


## “SMART CITY” & BRIGHT AND OPAQUE TERRITORIES IN SALVADOR

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### ABSTRACT

This study sought to analyze, in light of Milton Santos' contributions, how technologies can contribute to the knowledge of the geographic dynamics of the city of Salvador-BA and its Opaque Territories, targets for investment through the construction of public policies based on the use of Information and Communication Technologies - ICTs. It also sought to reflect on how these technologies can contribute to the territorialization of cities that decide to enter the transformation process toward the condition of a “Smart City”.

**Keywords:** Information and Communication Technologies - ICTs. Luminous and Opaque Territories. Territorialization. Construction of Public Policies. Framework. Smart City. Ranking of Smart Cities. Right to the City. Culture.

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## INTRODUCTION

What idea of the world would be constructed by a person who had always lived in the same city, after taking a trip to a megalopolis where he would discover the existence of an infinity of new things? What existing concepts would be able to explain, as closely as possible to reality, this life experience? This is one of the challenges of Literature in the process of forming civilizations, to translate and transmit such experiences that directly reflect on the constituted forms of culture, influencing new customs, new forms of organization, and finally, through technology, new ways of life. It is in this context that concepts existing in a given civilization acquire substance through a historical formulation, which Williams characterizes as historical consciousness, which can be observed through the following definition of the concept of Literature:

Literature can be understood as a situation of reading, being able to read, and having read until reaching the stage of an ideological concept of "full, central and immediate human experience". Literature develops together with the arts and philosophy until the emergence of Literature, or national Literature, which brings all the possibility of cultural transfer, of values, and the language of a people, a nation. (WILLIAMS, 1979 p.16)

The construction of this historical consciousness can be evidenced in the constitution of Literature pointed out by GOMES (1999), increasingly global and less local, as it is the result of a cultural process that involves global interactions between subjects who come and go to cities, constructing a panorama of narratives (often the result of empirical observations) in their life experiences. The city's inhabitant/user can be considered the main agent that traverses this panorama of narratives and discourses that ultimately shape a "new" or digital city. Digital in the sense of portraying the personal impressions of each agent, as if each one, when interacting with the city and its centers, left their empirical and personal impressions there, thus constituting what I will call "Digital Cities". The Digital City is the result of the construction of narratives about the city, these narratives are a consequence of technological development that has intensified the circulation of information, people, and capital in the territory (in the cities), they constitute discourses about the "ideal city". The notion of "Smart Cities" emerges as a new panorama of discourses that at a given moment claims to be aware of these narratives, but what we have observed is that the use of Information and Communication Technologies - ICTs existing in the territory is not being employed to understand this "Digital City". When we propose to bring the "digital city" (the result of technological development) into the field of

discussion on the notion of "Smart Cities", highlighting the existence of discursive disputes, we work with the perspective of Citizenship as a factor that allows these "cities/discourses" to recognize each other, and it is in this sense that we approach ICTs, as fundamental tools for understanding the dynamics of space, contributing to the formulation and review/reaffirmation of public policies.

According to GOMES (1999), Literature has become deterritorialized due to this new dynamic of global interactions, and cities have gained a greater force of interest, "the city is the City and no longer belongs to the country, no one knows where it begins and where it ends because it loses its metropolis, ceases to be a theme and becomes a problem" (GOMES, 1999). This can be observed in narratives about the urban phenomenon of megalopolises and in the manifestations of artistic movements that discuss the city, such as exhibitions, and in other discussion themes that enable knowledge of narratives about the city, such as those of UN-HABITAT.

The entire possibility of transferring culture (values, language of a people or a nation) is strongly intensified with this new dynamic of migration. Many people go to cities and return bringing with them questions and answers. Many forces oppose the culture of here and the culture of there. This dynamism is a consequence of technological advances, involving means of transport, information, and communication, which substantially intensified global interactions and an entire flow of culture, Arjun Appadurai (1994) describes in an enlightening way when he observes that cities/metropolises are in constant interaction and that in this process the forces of these cities are influenced by each other, where the result of this process is the constant emergence of indigenized forces. This new territorial dynamic that we have just observed through the lens of Literature is strongly characterized by an ever-increasing speed of circulation of information, people, goods, and capital, and inaugurates a new way of being and existing in the territory resulting from an n a period of intense technological transformations, exemplifying what Milton Santos (1996) called the technical-scientific-informational environment, consisting of informational objects that unite technique and science under the action of a globalized market, and ultimately, being the geographical representation of Globalization.

In this period, technical objects tend to be both technical and informational, since, thanks to the extreme intentionality of their production and location, they already emerge as information; and, in fact, the main energy of their functioning is also information. Today, when we refer to the geographical manifestations resulting from new advances, we are no

longer talking about a technical environment. We are faced with the production of something new, which we are calling the technical-scientific-informational environment. SANTOS (1996, p. 159)

The basis for the construction of public policies based on the use of ICTs, necessary to introduce the notion of a “Smart City” in a city, is the technical-scientific-informational means when perceived through the identification of Luminous and Opaque Territories. Likewise, the Framework is the basis of the corporate architecture used to build ICT models aimed at evaluating and directing management efforts and investments in “Smart City”, and may even, according to its configuration, directly influence the constitution of these Luminous and Opaque Territories.

### **BRIGHT AND OPAQUE TERRITORIES IN SALVADOR-BA**

According to Milton Santos (1996), the density of information and knowledge of the territory constitutes a criterion of spatial selectivity for making investments and setting up companies, while areas that do not have this advantage have a lower potential for attracting investments and concentrating investments through the setting up of companies with lower competitive potential “And within the “known” areas themselves, companies will distinguish themselves by their greater or lesser capacity to use information” SANTOS (2006, p. 163). Based on this spatial selectivity on the part of companies and capital, as pointed out by Milton Santos, territorial portions endowed with information “compete advantageously with those that do not have it” (SANTOS, 1996, p. 194, apud ETGES, 2014).

Territories that accumulate technical and informational densities and consequently the capacity to attract investments are called Luminous Territories, while territories lacking these characteristics are called Opaque Territories.

In general, it can be said that portions of the territory thus equipped offer greater possibilities of success than other areas equally endowed from a natural point of view, but that do not have these knowledge resources. Imagining two regions with the same physical potentialities, the one better equipped scientifically will be able to offer a better relationship between investment and product, thanks to the just-in-time use of material and human resources. In a region lacking the means to know in advance the movements of nature, the mobilization of the same technical, scientific, financial, and organizational resources will obtain a comparatively more mediocre response. SANTOS (2006, p. 162)

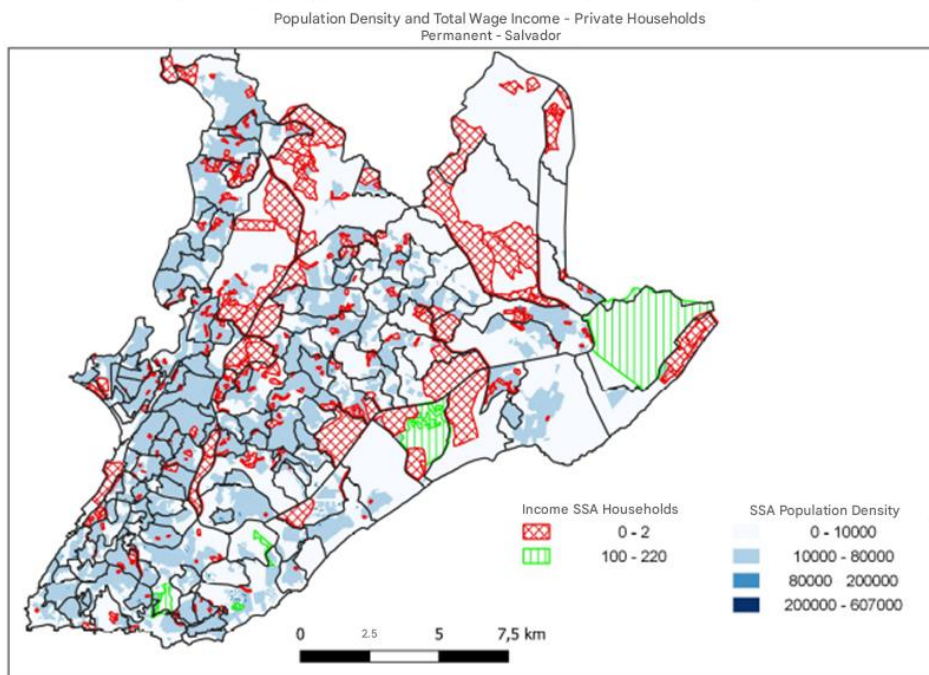
Geographic space and all its dynamics exist independently of the subject's observation; however, for territorial development, the lack of observation of this dynamic and the density of information and knowledge present in the territory makes it impossible to identify both the potential for development and attraction of economic activities, capital, technologies and organization, and the lack of these characteristics. Under these conditions, territorial development becomes an empirical activity whose consequences are unpredictable.

The dynamism provoked by the countless and incessant technological revolutions has led to the emergence of technologies responsible for significant transformations in the representation of space, making it possible to project a certain light on space, deepening the observation of certain densities of information and knowledge of the territory in a space-time that is increasingly closer to the moment in which the facts are realized in our daily lives when we are and exist in cities. These observations of the reality of the territory, increasingly closer to the present day through geographic representations and references, are fundamental tools for the planning and management processes of cities.

As an example of this important change, we highlight a set of three maps of the city of Salvador - BA and its neighborhoods, a geographic representation of the space characterized by areas classified according to population density and income of permanent households, important geographic indicators for identifying Luminous and Opaque Territories.

For the analysis we intend to carry out, we identified in Salvador the low-density and low-income, marked in red on Map 1, as areas made up of opaque territories that are subject to investment through the construction and application of public policies based on the use of ICTs. Such policies would be directed toward understanding the dynamics of these territories, expanding the investment capacity, and attracting and developing existing economic activities.

Map 1 - Very High and Low Income & Population Density - 2010



Source: IBGE, 2010 - Prepared by: Luis Claudio Rios

Map 1 shows a concentration of the highest and lowest incomes in the city of Salvador/Ba in pockets made up of low population density areas and consequently extremely disproportionate potential for consumption and generation of tax revenues, fees, and tributes.

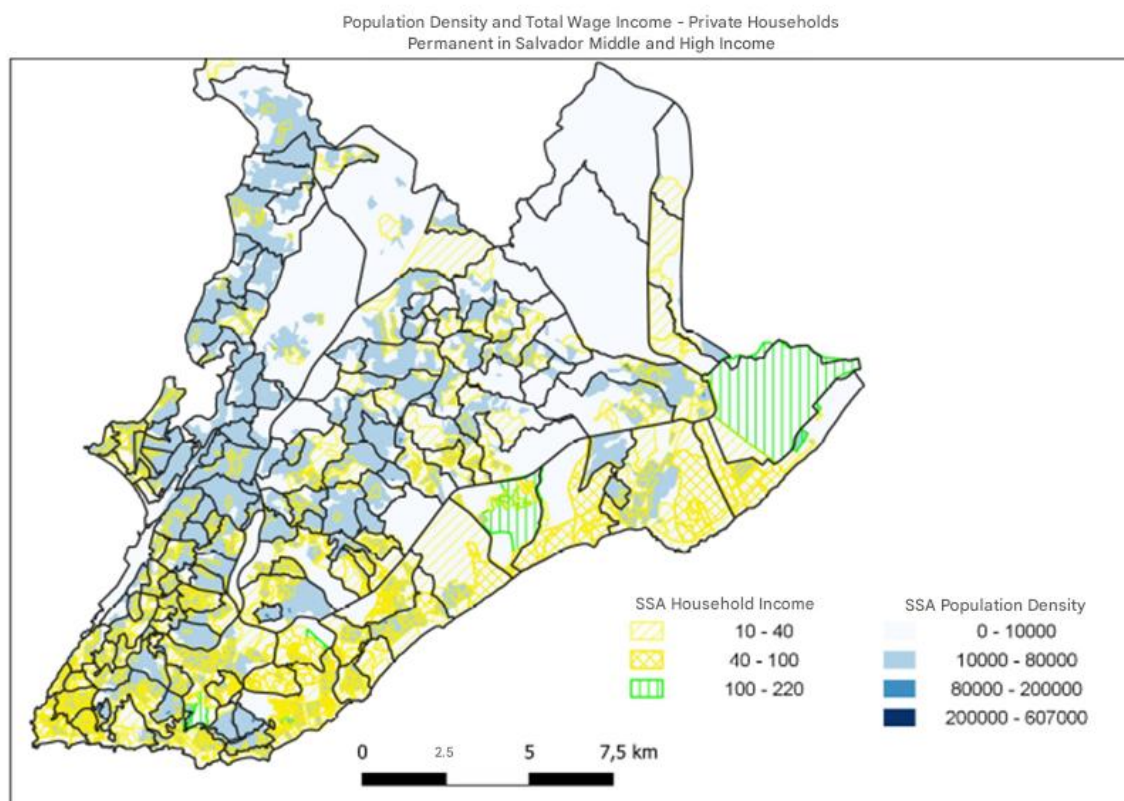
Representing this reality is extremely important for territorial planning. Firms that can understand the dynamics of the territory, basically consisting of the way of being and living in the city, are those that make the most use of Geotechnologies with databases created through the use of ICTs.

The areas marked with green lines concentrate the households with the highest income in the city, and the areas in red constitute the areas with the lowest income households. In blue, we see the population density and its urban agglomerations. Income represents, through informational means, all the consumption potential that exerts a force of attraction and direction of investments. Firms tend to set up or trade products and services in the areas of the city according to the way individuals act. Thus, a neighborhood that predominantly concentrates on high income will be the object of desire for firms seeking high profits, and the neighborhood that has a concentration of lower income will be exploited by less powerful firms, with a low potential for identifying informational objects, and ultimately, low competitive potential.

It is possible to imagine that such spatial and socioeconomic selectivity leads to rapid changes in the territorial division of labor, with the most technically and financially gifted firms tending to seek a location where the potential profit will be greater, leaving the rest of the territory, even with similar natural potentialities, to less powerful firms. SANTOS (2006, p. 163)

It is based on this reflection that we refer to the Luminosity of the city and its territorial portions, characterized by knowledge of the dynamics of cultural transformations that in themselves encompass all the demands for attracting capital and/or public policies. Opacity can be considered as the lack of all these dynamics to which this article refers. Therefore, in this first map, we have contrasts certainly highlighted by urbanization processes that occur depending on the scope of the vision of companies and government over the territory.

Map 2 - Upper-middle and very high income & population density - 2010



Source: IBGE, 2010 - Prepared by: Luis Claudio Rios

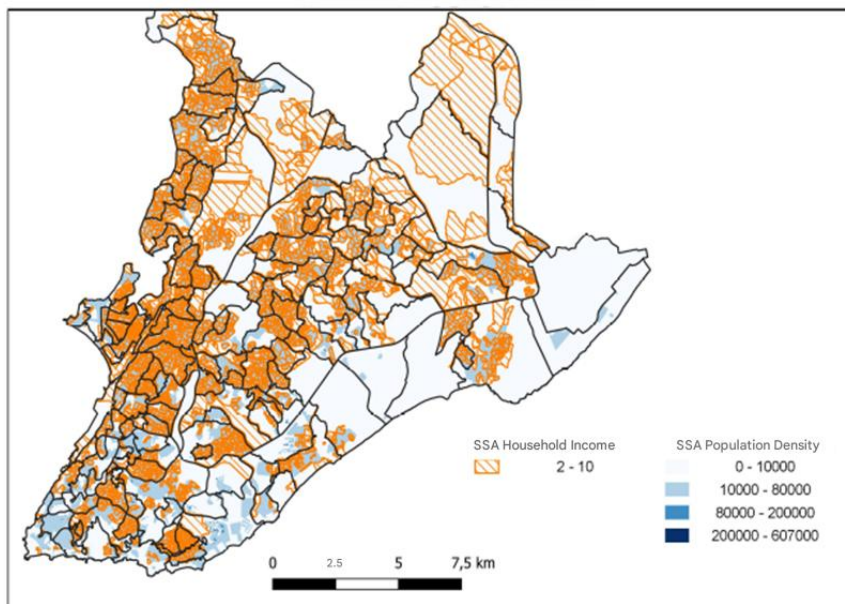
Analyzing Map 2, we observe that there is a concentration of upper-middle and very high-income households close to or in peripheral areas of pockets made up of medium and

high-population density zones. This movement reinforces the concentration not only of consumption potential but also of tax collection, fees, and duties on the east coast and in the southeast region of the city of Salvador/Ba.

The use of Geotechnologies allows us to identify trends in the dynamics of geographic space when we have sources and databases that can be associated to construct information and geographic representations according to the criteria and interests of the observer, be it government or private initiative. Below, Map 3 shows how the concentration of households with an average of 2 to 10 salaries occurs predominantly in areas of high population density, where there are more people per household and a per capita income considerably lower than the income on the East Coast and Southeast region of the city, consisting of households with an income between 11 and 220 salaries in a density of no more than 10,000 people per census sector compared to, on average, 80,000 people per census sector in densely populated areas.

Map 3 - Middle and High Income & Population Density - 2010

Total Income in Salaries in Permanent Private Households located in population density areas in Salvador



Source: IBGE, 2010 - Prepared by: Luis Claudio Rios

Another important movement that we can observe is the constant concentration of demand for urban services in certain areas, a determining factor for the planning and execution of public services. Those with the greatest consumption potential are found in low-density population areas and, therefore, they constitute territorial portions with low

demand for public services. These areas are less influenced by the factors of concentration and variation in demand for these services, compared to other areas with high urban density. This is a determining factor for the city's urban planning. How can municipal coffers be balanced in the face of the growing urbanization process that requires the expansion of the service network through public services? Where is this expansion headed and what is the response time needed for the citizenship perspective in public policies to continue to be put into practice, regardless of their territorial dynamics? So far, we have explored the potential of technologies that allow us to look at space at a given moment, seeing what the dynamics of the technical-scientific-informational environment were at the time the data were collected. The analysis of the geographic representations that we have just made through a set of maps presented in this study refers to a territorial dynamic observed through IBGE data from 2010, data that has not yet been updated. We have been looking at an old photo for almost 10 years and planning the territory, in some aspects, looking at this "yellowed photograph". Something needs to be done so that this voracious dynamic of transformations in space-time can compose the development plans of the city and regions. In this sense, large corporations and technology companies have shown us the path towards shedding light on territories, identifying and exploring their potential, and unfortunately disregarding the portions that lack the public policies necessary to achieve the initial conditions for development, in a movement that occurs in a space without borders for a capitalism without borders. What "Data Center" or "Supercomputer" will be made available to citizens, and consequently to the city, to address serious urban problems? What will provide us with more up-to-date, and why not say digital, pictures?

According to Milton Santos, this action of large companies "over the states" demonstrates the triumph of markets over government policies. In this context, market control has been appropriated by companies that have cutting-edge technologies.

In this respect, business governs more than governments (E. Laszlo, 1992) and, with the globalization of technology and the economy, states appear as servants of multinational corporations (R. Petrella, 1989). Under these conditions, Warf (1989, p. 265) and C. A. Michalet (1993, p. 19) point out, that the state would no longer be necessary to manage international transformations. SANTOS (2006, p.164)

On the other hand, there is a movement in favor of the city and a more sustainable way of life. However, the conflicting relationship mentioned above persists in discussions and attempts to conceptualize what a "Smart City" would be, even though it is not a

subject. The most recent movement of technological innovations aimed at the development of cities and their territories involves the adoption of ICTs that were developed in a business environment and that, because of this, often bring in their constitution, a business perspective devoid of a citizenship perspective. This is the point of obstacle to the development of the territory and management of cities in terms of the construction of plans and public policies based on the use of ICTs that we will address from this moment on, taking as a basis for observation the influence of an organizational architecture that composes both technological solutions and city ranking models every time the notion of “Smart City” is evoked to hierarchize the quality of municipal management. Now, if the city has lost its metropolis and gained cultural and geopolitical importance that goes beyond hierarchical relations with states, regions, and countries, we must think of a way to hierarchize such cities under the subordination of certain hegemonic power centers. We will analyze this movement through Frameworks.

## **SMART CITY & FRAMEWORKS**

Companies, governments, and the academic community come to the narratives of Cities in order to reinforce already established ties that make it possible to mitigate the negative impacts of the urban phenomenon. In this context, the perspective of a notion of a smart city or “Smart City” emerges.

In 1999, GOMES observed the emergence of a deterritorialized Literature that was more global than local and, in a certain way, what we will call the emancipation of cities to a scale of importance that goes beyond the scales of the region and/or country in which it is “inserted”, Arun Mahizhan published in an article entitled Smart Cities – The Singapore Case what can be considered as one of the first records of a notion of a smart city:

The challenge of converting ignorant or skeptical spectators to new technologies is already great. But an even greater challenge is to put IT at the service of humanity instead of using it to subvert or destroy people's values and ways of life. As with nuclear energy, IT can be a force for good or evil. The smart community must be smart enough to make the right choice (MAHIZHAN A.1999, p.18)

This conception of the notion of a Smart City is directly related to the existence of a smart community, in this sense, intelligence is found in people who have discernment in establishing the use of technology as a cultural process and product, another striking feature is the orientation to put Information and Communication Technologies - ICTs at the

service of humanity. The same technology that can mitigate the negative impacts of urban phenomena can also destroy existing values and ways of life in the city, or change them in a harmful way.

At a time when there was a question of the existence of awareness around the construction of relationships between ICTs as a basis for the construction of plans and projects for the execution of urban operations and the construction of public policies, the concept of Framework appeared to be a viable alternative to the production and development of these technologies applied to organizations, as we can see below: “A Framework is a set of classes that collaborate to perform a responsibility for a domain of an application subsystem”. (FAYAD AND SCHMIDT, 1997, p.32)

In a software production process, the construction of the lines of programming code for a given process, common to the various subsystems, can be replaced by predefined forms of data and information processing to optimize development times and costs, in addition to contributing to a standard for executing information processing. A Framework captures the functionality common to various applications. However, such applications must have something reasonably large in common, they must belong to the same problem domain. The figure below depicts this relationship in which an intersection between functions and processes is the main requirement for its application: (FAYAD AND SCHMIDT, 1999)

This was the most common use of the framework concept inserted in the ICT development processes of technology companies as a tool that had as its main focus the reuse of programming code structures. When these technologies began to approach cities in their transformation processes towards a “smart city”, the framework, although it was already part of a very comprehensive dimension of business or enterprise planning and management known as Corporate Architecture, still maintained a limited role. It did not dictate the guidelines for urban planning nor did it define the paths that should be followed and the decisions that should be made by the municipal manager. This corporate culture we refer to, of a Corporate Architecture, reaches its point of maturity with the creation of the TOGAF framework, responsible for initiating, through an iterative process, a revolution in city management, or, as we prefer to call it, a process of cultural induction that territorializes, reflecting at certain times aspects already known from a colonization process, and at other times, the natural and historical movement of technology as a tool for identifying and exploring luminous territories in cities, in some cases defining the territorial

portions for investments by the public sphere as well. It is at this moment that the “corporate perspective” overrides the development plans and projects represented by public policies.

This reflection raises an important question when we observe the induction of a Corporate Culture in municipal management: How can we guarantee the promotion of the Right to the City when this corporate perspective becomes predominant as a prerequisite for making investments in the city and its urban centers, a financial return in the form of increased tax collection and/or generation of additional revenues from tourism and the exploitation of urban services? Which areas of the city, in conditions of lack of assistance, will have the “luminosity” necessary to attract these investments? These issues need to occupy more space in discussions not only among municipal managers but among all those who think about the city from the most diverse perspectives, beyond the notion of a “Smart City”.

## **CULTURE IN THE FRAMEWORK**

A second notion of “Smart City” was developed by the technology company IBM ten years after Mahizhnan warned about the potential use of ICTs to subvert or destroy people’s values and ways of life. In 2009, the technology company IBM made the following statement:

Becoming a “smarter city” is a journey, however, not an overnight transformation. Cities must prepare for change that will be revolutionary, rather than evolutionary, as they implement next-generation systems that work in entirely new ways. City governments must decide which activities are essential and, therefore, what they should shed, retain or expand. Not only that, cities must “build the team” – integrating their administrations and working with other levels of government, especially at the national level, as well as the private and non-profit sectors. Cities must also take into account the interrelationships between the systems on which they are based, as well as the interactions between the challenges they face (IBM, 2009, Apud Anderle, 2017, p.65).

For IBM (2009, apud ANDERLE, 2017), technology no longer seems to be the result of a cultural process of the territory in which it will be inserted, but rather the determining factor for a city to become intelligent. In this context, a Smart City does not exist without the corporate culture of IBM or other technology firms, and the intelligence that previously emanated from a smart community (people and governments that experience the urban

problems of the city), decisive for the adoption and development of new ICTs compatible with the territorial specificities of a city, is replaced by another that now arrives in the same city embedded in packages of technological solutions that put on the table of municipal administrators and managers decision-making models that encourage them to act according to pre-defined criteria that determine greater financial results for the city government, which, through the construction of new forms of articulation, begins to be administered through a corporate perspective, where the perspective of citizenship is not considered. The notions of “Smart City” developed by Mahizhnan A. (1999) and by IBM (2009, apud Anderle, 2017) certainly produced antagonistic discourses but associated with the notion of smart cities, which in turn, may have exerted an important influence on the construction of public policies based on the use and development of ICTs. This is where the process of inducing culture and territorialization comes in because if the frameworks determine the management models and strategic guidelines of a city hall, shaping its areas and sectors through new strategic guidelines, even if this process seeks synergy with the territorial specificities of the city and its urban centers, what comes after this, in the form of Smart Cities Ranking Models, means that the municipal management, often affected by the benefits of technology that improves the conditions of operation and execution of public services and gives an air of modernity to certain urban centers, is once again persuaded to continue adopting this business culture that dictates new guidelines so that the city hall remains in the ranking. This is the dynamic that we observe in the process of “evolution” of a city towards the condition of a Smart City from the perspective of a business culture, which disregards the participation of “cultural studies” in the process of building these alliances. If there is pressure from above that shapes institutions, influencing the processes of creating public policies, there is also resistance or re-existence that exerts opposing pressure from the lower classes. This always conflicting relationship between the culture that contributes to the city, endorsed by the Smart Cities ranking models, and the local culture that is always changing despite “re-existing”, is the driving force behind the dynamics of urban and social development in the times in which we live. From this perspective, both the culture from outside and the local culture shape the management structures of a city, influencing the creation of public policies through a fierce dispute over territory. In his work, Rogério Haesbaert addresses the dynamics of social relations inherent and intertwined in geographic space (redefined as space-time and time-space), pointing to this space not only as a fixed scale but as a stage and transforming agent for

the formation of territorializations, deterritorializations, and re-deterritorializations. Here, not only space but, above all, territory matters – territory in a more concrete, practical sense and also, often, shaped “from the bottom up”, based on the resistance of subaltern groups. This requires that we speak, before a spatial turn, of a territorial turn (HAESBAERT, 2021, p.59)

The relationship between experience or way of life and citizenship is present in many cultural movements in such a way that we need to look at the dynamics of the urban phenomenon that exists in cities, bringing a new approach not in search of an ideal or utopia, but of a resilience characterized by the constant capacity to construct solutions to resolve urban problems and conflicts. From this resilience, the city begins to be seen as the product of a certain historical context and no longer as an ideal model to be conceived by urban planners”.

Understanding this historical context is fundamental to understanding the city “as a process and no longer as a rigid phenomenon”. The conception of the real city is fundamental to identifying scales that allow us to perceive how the existing discourses around a notion of Smart Cities can be distant from urban reality to the point of not being able to produce solutions for the crises evidenced in the urban phenomenon.

The city as a process goes against the ideal and utopian forms of cities existing in the Smart Cities ranking models imported by city governments as technological solutions. Here we make a distinction between intelligence and technology. We often care about the latter, but we lack, due to certain feelings, the former, which is so necessary to discern the best use of ICTs that have great potential to support the construction of public policies. Kohlsdorf reaffirms the importance of using intelligence in city management when he states:

The city has become an entity observed in the light of reasoning that seeks to define problems within it and propose solutions for them, composing a movement to control urban processes. This characteristic has led urban planning to establish itself as an institution closely associated with public power and committed to it. (KOHLSDORF, 1985, p.34).

The city of today is real and irreversible, a product of cultural transformations that bring in its understanding of the historical substance pertinent to its definition, the same relationship of historicity brought by Williams (1979) to Society, Economy, and Culture. Finally, the city comprises territories that produce a culture that is far from being imprisoned in imported computational and quantum models constructed under a generalist

territorial perspective that is incapable of qualifying and quantifying the disputes and conflicts that exist in a territory, which in turn require more conscious management from the public manager, reflecting the following concern pointed out by Saquet:

Another concern is to support the development of a territorial approach that simultaneously considers the articulations/interactions that exist between the social dimensions of the territory in unity with each other and with nature external to man, the historical process, and the multi-scale nature of territorial dynamics. (SAQUET, 2013, p.13).

To understand the dimension of this conflicting relationship between cultures that clash and change in these disputes around these notions of Smart Cities, it is necessary to resort to the relationships observed by Haesbaert in his Decolonial Turn when he observes: It is important to emphasize that what is being referred to here as the (multi)territorial turn in Latin America demands the recognition of at least two major approaches: one more “top-down”, based on the numerous so-called territorial state policies and the broad business strategies of land exploitation (whether via “agribusiness” or via neo-extractivism of “natural resources”), and another more “bottom-up” in the forms of resistance – or rather, of r-existence – that configure struggles for territory based on the organization of subaltern groups. (HAESBAERT, 2021, p.60)

The power relations involving disputes over territory so well characterized by the (multi)territorial/de(s)colonial turn in Latin America allow us to see these relations of(s)colonies in the city and reflect on the fact that the discursive disputes around a notion of Smart Cities rest on the relations of (re)existence of urban centers, such as sacrificial, degraded and gentrified territories that seek in the Right to the City the construction of public policies that meet their needs and interests.

By establishing a cross-section of these territorial disputes involving these notions of Smart City, we hope to provide conceptual bases so that municipal managers and technicians involved in the processes of transforming cities into “smart cities” open the doors of their offices so that urban awareness or urban reality can come to occupy space in the processes of constructing public policies based on ICTs that identify and monitor the dynamics of the luminous and opaque territories that constitute the city in a space-time that is increasingly closer to reality, allowing the creation of ecosystems favorable to innovations in the urban and regional planning and development. In this sense, we emphasize the great importance of technologies and ICTs for understanding the dynamics

of space, which should not be dissociated from a contribution of cultural studies for understanding the conflict relations existing in space in the form of disputes over territory.

Until this happens, we will continue to observe processes of territorialization constituted by a colonizing sense and the degradation of urban centers such as sacrificial territories.

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