

Transport and Social Participation

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ABSTRACT: This paper presents ways towards an integrated work among the various social agents referring to the urban transformations embedded in a new metroline implantation. That proposal, named Interactive Environmental Management should be introduced before starting the line works, remaining along its operation.

RESUME : Cet article présente des pistes pour un travail intégré parmi les différents partenaires sociaux, en rapport aux transformations urbaines liées à l'implantation d'une nouvelle ligne de métro. La méthode proposée, intitulée "Management Environnemental Interactif", doit être mise en oeuvre avant de commencer les travaux de la ligne, et continuer à être appliquée tout au long de sa construction.

Introduction

One of the greatest problems facing the developing countries' government has been to conciliate partnership, outsourcing or privatization of public companies with control quality taken by the govern, in the purpose of assuring such right to citizens.

Public transport is a case in point in big cities such as São Paulo. Difficulties get even worse due its huge size and the number of bus lines as well, which are poorly linked to insufficient high/medium capacity systems, having also to "compete" with non-regulated services.

In addition to that, the management of the various modes of transport in a planned and integrated way has been affected by the number of levels of government involved (São Paulo Metropolitan Region is comprised of 39 municipalities).

It has been agreed that the implementation of a network with different modal function, operating together with a more expanded high capacity system is vital to accomplish success on passengers transportation, what has been made difficult by the current patterns of the public administration which

tends to delegate such service to the "market rules". In such situation, the only social segment capable of acting towards the improvement of public transport is the "user", so called "the client", from the private sector standpoint.

In order to make it, a partnership between citizens who long for better service and public administration, responsible for assuring quality has been proposed.

The idea put forward in the Inspection Program implemented by Metropolitan Company for Greater São Paulo Planning – EMPLASA in 1985 is quite interesting for that. The project consists of a counting on the user daily participation, after taking a course on transport, should report the "faults" to the government agency responsible for such service, thus assuring more effective supervision at lower cost.

From that moment's experience, the purpose of this study is to suit the proposal for the current needs of services controlling and fiscalization, presenting implementation methodology towards both quality improvement and citizenship practice.

Background

All in all, the Auxiliary Inspection Program started in 1983, from the necessity of interaction between the user and the Secretariat for Metropolitan Matters towards controlling the bus companies authorized to operate the intermunicipal lines in the São Paulo Metropolitan Region – SPMR.

The reasons which eased its implementation were manifold:

Firstly, due to the size of the metropolis, making the work difficult for the only 8 supervisors in the 39 municipalities comprising the SPMR. With the help of the users, longing for better service, such task would become easier.

Secondly, because the operational figures for the companies performance according to the Authorizations for Line Operation – ALO, together with the kilometre calculation of the fares, ended up in a conflict of both public (local administration) and private interests (problems regarding demand would be generated depending on the fare, particularly at the municipalities boundaries).

Thirdly, because at that time there were political directives towards social participation by promoting and encouraging actions together with the organized society.

The combination of such factors led to the Transport Auxiliary Inspection Program, whose implementation has complied with the following procedure:

1. Contracts with the organized civil society;

- Identification and making of cadastral survey of both social organizations and leadership in the SPMR;
- Contact with the entities aiming at the Project presentation and designation of probable “auxiliary supervisors”;
- Classification of the entities according to groups of municipalities in order to ease the formation of areas with the purpose of training and technical support by EMPLASA, METRO, EMTU and the Secretariat for the Metropolitan Matters.

2. Auxiliary Supervisors Training

- Course on technical learning containing the lines map and the buses itineraries, focused on their

specific areas of work, as well as details of the bus lines characteristics and operation conditions according to the ALOs;

- Organization of orientation notebooks towards the understanding of the Project importance and the training comprehension as well;
- Organization of groups on intermunicipal transport in the SPMR

3. Program Operation

- The auxiliary supervisor would observe the lines operation daily, thus making it possible a constant working and citizenship practice as well;
- EMPLASA’s technicians would interact the supervisors and others state agents involved in the matters, so that cases could be properly sent to the Secretariat for the pertinent actions, even penalties for the buses companies.

THE CURRENT PICTURE

The São Paulo Metropolitan Region was created in 1975. Comprised of a number of municipalities, they share common interests, mainly regarding water supply and transportation services, once some of them, together with São paulo City, constitute the most important industrial, commercial and services pole in South America. It is among the top five metropolis of the world.

Due to its land use and great concentration of jobs, specially tertiary ones in its central business district and resident population in the outskirts, the roadway network and public transport as well are predominantly radial, what generates a series of difficulties for daily dis-pacements.

The main inconvenience is the congested traffic wich causes longer trip times, hence damaging both the mobility conditions and quality of the inhabitants’life.

The reflections of such occupation together with low public investment have been leading to shortage infrastruture along the time. Those shortages bear close relation to the urban transport, more and more direct to individual alternatives such as cars, minibuses or buses rather than to a planned and integrated transport network which would greatly lessen the adverse environmental effects.

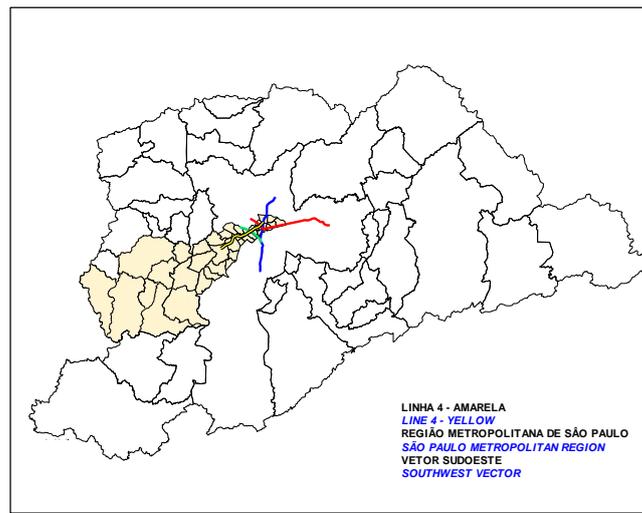
The existing public transport system lies in a small strutural network (Metro and Suburban Train) responsible for 7,5% of the daily trips, whereas

buses, cars and other modes are responsible for 57,5% of the whole trips which added to the walking trips come to 30 million daily trips.

The responsibility for the public transport administration in the SPMR is divided as follows: municipal government (municipal transport), state government (high capacity structural network and intermunicipal bus lines) and the transport private companies which through legal instruments for service concession operate most of the bus lines, both municipal and intermunicipal.

A Proposal for Interactive Environmental Management

With the purpose of carrying out the assesment of the socio environmental transformations in the Southwert region brought about by the Line 4 – Yellow implementation, we have tried to concentrafe not on the impact generator factors themselves but on a planning and management approach of these transformations by the social agents working in that region.



If watched as a whole, the size of the territory, shortage in transport and the dispersed administration, one can have an idea of how complex both the conception and operation of a planned and integrated transport network are

Given such picture, the participation of the different agents that interfere on the metropolis transformation as well as on the urban mobility becomes an important instrument of both planning and management.

The map below shows the SPMR highlighting the work area with Metro network

The construction of a new metroline, Line 4 – Yellow, together with other investments, should bring a series of socio environmental transformations, particularly in the Southwert Region whose implementation and operation should be monitored and managed.

Such changes refer to the material aspects such as pollution, noise, landscape, land use, etc. and to the socio cultural aspects which also reflect in actions transformation.

From such standpoint, the metro has been regarded as one of these agents which at this momment, being itself the enterprise promoter, should start and manage the actions towards integration. Among them, not only the placement of stations, accesses and terminals can we mention, but also the so-called associated enterprises which promote the interaction between the agents that interfere in the land use and the resident population, user of the transport to be implemented.

The idea of “Shared Management” appears as a proposal for working throughout implementation and operation. Such proposal is part of the necessity of implementing na Enviromental Management System which will mainly deal with the impacts generated by the enterprise as well as setting strategies for institutional interaction and social communication throughout the process.

Methodology

Due to the complexity involving the socio environmental studies, it is relevant to take into account the existence of a variety of standpoints

with different perspectives from various society's segments.

For each one of them their needs are identified, so that the process towards economic activities development can be reached with the least environmental cost.

With the implementation of Metro Line 4 – Yellow, it is identified to what extent the line would meet some interests according to the society segment:

Population:

- from the resident population's standpoint, the following items are identified:
- displacements through safe, fast and comfortable means of transportation;
- enlargement of accessibility to different points of the metropolis;
- enlarged circulation with less pollution and noise;
- improvement towards the district development, maintaining its socio cultural identity.

Industry, Commerce and Service

From such standpoint:

- enlargement of the consumer market;
- greater circulation of goods;
- greater possibility for access of the human resources;
- reference spot, publicity and business valuation.

Public Administration

From the public sector's standpoint:

- improvement of public image in terms of accomplishment and efficiency;
- improvement in circulation through better supply of transportation, mitigating probable costs due to its inefficiency;
- possibility of political return through the public recognition of the government's action..

After identifying the interests above mentioned, the next step is the socio economic and environmental characterization of the area subject of study.

Socio environmental Characterization

Firstly, the Metro's metropolitan role should be clear and understood in its full dimension. The changes the Metro produces and induces go even beyond the line's surroundings, bringing transformations of local, regional and metropolitan characteristics.

At the first stage of the Interactive Environmental Management implementation, the transformations of both local and regional characteristics will be focused on mainly and its conception will be based on the different standpoints of the social segments aforementioned..

Therefore, the characterization should be carried out and will consist of:

- diagnosis with secondary data;
- eye watching and pictures observation by the technical team;
- interviews with commercial and governmental institutions, politicians, NGOs and organized civil society;
- data examination and analysis.

Identification and Classification

The objective of that stage is to identify the problems and common interests to all social segments by classifying them on level of importance, according to pre-established criteria so that they can be part of the Interactive Environmental Management.

The criteria for such classification can be summarized as follows:

- total of people served;
- capacity for generating new demands;
- proposal cost ;
- possibilities of partnership.

This way, in case of the existence of various proposals of shared acting, their prioritization should comply with the criteria above, with the purpose of maximizing the positive impacts as well as mitigating the negative ones due to the non-integrated acting of the social agents or even to limited reach of some proposals.

Grades and/or weights are attributed to each criterion mentioned regarding qualitative and quantitative data.

The top priority projects and actions for implementation by the team responsible for the Interactive Environmental Management will be defined by the total sum of the grades.

Conclusion

This proposal aims at going deeper the comprehensiveness of the socio environmental planning by promoting institutional interactions which involve the society, through proposals ranging from the pre-implementation stage to the operational one of an important enterprise such as the São Paulo Metro. Its eventual goal is the improvement in the quality of local and regional life by meeting the population's needs in terms of transport with as less socio environmental impact as possible, in that it considers the socio economical and political characteristics, encouraging the citizenship practice likewise.

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