

FROM CULTURE OF THE PLAN TO THE CULTURE OF PLANNING: THE RELEVANCE OF THE STRATEGIC PROCESS IN THE DEVELOPMENT OF SPATIAL PLANS. THE EXPERIENCE OF THE MUNICIPAL MASTER PLAN FOR ALMADA.

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Abstract

The shortcomings of functionalist planning in an economic and social context as volatile as today's have been recognised for some time now. This volatility does not fit well with rigid spatial planning standards, particularly with relation to the uses attributed to land. In some cases the planning tools are rendered obsolete by reality, meaning that plans have to be suspended, altered or even completely revised. The arrogance of thinking a plan can unilaterally determine the future is supplanted by the constantly changeable and uncertain reality, affected, as it is, by many other variables and not only the decisions imposed by the Plan.

The failure of this more rationalist/positivist paradigm is reflected not only in the limitations of formal plans but also in the emergence of informality, with varying degrees of legality, as an alternative strategy, seeking a renewed capacity of anticipation of the future (through greater understanding) and flexibility (through more open planning tools and new governance modalities).

The recognition of the existence of life cycles in cities and territories and the need to prolong more favourable periods and combat periods of depression constitutes a huge challenge for classic planning, all the more so in the context of acute national financial crisis, with all the turmoil, uncertainty and vulnerability that brings for the cities and territories.

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A significant contribution to this change in paradigm would seem to be the incorporation of more robust strategic thinking on land management tools, with a view to giving them more quality and efficiency.

As an illustration of this renewed look at planning we propose the process for the Revision of the Master Municipal Plan for Almada (Portugal) and, in particular, the description of the strategic reflection that took place, with the ultimate goal of furthering the development of proposals for a more intelligent plan with a successful future.

By articulating political principles expressed by the local council in various documents, the orientations by the planning instruments approved at the national, regional or local level, the various diagnostics carried out (namely, for the revision of the Municipal Master Plan itself) and more strategic or sectorial plans, it was possible to outline a set of anchor resources, challenges, supra-local strategic guidelines and municipal development lines. All this information, which was not always convergent in terms of options, was condensed into dimensions of concern that gave rise to strategic lines and pro-positive vectors of action.

From this initial work of observation and systematisation of trends and orientations one then advanced to establishing objectives that are two-fold: end objectives (the desired end results) and intermediate objectives (intermediate goals contributing to the end objectives). Land management planning is thus changed from being an end in itself to an instrument that will help create the appropriate matrix for achieving the objectives that are essential for local development.

1. Territorial management instruments dimensions from absence to inevitability

Territorial organization form, either agricultural or urban, evoking only the most common dichotomy present in land planning practice, comprise the spatial expression of the societies that embrace them. Even when the image we come across is not the most pleasant or corresponds to our current stadium of development.

In our understanding another certainty is equally challenging for consideration, is that as western societies, got internally more complex, by means of hierarchy power build up, of new regulatory mechanism and new lobby groups, that are always searching for minor adjustments or profound changes, many times appealing to ideologies as a support stick, territory was also being “produced” with an equal complexity degree. This new reality, demands adequate control instruments, that where barely, or almost never achieved.

Pressure management striking upon the territory, as in other collective life situations, end up by historically revealing existing conditions dependency, instead of appearing as a proposal for a new relation chart amongst existing spatial dynamics.

Thus, the absence of autonomy, the excess of dependencies and the time rapture between the problem's arousing and its confrontation by land planning policies, as we can nowadays observe, has ended by having consequences in the territory global image quality.

Another two indispensable ingredients for a better interpretation of territory dynamics can be joined: on one hand, the geographic conditions that, in the Portuguese case, register an overwhelming internal difference.

It would be fastidious to enumerate, all the multitude of differences affecting the territory, but that can easily understand the limitations of a legal, generalized and normative chart, to be applied on a mass scale, with everything benchmarked and simplified;

On the other hand, the cultural-historic conditions, in many cases, in intense collaboration with previous topic, that ended up by dragging a distinctive image into the territory, self revealing of its equal singularity of how societies see the world and themselves. Once again the legal chart shows inflexibility that worsens their differences assumption, or even, their identity assertion.

All these reality faces, combination, visible in the space ends up by expressing different ways in different spaces, but with some common points, amongst others: huge urbanized area, services infra-structures deficiencies, and problems in equipment offer and supply.

“Hard-planning” understood as a central administration answer to urban planning problems, privileged the present moment in time in generating an answer, that is, the objective solution for the “here” and “now”. It proposes a barely negotiated future, with very little changes for different places.

We can then understand, within this spirit that, in pioneer legislation on urban planning instruments in Portugal (Law-Decree 208 of 26th may 1982 and Law-Decree 69 of 2nd March 1990), the future is an absent idea.

In current legislation (Law-Decree 380 of 22.09.1999, altered by Law-Decree 316 of 19.09.2007, with current text, given by Law-Decree 46 from 20.02.2009), the same expression appears over two dozen times, which is revealing of the paradigm change that occurred in the past 3 decades. In order to adequately illustrate this change, it is worthwhile to do a contents analysis exercise of the 3 referred decrees.

Fig. 1 | Law-Decree 208/82: Textual analysis



Fig. 2 | Law-Decree 69/90: Textual analysis





As a matter of fact, we have not only assisted to a profound change in the economical grounds of the municipality and of the peninsula – where the large heavy industry, which attained its identity since the fifties to the seventies, gave way to new modern and technological more advanced industry plants, as well as the speedy development of the services sector -, but also, many of the long discussed proposals were accomplished, namely in the areas of territorial infra-structures, in its endowment of public services and collective facilities, in its accessibility and transportation, at the same time that urban and suburban areas were developed, which benefited from the meanwhile achieved improved accessibility

From the development of a new logistics and industrial area, enhanced by “Auto-Europa” facilities compound, to the consolidation and reinforcement of the tourism and leisure vocation, of significant parts of the Setubal Peninsula – such as Sesimbra, Aroeira and Arrábida -, to the construction of Vasco da Gama Bridge, the railway crossing over the river Tagus, the South of Tagus Tramway system, or by the upcoming of new secondary cores, associated to the main Peninsula’s urban centres. Many were the changes verified in this south side of Lisbon’s Metropolitan Area.

Even if in relation to the recent past, it is not difficult to identify the occurred changes, and which impact they had on the territory and its inhabitants, on the other hand, the prospective exercise associated to its own urban planning practice, demands a bigger reflection and framing, in relation to its main factors – endogenous but most of all exogenous. This have influenced the social systems, economics and urban planning evolution, that in itself, conditioned and explained the territorial occupancy, as well as, influenced the strategic

options, that the Municipality in a willingly exercise decides to assume for an orientation of the council's future.

In this context, it's important above all, to explicit which were the main changes that occurred, and which developments can be expected at AML and Setubal's Peninsula level, which might have decisive impact in Almada's council, whether in reference to the exogenous conditions of its own changes, and as to its positioning and relative weight amidst this metropolitan system.

At the structural changes level, it is necessary to enhance those that, in the economic sector scope, have obtain a motor role for the Peninsula's economy – with its consequent change of workplaces location, and its interchange with the exterior – as the ones that resulted from accessibility improvement, that were observed meanwhile, in certain areas of this peninsula territory, at the same time as degradation of these access condition developed in these areas where historically had begun the urban occupancy of the sixties and seventies from last century.

Thus, while old industrial riverside locations rotted, and ended up by disappearing – launching into unemployment tens of thousands of labours, as well as a myriad of middle and small subsidiary firms -, we watched the strengthening of the logistics sector, of the big commercial trade surfaces, and the implementation of new, more advanced technologic based industry.

The production concept of “*just in time*” were adopted, and the aim moved into exporting, immediately transferring outside AML a large amount of supplies and manufactured products – demanding therefore, bettered and more regional and international accessibilities -, as well as inducing a close location of part of its national components production. Hence the fast and accentuated location transfer that was verified in locations of the main Peninsula's industrial activities, which are currently dwelling mainly in the Coima, Paio Pires and Mitrena's areas, in disadvantage to verified in precedent locations as Almada, Seixal, Barreiro and Montijo.

On the other hand and more recently, with the possibility of construction of a new road-train Tagus crossing between Beato and Montijo, it will not only, transfer the gravity centre relationship of both river shores to the eastern side of Almada, as well as it will create new urban expansion areas. Taking advantage of new accessibility conditions to Lisbon's centres – example of which, is the Parque das Nações- and for the remaining north area of AML – as such as the services and technologic campus, located along the Cascais motorway accesses -, and of the new building products offer. It is believed that new building fronts will be able to channel for themselves a significant part of the demographic growth and the migration moves amidst the AML.

In a similar way, if the opening of the railroad service in 25th April bridge, enhanced the capturing of new residents for the stations nearby influence areas - despite many times needing to complement with the automobile -, its extension to the Pinhal Novo and Setúbal,

opened new possibilities of residential inhabit for those who work in the new services job centres of Lisbon city.

2.2. Local dynamics

Resulting from the combination and overlapping of these change factors, Almada's council lost part of its foremost role, in Setúbal's Peninsula relationship with Lisbon, whirling into its interior and its direct area of influence - above all noticeable throughout the axis defined by the EN 10 route -, and at the same time would strengthen its secondary centrality functions in the AML context, thanks to its equipment and services offer development, and to the strengthening of innovation and university educational cores, that got fixed in the north side of the council, between Pragal and Monte da Caparica

On the other hand profiting from its extensive Atlantic beach front, the municipality equally reinforced its role in the AML leisure area, which explains to a certain extent, the consolidation of illegal genesis urban areas, and its progressive transformation in first residence urban areas, in association with tourist and leisure developments, of which the Aroeira area is an example.

However if the if the movement of urban occupation gravity centre from the Tagus river south shore moved towards east – due to the new entrepreneur locations with bigger workmanship contingency, and the new Lisbon accessibility made available by the Vasco da Gama bridge, and its accesses network – the inertia associated to the historic legacy at territorial urban occupancy level, throughout the route EN 10 axis, is still determinant in the geography and daily travel intensity between the two Tagus shores; albeit as far as pendulum travelling manner, its proportional importance has diminished faster that it could be expected.

The automobile traffic steadiness on 25th April bridge, of approximate 170 thousand vehicles per day, along with the continuous growth crossing the Vasco d agama bridge- currently around 65 thousand vehicles per day and per direction – it's a tendency clear sign.

This trend will for be sure endorsed, by the new Lisbon airport sited southwest of the Alcochete shooting range, by the development of the great AML logistic hub at Poceirão, and by the suburban railway service expansion, between Lisbon and Tagus south side to the town of Bareiro.

They are all factors that will accentuate the economic weight of the eastern side of Setúbal's peninsula, and potentiate there the urban obsolete and unqualified industrial spaces renovation, as well as the capture population and jobs. As a result it constitutes a true challenge to Almada's traditional role in AML context that, oblige the re-equation of its future as a metropolitan secondary centrality.

In this scope, it assumes particular importance the approved PROTAM strategy, in re-centring the AML around the Tagus estuary and promoting a true two shore city, multi-cored and diversified in its urban offer trend.

Indeed, if the new transport and logistics infra-structures, as well as the location of more dynamic economic activities, and more qualified job – that will naturally follow the new accessibility and the new foreseen structuring locations – pointing towards the eastside Peninsula area, role reinforcement amidst the AML. The territorial vision entrusted in the AML's Territorial Regional Master Plan (PROTAML), restates the necessity of relationship endeavour between the two Tagus riversides, there where they are more intense today and where they were historically strengthened.

Almada, whilst one of the main Setúbal Peninsula Council in demographic terms, in its offering of high hierarchy facilities and qualified employment, is currently in a structuring turning point, relative to its AML role, especially in the Setúbal Peninsula.

To do this, the gains already obtained must be counted upon, in terms of centrality, of its urban environment qualifications, in the offering diversity that it has in its leisure area, and in the modernization of its local governance, leveraging these differentiating factors and relative advantage in relation to other Peninsula councils.

This has to be achieved, through some blockages and shortcomings resolutions, that currently exist in accessibility, identity and social cohesion, and qualification of leisure and tourism areas of, as well as, decisively betting in the development of its University Innovation Campus, and in deepening administrative efficiency and proactive attitude of the municipality.

3. Drawing Almada's Master Plan Strategy

3.1. Inspiration sources for the Municipality strategy

Planning strategy do not differ much from the usage of the same concept in the fields from where it was imported, heartening the fact that the strategy should be above all be, in the starting conditions of the thinking and reflective act – intrinsically and environmental -, and conceiving a acting form in a variable tempo horizon, but mostly in middle/long run. With identical understanding Chandler (1962), Hax and Majluf (1988), state that a strategy, is the determination of the basic, long run objectives of an entity, the adoption of adequate actions and the resources provisions to meet those aims.

But the strategy conception process, for raw-material can be found in various fields, more unstable or more stabilized, from whom it derives the inspiration for conceiving preparation of the future. This is naturally by definition uncertain. It's triggered by powerful forces, that nobody even those involved can be totally controlled. It is also true that for organizations, it is given the chance, the possibility of in-loco moulding those dynamics, from their internal past resources and dynamics. The above mentioned authors enhanced the relevance, of aims, means and resources provision.

Thus it's necessary to underline the close relationship between territory and its external context, close or farther, in one which one contains the controllable difficulty forces, from the current standing-point in which are, and another, containing available forces to condition

and re-orientate them. In this case, it will be the territory planning, and the territorial management tools to promote that reorientation that it is desirable to define.

We are not dealing with the future or at least with its determination. As Inneraty states (2010), “a good society must be unpredictable, respectful of its own limitations” (p.221). It also does not mean to aspire to a future for which it certainly lacks the conditions for it to be achieved, but to aspire to an uncertain plausible future

Here at stake, so it seems, is the territorial positioning and its actors, against the identified dynamics, which can be translated in a strategic vision, where choices of future direction paths are made.

In Almada’s municipality case, many are the contributions to be considered as “inspirational source”, deriving from work widely developed in several fronts – political, urban, economical -, and what it matters now, is to make it directional compatible, into a converging and mobilizing idea. It is demanded, then, in first instance, its systemization, and form detail to evidence them, and make them useful, for a clarification work of a strategic thinking.

Anchorage resources, constitute identified elements in different Almada’s territorial incident documents (plans, studies, as built), as potentially interesting to development mobilizing strategies. They can already participate in existing dynamics or yet to explore, since their aim is to rethink its integration form in the drawing processes in such a way as to increment synergies produced among all. We have to remember that in economics, resources are designated by those factors that combine are able to generate value in the production of goods and services. These, in a classical economic perspective, are assets, land and work.

They can be physical aspects, such as the extensive low and sandy seaside front or the accessibilities, or cultural and social such as demography dynamics, metropolitan centrality or the value of the landscape.

Anchorage resources

Immaterial resources

- metropolitan centrality
- Human resources
- Landscape
- Life quality
- Cultural and associativity dynamics
- Citizenship

Physical resources

- Sea and river front
- Higher education facilities
- Environmental resources
- Culture, sports and leisure

- Touristic projects
- Innovation and technology activities
- Accessibilities and transports systems

The challenges, being still nevertheless an essence problem, demand for its overcoming the mobilization of efforts and several resources, but also an expectation that this overcoming will produce gains for local or urban development. On the contrary, failure in its straight dealing will bring negative consequences, of a bigger or lesser magnitude.

Challenges are present in all fields of reality, but have differentiated levels of attainment difficulty, translated in organizational, financial and timing demands. The before mentioned resources, constitutes, also as catalytic for these challenges answers, which can be organized in four fundamental dimensions:

Territorial

- Supra-regional structuring projects
- Climatic alterations adaptation
- Inter-council reinforcement ties, through public transports
- Inter-council mobility / road system structuring
- Urban system requalification
- Public spaces qualification

Social

- Population keepingness
- Empty habitation park utilization
- social-culture integration

Economic

- Job promotion
- Economical base diversification
- Activity innovation and knowledge technology reinforcement
- Tourism activity broadening and qualification

Governability

- Natural and technologic risk prevention
- Illegal genesis Urban Areas requalification and resolution
- Municipal environmental structure execution and management
- Governability /Management adaptivity

Between the two presented levels – anchorage resources and challenges – one needs to consider another political nature contribution body, that emerge from team program, with leading responsibility on council territorial management. All in all, this program's contents,

aware of existing conditions, both in the internal and external level, proposes a way, or willingly, **development axis**. This nevertheless will constitute answers to its “negative”.

Development Axis (Council’s guidelines)

“More Almada”

- Urban renovation and social-economic development
- Environment, biodiversity and energy
- Urban mobility, accessibilities and public areas
- Education, learning, qualification, knowledge and youth
- Culture, sports, solidarity and safety
- Information, participation and governability
- Public service modernization and improvement

PDM’s starting aims

- Strengthening balance of Council’s role in the Region
- broadening Council’s economic basis
- Natural and built environment improvement
- Social-cultural development and professional learning
- Council’s image development

Início de segunda parte da tradução

Se estes elementos fazem parte do reconhecimento alargado da matriz territorial que pode suscitar o posicionamento de Almada perante o horizonte de vigência do Plano Director Municipal revisto não podem deixar de ser consideradas as orientações de âmbito supra-municipal que emanam de Instrumentos de gestão territorial legalmente aprovados e em vigor, e que directa ou indirectamente têm de ser integradas na análise nesta análise prévia.

If these elements are part of territorial matrix enhanced acknowledgement, that can incite Almada’s positioning in face of the revised Municipal Master Plan valance reviewed horizon, can not be

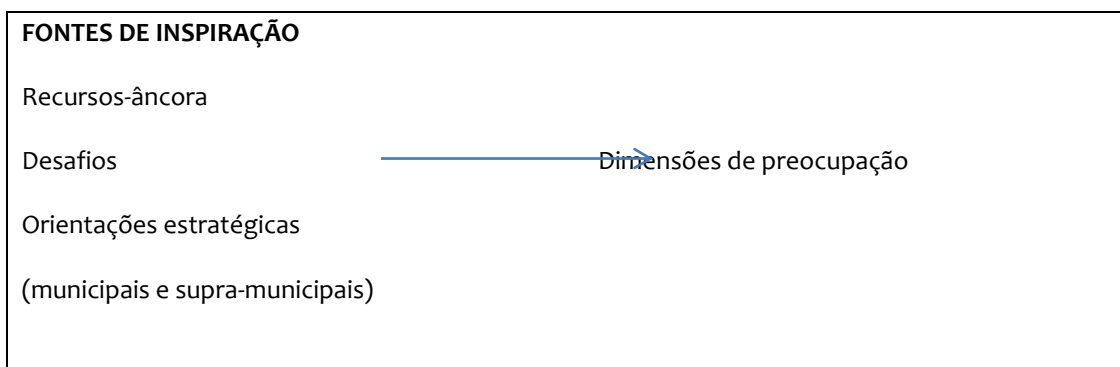
- Conectividade, Competitividade e Cosmopolitismo;
- Polinucleação e Compactação;
- Sustentabilidade Ambiental e Sintonia com a Natureza;
- Dinâmica de Coesão Social e de Qualificação;
- Governabilidade e Governança;
- Reorganização do sistema metropolitano de transportes;
- Ordenamento dos diferentes usos e actividades específicas da orla costeira;
- Valorização e qualificação das praias;
- Desenvolvimento de actividades específicas da orla costeira;
- Defesa e valorização dos recursos naturais e do património histórico e cultural.

Como se pode observar ver a informação é extensa, desigual na sua natureza e nos seus propósitos, mas relevante para a estabilização de um quadro de preocupações-chave que estabeleça o pano de fundo para o desenvolvimento de um espaço estruturado de enfrentamento e onde o território tenha o natural destaque pelo instrumento em que tudo isto está integrado. As designadas dimensões de preocupação acabam por ser a condensação operacional do trabalho de levantamento feito nesta fase.

Dimensões de Preocupação

- Potencial Humano
- Dinâmica Económica
- Afirmação Regional
- Qualificação Ambiental
- Qualificação Territorial

Assim, o processo até aqui percorrido pode apresentar-se esquematicamente do seguinte modo:



3.2. From concerns to strategies

The condensation process that resulted in the dimensions of concern resembles a tree structure that we will see, will evolve into a double-arborescenc estrutura, upstream and downstream of the process. As it turned out, these concerns are generally consistent with the political and technical issues raised above but also with the locative resources, initiative, human and institutional.

This articulation is intended to strengthen the idea that attention should focus on topics for which there were only identified resources are sufficient reasons as well able to support their understanding and coping. In other words, the formulation found seems to be able to achieve the desired objective and cover the field of possibilities, not excluding any significant area. Apart from this lack hindsight now realize what to do with it. This is not a strategic plan but "only" a plan that admittedly meant to emphasize this strategic dimension to frame a comfortable and credible framework for the development of this instrument.

Thus, these dimensions of concern came into direct connection to the strategic lines without the mediation of a vision as this is well formalized in the framework of the Municipal Plan (Decree-Law 380/99 republished by Decree-Law no. 46th/ 2009 of 20 February): "Art 69th., 2 - Plans municipal planning lay down rules on land use, defining models forecast development of human settlement and organization of urban systems and networks and, in appropriate scale parameters of land use and ensuring environmental quality. Article 84, 1 - the municipal master plan establishes a strategy of territorial development, the municipal policy on spatial planning and urban and other urban policies, integrates and articulates the guidelines established by the instruments of territorial management national and regional level and establishing a model of spatial organization of the municipal territory. "

The following strategic lines that give the dimensions of concern are:

- More businesses and jobs. Seizing new opportunities
- More people, better integration
- Better public transport, better mobility
- Improved urban environment, rehabilitating and structuring the built environment
- promotion of environmental values and landscape

The difference between concerns and strategies are in fact the first to exalt the problem and said a second approach to address this assertion. Understanding the strategic line would be enough to "feed" the work of operation necessary to disaggregate into strategic vectors that point to specific issues where it is imperative to act and is still advancing with the end-objectives that match what you would like to have in order for each of problems:

- More businesses and jobs. Seizing new opportunities

entrepreneurship | Objectives purpose: To promote employment, promote the creation and support of business

Locate economic activities | Objectives-end: Boosting the economy, ensure territorial competitiveness

Leverage local resources | Objective-end: Valuing indigenous resources

- More people, better integration

Education, Training, Qualifying | Objective-end: Raise the level of qualifications of the resident population

Attracting new residents | Objectives-end: Increase the resident population

Integrating classes and generations | Objectives Worm: Enhancing the social integration

- Better public transport, better mobility

Develop inter-district council accessibility | Objective-end: Improving the infrastructure and public transport service

Improving mobility intra-district council | Objective-end: Improving mobility and connections

- Improved urban environment, rehabilitating and structuring the built environment
Urban centres structuring | End-means: to promote urban areas re-qualification

Urban space rehabilitation | End-means: to promote historic centres rehabilitation and revitalization

- Better environment and landscape framing

Endorse the municipal ecologic structure | Aims-end: endorsing the municipal ecologic structural consolidation

Improve and protect views | Aims-end: endorsing the minimization of environmental impacts, improving views and focal points

3.3. Process procedure

The land management instrument – Municipal Master Plan – shows as documental contain “Article 86th , 1 – the municipal master plan is constituted by: a) Regulation; b) Urban plan representing the organizational area model of the council’s territory, in accordance, with structuring systems, and land qualification, and yet planning operative units and defined management; c) Restrictions plan, identifying passages and current public utility restrictions that can constitute limitations or impeachments to any specific usage form.” (Law-Decree 380/99, of the 22nd September, republish by Law-Decree 46/2006, of 20th February). Such demands end up by giving a especial delicacy, to the work in obtaining the strategic lines, in such a way that, it can be unveiled in credible and concrete actions to be participated, in a stimulating way in the remaining steps of the Plan elaboration.

As this process is still far from its conclusion, being still in a developing stage, there are limitations to be taken into account, namely the current actions that are not yet possible to safely define. The action/project demands a timing detail level, amidst hierarchy, governability, financing, articulation, and so on, that in the current phase it is impossible to define.

However, understanding that strategic lines though mobilizing and well intentioned, would be excessively vague to instigate a substantive discussion in the form of a procedure of enlarged participation, one should, without compromising any of the aims, to find a formula, that would help to deepened the reflection process, and helped in the identification and construction actions exercise.

This formula ended up in the definition of aims that have the merit of having sufficient detail, instigate discussion without yet stating actions, but that are sufficiently near to them.

The “Aim” figure encloses a large complexity, but it is generally accepted that it is about a end or finality that was determined by the process ambit, that should be obtained or achieved by means of an integrated project. In the particular case of the Almada’s Municipal Master Plan revision, it was considered useful its segmentation in two types (to which it is necessary to add the means-end, dealt in previous paragraphs):

Starting aims

Are those who permitted to sustain the beginning of the RPDMA process, and which will be recalled at the process finish, in order to evaluate the obtained answer levels. They are thus programmed aims in the sense that they will constitute guidelines for the Plan’s elaboration.

- Reinforce Almada’s role while a AML secondary centre and a main Setúbal’s Peninsula urban site within de “two riversides city” context.
- To create the necessary conditions for university campus, and council’s innovation development, promoting new trades land fixing and the inter-relationship with developer’s fabric and supporting its internationalization.
- Upgrading the leisure and tourism offer, of which the “Costa Polis” is a fundamental element and enhancer of new initiatives in this domain – in the sense of deepening the council’s vocation as a big area for leisure within the AML context.
- Consolidation and upgrading of the council’s ecologic net, in order to, guarantee its sustainability, in such a way that it will contribute for the environmental improvement of the urban spaces that is crosses.
- To better neighbourhoods urban environment, as well as, its lesser valued urban centres, in order to strengthen or giving them, their own identity, enabling their development in a close-by urbanism, and a more coherent and solidarity social livelihood.
- To contribute to the main problems resolution of existing accessibilities, both in relation to the AML’s north riverside – in particular with Lisbon -, as with several of the council’s areas, and its immediate surroundings, in a sustainable mobility perspective, that focus not only in accessibilities and transportation systems, but also in those urban aspects that will condition urban mobility.
- To deepen council’s urban management capacity, in the sense of increasing its efficiency, and municipal’s competence to guide the urban development process, and establishing structuring partnerships with the State and private enterprise for action and project achievements for the municipality, bearing in mind the acquired experience with the current PDM, and its innovating aspects at urban balance and private participation level, in territorial infra-structures and in its contribution for provisioning the municipality with collective facilities.

Aims - means

They are instrumental to obtain its end aims (referred previously), willing to participate in their various success. It was possible to organize all the universe of aims-means, in five

dimensions (related with strategic lines): Economic Endeavour, Mobility Structuring, Social Cohesion, Urban Spatial Structuring, and Landscape Environment Improvement.

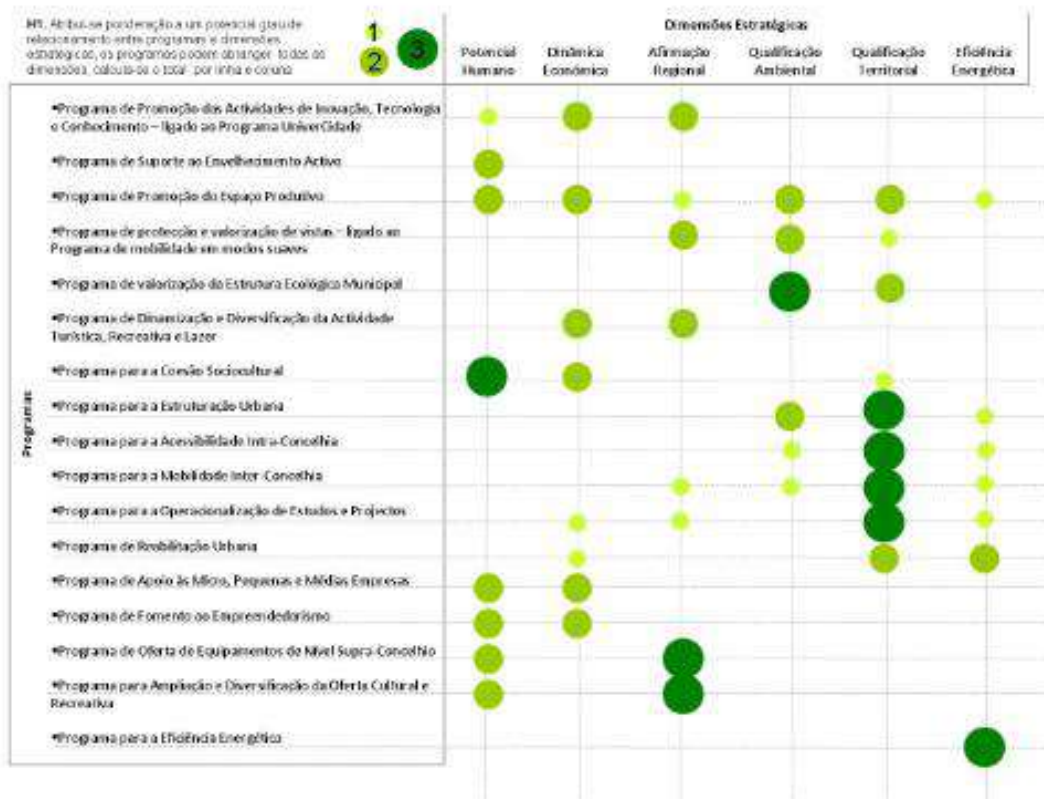
Each of these aims can participate in one, two, three or even four programmes simultaneously as it can be seen in the below figure.

Fig. 5 | Methodology of general structure



It totals, 17 programmes, which cover all considered central areas for social territory qualification, inter-acting them with defined strategic dimensions as we can see below:

Fig. 6 | Matrix of strategic dimensions and programs



4. Conclusion

Producing a territorial strategy it is a complex exercise, which should be done tailor made, with should take into account its resources, actors, and existing problems. Not however withstanding its pertinence for a planning process, and above all for a planning that tries to surpass the here and now, unprepared for a future full of uncertainties.

Obviously the followed path could be different, investing in scenarios, and debating more ambitious plausible futures with the community. However, the process is not yet closed, and it can now, after the scheduled public discussion, verify its necessities of deepening, enlarge or only to adjust.

What matters is that planning is not anymore an end in itself, becoming through this methodology, a potent tool ensuring a future that musters everybody for its daily construction

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