

## Institutionalize a "Bicephalous" Metropolitan Area: Thinking Alternatives

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### ABSTRACT

Contemporary metropolitan areas are hubs of complex social, economic and environmental problems that materialize in the territory and require a systematic approach for their understanding, identification and intervention.

Analyzed the context and the object of study in each case, and particularly un Santa Fe-Paraná (Argentine), this work purpose to ask if that territory is susceptible to be built (as to be organized) in the future and which are instruments to do so. This territory must be understood and analyzed with an historical vision, given by actions in the past and considering tendencies glimpsed but showing the concrete and changing reality. Likewise, this future must be built on the territory, which requires prospective and far-reaching visions.

This presentation tries to give rise to guidelines for an intervention that is fundamentally based on the disciplines of the project, but with an approach that overflows it, and tries to incorporate contributions from other disciplinary fields. In short, it can be assumed as a technical contribution to a possible real process (collective, negotiated) to elaborate the format that a Metropolitan Plan will be able to face.

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### 1. Introduction

There are interesting background studies (and proposals) related to the organization of the system of cities in Argentine that account for the quantity, characteristics and distribution of the cities.

It is possible that the framework is in the knowledge of Racionero's studies [1] and his references to the role of the city system as a diffuser of development. Also is important in this sense investigations developed by the Dr. in Geography Juan A. Rocatagliatta (1992) [2].

At a different time, regarding the consideration of planning as state policy, the Urban Argentina Program (2011) [3] argues that 50% of the population is concentrated in the international node (Buenos Aires) and

national (Córdoba, Rosario, Mendoza and Tucumán).

The Santa Fe-Paraná Metropolitan Region, is presented as an urban-rural area, which having exceeded one million inhabitants, recognizes as a particular feature the duplication of its central city in two urban centers -Paraná and Santa Fe, each on opposite margins of the Parana River.

The disciplinary literature tries to describe, understand and explain these diverse processes with the complexity added by the interjurisdictionality of these territories, to address problems and tackle projects that overcome them.

Assuming, in any of the presented scales, the associative condition of the localities for their future governance and management,

implies taking advantage of the opportunity to enhance and complement resources to address and overcome those problems. Concerted management not only means saving resources but also achieving a more competitive territory in relation to the network of existing cities. For this it is necessary to produce new looks, jump the epistemological obstacle that prevents us from overcoming the negative connotations of the metropolis to move on to see its power as a differential opportunity.

The case of Santa Fe-Paraná, due to its dual centrality, merits asking whether it is capable of being approached through an instrument.

To a large extent, the antecedents that are exposed come to give account of the permanence in the interest to strengthen the physical connection between both cities. It is clear: if the river does not mediate, these proposals would not be on the discussion tables. The bridges are constructions that arouse deep attraction for the suggestions they awaken: to the resistant, to the aesthetic and symbolic, to the functional, to the cultural and historical, to the strategic, to the defensive.

Inquiries in graphic media, have allowed to account for a series of efforts that, since the second decade of the twentieth century, aimed to formalize the project and the construction of a bridge between Paraná and Santa Fe. This is considered as road and rail, and the initiatives are endorsed both from the public sector and from the living forces and allow the translation of what the term implies: union, communication, continuity, security, domination and challenge.

## 2. Material

### 2.1 National antecedents [4]

#### 2.1.1 Metropolitan Area of Buenos Aires.

The main legal-institutional precedents recorded by the Metropolitan Region, had their origin in 1984, when the governments of the Province, the Municipality and Federal- signed

the agreement of the Metropolitan Area of Buenos Aires (AMBA).

This agreement was aimed at the search for interjurisdictional and intersectoral agreements that would provide answers to the needs that the area's problem demanded.

The agreement proposed a series of objectives and functions to be developed in the first stage, among which stand out. a) Collect and systematize information related to the territory. b) The carrying out of studies of the common problems of the area by the various jurisdictions involved. c) Propose guidelines to policies on issues related mainly to infrastructure, industrial areas, backbone services, security, health, education, assistance, social promotion, and road intercommunication. e) Preparation of individualized programs whose area of influence exceeds the jurisdiction of each municipality involved. f) Elaboration of rules of use, occupation, subdivision, and development of land, referring to common basic criteria among the different jurisdictions.

The National Executive Power (PEN) on April 22, 1987 and through Dto. No. 577/87, adhered to the joint actions established in the AMBA agreement, assigning the Ministry of the Interior the responsibility of directing the pertinent actions.

From then on the Political Committee of the AMBA was constituted, which was integrated by a representative of the Government of the Province of Buenos Aires, the Secretary of Government of the City of Buenos Aires and the Undersecretary of Institutional Affairs of the Ministry of the Interior. The same had the assistance of a Technical Committee.

The PEN in exercise of the powers conferred by art. 86, inc. 1, of the National Constitution, sanctions on December 22, 1987, the Dto. 2064/87, through which the National Commission of the Metropolitan Area of Buenos Aires (CONAMBA) is created.

The purpose of this commission was to: a) Assist the National Executive Power in all matters concerning metropolitan policy and in particular in the implementation of the AMBA creation agreement. b) Perform the tasks of direction and coordination of the different jurisdictions, agencies, and state companies involved in the AMBA.

Among the different tasks carried out by the CONAMBA, we must highlight the draft bill for the AMBA, presented publicly on May 4, 1989, which never came to be addressed by the relevant legislative bodies, but which undoubtedly stands as one of the few instrumental antecedents, from the institutional point of view that the area possesses.

The preliminary project aimed to promote strategies and concerted actions at the interjurisdictional and intersectoral level in the AMBA, which aimed to improve the quality of life of its inhabitants.

It considers that the AMBA is formed by the City of Buenos Aires and 14 parties of the Buenos Aires conurbation, among which are: Almirante Brown, Avellaneda, Berazategui, Esteban Echeverría, Florencio Varela, San Martín, General Sarmiento, La Matanza, Lanús, Lomas de Zamora, San Isidro, Tigre, Tres de Febrero, and Vicente López.

This delimitation leaves open the possibility that other neighboring jurisdictions may be added to the territory to the extent of their needs and common interests with it.

As for the institutional organization, it was conceived as a norm of adhesion, which would begin to have effect for the different jurisdictions in the measure of approval by the powers corresponding to them.

The creation of an Interjurisdictional Entity for the AMBA, integrated with representatives of the different organisms of the National Executive Power with interference in the area, the Municipality of the City of Buenos Aires (which was federal capital and not an autonomous city at that time) was envisaged

and the Municipalities of the Province of Buenos Aires that make up the area.

The Entity would also have deliberative planning and execution bodies, which were constituted as a guarantee of inter-jurisdictional agreement.

The Entity had as its main function that of being an interjurisdictional coordination body, from which the guidelines of an Action Program should emerge, which would be applicable to the National State agencies, their companies and societies.

Likewise, it was established as a consulting body for those actions and undertakings that, due to their importance (to be defined in the regulations), could affect the region and correspond to more than one jurisdiction.

The preliminary draft also foresees that the entity would have powers of execution, those that were delimited and could arise from agreements (that were not of express competence of another area of the National State, companies and / or societies), of express delegation or of agreements celebrated within of the competition assigned to the Entity.

Its resources would come from a Fund specially created for this purpose, in which it would have the following contributions: a) Budgetary allocations. b) Contributions from the Province of Buenos Aires and the Municipality of the City of Buenos Aires. c) Other contributions, such as donations, bequests, and / or contributions for specific projects.

Already in 1999, the Higher Institute of Urbanism. SICyT. Faculty of Architecture, Design and Urbanism of the University of Buenos Aires described the results as ephemeral and inconclusive.

On this primary responsibility, the identification of common problems that affect the quality of life of metropolitan citizenship and the design of public policies are its priority objectives.

The Metropolitan Foundation is a non-government organization (NGO) founded in the year 2000, and to fulfill its mission it works generating scenarios of debates and consensus through the organization and participation in meetings, workshops and activities. In addition, he regularly publishes information, diagnoses and approaches about the metropolis Buenos Aires.

The Metropolitan Foundation works to influence the public policies of the metropolis Buenos Aires, with the aim of achieving greater equity, social inclusion and sustainable development, and does so by facilitating participatory planning processes and interjurisdictional coordination.

- Mission: improve the management of metropolitan public policies, to achieve greater social equity and a better quality of life.
- Vision: to build a regional institutionality that receives the proposals of society and, in this way, can resolve their demands.
- Methodology: to influence public and private decisions based on the generation of consensus and consensus among political, social and economic actors.

The Foundation has a Board of Directors, another Academician and a third of experts. In all there are renowned professionals of the national urbanism.

### 2.1.2 Rosario, Santa Fe, Argentina

From the provincial level:

The Prefecture of the Great Rosario recognizes as antecedent the Intercommunal Agreement of 1967. The Legal-Administrative organism is created by Law 6551/69 as the entity responsible for the Planning in the Area, being in reality an operational organism

Funded by the Municipalities, it defines the elaboration of a Development Plan for the Metropolitan Area, linked to the National Planning System.

The Assembly of mayors worked and took resolutions. The process was interrupted in

1976. The National Planning System failed and the Prefecture was left without support links.

First Stage: The Preliminary Analysis of the Physical Structure of the Metropolitan Area was prepared.

Second Stage: Preliminary draft of the general guidelines for the Metropolitan Area that include: preliminary scheme, basic rules for regulatory plans, works in project and execution to be considered and general recommendations. The Transportation System in the Area merited special treatment through the preparation of the Preliminary Transportation Study and the conclusion of agreements with Argentine Railways and National / Provincial Roadways with the Prefecture.

Once in democracy, the COTEUR Gran Rosario Urbanistic Technical Committee was created, which was present until the end of the 1980s.

In 2005 the Provincial Office of OAM Metropolitan Affairs was created and it works until 2007. Although it was oriented to all the provincial metropolitan systems, it particularized in the Rosario case.

From municipal management:

The Strategic Plans 1998, 1999 and their updates PERM + 10 and the Urban Plan 2007-2017 contemplate the approach of the territorial phenomenon that occurs around Rosario. It will be just like one of the projects of PERM + 10 the one that takes shape in 2010 with the ECOM Metropolitan Coordination Entity by voluntary association of the municipalities.

The cities and communes of the region have since then an instrument that is formed as a space for coordination and promotion of public policies of regional impact and as a driving force for the development of projects at metropolitan scale, organized on the basis of a strategic association of localities.

Mission: Promote the urban and territorial development, harmonious and integrated metropolitan area on the basis of consensus built through different instances of coordination

that have been established throughout history, especially in the framework of the Strategic Plan Metropolitan Rosario 2010- 2018

Organizational structure: the ECOM is chaired by the Mayor of Rosario and has an organizational structure composed of a Governing Council, composed of all the mayors and presidents of the communes of the member localities; a Board of Directors, constituted as executive body of the decisions of the Board and as legal representative of the Entity. It also has an Executive Secretariat and a Technical Advisory Council.

Members: Acebal, Alvear, Arroyo Seco, Capitán Bermúdez, Fighiera, Funes, General Lagos, Baigorria Grenadier, Ibarlucea, Pérez, Piñero, Andean Village, Esther Town, Ricardone, Rosario, San Lorenzo, Soldini, Villa Gobernador Gálvez and Zavalla.

### 2.1.3 Background Paraná-Santa Fe

The recognition of a "metropolitan space" by Paraná and Santa Fe and their respective provinces, has been present in a series of technical instruments and political actions, carried out under rather strategic approaches that account for the historically present interest of create links between both cities.

The Interprovincial Pro-Tunnel Commission (1956), the Declaration of Sauce Viejo (1960), an agreement between the Uranga and Silvestre Begnis governors for the execution of the work that, after a succession of laws of both provinces, allows to approve, constitute important precedents. the Interprovincial Treaty for the construction of the Subfluvial Tunnel "Hernandarias", inaugurated in 1969; the Declaration of Santa Fe (1998), in which the governors Obeid and Busti guarantee the communication channels between Paraná, Santa Fe and their zones of influence. The interest arises from considering its regional strategic value as a complementary and non-competitive alternative with Rosario-Victoria, for which they implement strategic

regional development planning; the Agreement Interprovincial Entity Tunnel Subfluvial Hernandarias - National University of Córdoba (1999) that defines a project for the new physical connection Paraná-Santa Fe generated in the framework of a report of studies carried out by the Higher Institute of Transportation Engineering on the use of the tunnel and its perspectives; the Declaration of Paraná (1999), where the governors Obeid, Mestre and Busti commit themselves to take the measures that are necessary to complete the works of the Paraná-Santa Fe highway and initiate studies for the location of an Intermodal Center of Load Transfer ; the Convention for the Integration and Development of Santa Fe and Paraná (2000), which proposes a framework for efficient action aimed at achieving a better quality of life based on the competitiveness of the whole; the Santa Fe-Paraná Metropolitan Area Planning Agency (2005). The latter recognizes the existence of an agglomerated area of smaller and jurisdictionally differentiated locations that merit its consideration as a planning scale and its main instrumental objective was to prepare the basis of a Conceptual Master Plan for Development for the Area that enables the call for the public, technical and community bodies to agree on their future actions on the sector in favor of the consolidation of this incipient binuclear Metropolitan Area.

From the point of view of the private actors, and as far as regional integration is concerned, possibly the most encompassing fact was constituted in 1996 by the constitution of the Forum for the Development of the City of Santa Fe and the Region, an initiative that brought together to the most representative business entities, to municipalities, local legislative bodies, professional entities and academic bodies. In this area, which was framed by the institutional agreements, the private sectors carried out an interesting process of discussion and identification of the central

issues to be developed, in which both the entities of the metropolitan area and the business entities of the metropolitan area have actively participated from the Entre Ríos Province side [5].

The framework of the Constitution of the Province of Entre Ríos, reformed in 2008, endorses the integration of municipalities in regional organizations (including interprovincial ones if article 75 is interpreted), being able to carry out negotiations and conclude agreements in the international order respecting the faculties of the federal and provincial governments (Article 242).

In the case of Santa Fe, the approval of the Law of Metropolitan Areas in April 2015 is relevant. It had been presented in 2013 and lost parliamentary status. It is possible that this instrument has not had the dissemination it deserves and that establishes a series of instances that will lead to the formulation of strategic guidelines for the metropolitan areas of the Province. This initiative has been endorsed by the BID Interamerican Bank of Development, which does not reject the consideration of the interrelation with Paraná

## 2.2 The proposal: the "operation manual"

The synthetic and very illuminating work of Floriani and others [6], referred to the Rosario case, allows us to establish some ideas that allow us to begin the formulation of our own experience. Perhaps, if it were to be revised after the inauguration date of the Rosario-Victoria bridge in 2003, the contribution would be even more direct to the Santa Fe-Paraná case.

The paper defines some issues to be considered for institutionalization and comes up with a proposal based on the combination of the alternatives analyzed:

- organism type: technical (consultant, consultant), executive (consortium), political (community)
- Stability: permanent, not permanent
- Imposition: mandatory, voluntary

-boarding: sectorial, integral

The above-mentioned experience leads us to define that the institutionalization of the Metropolitan Region (including both conglomerate areas) should be considered as a Consortium or Coordination Body of Commonwealth.

In the case of the "double header" one could think establishing paths Commonwealth in mirror that maintain high levels of good "coexistence" in the aspects of mutual interest.

This issue is linked to conflicts arising from provincial legislation, modes of organization, levels of institutional strengthening and different times.

The Commonwealth of the Metropolitan Region of Santa Fe and the Commonwealth of the Metropolitan Region of Paraná will be registered in laws that establish a general regime for their constitution within the scope of each Province and, in turn, will constitute a Consortium with the approval of the Statute of the same.

### 2.2.1 Commonwealth of the Metropolitan Region of Santa Fe and Commonwealth of the Metropolitan Region of Paraná

They will be organizations of permanent functioning, of voluntary integration and of a political nature.

Each one must formulate a Statute approved by the Municipal Councils or Communal Commissions of each integral urban center.

Scope:

Plan, coordinate and program integration policies and metropolitan development, respecting the autonomy of its members.

Promote the coordination and normative compatibility between the municipalities and constituent communities.

Plan and coordinate the management of public works of common interest.

Promote the common management of public services.

Celebrate assistance agreements or cooperation with public or private, provincial, national or international organizations.

Collect, organize and systematize information about the Metropolitan Region.

Organizational structure.

The organization and management of the Metropolitan Region is in charge of an entity endowed with legal personality under public law, with administrative autonomy and its own assets.

It will have a Governing Council, as a deliberative and decision-making body composed of the Intendants and Communal Presidents of the localities and a representative of the Provincial Government. In order to achieve executive effectiveness, a Board of Directors can be defined to guarantee the presence of the different political forces with representation in the Metropolitan Region and an oversight body. The Board of Directors may have a Technical Advisor whose function is to establish links with provincial and local technical departments. The Provincial Representative will promote the creation of a Technical Body representative of the provincial departments that act as a reference for the Advisor.

Powers of the Government Council

- Day the Internal Operating Regulations
- Approve an annual Work Plan with goals, actions and deadlines.

Means:

The resources are integrated with:

The contributions made by the Municipalities and Communes that make up the Metropolitan Region, in the amounts and terms established by common agreement.

The contribution made by the Provincial Government

Other government contributions or from International Cooperation

## 2.2.2 Consortium or Coordination Body of the Commonwealth

It will be an organism that coordinates the Commonwealth of Santa Fe and Paraná, of non-permanent operation and of a technical and executive nature.

It must formulate an approved Statute on the part of the Councils of Government of each Commonwealth.

Organizational structure.

The organization and management of the Consortium or Entity is in charge of a Coordination Entity endowed with legal personality under public law, with administrative autonomy and its own assets.

It will have a Governing Council, as a deliberative and decision-making body composed of the Governing Councils of each Commonwealth and the representative of each Provincial Government in it. A Directory that will be the integration of the Boards of each Commonwealth, a Technical Area coordinated by the technical advisors of each Commonwealth and integrated by the approved teams in each Work Plan (could be by Agreement with organisms of science and technology) and an Organ of Inspection.

Powers of the Government Council

- Day the Internal Operating Regulations
- Approve, in front of each question presented by a member, the Work Plan with goals, actions and deadlines.

Means:

The resources are integrated with:

The contributions made by the Commonwealth, in the amounts and terms established by common agreement.

The contribution made by the Provincial Governments

Other government contributions or from International Cooperation

Functions of the technical component of the Entity or Consortium

Planning and Strategic Management Unit aimed at developing the lines of work prioritized by the Governing Council.

It is formed by a Council composed of the technical referents designated by the member localities under the direction of the Technical Advisers of each Commonwealth and the professionals and technicians defined to develop each Work Plan.

This conformation allows to combine the contribution of those who have the knowledge in situ with the suitability for each job.

It is assumed that the field of action will be the major structuring components of the metropolitan territory: water courses, networks of fluvial, railway and road mobility, productive land uses and services of regional scale.

Each Commonwealth should have a comprehensive analysis and diagnosis of the characterization of the area and each component in relation to its provincial and national Strategic Plan.

### 2.2.3 Formulation of a possible Work Plan presented in the Consortium

The case that is developed is considered the founding activity. From there, the definition of guidelines, guidelines and project of the territorial model should be continued. Some approximations in this regard will be developed following the presentation of this exemplary case.

Case: Characterization of the Santa Fe / Paraná territory and its hinterlands according to the criteria of the Provincial Strategic Plans in the conglomerate and regional scales.

Prospective preliminary diagnosis that identifies:

- the main issues, problems and potentialities

- the type of coordination and strategic and associative articulation between actors.

- reconsider the preliminary delimitation proposed by the Provincial Strategic Plan

General organization of the work team

In recognition of the available information about the modes of organization and functioning of metropolitan management entities and, particularly, the experience that the ECOM Ente de Gestión Metropolitana de Rosario has been carrying out, a similar organizational and management structure has been developed. with the particularities of the case:

- constitute a TECHNICAL unit under the coordination of the technical advisors and made up of

- Ad hoc representatives of the Governing Council that participate in instances of defining general guidelines for each instance.

- Specialists of departments of the provincial public administration.

- Specialists of local government departments (municipal or communal).

- Professionals and technicians of different level

- Specialists Advisers of different disciplines according to specific requirements

- establish a POLITICAL unit that establishes / orients / determines the guidelines that govern activities, especially with regard to links with referents and between municipalities and communes and with the provincial government, restricted and / or open participatory instances and aspects of diffusion. It should be constituted by the highest authorities of each institution that act as promoters of meetings with the estates that they consider according to the question of treatment.

It is worth noting the existence of entities that should integrate this unit as the Regional Council for Strategic Planning (CRPE) of Santa Fe.



## 2.3 Approaches to the analysis and diagnosis, guidelines, guidelines and project of the territorial model.

### 2.3.1 Work methodology

If it is assumed that each Commonwealth will have to go to the heart of the Entity or Consortium with a kind of updated status, it should be, in this area where the continuity of the task is considered in an order that could be the following:

-compatibility of contents in relation to general systems:

- Water courses: treatment of fronts, defenses, compatible uses
- Mobility systems: status, organization and functionality.
- land uses: urbanization processes, urban and rural productive uses, interfaces.

-formulation of guidelines or planning guidelines as a way to agree on the first agreements on the policies to be applied in the area and at each level of approach, to define and prioritize actions in order to guide the transformation processes.

These are the general policies that will order and prioritize the management of transformation processes and respond as "big challenges" or desirable objectives in relation to the problems detected in the diagnosis.

Example of guidelines:

Improve the conditions of access to services

From these guidelines, the formulation of guidelines guides to establish certain strategies to reach the goal that sets the standard and must include schemes that aim to explain where and how about the decisions that have been taken to achieve it.

Example for the previous guideline:

-Definition of a scheme of polycentric and balanced distribution of equipment and services that is sustainable and enhances local capacities

This would lead to propose actions to achieve it.

For the previous example:

-Promote the location of intermediate integral nodes

These actions must also respond to certain sectoral strategies.

-development of sectoral strategies that may be tentatively referred to:

- a. environmental
- b. infrastructure (includes the production infrastructure)
- c. socio-economic-demographic
- d. large land uses and connections and normative instruments of physical planning and management

-review of the urban file of each locality (formulated by each Commonwealth) in the light of these definitions.

The same will have to transcend the mere informative aspects to become a test plane, a scope for the modeling of the local incidence of the planned actions on the general systems.

### 2.3.2 Citizen participation

Without pretending to develop such an important issue, we are only going to try to establish the importance of having political-institutional decisions as a support with a territorial-based technical team by having technical references from each locality.

Each stage of the process will have to have this kind of internal technical consensus to expose each stage to an instance of open consultation (to the organized organized forces of the community).

For this objective of the agreement, these points can be pointed out in a preliminary way:

- understand a renewed epistemological framework in which cities and their territories become active agents of their development policies (or at least in non-passive subjects in

relation to sectoral policies that go through them)

- Produce new perspectives with up-to-date and operational data for decision making in environments that become more predictable based on your knowledge
- generate new more inclusive forms of management that not only allow for better decisions, but also ensure agreement between social actors and projects, plans and programs of different scales.

### 3. Results and Discussions

The important extension of the defined territory defines a diversity that can not be ignored. It is clear that the "oneness" referred to repeatedly as a characteristic of a metropolitan territory does not entail the idea of homogeneity.

That is why, both the diagnosis and the territorial model, should observe and respect a possible fragmentation. Other cases studied (especially Rosario) show the weight of the north-south linear continuity of the river to define corridors in these directions. And, towards the interior a sectorized quadrant.

The Santa Fe-Paraná case does not escape this scheme but with certain complexities.

The northern coastal corridor in the Paraná case is not materialized. And Santa Fe recognizes the coastal and two interiors.

As for the interior, in the province of Entre Ríos, the scheme is clearly concentric radius while in Santa Fe a grid is visualized.

At the same time, the watercourses, their edges, the flooding and waterlogging areas pose unquestionable delimitations.

All of the above requires the incorporation of this question as a starting point towards the definition of the territorial model.

The guidelines, guidelines and sectoral strategies intersect with the interpretative diagnosis in a synthesis of integrated urban files in the territory to define a metropolitan model. In general terms, this model must promote the

sustainable, competitive and balanced development of the area.

Each guideline should be synthesized in a general plan and in independent planes for each fragment that has been defined, showing objectives, general strategies and actions aimed at orienting the existing territorial development towards the desired one.

A synthesis of these instances would allow "arming" scenarios. Each one should have clearly expressed and developed indicators that allow the verification of the evolution of the item.

Although a scenario scheme has been reached, it has been done through:

Urban-territorial plans that pivot between interpretation and action

-identification of sectoral programs and common inter-jurisdictional projects.

- definition of a management entity for these proposals (a political unit and a technical unit)

- ordering patterns

all of which supposes an overcoming of habituales schemes in the traditional planning.

As in the formulation of any project there are issues that can be uncontrollable and that are exposed by verifying the hard work that remains:

- the lack of a regulatory framework for planning (land use laws, habitat laws, etc.) in the country and in both Provinces.

- the "dependence" of a large part of the localities of the central provincial power in terms of economic, technical and human resources.

- Lack of experience of public actors to integrate the private sector into planning processes.

- the possibility of delayed integrations or absence of integrations due to short-term issues that will successively modify the territory to be addressed.

#### 4. Final reflections and conclusion

Analyzed the context and the object of study in each case, and the case Santa Fe-Paraná in the case of the author, this work begins by asking if that territory is susceptible to be built in the future and what are the instruments to do so.

Any proposal must be interpreted as the simulation that it is. This presentation gives rise to guidelines for a hypothetical intervention proposed primarily from the disciplines of the project, but with an approach that overflows, and attempts to incorporate contributions from other disciplinary fields. In short, it can be assumed as a technical contribution to an eventual real process (collective, negotiated) of elaboration of the assembly of the organic that a Metropolitan Plan can face.

In the framework of this work, talking about discipline (or disciplines) of the project should serve to highlight what different technical knowledge (environmental engineering and mobility, legal-legal aspects, economic, etc.) involved in the assumption of the mentioned problems they have in common, beyond their notorious differences of object: that is, the interest in the project, precisely; the will to prefigure and fix in advance some of the conditions of existence of certain spatial orders (buildings, cities, territories) that is characteristic of architecture (in this case in its urban-territorial approach). And this indication of continuities and homogeneities -within certain limits- should serve, in turn, to enhance a project's approach and perspective of the territory, as well as to encourage the use of certain project techniques in the management

thereof. In other words, it is about enhancing the assumption of the territory as a project problem.

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