

Analysis of the articulation between the national regional planning and the local urban planning in the semi-arid areas of Northeastern Brazil.

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Abstract

Brazil's uneven regional development is characterized by the strong existence of differences deriving from specific structures concerning the conformation of each region due to the form Brazil was colonized years ago. In Northeastern Brazil, also due to the consistent drought that affects the region. The regional and social inequality can be observed by comparing each region's GNP (Gross National Product). According to IBGE (Brazilian Institute of Geography and Statistics), the South and Southeast regions of Brazil represented, in 2010, approximately 72% of Brazil's total GNP, with only seven federated states. On the other hand, the Northeast region concentrated, with nine federated states, only 13,5%.

At the beginning of the 20th century, the Federal Government, aiming to minimize Brazil's serious inequality conditions, elaborated a series of regional development policies, creating the DNOCS (National Department of Works to Combat Drought), and the SPVEA (Superintendence of Amazon's Economic Recovery

Planning). However, those projects were conducted in isolated actions, and according to Gouvêa (2005), the results were inefficient for mistakenly believing that the urban reality could be approached in a subdivided manner.

Brazil was colonized approximately 500 years ago, and only at the early 21th century one begins to understand the necessity of articulated regional development, when the MIN (Ministry of National Integration) was created - responsible for projects and programs of regional integration - and elaborated the I PNDR (National Policy for Regional Development), which was institutionalized in 2007, containing three basic responsibilities: to act in multiple scales of intervention, to be a policy of national ambit, and to be a government's policy (being not only MIN's, but a governmental responsibility).

The present research aims to comprehend the federal government's performance on foresting regional development, focusing in the semi-arid Northeastern Brazil, through bibliographic research and theoretical basement, intending to conclude if there really exists articulation between the established proposals by the PNDR and the real necessities and individualities of each city, as well as analyzing great impact constructions and how each local government and its population is prepared to receive them, understanding its positive and negative aspects, having as case study the Transposition of the São Francisco River in Northeastern Brazil.

Analyzing Brazil nowadays, the Government has been taking several attempts on implementing series of urban development policies aiming to reduce the serious regional inequality condition, which is clearly noticed through the country's territory. It has become common the execution of great public constructions as a strategy for regional development. However, contrasting with what is established by law as PNDR's assumptions, those constructions may present questionable efficiency for not attending to each local's real necessities. In certain cases, they cover a huge number of cities that may not be prepared to face several urban transformations, due to the absence of articulation between the many governmental spheres. According to Faria and Schvarsberg (2011), those public constructions may, in many cases, attend to private interests as well, through clientele policies, which is prejudicial to a democratic territorial management that responds to population's real needs.

The Transposition of the São Francisco River project is an example of those policies. According to the RIMA (Environmental Impacts Report) in 2004, the transposition, which started to be built in mid 19th century, and has not been completed yet, aims to increase the quality of life of Northeastern population, reducing the impacts generated by drought and minimizing regional inequality caused by uneven distribution of water, for comprehending that without water availability the regional development possibility in the semi-arid areas at the Northeast is very limited.

However, it is a large-scale project that affects approximately 350 cities, those of which have already been facing social and urban issues generated by the transposition. The hypothesis proposes that there is no articulation between the governmental spheres, and its absence has made the public projects inefficient, causing greater negative than positive impacts.

Hence, the lack of articulation between the federal government and the local urban reality, combined with the current domination structure and clientele relations, which have been very common during Brazil's history, reflect on the reproduction of regional development policies, in a manner that the idea of common benefit by the public power that attends collective and universal interests is a simple abstraction.

The present results of this research are both theoretical and qualitative, composing a social thinking and basement that connects to the fundamentals of PNDR, however, being the opposite of how they have been implemented in Brazil, diverging from its established responsibilities in order to attend to individual and private needs that stimulates the Brazilian economy. In that manner, those policies may seem insufficient, while in reality most of them are inefficient.

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