

Riverbank's socio-environmental services provision in São Bernardo do Campo municipality

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This article aims to approach the relations between environment and cities, studying Sao Bernardo do Campo's riverbanks urbanization public policies and their institutional arrangements, focusing on the intersectoriality as a way to achieve the provision of socio-environmental services. This is relevant because the Brazilian cities development dynamics followed a trend of completely subduing natural areas to intense population growth and urban sprawl combined with technicist paradigms. In this scenario, the environmental areas and the city areas dispute over territory and the relation between environment and cities goes under an exclusion logic. However, since the late 1900s, the debate around new possibilities to create a more harmonic relation between environment and cities and the provision of environmental services acquire relevance - the socio-environmental services concept derives from the ecosystem services concept emphasizing the connection between social and environmental issues. It consists on the idea that natural processes ensure the species survival and possess the ability to provide goods and services that can satisfy human needs (De Groot et. al., 2002; Fisher and Turner, 2008). Among those services is the water production, which is important to Sao Bernardo do Campo since more than half of its territory is on a water sources protection and recovery area and about 37% of Billings Reservoir's water is inside its political and administrative limits (Capobianco, 2002). Historically, Sao Bernardo do Campo took the role of a connection hub, linking Sao Paulo's capital and the main harbors in Santos. This led to the implementation of a great industrial hub in its territory playing a relevant role in Brazilian economy.

Consequently its territory has a consolidated urban area permeated by highways and regional relevance routes inserted in a conurbated area in Sao Paulo metropolitan region. Its road network is connected to the main regional roads and it's difficult to distinguish the municipality limits. The present Master Plan divides the city in three macrozones: Consolidated Urban Macrozone, Water Sources Protection and Recovery Macrozone, and Environmental Protection Macrozone. The Consolidated Urban Macrozone has a thick drainage network that is largely channelized or in process of channelization especially in culverts under the main avenues. The downtown and the municipal head office are above the confluence of the main rivers that compound the Billings-Tamanduatei basin. That took place due to the historic occupation of riverbanks based on the river management technicistical and sanitarian paradigm. This paradigm was established at the 1930s by the Prestes Maia's Avenue Plan, which ended the debate around the role of rivers and riverbanks in urban areas conjugating river channelization and avenues. This induced the rivers and streams denaturalization also justified by the guarantee of sanitarian safety, since the rivers and streams were used to dispose urban effluents (Travassos, 2005). Contemporarily the debate on environmental services provision in urban areas brought life and strenght to the debate around rivers recovery. This leads to the need to think about new ways of dealing with urban issues, especially urban drainage and the expansion of road networks. Interviews with local government public managers revealed that the environmental issues are treated as a priority only on the Water Sources Protection and Recovery Macrozone and on the Environmental Protection Macrozone proving the relevance of studies about the riverbanks urbanization public policies on the urban area. This article analyzes two public policies designed by the local government: the Social Housing Local Plan, which is composed by an articulated set of guidelines, objectives, goals, and proposed interventions about housing and settlement urbanization issues; the Drainage Plan and the DRENAR program, which are composed by proposed constructions to solve the drainage issues in Tamanduatei basin. Those policies institutional arrangements were studied to undestand how the actors engaged in planning the proposed interventions on urban riverbanks. A timid attempt to overcome the sectoral paradigm, which is largely disseminated through the

brazilian public administration, was found on the analyzed policies. Public managers from distincts sectors and departments were involved to design those policies, mainly the Social Housing Local Plan that has important mechanisms to articulate and integrate the sectoral policies that somehow intersect the inhabitat issues. However, only the policies design shows some level of intersectoriality. The policies return to the sectoral logic and are implemented by the department or bureau that is responsible for the matter. Overcoming the sectoral paradigm is an important mechanism to support the provision of environmental services, since it allows the sectors that act diversely on the territory to actually communicate and plan the actions jointly. Generally, Sao Bernardo do Campo presents some attempts to integrate its sectors and departments but it's far from being a established practice. Also, as a result, the interventions maintain their silo characteristics leading to a less ability to provide socio-environmental services.

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