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TERRITORIAL STRATEGIC PLANNING AS A SUPPORT INSTRUMENT FOR REGIONAL AND LOCAL DEVELOPMENT: A COMPARATIVE ANALYSIS BETWEEN LISBON AND BARCELONA METROPOLITAN AREAS

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ABSTRACT

The present work has the purpose of making a comparative analysis of local development processes at a metropolitan scale, territories whose administrative and institutional limits do not always match with their political and economic identity and are inserted in global processes of socioeconomic transformation.

The main purpose of this work is to analyze and understand the competitive advantages that the local and metropolitan political powers have over the Central State in what may concern the creation of favorable measures for companies' productivity and competitiveness; analyze new forms of democratic political participation, namely around the so-called Territorial Governance.

In terms of Territorial Strategic Planning, the focus has been, frequently, in the realization of great cultural and sport events and in urban rehabilitation. In this sense, the perspective will be more centered in the analysis of processes that lead to Local Development Initiatives in the fields of Education, Professional Formation or support for Entrepreneurship, rather than more "traditionalist" analysis.

Given the nature of the present work, a Master Degree Project Work, the practical component will be postponed for future Doctoral studies. Nevertheless, we have the intention of testing some hypothesis, more in Lisbon Metropolitan Area, than Barcelona Metropolitan Area, namely throughout statistical data analysis and interviews to local actors.

Keywords: *Barcelona, Lisbon, Metropolitan Areas, Regional and Local Development, Territorial Strategic Planning*

INTRODUCTION

The present paper represents the earlier stage of a Master Degree Project Work which has the purpose of making a comparative analysis of local development processes at a metropolitan scale. The central theme of this work is that of the "city-regions" understood as those metropolitan areas with more than a million inhabitants, whose administrative and institutional limits do not always match with their political and economic identity and are inserted in global processes of socioeconomic transformation, «(...) *the administrative borders of the traditional centers (cities, communes, and sometimes even regions) have often become obsolete in the course of the current urban dynamics, the analytical and actual definition of the entity that serves as the basis for the territorial support of such competition becomes crucial. At the same time the definition of this entity is also crucial for the identification of actors and actions in the democratic process.*» [1]

The main focus of this work is to evaluate and understand the competitive advantages that the local and metropolitan political powers have over the Central State in what may concern the creation of favorable measures for companies' productivity and competitiveness; analyze new forms of democratic political participation, namely around the so-called Territorial Governance, understood as the management of public affairs, in articulation with citizens' associations and their organization, in a broader perspective of convergence between State and citizens interests; compare two different models of metropolitan organization and debate its application to the Portuguese reality and, more precisely, to Lisbon.



In this sense, the present research has, as its main goal, to reflect on the role of Territorial Strategic Planning as a regional or local political power support instrument, capable of enforcing Development at different metropolitan contexts.

Considering the main challenges presented to this cities-metropolis, namely Globalization and new forms of productive organization – with the consequential territorial restructuring -, the challenge of sustainability at an urban scale and its contribute to global sustainability , the challenge of social inclusion and new forms of urban governance as contributions to a more participative democracy, we will seek then examine the specific situation of this type of urban-metropolitan areas in which concerns the promotion and dynamization of regional and local development initiatives.

In fact, as a way to gain scale, dimension and critical mass necessary for the leverage of Development processes, its necessary to create and consolidate metropolitan areas, (ideally) polynucleated, as a way to beat the challenges of competitiveness and promote an Integrated and Sustainable Development, namely through the implementation of Strategic Planning processes, where aspects such as partnership, entrepreneurship and civic participation may give origin to a more integrated and dynamic local economic basis and with a better level of cooperation between different local actors and stakeholders.

Indeed, traditional planning processes, based on a normative Land Use Planning, still dominate the practices and ideas for planning and promoting cities. Besides, in terms of Territorial Strategic Planning, the focus has been, frequently, in the realization of great cultural (e.g. Lisbon and Bilbao) and sport (e.g. Barcelona) events and in the urban rehabilitation of certain parts of cities. In this sense, the perspective we will try to put in this work will be more centered in the analysis of Strategic Planning processes that lead to Local Development Initiatives in the fields of Education, Professional Formation or support for Entrepreneurship , rather than, more “traditionalist”, analysis of urban rehabilitation and renovation.

We intend, throughout this Project Work, to examine a series of questions associated with “scale economies”, “agglomeration economies”, “proximity economies” and “urbanization economies”, «*the object of study is decidedly focused on the spatial specificities of urbanism and the generative and occasionally degenerative economic stimulus of urban agglomeration*» [2]

These are concepts with origin in economic science, but with a deep spatial basis, and with a growing attention from geographic science.

The territories used as case-studies will be Lisbon Metropolitan Area and Barcelona Metropolitan Area. Although, given the nature of the proposed work, a Master Degree Project Work oriented for more advanced studies (i.e. Doctorate), more attention will be given to theoretical aspects rather than practical or empirical aspects, which will be developed, further, in the Doctorate.

Nevertheless, some earlier hypothesis may be verified through field work in Lisbon and/or Barcelona Metropolitan Areas. It is also important to mention that may be introduced comparisons with other metropolitan areas inserted in the Peninsular Urban System, such as: Madrid, Oporto, Valencia, Seville or Bilbao).

THEORETICAL FRAMEWORK

Some of the latest theories concerning Regional and Local Development have been centered in the role where municipalities interact and establish partnerships with other territorial actors, such as the Central Government, private enterprises, banks, business associations, cooperatives, non-governmental associations (NGO) or citizens movements, so that «*el gobierno local capaz de dar respuesta a los actuales desafios urbanos y de construir un proyecto de ciudad y liderarlo debe ser un gobierno promotor*» [3]

Therefore, local political power has been having a growing role in terms of economic growth promotion, «*levando autores a defender que se estaria a criar um novo tipo de gestão do território, designado por Archer de “empreendedorismo urbano”, por Harvey de “gestão pública urbana”, por LeGalès de “governança urbana” ou ainda por Fainstein de “mercantilismo local.”*» [4]

In this perspective the Nation-States crisis will lead to the creation of an international network of interdependent and interconnected local/metropolitan. As a result Nation-States are,



simultaneously, too “big” to solve local problems and too “small” to solve new economic and social problems resulting from Globalization, *«sus competencias no son suficientes para controlar los flujos globales y su organización suele ser demasiado rígida para adaptarse a los cambios constantes del sistema mundial», pelo que «la reconstrucción de un estado flexible y dinámico, articulado entre sus diferentes niveles, parece la única posibilidad histórica de superar (...) la dicotomía entre los flujos de poder y el particularismo de la experiencia, al introducir una nueva perspectiva en la gestión de las ciudades.»* [3]

Indeed, *«we have the disappearance of large geopolitical units, such as the former USSR or Yugoslavia, and their substitution with a host of new and often undefined political units, sometimes as new states and sometimes as quasi-states. European integration, albeit in less dramatic ways, has set in motion processes of the same type, as witnessed by the post-Maastricht controversies, and by the generalized growth of regional political movements. At a lower level, we have the growth and competition of large urban entities competing with each other across national borders, and increasingly playing independent roles in the globalization processes.»* [1]

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. In this sense, it is important to mention the concept of “Governance”, understood as the management of public issues, in articulation with citizens associations and their organizations, in a broader perspective of convergence between State and citizens interests, *«(...) estamos convencidos de que un gobierno local promotor no puede funcionar según las formas de gestión y de contratación propias de la administración tradicional.»* [3], seeking also new political practices and social relations, as well as an agenda determined by urban competitiveness, entrepreneurship and the demand of an, increasingly, efficient administrative machine, so we can talk about *«(...) uma leitura mais ampla do conceito de governo (enquanto estrutura política formal e institucionalizada de base territorial), muito embora se constate uma considerável diversidade de definições que lhe conferem ainda alguma instabilidade nos planos teórico e prático.»* [5]

This term emerged in the sequence of liberalism expansion in the 1980s that was characterized by a growing privatization and deregulation of public services. So that *«(...) a crescente relutância dos governos em atacar assuntos mais problemáticos e a permanente escassez de recursos públicos (...) tem vindo a favorecer a participação de múltiplos actores. (...) As novas formas de governância pressupõem, assim, a inclusão de múltiplos actores, recursos e acções independentes, objectivos comuns e fronteiras difusas entre público e privado, formal e informal, estado e sociedade civil. No entanto, a sua eficácia depende da coordenação e da capacidade de negociação e construção de consensos, funções que cabem aos actores públicos, únicos representantes legítimos do interesse público.»* [6]

Nevertheless, we should mention that Governance and Government are different concepts, since the first is related with the representative democracy structure and *«o segundo pressupõe o envolvimento de actores não-eleitos nos actos de governar a sociedade.»* [7]

We have seen the transition between a Keynesian-based Centralized State, where welfare redistribution was privileged – from top to base –, to a vision of a democratic-friendly State, with a growing importance of local scale. [6] The “New Public Management” has been around since the 1980s, although it was only in the next decade, with the Rio Conference in 1992 and the Local Agenda 21, it became more visible, as well as the argument about flexible institutions and their main guidelines. [8]

In other words, the Globalization challenges can bring to territory and cities management new guidelines, similar to those of business administration. A little bit later, in 2000, with the approval of Hanover Declaration, the importance of local authorities was reinforced.

So that Territorial Governance seeks *«não só, o mero governo do território, mas todo o sistema de relações entre instituições, organizações e indivíduos, que assegura as escolhas colectivas e a sua concretização». Assumimos, neste contexto, que a governância requer a “capacidade de ampliação dos recursos em conhecimento disponíveis e de geração de contextos de aprendizagem colectiva onde possam ser desenvolvidas, partilhadas e vertidas em visões estratégicas as novas formas de entendimento das dinâmicas espaciais”.* [5]

On the other hand, considering the geographical dispersion of transnational enterprises and the increase of trade and capital flows, management, control and innovation functions tend to



concentrate in big 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. (...)*» [9], so that, «*um traço fundamental desta tensão é o fenómeno da “metropolização” (...)*» [4]. In this line of thought, Globalization emerges as an international restructuring lead by Developed Countries, which accept a common discipline and impose it on Developing Countries.

In resume, the perspective is that Nation-States should maintain with local governments a more decentralized relation, more contractual, less hierarchical, «*la reconstrucción de un estado flexible y dinámico, articulado entre sus diferentes niveles, parece la única posibilidad histórica de superar las tendencias disolventes de la sociedad de la información inscritas en la dicotomía entre los flujos de poder y el particularismo de la experiencia, al introducir una nueva perspectiva en la gestión de las ciudades.*» [3].

Then again, starting from the discussion about the “creative city”, that as marked academic analysis and some specific public intervention in urban areas in the last years, is also important to explore and analyze critically the different public intervention scales, internationalization logics and urban/metropolitan dynamics. In this sense, authors such as Richard Florida identified the three T’s (Technology, Talent and Tolerance) as determining factors to rise in the Mega-Regions ranking. [10]

In a broader territorial perception and considering the spread of “metropolization” effects, the notion of “City-Region” becomes important, «*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.*» [11]

For François Ascher, the «*aglomerações de várias centenas de milhares de habitantes, multifuncionais e fortemente integrados na economia internacional (...)*», that constitute «*(...) espaços urbanizados cada vez mais vastos, heterogêneos, descontínuos, formados, por vezes, por grandes cidades cada vez menos ligadas a uma economia regional (...)*», do not fit into any of the existing terms for designating forms of urbanization, proposing the word “Metapolis”. This concept embraces lifestyles and production methods and intends to designate «*o conjunto de espaços em que a totalidade ou parte das habitações, das actividades económicas, ou dos territórios, está integrado no funcionamento quotidiano (ordinário) de uma metrópole. Uma metápole constitui geralmente uma única bacia de emprego, de residência e de actividades e os espaços que a compõem são profundamente heterogêneos e não necessariamente contíguos.*» [12]

In this sense, since the late 1970s, early 1980s, new methodological instruments emerged such as: Strategic Planning, Territorial Marketing, Development Agencies, Public-Private Partnerships, among others, which may configure what has been referred as “New Territory Management”.

Considering the focus of our dissertation, it is relevant to mention that Strategic Planning 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 gift of leading an army to his enemy and to direct 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 which said “If I am capable of determining my enemy plans at the same time that I hide my own, then I can focus while he has to divide. And if I focus while he divides, I can use all the strength to attack a part of him”. [13]

Strategic Planning emerged in the 1960s as a business sector tool to improve internal organization and enterprises operation.

Indeed 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 throughout the analysis of goods, services and markets, «*a recessão de 1929 e, particularmente, a II Guerra Mundial levaram a intensificar a transposição das metodologias de planeamento militar para as actividades empresariais, através da gestão por objectivos (...). Na segunda metade do século XX, assinala-se uma mudança radical, que vai da projecção de*



tendências (planeamento de longo prazo) para o planeamento e a gestão estratégicos criativos e participativos (...).» [14]

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.*» [15]

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.

Indeed, «*perante o novo contexto de planeamento, um dos desafios que se coloca no processo de planeamento é a integração das dimensões das mudanças sócio-territoriais num quadro de referência estratégico e a tradução de princípios estratégicos em critérios de decisão adequados (...). A formulação de trajectórias de desenvolvimento do território requer um esforço de cooperação multidisciplinar e de construção de consensos em torno das ideias chave do projecto de desenvolvimento (...).*» [16]

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 then 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.

In this sense we can understand 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. [17]

In this last issue, «*(...) governing elites of all major and minor centers are increasingly enthralled by the idea of city marketing, the advertisement of the mix of competitive localization advantages any given city can boast. The unabashed commodification of cities as sellable objects has become a matter of course only in very recent years, and can be easily dated to the early 1990s (Ashworth and Voogd 1990). Witness the strenuous fights between cities to attract important events such as the Olympic Games, soccer world championships, festivals, jubilees, and exhibitions.*» [1]

The impact of Strategic Planning in space is wide and works in several areas such as: human resources, information and telecommunications, quality and public services, services to production, accessibilities and mobility, quality and public administration, and economic infrastructures.

Strategic Planning means cooperation, therefore urban and regional relations are necessary. 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. [18]

In resume, we are talking about a Prospective Planning, of long term, or Strategic, that proposes a 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, «*o planeamento estratégico é, seguramente, mais do que uma metodologia ou um técnica de planeamento. É um novo paradigma de planeamento e gestão susceptível de revolucionar as nossas concepções clássicas. Não será exagerado afirmar que se trata de um novo paradigma cultural, ao nível do planeamento e gestão dos grandes sistemas e organizações contemporâneos. É a modalidade de planeamento mais bem preparada para fazer face aos problemas que o crescimento, o desenvolvimento e a competitividade vão criando (...).*» [14]



RESEARCH OBJECTIVES

Given the above mentioned, the research will focus in the following objectives:

- analyze and understand the competitive advantages that local and metropolitan political powers have over the Central Government in terms of creating favourable conditions for companies productivity and competitiveness. In this sense, is important to have a historical vision of public policies, both local and national, and their influence on the dynamization of local development processes, so the type of analyses to be made must answer the following questions: «*porque é que, ao longo da história, a urbanização tem sido a companheira inseparável do desenvolvimento económico? Qual o papel das cidades no processo de desenvolvimento? Porque é que as empresas e as populações se concentram nas aglomerações urbanas? O que ganham com isso? As cidades parecem (...) [allow] às populações atingir um nível de bem-estar mais elevado. Como é que isso acontece? E quais as relações entre a cidade e os territórios vizinhos?*» [19]. Yet in this objective, the interviews to the territorial intervening actors, will allow us to have a perspective of their perception about the connection between urbanization/metropolization and development;

- examine new forms of democratic public participation, namely related to Territorial "Governance". The use of benchmarking tools may allow us to know and compare success cases in other countries and, throughout them, evaluate their application to Portuguese contexts;

- compare different models of metropolitan organization and debate its application to the Portuguese reality. In this sense, the chosen case-studies will allow us to compare two different realities in terms of territorial political and administrative organization, which correspond, respectively, to a Unitarian Centralized State (Portugal –Lisbon Metropolitan Area) and to a Unitarian Decentralized State (Spain – Catalonia –Barcelona Metropolitan Area).

The organization of the work program consubstantiate a structure based on three connected and complementary parts, which although formally autonomous, materialize the research objectives and methodological options:

- Part I – Theoretical Framework: Urban Competitiveness and Entrepreneurship; Iberian Peninsula Urban System and Models of Territorial Political and Administrative Organization and Decentralization; Urbanization, Metropolization and City-Regions; Territorial Strategic Planning and New Territorial Management;

- Part II – Social-Economic-Territorial Characterization of the metropolitan areas in study – Lisbon and Barcelona: Analysis of local transformation processes in the last 25/30 years, evolution of land use and occupation in these metropolitan areas; perspectives on municipal entrepreneurship;

- Part III – Presentation, analysis, comparison and critical comparison of Territorial Strategic Planning Processes and Local Development Initiatives that occurred in the metropolitan contexts under analysis. Conclusions/Final Remarks: possible applications to the Portuguese metropolitan reality, namely in the case of Lisbon, and redefinition of public policies, questions for the future.

RESEARCH METHODOLOGY

The establishment of the research methodological line will seek the confirmation or disconfirmation of the predetermined hypothesis, based, also in the empirical (or intuitive) knowledge of the researcher [20], reinforced with the examination of studies/synthesis works, case-studies and other scientific works for the theoretical part, the research will be supported, in which concerns the case-studies, throughout the analysis of technical documents (plans, studies, projects, technical reports, legislation), gathering and analysis of statistical data (e.g. Portugal: INE - *Instituto Nacional de Estatística*, Spain: INE - *Instituto Nacional de Estadística* and INDESCAT - *Institut d'Estadística de Catalunya*). Given the nature of the present work, a Master Degree Project Work, the practical component will be postponed for future Doctoral studies. Nevertheless, we have the intention of testing some hypothesis, doing some field work, more in Lisbon Metropolitan Area, then Barcelona Metropolitan Area, namely throughout interviews to central, regional, metropolitan and municipal political leaders, as well as other local actors, such as business associations and syndicates representatives.



In this sense, the local actors to be heard will be chosen in a later stage, as well as the analysis of their own “strategies” [21] [22] [23]. Given the expectation that the number of local actors to inquire may be quite high, once the territories in analysis comprise 54 municipalities (18 for Lisbon Metropolitan Area and 36 for Barcelona Metropolitan Area), we will use of the so-called *Delphi Method* that makes use of several rounds of questionnaires in order for the group to converge towards a single and “correct” answer [21] [24].

This methodological approach does not mean we are not performing “traditional” field work, namely throughout the earlier mentioned interviews local political leaders and representatives, business associations, unions and NGOs.

We will also give much importance to the connection with local universities, as a way to support field work, as well as bibliographical research and attendance of seminars, colloquiums and short-term courses. This way, besides e-GEO: Research Centre for Geography and Regional Planning from the New University of Lisbon, we will try to establish contacts with *Institut d’Estudis Regionals i Metropolitans* from the Autonomous University of Barcelona, as well as other university institutions that along the process may show up as relevant.

EXPECTED RESULTS

The relevance of the research program should be understood in two perspectives, as its contribution to the advance of knowledge in the scientific fields of Geography, Urban Studies and Development Studies (scientific relevance), as well as in terms of its potential social contributes (social relevance).

In terms of social relevance, by formulating an interpretation of the territorial dynamic processes ongoing, the research will also create a global framework of reference that may help to formulate new public policies and to materialize actions in the (thematic and territorial) domains in question. This is a very important matter, since the discussion about administrative decentralization, regionalization and metropolitan policies are still, pretty much, in open in Portugal, as well as the need to support and encourage entrepreneurship and the dynamization of local economic basis.

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