

**Urban Expansion Area of Social Interest in Londrina: An adequate response to the housing deficit?**

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**ABSTRACT**

This article proposes an analysis on the paths that public management intends to define for social interest housing in Londrina - PR, based on the Municipal Master Plan (2022), with particular focus on Bill No. 143/2023, concerning the Land Use and Occupation Law, responsible for defining the areas of ZEIS/AEIS, as well as Municipal Law No. 13.718/2023, which addresses the Territorial Division of the Municipality, and created the Urban Expansion Area of Social Interest. To achieve this objective, the study intends, through the method of document analysis, to investigate the possible changes from the initial proposal of the Draft Bill by the Institute of Urban Research and Planning of Londrina (IPPUL) in 2022, considering the modifications introduced during the ongoing public hearings in 2024. The article is divided into two parts: a general analysis of the importance of the City Statute (2001) and its instruments for democratic urban management, followed by a specific analysis of the situation in Londrina. It is concluded that the initial proposal by IPPUL aimed to occupy urban voids and promote inclusive zoning; however, the changes proposed by COHAB-LD, through the inclusion of social interest urban expansion areas, which were not initially foreseen, suggest a modification of the original project, favoring the perpetuation of a model of social housing in peripheral areas, increasing urban voids and real estate speculation, resulting in the intensification of inequalities and territorial segregation.

**KEYWORDS:** Land Use and Occupation Law. Municipal Master Plan. Social Interest Housing.

**1. INTRODUCTION**

The City Statute (2001) aims to regulate the use of urban land with the objective of achieving development, with its main premises being the democratic management of cities and the social function of property, which may provide the population with well-being, safety, and environmental balance.

It is well known that Brazil faces considerable challenges in its cities, such as the issue of housing: the country has a housing deficit of approximately six million housing units (FJP, 2022). This reality highlights the importance of the City Statute and the need for instruments that directly address the Brazilian housing issue, such as the Social Interest Zones (ZEIS), an instrument that must be included in Municipal Master Plans and, more specifically, in the Land Use and Occupation Law, which has the responsibility of defining zoning and land-use permissions in urban space (Brazil, 2001).

At the municipal level, this research focuses on Londrina - PR, which has approximately 55,000 families without access to housing and a dignified life (COHAB, 2024). In this context, the aim of this article is to analyze how social interest housing has been addressed in the municipality, starting from the draft revision of the Land Use and Occupation Law (LUOS), proposed by IPPUL in 2022, and the changes that have been made throughout the hearings, as well as amendments to the Municipal Territorial Division Law, which resulted in the creation of Urban Expansion Areas aimed at social interest housing (HIS).

To this end, the present work is based on the dialectical paradigm, with a qualitative approach, and employs the document analysis research technique, based on "a procedure that uses methods and techniques for the apprehension, understanding, and analysis of documents of various types" (Sá-Silva; Almeida; Guindani, 2009, p. 5). For this study, analyses were conducted on bibliographies related to the addressed themes and on federal and municipal laws.

The article is divided into two central topics: initially, a broader analysis is conducted on the importance of the City Statute and its instruments for the democratic management of cities. In the second part, the focus of the analysis is on the assessment of urban spatial planning

laws, examining the current Land Use and Occupation Law and the potential changes following the approval of the Londrina Municipal Master Plan (2022) and its Complementary Laws. Through these analyses, it is expected to identify potential progress or setbacks concerning the construction of social interest housing in Londrina/PR.

## **2. RESULTS**

### **2.1 The City Statute, Participatory Master Plans, and ZEIS**

Chapter II of the 1988 Federal Constitution discusses how urban policy should be developed across national territory. This chapter is divided into only two articles: 182 and 183. Among the key points presented, Article 182 is particularly relevant to this research as it assigns municipal authorities the responsibility for creating urban development policy, aimed at ensuring the social function of property and the well-being of the local population, based on guidelines set forth in laws. It is interesting to mention that for the implementation of this policy, clause 1 of the present article emphasizes the obligation to create a Master Plan for cities with more than 20,000 inhabitants, and that this plan must guide urban development; and clause 2 presents the requirement for urban property to fulfill the social function of property (Brazil, 1988).

The texts approved in the Federal Constitution were not sufficient for the creation of an efficient urban policy. In this regard, Antonello (2013, p.241) highlights that "[...] in response to the need for stronger federal legislation, debates and the actions of social movements continued, aimed at establishing a consistent urban policy." Thus, in October 1990, Bill No. 5788 began to circulate, with the purpose of regulating Articles 182 and 183 of the Federal Constitution. However, it was only after significant pressure that Law No. 10.257 was approved on July 10, 2001, eleven years after its introduction, demonstrating a great level of neglect on the part of public authorities for such an important cause.

The approved law, known as the City Statute, is considered a significant step toward participatory urban planning (Antonello, 2013), as its purpose is to establish "[...] public order and social interest norms that regulate the use of urban property in favor of the collective good, safety, and citizens' well-being, as well as environmental balance" (Brazil, 2001). It is worth noting that this law will address matters of extreme importance, such as the regulation of the instruments that must make up the Municipal Master Plan and its complementary laws, such as the Land Use and Occupation Law, which is responsible for defining zoning and land-use permissions within urban spaces.

The importance of effective instruments for urban planning and management in Brazil becomes evident when considering Brazilian cities, which, due to the accelerated urbanization process, are marked by numerous problems, even though these issues vary in intensity (Santos, 2013). Among them, the difficulty in accessing decent housing stands out. According to data from the João Pinheiro Foundation, the country's housing deficit amounts to 6,215,313 households, with 74.5% concentrated among the population with lower purchasing power, with household incomes of up to R\$2,640.00 (FJP, 2022).

Due to the difficulties in accessing formal housing markets, Brazil has over 10,000 favelas and urban communities, home to 16.6 million people, which accounts for 8% of the

country's population (CNM, 2024). This reality underscores the need for urban management instruments that specifically address the housing issue. In this context, the City Statute establishes in Article 42 that Municipal Master Plans must include:

V - guidelines for the land regularization of irregular urban settlements, if any, in compliance with Law No. 11,977, of July 7, 2009, and other relevant federal and state regulations, as well as the provision of areas for social interest housing through the demarcation of **special zones of social interest** and other urban policy instruments, where residential use is permitted (Brazil, 2001, emphasis added).

Based on the above, it is evident that the municipal level holds the responsibility for implementing this crucial instrument. The Special Zones of Social Interest (ZEIS) can be considered a significant step forward in addressing the housing issues faced by municipalities. Moving beyond the national framework, the following section aims to present how ZEIS has been applied in practice in the city of Londrina – PR.

## 2.2 Urban Planning in Londrina: Special Zones of Social Interest (ZEIS)

Londrina, located in the northern region of Paraná, was founded in 1929 and became a municipality five years later, in 1934. Initially, the city's layout was designed for approximately 20,000 inhabitants (Fresca, 2007). Due to its rapid growth, by the 1950s, Londrina had already surpassed 75,000 inhabitants (CML, 2024). Today, the city has a population of 555,965 inhabitants and a population density of 336.42 inhabitants per square kilometer in a territorial area of 1,652.569 square kilometers (IBGE, 2022).

It is evident that the city's growth occurred at an accelerated pace, and from the outset, a segregated territorial development was already visible: residential areas with better infrastructure were allocated to the higher-income population (Arias Neto, 2008). Today, the same pattern persists, as a portion of the population, especially those with lower income, continues to face a lack of housing and resulting territorial segregation.

Although there is no official and up-to-date data on Londrina's housing deficit due to the lack of recent studies, it can be inferred from the numbers registered with COHAB-LD that in 2022, 58,799 families were waiting for housing. Moreover, according to data collected by COHAB in 2023, there are approximately 50 informal settlements in the city, housing around 4,000 families (COHAB, 2024). This demonstrates that the city faces a significant housing demand, and the ZEIS are a crucial instrument for enabling land regularization and providing access to housing for families in need.

Following the enactment of the City Statute (2001), Londrina came under the governance of its second Master Plan. The first plan was approved by General Law No. 10.637 on December 24, 2008, and, as stipulated by the City Statute (2001), the Master Plan must be reviewed every 10 years. Consequently, the review of the 2008 Master Plan began in 2017, and General Law No. 13.339 was approved in 2022. However, to date, not all the complementary laws have been approved, such as the Land Use and Occupation Law (LUOS), which is responsible for defining the city's zoning and, therefore, the establishment of ZEIS areas. Thus, the current

Land Use and Occupation Law still in effect is the one from the 2008 Master Plan, represented by Law No. 12.236 of January 29, 2015 (Antonello; Veiga; Bertini, 2023).

Thus, Municipal Law No. 12.236/2015 defined ZEIS as areas within urban spaces designated for “[...] urban recovery, land regularization, the restoration of degraded properties, and the production of Social Interest Housing (HIS) and Popular Market Housing (HMP), subject to specific rules for subdivision, land use, and occupation” (Londrina, 2015). Furthermore, this law divides the ZEIS areas into three categories, as follows:

I – ZEIS 1: public or private areas informally occupied by socially vulnerable populations, where there is public interest in promoting social housing programs and land, urban, and legal regularization, resulting from the Urbanization Plan (PU), as established by law;

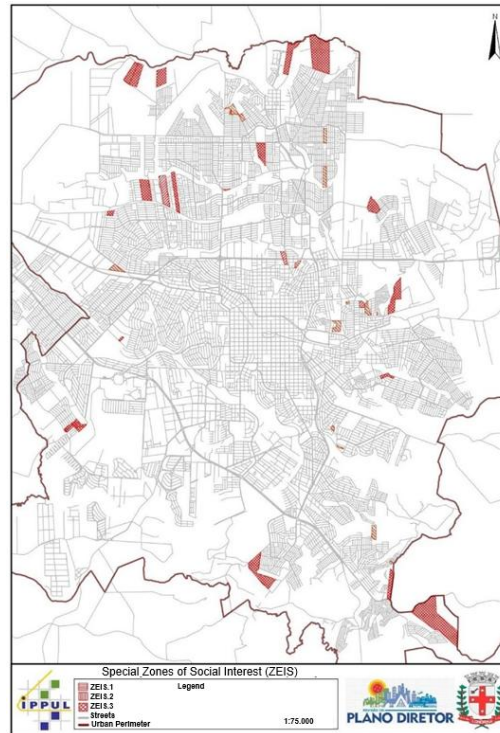
II – ZEIS 2: areas of irregular housing developments and subdivisions, including clandestine ones, intended for social interest, primarily for socially vulnerable populations, carried out by public or private developers, with the potential for property regularization according to current legislation; and

III – ZEIS 3: plots of land or undeveloped, unused, or underutilized land for urban purposes, as well as unused or underutilized buildings, located primarily in areas with urban infrastructure or on land where there is an interest in promoting social housing programs, resulting from the Urbanization Plan (PU), as established by this law (Londrina, 2015).

Although there are 42 areas designated as ZEIS, none of these plots are located in the city center. Additionally, many do not have residential uses, and some of the larger lots have not yet been subdivided and lack designation for urban purposes (Londrina, 2022). Furthermore, the occupied areas have poor road infrastructure and, as a result, “are not capable of supporting any commercial or service activities as stipulated in the current Land Use and Occupation Law” (Londrina, 2022, p. 179, emphasis added), indicating that the population residing in these areas will remain distant from urban facilities.

Figure 1 shows the spatial distribution of ZEIS areas, which clearly highlights their peripheral location, contributing to the perpetuation and exacerbation of inequality and socio-spatial segregation, contrary to the principles outlined in the Federal Constitution. Additionally, Antonello, Veiga, and Bertini (2023, p. 21) emphasize that the location of ZEIS “[...] reflects the segregated pattern endured by the impoverished population, fostering socio-territorial exclusion.”

Figure 1 – Location and Delimitation of the Special Zones of Social Interest (ZEIS) - Municipal Law No. 12.236/2015



Source: Londrina, 2022. Adapted by the authors.

It is evident that there is neglect and a lack of concrete actions to ensure that the ZEIS can be used as an instrument for access to housing in already urbanized areas, providing this portion of the population with the opportunity and the right to experience the city. As mentioned earlier, the Land Use and Occupation Law associated with the current Master Plan has not yet been approved and is still under discussion. The following section aims to present the possible changes in the ZEIS areas proposed by IPPUL and COHAB-Londrina, seeking to assess whether these will positively impact the current reality.

### 2.3 Draft Bill of the Land Use and Occupation Law – IPPUL – 2022

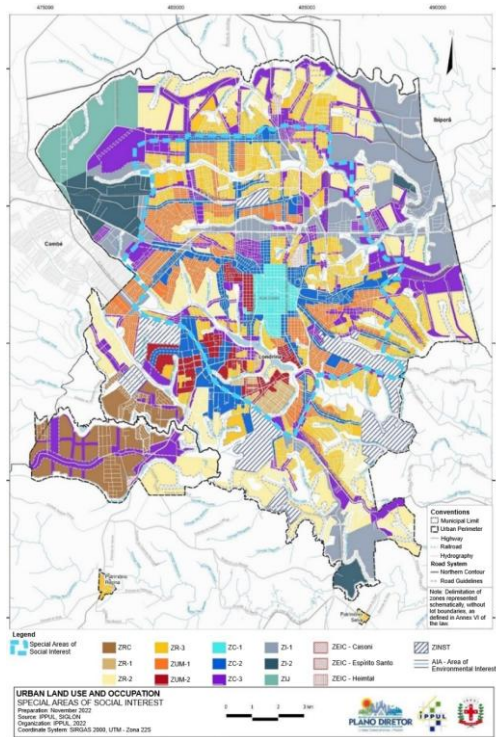
In 2022, the process of revising the Land Use and Occupation Law in Londrina-PR began, and the Institute of Urban Research and Planning of Londrina (IPPUL) presented a Draft Bill as preparatory material for the Public Hearing held on October 22, 2022. In this draft, regarding social interest housing, IPPUL, in Article 62, defines the areas that comprise the Special Zones as Special Areas of Social Interest (AEIS), designated for housing for low-income populations, meaning those with a monthly income of up to three minimum wages (Londrina, 2022).

Subsection I outlines the parameters for AEIS. Article 63 states that "Buildings intended for social interest housing may be implemented in all Residential Zones, Mixed-Use Zones, Commercial Zones, and Special Zones within the urban perimeter, applying the urban parameters of Residential Zone 2 (ZR-2)" (Londrina, 2022). It is important to note that the urban parameters for these areas may have a special status, provided they are approved by Cohab-Londrina and subject to public authority review (Londrina, 2022).



Figure 2 illustrates the areas designated for AEIS in this new proposal.

Figure 2 – Location of Special Areas of Social Interest – Draft Bill (Oct/2022)



Source: Londrina, 2022. Adapted by the authors.

It is interesting to note that, in this proposal, the areas where social interest housing units, referred to as AEIS (highlighted on the map by a blue dotted line), could be built have been expanded and are integrated into the urban area of the city, not limited to peripheral areas near the boundaries of the urban perimeter. In other words, the idea was to avoid the delimitation of ZEIS, as is the case in current legislation, aiming to utilize urban voids and fulfill the social function of property. This approach demonstrates a concern for the well-being of this population, including the right to truly experience the city.

## 2.4 Draft Bill No. 143/2023

Following the public hearings regarding the Draft Bill presented by IPPUL in October 2022, as mentioned above, several proposals were submitted to the Institute suggesting changes to the draft. Among these, the proposals submitted by Cohab-Londrina concerning social interest housing are particularly noteworthy.

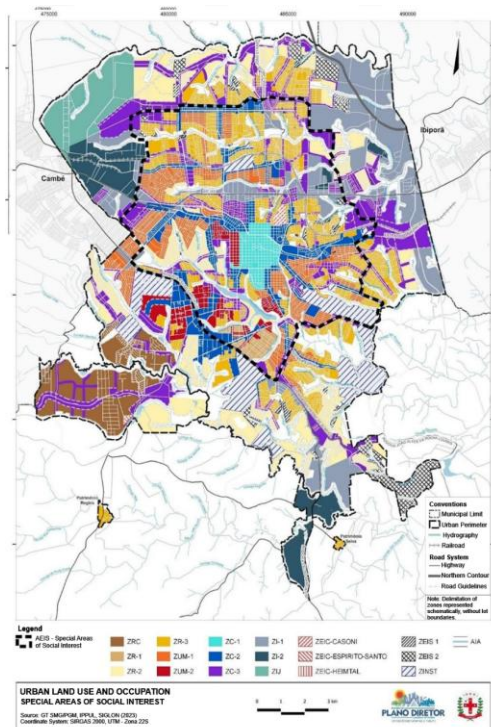
The first significant change is in the definition of AEIS. Previously, AEIS were defined as areas designated for housing populations with a monthly income of up to three minimum wages. Now, the definition has changed: “[...] designated for housing low-income populations, in accordance with the rules of current housing programs, duly certified by the Companhia de Habitação de Londrina – COHAB-LD” (Londrina, 2023, p. 27). By not clearly defining the income

level of the population for whom AEIS are intended, a loophole is created that allows the target audience to be adjusted according to specific interests.

In the previous draft, the focus was solely on utilizing areas already within the urban perimeter for the construction of social interest housing through AEIS. However, Draft Bill No. 143/2023 changes this scenario. While the AEIS areas remain, Chapter IV, Article 82, Clause IV introduces the Urban Expansion Zone for Social Interest (ZEU-IS) (Londrina, 2023). It is important to note that this clause did not exist in the previous draft. This inclusion clearly reflects a proposal presented by Cohab-Londrina, as one of their suggestions was: "Incorporation of new areas within the urban perimeter of the city" (Londrina, 2023, p. 170).

IPPUL justified the inclusion of ZEIS areas as follows: "Areas defined as Special Zones of Social Interest (ZEIS) were also included to expand the possibilities for the construction of social interest housing in the Municipality" (Londrina, 2023, p. 61). These changes can be seen in Figure 3.

Figure 3 – Location of Special Areas of Social Interest – Draft Bill 2023



Source: Londrina, 2023. Adapted by the authors.

In Figure 3, the insertion of ZEIS 1 and 2, located on the edge of the urban perimeter, can be observed. This opens the possibility for further expansions of the urban perimeter for the construction of social interest housing, which may lead to the creation of new urban voids and, consequently, contribute to the continuation and perpetuation of a segregatory model, directly affecting this segment of the population.

## 2.5 Municipal Law No. 13.718: The Urban Perimeter and the Urban Expansion Area of Social Interest

Another piece of legislation of great relevance to this topic is Municipal Law No. 13.718/2023, which established the Territorial Division of the Municipality, defining the

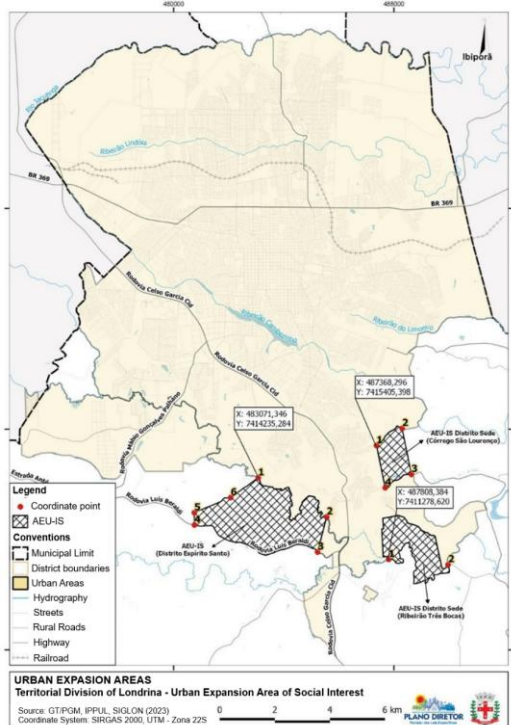


boundaries of administrative districts, the perimeters of urban areas, the delimitation of urban expansion areas, as well as the regions and neighborhoods that constitute the urban area of the Main District of the Municipality of Londrina.

The approval of Municipal Law No. 13.718/2023 introduced significant changes regarding the Urban Expansion Areas. Initially, according to the proposal presented by the Institute of Urban Research and Planning of Londrina (IPPUL) in September 2022, the Urban Expansion Areas contiguous to the urban perimeter were limited to the following regions: Limoeiro Urban Expansion Area (AEU-LIM), Cafezal Urban Expansion Area (AEU-CAF), and Espírito Santo Urban Expansion Area (AEU-ES) (IPPUL, 2022). However, the newly approved legislation presents a new configuration for these areas (Figure 4), as follows:

- I - Urban Expansion Area of Social Interest (AEU-IS), adjacent to the urban perimeter of Londrina, designated for the production of social interest housing;
- II - Urban Expansion Area for Sustainable Development (AEU-DS), adjacent to the urban perimeter of Londrina, intended for regional facilities, tourism, leisure, and supporting uses;
- III - Urban Residential Expansion Area (AEU-RES), adjacent to the urban perimeter of Espírito Santo and the urban perimeter of Londrina, designated for low-density residential use. (Londrina, 2023)

Figure 4 – Urban Expansion Area of Social Interest (AEU-IS)



Source: COHAB, 2024. Adapted by the authors.

The law highlights that the Urban Expansion Areas are municipal reserves designated for the future enlargement of the urban perimeter. In this context, the creation of an area specifically aimed at social interest housing, a category that did not previously exist, is noted.

At first glance, the inclusion of this new category may appear to demonstrate a concern for disadvantaged populations, enabling the creation of affordable housing. The Housing

Company of Londrina (COHAB-LD) supports this view, arguing that the Urban Expansion Areas of Social Interest (AEU-IS) represent a promising strategy to address the housing demand generated by the housing deficit (COHAB, 2024).

According to COHAB, urban expansion aimed at social interest is directly related to the need for housing and the provision of infrastructure and essential public services to accommodate low-income families, who account for a significant portion of the city's housing deficit.

As previously mentioned, according to COHAB-LD data, there is a demand for housing for 58,799 families in Londrina. This demand includes both families registered with the company awaiting access to their first home and a portion of those living in irregularly occupied areas, where housing conditions are precarious and lack adequate infrastructure and land regularization. Furthermore, there are families who need to be resettled due to living in unsuitable areas, whether due to environmental risk, unhealthiness, or other reasons that make it impossible for them to remain in those locations.

In an effort to overcome this situation, COHAB (2024) emphasizes the importance of public policies that increase the supply of housing while ensuring the quality of these units and the social inclusion of residents. Therefore, the creation of a new urban expansion area in Londrina would be justified.

However, a more detailed analysis of the proposal and its location, considering aspects related to inclusion and the right to the city, reveals problematic elements. Proximity to the city's central areas is fundamental to ensuring that low-income populations have easy access to essential services such as healthcare, education, public transportation, and job opportunities. Yet, social interest housing areas are often located in peripheral regions, far from urban centers—and, in this case, they are even projected to be outside the current urban perimeter.

This spatial configuration could exacerbate existing inequalities, creating neighborhoods far from economic and social hubs, thus hindering mobility and access to opportunities for residents. Moreover, the implementation of basic infrastructure in these peripheral areas may be slow and insufficient, worsening living conditions for the residents. The right to the city involves not only the provision of housing, but also ensuring access to all urban benefits that promote a dignified and integrated life.

In addition to creating the Urban Expansion Area of Social Interest, Municipal Law No. 13.718/2023 stipulates in its Article 19 the need to define the parameters for land subdivision, infrastructure, land use, and occupation in specific legislation, with a deadline set for the end of December 2023 for its submission. However, the presentation of these parameters occurred only in February 2024, as reported on COHAB-LD's official website, just fifteen days before the public hearing intended for the discussion of the proposals. Among the documents presented were the Draft Law, a Diagnostic Report, Annexes, and a Table of the established parameters, with the draft being discussed in the following section.

## **2.6 Proposals and Controversies: Draft Bill Presented by COHAB-LD and the Territorial Division Law of Londrina**

The draft law, as presented by COHAB-LD, establishes parameters for land subdivision, infrastructure, land use, and occupation within the Urban Expansion Area of Social Interest (AEU-IS), in accordance with Article 19 of the Territorial Division Law of Londrina No. 13.718/2023, along with other provisions. The draft is structured into four chapters: the first addresses concepts and definitions, the second deals with the Special Zones of Social Interest (ZEIS), the third focuses on the Urban Expansion Zones of Social Interest (AEU-IS), and the fourth presents the parameters for land subdivision, use, and occupation.

For the purposes of this analysis, the focus will be on the last two chapters. In the third chapter, which addresses the Urban Expansion Areas of Social Interest (AEU-IS), it is reiterated that these areas are those delimited by Municipal Law No. 13.718/2023. In these areas, the installation of housing projects on land adjacent to the urban perimeter is permitted. Furthermore, once approved, the developments in the AEU-IS will be automatically incorporated into the urban perimeter. A notable point is that, since these social interest housing projects are considered of public interest, they will be prioritized in the licensing processes by municipal agencies, as stipulated in Article 6 of the draft.

Regarding the parameters for land subdivision, use, and occupation discussed in Chapter Four, a notable flexibility is observed, aimed at fostering the interest of developers in the construction of social interest housing. Among the provisions, Articles 9 and 10 stand out, regulating the widths of local roads and sidewalks, respectively.

Article 9 establishes that the minimum width of local roads within subdivisions that are not connected to the existing road network may be 14 meters. This measure allows for a reduction in the cost of road infrastructure, making the projects more economically viable for developers. Additionally, Article 15, Clause V, complements this flexibility by requiring asphalt paving but allowing alternative paving solutions for local roads. However, as stipulated in the sole paragraph, to ensure connectivity and infrastructure quality, an asphalt-paved road must be implemented every 250 meters.

Article 10 defines that the minimum width of sidewalks may be 2.5 meters, contributing to cost reduction while maintaining functionality and accessibility in urban areas. These flexibilities are strategic to encourage the construction of social interest housing by alleviating the financial barriers developers claim to face.

The draft also proposes flexibility concerning public space allocations. According to Article 11, if there are already existing public spaces and institutional areas near the new development that can meet the generated demand, the donation of these areas may be waived, provided there is approval from the relevant authorities. This provision aims to rationalize the use of urban space, avoiding redundancy of infrastructure in areas already well-served by such public amenities.

In parallel with Article 11, Article 15 introduces another flexibility for social interest housing projects within the Urban Expansion Areas of Social Interest (AEU-IS). Specifically, it allows for the removal of the requirement for public space allocation in plots that already have a Permanent Preservation Area (APP) and Special Valley Bottom Sector, based on the idea that both areas already contribute to the provision of green and recreational spaces, replacing the need for conventional parks.

In this sense, waiving the donation of public spaces and institutional areas can reduce the development costs of social interest housing projects, making them more financially feasible and enabling a greater supply of housing. Thus, already established areas with existing infrastructure would be utilized, ensuring that new residents have immediate access to public spaces and urban amenities without needing to wait for the implementation of new areas.

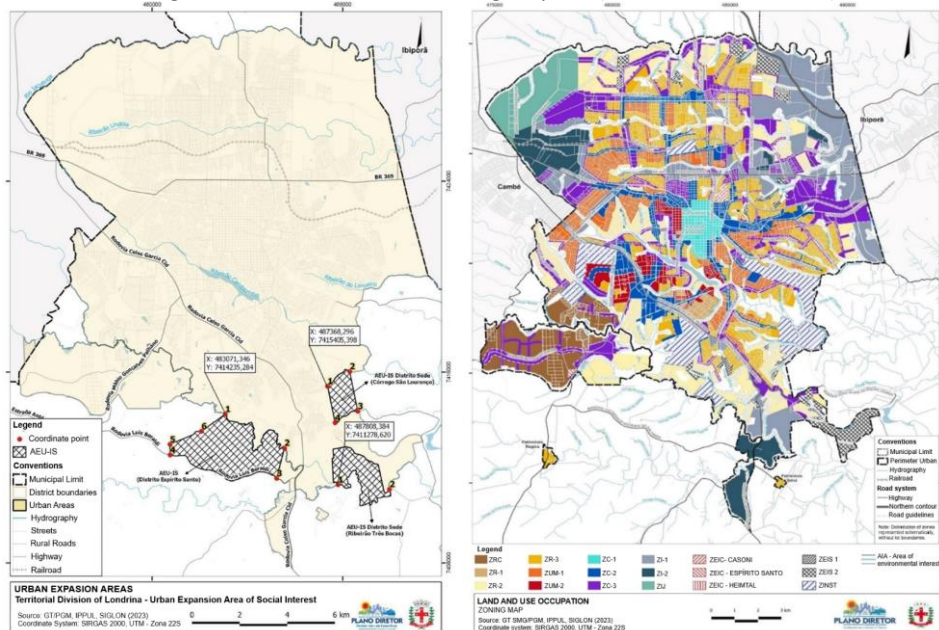
However, this flexibility could result in an excessive concentration of residential areas without the creation of new adequate recreational spaces, which could compromise residents' quality of life. COHAB (2024), as stated in its technical report available in the Final Public Hearing Report, acknowledges this concern, but argues that the revision and adjustment of the Master Plan laws will occur every three years. Therefore, the approval of this content can be seen as an experiment to facilitate the construction of more Social Interest Housing units.

It is understood that, in the case of Londrina, a municipality characterized by an extensive network of waterways and projects for the development of linear parks along these water bodies, the proposed measure may present potential advantages. The flexibilization of urban planning regulations may facilitate the implementation of social interest housing, and by waiving the requirement for the donation of areas for parks and public institutions in certain situations, it may create opportunities for a better distribution of urban resources and, possibly, greater efficiency in the use of available urban space. However, this approach must be carefully monitored and evaluated to ensure it does not compromise residents' quality of life, while also addressing existing inequalities in access to services, spaces, and urban amenities.

It is important to note that, while the above-mentioned proposals may demonstrate incentives for producing social interest housing developments and could help reduce the existing housing deficit, the location of these areas is antagonistic to the right to the city and the inclusion of this population within the already consolidated urban fabric.

When comparing Figures 5 and 6, the Urban Expansion Area of Social Interest (Espírito Santo District) and the zoning proposal in Draft Bill No. 143/2023, a proximity between the potential future social interest housing in the southern zone and Industrial Zone 2, within the urban perimeter, becomes evident.

Figures 5 and 6 – AEU-IS and Zoning Proposal (Draft Bill No. 143/2023)



Source: COHAB, 2024 and Londrina, 2023. Adapted by the authors.

Draft Bill No. 143/2023, in Article 65, defines Industrial Zone 2 (ZI-2) as designated for the concentration of industries with higher environmental risk and nuisance potential. Among the permitted uses that could be harmful to the population, activities such as Commerce and Services e (CS-e) and Commerce and Services f (CS-f) stand out. The former includes tertiary activities involving hazardous products and transportation services, while the latter consists of activities that require stricter location control due to their potential for risk and nuisance, making them clearly incompatible with residential use.

In addition to Commerce and Services activities, Industrial Zone 2 includes permitted industrial uses, such as Industry c (Ind-c), which encompasses industries engaged in the initial processing of natural raw materials and food or chemical industries with location restrictions.

Furthermore, as permissible uses, Industry d (Ind-d) is considered, comprising industries with a higher potential for risk, harmfulness, or nuisance, which are also incompatible with residential areas. However, such activities can only be installed if they comply with the maximum area criteria for the zone, or if they exceed the maximum allowable area with favorable approval of the Economic Activity Characterization Report (Londrina, 2023).

### 3. FINAL CONSIDERATIONS

The analysis of the legislative evolution regarding social interest housing in Londrina reveals a trajectory marked by conflicts between technical proposals and political-economic interests. The City Statute (2001), which underpins the democratic management of cities and the social function of property, appears, at times, to have deviated from its core principles. The significant housing deficit in Londrina, affecting approximately 58,799 families, calls for an approach that prioritizes social inclusion and the utilization of urban voids, as originally proposed by IPPUL in the 2022 revision of the Land Use and Occupation Law (LUOS).



IPPUL's initial proposal for Special Areas of Social Interest (AEIS) aimed precisely at occupying urban voids, promoting inclusive zoning that would contribute to reducing territorial segregation. However, the introduction of the Urban Expansion Area of Social Interest (AEU-IS), as outlined in Article 19 of Law 13.718/2023, represents a shift in this approach. By prioritizing the creation of new housing areas in peripheral regions, the proposal risks intensifying real estate speculation and perpetuating spatial segregation, distancing low-income populations from consolidated urban centers.

Moreover, the location of the new AEU-IS areas near industrial zones with higher environmental risks and nuisance potential, such as Industrial Zone 2 (ZI-2), further exacerbates concerns about quality of life. The presence of industries with high potential for noise generation, hazardous material handling, and environmental risks near residential areas is incompatible with residential use and may expose the population to significant risks.

Therefore, despite efforts to increase the supply of social interest housing through the flexibilization of land subdivision, use, and occupancy parameters—aimed at reducing costs and encouraging social housing development—the proposed changes by COHAB are subject to criticism. They perpetuate a model of social housing production in peripheral areas, contributing to the growth of urban voids and real estate speculation, and consequently, to territorial segregation.

It is essential that land use legislation maintains its focus on social inclusion and the social function of urban property, as outlined in the City Statute (2001). Housing expansion areas should be planned in an integrated manner with the existing urban fabric, ensuring adequate infrastructure and quality of life for all citizens.

Thus, while the creation of the AEU-IS areas may seem well-intentioned in its attempt to address the housing deficit, it must be carefully evaluated to ensure that it does not compromise the larger goals of social justice. The challenge, therefore, lies in finding a balance that allows for the creation of new housing units without sacrificing social inclusion and the right to the city, as advocated in IPPUL's initial proposal.

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