared with social participation, Orla Project is considered a tool that can evidence and promote actions carried out by the municipalities in their coastal systems, such as requalification plans and projects of these territories, as well as urban codes for special areas, in an integrated manner, reconciling environmental development and preservation in the coastal region. The results of this management model can approach the desired sustainable development.

The area of operation of Orla Project consists in the interface that ranges from 50 to 200 meters into the continent and in the maritime zone up to the 10-meter isobath. Conflicts of use expressed by the environmental, locational, economic and social value of the coastal spaces are taken in consideration by the Orla Project for development of integrated spatial plans.

The methodology of preparing and implementing the Orla Project should follow the conceptual framework and the technical recommendations encountered in documents elaborated in federal level by the Ministry of the Environment, such as "Fundamentals for Integrated Management" and the "Guide for Management" and "Fundamentals of Implementation", respectively (MMA, 2006). According to these documents, the steps below should be achieved with social participation through workshops and public hearings:

- Identification, characterization and classification of the seacoast;
- Elaboration of current, tendential and desired scenarios;
- Setting of proposals and actions;
- Plan of Action.

The result should be a plan in which information on environmental, urban and patrimonial dynamics is structured, with a focus on articulating civil society, governmental actors, scholars, NGOs, economic agents and other actors of the planning process of the city.

Orla Project in Fortaleza - 2006

The Integrated Project for the Management of the Maritime Waterfront of Fortaleza was elaborated in 2006 by a team composed of technicians of the Municipality, sought to comply with the general guidelines of use and occupation of the seafront located at a national scale, defining landscape planning units (zones), in the extension of the sea border of the Municipality of Fortaleza, performing diagnoses and proposing desired scenarios for each part of the Landscape Units.

However, most of the actions outlined in the Orla Project 2006, have not been implemented. This is explained, in part, by the delay in institutional arrangements for implementation agreements, and partly by a local inability to access funds, or to provide technical and human resources in order to carry out the planned actions. It is worth

mentioning, however, that the Fortaleza Participative Master Plan (“Plano Diretor Participativo do Município de Fortaleza”, PDP-For 2009), indicates in the strategic actions of the tourism policy, compliance with the guidelines of Orla Project.

Revision in 2017

In 2017, the Municipality of Fortaleza, represented by the Municipal Secretary of Urbanism and Environment, manifested its interest in acceding to the municipal management of its coastline, according to Federal Law 13240/2015. In turn, after more than ten years of the elaboration of Orla Project 2006, a proposal for revision and updating was necessary. Through public selection, a multidisciplinary technical team was composed for elaboration and revision.

Identify the challenges of the coastline of the city of Fortaleza and establish innovative planning and management, strategic, and disciplinary of its use and occupation, directly linked to a sustainable and participatory approach, through democratic and control mechanisms is the main objective of the revision of Orla Project 2006. Moreover, the work of revision and elaboration of the Orla Project was developed through a new look that aimed to integrate the coastline with the system of hydrographic basins of Fortaleza, including rivers, lagoons and lakes and also considering its urban-environmental characteristic.

The review and elaboration of the Integrated Project for the Management of the Maritime Waterfront of Fortaleza (Orla Project 2018) were based on workshops, seminars and technical meetings (Figure 2) that aimed to promote the diagnosis, classification, delimitation of the border, establish its scenarios and the profiles of interest to the municipality, through the recognition of natural characteristics, types of use and occupation such as fishing, leisure, tourism and services.



Figure 2 - Technical Meetings (top) and Seminars (bottom) of Fortaleza Orla Project 2018.

Source: FORTALEZA, 2018. Available at: <https://bit.ly/2GriDcj>

Fortaleza was the first city in Brazil to set a review of its Orla Project, starting in 2017. It is important to stress that the new technical team had no access to documents, registers or archives used or produced during the elaboration of Orla Project in 2006, with the exception of the publicized official documents such as the Orla Project 2006 and the technical manuals delivered by the federal government in 2001. Nevertheless, some general information was provided orally during preliminary meetings with technicians that participated in 2006. This situation led to the necessity to establish a (new) methodology for the revision of Orla Project, considering that the official documents had no orientations for that situation.

The first step taken was to confirm the location of the intervention area of Orla Project and its 5 landscape planning units (Figure 3), according to the technical manuals and the Orla Project 2006, as well as data collected from workshops, seminars and public hearing promoted during the socio-environmental diagnoses.

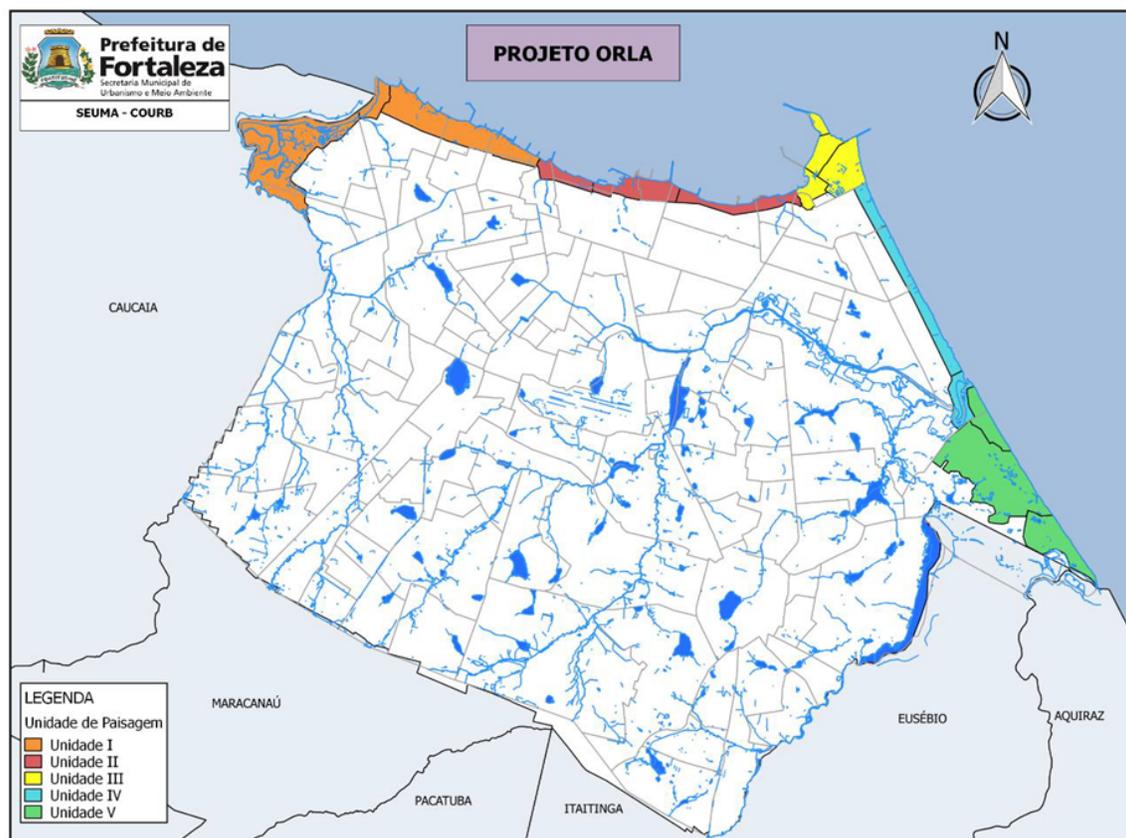


Figure 3 - Fortaleza City Map and Orla Project Planning Units. (Orange – Unit I - west seacoast; Red – Unit II – central seacoast; Yellow – Unit III - Mucuripe Port seacoast; Blue – Unit IV - Futuro Beach Seacoast; Green – Unit V – Sabiaguaba Seacoast)

Source: FORTALEZA, 2018, p.64. Available at: <https://bit.ly/2YhTFIK>

Another important step that was not included in any previous methodological document was to present to the society the status of the actions that were planned in Orla Project 2006. In that field, workshops (Figure 4) and seminars held up in strategic places of the landscape units, demonstrated that many of the actions planned in Orla Project 2006 were not accomplished by local or state government.



Figure 4 - Workshops of Orla Project Fortaleza 2018.

Source: FORTALEZA, 2018. Available at: <https://bit.ly/2GriDcj>

In addition, it was found that most of the actions that were completely fulfilled were concentrated in two landscape planning units.

In order to guarantee public transparency, a document named as *Notebook Memoir*, was prepared to clarify the process and the methodology of elaboration of the Orla Project Fortaleza, finished in 2018. In this sense, records and instrumental technical or participatory documents were made available, including documents that supported the diagnosis and prognosis.

Another innovation, perhaps the most significant one, during the preparation of the action plan, was to establish a correspondence between SDG target and the actions defined in the plan. Therefore, for each action established, the correspondents Sustainable Development Goal (SDGs) targets were localized. The idea is to make possible the future publicization to society of how exactly each established action contributes to the achievement of Agenda 2030. Despite of many municipality actions, projects and policies that contribute to the achievement of Fortaleza's sustainable development, few mention the SDGs or localize the SDGs targets. Orla Project was the first urban plan of the city that localized and aligned its actions with the SDGs targets.

5. Results

The benefits of the Orla Project are, among others: it enables the touristic potential of the city, by the use of existing strategic free areas, destined to enterprises that will add quality of life, occupation and income for the citizens; protects the water resources, fauna and flora, especially when considering the mangrove area, which is significant and requires special treatment, since it is located in an urbanized region.

The main product of the Orla Project is the Proposal for Actions and Strategic Measures, where it is established specific actions for the following dimensions:

- Social;
- Sustainable Development and Environment;
- Natural and Constructed Environment Control; and
- Metropolitan Integration.

Based on the diagnosis and the analysis of the information gathered in the various onsite workshops carried out, the actions and management measures were outlined to reach the desired scenarios, aggregated by each landscape planning unit (zone).

In addition, for each action established, the correspondents Sustainable Development Goal (SDG) targets were localized.

This methodology, concerning the localization of the SDGs targets, was based on directions and examples constants in the *Guide for Locating Sustainable Development Objectives in Brazilian Municipalities*, and others materials supplied by the partnership established between National Confederation of Municipalities - CNM and the United Nations Development Program - UNDP Territorial Network Articulation – ART initiative orientation, which purpose is to strengthen the role of Municipalities for the implementation of Agenda 2030 at the local level, providing the tools for the monitoring and evaluation of SDGs targets (CNM, 2016).

The technical team also decided to integrate the Orla Project with the strategic Fortaleza 2040 Plan. The actions and measures proposed by Orla Project that contribute to Fortaleza Plan 2040 strategic objectives were identified.

The result was a Proposal of Actions and Strategic Measures – a spread sheet - (See Figure 5) containing the dimension, the challenges, the actions and measures, purposes, activity duration, responsables, Orla Project objectives, Fortaleza 2040 Strategic Plan objectives and the SDGs targets, for each delimited planning unit.

ZONE I (PLANNING UNIT)								
DIMENSION	CHALLENGE	ACTIONS AND MESURES	PURPOSES	ACTIVITY DURATION	RESPONSIBLES	ORLA PROJ OBJ.	F2040 OBJ.	SDGs TARGETS
SOCIAL	Social Vulnerability	Implement practices of nautical sports and sustainable tourism based on local development.	Develop the tourism potential integrated with the local population.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Social Action, Youth, Sport, Tourism of the Government of the State and of the Municipality.	1	0.1; 0.2; 0.4 2.2 5.1; 5.2	8.2; 8.9
		Promote the requalification of public spaces.	Promote security and social defense.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Social Action, Youth, Sport, Tourism of the Government of the State and of the Municipality.	1	0.1; 0.3 1.2; 1.4 2.2 3.1; 3.2	4.1; 4.2; 4.a 11.7; 16.1; 16.2
		Promote the expansion of full-time schools and day care centers.						
		Promote the implantation of equipment and projects of sport, leisure and culture.						
Implement actions and structures to support Citizen Security.								

		Implement programs and projects of professional qualification and social inclusion for adolescents and young people.	Provide access to culture, sport, leisure and opportunities, combating and preventing child sexual exploitation, drug addiction and crime.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Social Action, Youth, Sport, Tourism of the Government of the State and of the Municipality.	1	0.1;0.3; 0.4 2.2 3.1;3.2	3.5 10.2 16.1; 16.2
INFRASTRUCTURE	Pollution, degradation, erosive processes and irregular occupation on the right bank of the Ceará River and Maritime Waterfront.	Elaborate and implement an environmental recovery project for the right bank of the Ceará River in accordance with the management plan of the APA of the Rio Ceará - Rio Maranguapinho.	Requalification and environmental recovery of the right bank of the Ceará River and the Maritime Waterfront.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Infrastructure of Municipality and State Secretariat of the Environment.	1	1.4 4.1;4.2; 4.4	11.4 14.2 15.1
	Inadequate accessibility and maintenance conditions in existing public areas and structures.	Implement urbanization projects, requalification and maintenance of public areas.	Provide quality public areas for the population.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Infrastructure, Conservation and Public Services and Tourism of the State Government and of the Municipality.	1	0.1;0.3 1.4 4.1;4.2; 4.4	11.7
		Promote the reorganization and regularization of housing.	Urban planning and improvement.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Infrastructure, Conservation and Public Services and Tourism of the State Government and of the Municipality.	1	0.1;0.3	11.1; 11.3
		Promote the reorganization and regularization of events and activities (street vending, sports advisory services, etc.)				1	1.4	11.7
	Poor Sanitary Sewer System.	Implement improvements in the components of the Sanitary Sewage System (Sewage Collection Network, Existing Stations and Interceptor).	Universalization of the sewage service, improvement of the environmental health and bathing.	Continuous Public Policies	Secretariats of Planning, Urbanism, Environment, Infrastructure, Conservation and Public Services, Sanitation Regulation Agencies, Secretary of Cities, Concessionaires of water supply and sewage of State Government and of Municipality.	1	2.2 4.1;4.2; 4.4	3.3 6.2; 6.3; 6.6 14.1; 15.1
		Promote the expansion of the existing Sewage Collection Network.						

Figure 5 – Part of Zone I (Planning Unit I) 2018 Orla Project Proposal of Actions and Strategic Measures.

Source: adapted from PMF,2018. Available at: <https://bit.ly/2YhTFIK>

The main reason to localize the SDGs targets in the Orla Project Proposal of Actions and Strategic Measures was to help municipal management to develop strategies and allocate resources for their implementation, as well as to facilitate national and international collaboration and financing. This integration enhances the scope and effectiveness of the proposed actions, and facilitates the means of managing, controlling and financing the plan.

It is very important evaluate the local transformations that will occur from the implementation of Agenda 2030 in the Municipalities. That means trying to answer questions such as: Is local government being able to build collaboration and finance the achievement of the SDGs? How this methodology of integration of 2030 Agenda with the municipal planning process contributes to build public policies and city management that aims sustainable development? What is the role of civil society and stakeholders in the elaboration and implementation of this methodology?

6. Conclusion

The Proposal for Actions and Strategic Measures of Orla Project 2018 is a powerful work program for the municipal intervention and management of the city maritime waterfront. It is an orientation for action. The actions and strategic measures proposed are directly linked to a sustainable and participatory approach, considering socioeconomic, environmental and patrimonial aspects, through the integrated articulation between the three spheres of government and civil society. They contribute directly to the advances of the achievement of the SDGs localized.

Nevertheless, some considerations must be made regarding Fortaleza's experience implementing Orla Projects 2006 and 2018.

1) Even considering the Orla Project elaboration a model of participative and democratic community planning, the participation of society in the implementation and social control was not effective for the Orla Project 2006. It seems that society engagement in the implementation and controlling phase weakens over time. A problem that worsens once the municipality management does not invest in fomenting community engagement and social control.

2) The methodology for the review of the Orla Project, for all seafront cities in Brazil, should include the evaluation of the previous planning (the previous Orla Project elaborated) together with society and stakeholders. The incorporation, in the methodology of 2018's Fortaleza Orla Project, of a diagnosis containing what actions and measures that were - or were not - implemented, with a presentation of the situation to the community, for each Orla Zone, was the highlight moment of civil society and stakeholder's participation.

3) The methodology for the review of the Orla Project must also include a document to explain and register the process of elaboration of the plan. It shows transparency and commitment of the municipality management with the planning process allowing the technical team of future revision of Orla Project to be able to better understand the elaboration process and guidelines of previous plan. It also enables the society to follow and comprehend the planning process as a whole and develop the sense of belonging.

4) Even with the innovation and improvement of Orla Project methodology - with the alignment and localization of the SDGs targets in order to facilitate the means of managing, controlling and financing the plan - the Agenda 2030 could (and should) be incorporated in the beginning of the planning process - in the diagnosis phase - this would help community to engage and get to know the SDGs and, also, strengthen the incorporation of SDGs targets in the planning structure. In this case, SDGs could work as a powerful "toolkit" to enable community participation and help to construct a plan where objectives, actions and strategic measures are far more aligned with the 2030 Agenda.

5) The Orla Project methodology should, also, include targets and indicators aligned with SDGs targets and metadata. This would help civil society and municipal management monitoring the implementation of the Project Proposal for Actions and Strategic Measures, and the achievement of 2030 Agenda. Note that the Orla Project methodology does not include parameters and indicators to evaluate the results obtained, this is a relevant

omission in the methodology. In order to achieve a goal, one must be able to measure and monitor the progress of the actions towards that goal.

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