

# The emergence of regional governance

*Consolidation of objectives in Spatial  
Planning around the notion of sustainability:*

- **Delivery of sustainable and fair futures**
- **Increased public goods**
- **Redistribution of gains**
- **Increase life chances and prosperity**



# 'Enhanced' Sustainability

**environmental**

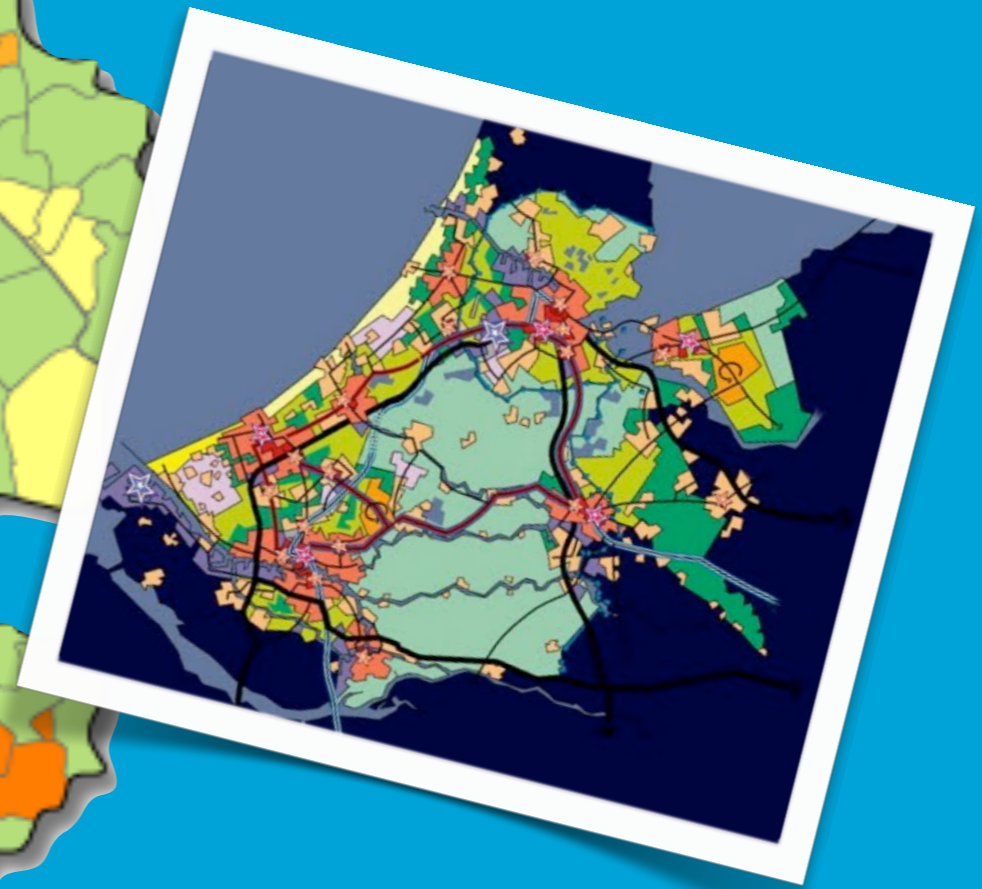


**social**

**economic**

**“For sustainability to occur, it must occur simultaneously in each of its three dimensions” (economic, social and environmental) Larsen, 2012**

*The rise of the city  
region as a relevant unit  
for planning*



# Randstad





# Pearl River Delta





# Ruhr Valley



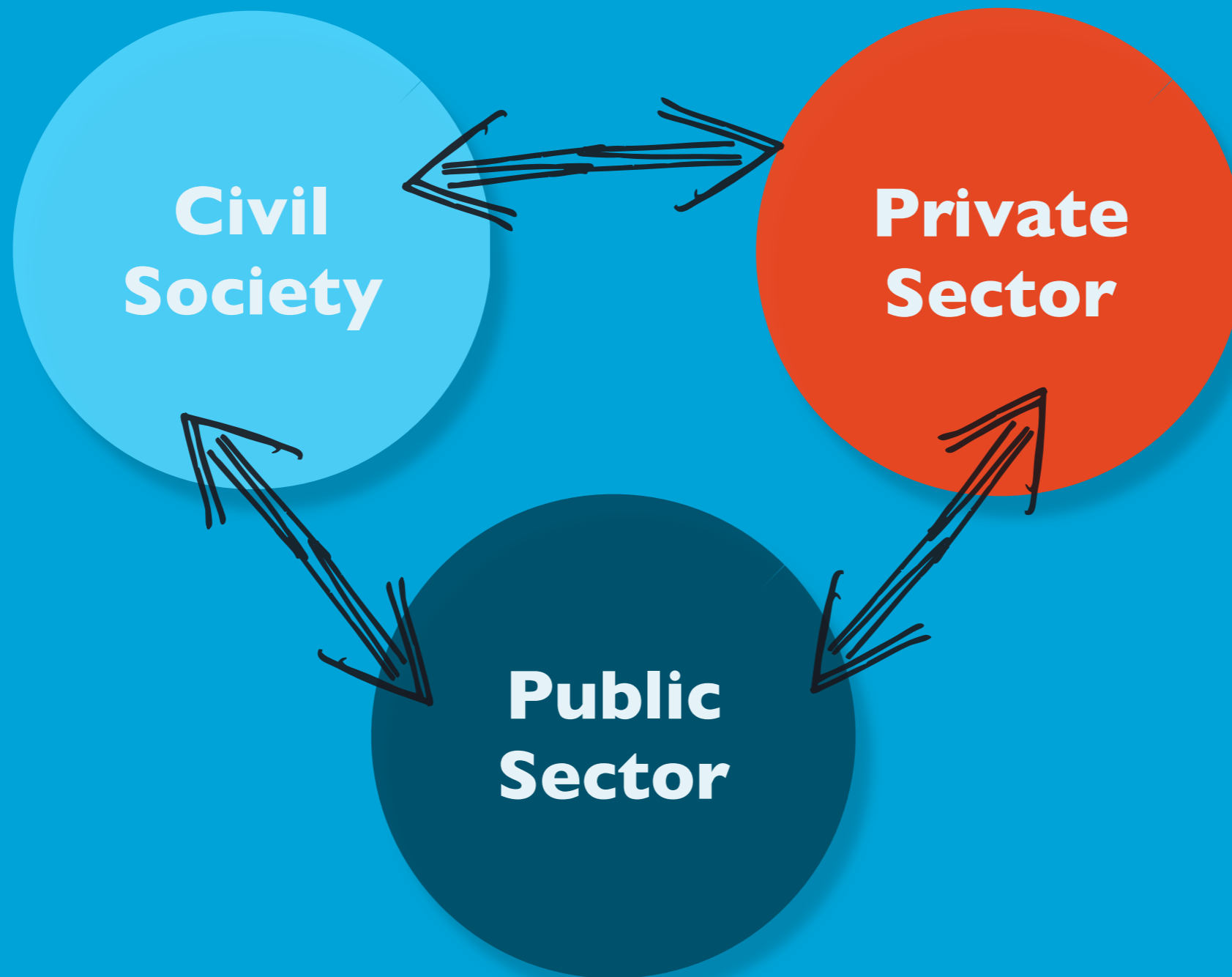
*These new kinds of regional  
cities present new  
challenges for policy makers*

Planning happens in  
much more complex socio  
political arenas



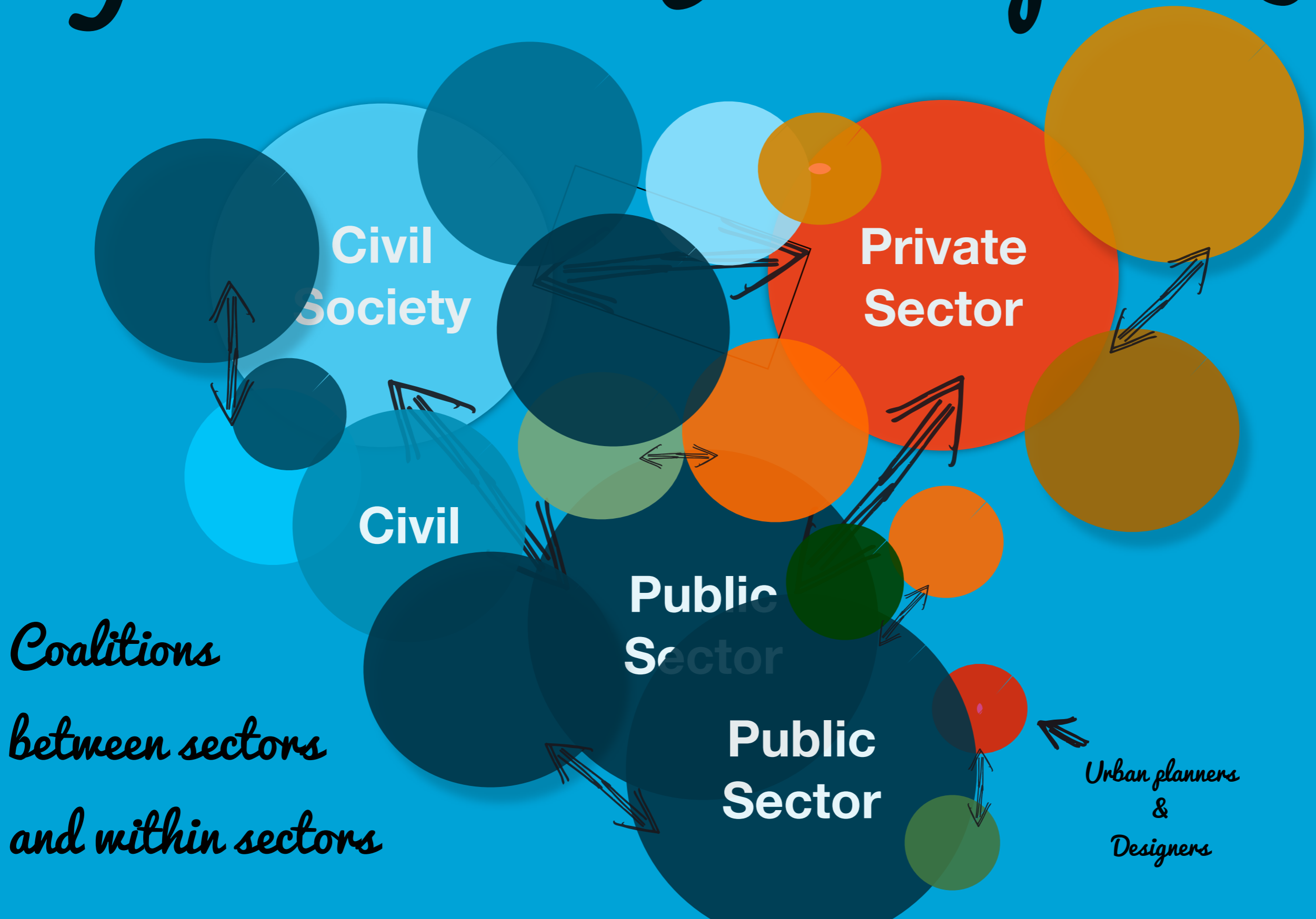
Governance

# Governance (normative)



*Positive tension: checks and balances*

# Governance (descriptive)



# Governance entails

**an understanding of  
how policy making  
and implementation  
happens in complex  
societies**

# *Changes in governing (& planning)*

**Emergence of a particular style of governing where there must be sustained co-ordination and coherence among a wide variety of actors with different purposes and objectives from all sectors of society.**

*Papadopoulos, 2007*



# Multilevel governance

**‘Involves a large number of decision-making arenas, differentiated along both functional and territorial lines and interlinked in a non-hierarchical way’**

*Eberlein and Kerwer, 2004*

# Network governance

**Policy-making and implementation is  
'shared' by**

**politicians, technocrats, experts,  
dedicated agencies, authorities, semi  
private and private companies, the  
public, NGOs, etc**

**which constitute NETWORKS of policy  
and decision making across levels,  
territories, mandates**

*Our case: Sao Paulo*











# Sao Paulo in South America



- ★ São Paulo > than 18 million inh.
- ★ > than 10 million inh. (megapolis)
- ★ > than 5 million inh. (continental metropolis)
- ★ > than 3 million inh. (metropolis)
- ★ > than 1 million inh. (big city)

*Please,  
click for movie*

*What is Sao Paulo?*

*Sao Paulo is a divided global city  
in a fast growing developing country*







*Sao Paulo is this*



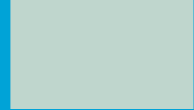
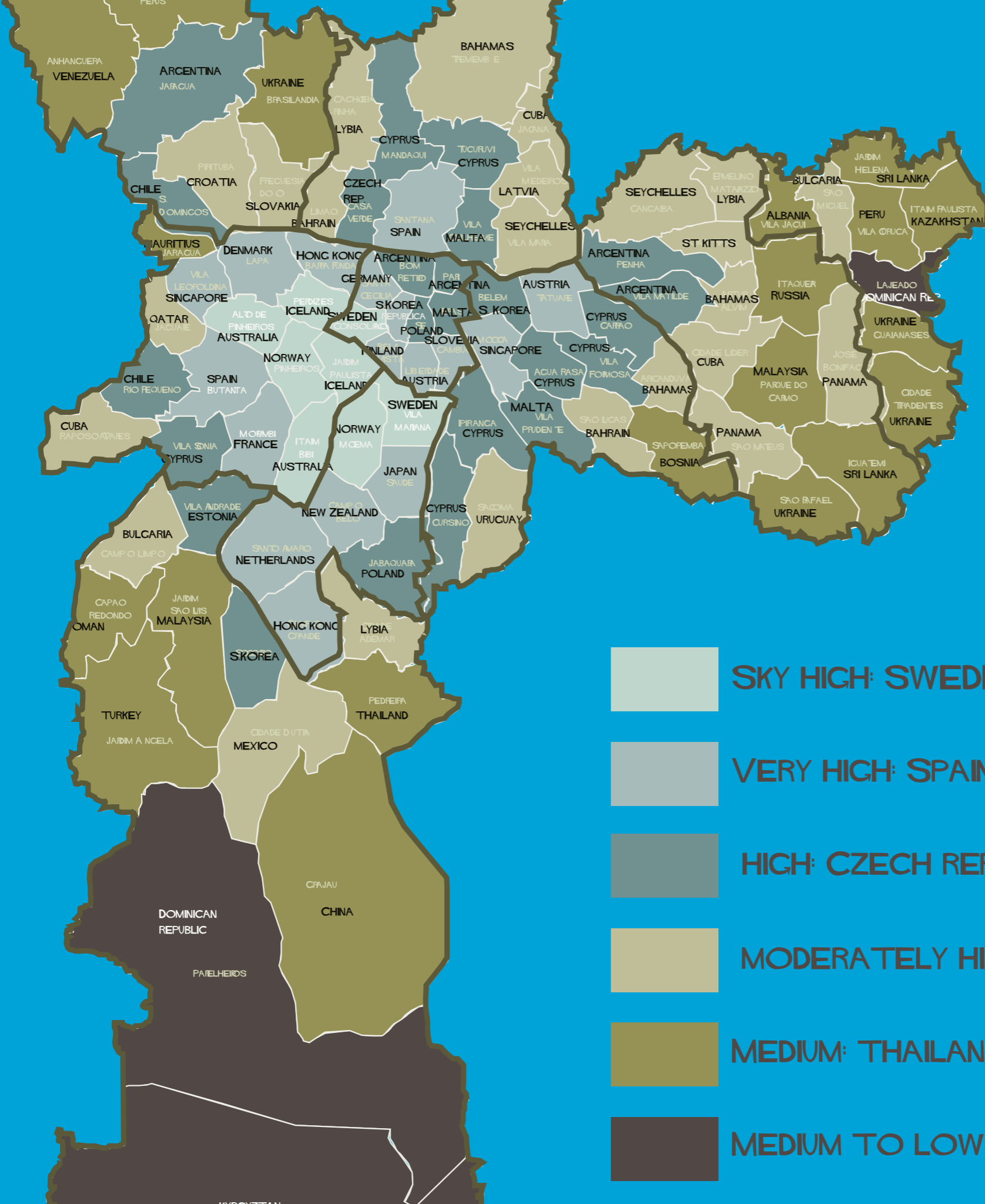


*But also this...*

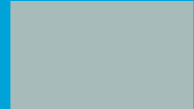








SKY HIGH: SWEDEN



VERY HIGH: SPAIN



HIGH: CZECH REPUBLIC



MODERATELY HIGH: MEXICO



MEDIUM: THAILAND



MEDIUM TO LOW: KYRGYSTAN



# Over the world paulista

*Sao Paulo is the financial and managerial centre of South America. It is also its biggest hub for advertising and fashion.*



*Avenida Paulista: one of 5 main business districts*





*Marginal Pinheiros: The newest and biggest CBD*









*An extended metropolitan complex with 5  
contiguous metropolitan areas*



Sorocaba

Campinas

São José dos Campos

Santos

*27.6 million*



# The metropolitan area



19.8 million





# The municipality



Campinas

São José dos Campos

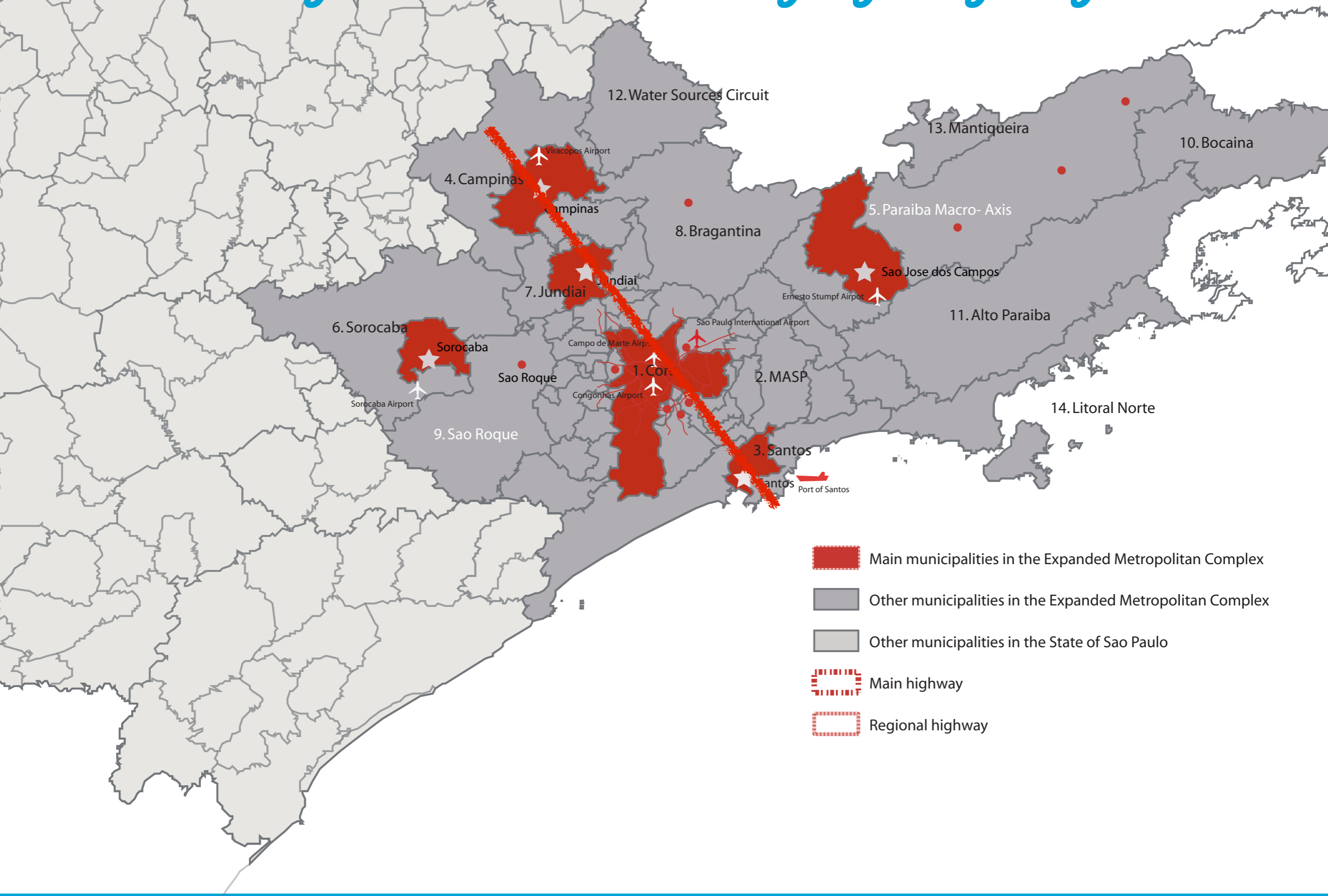
Sorocaba

Santos

11.2 million

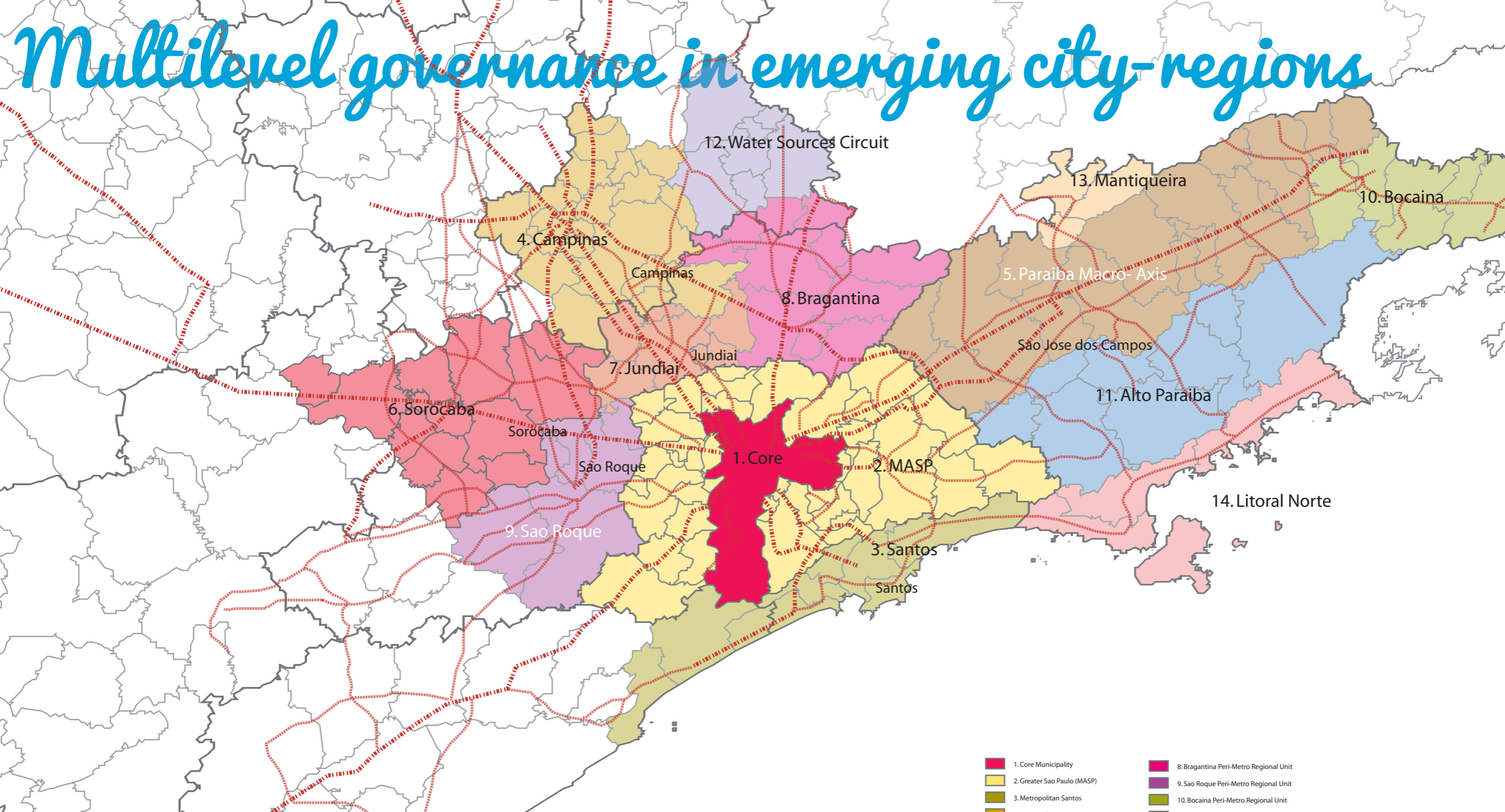


# Multilevel governance in emerging city-regions



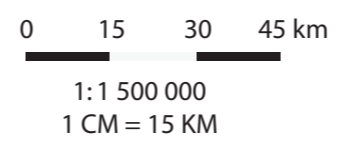


# Multilevel governance in emerging city-regions



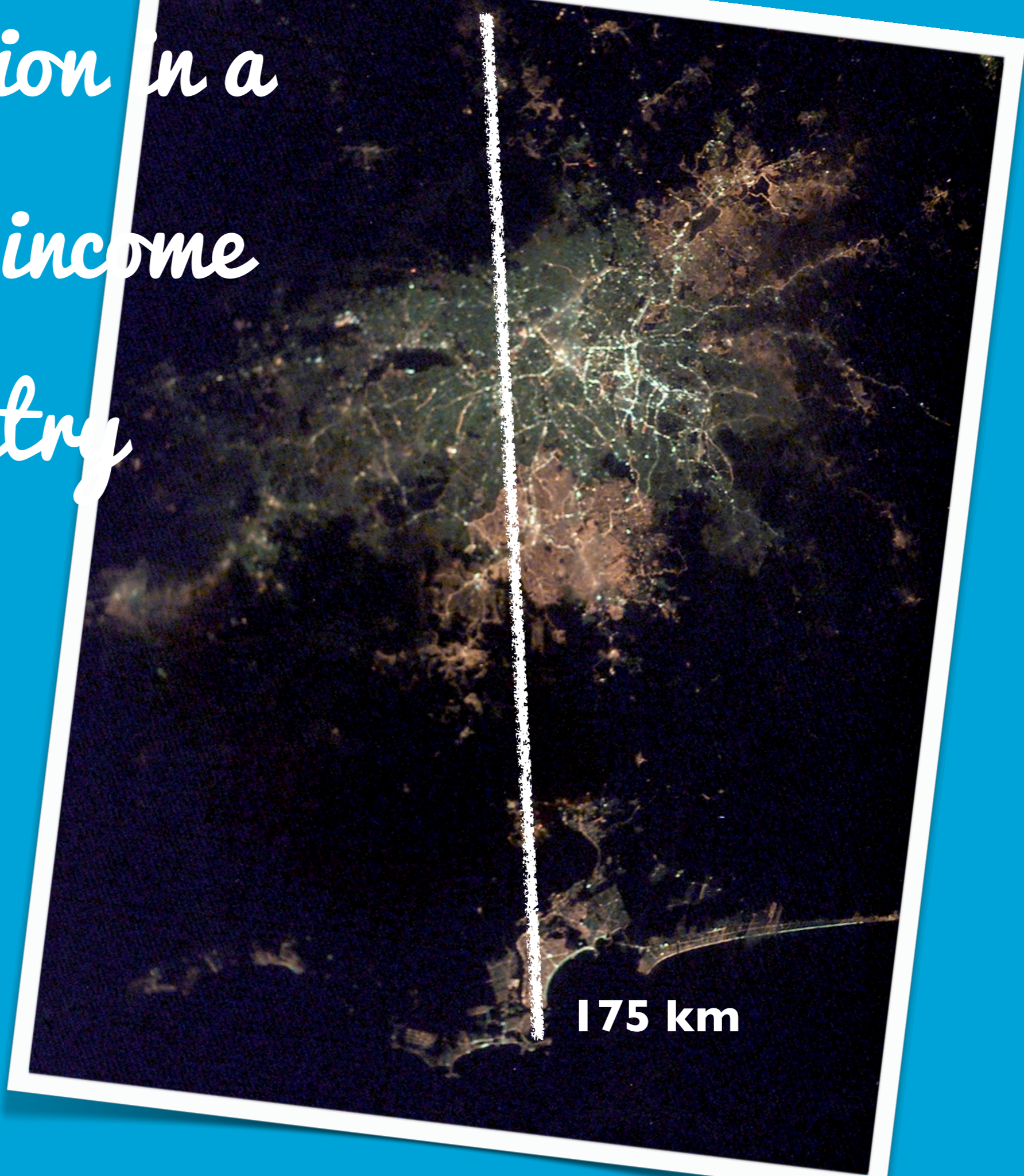
**Core: 1.1.3 million (31 sub-municipalities)**  
**Metro: 19.9 million (39 municipalities)**  
**Macro-metro: 27.6 million (95 municipalities)**

1. Core Municipality	8. Bragantina Peri-Metro Regional Unit
2. Greater Sao Paulo (MASP)	9. Sao Roque Peri-Metro Regional Unit
3. Metropolitan Santos	10. Bocaina Peri-Metro Regional Unit
4. Metropolitan Campinas	11. Alto Paraíba Peri-Metro Regional Unit
5. Paraíba Macro Axis Proto-Metropolis	12. The 'Water Circuit' Homogeneous Outer Metro Unit
6. Sorocaba Peri-Metropolis	13. Mantiqueira Homogeneous Outer Metro Unit
7. Jundiaí Peri-Metropolitan Regional Unit	14. Litoral Norte Homogeneous Outer Metro Unit
	Main unit urban node
	Other important urban node
	Airport





city-region in a  
middle-income  
country



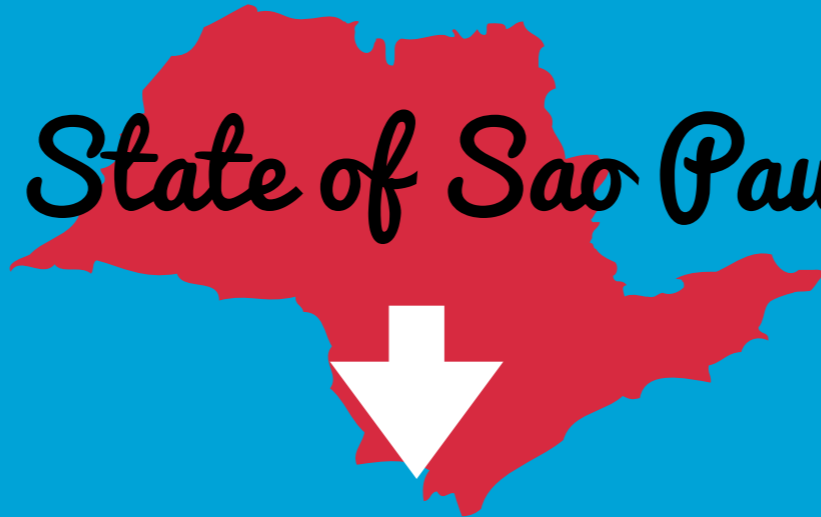
*Photo by São Paulo, Brazil, at Night*

*NASA Earth Observatory*



# Who plans the region?

*The State of Sao Paulo*



*Secretary of Metropolitan Development*



*State System of Metropolitan Development*



*Chamber of Metropolitan Development*

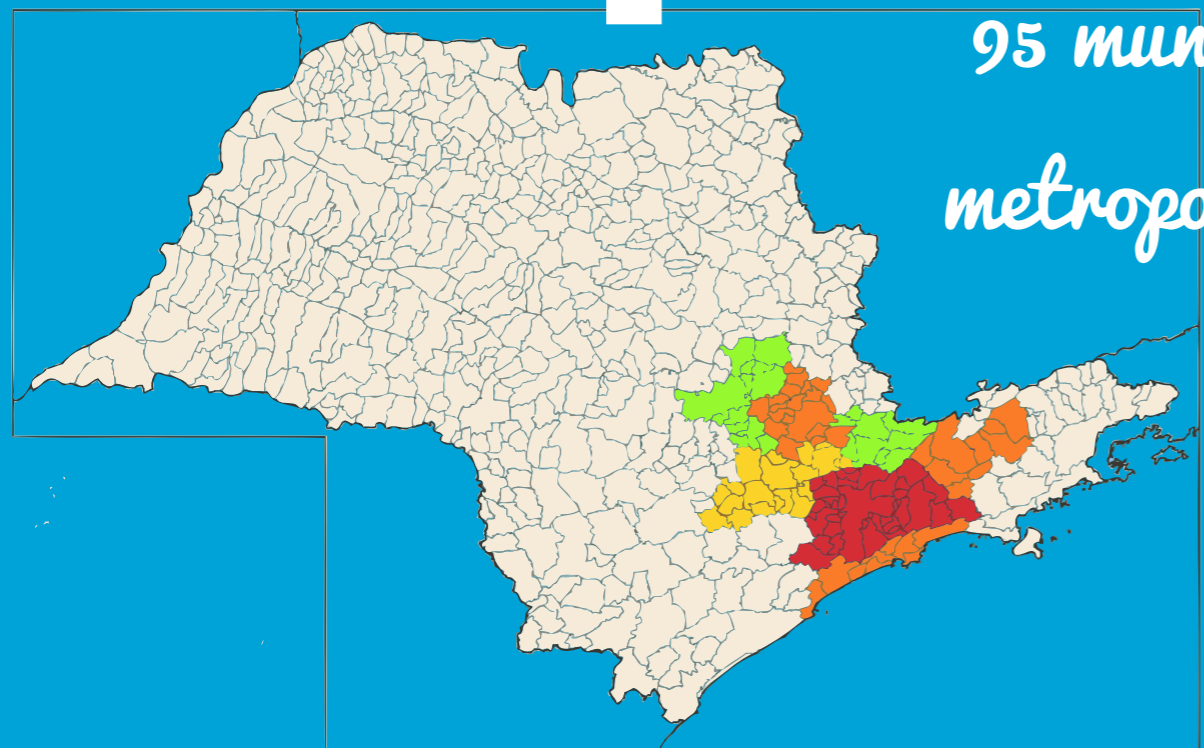




*Ministry of Cities: The Statute of Cities  
+ Ministry of Planning and Development*



*Secretary of Metropolitan  
Development (+ EMPLASA)*



*95 municipalities of Macro-metropolis + 5  
metropolitan councils + sectorial enterprises*



# Secretary of Metropolitan Development

```
graph TD; A[Secretary of Metropolitan Development] -.- B[Paulista Enterprise for Metropolitan Development]; A -.- C[Metropolitan Fund for Investment and Finance]; A -.- D[5 Metropolitan Councils];
```

Paulista  
Enterprise for  
Metropolitan  
Development

Metropolitan  
Fund for  
Investment and  
Finance

5 Metropolitan  
Councils



# Main partner

**EMPLASA:** Paulista Enterprise for  
Metropolitan Planning

<http://www.emplasa.sp.gov.br/>



# Main tasks

*Institutional organisation*

*Coordination and feasibility*

*Planning foundations*

*Territorial Planning*

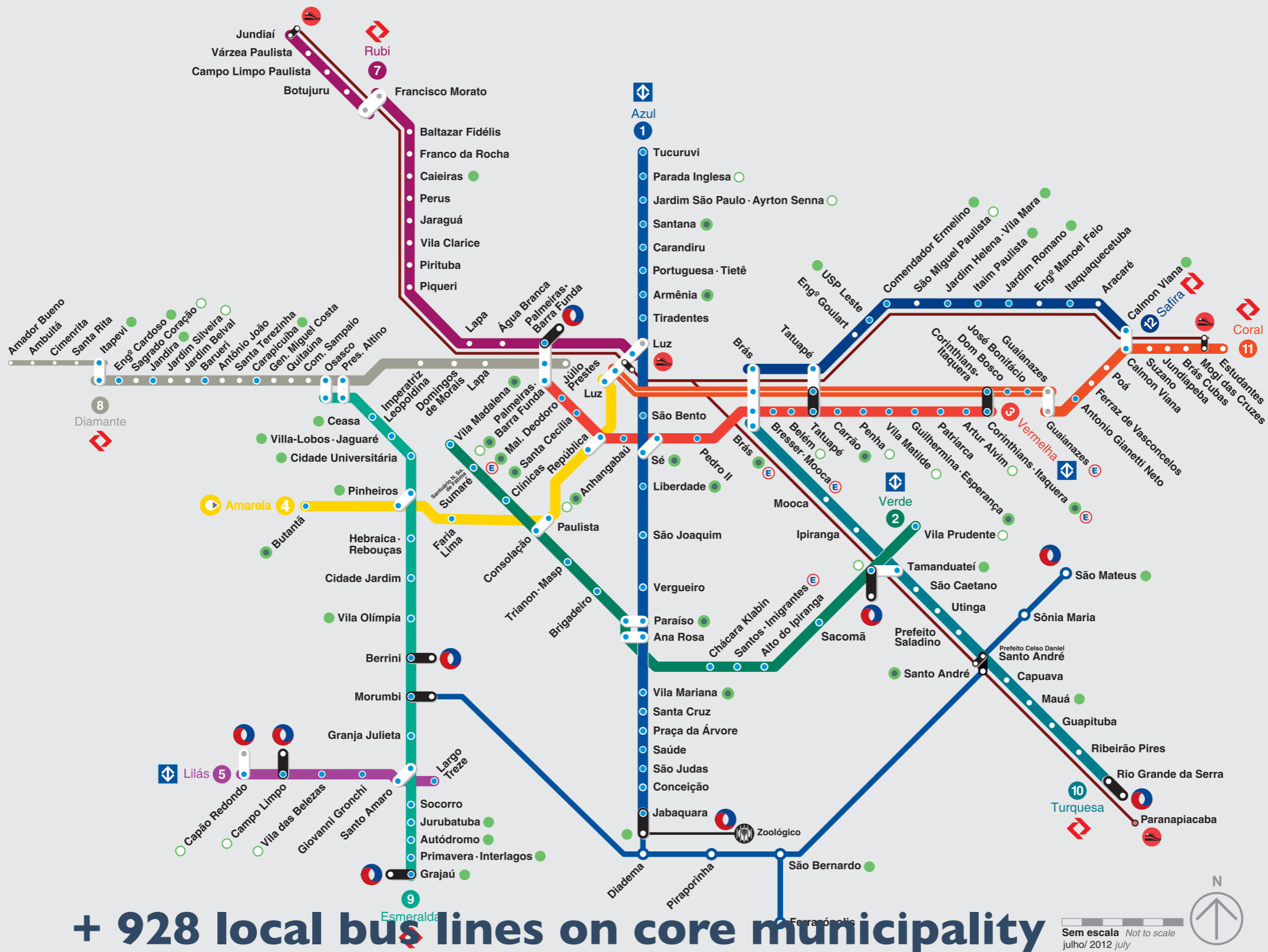
*Coordination of Regional Projects*

Areas where multi-level  
networked governance is  
required



# Metropolitan mobility

Sao Paulo Companhia Metropolitana de Transportes



Legenda Legend



# Water and waste management

An aerial photograph of a city, likely São Paulo, showing a large, irregularly shaped reservoir in the center. The reservoir is surrounded by dense, informal urban development, characterized by a tight grid of streets and numerous small buildings. The surrounding city area is also densely packed with buildings and roads. The text 'Water and waste management' is overlaid in a large, white, cursive font at the top of the image.

Informal development around one of Sao Paulo's water reservoirs



# Large Regional Infrastructure

Congonhas - São Paulo Airport

Congonhas: the busiest airport in South America and

its integration in the city

Source: Google Earth

23° 37' 35.88" S, 46° 38' 43" W elev. 7810 m

Google earth

Eye alt 5.97 km



# Large Regional Infrastructure



Source: <http://upgradesemanal.blogspot.nl/2011/04/trem-bala-no-brasil.html>

The route of the proposed speed train between Rio de Janeiro and the city of Campinas



# Environmental protection and management

Guarapiranga - São Paulo, Brazil

The new external ring road of Sao Paulo crossing the water reservoirs of the city and large parts of the Atlantic Forest

Source: Google Earth

Date: 7/16/2011

23°43'40.11" S 46°38'38.30" W elev 754 m

GO



# Main challenges of city

regions:

- Mobility/ Interconnectivity
- Environmental protection
- Governance
- Resources management



# *Integrated water resources management*

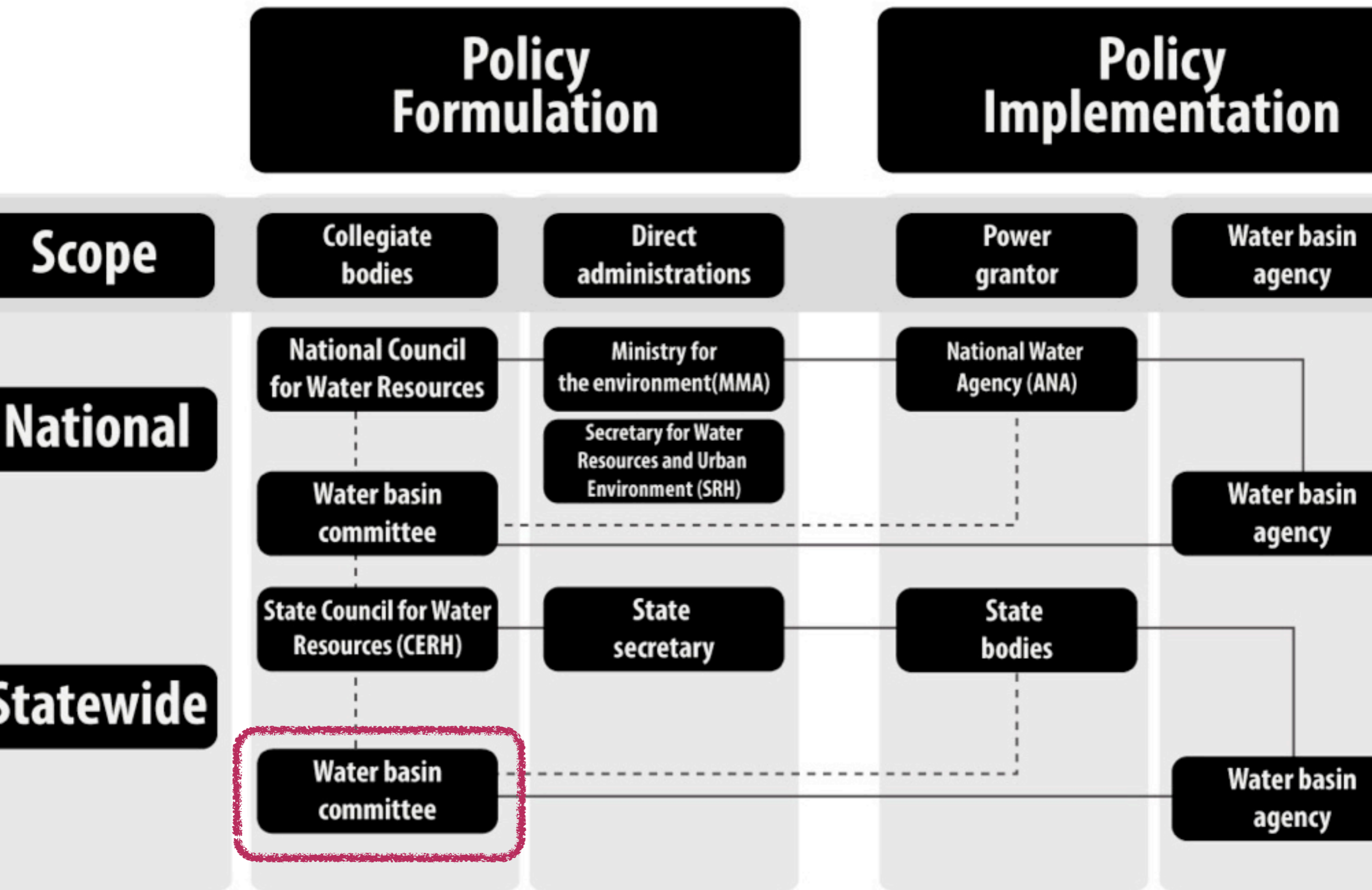
**Perhaps the most urgent regional  
governance challenge is the  
management of**

**water**

**resources**



# National System for Water Resources Management





# Water management : organised in river basin committees

Guarapiranga - São Paulo, Brazil

Image © 2012 DigitalGlobe  
Image © 2012 GeoEye

Source: Google Earth

Date: 7/16/2011

23°43'40.11" S 46°38'38.30" W elev 754 m

Go





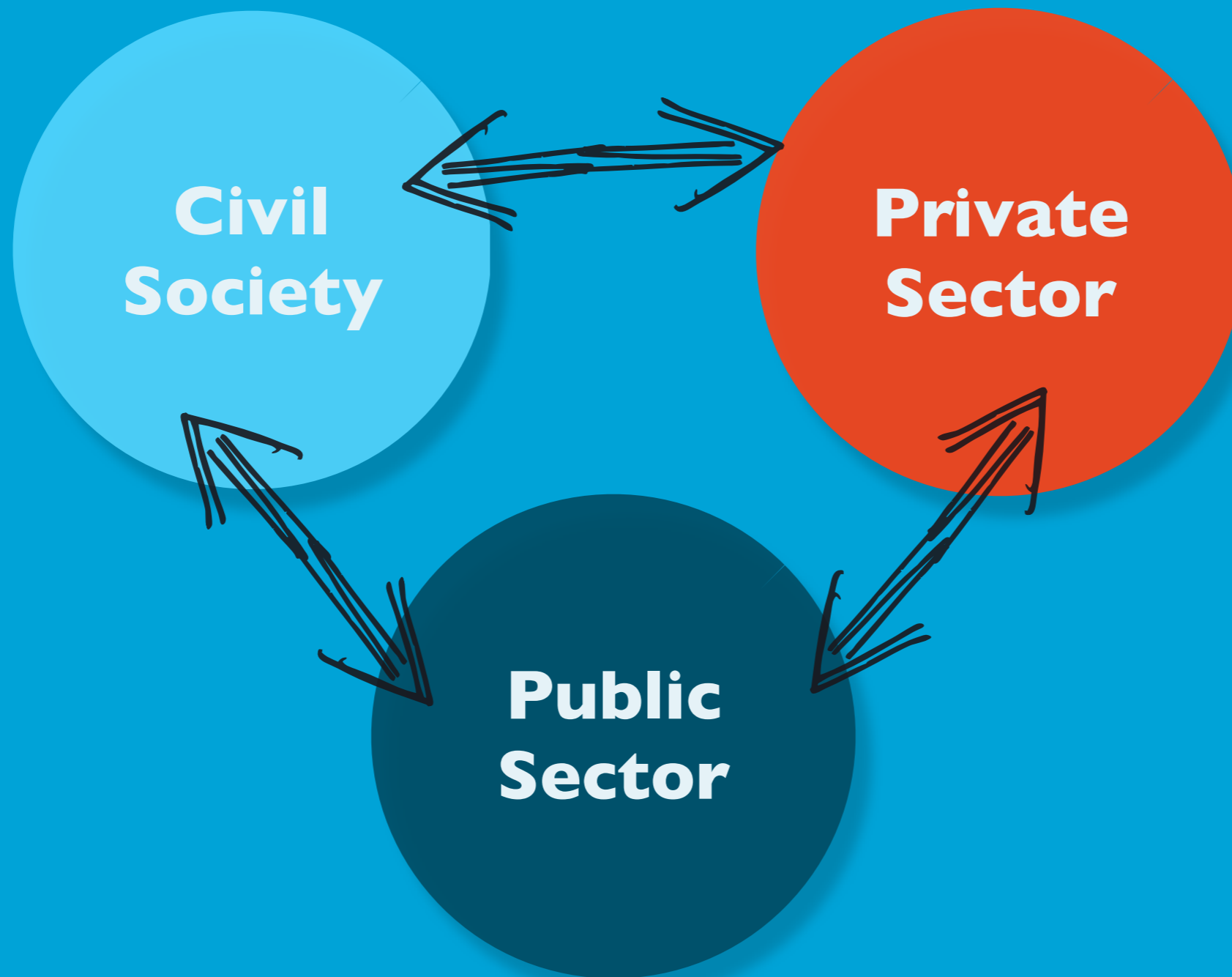
- CONCENTRAÇÃO URBANOINDUSTRIAL
- POLUIÇÃO ATMOSFÉRICA
- ELEVADA DENSIDADE POPULACIONAL
- DEGRADAÇÃO DOS RECURSOS HÍDRICOS
- ASSORIMENTO DOS RIOS

TRANSFERÊNCIA DE VAZÕES DO RIO CAPIVARI PARA A BACIA DO ALTO TIETÊ (QUARAPIRANGA)

ESCALA 1:100.000



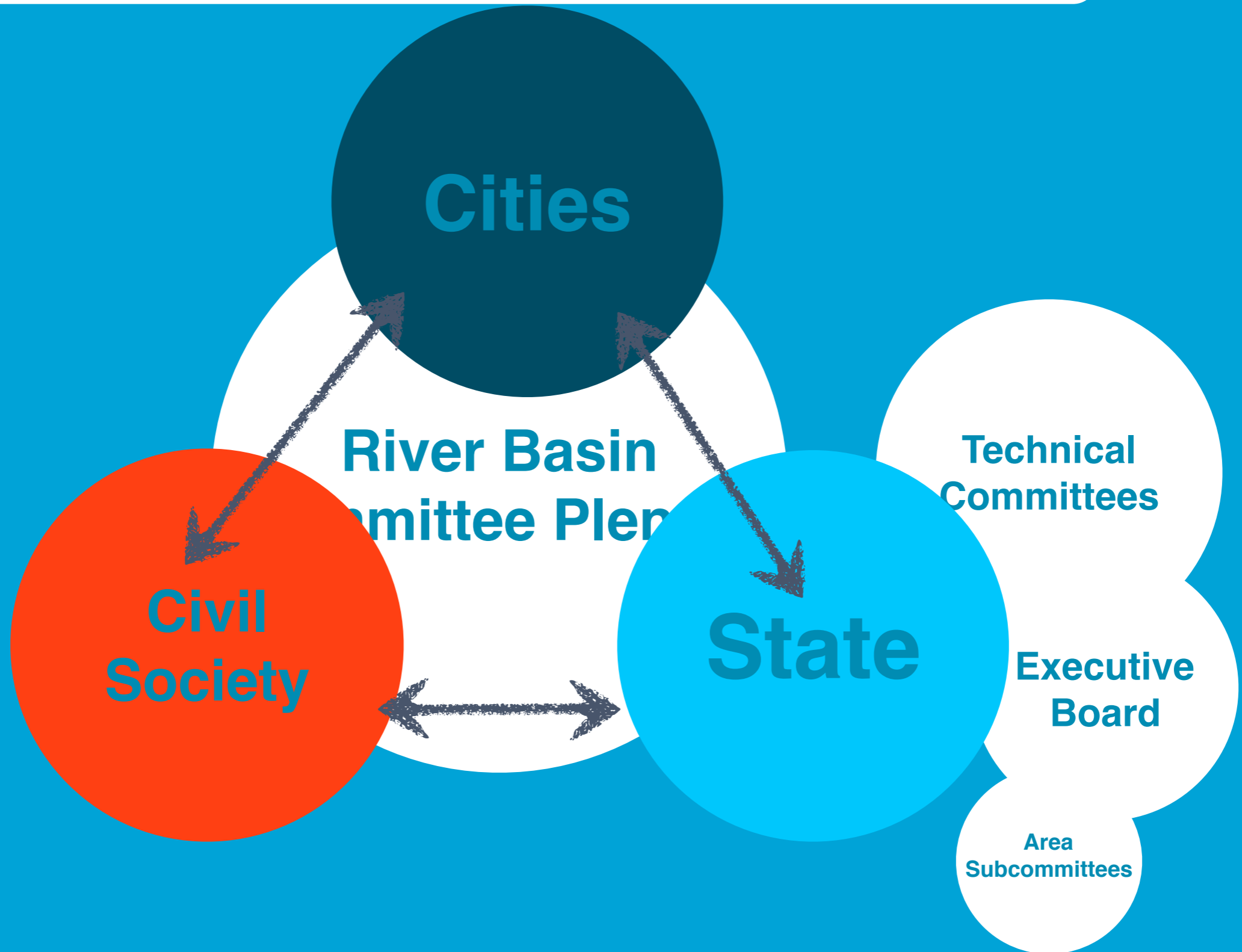
# Governance (normative)



*Positive tension: checks and balances*



# Alto Tiete River Basin Committee









# *Composition of the River Water basin Committee Plenary*

**16 municipalities representatives**

**16 State agencies or departments**

**16 Civil Society representatives**



# *Civil Society?*

**Slum Federation of the State of Sao Paulo >**

**Industry Federation of the State of Sao Paulo**



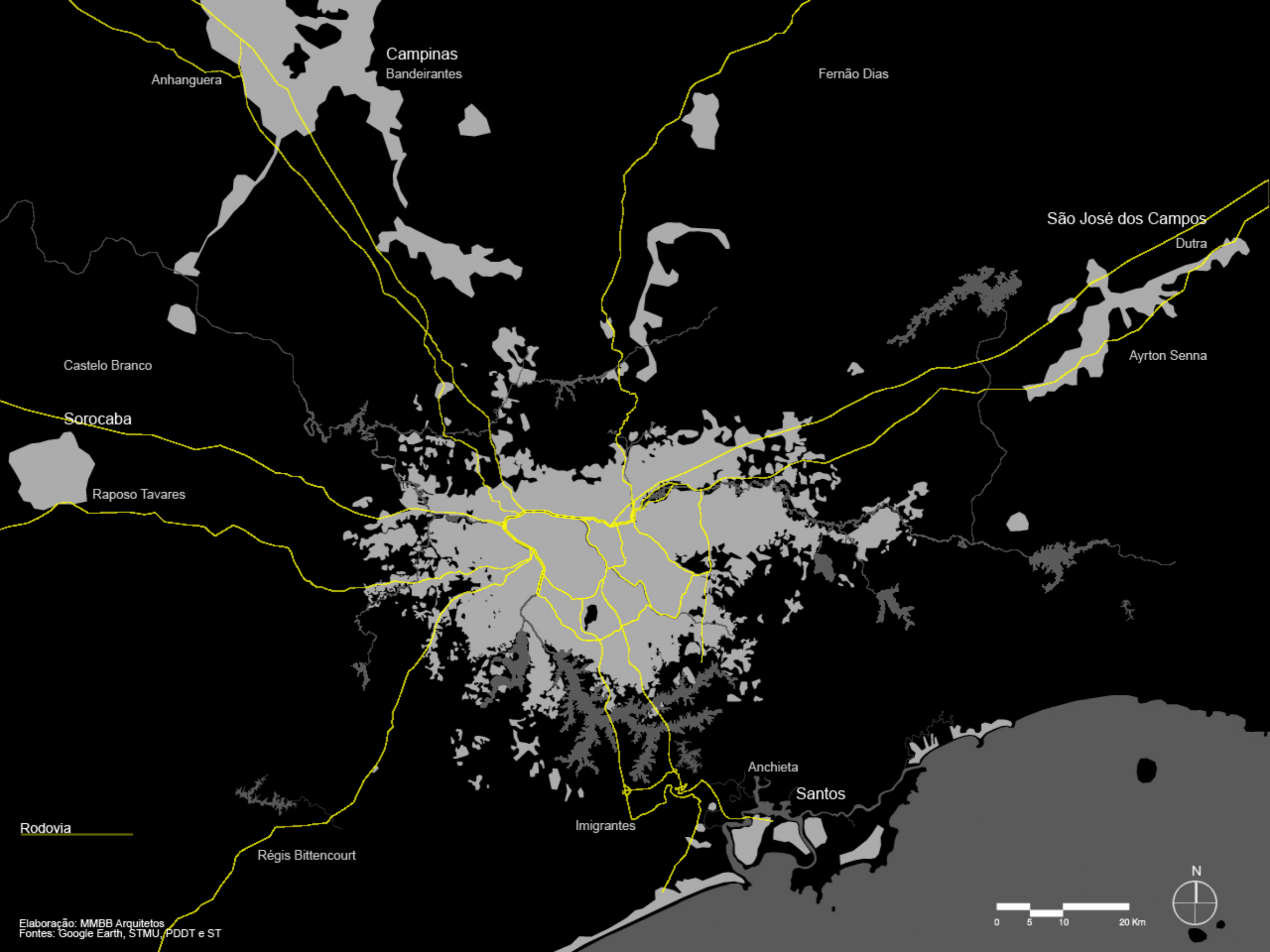
# Features

**A literal translation of the governance model, with integral participation of stakeholders (including the private initiative) in the decision making process, but...**

*lack of integration with active spatial planning*

Metropolitan  
mobility and  
connectivity





Anhanguera

Campinas  
Bandeirantes

Fernão Dias

São José dos Campos

Dutra

Ayrton Senna

Castelo Branco

Sorocaba

Raposo Tavares

Imigrantes

Anchieta

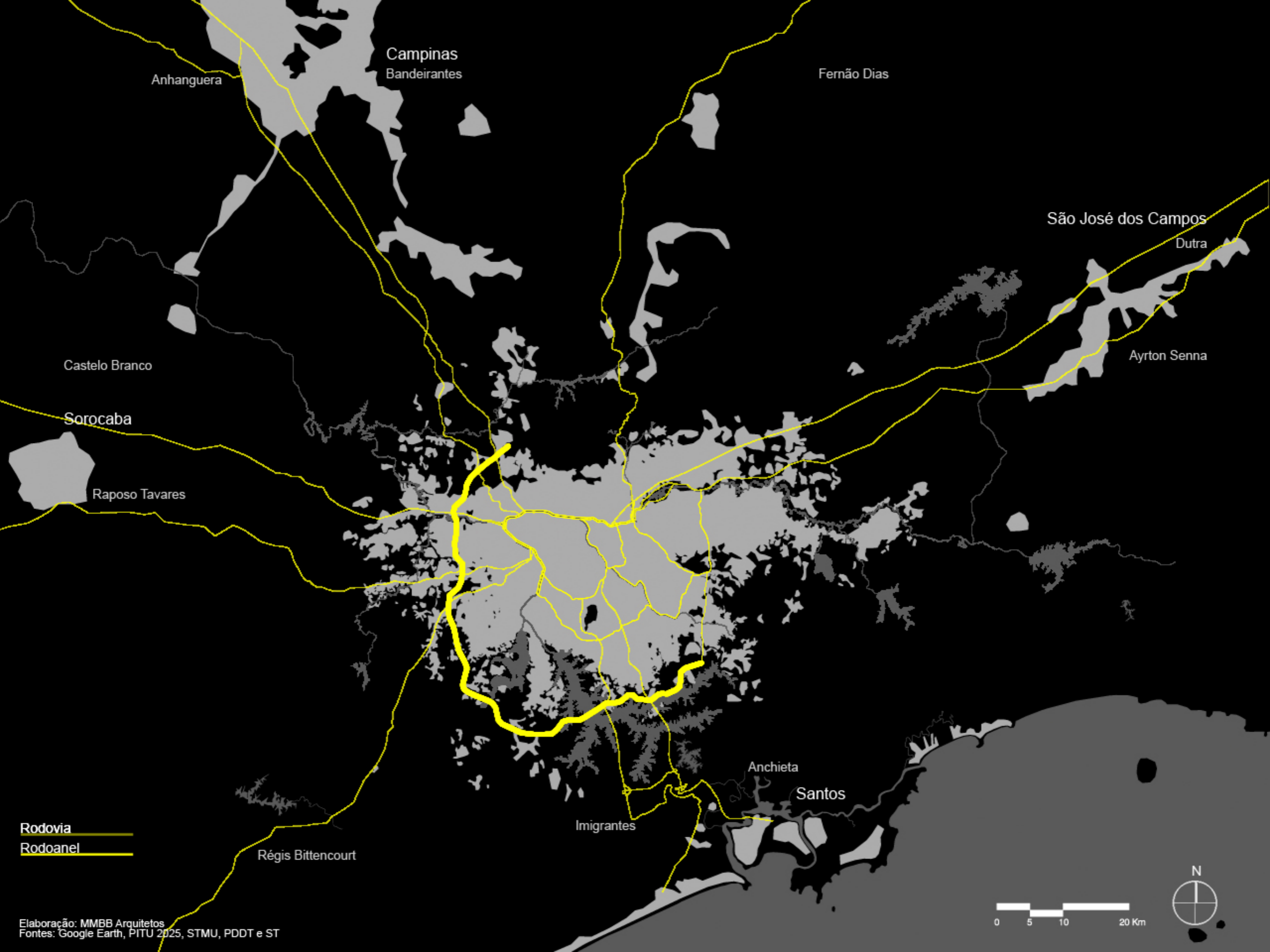
Santos

Régis Bittencourt

Rodovia

Elaboração: MMBB Arquitetos  
Fontes: Google Earth, STMU, PDDT e ST





Anhanguera

Campinas  
Bandeirantes

Fernão Dias

São José dos Campos

Dutra

Ayrton Senna

Castelo Branco

Sorocaba

Raposo Tavares

Rodovia  
Rodoanel

Régis Bittencourt

Imigrantes

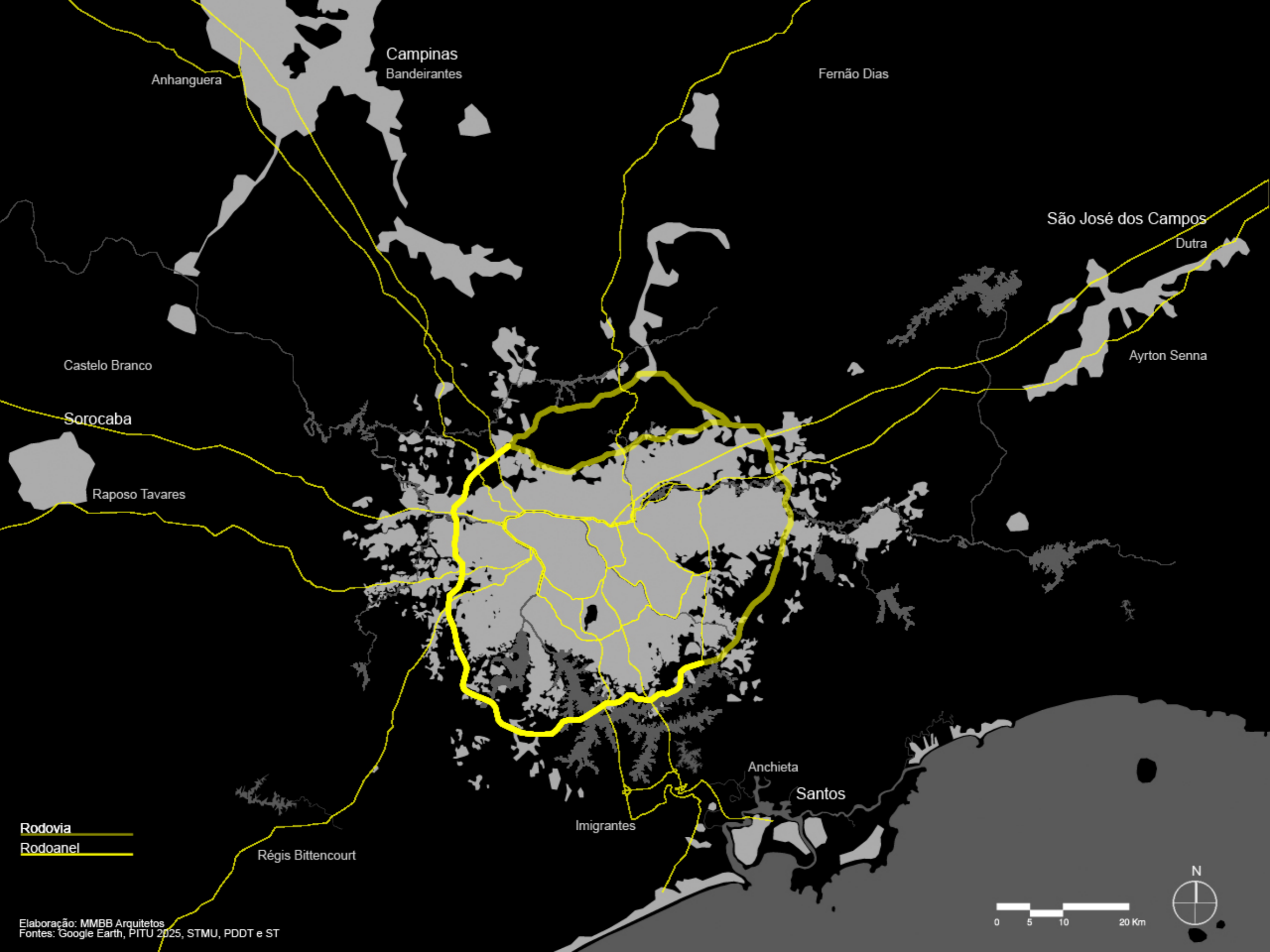
Anchieta

Santos

0 5 10 20 Km







Anhanguera

Campinas  
Bandeirantes

Fernão Dias

São José dos Campos

Dutra

Ayrton Senna

Castelo Branco

Sorocaba

Raposo Tavares

Régis Bittencourt

Imigrantes

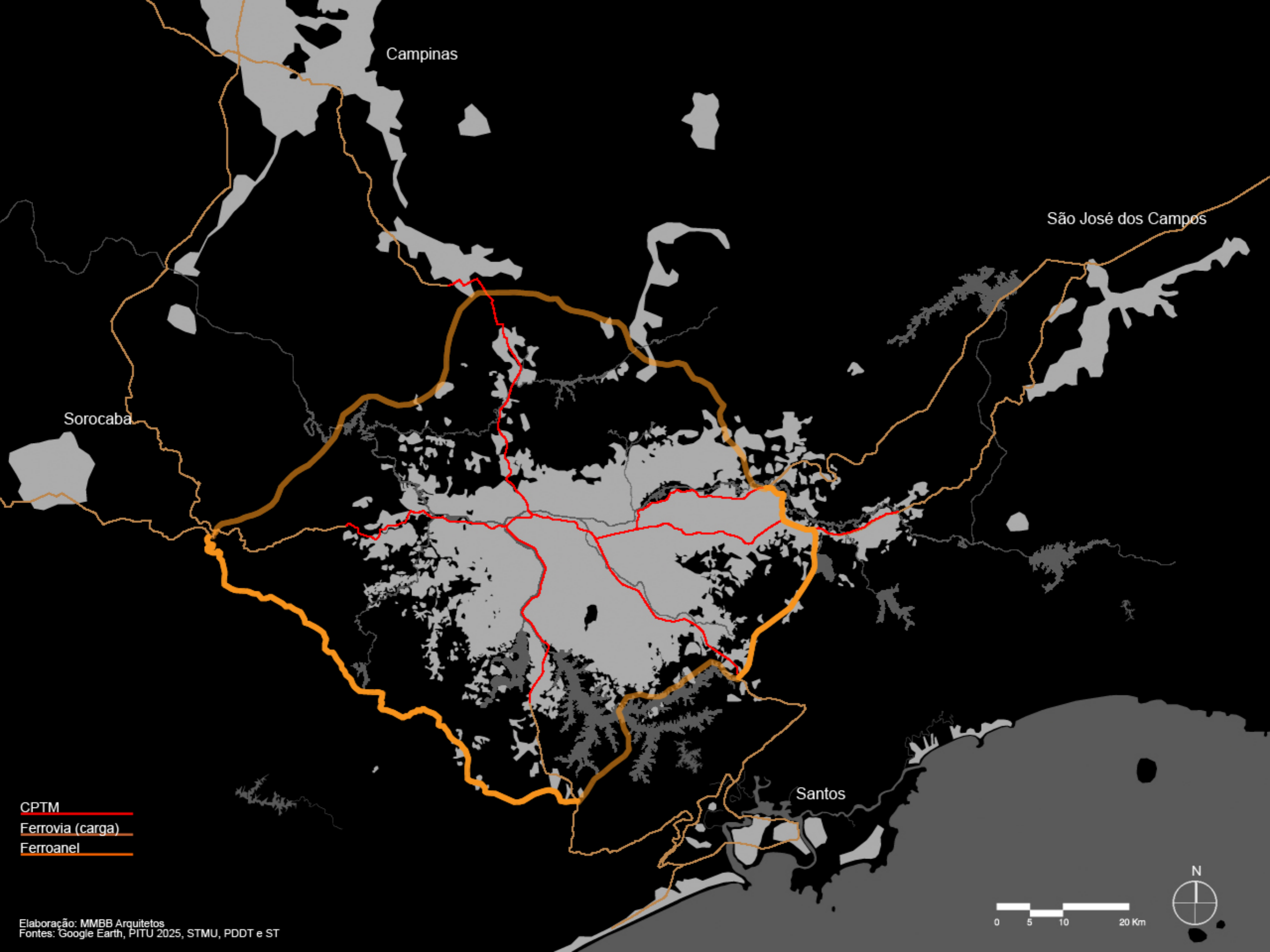
Anchieta

Santos

Rodovia  
Rodoanel

0 5 10 20 Km





Campinas

São José dos Campos

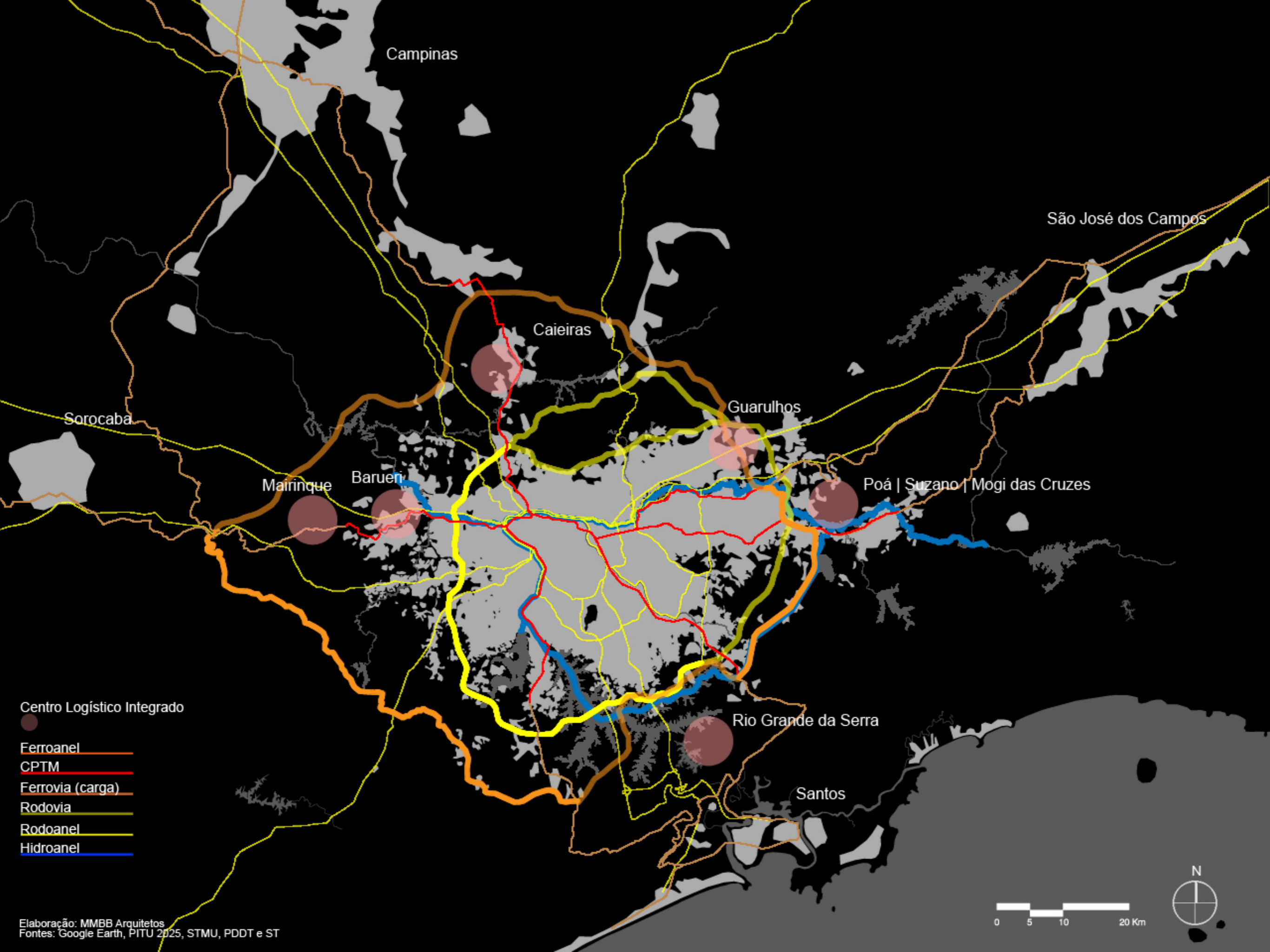
Sorocaba

Santos

- CPTM
- Ferrovia (carga)
- Ferroanel







Campinas

São José dos Campos

Caieiras

Guarulhos

Sorocaba

Mairinque

Barueri

Poá | Suzano | Mogi das Cruzes

Centro Logístico Integrado

Ferroadel

CPTM

Ferrovia (carga)

Rodovia

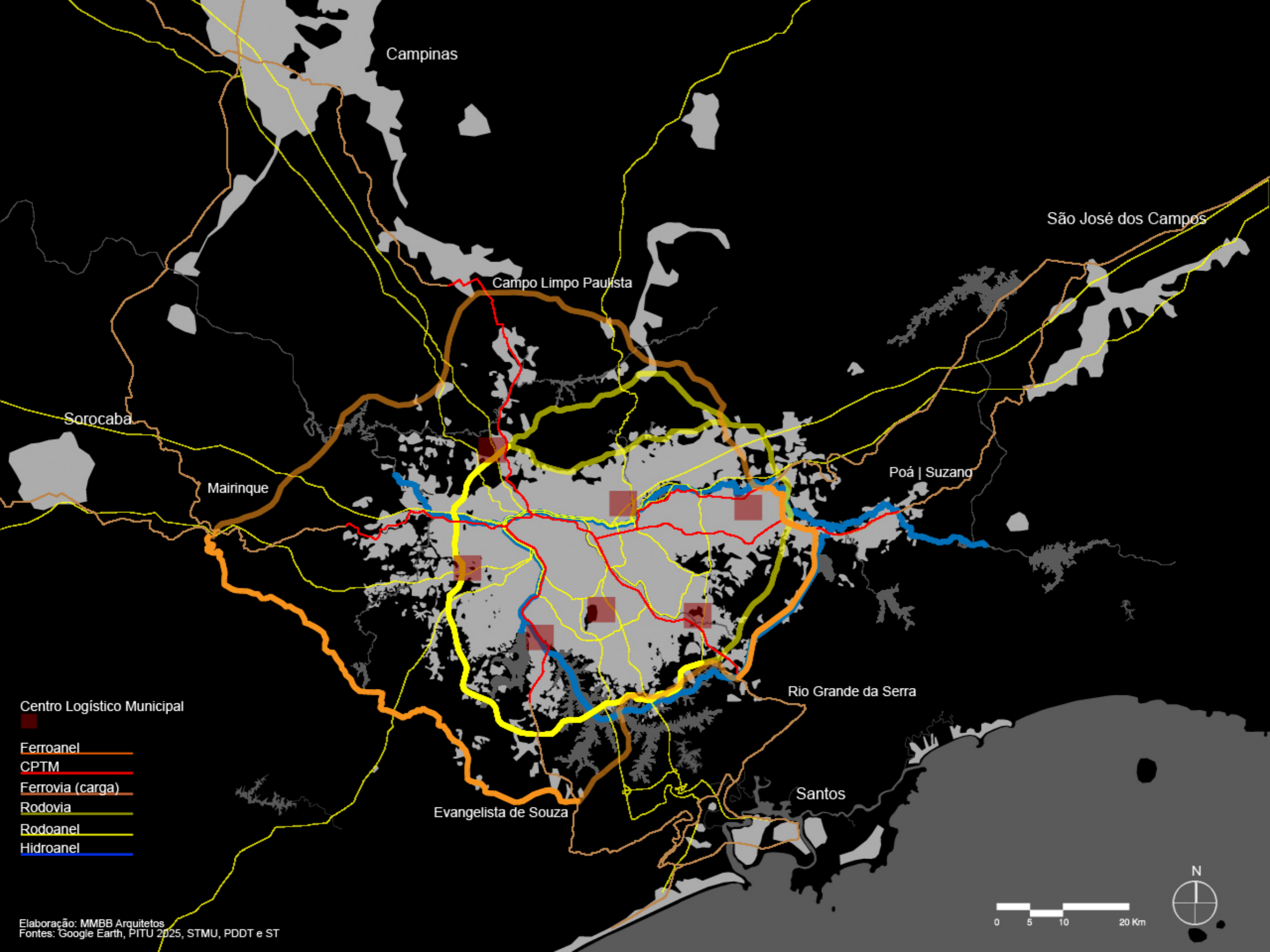
Rodoanel

Hidroanel

Rio Grande da Serra

Santos





























Zona Sul  
Anhangabaú

Dom Retiro  
R. J. Paulino

PAMPÃO  
13500









Saída  
↑ Av. Brigadeiro L. Antônio    ↑ Av. Paulista

RESPEITO

SEMPRE	SEMPRE
SEMPRE	SEMPRE
SEMPRE	SEMPRE
SEMPRE	SEMPRE

Passengers seated on the train, including a man in a dark suit and a woman with a large bag.



# World Cup Stadium



Source: <http://esportes.r7.com/futebol/fotos/r7-exclusivo-fotos-aereas-revelam-como-estao-os-novos-estadios-de-sp-e-os-ultimos-dias-do-pacaembu-20130115-4.html#fotos>

click for  
movie





Source: <http://esportes.r7.com/>

Source: <http://fifa.com/>





Source: <http://www.mysaopaulo.net>





Source <http://www.mysaopaulo.net>



# *Main problems in regional planning and design*

## **I. GOVERNANCE**

**a. excessive sectorialization: lack of integration of policies**

**b. lack of transparency and accountability**

**c. too many levels of decision making + too many administrative units: bureaucratic nightmares**



# *Main problems in regional planning and design*

## **2. LACK OF REGIONAL STRATEGIC VISION**

**Reactive planning rather than active  
planning**

**The regions develops faster than  
planners can plan it**



# *Policy formulation and implementation*

## **Networks involving:**

- **public actors (politicians and administrators) in different decision levels**
- **technocrats**
- **economic agents**
- **interest representatives (civil + corporate)**
- **other stakeholders**
- **experts (e.g. planners)**



# *New forms of steering complex governance networks*

**Deliberation**

**Bargaining**

**Compromise-seeking**



*Thanks for listening!*

**Questions?**



Prepared by Roberto Rocco

Chair of Spatial Planning and Strategy,

TU Delft

for information, please contact

[r.c.rocco@tudelft.nl](mailto:r.c.rocco@tudelft.nl)