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## RS03.5 - Regional and Local Development Policies

Chair: Isabel Coimbra

### [1127] FROM STRATEGIC PLANNING TO DEVELOPMENT INITIATIVES: A FIRST REFLECTION ON THE SITUATION OF LISBON AND BARCELONA

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**ABSTRACT.** Our object of study is a comparative analysis of local development processes on a metropolitan scale and our research focus are “city- regions” (cf. Scott, 1998; cf. Scott *et al.*, 2002), understood as those metropolitan areas whose administrative and institutional boundaries do not always match with their political and economic identity and which are inserted in global processes of social and economic transformation. The main objectives of this work are the following: - Analyze and understand the competitive advantages that local and metropolitan political powers have in relation to Central State in creating favorable conditions for improving enterprises’ productivity and competitiveness; - Analyze new forms of democratic political participation, especially concerning territorial governance, in a global perspective of convergence between State and citizens interests; - Compare two different models of metropolitan organization and discuss its application to the Portuguese reality and, specifically, in Lisbon; - Reflect on the role of public policies and territorial strategic planning as support instruments for regional or local political powers, capable of promoting development in different metropolitan contexts; -Summarize the previously mentioned objectives throughout a comparative analysis between Lisbon and Barcelona metropolitan areas. Traditional planning processes, based on a normative spatial planning, continue to dominate the theories and practices of planning and promoting cities. Furthermore, even in territorial strategic planning, the emphasis is often placed in the realization of major cultural and sports events and the urban renewal of certain parts of cities. In this sense, the perspective that we want to carry out in this work will be more based on the promotion of local economic growth and will focus more on the analysis of strategic planning processes leading to local development initiatives in the fields of education, vocational training and entrepreneurship support, as opposed to a more “traditionalist” analysis of urban renewal and rehabilitation processes, in the perspective of what Peter Karl Kresel called “economic strategic planning” (cf. Kresel, 2007). Indeed, some theoretical approaches to regional and local development favor actions where municipalities interact and form alliances with other territorial actors (cf. Borja and Castells, 1997). Therefore, local political powers have gained considerable “leadership” in terms of economic growth and some authors talk about a “new type” of territorial management, designated by Ascher as “urban entrepreneurship”, by Harvey as “public urban management”, by Le Galès as “urban governing” or “local mercantilism” by Fainstein (cf. Salvador, 2006).

**Keywords:** *Barcelona, Development, Lisbon, Strategic Planning*

#### 1. INTRODUCTION

The present text represents the joint PhD thesis project/structure in Geography (through the *Universitat Autònoma de Barcelona*) and Urban Studies (through the *Universidade Nova de Lisboa* in association with the *Instituto Universitário de Lisboa*) supervised by Professor Regina Salvador (from *Universidade Nova de Lisboa*) and Dr. Montserrat Pallarès-Barberà (from *Universitat Autònoma de Barcelona*).

Our object of study is a comparative analysis of local development processes on a metropolitan scale and our research focus are “city- regions” (cf. Scott, 1998; cf. Scott *et al.*, 2002), understood as those metropolitan areas whose administrative and institutional boundaries do not always match with their

political and economic identity and which are inserted in global processes of social and economic transformation.

The main objectives of this work are the following:

- Analyze and understand the competitive advantages that local and metropolitan political powers have in relation to Central State in creating favorable conditions for improving enterprises' productivity and competitiveness;
- Analyze new forms of democratic political participation, especially concerning territorial governance, in a global perspective of convergence between State and citizens interests;
- Compare two different models of metropolitan organization and discuss its application to the Portuguese reality and, specifically, in Lisbon;
- Reflect on the role of public policies and territorial strategic planning as support instruments for regional or local political powers, capable of promoting development in different metropolitan contexts;
- Summarize the previously mentioned objectives throughout a comparative analysis between Lisbon and Barcelona metropolitan areas.

Given the major challenges facing these cities-metropolis; namely, globalization and new forms of productive organization - with the consequent territorial restructuring -, the urge of sustainability at an urban scale and its contribution to global sustainability, the challenge of social inclusion and new forms of urban governance as contributions to a more participatory democracy; we will try to analyze the specific situation of this type of urban-metropolitan areas with regard to the promotion and revitalization of regional and local development initiatives. In fact, in order to gain scale, size and critical mass necessary to leverage development process, it is necessary to invest in the creation and consolidation of (ideally) polynucleated urban networks to overcome the challenges of competitiveness and to promote an integrated and sustainable development, namely through the implementation of strategic planning processes, where alliances between actors, entrepreneurship and civic engagement can lead to a more dynamic and integrated local economic basis, with a better level of cooperation between different local actors.

Thus, traditional planning processes, based on a normative spatial planning, continue to dominate the theories and practices of planning and promoting cities. Furthermore, even in territorial strategic planning, the emphasis is often placed in the realization of major cultural and sports events and the urban renewal of certain parts of cities. In this sense, the perspective that we want to carry out in this work will be more based on the promotion of local economic growth and will focus more on the analysis of strategic planning processes leading to local development initiatives in the fields of education, vocational training and entrepreneurship support, as opposed to a more "traditionalist" analysis of urban renewal and rehabilitation processes, in the perspective of what Peter Karl Kresel called "economic strategic planning" (cf. Kresel, 2007).

We intend to then analyze, in the context of the thesis, a number of issues associated with "scale economies", "agglomeration economies", "proximity economies" or "urbanization economies" (cf. Polèse, 1998). We are speaking about concepts with an origin in Economics, but with a deep spatial basis and a growing attention from Geography.

As mentioned above, the work to be performed also intends to be a comparative analysis between Lisbon and Barcelona metropolitan areas. In this sense we can also introduce examples from other metropolitan areas inserted in the Iberian Peninsula urban system, such as Madrid, Porto, Valencia, Seville and Bilbao, as well as other European and international examples.

Our research hypothesis centers around the idea that Barcelona has had, since the late 80s, early 90s of the last century, a growing international presence, economic growth and "urban renewal" with great success and far superior to Lisbon, justifying what has been designated as the "Barcelona Model", despite some recent criticisms concerning gentrification and "touristification" of certain parts of cities (cf. Busquets, 2000; Benach and Tello, 2004; Sabaté and Tironi, 2008; Capel, 2009; among others).

## 2. EARLIER THEORETICAL REFLECTION

Some theoretical approaches to regional and local development favor actions where municipalities interact and form alliances with other territorial actors, may they be the Central State, private companies, banks, business associations, cooperatives, non-governmental organizations or citizens' movements, so that a local government capable to answer the present urban challenges and built a project for the city, should be a promoting and entrepreneurial government (cf. Borja and Castells, 1997).

Therefore, local political powers have gained considerable "leadership" in terms of economic growth and some authors talk about a "new type" of territorial management, designated by François Ascher as "urban entrepreneurship", by David Harvey as "public urban management", by Patrick Le Galès as "urban governing" or "local mercantilism" by Susan Fainstein (cf. Salvador, 2006).

In this perspective, the crisis of nation-states may lead to the creation of an international network of interdependent and interconnected local/metropolitan governments. Nation-states are therefore simultaneously too “big” to solve local problems and too “small” to solve the “new” economic and social problems resulting from Globalization (cf. Borja and Castells, 1997).

In this sense, the concept of Governance becomes extremely important. Like Jordi Borja and Manuel Castells (1997), we believe that a promoting local government cannot operate according to the management and contracting rules of the traditional administration. Therefore, the urban entrepreneurship “speech” is justifying new political practices and social relations, as well as an agenda determined by urban competitiveness and the demanding of an, increasingly, efficient public administration.

On the other hand, given the geographical dispersion of transnational corporations and increasing trade and financial capital flows, management, control and innovation functions, tend to be concentrated in large cities,

“This globalization of production [...] constitutes the new tension between globality and locality (Sthöhr, 1990). Cities are the most differentiated and complex localities of all, hence the growth of competition between them [...]” (Jensen-Butler *et al.*, 1997: 4).

Nevertheless, Nation-States will continue to exist, even for such a matter of “scale economies”, and to ensure certain public services that because of their costs or technical complexity (armed forces, justice, diplomacy, etc.), are way over the capacities of regional or local political powers. Therefore, it is important that nation-states must maintain with local governments a more decentralized, more contractual, less hierarchical relationship (cf. Borja and Castells, 1997).

In a wider territorial basis, and considering the spread of the effects of “metropolization” sense, we must consider the concept of “city-region”,

“The concept of global city-regions can be traced back to the “world cities” idea of Hall (1996) and Friedmann and Wolff (1982), and to the “global cities” idea of Sassen (1991). [...] in a way that tries to extend the meaning of the concept in economic, political, and territorial terms, and above all to show how city-regions increasingly function as essential spatial nodes of the global economy and as distinctive political actors on the world stage” (Scott *et al.*, 2002: 11).

In this sense, since the late 1970s, early 1980s, new methodological instruments emerged such as: strategic planning, territorial marketing, development agencies and public-private partnerships, among others, which may configure what has been referred as “new territory management” (cf. Salvador, 2006).

Considering the paradigmatic role of territorial strategic planning in Barcelona, it is relevant to mention that strategic planning (in *lato senso*) has a “long” history. Indeed, the word “strategy” comes from the ancient Greek word *stratego*, which itself results from the combination of *stratos* (the army) and *ego* (the leader).

This ideology was born in the military area and can be understood as the capacity of leading an army against his enemy, directing the operations in order to achieve the established goal. The use of strategy in military art goes back some 2300 years ago, to Chinese general and philosopher Sun Tzu (cf. Fernández Güell, 1997; Ferreira, 2007).

(Business) Strategic planning emerged in the 1950s/1960s as a tool to improve internal organization and enterprises operations. Indeed, it was in the period after Second World War that enterprises started to predict and to organize in a more cohesive way the development and diversification of their activities, namely, trying to anticipate or foreseeing future evolutions in terms of sales, costs or technologies, among other aspects.

In the 1980s, in the United States, several cities (San Francisco, Philadelphia, Memphis) and States (California, Ohio, Wisconsin) started to elaborate strategic plans in order to attract investment, promote economic growth or urban rehabilitation, creating territorial strategic planning, reproducing the logics of business strategic planning,

“Strategic planning is the most appropriate approach for all communities. This is a future-oriented approach that builds a local economy on the basis of local needs. [...] The strategic style of planning thus boils down to doing the everyday business of local government with one additional long-term objective firmly in mind: economic development” (Blakely and Bradshaw, 2002: 93-94).

The application of strategic planning to cities and regions represents an important effort to produce fundamental decisions that lead a certain territorial “organization” (municipalities, regions or countries) to achieve the predetermined goals.

In fact, within this new planning context, one of the challenges facing the planning process is the integration of social and territorial changes in a strategic framework and its translation into strategic decisions through

appropriate criteria. The formulation of territorial development trajectories requires a multidisciplinary effort of cooperation and consensus building around the key ideas of a certain development project.

The focus put in “action” comes from the worry to avoid contradictions between objectives and operationalization means, frequently seen in traditional planning. The “participative and interactive character” seeks to incorporate a broad spectrum of actors in the decision process, in a way to joint efforts and achieve consensus.

The relevance given to actors’ participation, more than related to ethic reasons, is related to the fact that power is, effectively, shared between actors with their own strategies that need to be made compatible.

François Ascher (1995) considers that cities have great resemblances with companies:

- Both face international competition;
- Its development depends on economic factors;
- The mayor is, increasingly, a manager and not the “owner” of the city.

The impact of strategic planning in territory is wide and implicates joining efforts and establishing relations between different territorial actors. However, these interactions are not between “abstract” entities, such as cities and regions, but between agents and companies that exchange information.

These networks of cooperation enhance the importance of the new information society that is characterized by globalized economic relations and the increase of individual initiatives, essential for competitiveness and information circulation.

In resume, we are talking about a prospective planning, of long term, or strategic, that proposes a certain development scenery for a territory, based on a clear bet in a certain factor or project capable to mobilize the territory “living forces”, inducing a strong change in order to achieve the planned goals.

### **3. RESEARCH PLAN**

#### **3.1 Earlier questions**

The research will be led by a set of earlier questions, closely related to the general objectives outlined:

- Analyze and understand the competitive advantages that local and metropolitan political powers may have compared with the Central State in relation to the creation of favorable conditions for enterprises’ productivity and competitiveness. Therefore, it is important to have a historical view about national and local public policies and their influence on local development processes, consequently our analysis should bring answers to the following questions: Why, throughout history, urbanization has been the inseparable companion of economic development? What is the role of cities in the development process? Why is that companies and individuals are concentrated in urban areas? What do they gain by this? Cities seem to allow populations to reach a higher level of well-being. How is that done? And what are the relations between the city and its surrounding areas? (cf. Polèse, 1998). Yet in this objective, the methodologies we want to apply should infer the connection between urbanization/metropolization and development;
- Analyze new forms of democratic political participation, particularly in regard to territorial governance, understood as the management of public affairs, in collaboration with citizens and other organizations or entities in a global perspective of convergence between State, private and citizens’ interests. The analysis of Barcelona (and its metropolitan area) may reveal a case of (apparent) success and ensure its applicability to Lisbon context (and its respective metropolitan area);
- Compare different models of (regional and) metropolitan political and administrative organization and discuss its application to the Portuguese reality. In this sense, the case study of Barcelona can be a reference model for implementing and “institutionalizing” a politically proactive and technically capable Lisbon metropolitan area.

#### **3.2 Research methodologies**

“One of the first things discovered through a perusal of the literature covering the urban field is diversity: diversity of topics covered, diversity in the backgrounds of researchers, diversity in methodologies” (Andranovich and Riposa, 1993: 3).

Among the different methodologies to be used, in a first, exploratory, phase, we pretend to use focus group. About this methodology we can say, in a very simplified way, that it is a kind of collective interview, where a moderator or interviewer presents a series of questions to a set of predefined people, listening to everyone’s opinions and allowing a dialogue/discussion among respondents, serving the interviewer, if necessary, as a moderator.

This methodology is particularly useful for collecting a range of opinions from a relatively homogeneous group. Initially used in marketing in order to study the impact of products on different target audiences, we intend throughout the thesis to develop two focus group, the first on a set of university

professors/researchers in Lisbon (e.g. faculty within the PhD program in Urban Studies) and the second in Barcelona (e.g. among faculty within the PhD program in Geography).

We intend thereby to obtain a first opinion from a set of endorsed people who know the thematic and territorial domains under analyzes, our earlier hypothesis and the methodologies that we want to develop. This first exercise can also be very important in trying to find adjutants for the later stages of our research, particularly for possible participation in the Delphi method, to persuade the political actors we want to interview or in gathering documental, statistical and cartographic data.

Another methodology that we want to use is the Delphi method. The Delphi method was developed in the United States, in 1952, by researchers from Rand Corporation. Initially designed as an instrument for forecasts on international and military issues, later it began to be applied successfully as a forecasting procedure in the fields of business, new technologies and social sciences, among others.

The aim of this method is to obtain qualified collective views on certain issues, from a selected group of people. The technique is defined as a method of structuring a process of communication that allows a group of people/experts to analyze complex problems.

In this method, a set (or sets) of experts are selected by the researcher. The people to be inquired must not know (at least along the development of this method), who are the other respondents, or know who has given a particular answer.

From an earlier question or questions, the researcher will analyze the different answers and inform the respondents, asking them if they want to maintain their earlier answer(s), in all options people should justify their option. Apart from the initial round, it is suggested that normally two others occur. With this methodology, we try to avoid “common sense”, “politically correct” or “superficial” answers, insisting that each answer, each option is always justified. The “confidentiality” of each response tries to overcome any sort of interference or interpersonal coercion, for example, the existence of a past conflict between “Mr. A” and “Mr. B”; the opinion of a former PhD candidate against the position of his supervisor; the opinion of a junior researcher against a prestigious international researcher or professor.

At this stage we are still leaving open the possibility of carrying out two Delphi, one for each territory under study, or just a global Delphi. In the latter case, it seems pertinent listening to international researchers and not only Portuguese and Catalan experts.

A third methodology to be used consists on conducting semi-structured interviews with the top political leaders of the metropolitan authorities and municipalities (i.e. *Presidentes da Câmara/Alcaldes*) of our selected territories.

We consider appropriate that all these political actors should to be interviewed. However, due to the amount of the municipalities studied, 54 (18 in Lisbon metropolitan area and 36 for Barcelona metropolitan area), we can consider interviewing only a sample survey. Therefore, in addition to the presidents of the metropolitan areas and the mayors of Lisbon and Barcelona, we could try to establish a stratified sample by the majority party in power and predominantly urban type/position in the metropolitan context (i.e. predominantly suburban municipalities in the first metropolitan ring and predominantly periurban municipalities in the second metropolitan ring).

With this methodology we want to know the opinion and judgment that these political actors do concerning their actions and policies, as well as those developed by other territorial and administrative levels with which they interact.

Another approach could involve online surveys to reach members of professional, technical and scientific associations and the technical services of the metropolitan authorities and municipalities under analysis. Unlike the focus group and Delphi method that seek to inquire university professors and researchers and semi-structured interviews that have the goal to hear political actors, with online surveys we will try to know the opinion of “technicians” from multiple scientific areas and with different degrees of interaction and knowledge about the subjects and territories under analysis.

We believe that with these online surveys there is a great potential for performing multivariate analysis, namely using statistical analysis software such as SPSS (*Statistical Package for Social Sciences*).

The characterization and analysis of territorial dynamics is pretty much based on the statistical analysis of demographical, social and economic data, using the above mentioned SPSS, or the traditional spreadsheet, such as for example *Excel*. Among the most important institutions that offer these data we can find, in Portugal, INE – *Instituto Nacional de Estatística*; in Spain: INE – *Instituto Nacional de Estadística*; and in Catalonia, INDESCAT – *Institut d’Estadística de Catalunya*.

In this matter of territorial dynamics analysis, namely land use and occupation evolution, hazard and natural restrictions or planning/zoning/urban design propositions, and for the cartographical treatment of information, GIS (Geographical Information Systems) are also very important.

Finally, the analysis and evaluation of territorial planning and economic activity support public policies should also be guided by the following analysis items: relevance/pertinence; coherence; effectiveness, efficiency; expected results and impacts.

The use of such different research methodologies should not be considered as something “incorrect”. Indeed,

“[...] Urban researchers are applying different research methods to address these linkages, often relying on multiple methods [...] to bring out the details of urban phenomena [...]. Two points should begin to materialize from this overview: (a) An urban issue can occur at various spatial levels, and (b) different spatial levels offer different opportunities to understand related but different dimensions of a particular urban issue” (Andranovich and Riposa, 1993: 15, 18).

On the other hand, the assumption of a “single path” for research, the attempt to create general laws or theories capable of explaining all social reality, has been criticized and rejected.

“Positivism social science is used widely, and positivism, broadly defined, is the approach of the natural sciences. In fact, most people never hear of alternative approaches. They assume that the positivist approach is science. [...] Positivism is associated with many specific social theories. Best known is its linkage to the structural-functional, rational choice, and exchange-theory frameworks. Positivist researchers prefer precise quantitative data and often use experiments, surveys, and statistics. [...] Positivism sees social science as an organized method for combining deductive logic with precise empirical observations of individual behavior in order to discover and confirm a set of probabilistic causal laws that can be used to predict general patterns of human activity” (Neuman, 2006: 65-66).

Indeed, the general perspective for all sciences, even for social, was the creation of “universal laws” that might be replicated and verified in a “laboratory” almost for all cases and situations (cf. Silva and Pinto, 2005).

In fact, almost in antithesis, specific interpretative theories, personalized for a certain study theme, have emerged, almost on an ad hoc basis.

“Interpretive social science can be traced to German sociologist Max Weber (1864-1920) and German philosopher Wilhelm Dilthey (1833-1911). [...] Interpretive social science is related to hermeneutics [...]. The term comes from a God in Greek mythology, Hermes, who had the job of communicating the desires of the gods to mortals. It “literally means making the obscure plain” [...]. It emphasizes a detailed reading or examination of text, which could refer to a conversation, written words, or pictures. [...] There are several varieties of interpretive social science (ISS): hermeneutics, constructionism, ethnomethodology, cognitive, idealist, phenomenological, subjectivist, and qualitative sociology. An interpretive approach is associated with [...] the Chicago school in sociology. It is often called a qualitative method of research. Interpretive researchers often use participant observation and field research” (Neuman, 2006: 70-71).

Some approaches have adopted a more “incisive” posture, very “deconstructive”, even advocating the inability to establish general laws and theories and emphasizing the ideographic character of each methodology and each researcher.

“A question for which there are multiple answers does not mean that anything goes; it means that social researchers choose from alternative approaches to science. Each approach has its own set of philosophical assumptions and principles and its own stance on how to do research [...]. Postmodern research is part of the largest post-modern movement or evolving understanding of the contemporary world [...] shares the critical social science goal of demystifying the social world. It seeks to deconstruct or tear apart surface appearances to reveal the internal hidden structure. Like extreme forms of ISS, post-modernism distrusts abstract explanation and holds that research can never do more than describe, with all descriptions equally valid. A researcher’s description is neither superior nor inferior to anyone else’s and only describes the researcher’s personal experiences” (Neuman, 2006: 63, 83-84).

Therefore, many have opted for a more “eclectic” perspective, close to the aforementioned “interpretive social science”.

Thus, the perspective that we will seek to follow along the thesis, away from the formulation of general laws and theories, it will take a position closer of the “interpretive social science” that leads to the formulation of “middle-range theories”, “auxiliary theories” or “regional theories” (cf. Almeida and Pinto, 2005).

## **4. WORK PROGRAM AND EXPECTED RESULTS**

### **4.1 Work program**

The organization of the work program is embodied in a structure based on four related but formally independent and complementary parts, which embodies the goals and research methodological options:

**- Part I – Theoretical framework:**

*Urbanization, Metropolization and City-Regions;*

*Urban Competitiveness, Governance and Entrepreneurship;*

*Iberian Peninsula Urban System and Models of Territorial Political and Administrative Organization and Decentralization;*

*Territorial Strategic Planning and New Territorial Management;*

*Analysis and evaluation of territorial planning and economic activity support public policies;*

**- Part II – Data collecting, treatment and analysis methodologies:**

*Focus group;*

*Delphi Method;*

*Semi-structured interviews;*

*Online surveys;*

*Statistical and Cartographical treatment of demographic, social and economic data;*

*Analysis and evaluation of public policies – its programs, actions and plans – in the fields of territorial planning and economic activity support;*

**- Part III – Social-Economic-Territorial Characterization of the metropolitan areas under study – Lisbon and Barcelona:**

*Analysis of local transformation processes in the last 25/30 years, throughout demographic, social and economic statistical data;*

*Evolution of land use and occupation in these metropolitan areas, through the analysis of territorial planning instruments (i.e. plans) and monitoring and evaluation reports of these instruments;*

**- Part IV – Presentation, analysis, comparison and critical reflection of territorial planning and economic activity support public policies, as well as territorial strategic planning processes and local development initiatives that occurred in the metropolitan contexts under analysis and conclusions of the thesis: possible applications to the Portuguese metropolitan reality, namely in the case of Lisbon, and redefinition of public policies, questions for the future.**

#### 4.2 Expected results

The relevance of the research program must be understood in terms of its contribution to the advancement of knowledge in science (scientific relevance), but also according to their potential social contributions (social relevance).

In what concern scientific relevance, this is due to the realization of the objectives set in the thesis, which should contribute to the advancement of scientific knowledge in terms of **Geography** (Human, especially Economic Geography and Urban Geography), **Spatial Planning** (with emphasis on Strategic Planning), **Economics** (Regional and Urban Economics and Regional and Local Development) and **Political Science** (Political and Administrative Organization of States, Public Policies and Administration Science), **in a multidisciplinary and convergent perspective.**

On the other hand, in terms of social relevance, considering the formulation of an interpretation for the territorial dynamics processes in progress, the research will also provide a global framework of reference that can help support new public policies and materialize actions in the (thematic and territorial) domains under analysis. This is particularly important when the **discussion about administrative decentralization, regionalization and metropolitan policies remains pretty much open in Portugal, as well as the need to support and encourage entrepreneurship and boosting local economic basis.**

#### 5. FINAL REMARKS

One of the main objectives of this research project is to produce rigorous knowledge that can inform and qualify the intervention of those whose actions occur on the fields of local and regional development and territorial planning. We therefore believe that this goal will only be fulfilled when the knowledge we produce can be used in favor of the communities in which it arose and who from the beginning was always intended. Several local development initiatives and territorial strategic plans have been implemented in recent years, both in Portugal and in Spain, with more or less meritorious results, but far from overcoming structural difficulties and challenges faced by societies and economies of both countries.

The evaluation of the effects of each of these plans and development initiatives is still incomplete, as well as the (public) policies developed by multiple public entities, from different territorial and thematic areas (central government and its decentralized services, regional governments (in the Spanish case), metropolitan

entities, municipalities, public enterprises, inter-municipal enterprises, etc.), whose areas of competence and action often overlap and collide, creating friction and raising inefficiency.

We therefore believe that our study may be of great importance, because in Chinese the word “crisis” is made of two signs representing, respectively, the words “danger” and “opportunity”.

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## [1059] A IMPORTÂNCIA DOS PLANOS DE ORDENAMENTO DAS ALBUFEIRAS DE ÁGUAS PÚBLICAS - O CASO DA ALBUFEIRA DE ALQUEVA

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**RESUMO.** Os Planos de Ordenamento das Albufeiras de Águas Públicas são planos especiais de ordenamento do território que estabelecem as medidas adequadas à proteção e valorização dos recursos hídricos na área a que se aplicam, de modo a assegurar a sua utilização sustentável e que vinculam a administração pública e os particulares. Constituem objetivos destes Planos a definição de regimes de salvaguarda, proteção e gestão de valores naturais, estabelecendo usos preferenciais, condicionados e interditos do plano de água e da zona terrestre de proteção, e a articulação e compatibilização com outros instrumentos de gestão territorial e de planeamento das águas. A albufeira de Alqueva, localizada no rio Guadiana, tem uma área aproximada de 250 km<sup>2</sup>, e constitui o maior lago artificial da Europa. Esta Albufeira constitui uma reserva estratégica de água para o Alentejo e é a principal origem de água para o Empreendimento de Fins Múltiplos de Alqueva (EFMA). Este Empreendimento tem como objetivo, através da disponibilização e garantia de água, contribuir para o desenvolvimento económico e social da sua área de influência. Assim a compatibilização entre a proteção dos recursos e outras atividades assume um carácter primordial. A primeira versão do Plano de Ordenamento das Albufeiras de Alqueva e Pedrógão (POAAP) foi aprovada a 13 de maio de 2002. Posteriormente, e após o enchimento da albufeira de Alqueva, considerou-se já existirem elementos para análise das condições de natureza biofísica, paisagística, socioeconómica e ambiental que refletiam a nova realidade do território, pelo que era necessário reavaliar a estratégia definida neste Plano. Assim, em junho de 2005 foi determinada a revisão do POAAP, tendo a sua versão revista sido aprovada em agosto de 2006. O POAAP abrange os planos de água associados às albufeiras de Alqueva e Pedrógão e as