

## Governance: Territorial and Urban Planning. Case study of Mérida (Spain)

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*Abstract:* - The purpose of any territorial strategic planning process, in its urban or environmental component, is to influence the future dynamics of the city and its area of influence by making coordinated and consensual decisions, that will be carried out by political, economic and social agents. Strategic planning is the key to achieving a 21st century city, according to the Challenges of the New Urban Agenda (III Habitat Conference of the United Nations, Quito, 2016). These challenges are to plan a city with this multiple approach: Compact, Inclusive, Connected and Resilient. In this sense, this study makes a methodological proposal for the development of a Strategic Plan as an instrument capable of merging and articulating the physical planning of the land (urban, urbanizable, rustic and protected), with the socio-economic strategies of the city, so that the development was matched to the requirements and needs of each moment, given the flexibility of this tool to design new scenarios, such as the selected case of Mérida, autonomous capital of Extremadura (Spain).

*Key-Words:* - Cities, Development of Territory, Regional Planning, Strategic Plan, Territorial analysis, Territorial planning, Territorial management, Urban planning

### 1 Introduction

The analysis of the territory is always a work of great importance for the world of research and, therefore, within the sciences of the territory. One of the most important and traditional topics of applied geography is to analyze the changes that occur in the territory, both long and short term (Morell, 1992; Jaraíz, et al., 2013; Naranjo and García, 2016).

A territory that is defined by the physical environment or natural system in the current state, the population, its activities, settlement, relationship

channels, institutions and agents and the legal framework that defines the rules (Gómez-Orea and Gómez-Villarino, 2013; Hildebrand, 2017). As it has been verified throughout history, the territory is always in a continuous change due to the different activities that man exercises over it, although it is necessary to emphasize that the final result of the territory that we find today is that of the interaction of physical and human factors. Likewise, throughout history three types of cities have been clearly identified, such as the Greek polis and their embodiment in the Roman civilization, the Anglo-

Saxon city and the Muslim city, although we should add the modern city that is in the that we currently live, fruit of the past and the new techniques of urban development (Mora, 2014).

According to "3rd United Nations Conference on Housing and Sustainable Urban Development, Habitat III", the growth of cities poses conflicting scenarios: on the one hand unemployment, inequality, discrimination and violence, while on the other there are urgent challenges, such as policies to guarantee their sustainability and the improvement of the quality of life of the population urban population.

According to the results of the reports of the UN "the urbanization of the planet will continue increasing in scale and speed, in particular in Africa and Asia, which in 2050 will have respectively 54 and 64% of urban population".

Indeed, the most recent projections indicate that in 2030 there will be 41 megacities in the world, that is, urban centers that will exceed ten million inhabitants each. "This rapid and massive urbanization can exacerbate some urban problems, giving rise to more marginal neighborhoods and less access to public spaces, as well as a greater negative environmental impact." Therefore, it is necessary and urgent to address these key issues to plan a city that is simultaneously: Compact, Inclusive, Connected and Resilient.

The Lisbon Strategy (2000) proposed making the European Union the most dynamic and competitive knowledge-based economy in the world by 2010, capable of sustainable growing with more and better jobs and with greater social cohesion and respect for the environment.

For decades, any town or city aspired to have an industrial revolution in its midst and to join a new industrial society that was associated, almost automatically, with higher levels of development. Now the new aspiration, the new revolution, is information and knowledge. In this new context, in the field of economics and management, there are two concepts that acquire a fundamental importance: innovation and competitiveness as a guarantee of future (Luque, 2008).

The current strategic planning, which tries to design what the city will be in the future -near or far-, it is presented as an opportunity to reflect in an innovative and flexible way, to design a future of the territory that does not have to be very complex, since it can have goals, objectives and simple and clear actions, through open participation and as broad as possible, on the part of all groups, promoting their involvement towards a reasonably ambitious goal. It must focus on a coherent

architecture of objectives and actions, as well as resources and responsibilities, driven by local leaders and leaders with a dynamic and incentive character.

Territorial foresight can be defined as a systematic attempt to observe the long term future of science, technology, economics, politics and society in order to identify emerging trends, that will foreseeably produce the greatest transformations in the territory, (Fernández-Güell, 2008). Therefore, when carrying out any strategic plan, we must take into account the prospective / city image that will be created from said plan. therefore, the prospective must contain five elements: anticipation, where the future of the city is foreseen on the long-term trends of a social, economic and technological nature; participation, where as many citizens as possible are involved; networks, which constitute a new social network in the territory; vision, which guides the political guidelines and the elaboration of development plans; and finally the action, which determines the implication of future forecasts for decision making and implementation.

However, the territorial prospective has a series of limitations that must be taken into account when drawing up a plan, as, for example, that it cannot address or solve all the social, economic, environmental or political problems that confront a territory; neither can impose a consensus where there are significant disagreements between the actors of a territory; the prospective is not a short-term remedy either, since the results of the analysis and implementation of the measures will be seen in the long term; On many occasions, policies are demanded that cannot be understood for local administration, being difficult to implement in the city due to lack of skills; and finally the prospective should try to solve or channel complex problems, so the approach to the solution of these problems will require a lot of work, having to make the public aware of the unavoidable change that the city must undergo for its future scenario.

### **1.1 Background of territorial planning in Spain**

The normative origins of what is now known as spatial planning are diverse and are detected, with more or less clarity, over a long period of time. In addition, despite this variety of backgrounds, there is some consensus when it comes to pointing out the decisive influence of some of them in the conceptual configuration of the subject. However, the interest in the knowledge and identification of these

normative *prius* is justified by the practical use that can be made of them from more technical disciplines such as geography, architecture or engineering, when solving some of the doubts about this complex matter are proposed and, where appropriate, make new proposals for territorial action (Farinós, 2005; Lopez y Vera 2005).

The Territorial Planning in Spain originates during the administration of the Roman Empire of the then Hispania, when the trade or the displacement of the armies made it necessary to create a road frame that articulated all the dominated space. After the conquest of the new territories colonization continued, which in many places was based on a territorial organization that could be cultivated on two main axes and where the cities settled.

During the Middle Ages the territory was determined by a large number of medium and small cities that, generally, emerged at the confluence of roads or rivers. At this time, the cities were characterized by a demographic regression in favor of the rural world. It seems clear that the first urban regulations started during the Middle Ages, with the granting of Traditional Jurisdictions, Puebla Letters and Municipal Ordinances, which are evolving in frequency during the Reconquest phase.

The Discovery of America by the Spanish brought with it huge tracts of virgin territories in which a great urbanizing work was carried out. The objectives that were pursued in the creation of new cities were pragmatic, that is, easy to change if necessary, good distribution and defense. Felipe II dictated in 1573 the "Ordinances of Discovery, New Population and Pacification", being the first urban legislation in the world for the creation of new cities in America. The ordinances established the layout of the cities by means of a checkerboard plan, inspired by the Roman camps, defined by straight streets forming equal blocks that would be built according to demographic needs. In the center of the city a square would be located, where the most important buildings would be found: church, government building, etc.

The French and English copied the Spanish model of the sixteenth century in the seventeenth and eighteenth centuries for the colonization of North America, thus avoiding the labyrinthine tracings of the overlapping of multiple ancient civilizations in European cities.

During the Bourbon period, the "Ordinances of Intendants and mayor appointed by the king" (1749) make their appearance. King Carlos III (1759-1788) carried out an immense social work, since he was not only a great builder, but also a magnificent

planner, whose work can be observed both in the urban world and in the rural environment. He carried out both improvements within the cities and new settlements, where you can see the practical principles of Baroque Urbanism. Examples of these colonizations are those carried out in Andalusia: La Carolina, Navas de Tolosa, Pinedas or Extremadura: Encinas del Príncipe or Villareal de San Carlos of public initiative, although there were also others of private initiative: Baldío de Calilla (Badajoz) and Sierra de San Pedro (Cáceres) but both failed due to the opposition of neighboring populations.

In the contemporary era, there is a certain concern for the development of the city in "geometric plane", as evidenced in the Instructions of 1846, 1853 and 1859, with minimal limitations to the "right of property".

With the Constitution of 1812, "the Pepa", already appear attributions to the City councils in the matter of police of health and comfort, of construction of the necessary public works, useful or of decoration, and they are also recognized the faculty to elaborate municipal ordinances.

In the mid-nineteenth century, with the appearance of the industrial revolution, the economic structure was changed with marked effects on the territorial structure of cities, as this event produced a large increase in population and technological progress in agriculture, industry and the services. This phenomenon was similar to the rapid development of the media that markedly increased mobility.

The Industrial City model was determined by the speed of transformation and by liberal thinking, which led to a limitation of public intervention in the economy and territory. Adam Smith with his theory of economic liberalization advised governments to sell public lands to settle debts, which favored speculation and, therefore, began to have more value the possession versus the function, this being the difference between urban spaces, which has given rise to monotonous and low quality cities, where only the bourgeoisie neighborhoods make a difference (Gómez-Orea, 2008).

For these reasons, in the 19th century, it is when the insufficiency of the current regulatory measures to confront the great social and urban changes of the industrial age begins to be observed. Gradually, proposals are emerging to rationalize and institutionalize the conception and development of urban growth. All this is materialized in the idea of Ensanche. It is not just establishing alignments or regulating buildings; it is about facing a global change in the city (in spite of the fact that the widening is only a partial conception of Urbanism)

through a new urban piece that is incorporated into the traditional city.

The Ensanche, the idea of Ildefonso Cerdá (1860) responds to a series of factors:

- The interests of the bourgeoisie, which seeks a new and differentiated residential area from the traditional aristocracy and the popular neighborhoods, according to their status;
- Hygienist and functional concerns around old town centers;
- The idea of regulating and controlling the urban growth of the XIX.

A little later, another innovative conception of urban planning appeals, such as the Linear City, by Arturo Soria in 1895. It is a linear model of organization of urban space that follows the principle that each family corresponds a house with a garden and a garden, all with the aim of decongesting the central nuclei of the cities, through a central avenue about 40 meters wide, with houses on both sides. It is an idea full of utopia, which was launched in Madrid, with the aim of recovering human dignity from the individual perspective and contact with nature.

Both, the Ensanche de Cerdá and the Linear City of Arturo Soria, are two major Spanish contributions to the solution of urban planning problems in the world, since they are models copied to this day.

The so-called hygienist ideas were reflected in legislation, with the "Law of Sanitation and Improvement of Populations" of 1895, which had as its aim the interior reform of some urban centers, with the idea of sanitizing or cleaning them.

Simultaneously, the serious problem of the lack of housing for the lower classes tried to be alleviated by the Laws of Cheap Houses of 1908, 1911 and 1921, in which even the construction of "satellite cities" was even considered.

During the Dictatorship of Primo de Rivera (1924) the "Municipal Statute" was promulgated, in which previous precepts will be collected, although without adapting them to the new urban concepts. Plans for reform, expansion or extension of Spanish cities were initiated under the Statute. New formulas were proposed for Madrid or Barcelona in the 30s. This will support specific plans or projects: the Madrid Plan of 1935, the Regional Plan of 1937-39, the Bidagor Plan of 1944 and the first municipal ordinances.

## 1.2 Evolution of strategic planning in cities

The strategic planning of cities and territories is as old as the origins of Civilization, that is, since man begins to control agriculture and livestock, he abandons nomadism as a way of life practiced since

its origins (hunting and fishing rudimentarily, following in each climate season the rhythms of nature, to complement its feeding with fruits and wild berries) to settle in a certain territory and develop the beginnings of urban civilization in ancient Mesopotamia.

However, the concept of strategy initially arises in the military sphere, in fact the term Strategy is the union of two words of Greek origin: Stratos, which means army, and Agein, which means to drive, guide or direct. Being the interpretation, according to its origin, the ability of the general in the war to lead his army. The Spanish Royal Academy defines the word strategy as the art of directing military operations. Draw to direct an issue.

Sun Tzu, in his book "The Art of War" (5th century BC) has already describes the importance by using military techniques to face the enemy, so recently the book has been used as a guide in administering programs for companies and leadership, as well as applied to the management of cities to resolve the conflicts they permanently have to address.

Historically, there are three types of consecrated cities: the Greek polis and their inheritance in the Roman civilization, the Anglo-Saxon city and the Muslim city. Although we should add the modern city, which is where we currently live, the result of the conglomeration of the old way of life that joins the latest techniques of urban development.

The Greek polis was the city of the citizens, where the inhabitant possessed the faculty to intervene in the important processes that beset the city. The Greek polis was also the City-State, where the State was the city and the city the State. The political dimension of these cities will acquire particular importance in the future, since they were "talking" cities, where contacts were made in large meeting halls -the Agora- which was also the seat of political discussion.

The Anglo-Saxon city is the "silent" or reserved city, made for domestic life instead of for civil life. The domestic city contrasts with the Mediterranean public city, since it is a city within itself, due mainly to the climatic characteristics of northern Europe.

The Anglo-Saxon city was less urban than the Greek city and therefore closer to the rural world. Actually, the city is the town, which means closed area, can be assimilated to a house or a farm, and therefore brings us back to the domestic and rural world.

Historically, this type of city never assumed very high densities, since the constructions were made and preserved autonomously. Thus, in the center of the town there were empty spaces called common

that were not a square of Mediterranean cut, but a green space reminiscent of the countryside, which would be used as an area of internal pasture for cattle.

The Muslim city is characterized by protecting the privacy of privacy. It pretends to hermetically close the house and even disguises it. The Muslim city is crossed by narrow and tortuous streets and alleys whose walls do not allow to guess what type of house is behind. It is a camouflaged city without facades and without squares. It has the appearance of a "secret" city, which is not exhibited due to its religious nature, in which the house is the central element, whose interior acquires sanctuary tints.

In these cities the function of the public square is exercised by the courtyard of the mosque that has a different function from the square in the classical city. In this way, the open urban entity of the Mediterranean cities is here replaced by the courtyard, in a static-religious attitude.

The Muslim city is based on the private life and the religious sense of existence, which happens to condition its physiognomy and should not be confused with the public city or the domestic city. The formula of the Muslim city is the organization from the inside out (from the house for the street), as soon as the western city is organized on the contrary, starting from the street traced, where the houses were taking their place. In the Muslim city it is the house that prevailed and forced the street to accommodate itself by giving it that labyrinthine and sinuous design that they have.

The notion of the common good is not developed in the Islamic city, so the individual has no duties to society, since it is only linked to ultra-terrestrial powers, society and politics being asphyxiated by the weight of the religion.

The modern city is a conglomerate where old structures and ways of life endure with modern techniques. The modern city possesses great capacities of resistance to change and each of them acquires characteristics that are their own and that distinguish their evolution, although the current city can disintegrate if it is weak and does not resist the impulses of modernity. The great characteristic of the modern city is its capacity for disintegration and its fragmented, chaotic and dispersed character.

The modern city is constituted by indescribably congested areas, with zones diluted by the surrounding countryside, making in many cases that the life of the relationship cannot exist, either by congestion in some or by dispersion in others. As a result of the people in their daily life in the modern city may end up suffering from the pressure of these types of cities and choose to leave them.

The towns and cities, since their founding origin, are changing and updating their structure and functioning in a continuous manner. Whether through the passage of peoples who have reorganized and accommodated their interests and culture, their structures, and with more or less success have left their mark there where they have passed, or by the updating of urban techniques and needs.

Nowadays, regardless of where you live, the city is a space for the development of human activity, which must be oriented in a balanced and sustainable sense from a multidimensional perspective, since it is a space for innovation and for the promotion of a collective liveliness, which harbors creativity and culture, which leads the city to seek the permanent improvement of the quality of life of its inhabitants.

Thus, the goal of urban planning is to prepare plans for the development of the humanized space, where local and regional communities - with proposals for the location of infrastructures in a coordinated way, both endogenous and exogenous - can proceed to the management of a more balanced and cohesive urban development, both socially and geographically.

## 2 Methodology

Strategic planning can be conceived as a process oriented towards long-term objectives, developing in cycles of three phases: territorial analysis, territorial planning and territorial management. The professional who carries it out may encounter the challenge of developing various types of plans, with different functions, areas, styles, approaches, contents and determinations, according to the nature of the plan, the particular problems of the ordered area and, consequently, the aspects in which the emphasis is placed: regional, subregional, regional or local, sectorial versus integral, strategic versus comprehensive, referred to the rustic soil, emphasizing the physical environment, in the socioeconomic aspects, among others (Mora et al., 2018)

The instrument or style of the plan may be complexity, when the relationships between territorial and cultural aspects are difficult to predict; of change, what is accepted in a moment, may not be accepted in a later period; of uncertainty, the planners have to decide under conditions of uncertainty, hence the idea of adaptation, flexibility and social learning with which the plans must be conceived; of conflict, the differences of interests and expectations between the socioeconomic agents

supposes the existence of conflicts whose resolution requires the agreement between the socioeconomic agents, and the social participation, to achieve the shared responsibility (Borja y Castell, 1998).

However, any strategic plan that is carried out must have a great value on endogenous and local development, since part of the own resources - natural, constructed, human and territorial- of each community can be understood as a supply factor. In the same way, the systems must be connected through the integration and operation of the whole, in such a way that, relating some aspects with others, a positive synergy is achieved, the idea of complementarity. For this, the system must be functional, dynamic, global, cautious, flexible, not finalist, evolutionary and prospective.

The focus of the plan may be related to the content: comprehensive approach, analyze the area to identify problems and opportunities, set the objectives, identify the alternatives to achieve them, evaluate them to select one of them that then applies the corresponding controls and evaluation of results. Strategic approach focuses on the critical aspects that strangle the system and towards the fields with the greatest impact on development.

However, at the moment of applying governance measures, it would be appropriate to address the considerations of Hildebrand (2018), when it points out "the reform that can be undertaken requires a firm and determined will of cooperation from all the actors involved (public and private)"

In short, according to Fernández Güell (1997), any urban or territorial strategic plan should be constituted by the following stages, as can be seen in Fig 1.

Undoubtedly, the most crucial phase of any strategic plan, after the diagnoses, is the prospective, which refers to predict, from the present, the possible futures of the variables, components or systems to which it is applied, to represent them by translating them into models and guide planners on the path to follow to move towards those considered desirable. For this, the prospective analysis starts from the diagnosis and imagines future assumptions about the most representative variables and components and determinants of the territorial system (physical and natural, social, economic, legal or political environment) as well as other relevant aspects indirectly related to it.

## 2.1 Study zone. Mérida (Spain)

The city of Mérida, is located in the Southwest Peninsular. It is a medium-sized city that according to the Statistics of the Continuous Register on January 1, 2016 of the INE (National Institute of

Statistics) houses a total population of 59.174 inhabitants, becoming the third city of Extremadura in terms of the number of population, after the city of Badajoz and Cáceres (Map 1). Mérida is located in the so-called G-7, which is the group of the 7 cities with the greatest weight in the Extremadura region such as Badajoz, Cáceres, Mérida, Plasencia, Almendralejo, Don Benito and Villanueva (Mora Aliseda, 2015).



Map 1. Map of the location of Mérida in Extremadura.  
Source: CNIG. Own elaboration.

## 2.2 Methodology applied to the Strategic Plan of Mérida.

The methodology followed for the preparation and drafting of the Strategic Plan of the Municipality of Merida, has been based on the search and collection of information on the municipality was dispersed in different bodies and institutions (City Council, Library, Board of Extremadura, Chamber of Commerce, Ministries, etc.). Likewise, the writing team has prepared new statistics and indicators extracted from the fieldwork (counting, surveys, interviews, etc.) for its incorporation into the analysis.

Based on the analysis of the existing situation, the main strengths and weaknesses of the Municipality of Mérida, associated with the development areas marked in the strategic action options, have been identified.

### Preparation of the Local Diagnostic of Merida

The Local Diagnosis of the Municipality is a document that allows the evaluation of the situation and a prospective analysis that includes the strategic areas and the characteristics of the municipal area, resulting in the identification of the potentialities and bottlenecks of Mérida, and the consequent definition of the opportunities and threats of this territory.

Development of the Strategy

In accordance with what is established in the Local Diagnosis, the Strategic Intervention Plan points out the main strategic lines of action and the major actions that have a structuring character to face the existing challenges. Its great objective is to

bring the Municipality of Mérida closer to improving the quality of life and greater economic development. The purpose of this phase is to deepen and configure the next stage based on the definition of concrete measures to reactivate the situation.

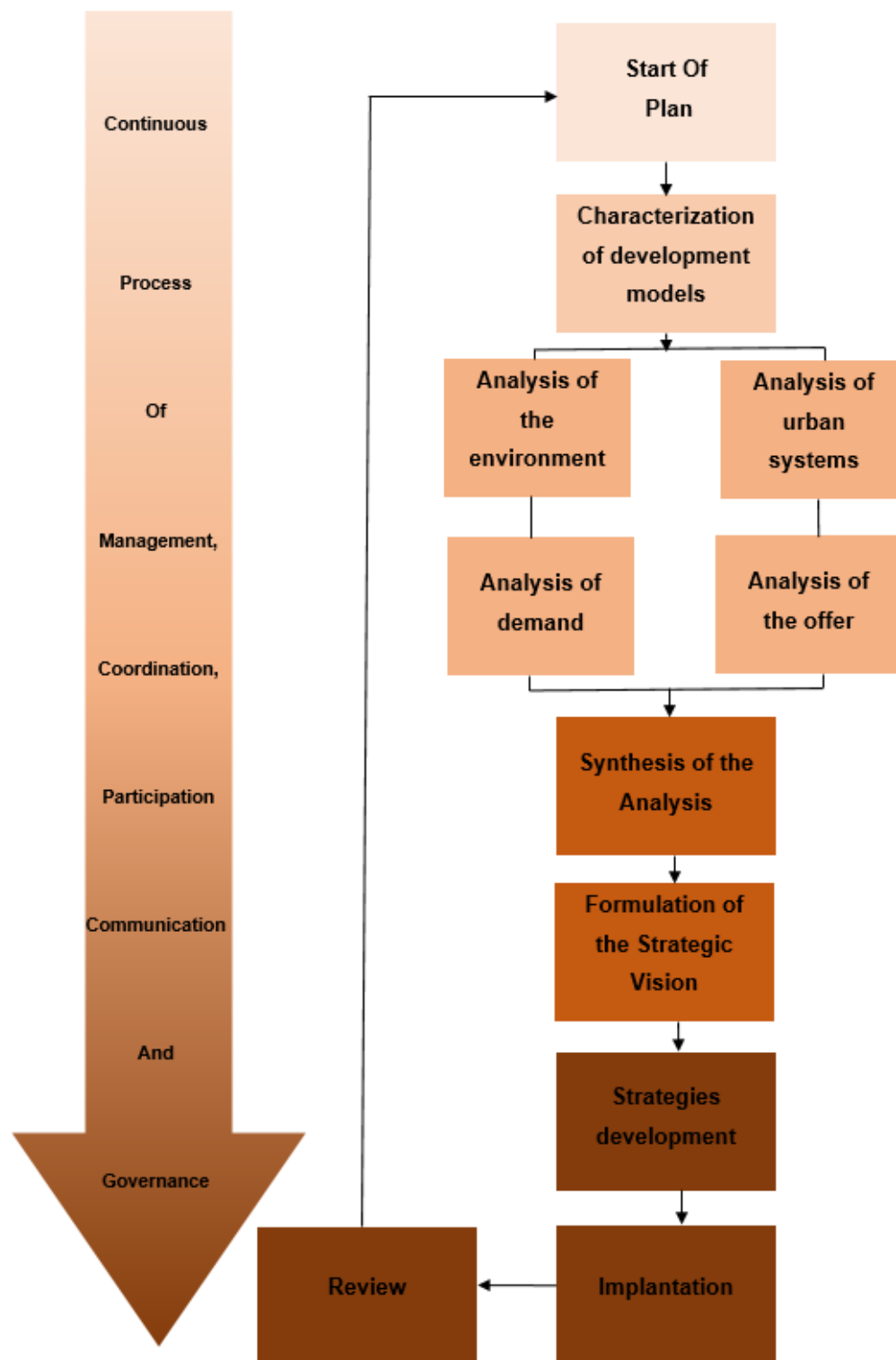


Fig. 1. Stages of urban and territorial strategic plans  
Source: Own elaboration as of Fernández Güell, 1997.

### Configuration of the Plan and the articulation of the measures

The Strategic Plan of Mérida, takes into account all the data obtained in the previous phases, both the result of the research and the participatory process of the social, economic and cultural agents resident in this city, for whose demands and suggestions it will be necessary to adjust the report.

In this document the different planned actions are exposed, according to their articulation and insertion in the main structuring axes outlined. These actions are presented in the form of individual characterization and operational cards, in order to facilitate debate and social and political participation in this final part of the process.

The information that is collected on the cards responds to the following items:

- Denomination of the action,
- Typology of the action.
- Objectives of the action.
- Content of the action.
- Contribution to the strategic objectives.
- Entities involved or invited to participate.
- Necessary investment.
- Financial possibilities for its realization.
- Articulation with other projects.
- Expected results.

In short, it is that the Strategic Plan of Mérida becomes a tool that allows municipal officials and the inhabitants of the municipality to have clear guidelines on the current situation and future prospects, so that with the planned actions the problems that threaten the locality can be addressed successfully while at the same time seeking the synergistic effects on existing potentialities.

### **3 Discussion and Conclusions**

The management of cities in the 21st century must be different to adapt to the rapidity of changes (technological, social, consumption, demographic and cultural trends ...). These vertiginous changes, generate political and business uncertainty in decision making.

In the current context, in which the problems that are presented to the municipalities are increasing in quality and quantity (social, economic, unemployment, mobility, etc.) which must respond from a very budgetary situation limited by the local financial insufficiency, the need to carry out the expense in an effective and efficient way while

satisfying the demands is more necessary than ever to have a Strategic City Plan.

It has been evident for some time that strategic planning is an instrument to help resolve this issue to the municipal managers of, until now, large and medium-sized cities. A Strategic Plan supposes not only to define the future scenario that is desired for a city by its political managers, but also to have the participation of the agents involved in a turbulent and unpredictable context, in the definition and delimitation of the trajectory to follow to solve the problems, because through their participation the diagnoses and evaluations can be more accurate and the necessary adjustments recognized in advance.

The current cities that are immersed in economic, social and cultural globalization are in need of defining an urban strategy, articulating the urban system and developing relational management (Stiglitz, E, 2011).

The cities are the central points that structure the contemporary economy. Economic globalization is characterized by the flow of information, capital, goods and people that travel throughout the territory, with cities being the infrastructural knots of advanced services of this network of flows. They establish the organizing and support elements of the world economy, being, those that achieve it, those that mark the system of the world, continental or regional flows.

Thus, cities are obliged to define a strategy for qualifying their human resources, infrastructures and services, in order to acquire sufficient uniqueness and notoriety in the different subsystems of the cities to which they belong or register, and to achieve sufficient competitiveness and projection capacity to attract new flows and increase their management capacity and organization, for those that fail to stand in this new global order are marginalized from development processes.

Exclusively metropolitan areas or central cities should not define the strategy, but the experience of strategic planning highlights the importance that, even for medium and small cities, it has the fact that they define their strategy. Not only for the effects on the competitiveness of the territorial area, but above all on the internal level to qualify the life of the municipality and its citizens.

Therefore, we must bet on the development of advanced services, and on becoming centers of production and diffusion of science and technology, and look for a new development model in which the creativity and innovation capacity of people, companies and institutions, so that they are a more important source of urban added value.



In this new model of urban development must be involved the whole of citizenship, since this same development must be governed by criteria of sustainability. Education and culture must become the main factors of competitiveness of the city and quality of life of citizens. Social policy must not only face new forms of inequality and poverty, for which it is not enough to guarantee benefits and services, but it must promote a social action capable of organizing the community towards solidarity and reducing inequality in access to the cultural capital. Public policies must be managed with quality and be able to articulate the cooperation of all the actors involved, and find formulas to organize according to the interests and demands of citizens.

Cities must be articulated in the urban system through the exchange of flows between other cities, since this is a hierarchical system, asymmetric, but endowed with high flexibility, since the position of hierarchy of each city is not fixed, but highly changing.

In this network of flows and exchanges between cities, competitive relationships are established to attract investments, company headquarters and institutions, with the aim of consolidating themselves as logistics centers, to attract cultural events and devices that give them external projection, but also establish complementary relationships to constitute qualified urban subsystems.

In order for the city to position itself in this global, national or regional hierarchy, it is very important that the entire urban society that resides in that city form part of the strategic plan. For this it is vital that the promoter of the plan, be it public or private, knows how to lead and coordinate all the representatives of society through the principle of governance.

Governance is "a process of coordination of actors, of social groups, of institutions to attend to the own milestones discussed and defined collectively within fragmented, uncertain environments" (Farinós, 2008). So that territorial strategic planning does not remain in a single partial or unsuccessful exercise, it must be coordinated with other sectoral and territorial planning, integrating into a single future model (vision / strategy) the three dimensions of development that were established in the document of the European Territorial Strategy (ETE): the economy, the social and the environmental. Therefore, if in the first generation strategic plans, the important thing was the projects and their impulse, in the second generation the fundamental thing is the articulation of the organizational processes and the restructuring

of the interdependent relations and the social interactions.

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