



TERRITORY PLANNING AND MANAGEMENT: THE THEORY DEBATE IN BRAZIL AND A PROSPECT OF PRACTICE ACCORDING TO THEORETICAL CONTRIBUTIONS ON TERRITORIAL GOVERNANCE

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Abstract

Territory planning and management is conceived as a process of social dialogue and decision-making involving social actors, economic and government agents of a particular territorial clipping, aiming to define its future. It is a conflicting process because it has the challenge of mediating interests and different views. The possibility that such processes are supported by the design of territorial governance is reaffirmed here, including the actions planning and territorial dynamics of management in a collaborative and democratic perspective. Based on the theoretical debate about governance, territory planning and management in Brazil, the process is contextualized and prospections are made about the practice proposing the conceptual category “territorial capital” and its components as a substract.

Keywords: Territory Planning; Territorial Governance; Territorial Development

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Introduction

This work begins by asking questions which throughout the text will deserve allusions. What is the so-called territory planning and management related to? What are the possibilities of introducing planning processes and territory management that cover social dialogue practices?

It is subscribed to the understanding that territory planning and management imply the establishment of social dialogue processes, reaffirming the possibility that they merge in the design of territorial governance. It reaffirms the argument that the planning and management of the territoriality is summarized in the so-called territorial governance, in particular, according to a personal conception. Therefore, it is argued that the practice of territorial governance can result in (i) the definition of a territorial development strategy and implementation of the necessary conditions for its management, (ii) the construction of socio-territorial pacts resulting from forms of social dialogue such as the exercise of collective action and, finally, (iii) to build a prospective vision of the future. A qualified practice of territorial governance is a fundamental prerequisite for territory planning and management in a collaborative and democratic perspective (DALLABRIDA, 2003; 2007; 2015a).

In this text, starting from the concept of governance and approaches to territory planning and management in Brazil, the process is contextualized and surveys on the practice are made up, taking as reference the theoretical conception of territorial governance, with two integrated purposes: first, to propose institutional structures for territory planning and management, both in its dimension of social dialogue forum, as well as in its operational tactical dimension; second, by reaffirming its immaterial nature elements, such as the question of territoriality, the criteria for the definition of planning processes and territory management, proposing the conceptual category "territorial capital" and its components as a basis. This is an exploratory approach, which takes as reference the theoretical approaches to the subject in question.

An approach to the theoretical debate on governance

In the theoretical debate, the governance concept is used in both its general sense, as well as more specifically, the territorial governance².

Referring to classical authors and more contemporary ones, the governance concept is used to address to self-organized networks involving complex sets of organizations, institutions and actors from the public and private sectors (ROSENAU and CZEMPIEL, 1992), as representatives of the business sector, the worker unions, civil society, social movements and state agents acting in an interactive process (STOKER, 1998), whose interactions are rooted and regulated by negotiated rules of the game and agreed by the participants (RHODES, 1996). It is about the decision-making processes or spaces for horizontal accountability (WEALE, 2011), as a new model of collective regulation and of doing politics (BLANCO AND COMA, 2003), ie a form of a more cooperative government, as a new hierarchical model in which state authorities hold sovereign power over the groups and individuals that constitute civil society (MAYNTZ, 1998). Such processes can also be conceived as a tool to figure out problems and opportunities in contexts that are positioned at the boundaries between the social and the political (KOOIMAN, 2004). Besides being a relatively horizontal relationship of interdependent actors, it is functionally independent (SØRENSEN and TORFING, 2005). Regarding governance purposes, authors point out that these processes seek to integrate common goals to the group of actors that interact within a given environment (KOOIMAN, 1993), defining new forms of regulation (RHODES, 1996), stimulating forms of social interaction aiming to achieve public purposes (TORFING and SØRENSEN, 2005)³.

Deriving from its basic concept, territorial governance refers to the articulation processes of social, economic and institutional actors in socio-territorial power networks (DALLABRIDA and Becker, 2003; DALLABRIDA, 2003; 2007), aiming the planning, decision-making and governance (FARINÓS, 2008; DALLABRIDA, 2006, 2007 and 2011), as a way of organizing collective action capable of integrating the different interests of groups geographically located (FEIO and CHORINCAS, 2009). Stinger (2010) suggests that such processes are

² In Dallabrida (2015a), the main publications on governance and territorial governance are mentioned.

³ In this and the following paragraphs, resume up approaches made in Dallabrida (2015a).

based in an innovative, shared and collaborative logic. The importance of qualified practice of democracy is also highlighted and a greater role of civil society, respecting, however, the irreplaceable role of the state (DALLABRIDA, 2015th). Among the purposes of territorial governance the management of public affairs with impact on the territory is highlighted (DALLABRIDA, 2006, 2007 and 2011) aiming to agree on a shared vision for the future of all levels and actors involved (Farinós, 2008) so as to ensure the representation of different groups and territorial interests facing the external actors and the development of strategies (unified and unifying) related to the market and the state (FEIO and CHORINCAS, 2009).

Esteve (2006) defined governance as a new kind of government, relational and promoter. This theoretical perspective, the organizational capacity of the society is one of the most significant intangible capital in the territorial development. For the author, this ability can be assessed by the presence in varying degrees of: (1) a visible territorial development strategy, shared between the main actors; (2) a qualified interaction practice among key territorial actors; (3) the existence of networks among the actors involved in the planning and management of infrastructure projects; (4) the presence of a culture of action and civic commitment demonstrated by a sense of belonging and territorial identification, open and innovative attitude, integration with networks external to the territory or region; (5) the recognition of legitimacy of the articulating institution; (6) the recognition and trust in the actions of other actors, which is the key to generating the necessary capital.

Finally, a position on the understanding concerning territorial governance, based on Dallabrida (2015a). It is a conception that, at the same time, sums, dialogue or at least is approximate to the contributions of other authors herein.

Territorial governance corresponds to a process of planning and territorial dynamics of management that prioritizes innovative views, shared and collaborative, through horizontal relations. However, this process includes power struggles, discussions, negotiations and finally deliberations among state officials, representatives of social and business sectors, from universities or from investigation. Such procedures are based on the unique role of the state, a qualified notion of democracy, and the leading role of civil

society, hoping to harmonize a vision of the future and a particular pattern of territorial development. Territorial development is understood as a continuing change process, situated historically and geographically, but integrated into intraterritorial, supraterritorial and global, sustained on the leverage of the resources and assets (tangible and intangible, generic and specific) on site, aiming at the socioeconomic dynamics and the improvement on the quality of life of its population (DALLABRIDA, 2015a, p. 325).

It is based on this theoretical perspective that the process of territory planning and management is thought.

Approaches to territory planning and management in Brazil

The approach to the subject territory planning and management in recent years has not received the attention of many Brazilian researchers. The greatest impact of publications are from the 1980s and 1990s.

Corrêa (1987) considered the territory management as the control of the spatial organization. For the author the management of the territoriality is a practice of holding power that has a space-time dimension, pointing out that in a class society, it becomes the management of differences. Elsewhere, Corrêa (1992, p. 1), defined territory management as a set of practices targeting, at the immediate level, the creation and control of the spatial organization. "The management of the territory is one of the sides of economic, political and social management, being subordinated to it, but also conditioning it. It is the spatial dimension of the general management process, confined to the space under the control of a State or of a given company. "Therefore, the management of the territory, according to the author, intends to ensure and even create areas of differentiation, namely, differentiated production and reproduction conditions in space, so that the capitalist accumulation process continues to happen and at the same time ensures the reproduction of different social groups⁴.

⁴ See another author's work: Lobato Corrêa (1995). The author conception deserves criticism, because it restricts the management of the territory to the action of the state and business, not inserting social groups in the process.

For Becker (2012, p. 129) "The territory management is the scientific and technological strategic practice of power in space-time." According to the author, the management follows an economic purpose and a principle of reality, power relations, ie the absorption of conflicts, necessary for the attainment of its purposes. In this work the author concludes the text by asking questions. Will the space of flows, managed by corporations and the state, tend to dissolve the human space-time of territorialities? Will there be territoriality, ie the society of the territory in action, resilience and performance to the point of changing the power structure towards a democratic management? How to strengthen the bonds of solidarity of local social movements so that they have continuity over time and can act effectively in other scales? For the author, the new geopolitics will result, in fact, in the interaction between two processes, the technological restructure and new social movements⁵.

In the Brazilian literature about this subject, the discussion about territory management is often associated with the challenges posed by the action of major companies in the field of space, defining operating strategies, thus interfering with the planning and management of regions and territories. In this sense, Corrêa (1992) stressed that in the current phase of capitalism, large multi-functional and multi-site corporations play a key role in the spatial organization, having control over wide and differentiated territory. The possibility of domination, in particular, occurs when state and society are subjected to the exclusive intent of capital accumulation in which the planning and management of the territory is guided by intentions proposed by productive enterprises highly dependent on foreign markets. Santos and Silveira (2001), called these ventures "territorial enclaves", by characterizing themselves or steering their action on a single logic, that is to usurp wealth of the territories with neither roots nor providing them with significant advantages. About the power of big business in the field of space, Becker (2012, p. 119) refers to as a "[...] private management of space."

Raffestin (2015), referring to the territories where the hegemonic territorial dynamics are planned and controlled by big territorially uprooted companies, asks a question, which he answers himself.

⁵ In addition to the work referenced in the text, it is important to remember other author's contributions: Becker (1988; 1991; 2009).

What do the multinationals do in the territories where they choose to intervene? They often destroy the territories irreversibly and definitively in order to extract resources that interest them. At the same time, they destroy the references of the men who inhabit them, by subjecting them to pressures and ways of working that are much more like slave labour than to a real human labour. It is the opposite of development, ie the territoriality and the projected time frames do not aim at organizing, but at practicing a predatory economy [...] (RAFFESTIN, 2015, p. 13-14).

Corrêa (. 1987, p 3) points out what can be considered as the main challenge for territory management: "[...] the territorial planning, the most complete way of trying to manage the territory, is nothing but an ideology as it contains a speech of spatial equity-balance-harmony ". This is one of the great challenges for territory planning and management: the need to consider the social, political and economic environment in which it will intervene as conflictuous, non-harmonious. This implies to admit that it is not a consensus environment; ultimately, socio-territorial pacts can be built (DALLABRIDA, 2007).

Referring to the management of the territory, Egler (1995, p. 234) concludes that the definition of development goals in the various scales of management, local, regional or national, "[...] requires assembling a negotiating space among the different objectives of the use of territory by private and public agents." The author argues that, for effective sustainable development, the various forms of "imposing an order on the territory", being this from economic agents, or even through planning proposed centralized by the state, should be replaced by a " democratic and participatory management ", as the only way capable of ensuring a fair level of territorial distribution of wealth and income.

Dialoguing with the approaches so far referred in Dallabrida et al. (2009) the territorial management term was used to mean the decision-making processes of economical and institutional social actors of a particular space in the process of appropriation and the use of territories. Among the institutional actors, the State was included in all instances. However in Dallabrida (2007), issues related to territory management were addressed, both from a theoretical and

methodological point of view, as well as by presenting an example of planning frameworks and development management in Brazilian regions, the case of Regional Councils of Development (Coredes) of Rio Grande do Sul state. It is an experience of an institutional structure in managing the development process that has resisted to government change for over 25 years without interruption.

Concerning the territory management policies in Brazil, it is worth noting that in 2006, the Brazilian government took an interesting initiative, the creation of the National Policy for Regional Development. Unfortunately, such initiative did not advance properly, even though between 2011 and 2013 the process of institutionalization of a national policy was retaken, with the completion of state conferences, at macro-regional and national levels, which resulted in the definition of guidelines and principles. However, by the end of 2015, the proposal had still not succeeded in transacting in the National Congress which is essential for its insertion in the government actions in the territory. That is, in Brazil, in the states of the federation there are experiences of institutional structures for the planning and management of regions and territories, as the case of Coredes, however, it is still missing an institutionality for the national coordination of territorial policies.

The arguments structured in this text reinforce the need for a national policy on territory planning and management, paired with a proactive action of territorial actors, otherwise the corporate action of control of the territory tends to prevail. Therefore, the planning and management of the territory from the perspective of emancipation, not of subordination to corporate interests, requires a proactive attitude from the society and the qualification of the state action. The territory planning and management is understood, then, as a social dialogue and decision-making process of social actors, economic and government agents of a given territory in order to define its future. It is a conflictive process because there is the challenge of mediating interests and different views.

Placing the process of territory planning and management from the theoretical conception about territorial governance

This part of the text is divided into three stages: the first, resuming publication of contributions about topics linked to territory planning and management; second, making indications for practice;

the third, proposing actions of planning structures and territory management.

Theoretical contributions and their contextualization in the subject of territory planning and management

The discussion about territory planning and management, as an exercise of territorial governance, is a topic in which several personal contributions were focused. Referring, in particular, to the issue of planning, the subject was addressed (i) with reference to the corporate management of local / regional development (DALLABRIDA, 2001); (ii) highlighting theoretical frameworks (DALLABRIDA, 2004); (iii) highlighting the practice of planning as a public-private dealing process aiming at shaping the future of the territory (DALLABRIDA, 2003; DALLABRIDA et al., 2006), finally, (iv) highlighting the multi-level socio-economical processes as a challenge in the territorial management (DALLABRIDA et al., 2009). However, in other texts, as seen previously, the issue was taken under the perspective of the conception of territorial governance, taking as a starting point (i) the introduction of the topic and its context in the debate of territory management (DALLABRIDA and BECKER, 2003), (ii) relating the topic to territory management processes (DALLABRIDA, 2007), (iii) as a regulatory instrument (DALLABRIDA, 2010) and (iv) taking a theoretical position on territorial governance, based on the review of national and international literature (DALLABRIDA, 2015a). Also in Dallabrida (2015b) presents the practice of territorial governance as the process of governing territories.

It is convenient to report back to a question asked in Dallabrida (2007). What are the possibilities of a territory management process that include social dialogue strategies? What territorial governance structures are needed? In this reference, two questions arise: firstly, the understanding that territory planning and management imply on the establishment of social dialogue processes; secondly, the possibility of such processes being constituted under the conception of territorial governance.

According to Dallabrida (2007), the exercise of territorial governance as a process of territory planning and management, is realized through horizontal relations among state agents and territorial actors organized in the form of "socio-territorial power networks", referring to each of the segments of the territorially organized society,

represented by their leaders, forming the "socio-territorial block" as the heterogeneous set of territorial actors that in a given historical moment take hegemonic position, becoming the main power structure with capacity to give political and ideological direction to the development process. According to this conception, it is this set of actors that articulates and effects the process of territory planning and management.

Synthesizing, territorial governance can be seen as an institutional exercise of power symmetrical to the territorial level. A qualified practice of territorial governance is a prerequisite for territory planning and management in a collaborative and democratic perspective.

It is worth noting that the establishment of such forms of horizontal coordination does not guarantee a democratic practice⁶.

Therefore, it is imperative to create public spaces of representation, negotiation and consultation, as well as to redesign the role of the state, allowing the interaction of this with the society through the use of new technologies, to set priorities from the demands expressed by the population and negotiated with other participants... (DALLABRIDA, 2007, p. 3).

Dialogue is understood as the act of coordinating, harmonizing, even divergent, interests. "This means that the social dialogue is understood as a process in which representatives of different networks of socio-territorial power, through voluntary procedures of conciliation and mediation, take action of the territorial management in a decentralized manner" (DALLABRIDA, 2007, p. 6).

The articulation of different actors and their different proposals and views of the world, do not result in consensus. However it is possible to create pacts, such as agreements, usually temporary, because they are subjected to constant rearticulations of power networks.

The socio-territorial pact expression is proposed here meaning agreements or adjustments resulted from social dialogue processes that occur among the different representatives territorially organized society, related to the definition of its future

⁶ Go back to the approach in Dallabrida (2003; 2007).

development project . The socio-territorial pact as it results from a democratic process of social dialogue, articulated by the representative leaders of socio-territorial networks of power, becomes the political project of development of a territorially organized society (DALLABRIDA, 2007, p. 9).

Boisier (1998, p. 57), when defending the construction of the local-regional political power as a necessary condition to major democratic participation of citizens in the destiny of their spatial surroundings, being it, the neighborhood, the city, the region, or the territory, makes an interesting statement: "[...] things are not changed voluntarily, but through the use of power." The political power that every region should accumulate the author recognizes as being from two sources: (1) decentralization, as this implies the transfer of power, and (2) social dialogue, as this implies a true creation of power (union makes strength). However, without great illusions, the author states: "[...] the power accumulated in the regional community is not the power to make a revolution. It is only enough to "[...] make changes in the style of development standards, not the system standards".

Even considering the power limits of a territorially organized society, this is not despicable, being able to envision, ultimately, the possibility of practicing a democratic territorial management. The limitations of the power of the territorially organized society are also originated from two other facts: (1) the impracticable self-determination of the civil society and (2) the role of the State Nation. However, there is a warning: the state advocated here certainly is not the state we know nowadays.

An observation made by Paiva (2013, p. 114) dialogues with the issue herein. "Even if we admit that the problem of subordination of the state to the interests of the majority of the population is already solved, that does not mean that all the economic agents recognize this subordination or accept the way it was earned." The author refers in particular to agents who lose privileges choosing the participatory and democratic planning. That is, according to the author, "the colonels", the "captains of industry", the "mandarins of granted public services" tend to deny the role of the state as regulator of conflicts. This is an example of what has been referred to: the territories are conflicting media, much skill is required to guide processes of territorial articulation as there are deferential networks of power, without necessarily convergent propositions.

Finally, it is interesting to associate the debate on territory planning and management with other very close approaches, such as the issue of decentralization and the public sphere. Thus, in order to demarcate the main challenges for a democratic and not subordinate intervention in the territory, it is resorted to Latin American authors for a quick approach.

As for the approach of decentralization, Mattos (1990) addresses the issue asking if the state of decentralization would be a new panacea to face the regional underdevelopment, considering that (i) the decentralization practiced in some countries is not the same as the most progressive ideologues have dreamed on, (ii) it does not seem sensible to hold that a reform of political, administrative can be, by itself, able to modify the type of society, (iii) that the territorial organization of power management is not enough to propel the modification of economic fundamentals, political and ideological power in a class society, (iv) that there isn't theoretical or empirical foundation that allows endorsing the assumption that, in the local communities level, the interests of popular sectors should prevail.

Boisier (2010), when referring to decentralization in Latin America, points out some obstacles, among which stand out (i) the artificiality of regionalization, (ii) the absence of regional identities, (iii) the lack of substantive activity of scientific and technological research and for the regions (iv) the low level of updated knowledge on the processes of change in the territory by the regional technocracy⁷.

On the second question, Fleury (2010) states that it is necessary to expand the public sphere and the construction of a new power block that goes beyond the deepening of representative democracy, toward a model of deliberative democracy and reconstruction of the State that allows the inclusion of the interests excluded so far, through social co-management processes, to ensure a more equitable social distribution of power. Referring to representative democracy, Tenório (2007) criticizes it, defending another model of democratic practice that he calls as "deliberative citizenship," whereby the legitimacy of political decisions must come from discussion processes, guided by the principles of inclusion, pluralism, participatory equality, autonomy and the common wellness.

⁷ The obstacles presented by Boisier refer to the Chilean experience, however, it is understood that they can be assigned, in the same way, to the different Brazilian experiences of political and administrative decentralization.

Following this line of argument, it is recommended that the process of territory management becomes effective from practices based on deliberative democracy, on the theoretical perspective proposed by Habermas (1987), the communicative action in the conversation among peers seek understanding over free argument. According to the theoretical perspective of the author, social conversation is intended to validate the arguments of speakers without any kind of embarrassment. Thus, in the processes of social conversation, that this text features as social dialogue, in the arguments of Habermas (1987) the possibility of validating the different proposals can be found, from argumentative processes respecting the opinions of citizens, but also establishing criteria for prioritization of individuals or group demands, first by sector, then by the public sphere, until reaching the acceptability without constraints, among contestants.

These are alerts that contribute to the qualification of territorial governance practices, such as the territory planning and management process.

Indicators for practical planning and territory management according to a vision of Economy

The territorial clipping to be set for the process of territory planning and management is a major issue. Paiva (2013) states that depending on the adopted regionalization pattern, you can reach the most different results and even come to a false conclusion, especially when it comes to making a socioeconomic diagnosis from which it intends to propose advances strategies. Thus, according to the author, the relevant regionalization will be the one that rescues and differentiates the determinations of the economic dynamics of the territory.

Even because - unlike the technocratic regionalization and universalist systems - we are looking precisely for what is specific from the territory; for what it is peculiar and unique; what differentiates it from the "others" (those who, despite close or even contiguous, have an essentially different economic dynamics) (PAIVA, 2013, p 70 -. highlights in the original).

Following this line of argument, Paiva (2013 p. 66-67), giving priority to the economic dimension, suggests elements and information to be considered to define a cut of planning: 1) the number, spatial distribution and the growth rate of activities propellant (export-oriented) in a given territory; 2) the distribution pattern, local absorption and allocation of income of the territory; 3) the technical characteristics of activities and supply chains that drive (or circumscribe) the density and complexity of regional chains propellant and its transformation (or not) in Local Productive Arrangements; and 4) the ability of business leaders and workers who work in activities (and/or chains, and/or APLs) propellant and multiplicative (for the internal market), of recognizing the challenges brought to the development of the territory and articulating the necessary tools to overcome them.

Another contribution of Paiva (2013) is the proposition that the analysis of indicators for determining the most appropriate cut for the planning, called by the author as "relevant territory", consider the territorial focus as the area where the process is focused compared to its surroundings, being them municipalities or nearby or polarized regions. One way to accomplish this analysis is to identify the supply chains of the territory under review, targeting activities into propulsive and multiplicative. "The similarity of expertise reinforces the hypothesis that the region is an economically consistent territory; the divergence reinforces the hypothesis of multiple relevant territories grouped in an economically poorly specified region" (PAIVA, 2013, p. 95). According to the author, this is the necessary starting point of any territorial development planning in its economical dimension.

A third aspect pointed out by Paiva (2013) is the importance of diagnosing and potential bottlenecks in various sectors and regional areas. The idea transmitted is to get to know yourself as the starting point for the entire planning process.

Once the reality and the unique challenges of each territory are known, it is easy to find the trajectory of alternatives and the best way to overcome obstacles and to expand the bottlenecks. It means to say that the only effective rule is to prevent the adoption of general projects applied uncritically without proper knowledge of the characteristics of each territorial portion (PAIVA, 2013, p. 164).

These are some indications that can guide a socio-economic coordination for territory planning and management.

The practice of territory planning and management, according to a vision of Geography

In the contributions of Paiva (2013), it is clear the importance of defining the most appropriate territorial clippings to implement planning processes and territory management. The herein author proposes certain criteria for defining the territory focus of planning, in particular highlighting the economic dimension. Even agreeing on a few aspects he emphasized, we understand that this is a necessary argument, but not enough. This is substantiated in the Chilean author Carlos Matus, who claimed that one must transcend the economic level, because the social reality is more complex. Matus (1993, p. 28) said: "Economic planning is a particular and limited case of the general theory of planning and social practice."

Thus, even recognizing the importance of the economic dimension, we propose to contribute to the debate by including a view based on geography. What is argued is that immaterial elements such as the question of territoriality should be added, not secondarily. Territoriality, as understood by Saquet (2015, p. 119):

Briefly, the territorialities happen at different scalar levels: in families, in the streets, in neighborhoods, in cities, "rural communities" in the municipalities in the states, regions, countries, between countries and continents. It means the exercise of power, differences, identities, inequalities, languages, appropriations, networks, representations, a hybrid of appropriations, everyday practices and social-spiritual-natural interactions (emphasis in the original).

The author adds that territorialities simultaneously involve the social and economic processes and "[...] have a relational, historical, plural characteristic and they mean every day practices in times and in the territories, in the relation-procedural motion of the natural-social-spiritual being" (SAQUET, 2015, p. 120).

Admitting the territoriality as a reference to guide the focus of territory planning requires a theoretical reference to territory.

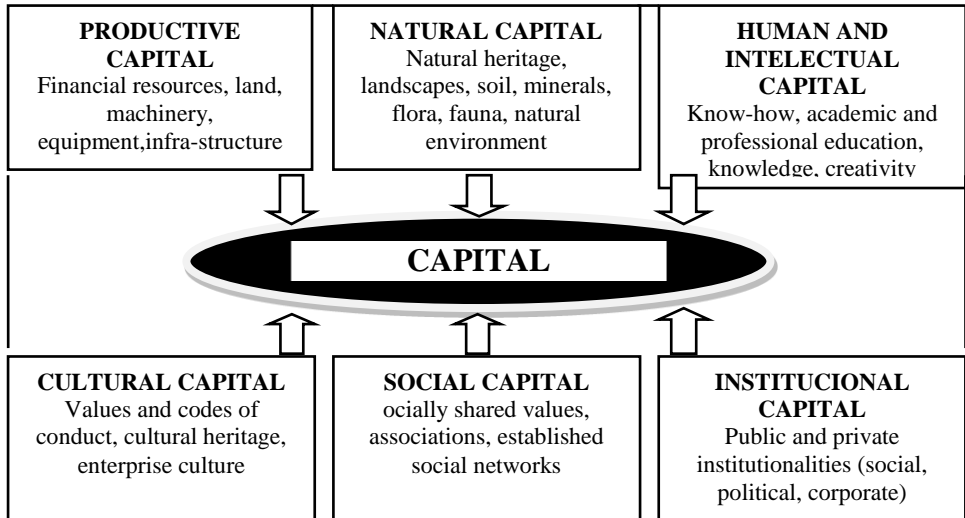
The territory is the result and determinant of the reproduction of the society-nature and concomitant territorialization. The territories

are produced spatio-temporally by the exercise of power by a particular group or social class and their respective daily territorialities (SAQUET, 2015, p. 45).

It means not only the economic dynamics but also, in particular, the plural territoriality identifies and scales a spatial area called territory. Thus, it is understood that the conceptual category "territorial capital" with its various components, as shown in Figure 1, is necessary to define territorial clippings that show consistency in order to implement planning and management processes in them.

Camagni (2008) already introduced the concept of territorial capital, linking it to the conditions of regional competitiveness. Capello, Caragliu and Nijkamp (2009) allude to the concept of territorial capital to refer to all goods, public and private, of a specific territorial clipping. For the authors, the territorial capital plays an important role in shaping the economic performance. Also in the document LEADER (2009), territorial capital is defined as the set of elements from which the territory disposes in terms of material and immaterial level, constituting the wealth of the territory, in the form of productive activities, landscapes, heritage, know-how, culture, traditions, becoming its own specificities and, at the same time, its identity. Finally, Caravaca and Gonzalez (2009) propose to activate the territorial capital, ie the resources and assets of the territory, converting those that are generic in particular as the main development strategy of the territory.

Thus, the indication made here, starting from the viewpoint of the Geography and following the conception of territorial governance, is to assume the conceptual category "territorial capital" with its components, in order to define spacial clippings that show coherence to realize the process of territory planning and management in them.

Figure 1: Territorial capital and its components

Source: Elaborated from Caravaca and González (2009)

Institutional structures territory planning and management

It is considered that the process of territory planning and management is made by procedures that can be divided into two dimensions: the social dialogue forum and tactical operational institutions.

Social Dialogue Forums

Forum is here understood as a public discussion space. This dimension of the territory planning and management process has as its essential function to set validation processes of the demands from the socioeconomic environment in question. Such processes can occur at different scales, from local to national, as detailed in Table 1. Its constitutive form can vary, however, its structure is more frequent in the form of associations or sectorial, regional or territorial councils.

Tactical-Operational Institutionalities

This dimension of the territory planning and management process has as its primary role the study, planning and operational management of the demands from the public discussion spaces. Just as the dimension of social dialogue forum, such institutionalities meet

different scales. The structure of such institutionalities can be represented in the form of sectorial Councils or Public Consortia. Another type of structure could be the Development Agencies, however, considering experiences already observed in Brazil, besides the theoretical approach privileged here, it is considered the least desirable form. One special reason justifies the option for the public consortia provided by the Brazilian law: such institutionalities can receive public agency funds (Municipal Government, State and Federal), national and international banks as well as companies and semi-public institutions. In the case of agencies, there are restrictions in this regard. In addition, the Public Consortia are supervised by public agencies, both accounting and administrative.

It is emphasized that the operational tactical dimension implies practices sustained in knowledge due to the complexity of the territorial processes. So, it implies that it is based on the study and research, what is advised to be assisted by a technical team, with qualified training in data analysis and information, scenario development, thus, searching for viable alternatives and the ability to propose solutions for the problems or challenges faced territorially. There are experiences in Latin America. One is the so-called centers of Territorial Strategic Thinking, operating since 2010 in the Tarapaca region of Chile. They are regional institutions, generators, processors and diffusers of territorial strategic knowledge, whose main characteristic is the guidance and support of territorial public policy and the formation of the development agents by the political paradigm of governance with focus on endogenous development (ROJAS and SOUZA, 2011).

In Table 1, the detailing is done either of social dialogue institutionalities, as well as tactical-operational structures.

Table 1: Institutional structures of social and tactical-operational coordination in the practice of planning and management of territories

Forums of Social Dialogue		
Coverage scale	Institutionalities or Structures	Role
Place of living	Association of condominiums, neighborhood associations, town, or village	To identify and list the demands of the so-called "world of experience"
Sectors of Activity	Sectorial associations (farmers, rural entrepreneurs, contractors for various commercial and industrial sectors) and Sectorial Chambers (health, education, leisure ...)	To identify and list the demands of the so-called "living world" and the "world of work"
City	Council of Representatives of the municipal company, Socio-territorial Power Networks and state agents	To institute validation processes of municipal demands and propose implementation of referrals
Region	Council of Representatives of the regional society, Socio-territorial Power Networks and state agents	To institute validation processes of regional demands and propose implementation of referrals
State	State Forum of Regional Councils	To institute validation processes of regional demands and propose implementation of referrals
National	National Development Council	To institute validation processes of national demands, to cover equitably all the states, with the guideline a territorial vision and / or systemic development, proposing operationalization of referrals
Expected Results	Definition of development policies (local, regional, state and national), integrally.	

Tactical and Operational Structures		
City	Sectorial chambers	To guide the operational management of the actions
Regional	Consortia of Inter-municipal Development, Territorial Strategic Thinking centers, or research institutes and Prospection for Territorial Development Policies ⁸	To conduct viability studies, project possible alternative scenarios and guide and / or performing the operational management of actions
State	Sectorial chambers	To conduct viability studies, project possible alternative scenarios and guide the operational management of stocks
National	Sectorial chambers	To conduct studies of viability, project possible alternative scenarios and orient the operational management of the actions, nationally
Expected Results	Study, planning, operational management (implementation) and assessment of the development policies (city, regional, state and national), integrated.	

Source: Own elaboration

By being provided the involvement of civil society and representatives of the productive sectors and state actors in the public discussion spaces represented by the social dialogue forums in their scale coverage, it is included the expression of different dimensions of the territorial capital, with its demands related to the economic activities, the natural environment, the academic and professional education and the recognition of the values and codes of conduct in the form of associations and foreseeing of the necessary institutionalities for the implementation of the actions in the territory.

Final Considerations

The characterization of the elements of territorial capital constitutes the starting point and reference for defining spatial clippings that will focus on planning processes and territory

⁸ As for these regional institutionalities it is recommended that they should be composed of technical staff and research. The first, with more operational functions, and the researchers board with qualified academic background, with functions of investigation, analysis and prospecting strategies or future scenarios.

management. So, considering the territorial development as a process of change that results in the socio-economic dynamics and improvement of the quality of life of the population of a particular spatial area, it is proposed that the planning and management is focused, integrated, in the recognition, preservation and enhancement of each type of capital (productive, natural, human and intellectual, institutional, social and cultural) that make up the territory. Thus, it is intended to overcome the sectorial approach, moving towards an integrated action perspective in the territory.

The argument alluded to in the text was intended to clarify that the process of territory planning and management is summarized in the so-called territorial governance. Consequently, a qualified practice of territorial governance is essential, especially for certain principles, which should guide such processes (Ex. Subsidiarity, leadership, representative, democratic anchoring, transparency, empowerment of vulnerable actors, interaction between actors, compliance with plurality, etc.)⁹. In such processes, it is essential the democratic and equal participation of different segments of society, along with state officials, as well as the care of all dimensions of territorial capital in the demands that will serve as a reference in territory planning and management.

Despite the conviction with which the arguments are arranged in this text, other lines of argument are admitted. What is proposed here, has as reference the institutional reality of federal countries such as Brazil, being inadequate necessarily to other different realities. Anyway, it is an initial reference to the debate!

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⁹ In Dallabrida (2015a) the analytical components of governance are highlighted, based on the literature on the subject, while pointing out its constituent principles (twenty four), which can serve as a reference for the evaluation of territorial governance.

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