

PARQUE DOM PEDRO II

AN ANTITHESIS OF PUBLIC OPEN SPACE IN SÃO PAULO METROPOLIS

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UMA ANTÍTESE DO ESPAÇO LIVRE PÚBLICO EM MEIO À METRÓPOLE PAULISTANA

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ABSTRACT

This article presents a discussion on open spaces, briefly conceptualizing them and approaching questions regarding their morphological transformations over the years. Critical elements in the organization of urban form and locus of daily life in cities, open spaces are not considered as priorities, whether by public or private agents. It is adopted, as a case study, Dom Pedro II Park, a public open space that has always been present in discussions regarding urban planning in São Paulo. Through the bibliographic review, it was aimed to analyze the main interventions that affected this space, since the first improvements in the region previously known as Várzea do Carmo, including the implantation of Dom Pedro II Park and its dismantling as an open space for leisure and recreation, due to the discourse of urban modernity. This discussion demonstrates the disarticulation that exists between the Brazilian public policies and the fragility of public open spaces.

Keywords: São Paulo. Open Spaces. Urban Planning. Dom Pedro II Park.

RESUMO

Este artigo apresenta uma discussão referente aos espaços livres, conceituando-os brevemente e abordando questões concernentes a suas transformações morfológicas ao longo dos anos. Elementos fundamentais na organização da forma urbana e locus da vida cotidiana nas cidades, os espaços livres não são tidos como prioritários, seja por agentes públicos ou privados. Adota-se como estudo de caso o Parque Dom Pedro II, espaço livre público que sempre esteve presente nas discussões referentes ao planejamento urbano paulistano. Por meio de revisão bibliográfica buscou-se analisar as principais intervenções que incidiram sobre esse espaço desde as primeiras melhorias na região anteriormente conhecida como Várzea do Carmo, passando pela implantação do Parque Dom Pedro II e seu desmonte como espaço livre destinado ao lazer e à recreação em prol do discurso da modernidade urbana. A discussão demonstra a desarticulação existente entre as políticas públicas brasileiras e a fragilidade dos espaços livres públicos.

Palavras-chave: São Paulo. Espaços Livres. Planejamento Urbano. Parque Dom Pedro II.



1. INTRODUCTION

Open spaces play a fundamental role as one of the main urban infrastructures, being considered structural elements of the urban form and locus of public life. Its distribution, dimensioning, diversification and qualification contribute to urban spatial quality (MACEDO et al., 2012).

This article presents a reflection on public open spaces and their morphological transformations, through cycles of valorization and devaluation of urban space through interventions promoted by public authorities. Dom Pedro II Park is adopted as a case study for this paper, for its trajectory as an open space in the largest South American metropolis.

Through bibliographic review, it is intended to contribute to the theoretical debate about public open spaces (*Parque Dom Pedro II*), their implementation and maintenance process. To this end, renowned authors on the themes were consulted, among them Alvares (2009), Macedo (2012) Macedo et al. (2018), Magnoli (2006) and Queiroga (2014), regarding issues related to landscape and open spaces. For questions about the transformations of Dom Pedro II Park, the research is structured on the works of Bartaline (1999), Meyer and Grostein (2010), Navarro (2011), Rebollo (2012), Somehk and Campos (2002), among others.

The continuous process of transformation and the need to adapt to new technologies have established new forms of coexistence in cities, through economic relations, processes of cultural and territorial globalization and new forms of mobility, in which the speed of displacement transforms the perception of time and of space in relation to daily actions. Thus causing changes in the existing relationships between built spaces and public open spaces, directly influencing their forms of use and appropriation.

Regarding the issues related to the city of São Paulo, "the bold profile of the metropolis hides contradictions that appear in the proposals and achievements of São Paulo's urbanism" (CAMPOS, 2002, p. 19). Factors such as its verticalization process, continuous expansion, inadequate urban planning, new patterns of urban

life, as well as changes in consumption and leisure patterns combined with the growing wave of violence have contributed to the deterioration of many of its public open spaces. Among these is Dom Pedro II Park, a place formerly known as *Várzea do Carmo*, an area consisting of a swamped piece of land, which was configured as a natural barrier between the old core of the city of São Paulo and the industrial district of Brás.

At the end of the 18th century, the *Várzea do Carmo* region underwent a series of interventions aimed at its sanitation and beautification, the most significant intervention being the implantation of the park, idealized by Joseph-Antoine Bouvard, in 1911, and implanted by Francisque Couchet, between 1918 and 1921. Dom Pedro II Park, which for 50 years witnessed the growth of the city of São Paulo, over the years, has experienced the various urban transformations that have taken place in the metropolis of São Paulo. Transformations that contributed to its process deterioration, thus attesting to the absence of public policies linked to public open spaces in the Brazilian cities.

2. PUBLIC OPEN SPACES: A CONCEPTUAL APPROACH

Public spaces are fundamental to the organization and social representation of cities, and have always been in constant transformation throughout history, presenting different functions according to the social, urban and cultural context of a given period.

The definition of public space is extremely complex due to the various connotations and interpretations that affect this concept. Public spaces are the places of common use of the people and all those of public appropriation. In these spaces, it is possible to observe the existing relationships between built and free building elements, as well as the social interactions that occur in these places, whether they are conflicting or not (ALVARES; VANIER; QUEIROGA, 2009). Spaces focused on the realization of social practices, public spaces are the "space, where there are no

obstacles to the possibility of access and participation by any type of person" (GOMES, 2002, p. 163).

This article adopts the definition of spaces free of buildings developed by Miranda Magnoli, which defines them as "all space (and light) in urban areas and in their surroundings, not covered by buildings" (MAGNOLI, 2006, p. 199). Said author affirms the concept of open spaces beyond gardens and projects with vegetation, placing them in a more comprehensive spatial category.

Although the concept of open spaces is relatively simple, the scientific community and the media associate them as a synonym for green areas, urban gardens or green spaces often. However, their definition only qualifies them in relation to their spatial link and confinement condition "between four walls and under a roof, with other adjectives possibly being added to it" (MACEDO, 2012, p. 92). Thus, open spaces can be configured as vegetated spaces in the form of gardens, squares, parks, urban gardens or even várzea (floodplain) fields; however, it is not the presence of vegetation that characterizes them, which may be non-existent, such as the squares without afforestation, streets or even sidewalks present in several Brazilian cities.

In Brazil, open spaces fall into two categories: public and private. Such spaces make up the Open Spaces System (Portuguese acronym: SEL) of our cities. According to the definition of the Brazilian Civil Code, public property goods have three natures: goods for the common use of the people, goods for special use and Sunday goods.

The goods of common use of the people correspond to places of free access, of public appropriation par excellence, such as the road system, space for leisure, living and conservation. The road system corresponds to the largest portion of public open spaces, consisting of streets, sidewalks, avenues, alleys, among others. Its function is the connectivity and articulation between the other open spaces, allowing the fluidity of cities.

The open spaces for socializing, leisure and conservation overlap their functions, converging in a unique system in urban areas.

This category includes squares, parks, public gardens, permanent preservation areas, among others. With regard to goods for special use, these are intended for specific activities, such as public buildings, conservation units, open spaces of the railway and port systems, public cemeteries, etc. Sunday or domain goods are the goods that can be disaffected by public entities (MACEDO et al., 2018; QUEIROGA, 2014).

The importance of urban SEL is made as the open spaces are linked to the built spaces, configuring and qualifying the urban landscape.

Open spaces are considered as one of the main urban infrastructures, because in them and by them a large part of daily life takes place, as well as being one of the main stages of society's conflicts and agreements. The public space, the street in particular, has a structuring role in the constitution of the urban form, as it reflects the forms of mobility, accessibility and circulation, parceling and ownership of urban land (MACEDO et al., 2012, p. 143).

With regard to spaces free of buildings, these have always been present in the organization of cities since antiquity, considering that all cities are configured from two spatial typologies: built spaces and the spaces free of buildings. Thus, open spaces, according to their nature, play important roles (such as social, environmental and aesthetic) in the city environment, contributing to improving the quality of life of men in their environment.

Environmental functions are attributed to non-permeable surfaces and the presence of vegetation, cooperating for urban drainage, reducing temperature, improving air quality, diversifying urban flora and fauna, etc. The aesthetic functions are associated with the diversity of the urban landscape due to the presence of vegetation and its diverse configurations (shapes, textures and colors), that is, through so-called open spaces, pervasive areas in the middle of large cities, which enable their contemplation. Social functions occur through the most diverse forms of appropria-

tion of the public SEL, which “constitutes the main subsystem of open spaces aimed at the sphere of general and political public life, notably the common use goods of the people” (QUEIROGA, 2014, p. 113).

Thus, public open spaces in their most diverse types are configured as meeting places, places of social relations and the exercise of citizenship in everyday life, “it is in these spaces that human exchanges and relationships are manifested, the diversity of use and vocation of each place, the conflicts and contradictions of society” (AZEREDO; CACCIA, 2017). In these spaces, public life is materialized, ranging from a simple children’s activity, developed in a playground in a public park or closed condominium, to the great cultural and social manifestations that take place in the streets and major avenues of the cities, contributing to the strengthening of people’s public identity.

Regarding the qualification of the urban SEL to social demands, this fact is directly related to the availability of resources, current cultural standards and political decisions of the public authority, the main conditioning and shaping of open spaces, either through legislation or even in the implementation and management of public open spaces (MACEDO, 2012).

The quality of a city can be expressed through the treatment of its public SEL. This treatment should be a rule, and not an exception, as occurs in many Brazilian cities. Often mistreated by administrators, public open spaces are fundamental elements for the development of a city’s social life, “associated with the idea of location, accessibility and distribution, and with regard to leisure and/or conservation of natural resources” (ALVAREZ; VAINER; QUEIROGA, 2009, p. 9).

Fundamental to the development of cities, open spaces became protagonists of urban space during the 19th and early 20th centuries, a period when cities underwent restructuring motivated by the Industrial Revolution and the establishment of new socio-economic relations. As an emblematic example, the works carried out by George-Eugène Haussmann in Paris stand out, which served as a model for the restructuring of several cities around the

world. Under the aegis of hygienist urbanism, large roads were opened and wooded, boulevards, parks (*Bois de Boulogne, Bois de Vincennes, Buttes-Chaumont, Monceau Montsouris*) and squares, inserted in the fabric of the French capital. Consequently, the public space assumes the role of space aimed at circulation and concerns related to hygiene and beautification of cities.

The first half of the 20th century is marked by the culturalist urbanism movement (CHOAY, 2002), whose precept is to highlight open spaces in the urban fabric, configuring public spaces as fundamental instruments for the environmental and aesthetic quality of cities, observed in the proposals of Camillo Sitte and Ebenezer Howard.

However, the modernist movement, headed by Le Corbusier, was the one that most affected public open spaces, which reach great scales, hindering their appropriation. This model is exemplified by the city of Brasilia, where the superblocks mischaracterize the concepts of the street and its hierarchy, creating a territorial organization in which buildings are implanted in isolation amid large green areas, with the relations between the road system and buildings coexisting.

The modernist theories proposed by Le Corbusier served as a model for several modernist-inspired projects throughout the 20th century, resulting in numerous criticisms by several researchers, among which Jane Jacobs, in America, and Jürgen Habermas, in Europe, stand out. Both scholars claim that the mischaracterization of public spaces, as a meeting place, is due to the modernist movement, which, with its precepts of denial to the street and monofunctional zoning, has made public open spaces empty and obsolete. Through the theories of postmodern urbanism, from the 1960s onwards, a reflection on the function of public space in cities and urban environmental quality begins. With this, public open spaces assume a critical role in relation to the revaluation of cities, contributing to a wide period of conception and valorization of these spaces.

During the second half of the 20th century, many public open spaces underwent a wide process of devaluation, motivated by

several factors. Among which stand out: the emergence of new means of communication and forms of leisure, contributing to the reduction of social exchanges in the physical environment, the growing wave of violence and urban fear, which, for Mendonça (2007), does not only cover large cities, but also reaches small and medium-sized ones, distancing high and low income social classes from public open spaces in urban centers. These factors are associated with the increasing use of cars and other means of transport, contributing to the increase in the displacement speed, which reconfigures urban spaces, contributing to the deterioration of several public open spaces, previously consolidated in the middle of cities.

The circulation of automobiles is what guides the project of the vast majority of Brazilian roads, since the second half of the 20th century, when the automobile industry imposed on the culture, and in particular, on the urbanistic culture practiced in the country, the automobile as a privileged means of locomotion in the territory, synonymous with status and modernity. There is no lack of criticism and actions against this imposition, which, however, remains hegemonic until, at least, the first decade of the 21st century (QUEIROGA, 2014, p. 114).

These factors contribute to the emptying of spaces for common use, conditioning them to abandonment and their occupation by social strata without resources.

Gomes warns about the changes in public spaces: “they become a kind of catwalk for the spectacle of poverty” (GOMES, 2002, p. 185). The author describes the transformations of open spaces in areas without social control, spaces in which begging, prostitution and street commerce proliferate. Thus, the idea of the public in Brazil is associated with something of low quality, whether due to the exclusive use of the most popular strata, of unowned territories, without rules of use that, abandoned by the public authorities, which lose their characteristic of social coexistence area and democratic space. “Wear, dirt, invasions are, therefore,

some of the frequent characteristics in this type of space” (GOMES, 2002, p. 185-186).

For Magalhães (2015), the dynamics of the metropolis’ operation are based on the relationship of scrapping in the public sphere, in the expansion and specialization of private markets. In this process, the urban space is transformed into merchandise, a fact attested by the transformations of public open spaces represented here by Dom Pedro II Park. Imbricated in the center of the largest South American metropolis, the Park witnessed the growth and economic development of the capital of São Paulo. An integral part of a central system of public open spaces in the city of São Paulo, the Park was characterized as an open space that articulates the urban fabric between the central area and the east side. Its memory keeps the signs of economic development, major urban plans and industrial bloom. At the same time, this important public open space has undergone several morphological and social transformations over time, culminating in an antithesis of public open space in the middle of the metropolis of São Paulo.

Its decline as a public open space illustrates the connotation given to these spaces by the State. In the case of Dom Pedro II Park, under the discourse of urban mobility, characterized by large road works, it allowed the fragmentation of its territory and, consequently, the emptying of its social content, resulting in the current state of degradation and abandonment of the local landscape.

3. FROM THE FLOODPLAIN TO THE PARKS: THE EMERGENCE OF A CENTRAL OPEN SPACE IN THE CITY OF SÃO PAULO

The city of São Paulo developed on a hill surrounded by two várzeas (floodplains), that of the Anhangabaú river and that of Carmo, corresponding to the Tamanduateí river (Figure 1). Várzea do Carmo has always been present in the development of the city, the area was a point of entry and exit of goods and, at the same time, it was configured as a natural border between

the urban core and the natural landscapes located to the east of the Tamanduateí River.

As described by several authors, this site consisted of wetland frequently flooded by river floods. Due to the natural characteristics not favorable to its occupation, numerous attempts have been proposed for its appropriation throughout the history of São Paulo (KLIASS, 1993; NAVARRO, 2011; REBOLLO, 2012).

The first efforts made to improve the floodplain area date back to the last decades of the 18th century. Between the years 1782 and 1786, the first ditch was opened in an attempt to drain the site. In the year 1810, a second ditch is opened and, in the same period, a landfill is carried out as a continuation of the Carmo slope (NAVARRO, 2011). Years later, in 1849, the Tamanduateí River was straightened, but not channeled; a fact that effectively contributed to the end of navigation in its waters. However, this intervention did not solve the constant problems of floods; even so, the public authority promoted initiatives for the occupation of the area with the construction of public buildings and the improvement of the road system in 1867. Despite the advances proposed by the public authorities, the place was still frequented by washerwomen, also serving as a point for the disposal of garbage and debris, contributing to the constant problems of drainage and water stagnation in the Várzea do Carmo region. Thus, the floodplain was seen as an area that should be urgently sanitized (KLIASS, 1993; MEYER, 2010).

With the arrival of the São Paulo Railway in 1867, the industrialization of the Brás, Mooca and Belém neighborhoods began, definitively ending the rural character of this sector of the city. From the 1870s onwards, these neighborhoods developed at a very accelerated rate, demanding progress from the public authority and the effective occupation of the Várzea do Carmo area (REBOLLO, 2012).

The central role assumed by the city of São Paulo in the development of the coffee economy was reflected in the works of the then president of the province, João Teodoro Xavier de Mattos (1872-1875). Upon assuming the presidency, João Teodoro

demonstrates great perception of the existing urban problems, thus, in his administration, a program of improvements hitherto unknown for the period begins “only then could the capital’s position as a regional, economic and commercial center be confirmed” (CAMPOS, 2002, p. 45).

A series of articulated works was carried out between the years 1872 and 1875, thus allowing the conditions necessary for the urban expansion of the city to be created. During this period, Jardim da Luz was renovated, a road was created with the opening of several streets, including Conde d’Eu, today Glicério Street, João Teodoro Street and Palha Street, currently Sete de Abril Street, and Municipal Street, today called Ladeira General Carneiro. At that time, the region of Várzea do Carmo was drained and grounded, receiving treatment for leisure and cleanliness of the population, becoming “an island in Tamanduateí, one of the most pleasant and healthy walks in the City [...] popularly known as ‘Ilha dos Amores (Loves’ Island)’” (TOLEDO, 1996, p. 28).

The urban interventions, proposed through the straightening of the Tamanduateí River and the implantation of the Ilha dos Amores (Figure 3), did not solve the problems related to sanitation and constant flooding. In view of this, the Ilha dos Amores was submerged by constant floods and the landscape of Várzea do Carmo remained as a trough for animals and a waste disposal area, contributing again to its degradation.

As described by Campos (2002), in the year 1886, during the government of João Alfredo (1885-1886), landscape projects were conceived for the area of Várzea do Carmo and Vale do Anhangabaú. The works developed by Auguste Glaziou (1828-1906) in the city of Rio de Janeiro, responsible for the remodeling of the Campo de Santana (1873) and Passeio Público (1862) parks inspired both projects. However, these proposals were not carried out due to the lack of resources necessary for their execution, being only resumed 20 years later, driven by the interventions necessary to the new urban standards in force.

The increasing urbanization of the industrial districts of Brás and Mooca contrasted, in the 1920s, with the area of the floodplain



Figure 1 – 19th century map showing the Historical Triangle located between the Carmo and Anhangabaú floodplains. The circular area shows the region of the current Liberdade neighborhood.

Source: <<https://saopulosao.com.br/conteudos/recomendados/3144-construindo-historias-o-passado-e-o-futuro-da-cidade-na-3-edicao-da-jornada-do-patrimonio-de-sp.html#>>. Accessed on: April 10, 2019.



Figure 2 – Detail of Várzea do Carmo around 1862.
Source: Rebollo, 2002.

that remained cut by drainage channels. Thus, at the turn of the 19th to the 20th century, even with the proposed urbanization attempts, such as Ilha dos Amores, a definitive solution for the place had not been found (REBOLLO, 2012).

Based on urban models in vogue in European cities, hygiene and beautification plans are drawn up for Brazilian cities. Colonial cities should adapt to the Republican period, a way of denying the past, but this form of urbanism, for Villaça (2004, p. 132), hides private interests in which "the dominant classes use [...], contributing to its maintenance of power a way for the capitalist class to impose itself. Thus, the project for the implantation of Dom Pedro II Park arises from the demands of the market, as a space for leisure and recreation, a place to be urbanized as described by Ribeiro (2012, p. 132-133):

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[...] for the agents who manifested themselves in the journals, Várzea do Carmo would only become an attractive place and in fact join the city's land after promoting a series of improvements that would account for its sanitation and ornamentation. For these groups, Várzea do Carmo was conceived as a potentially productive place. [...] Whether textually or visually, the idea of Várzea do Carmo is constructed as a landscape to be modified through actions designed by the public authorities. The proposal for its beautification and sanitation included the creation of a positive valuation of this space, in opposition to the signs of the colonial city, whose condition of floodplain was an icon. During the 19th century, contact between man and nature, shaped in public parks and gardens, was considered necessary for the physical and mental balance of the urban citizen. Finally, the transformation of Várzea do Carmo into a productive urban space met the new capitalist perspective.

Improvement proposals aimed at Várzea do Carmo only became possible after the responsibilities from the municipal to the state level were transferred. Between 1896 and 1915, work was car-

ried out to straighten the Tamanduateí channel and a landfill, starting from the dismantling of Morro Vermelho, in Cambuci, raising the river banks by two meters.

The first project developed for the implantation of a park in the Várzea do Carmo area was conceived by the French architect Antoine Bouvard (1840-1920) in 1911. At the invitation of Mayor Raimundo Duprat, Bouvard, who had already worked on plans for the redevelopment of Buenos Aires, develops a report accompanied by seven plans, known as the Bouvard Plan. During the development of his plan, Bouvard takes up the idea launched 25 years ago by João Alfredo in relation to the implantation of two parks around the historic hill of São Paulo, one in the Vale do Anhangabaú and the other in the floodplain of Tamanduateí. In this area, the construction of a new Municipal Market and a pavilion for agro-industrial exhibitions, the Palácio das Indústrias (Palace of Industries; today, *Catavento Cultural e Educacional*), was planned.

The proposals presented by Bouvard were already on the agenda of the town hall, the lack of green areas and open spaces had already been evidenced through the then director of municipal works Vitor Freire, in his conference to the polytechnics in 1911. Seeking to demonstrate the inefficiency of the Parisian standard, whose green areas were concentrated in peripheral parks such as Bois de Boulogne and Bois de Vincennes, Freire defended the insertion of smaller green areas, contributing more efficiently to the formation of vents in the midst of the city's urban fabric (CAMPOS, 2002).

Freire's position in relation to green areas contributed to the implementation of the Anhangabaú and D. Pedro II parks. For the Várzea do Carmo region (Dom Pedro II Park), Bouvard proposes a picturesque garden, not leaving aside real estate interests. For this purpose, he developed two proposals aimed at the implantation of the park: one foreseeing the total occupation of the site and another in which part of the area could be alienated to private individuals, meeting the expectations of the São Paulo municipality (SOMEKH; CAMPOS, 2002).



Figure 3 – View of Ilha dos Amores during the 1920s.
Source: <<https://sambahistorica.wordpress.com>>. Accessed on:
May 10, 2018.

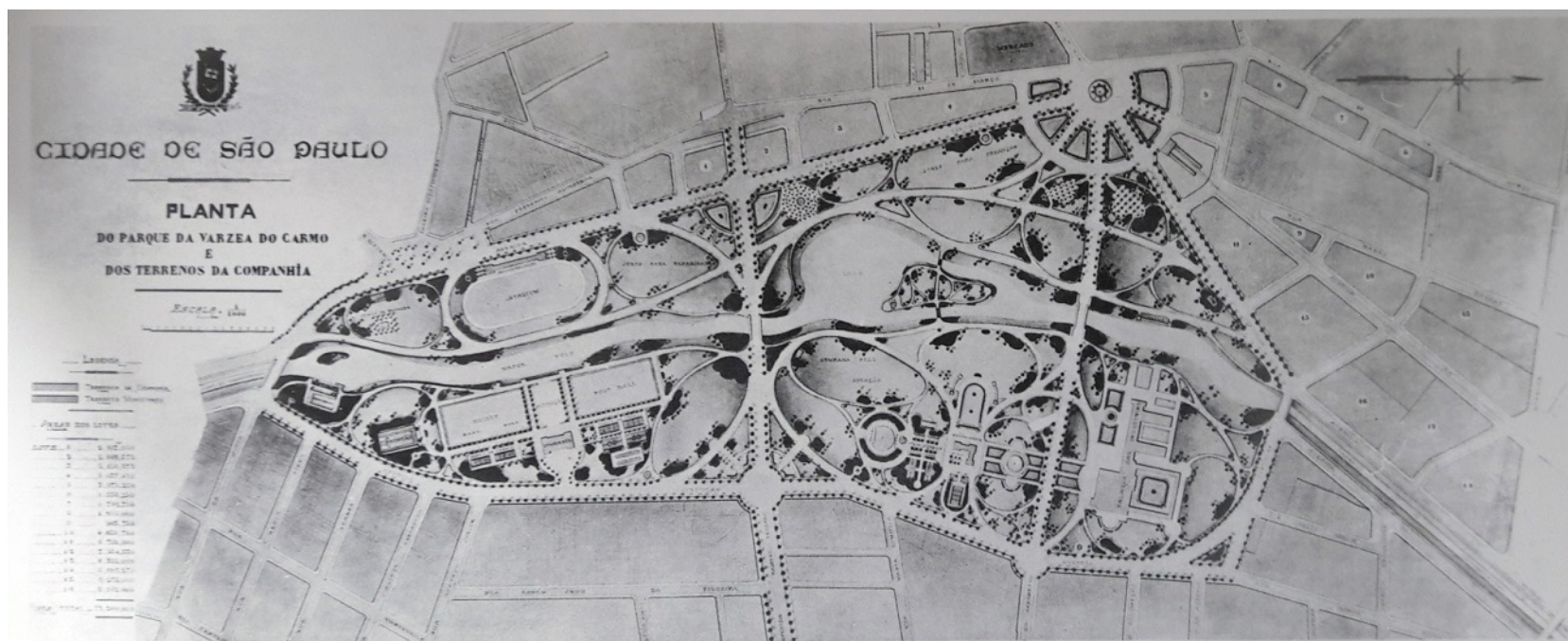
The project proposed by Bouvard in 1911 (Figure 4) brought with it important landscape aspects, as it proposed winding paths cutting through the floodplain area, defining irregular flowerbeds, “the winding paths on the sides of the straightened channel, at the time of the floods, presented a natural landscape. And the lawns were composed of arboreal groups and isolated trees” (NAVARRO, 2011, p. 35). Water would be valued with the construction of two lakes connected to the river through a channel; there are no indications of constructions, except for the Palace of Industries, integrated into the project. As for the proposal that provided for the sale of part of the area to private individuals, Bouvard maintained the design to the north of the former Carmo landfill; in the southern section, wide tree-lined avenues were proposed with double rows of trees on either side of the river (KLIASS, 1993).

None of the proposals developed by Bouvard for Várzea do Carmo went ahead, instead, the project developed in 1918 by the French architect and landscape architect Francisque Couchet, which was radicalized in Rio de Janeiro during that period, was carried out. The project proposed by Couchet shares the same landscape precepts adopted by Bouvard, that is, both projects

were inspired by English gardens, but the plastic result reached by Couchet would become more sophisticated. Taking advantage of the water resources at the site, the landscape architect kept the winding route with large lawns, but the river was expected to widen to form lakes, in addition to the construction of numerous sports equipment and a movie theater, forming a complex previously unheard of in the public parks of the capital (DOURADO, 2011; MEYER; GROSTEIN, 2010).

The project, approved in 1914 at the São Paulo City Council, contemplated the non-alienation of the land. The construction works for the park were carried out from 1918 to 1921, the year in which the area received the name Dom Pedro II Park. Due to the celebrations for the centenary of the Independence of Brazil in the following year, in 1922, the park was opened without the complete completion of its landscaping (NAVARRO, 2011).

None of the sports equipment proposed by Couchet were implemented as planned in the project. The only representative building inserted in the area belonging to the park was the Palace of Industries, of eclectic architecture, symbol of the industrial economic progress of the capital of São Paulo. In addition to this



10 Figure 4 – Re-urbanization project developed by Bouvard, 1911.
Source: Toledo, 1996, p. 22.

building, in the south area of the park, under the initiative of the Director of the Department of Culture, Mario de Andrade, the Brás Children's Park was created, a cultural equipment present in several working-class neighborhoods of the capital dedicated to sports and outdoor activities for the children. In the case of the Brás unit, many of these activities were to be carried out in the areas of Dom Pedro II Park.

Dom Pedro II Park project emerged as a response from the public authorities to solve the problems in the Várzea do Carmo area and the need to enhance the working-class neighborhoods of Brás and Mooca. Its centrality contributes to this space, between the 1920s and 1950s, becoming the main public park in the city of São Paulo; however, the urban transformations resulting from the city's growth from the 1930s promoted its degeneration as a public open space for leisure in the middle of the metropolis.

4. FRAGMENTATION OF PUBLIC OPEN SPACE: THE TRANSFORMATIONS OF THE PEDRO II PARK

During its short existence, Dom Pedro II Park underwent a series of interventions converging on the destruction of public open space for leisure. Today, the place consists of a fragmented territory, without spatial, functional or symbolic continuity between it, resulting from the intense process of construction and deconstruction of urban elements (REBOLO, 2010).

Conceived by the government as a way of enhancing the area of Várzea do Carmo, Dom Pedro II Park had a more popular character, unlike Anhangabaú Park (1910), designed to be the business card of the city of São Paulo at the time. Its appropriation as a public leisure space was mainly conditioned to the inhabitants of the working class neighborhoods located in the east of Tamaquateí. The fact that it was centralized in the middle of the city



Figure 5 – Map showing the situation of Dom Pedro II Park in the 1930s. Source: <http://geosampa.prefeitura.sp.gov.br/PaginasPublicas/_SBC.aspx?htps>. Accessed on: April 10, 2019.

contributed to the fact that, between the 1920s and 1950s, it was considered the main public park in São Paulo. Because it was centralized in the middle of the city, between the 1920s and 1950s, it was considered the main public park in São Paulo.

The trajectory of Várzea do Carmo, until the implementation of Dom Pedro II Park, demonstrates that the public authority has always turned its attention to the region. Main conditioning and shaping agent of open spaces, through the adoption of legal norms, the public authority directs the real estate market and the population in the constitution of both urban settlements and in the production and management of public spaces, such as squares, parks and avenues. (MACEDO, 2012).

In the case of Dom Pedro II Park, it was up to the State itself to promote its end. Since the 1920s, out of the need to expand the city, civil engineer João Florence de Ulhôa Cintra (1887-1944) developed two proposals published in 1924 for the construction of road ring around the historic hill of São Paulo (TOLEDO, 1996). Both proposals developed by Cintra would affect the Park area as described by Meyer:

In the area of D. Pedro II Park, the Irradiation Perimeter proposed by Ulhôa Cintra went down the hill along the Carmo slope, crossed the park along the axis of Rangel Pestana Avenue, skirted the floodplain along the Figueira Street and Santa Rosa Street (currently Mercúrio Avenue)

and returned to the hill through a projected avenue that gave access to the Senador Queiroz Avenue. In addition to this proposal, this ring road had another version of design, in which it bordered D. Pedro II Park, crossed the Mooca Bridge and went up the hill through Tabatinguerra and 25 de Março streets (MEYER; GROSTEIN, 2010, p. 115).

Urban restructuring projects have always been present in the growth of the city of São Paulo. At the end of the 19th century and the beginning of the 20th, these projects were based on sanitary issues, with the main objective of containing the constant flooding of the floodplains of the Tamanduateí and Tietê rivers. Among the proposals presented, the plan developed in 1925 by Saturnino de Brito (1864 – 1929), a sanitary engineer and head of the Tietê River Improvement Committee, stands out. In his proposal for improvements to Tietê, Brito proposed 40 kilometers of navigable rivers, 14 on the Pinheiros River and 26 on the Tietê River. His plan foresaw the implantation of a large park, along the course of the waters, whose function would be that of a natural reservoir, containing the floods of the river; however, the proposal was not carried out by the then Mayor Pires do Rio (1926 – 1930). In 1927, Ulhôa Cintra took over from Brito in the v. Along with the help of engineer Francisco Prestes Maia (1896 - 1965), Cintra develops a new proposal for Tietê, suggesting the maintenance of the existing sinuosity and the creation of several public spaces interconnected by parkways. However, this proposal, like Brito's, was not carried out, being changed years later, giving rise to the occupation of wetlands with the construction of expressways along the marginal avenues (BARTALINE, 1999; LUCCHESI, 2016).

The plans developed up to that moment attest to the need for urban adjustments essential to the industrial development of São Paulo in the management of Pires do Rio. In view of the discourse of modernity, the *Plan of Avenues* was adopted, proposed by Prestes Maia as a guiding element for development of the city of São Paulo. Maia's plan suggested the reformulation of the city's areas through the road system, thus contrasting the work developed by Saturnino de Brito in 1925.

To guide urban growth and organize vehicle flows, a radio-concentric road structure was proposed, of which the so-called Irradiation Perimeter stands out (Figure 6), whose function would be to distribute road flows in the central region through radial avenues. The plan also provided for the construction of a second ring over the bed of the railways and a system of expressways along the Tietê and Pinheiros marginal avenues (CAMPOS; SOMEKH, 2008; MEYER; GROSTEIN, 2010; NAVARRO, 2011).

When incorporating the proposals developed by Ulhôa Cintra in his Plan of Avenues, Maia opts for the second route, dividing the area of Dom Pedro II Park in two, thus the park cedes part of its area for the construction of the roads proposed in the plan. Even when sectioned, the remaining areas of the park remain public open spaces for leisure and recreation (Figure 7), a fact that is not due to the lack of proposals to intervene on the site, but to the lack of resources on the part of the municipality, between the 1950s and early 1960s, to continue the works.

The urban planning of the city of São Paulo was based on the incentive to the automobile industry, with that, in 1950, the Public Improvement Program for the City of São Paulo was published, a study commissioned by Mayor Lineu Prestes (1950 - 1951) to the American engineer Robert Moses (1888 - 1981), responsible for the New York State expressway plan. In his plan, Moses proposed the continuity of the road works proposed by Prestes Maia, but adding a system of expressways, including the Penha Expressway, which would later become Radial Leste Avenue.

The construction of Radial Leste constitutes an important intervention in the area of D. Pedro II Park in 1955. Later, as secretary of public works in the Jânio Quadros administration (1953 - 1955) and in his second term as Mayor (1961-1965), Prestes Maia continues with the studies on expressways. Thus, he proposed the construction of a diametrical road system connecting the eastern and western regions of the city, in addition to complementing Radial Leste Avenue and a complex of viaducts over Dom Pedro II Park (MEYER; GROSTEIN, 2010).



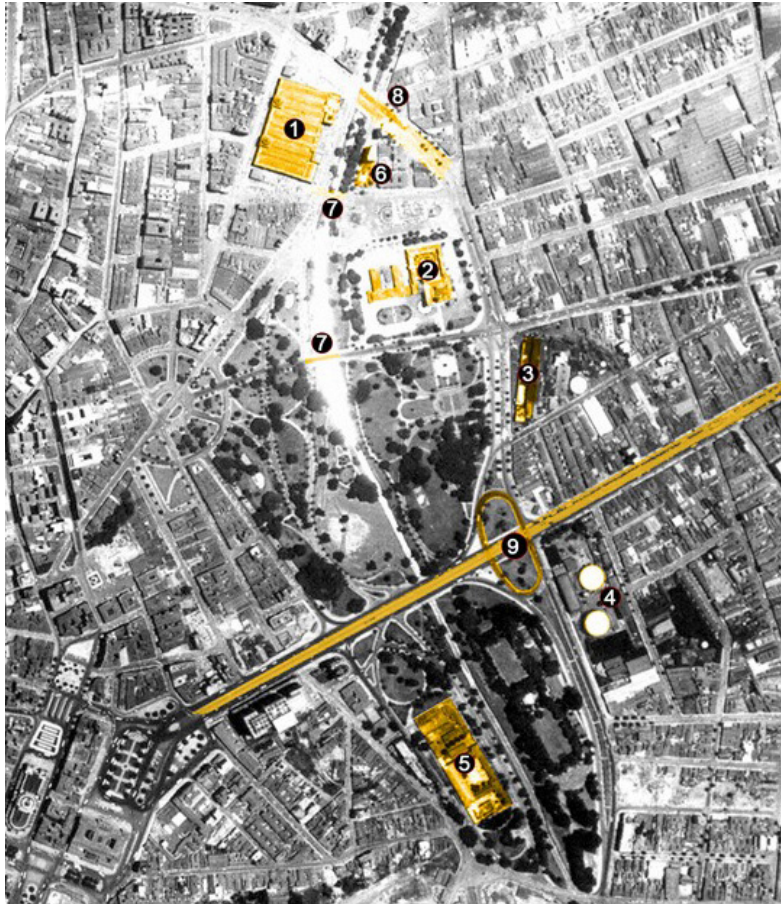
Figure 6 – On the left, illustration of the second version of the Plan of Avenues around D. Pedro II Park; on the right, illustration of the final version of the Plan's irradiation perimeter in 1954. Source: Toledo, 1996, p. 147-151.

When Prestes Maia became Mayor in 1938, he began an extensive program of works based on his *Plan of Avenues*. Despite being more modest than the original proposal, this program will greatly alter the landscape of São Paulo, giving absolute priority to the road system. [...] Dom Pedro II Park gives in to the pressures of the surroundings and was swallowed by the voluptuousness of circulation areas. This park will soon be affected by the implementation of the Irradiation Perimeter (KLIASS, 1993, p. 129).

The interventions carried out on the park area to open new roads make it clear that Dom Pedro II Park was losing more and

more space to the road system. The high concentration of vehicles in the city encouraged the execution of the large number of works, which changed the city from the 1950s, especially during and shortly after the administration of Faria Lima (1965 – 1969), when the plans developed by Prestes Maia are completed. The Lima administration corresponded to the height of public investments, in favor of individual transport in the city of São Paulo, as well as a new cycle of interventions in the road system, defining its current physiognomy (LEFEBVRE, 1986; LEME, 1982).

The proposed viaduct complex over Dom Pedro II Park was completed under the management of Paulo Maluf (1969 - 1971). Thus, six viaducts (Diário Popular, Antônio Nakashima, Vinte e



- | | |
|---------------------------------|--|
| 01 – Municipal Market | 06 – São Vito Building |
| 02 – Palace of Industries | 07 – Bridges over the Tamanduateí River |
| 03 – Casa das Retortas | 08 – Extension of Mercúrio Street |
| 04 – Gasometer | 09 – Rangel Pestana Avenue-road intervention |
| 05 – Second Battalion of Guards | |

Figure 7 – Image from 1954 showing the loss of open spaces due to the road system. Highlight for the extension of Mercúrio Street and construction of a ring road on Rangel Pestana Avenue.

Cinco de Março, Mercúrio, Glicério and Trinta e Um de Março) started to configure the landscape of the Park, definitively changing the scale of the local landscape, de-characterizing the area as a public open space for leisure and recreation, favoring automobile transport.

The growing need to structure the metropolis of São Paulo drove other major works in the park area. In addition to the viaducts, other works related to the circulation and transportation system were carried out. Such as the construction of a bus terminal and a parking lot, in 1970; the widening of the Tamanduateí River Channel; the implementation of the express lane of Estados Avenue passing through the central area of the Park; and the construction of the subway station in the form of an elevation, in 1986.

The transformations that affected the area of Dom Pedro II Park (Figure 9) little by little reduced its area as a public space for leisure, configuring it only as a transit point. Such transformations are directly associated with the needs of modernization and metropolization in the city of São Paulo, imposing on the Park area successive interventions to the detriment of the circulation and expansion of the metropolis, resulting in a fragmented space characterized by the inexistence of urban life in the middle of the city.

After the implementation of the road complex, the “death” of Dom Pedro II Park as a public leisure space was decreed. The area, which for years served as a stage for manifestations of urban life, had been transformed into place for passing vehicles. The road complex makes the area’s relationship with the neighborhood impossible, its presence makes pedestrian access to the place practically impossible, resulting in its isolation from the Brás and Mooca neighborhoods. This fact was decisive for Dom Pedro II Park to cease to exist definitively as a park in the midst of the São Paulo landscape, as commented by Kliass:

In 1970, the viaduct system was complete and with it ended the short history of Dom Pedro II Park, whose life lasted less than 50 years. This Park, which had such a slow creation process, would be destroyed in just two years (KLIASS, 1993, p. 130).

There is a series of attempts on the part of the state to rescue the area, reaffirming the need for public interventions on the site to this day. Consequently, numerous attempts to requalify the area have been proposed since the 1980s. Among them, the construction of a civic square in front of the Palace of Industries (1992) deserves mention as an attempt to requalify the only area of Dom Pedro II Park, which it still retained some of the characteristics of an urban park. Also, the replacement of the old terminal that has existed for decades on the site with a smaller one designed by Paulo Mendes da Rocha in 1996; temporary equipment that remains today; and the implantation of the terminal station of the Tiradentes express, a light vehicle on tires (LVT) inaugurated in 2007 (REBOLLO, 2012).

The numerous plans for the recovery of Dom Pedro II Park have never been fully implemented. Of the countless attempts to recover the area, it is worth mentioning the proposal prepared by the architect José Paulo de Bem in the administration of Mayor Luiza Erundina (1989 – 1993). The proposal aimed to recover the park through an intervention in the road system, with the displacement of the Estados Avenue lane and the demolition of part of the existing viaducts over the area of the former park and occupation of the Palace of Industries.

Of all the proposed interventions, only the construction of the Civic Square and the transfer of the City Hall headquarters to the park area were completed, but the City Hall is transferred to the Matarazzo building, in the Viaduto do Chá viaduct, in 2004 (MEYER; GROSTEIN, 2010).

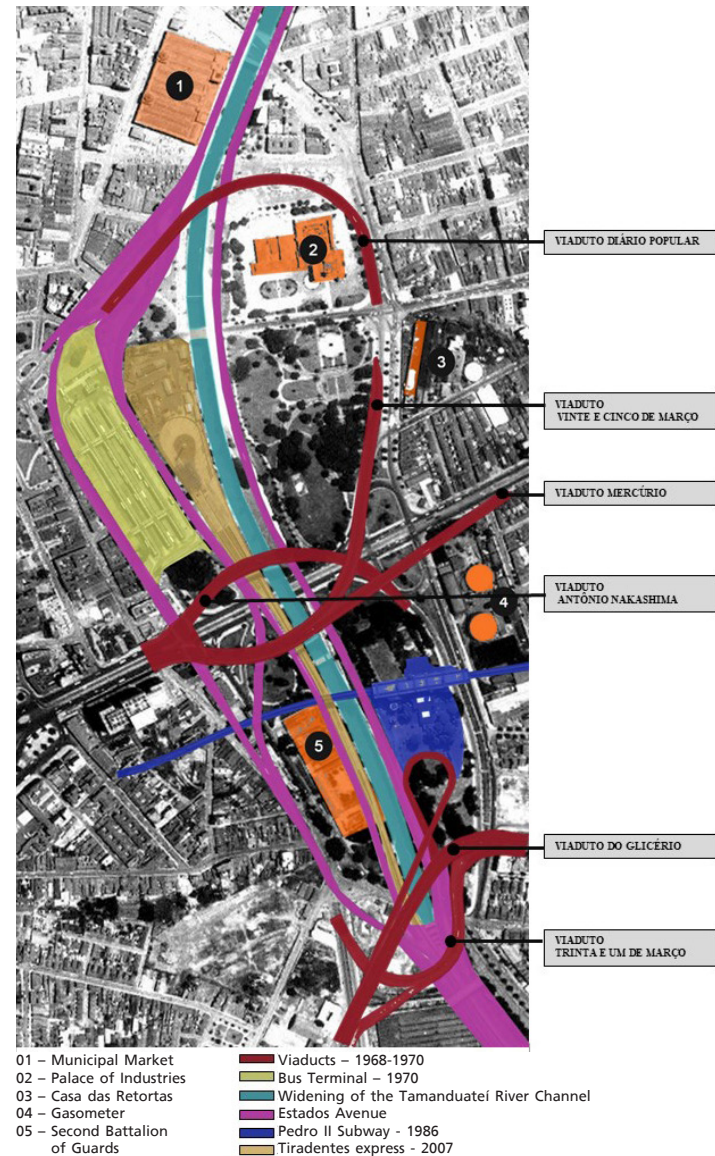


Figure 9 – Image dated 1954 showing the interventions that affected the area of Dom Pedro II Park.



Figure 10 – Current configuration of the area previously occupied by the Public Park.
 Source: <<http://www.hf.arq.br/projeto/plano-parque-dom-pedro/>>. Accessed on: May 10, 2019.

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Of the innumerable proposals for the restoration of the area of the former Dom Pedro II Park., none had any effect. Perhaps, two issues are decisive in the attempt to reverse the existing degradation process: the first would be the state's will to carry out the proposals presented, and the second, the issue of sectorial interventions without considering the scale of the metropolis and the existence of the road system. Passage point, the place does not refer to the existence of a large public park, currently the presence of existing roads and the connection point between urban terminals, the Municipal Market, Dom Pedro II Park and the subway station characterize the region. Daily, people who transit through the site observe a landscape characterized by a high concentration of garbage spread on public roads, by street dwellers, public and private historic buildings, unoccupied or underutilized (Figure 11).

Regarding the question regarding the conservation of properties of historic value, there are plenty of examples concerning poor conservation. This is the case, for example, of the Nacim Schoueri Palace, from the 1930s, and the Ana Abreu Building, an art deco

architecture property previously occupied by the Bank of the Nations and which currently functions as a fruit stand. Other properties, such as the Casa das Retortas and the barracks, formerly occupied by the Second Battalion of Guards, illustrate the neglect between public administration and historical heritage.

The public appropriation of spaces in the area that was once Dom Pedro II Park occurs in places protected by bars, such as the Palace of Industries (*Catavento Cultural e Educacional*) and Sesc Dom Pedro II, a place previously occupied by the São Vito and Mercúrio buildings, demolished in 2011. Even with diversified activities aimed at leisure and culture, pedestrian access to these cultural facilities is not the most pleasant, suffering interference from the Viaduct Diário Popular, Estados Avenue and even Mercúrio Avenue (Figure 12).

The street commerce (Figure 13) existing near Pedro II Terminal and the walkways of the Mercado Terminal give movement to the region, attesting to the hybrid characteristic and welcoming the changes presented by open spaces (QUEIROGA, 2014). In the

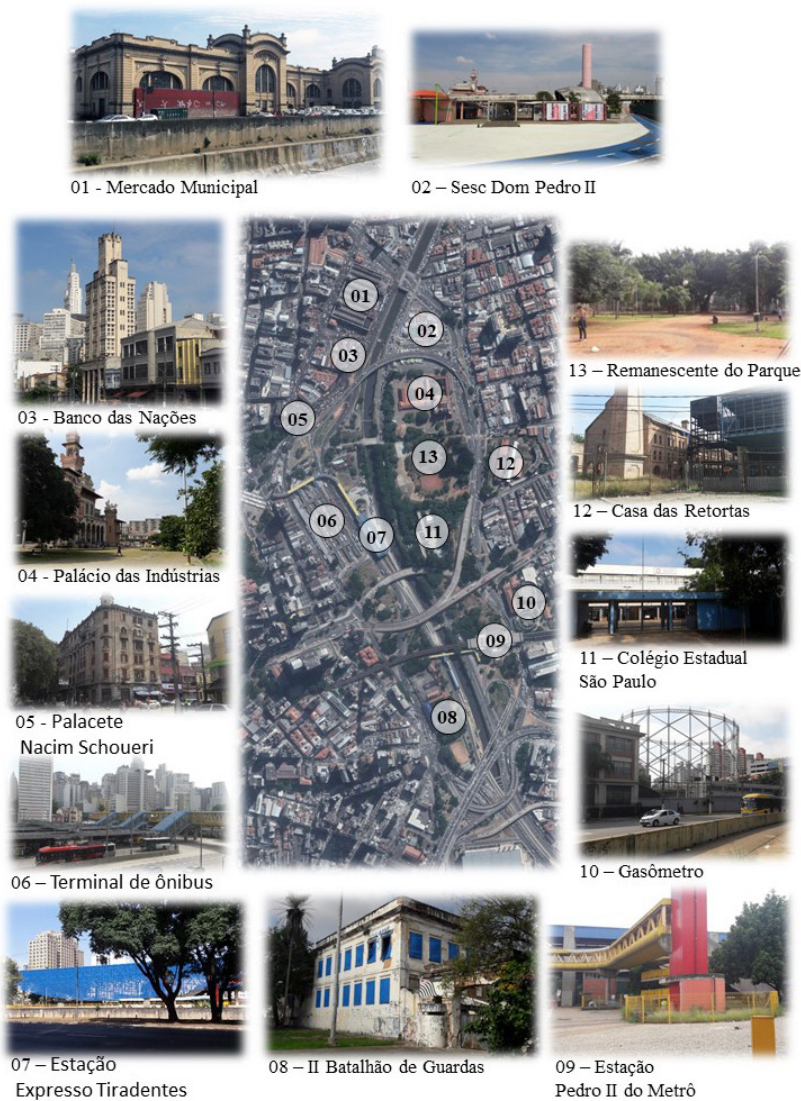


Figure 11 – Current configuration of Dom Pedro II Park and its surroundings. Source: Ciro Vidotte, May 2019.

In the figure 11: 01 – Municipal Market, 02 – Sesc Dom Pedro II, 03 – Banco das Nações (Bank of the Nations); 04 – Palace of Industries; 05 – Nacim Schoueri Palace; 06 – Bus Terminal; 07 – Tiradentes Express Station; 08 – Second Battalion of Guards; 09 – Pedro II Subway Station; 10 – Gasometer; 11 – São Paulo State high school; 12 – Casa das Retortas; 13 – Remnant of the park.



Figure 12 – Access to Sesc Dom Pedro II from Mercúrio Avenue. Highlight for the area of the former park occupied by the Viaduct Diário popular, Estados Avenue and Tamanduateí River. Source: Ciro Vidotte, maio 2019.

case of Dom Pedro II Park, it exemplifies the transformations of open spaces, showing its fragility before the public authorities. Thus, the area that was once a public open space destined for leisure in the middle of the largest city in Latin America, little by little has become a fragmented space, without articulation, even with regard to issues related to means of transport - an antithesis of public space in the capital of São Paulo.

5. FINAL CONSIDERATIONS

The history of Dom Pedro II Park contains significant historical elements of a material and immaterial nature of the development process of the city of São Paulo. Its trajectory as a public open space highlights the importance of planning these spaces as structuring elements of the urban form. This fact is attested by the sanitation interventions in the Várzea do Carmo region, which after a series of improvements was incorporated into the city as a public open space for leisure, or through the projects for the implantation of the Park developed by Bouvard and, later, by Couchet, who had brought the design of the park closer to



Figure 13 – Street commerce near Pedro II Terminal.
Photo: Ciro Vidotte, maio 2019.

the design of the city, extrapolating its internal design, “extending considerations on the road layout itself around” (BARTALINI, 1999, p. 91). The project was perfectly in tune with what had been developed worldwide in relation to public parks, but its implementation attests to a recurring fact in the treatment of Brazilian public open spaces, that is, the lack of commitment to the complete implementation of projects and disjointed policies

regarding the maintenance of these spaces. Thus, the park was partially implemented, without the sports equipment, pavilions and public baths provided by Couchet in his project. Even so, Dom Pedro II Park can be considered the most important public park in the years following its implantation, either because of its dimension of about 50 hectares, or because of its program, its implantation strategy or location, configuring it as an element

articulator between areas of the city. Its short duration as a leisure space in São Paulo demonstrates the weaknesses that public open spaces present, weaknesses attested by the observation of the deconstruction and reconstruction processes of the territory and, consequently, of the landscape, transforming consolidated areas and regions of the city instituted by urban planning.

Such transformations should meet a territorial demand, considering the existing relationships between socioeconomic, territorial and environmental factors, encompassing the various actors involved in the city's production process (such as society, state, market), emphasizing the integration of the city's social contexts in which the social role stands out through the definition of scenarios. Which may or may not be linked to the development of a given region. However, what is observed are contrary actions by the public authority.

In view of this, the production of urban space occurs through cooperation between the State and the market, to the detriment of the inhabitants of the city, converging in a series of actions disjointed in relation to the previous proposals. In this sense, the transformations that took place in Dom Pedro II Park can be understood as a series of urban interventions that led to the dismantling of a public open space. Currently, nothing remains of the Park, just a set of disjointed spaces, characterized by a road complex, buildings of historic value in a precarious state of maintenance, the proliferation of street commerce and homeless people. An insoluble knot with no prospect of rediscover its place as a public open space in the central area of the city of São Paulo.

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