

# NATIONAL REPORT

PORTUGAL | August 2016

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## PUBLICATION DATA

### Title

Habitat III – National Report Portugal

### Translation

Cristina Cavaco (Direção-Geral do Território)

### Editor

Direção-Geral do Território  
Rua da Artilharia Um, n.º 107, 1099-052 Lisboa · Portugal  
[www.dgterritorio.pt](http://www.dgterritorio.pt) | [dgterritorio@dgterritorio.pt](mailto:dgterritorio@dgterritorio.pt)

### Graphic layout and cover

Direção-Geral do Território

Digital Edition | August 2016

ISBN: 978-989-8785-08-4

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## PRESENTATION NOTE

At the end of September 2015, the Agenda 2030 was adopted in the Summit of the United Nations for Sustainable Development, setting up new Global Sustainable Development Goals that build on the track established in 2000 by the 8 Millennium Development Goals. This agenda is the result of a joint work of governments and citizens from all around the world to create a new global model for ending up poverty, fostering prosperity and the well-being of all, protecting the environment and combating climate change.

Goal 11 - make cities and human settlements inclusive, safe, resilient and sustainable - stands out among the 17 goals that integrate the Agenda 2030. Amid the established targets, there is the ambition to guarantee the universal access to secure, adequate and affordable housing, as well as to safe public spaces and sustainable public transports, and to ensure an inclusive and sustainable urbanization, strengthening the levels of participation and mitigating the impacts of cities in the environment.

The preparation of a New Urban Agenda in the framework of the United Nations Conference on Housing and Sustainable Urban Development, which will be held in Quito, Ecuador, is a fundamental step towards the common search for the goals and targets set up in the Agenda 2030.

Similarly to what happened 20 years ago, in 1996, when the United Nations held its last conference in the area in Istanbul, it was now requested for the Member States to collaborate, namely with the preparation of their own National Reports. The aim is to make a diagnosis and stress a critical approach to the developments made in the last 20 years, in face of the targets and the action plan jointly settled down in 1996, and to identify the lessons and the greatest challenges for the future in terms of demographic and social changes, urban planning and territorial governance, urbanization, local economy and finance, housing, public transports and basic infrastructures.

This report is the contribution of Portugal to the preparatory works of the New Urban Agenda. It was elaborated by an integrated and multidisciplinary team that counted on the participation of more than 70 collaborators of about 30 entities of the Central Government Services and the Regional Governments of Açores and Madeira and, still, at a local level, the participation of the Metropolitan Areas and the National Association of the Portuguese Municipalities. The coordination was carried out by a team of the Directorate-General for Territorial Development.

Beyond the meetings that have taken place favoring the share of ideas and the joint debate of the subjects deployed in the report, the Public Inquiry was also a very

important step on the process, enabling to listen everybody interested and to integrate the results of such a public participation in the final version of the report.

The report renders a shared commitment between all parties involved, describing, at different levels and several domains, the path followed by Portugal in the last 20 years regarding urbanization, housing and urban development. The report also comes to draw up the main problems and challenges Portugal faces over the next years, fostering urban development and more inclusive, resilient and sustainable cities.

Rui Amaro Alves

Director-General for Territorial Development

## ABBREVIATIONS AND ACRONYMS

AAE	Strategic Environmental Assessment (of the IGT, established by LD n.º 232/2007, June 15th)	DGADR	Directorate-General for Agriculture and Rural Development
AC	Climate Change	DGAL	Directorate-General of Local Authorities
ACIDI	High Commissioner for Immigration and Intercultural Diversity	DGEG	Directorate-General for Energy and Geology
ACSS	Health System Central Administration	DGOTDU	Directorate-General for Spatial Planning and Urban Development (substituted in 2012 by DGT)
AdP	Águas de Portugal, SGPS, S.A.	DGS	Directorate-General for Health
AIDUS	Integrated Actions of Sustainable Urban Development	DGT	Directorate-General for Territorial Development
AM	Metropolitan Area	DGTF	Directorate General for the Treasury and Finance
AML	Metropolitan Area of Lisboa	DLBC	Community-Led Local Development
AMP	Metropolitan Area of Porto	EDL	Local Development Strategies
ANMP	National Association of Portuguese Municipalities	EDP	Energias de Portugal
ANPC	National Authority of Civil Protection	EEA Grants	European Economic Area Grants
ANSR	National Road Safety Authority	ENAAC	National Strategy for Climate Change Adaptation
AP	Protected Areas	ENAR 2020	National Strategy for the Air
APA	National Environmental Agency	ENDS	National Sustainable Development Strategy, approved in August 2007
APSI	Association for the Promotion of Children's Safety	ENH	National Housing Strategy- approved under the Council of Ministers Resolutions n.º 48/2015, published in July 15.
AUGI	Urban Areas of Illegal Genesis (Legal regime established by LD n.º 91/95, September 2 <sup>nd</sup> , reviewed by LD n.º 70/2015, July 16 <sup>th</sup> )	EPAL	Empresa Portuguesa das Águas Livres, S.A.
BdP	Bank of Portugal	EPAV	Victim Support Program Teams
BIP-ZIP	Priority Intervention Zones and Neighborhoods of Lisboa	EPES	Safe School Program Teams
CCDR	Regional Coordination and Development Commissions (Regions: Norte, Centro, Lisboa e Vale do Tejo (LVT), Alentejo and Algarve)	EQUAL	Community Initiative EQUAL, on the scope of the III Community Support Framework
CCIG	Commission for Citizenship and Gender Equality	ERPI	Day Care Centers and Residential Structures for Elderly People
CLDS	Local Contracts of Social Development	ERPVA	Regional Structure for Environmental Protection and Valorization
CIM	Inter-municipal Community	ERSAR	Regulatory Entity for Water and Waste Services
COS	Land Use and Land Cover Map	Eurostat	Statistical Office of the European Communities
CPTED	Crime Prevention Through Environmental Design	FAM	Municipal Support Fund
CRUS	Land Use Regime Map		

FEEI	European Structural and Investment Funds	PAEF	Economic and Financial Assistance
FFH	Housing Promotion Fund	PDM	Municipal Master Plans
FPC	Portuguese Carbon Fund	PEAASAR	Water Supply and Wastewater Sanitation Strategic Plan
GAL	Local Action Groups	PENSAAR 2020	A new strategy for the water supply and wastewater sanitation sector 2014-2020 – Approved and published by Order n.º 4385/2015, April 30 <sup>th</sup>
GEE	Greenhouse Gas	PER	Resettlement Especial Program – regulated by LD n.º 163/93, May 7 <sup>th</sup>
GIS	Geographic Information System	PIETRAM	Integrated and Strategic Plan for the Transports of the Region of Madeira (resolution n.º154/2016, April 4 <sup>th</sup> )
GNR	National Republican Guard	PMI	Municipal Plans for Gender Equality
GPP	Office of Planning and Policies	PMOT	Spatial Planning Municipal Plans – the set of plans of a local scope (PDM, PU e PP)
GRA	Regional Government of Açores	PNAC	National Program for Climate Change
GTL	Local Technical Officers	PNE	National Employment Plans
IAPMEI	Agency for Competitiveness and Innovation	PNGR	National Plan of Waste Management
ICHS	Survey of Social Housing Characterization	PNI	Gender Equality, Citizenship and Non Discrimination
ICNF	Institute for Nature Conservation and Forestry	PNPOT	National Spatial Development Policy Program
ICT	Information and Communication Technologies	PNSR	National Plan of Road Safety
IEFP	Employment and Vocational Training	POLIS	Program for Urban Requalification and Environmental Enhancement of Cities
IGAPHE	Institute for Management and Alienation of Housing Assets	POLIS XXI	Policy for Cities 2007-2013
IGT	Territorial Management Tools	PORDATA	Database Contemporaneous Portugal
IHRU	Housing and Urban Rehabilitation Institute	PP	Detailed Plans
IMT	Mobility and Land Transport Institute	PRACE	Program for the Restructuring of Central State Administration , created by RCM n.º 124/2005, August 4 <sup>th</sup>
INE	National Institute of Statistics	PRAUD	Program for Deprived urban Areas Rehabilitation
IPDJ	Portuguese Youth and Sport Institute	PROCOM	Program to Support Commerce Modernization
IPMA	Portuguese Sea and Atmosphere Institute, I.P.	PROGRIDE	Program for Inclusion and Development
ISS	Institute of Social Security, I.P.	PROHABITA	Access to Housing Financing Program, created by LD n.º 135/2004, June 3rd, reviewed by LD n.º 54/2007, March 12 <sup>th</sup>
ITI	Integrated Territorial Investments	PROQUAL	Integrated Program for the Qualification of Suburban Areas within the Metropolitan Area of Lisboa
LBPOTU 98	Framework Act of Spatial Planning and Urbanism (Law n.º 48/98, August 11th), developed by RJIGT99		
LBPPSOTU 2014	Framework Act of Land Use, Spatial Planning and Urbanism Public Policy (Law n.º 31/2014, May 30 <sup>th</sup> ) developed by RJIGT2015		
LBTT	Framework Law of Land Transport System		
LEADER	Liaison Entre Actions de Développement Rural		
NUTS	Nomenclature of Territorial Units for Statistics		
ONU	United Nations Organization		

PROSIURB	Program for the Consolidation of the National urban System and Support to the Execution of Municipal Master Plans	RJIGT-A	Legal Regime of the Territorial Management Instruments of Açores, Regional Legal Decree n.º 35/2012/A, August 16 <sup>th</sup>
PROT	Regional Spatial Plans or Regional Programs	RJIGT-M	Regional Legal Regime of the Territorial Management Instruments of Madeira, Regional Legal Decree n.º 43/2008/M, December 3 <sup>rd</sup>
PROVE	Project PROVE – Promote and Win		
PROVERE	Collective Efficiency Strategies	RJUE	Legal Regime for Urbanization and Edification (established by LD n.º 555/99, December 16 <sup>th</sup> , as amended by LD n.º 214-G/2015, October 2 <sup>nd</sup>
PSP	Public Security Police		
PU	Urbanization Plans		
QEPiC	Strategic Framework for Climate Policy	RMG	Minimum Return Guaranteed
RA	Autonomous Regions	RNCCI	Long-term Care National Network
RAA	Autonomous Region of Açores	RNT	National Transport Network (connects in extra-high voltage energy producers to consumption centers)
RAM	Autonomous Region of Madeira		
RAN	National Agricultural Reserve	RRE	Regional Employment Networks
RECRIA	Special Regime for Co-Funding the Refurbishment of Leased Properties – regulated by LD n.º 329-C/2000, December 22 <sup>nd</sup>	RSES	Social Facilities Services Network
		RSI	Social Integration Income
RECRIPH	Special Regime for Co-Funding and Financing of Urban Real Estate in a Horizontal-Property Regime, regulated by LD n.º 106/96, July 31 <sup>st</sup>	SAD	Home Support Services
		SGRU	Urban Waste Management Systems
REHABITA	Regime to Support Housing Rehabilitation in Historic Urban Areas, regulated by LD n.º 105/96, July 31 <sup>th</sup>	SIAM	<i>Climate Change in Portugal: scenarios, impacts and adaptation measures</i>
		SIGGESC	Geographic Information System for Itineraries Management
REN	National Ecological Reserve	SIRJUE	Information System of the RJUE
REN-SA	National Electricity Network, S.A.	SNIT	National System of Territorial Information
RFALEI	Financial Regime for Local Authorities and Inter-municipal Entities	SOLARH	Program of special financial support for either ordinary and extraordinary conservation works and housing improvements, regulated by LD n.º 39/2001, February 9 <sup>th</sup>
RJAAE	Strategic Environmental Assessment Regime		
RJAIA	Environmental Impact Assessment Regime	TI	Individual Transport (private car)
RJIGT	Legal Regime of Territorial Management Tools	TP	Public Transport
		UE	European Union
RJIGT 2015	Legal Regime of Territorial Management Tools approved by LD n.º 80/2015, May 14 <sup>th</sup>	URBAN	Urban Community Initiative
		ZER	Low Emission Zones
RJIGT 99	Legal Regime of Territorial Management Tools approved by LD n.º 380/99, September 22 <sup>nd</sup> , repealed by RJIGT 2015	ZPE	Special Protection Zones



## PREAMBLE

This National Report is the contribution of Portugal to the third Conference of the United Nations Organization on housing and sustainable urban development (Habitat III) that will be held in Quito, Ecuador, in October 2016. It meets the request of the Governing Council of the UN-HABITAT (*United Nations Human Settlement Program*) launched at its 24th session *Draft resolution (HSP/GC/24/L.15)*, where Member States were invited to carry out “*national reports which consider the implementation of the Habitat II agenda and of other relevant internationally agreed goals and targets, as well as new challenges, emerging trends and a prospective vision for sustainable human settlements and urban development, as a basis for the formulation of a ‘New urban Agenda, in line with paragraph 6 of General Assembly resolution 67/216’.*”

Following the guidelines established by the UN-HABITAT Governing Council regarding the preparation of the national reports (*Guidelines and Format for the Preparation of National Reports: on Six Key Topics, Thirty Issues and Twelve Indicators*), this report is structured into 6 thematic domains and 30 questions, as suggested by the UN:

- Urban demography;
- Land, spatial and urban planning;
- Environment and urbanization;
- Urban governance and legislation;
- Urban economy;
- Housing and basic services.

For this purpose, a network of focal points was established incorporating Central Government Services and Regional and Local Administration Bodies. The Directorate-General for Territorial Development (DGT) was designated by the member of the Government responsible for spatial planning issues and cities to coordinate the work. The report is therefore the result of a joint effort of several entities involved in the network of focal points (annex A) and is based on a methodology that comprises the following steps and components:

### Phase I — Preparatory works

1. Identification of partner organizations
2. Constitution of the *Habitat III* Focal Points Network
3. Definition of a strategy and methodology

### Phase II — Development

1. Constitution of working groups
2. Convening of working meetings and other discussion forums
3. Preparation of the *Habitat III* Portugal website

#### 4. Indicators on Urban Areas to report to the UN

##### Phase III — Synthesis and dissemination

1. Results systematization
2. Editing of the National Report
3. Public inquiry
4. Final dissemination of results

The implemented governance model settled down 6 thematic working groups structured upon the UN's thematic domains and a working group oriented towards the indicators on urban areas (annex A).

The thematic working groups provided a reflection on the content of each domain and question raised by the UN, trying to identify and collect the necessary information to analyze the developments of the last 20 years, including a survey on case studies and policy and strategy documents. The identification of the main future challenges and priorities was also an assignment of the thematic groups, being the focal points' contributions the primary source and reference in the editing of chapters I to VI.

The indicators working group focused on the concept of urban area and on the achievement of a consensus regarding the territorial units' basis for the indicators, as well as on the identification of the main sources and organizations that are responsible for providing such data. Editing chapter VII was also a task of this working group. Noteworthy is the collaboration of the Statistics National Institute (INE) and the data provided by the Statistics National System, namely the one addressed to Census 1991, 2001 e 2011.

The preparatory works relied on the accomplishment of several working meetings: plenary sessions, counting on the participation of all partner members and organizations; group meetings, having a more focused approach to specific parts of the report.

DGT, as the coordinating body, mobilized an in-house team that has been responsible for the methodology and governance model, the coordination and management of the working groups, and the collection and editing of the contributions (annex A).

The preparatory works included the elaboration of an Habitat III – Portugal *website* (URL: <http://habitatiii.dgterritorio.pt/>) that has been made available with the purpose of offering the civil society and everybody interested in Habitat III a platform for public participation, discussion and information.

Moreover, the National Report was subject to public inquiry, which has occurred between March 14<sup>th</sup> and April 12<sup>th</sup> 2016. Contributions were collected and considered in a specific report, and the accepted suggestions were integrated in the National Report.

## INTRODUCTION

Being a member state of the European Union, Portugal is located in the Iberian Peninsula on the western edge of Europe. It has about 10.374.822 inhabitants (estimation on December 31th, 2014) and an average population density of 112,5 inha/km<sup>2</sup>, ranging between 4,4 inha /km<sup>2</sup> in the municipality of Alcoutim in Algarve and 5758,1 inha/km<sup>2</sup> in the municipality of Odivelas in the Metropolitan Area of Lisboa (2014). The Portuguese territory covers 92.225,6 Km<sup>2</sup> (CAOP 2014) and is divided into continental Portugal and the archipelagos of Açores and Madeira.

On what concerns territorial division, Portugal has a complex organization. It integrates an administrative structure – the most antique territorial nomenclature established by law in Portugal (DL n<sup>o</sup> 46 139, 31th December 1964) – and a division for statistics purposes, established at Community level – the Nomenclature of territorial units for statistics (NUTS) – to facilitate the comparison of statistical data within the EU (approved in Portugal in 1986, RCM n<sup>o</sup>34/86, 26<sup>th</sup> March).

At a political-administrative level, the Constitution of the Portuguese Republic (approved and entering into force in 1976, subject to its 7th Review, approved by Constitutional Law n<sup>o</sup>1/2005, 12th August) enshrines, under the principle of subsidiarity, the autonomy of the local power. It establishes that “*the democratic organization of the State comprises the existence of local authorities*”, having deliberative and executive bodies, as well as their own patrimony and finances. For the mainland, the Constitution admits the parishes, the municipalities and the administrative regions as local authorities. The last ones have not been instituted though. For the archipelagos of Açores and Madeira, the Constitution reserves a specific political and administrative regime, rendering them autonomy in reason of their unique geographic, economic, social and cultural characteristics. From an administrative point of view, the Autonomous Regions (RA) comprises parishes and municipalities. At a political level, they have their own regional government bodies.

In Portugal there are 308 municipalities, 278 of which are located in the mainland, 19 in the Autonomous Region of Açores (RAA) and 11 in the Autonomous Region of Madeira (RAM).

Although equally provided with deliberative and executive bodies according to the Constitution, the parishes are the lowest administrative level, being a subdivision of the municipalities. In Portugal there are currently 3091 parishes (2881 in the mainland and 210 in the RA). Nevertheless, the number of parishes has been considerably reduced on an administrative reorganization process (Law n<sup>o</sup> 22/2012, 30th May) implemented in 2013 (4259 parishes in 2012).

The Portuguese law also considers the possibility for the local authorities to associate in order to jointly pursue their assignments. As such, Portugal encompasses another

supra-municipal territorial level, corresponding to the inter-municipal entities. These can be either metropolitan areas or inter-municipal communities, also with their own government bodies of a deliberative, executive and advisory nature. Nonetheless, differently to what is established for the local authorities bodies, the inter-municipal bodies are not directly elected by popular vote.

In Portugal there are two metropolitan areas (the Metropolitan Area of Lisboa – AML and the Metropolitan Area of Porto) and 21 Inter-municipal communities (CIM).

For statistics purposes, the Portuguese territory is structured upon the NUTS, following three different levels according the nomenclature. At the NUTS I level, Portugal counts on three units – continental Portugal, RAA and RAM. At the NUTS II level, there are seven territorial units, five of which are located in the mainland. At the NUTS III level, the division considers 25 territorial units, 23 of which in the mainland.

Whether there is a geographic coincidence between the three NUTS levels in the RA, in the mainland the territorial division for statistics crisscrosses the administrative units. In 2015, a new NUTS geometry has come into force (NUTS 2013). In comparison to the previous version (NUTS 2002), it has brought a set of significant changes, namely the number and municipal composition of NUTS III (from 30 down to 25 NUTS III). Since then a coincidence exists between the municipal composition of NUTS III and the inter-municipal entities, the reason why NUTS III are now considered as administrative units.

Regarding statistics, other territorial units of a smaller size have been enclosed, not only for population and housing registration purposes, but also to frame urban dimension into representative statistics units. The increasing concentration of people in urban areas, as well as the role evermore important of cities to the economic growth and the territorial development of the country requires such specificity in the information levels made available.

The highlight goes to the concept of *census site*, whose territorial boundaries corresponds to an agglomeration of 10 or more dwellings. In the last Census (2011) about 26.000 *sites* have been registered in the national territory. Another important notion is the concept of *census city*, a census tract whose definition and territorial boundary respects, not only the legal conditions to the upgrading of a town to city (Law nº 11/82, 2nd June), but also the adaptation of urban perimeters set in municipal master plans (corresponding to the urban land) to the census units of the Geographic Base for Information Referencing (BGRI), where parishes are subdivided into smaller units for statistics (sections and subsections).

For spatial planning purposes, the territory of continental Portugal is also subdivided into five planning regions addressed to the areas where the Regional Coordination and Development Commissions (CCDR) act. As decentralized Central Government services, CCDR are responsible for the implementation of environmental, spatial planning and regional development policies in their respective geographic areas. Currently, for

reasons related to the future management of European Structural Funds, no coincidence exists between the limits of NUTS II and the limits of CCDR's planning areas (exception done to the North Region and Algarve). In the framework of Public Administration, it is up to the CCDR to elaborate and follow-up the Regional Spatial Plans (PROT – presently named Regional Programs) where a territorial model and development guidelines for the region are established.

In Portugal, urban development as a territorial development policy is under the governmental area of spatial planning. According to the organic structure of Constitutional Governments in the last twenty years, spatial planning is usually integrated into the ministry of environment. The Directorate-General for Territorial Development (DGT) is nowadays the Central Government agency responsible for pursuing the public policies of spatial planning, land use and territorial and urban development. As such, it has been providing support to the Government regarding the formulation and follow-up of its public policies and strategic and programming instruments, such as: - The National Spatial Development Policy Program (PNPOT), approved in 2007, which is the head of the Portuguese territorial management system, defining the major place-based strategic options for the whole national territory, mainland and islands (annex B); - The Strategy for Sustainable Cities 2020 (CS2020), approved in 2015, which establishes the national reference framework for sustainable urban development in 2014-2020. CS2020 puts forward a set of strategic guidelines, offering the municipalities, the inter-municipal entities and other urban stakeholders a roadmap on urban sustainability (annex C).

In Portugal, it is the municipalities indeed that have competences on the promotion of urban development and the implementation of local urban policies, namely by means of municipal or inter-municipal plans (Master Plans, Urbanization Plans and Detailed Plans). These not only set up the local territorial development strategic options, but also determine the land use regulatory framework (an exclusive competency of the local power). Beyond these and other assignments on the scope of social action, education, recreation and culture, it is up to the municipalities to integrate gender perspective in every domain of municipal action.

In the last years, inter-municipal entities, namely the metropolitan areas, have been gaining prominence as their assignments and competences on urban development increase, particularly in terms of planning and management of the territory's economic, social and environmental development strategy, as well as the programming of community facilities, mobility and transportations. Regarding the inter-municipal communities, the assignments depend on the statutory targets jointly adopted by the municipalities.

On what concerns the Central Government's housing and urban regeneration policy, it is worthwhile mentioning the Housing and Urban Rehabilitation Institute (IHRU), a State's indirect administration service. Among its attributions there are the coordination, the promotion and implementation of the National Housing Strategy,

approved in 2015, which brings up a strategy for housing in 2015-2031 to be followed-up by the Housing National Committee (annex D).

**Chapter I. Urban Demography**





## CHAPTER I. URBAN DEMOGRAPHY

### I.1. Managing rapid urbanization

In Portugal, 62,2% of the population (6.566.925 inhabitants in a total of 10.562.178 inhabitants) lives in cities or urban areas<sup>1</sup>. The weight of urban population is similar in continental Portugal (62,9%) and the Autonomous Region of Madeira (RAM - 64,2%), but less representative in the Autonomous Region of Açores (RAA - 32,2%).

This trend towards urban concentration has been worsening over the last decades. It becomes evident not only on the share of population who lives in *sites* with more than 2.000 inhabitants (61% in 2011 against 55% in 2001 and 48% in 1991) (Figure 1) but also on the structure and size of the sites themselves, since the biggest agglomerations suffered a reinforcement in the last two decades to the detriment of smaller urban areas.

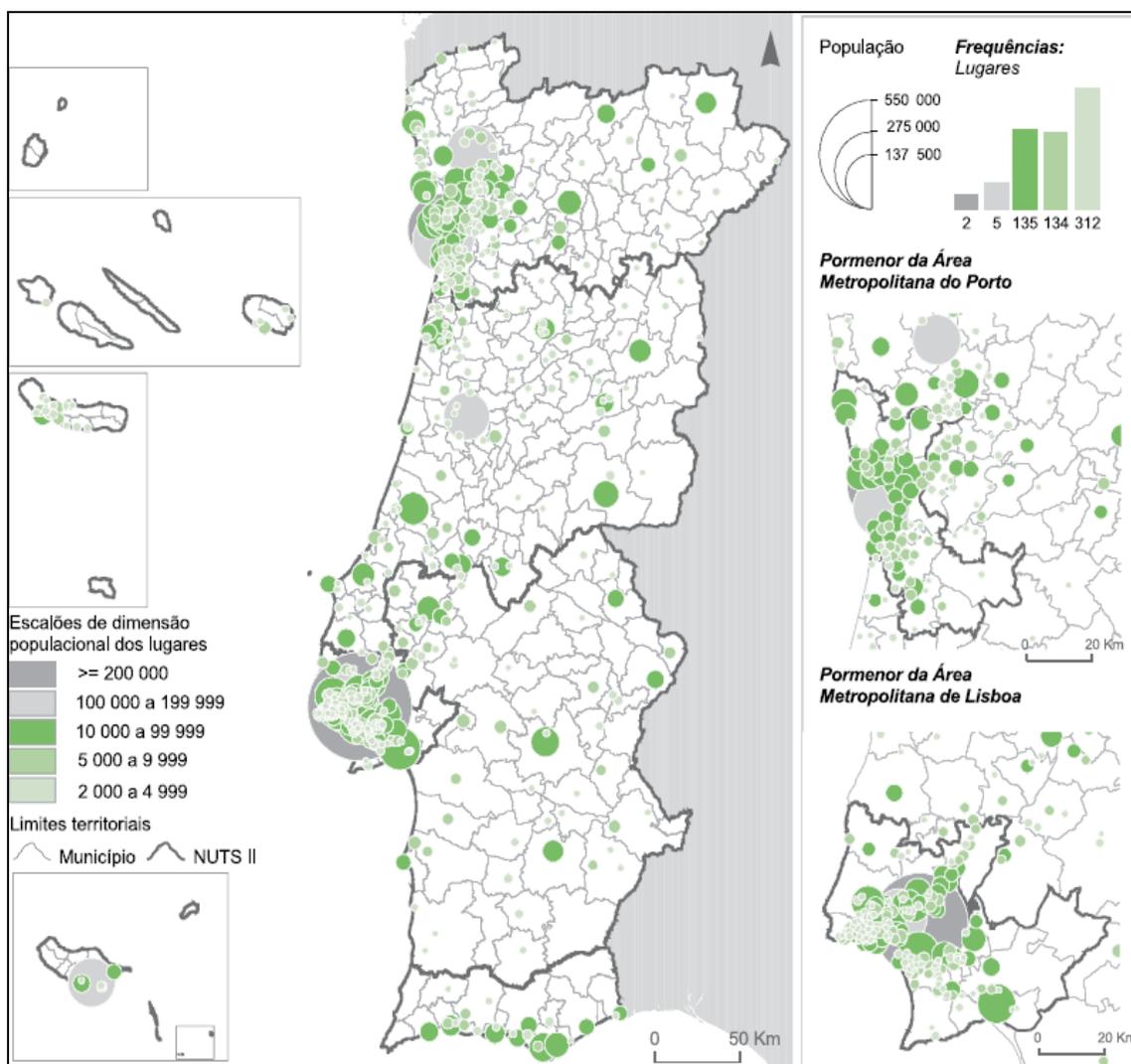
Portuguese cities are generally medium-sized cities. But disparities exist on their geographic distribution and population size. Only two cities – Lisboa and Porto – have more than 200.000 inhabitants, in a total of seven with more than 100.000 inhabitants.

The settlement structure also presents asymmetries that have become more evident in the last decades, namely associated with migrations to coastal areas and to the urban continuum that goes from the AML to Galiza, including the two metropolitan areas (AM) of Lisboa and Porto, as well as the coastal strip of Algarve. The settlement pattern of continental Portugal puts into evidence the strengthening of litoralization and metropolization in a bipolar territorial structure anchored in the two metropolitan areas. In 2011, 143 of 371 parishes with a population density above 1.000 inha/km<sup>2</sup> (against a national average of 114,5 inha/km<sup>2</sup>) were located in the Metropolitan Area of Lisboa (AML), while 85 were located in the Metropolitan Area of Porto (AMP). Together the two AM represented in 2011 43,37% of the whole Portuguese population, reflecting an increase of about 1% compared with the previous decade.

By their turn, the highest population densities in the Autonomous Regions (RA) were registered in Funchal (Madeira) and in the islands of S. Miguel and Terceira (Açores), with respectively 4000 and 2500 inha/km<sup>2</sup> in 2011.

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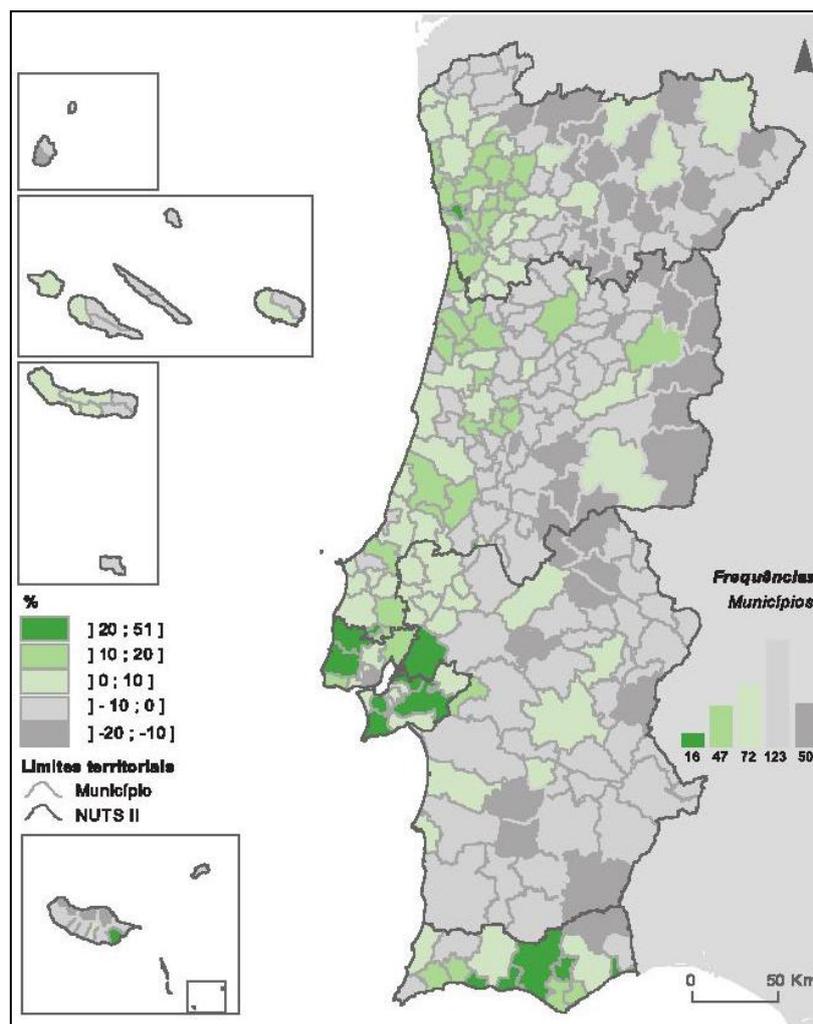
<sup>1</sup> Census 2011, based on *census cities* and metropolitan areas data



Credits: INE, Retrato Territorial de Portugal 2011

Figure 1 Population living in census sites with 2.000 or more inhabitants (2011)

In the mainland, together with the bipolar settlement pattern and the urban continuum along the coastline where several polycentric urban systems and medium-sized urban centers emerge, the Portuguese Urban System in the inland territory is structured upon a network of medium-sized cities, which in the last two decades have reinforced their position on the networked dynamics of urban centers and the staggering profile of urban agglomerations. In the inland territorial context, under an ongoing process of accelerated demographic shrinkage, medium-sized cities have an important role regarding the attractiveness carried out over the surroundings and the way they become development-structuring poles. Bragança, Vila Real, Viseu, Guarda, Covilhã, Fundão, Castelo Branco, Évora e Beja are some of the examples.



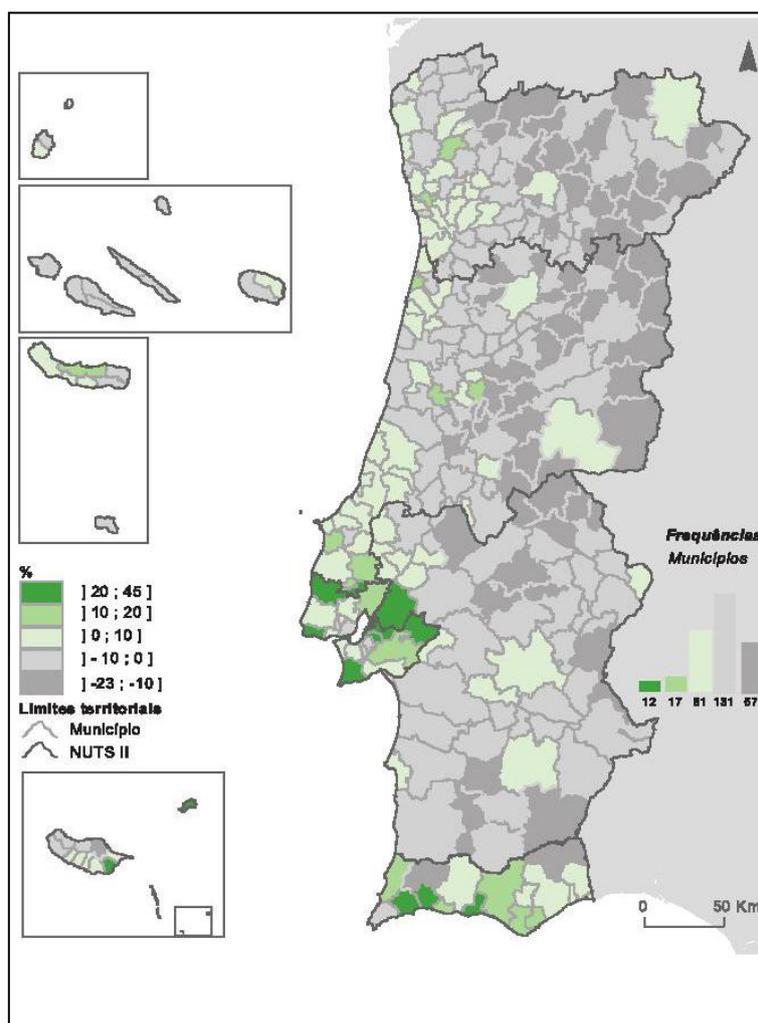
Credits INE, Retrato Territorial de Portugal 2011  
Figure 2 Population variation rate, per municipality, 1991/2001

On a demographic point of view, a slowdown on the population growth can be registered in the last two decades. Between 2001 and 2011, Portugal entered into a period of demographic stagnation that turned into depletion in 2013/2014. Population went up from 9.960.000 individuals, in 1991, to 10.362.000, in 2001, and 10.562.000, in 2011, but came down to 10.401.000 individuals, in 2014. Thus, a variation rate of 4,9% between 1991 and 2001 gave place to a variation rate of 1,99% between 2001 and 2011 (Figure 2 e Figure 3). The territorial distribution of the variation rate shows the tendencies mentioned above: an inland territory in a steep demographic loss, with a larger number of municipalities losing population (173 between 1991-2001 and 198 between 2001-2011) and decline rates superior to 10% (Figure 2 e Figure 3); positive variation rates exclusively recorded in the region of Algarve, the coastal strip between Lisboa and the Spanish Northwest (particularly specific municipalities of the AML) and some inner structuring urban centers, albeit at a slower pace. In the Autonomous Regions, particularly in Açores, demographic changes reveal the emergency and consolidation of a limited number of urban areas in population gain (Ponta Delgada). However, contrary to what the upward trend in continental Portugal and Madeira

dictates, in Açores the population living in sites with 10.000 or more inhabitants has decreased.

Given its insular situation and constitution (9 islands), the morphological analysis of the urban settlement in the RAA evidences 4 types of territorial trends regarding urban evolution dynamics:

- Isolated growth of the municipalities with significant urban nucleus in islands where other municipalities show losses;
- Significant growth of Ponta Delgada and surrounding municipalities, forming a dynamic territorial ensemble where urban structures came up, peripheral to urban centers of a higher density, in an opposite trend to current occupation patterns;
- Islands with only one municipality but positive growth;
- Islands with no more than two municipalities, losing population and without significant urbanization phenomena.



Credits: INE, Retrato Territorial de Portugal 2011  
Figure 3 Population variation rate, per municipality, 2001/2011

Whether the underlining trend has been the strengthening and intensification of urbanization processes, especially oriented towards the growth of large urban agglomerations, it is noteworthy mentioning that demographic dynamics inside metropolitan areas and functional urban areas are not homogenous. Following the European and international trends, Portugal's urban areas have grown particularly by means of suburbanization and urban sprawl, which have been associated with the increase of housing demand and the offering of large-scale establishments and shopping centers in the peripheries of large urban areas, with spillover effects on both the loss of cultural heritage and natural assets (and consequently the reduction in biodiversity) and the shrinkage and devitalization of urban cores.

Between 1991 and 2011, the population loss in Lisboa was 17,4% and 21,5% in Porto, pointing toward a centrifugal character similar to other historical European cities. Urban sprawl in Lisboa and Porto presents however different characteristics regarding territorial structure and settlement pattern. While the AML presents a centric growth and a more compact, although fragmented, settlement pattern, especially in the municipalities closer to the capital city, the AMP shows a diffuse and extensive settlement structure and a mixed rural-urban land use pattern that extends over the Sousa river valley and the Ave river valley regions, very much supported in the small-scaled domestic industry.

Algarve stands out for an intense and extensive urban growth being the NUTS II region in Portugal's mainland that has grown the most (average growth) in the last decades.

In Açores there are no signs of rapid urbanization and municipal master plans (PDM) are considered to be an efficient tool in land use regulation.

## **I.2. Managing rural-urban linkages**

In the last 20 years, rural spaces have experienced two different types of pressure: on the one hand, there is urban sprawl, stemming from the disproportionate enlargement of urban perimeters and the subsequent overvaluation of rural land, leading to the detachment of agricultural potentially productive areas and the emergence of fallow lands and vacant spaces; on the other hand, there is the steep decline of farming communities as a result of industrialization and the increasing share of services sector in the Portuguese society<sup>2</sup>.

The relevance of rural-urban linkages for the sustainability and coherence of the urban system is now a conviction. Nonetheless, in Portugal, the dichotomy between city-countryside has not the meaning it once had, not only due to the disappearance of physical boundaries between the city and the countryside and the rising up of new rural-urban land use patterns, especially in large conurbation areas, but also due to the opportunities created on the access to community facilities and infrastructures, in

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<sup>2</sup> The number of people pertaining to farmers' households has decrease from 2 million people in 1889 to 800.000 people in 2009, representing a decline of 60%.

result of the emerging relationships established between urban areas and rural hinterlands.

Regarding economic interdependencies and complementarities, rural areas assumed in the last years a growing prominence in the way they can be a support to urban population, in the perspective of either food security and regional products-based supply (especially the fruit and vegetable sector) or environmental sustainability and urban ecosystems preservation, or even in the perspective of offering urban population recreational and landscaping amenities ensured by rural hinterlands.

In fact, the urbanization degree of the Portuguese society in the last decades asks for the provision of forestry and wild peri-urban spaces addressed to leisure time and recreation, especially in the metropolitan areas and the biggest cities. The offer is unsatisfactory still.

On the point of view of environmental sustainability, the rural-urban linkage is pursued by means of the Municipal Ecological Structure that encompasses areas with a role on the ecological balance, both in rural and urban land. It develops the Regional Structure for Environmental Protection and Valorization (ERPVA) adopted by the Regional Plans (PROT). Notwithstanding their specificities, both rural and urban areas are equally committed to regional development by the PROT, envisaging the enhancement of rural spaces' economic, environmental and housing functions, as well as the strengthening of urban areas' agglomeration economies.

Despite the existing weaknesses, either at a planning or Community programming levels, an effort was made in the last decades to identify and operationalize the complementarities between urban and rural areas, in order to reinforce the safeguard and the viability of rural areas as an ecological, scenic and social-economic counterpoint to high-density urban agglomerations. Improvements were made on the way the sustainability of the urban system is apprehended, as a system depending on the articulation with natural systems.

### **I.3. Addressing urban youth needs**

In the last two decades Portugal witnessed population ageing, which basically was due to both the decrease in the number of births and the increase in longevity. However, the evolution of the ageing rate of the Portuguese population is higher than the European average, albeit slightly less sharp in coastal and metropolitan areas.

Notwithstanding the situation, which has not been possible to reverse, improvements are recorded on education and training. Between 2001 and 2011 the number of young people leaving school with few qualifications (9<sup>th</sup> year of schooling) has decreased in 11,4%, despite the asymmetries between regions. Autonomous Regions are the most affected. The share of young people that has completed the secondary education also rose, as well as the share of young graduates.

The concept of young people varies on age thresholds according to the addressed objectives. Without prejudice to the Portuguese official statistics (0-14 years), the age group herein considered also includes initiatives oriented towards the 15-24 years group, according to the UN’s youth definition.

Municipalities and parishes pay attention to the needs of young people and the evolution on the matter has been quite meaningful. Urban parishes provide specific services to address education and youth concerns, offering a set of activities and programs directed toward sports and leisure times. Moreover, there has been greater involvement between local authorities and research centers (e.g. initiatives associated to Graffiti, Street Art, Urban Art), with positive consequences in local economy and youth entrepreneurship namely in the area of creative industries.

At a national level, it is the Portuguese Youth Institute (IPDJ) that works on the matter. Among other issues, attention has been put on youth association, volunteering and citizenship, as well as on youth tourism by means of the offer of special access conditions.

On what concerns the Social Facilities Services Network (RSES) oriented to young people, and in regard to urban municipalities<sup>3</sup>, an expanding capacity of social services took place since 1996, either in the number of offers or the number of available places, corresponding roughly to 1500 functioning offers (Figure 4) and 89.000 available places (Figure 5) in 2013. 130 offers and 14.375 available places are located in the municipality of Lisbon.

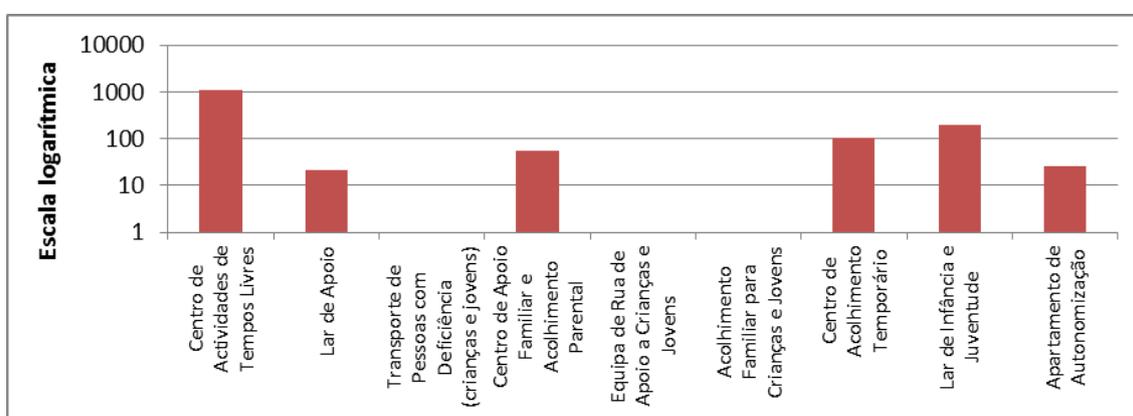


Figure 4 Number of social answers (offers) for young people, Urban Municipalities 2013

<sup>3</sup> In this particular case, the universe is the one addressed in Castro & Marques, 2015, where urban municipalities correspond to medium urban municipalities, with disperse industrialization and strong attractiveness, as well as consolidated urban municipalities (cf. Portugal 2020).

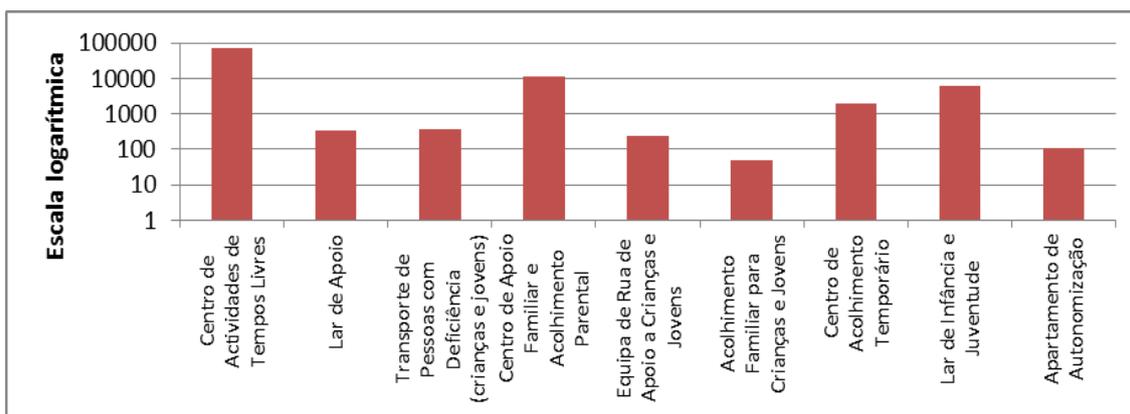


Figure 5 Capacity of social answers (places available) for young people, Urban Municipalities 2013

The expanding capacity of social services was followed by an increase in the number of young people benefiting from the supports and the cooperation agreements celebrated between the State and the private entities of the Solidarity Network.

In the RA, particularly in Açores, the territorial distribution of social facilities faces the greater challenge of a non-continuum territory. Constituted by 9 islands, it asks for a particular approach.

Another initiative addressed to young people in urban areas is the *Choices Program*, a governmental national program<sup>4</sup> that is integrated in the High Commissioner for Immigration and Intercultural Diversity (ACIDI), whose mission is to promote the social inclusion of children and young people of vulnerable socioeconomic contexts, aiming equal opportunities and the reinforcement of social cohesion<sup>5</sup>.

Regarding employability, there have been several governmental initiatives in the last decades (e.g. professional trainings). However, results are not very good evidencing the circumstantial effects of an economic crisis. Youth unemployment (15-24 years) has worsened in the last years, going from 9,4%, in 2001, to up 30,3%, in 2011, and 37,7%, in 2012 (the highest level since 1980). Also the share of young people (15-24) who is neither working nor studying has registered a slight rise (10,9% in 2001 to 14,2% in 2011).

#### I.4. Responding to the needs of the aged

As mentioned above, a progressive ageing of the Portuguese population has been registered in the last 20 years. Between 1991 and 2001, the ageing population rate<sup>6</sup> went up from 70% to 125%, following the general although less expressive European trend (73,2% to up 113,2%). Ageing is a widespread phenomenon across the mainland

<sup>4</sup> Created in 2001, whose 5th Edition closed in December 31th, 2015.

<sup>5</sup> The Choices Program still has protocols with consortiums of 110 local projects for social inclusion in vulnerable communities. It has the option to finance more than 30 projects, the majority of them located in areas of immigrants and ethnic minorities.

<sup>6</sup> Number of people with 65 or more years old per 100 people with less than 15 years.

of Portugal. Nevertheless, it is in Centro and Alentejo where it is most expressive. In the archipelagos of Açores and Madeira ageing population is not a concern.

The increase in the average life span has had consequences on the rise of the longevity index<sup>7</sup> in the last decades. In regional terms, the lowest longevity rate was recorded in the region of Lisboa (45,7%) while Alentejo achieved the highest rate (51,9%).

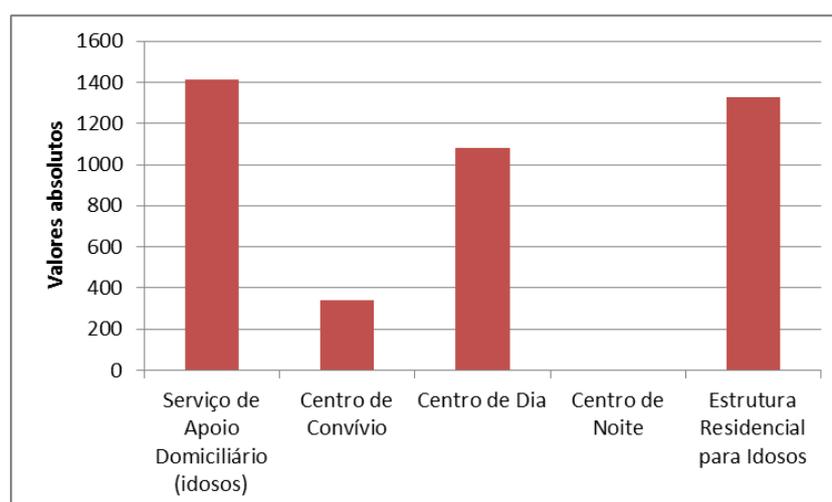
Similarly to classic single-person households, elderly single-person households (+ 65), most of whom are women, also suffered an increase (variation rate of 30,8% between 2001 and 2011), representing, in 2011, a share of 10% of the Portuguese households and 46,9% of the single-person households.

Regarding the standard of living of the elderly, a set of difficulties in daily-life activities shall be highlighted, namely mobility and vision impairments.

Between 1996 and 2013, social answers addressed to the elderly have evolved positively due to both the expanding capacity of social services and the higher coverage level. Nonetheless, coverage improvements have been slow due to demographic and ageing trends.

Social answers range from active ageing to dependent elderly. The first comprises several programs (e.g. Senior Citizen Universities), both local and national, such as local volunteering actions and civil society responses.

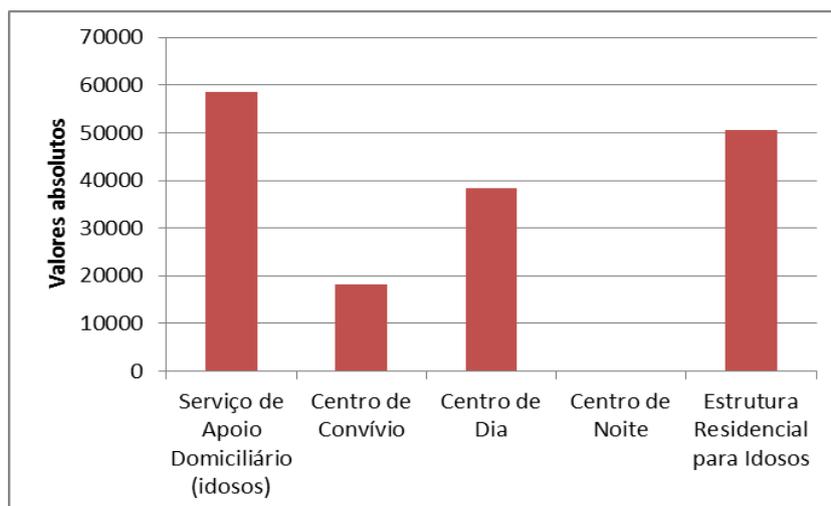
On the scope of RSES, the elderly can currently benefit of three types of services, in a total of 165.791 available places in 2013: Home Support Services (SAD), Day Care Centers and Residential Structures for Elderly People (ERPI) (Figure 6 e Figure 7).



Credits: ISS, 2015

**Figure 6 Number of social answers (offers) for elderly, Urban Municipalities 2013**

<sup>7</sup> It articulates population with more than 75 or more years old with the whole elderly population (65 years old or more).

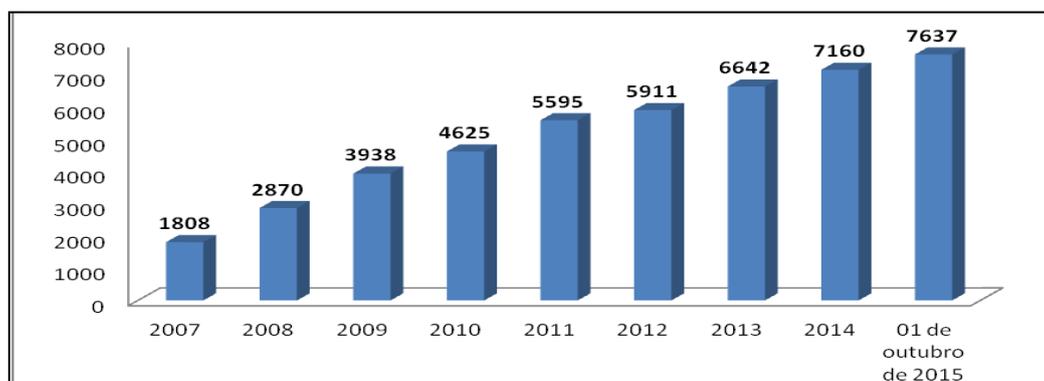


Credits: ISS, 2015

Figure 7 Capacity of social answers (places available) for elderly, Urban Municipalities 2013

The representativeness of SAD (58.588 available places in 2013) is due to both the tendency to keep elderly people in their own residence and community and the low cost of this type of social service when compared to other more expensive solutions (Figure 7).

In 2006, the Long-term Care National Network (RNCCI)<sup>8</sup> was created as an intermediate care level, in order to provide assistance to disable people by means of an integrated model of cooperation between health and social care, having a preventive, recovering and palliative nature.



Credits: ACSS, October 2015

Figure 8 Evolution in the number of beds of the RNCCI

This network has been expanding (Figure 8), ensuring a local answer to users' needs, mostly elderly people (up to 84,5% of the users have more than 65), with lower economic and education levels and higher disabilities and dependencies rates.

<sup>8</sup> The RNCCI deserves a specific reference since the major part of elderly people is a target group of the network (created by the LD n.º 101/2006, 6 June). It results from a partnership between the Ministry of Work and Social Solidarity and the Ministry of Health. It offers multi-sectorial answers on providing integrated long-term care to dependent people, regardless of age.

Other national programs and initiatives have been launched focusing both health care and elderly specific needs<sup>9</sup>.

On what concerns the regional distribution of community facilities and infrastructures, a highlight shall be done to Lisboa and the RAA. The first one regards the lack of palliative and long-term care responses, despite the larger concentration of health services. The second one concerns the difficulty on ensuring appropriate coverage due to territorial fragmentation (9 islands), despite the progressive increase in provision.

### **I.5. Integrating gender in urban development**

Gender equality is one of the principles enshrined in the Portuguese Constitution. Its transversal and effective promotion, by means of adequate public policies, is a responsibility of the Central, Regional and Local Administration and has been the target of several policy instruments of a national, regional and local scope. The Portuguese State has committed itself near the main international organizations, resulting in adoption at home of legislation, policies and strategic programs and tools fostering the accomplishment of gender equality and the empowerment of women and girls at all the levels and sectors.

Nonetheless, there are still asymmetries, namely in regard to participation in decision-making, the control over goods and properties, the remuneration of labor, including unpaid care services, the relationship between family life and working and personal life, and, generally, the integration of women and girls into the economic, social, political and cultural life of cities, especially in most vulnerable social contexts.

The poor integration in the last decades of gender equality as a dimension to be considered in urban planning comes out clear from functionalist mono-functional urban development models, where functional segmentation of uses (residential, work, leisure, commerce, services, facilities) brings greater difficulties to people's daily life and quality of life, hitting men and women differently in several dimensions of life, such as the conciliation between working, personal and family life. Working women are, in most cases, the worst affected, not only having to carry the burden of a double working day, but also needing to cover large distances and multiple destinations stemming from the multiplication of tasks and the spatial dispersion of activities.

The use of public transportation is a behavior usually addressed to women, while cars, motorbikes and bikes are more associated with men. Indeed, it is women who have

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<sup>9</sup> Examples: the project oral health for elderly people (created in 2008), the Program for the Integrated Support to Elderly (including SAD and other tele-assistance services), the production of information materials on subjects associated with active and healthy ageing, the Guide for Elderly Friendly Cities (OMS), which has been distributed to local authorities in 2009, the International Day for Sensitization about Violence against the elderly, the International Day of Elderly People and the Strategy for the Elderly.

main concerns with environmental sustainability, being more critical to the use of private car and willing to change behavior patterns.

Individual security is another problem affecting mainly women, either in public spaces and transportations or in domestic environments, being often exposed to several sorts of violence.

Notwithstanding, in the last two decades gender equality has been a matter of growing concern and the target of measures to mitigate the existing gaps, by means of wide scope policy tools oriented toward several aspects of socioeconomic life (stimulus programs to promote female entrepreneurship, markup criteria on the evaluation of Community programs, etc.).

In the scope of the cooperation between the Government and the National Association of Portuguese Municipalities, a Protocol was concluded to support the autonomy of victims of domestic violence after leaving shelters, namely through the creation of a network of supportive municipalities that offer dwellings to victims to help them resume life in community (e.g. priority in social housings allocation; offer of low-cost rental solutions).

Regarding policy tools, deserve special note: the National Plans for Gender Equality, Citizenship and Non Discrimination (PNI – created in 1987 to fight against discrimination based on sex<sup>10</sup>); the Sectorial Plans for Equality, in every Ministry (respecting measures to promote gender equality of each sector, specifically addressed to local territories, namely cities); and the Municipal Plans for Gender Equality (PMI – envisioning to correct certain social problems based on gender inequalities and to promote equal opportunities).

With the objective of cooperating and creating synergies for equality, CIG is promoting training actions all around the national territory, aiming at empowering the local bodies to elaborate PMI and integrate gender perspective into every domain of municipal action, including its promotion near stakeholders and organizations that operate at a regional and local level. The “Guide to fight against discrimination in the Municipalities” (CIG, 2010) offers municipalities a tool to better plan urban policies in regard to gender, stressing out processes and best practices and providing decisive elements to support the elaboration of plans and the establishment of mechanisms of supervision and control.

On balance, Public Administration has had until now an important role on the matter, namely by means of the integration of gender and non-discrimination in every policy-domain, ensuring access to rights, the empowerment of women and girls, and the strengthening of active citizenship.

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<sup>10</sup> Currently it is in force the 5th PNI (2014 – 2017). The intention is to integrate gender equality in all the governing levels and in all the decision-making phases.

## I.6. Challenges experienced and lessons learnt in these areas

The country faces difficulties on generational renewal. These stems from ageing, low birth rates and increasing emigration (particularly young people), as well as from the rising longevity and the decline of international immigration.

Depopulation and demographic and socioeconomic weakening of large areas, namely in inland continental Portugal, together with poor development of non-metropolitan urban systems, are another obstacle. Indeed, Portuguese human settlement is highly bipolarized around the two metropolitan areas of Lisboa and Porto and along the coastline. Apart from being an opportunity to the country's development due to the strengthening of two supranational competitiveness clusters, this concentration and bipolarization bring additional difficulties in regard to the imbalances generated in the settlement structure, particularly with the abandonment and disempowerment on inner municipalities and disadvantaged regions (sparsely populated territories).

Despite the enhancement of some inner medium-sized cities in the last decades, the weakness of sub-regional urban systems and the lack of a supra-municipal culture for territorial cooperation challenge the approaches on behalf of the optimization of resources and scale economies, essential to promote social equity and territorial cohesion, namely on disadvantaged territories.

Notwithstanding the efforts made, especially in the last decade, the territorial distribution of structuring community facilities and services is still encountering misalignments. These stem from demographic changes on the structure of social demand, as well as from the scarcity of place-based criteria regarding the location of facilities and the lack of an integrated inter-sectorial programming closely connected with the National Urban System.

Moreover, the poor attractiveness of rural areas and the depreciation of agriculture land, together with the strengthening of services sector and the overvaluation of urban land (oversized on the planning tools in face to the actual needs and the demographic trends) are a matter of concern.

On the one hand, sparsely populated territories (disadvantaged regions) have an extremely fragmented settlement pattern isolated from main agglomerations. Their *deruralization* process deserves special attention due to both the challenges that stem from the matching between rural development, tourism, landscape safeguard and heritage protection, and the need to restructuring the networks of community facilities.

On the other hand, the pressure over the metropolitan areas and the outskirts of larger cities has led to the fragmentation of rural space and to the destruction of ecosystems services, as well as to the weakening of certain urban territories, namely: central areas in a genuine process of loss and socioeconomic devitalization due to ageing and population shrinkage; deprived urban areas suffering from exclusion and spatial ghettoization that mostly affect vulnerable groups.

As such, the concentration in urban areas of income poverty and social exclusion has been rising, as well as the deterioration of housing conditions in core city centers, with effects on the quality of life of the most vulnerable groups, namely the elderly, young people, women and emigrants.

Regarding young people, it is still high the number of those that early left school or are neither working nor studying. Nonetheless, improvements have been achieved in the last years, being now higher the number of young people completing secondary education and the number of graduates. Though, a mismatch exists between academic qualifications and the demands of the labor market.

Regarding the elderly, the social disruption of traditional family networks leads to the increase of elderly single-person families, subsequently to loneliness and poverty vulnerable situations, more expressive in urban areas. These drawbacks are exacerbated by healthy problems coming from longevity, which are not always followed by the creation of the necessary support infrastructures.

Regarding gender equality, the evolution was positive, although cultural and socioeconomic difficulties persist. Women are still often burdened by traditionally female domestic tasks, especially in sparsely populated and low-literacy territories. The socioeconomic dominant paradigm brought women to the labor market without providing the adequate public infrastructures to support family needs. This is one of the factors that most influence low birth rates.

### **I.7. Future challenges and issues for the New Urban Agenda**

Great challenges arise to the next decades given the current territorial and demographic framework. Portugal faces difficulties on the population structure related with both the serious imbalance between young and elderly people and the need to reinforce urban systems.

Along with the need of containing and consolidating urban perimeters, on what concern equity and social cohesion, measures shall be taken toward the reversion of social exclusion and population ageing. Thus, it is necessary to ensure the adequate extension, quality and rationality of social facilities and infrastructures in order to answer the specific needs of this emerging demographic and social structure. On the other hand it is necessary to undertake policies for population rejuvenation, in regard not only to births, but also to the retention of young people and the integration of immigrant communities.

One of the challenges is therefore to balance out the access to high-level urban functions, namely throughout the reinforcement of a polycentric urban system, which shall be considered as a reference criterion on the designing and programming of collective services networks. These are the basis for territorial cohesion in a framework of equal opportunities.

Also, the organization of sub-regional urban systems in order to promote clusters of competitiveness is a demanding challenge for the future, especially in continental inland territories. It is necessary to promote the partnership between cities, to foster the complementarity between urban centers and the creation of specialization networks, as well as to enhance the diversity of the territories and the rural-urban linkages, in order to ensure both the access of rural population to specialized services (mostly located in the larger urban areas) and the encouragement of local economies.

As such, it is also a concern to stimulate the articulation between cities and rural hinterlands, including wild and agricultural lands in rural-urban interfaces, in order to explore their economic, social and cultural complementarities. For that, it is necessary to improve transportations and logistic conditions and to promote the offer of regional fruit and vegetable productions, namely by means of *agrifood short distribution channels*, with positive impacts on both the local markets and the food security of urban areas.

Regarding the needs of elderly people, answers have been oriented particularly toward the active ageing (e.g. Senior Citizen Universities). Nevertheless, it is important to consolidate the existing services network, without forgetting the potential synergies between institutional and communitarian resources, as well as inter-generational dynamics.

On the urban point of view, another challenging demand for the future is to consider the demographic changes on either the city cores or the mono-functional metropolitan suburbs, envisaging a more balanced geographic distribution and a more effective response to the specific needs of elderly, children, young people and families, fighting against discrimination. The requalification of deactivated infrastructures is therefore a request, as well as the adaptation of existing facilities to the emerging needs of society.

Rebalancing the access to urban services and facilities and the articulation between spaces and uses requires the implementation of policy measures able to ensure the necessary mobility conditions and the connectivity between territories, in order to reinforce the attractiveness of inland areas and invert the regressive trends of disadvantaged regions.

For gender equality, it is still necessary to abolish and mitigate existing asymmetries, namely by means of a new conception of urban space and habitat that takes into account the integration of gender, in order to equally serve women and men, girls and boys. There is urgency for inclusive policies, programs and projects for urban areas based on human rights, that take into consideration the needs, the viewpoints and priorities of both women and men in all their diversity. The aim is to ensure safety, either on public or private spaces, environmental sustainability, accessibility, mobility, and a productive and healthy life, as well as the access to goods, services and adequate housing for each person and different types of families.

One of the challenges is the creation and implementation of policies on the part of Public Administration, to begin with sensitization campaigns and training actions for all classes and genders that result in full integration of gender equality in multiple domains (e.g. urban planning and management, legislation, finances, economic development), thereby fostering inclusive cities. From this point of view, it is important to adopt an intersectional perspective, considering gender in a multidimensional context that closely overlaps several other systemic dimensions of identity and other axes of social inequality.

A positive aspect with impacts on several domains are the opportunities generated by ICT (e.g. teleservices or teleworking), able to encourage, in a decentralized way, the easier access of every citizen to community services, having though a decisive contribution to the effectiveness of urban systems. Portugal shows very good results at this level.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: ACSS, AML, AMP, ANMP, CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, CCIG, DGADR, DGS, DGT, GPP, ICNF, INE, ISS e RAA.*



**Chapter II. Land, Spatial and Urban Planning**

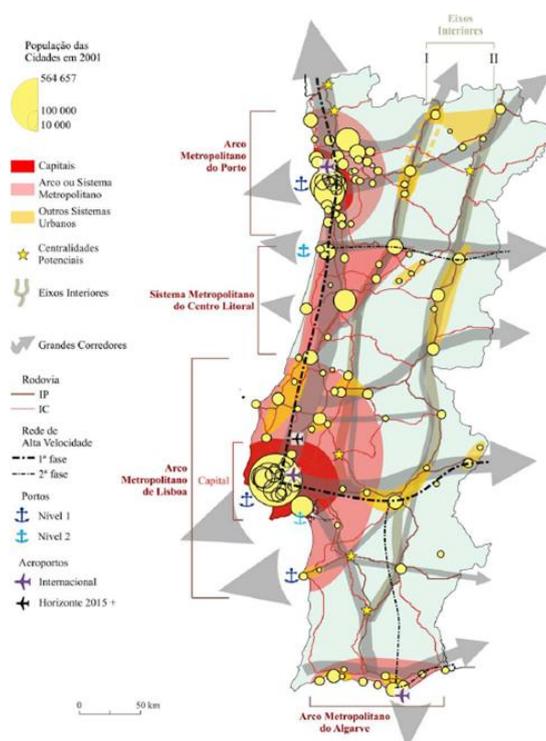


## CHAPTER II. LAND, SPATIAL AND URBAN PLANNING

### II.8. Ensuring sustainable urban planning and design

During the period under analysis, the legal framework of spatial planning evolved (the framework acts of LBOTU 98 - Law nº48/1998, 11<sup>th</sup> August - & LBPPSOTU 2014 – Law nº31/2014, 30<sup>th</sup> May - and the regulatory regimes of RJGT 99 – LD nº 380/99, 22<sup>nd</sup> September - & RJGT 2015 – LD nº80/2015, 14<sup>th</sup> May) aiming at progressively move towards a more sustainable urban planning. From 1999 onwards, the municipal master plans (PMOT) have been framed by supra-municipal plans of a programmatic and strategic nature, supported on sustainability and inter-generational solidarity policy targets.

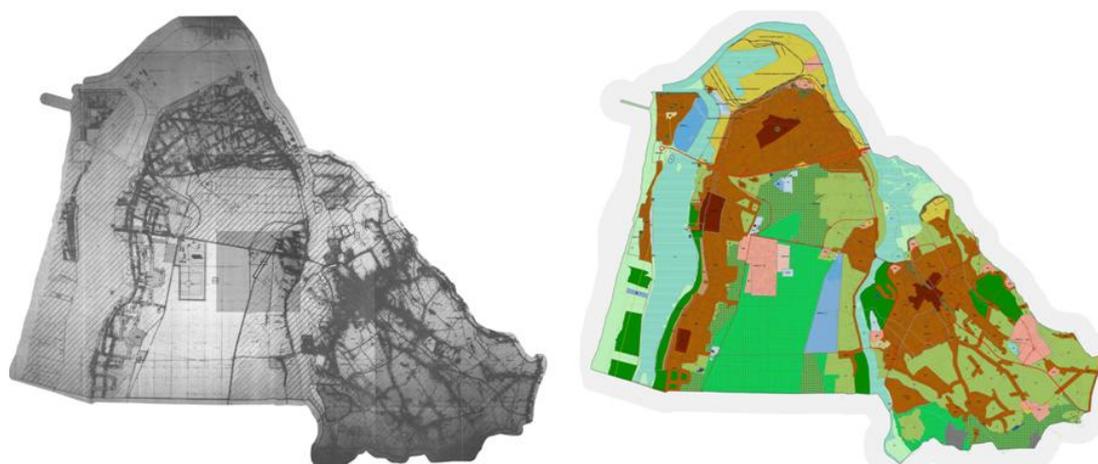
The National Sustainable Development Strategy (ENDS), approved in August 2007 under the scope of the Agenda 21 agreed on the UN’s Conference on Environment and Development (1992), was the framework reference for the National Spatial Development Policy Program (PNPOT 2007 – annex B), which defines at a national level the spatial planning and territorial development strategy for Portugal’s mainland and islands. It is also the framework for Regional Spatial Development Plans (PROT) and for the revisions of the regulatory regime of territorial management tools (RJIGT).



Credits: DGT, Report of the PNPOT 2007  
Figure 9 Territorial Model of the PNPOT.



After 1999, the continental territory was almost entirely covered by PDM, which took several municipalities entering into a revision phase (Figure 11). Since 2007, the number of Urbanization Plans (PU) and Detailed Plans (PP) has registered a considerable growth.



Credits: DGT, SNIT 2015

Figure 11 Zoning plan of the PDM of Ílhavo: the 1<sup>st</sup> generation on the left side (1999), the 2<sup>nd</sup> generation on the right side (revision in 2012)

In the RAA, PROTA only came into force in 2010 and the coverage by PDM of the majority of the 19 municipalities of the region only happened after 2006-2007. Nevertheless, the major part of the PU in RAA was approved before 1990. PP were essentially approved after 2007 until nowadays (Table 2).

Região Autónoma dos Açores						
IGT		DL 69/90	RJIGT99	PNPOT	DR 35/2012/A	
Âmbito territorial	Tipo	Em 07-03-1990	Em 23-11-1999	Em 05-09-2007	Em 16-18-2012	Em 31-10-2015
Regional	PROT	0	0	0	1	1
Municipal (PMOT)	PDM	0	3	18	19	19
	PU	5	5	7	9	9
	PP	0	0	3	9	12
TOTAL		5	8	28	38	41

Credits: DRA-RAA, 2015

Table 2 Evolution of the number of PROT and PMOT in force in the Autonomous Region of Açores

In the RAM, since 2002, an extraordinary evolution was recorded with the entrance into force of territorial management tools at either a Sectorial, Special or Municipal level. The Spatial Planning Plan for the Territory of Madeira (POTRAM) came into force in 1995, with an amendment in 1997. The coverage by PDM of the majority of the 11 municipalities of the region only happened since 2002. The major part of the PU and

PP in the RAM were approved after 2007 and are mainly addressed to the municipality of Funchal (Table 3 Evolution of the number of PROT and PMOT in force in the Autonomous Region of Madeira).

Região Autónoma da Madeira						
IGT		DL 69/90	RJIGT99	PNPOT	RJIGT.M (DLR 43/2008/M)	
Âmbito territorial	Tipo	Em 07-03-1990	Em 23-11-1999	Em 05-09-2007	Em 23-12-2008	Em 31-10-2015
Regional	PROT	0	1	1	1	1
Municipal (PMOT)	PDM	1	2	11	11	11
	PU	0	0	3	5	13
	PP	0	0	1	3	5
<b>TOTAL</b>		<b>1</b>	<b>3</b>	<b>16</b>	<b>20</b>	<b>30</b>

Credits: SRA-RAM, 2016

**Table 3 Evolution of the number of PROT and PMOT in force in the Autonomous Region of Madeira**

Since 1999, PMOT must proceed with the delimitation of the municipal ecological structure (including urban land) and the establishment of costs-and-benefits equalization criteria (*perequação*) that result from the execution of the land use regime, especially the PP. More recently, since 2007, the strategic environmental assessment (AAE) also became mandatory for the IGT. PMOT are framed by the guidelines established in supra-municipal IGT (PROT and PNPOT), which, in regard to urban development, roughly concern the consolidation of urban areas partially occupied, the rehabilitation of historic areas and the regeneration of peripheries and deprived urban areas. Minimum criteria for collective infrastructures such as community facilities and green spaces, as well as for parking and road infrastructures were also settled down. Indeed, these criteria were already a demand of the Legal Regime for Urbanization and Edification (RJUE), approved by the DL nº 555/99, regarding the licensing of private allotments (*loteamentos*) not framed by PP.

Until the approval of the PNPOT, major constraints to urban expansion essentially came from the constitution of administrative easements and restrictions of public utility, namely the National Ecological Reserve (REN), the National Agricultural Reserve (RAN) and the areas classified as sensible (AP – Protected Areas, SIC - Sites of Community Interest, ZPE – Special Protection Zones).

The strategic guidelines of both PNPOT and PROT came into effect in the beginning of 2008, and a reasonable containment of urban perimeters can be recorded in the PDM' revisions approved from then onwards. The decrease of real estate demand after the subprime crisis of 2009 is also pointed out as an important cause for containment.

The revision of the spatial planning legal framework, in 2015, came to reinforce the adoption of patterns of urban containment, with the aim of refraining urban sprawl

and new greenfield developments, in favor of a planned urban development supported on detailed plans (PP). New greenfield developments are now conditioned upon preliminary programming and contractualization supported on the demonstration of the economic and financial viability of investments, either public or private.

EU Structural and Cohesion Funds, together with the common policies, have been a relevant source of financing and are considered a crucial leverage to the territorial enhancement, the strengthening of urban systems and the adoption of sustainable models of development. Beyond EU funds, other legislative initiatives and programs came up envisioning the regeneration of urban areas and the revitalization of historic cores.

### II.9. Improving urban land management, including addressing urban sprawl

The Portuguese urbanization process happened particularly in the coastline, from the AML up to the North, including the AMP, and in the coastal strip of Algarve. In these areas an extensive *urban sprawl* and other leapfrog developments took place.

In fact, over half a century, the urbanization process in the metropolitan areas was characterized by a rapid, expansive, disperse and fragmented urban growth, deserving special attention the loss of vitality of urban cores, the extensive urban areas of illegal genesis (AUGI), the spreading out of consolidated urban areas towards contiguous natural spaces, and the intensification of urban sprawl over rural areas.

In the *Analysis of the evolution of land use artificialization in Continental Portugal* (DGT, jan 2013), having the Land Use and Land Cover Map (COS) as a support, the prevalent land artificialization of coastal metropolitan regions became clear, either in 1990 or in 2007. In COS, artificial cover includes artificial surface areas (including green areas) related or destined to human activities.

COS	% Relativa ao total do território Continental	
	1990	2007
Solo artificializado	2,80	4,00

Credits: DGT, 2013

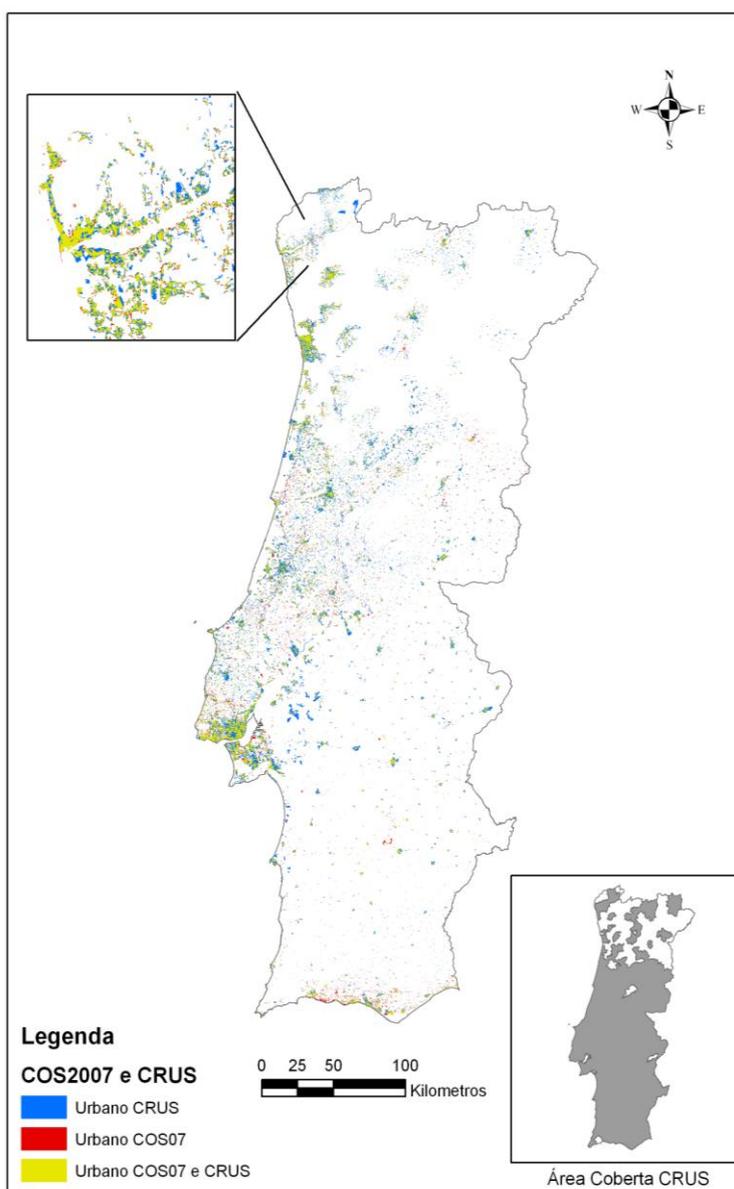
Table 4 Proportion of artificialized land, Continent

The analysis shows that between 1990 and 2007 artificialized land suffered an increase of 43% (Table 4), mainly classified as continuous urban tissue, although predominantly horizontal (Table 5).

Solo artificializado na COS			% Relativa ao total do solo artificializado	
			1990	2007
Tecido urbano	Descontínuo		65	39
	Contínuo	Predominantemente horizontal	18	33
		Predominantemente vertical		7,5
Outras ocupações			17	20,5

Credits: DGT, 2013

Table 5 Proportion of artificialized land by classes, Continent



Credits: DGT, 2012.

Figure 12 Crisscrossed analysis between Land Use Regime in Continental Portugal (data processed until December 2012) and Land Cover Map in 2007 (COS2007)

Despite the rhythm of land artificialization, the crisscross between the COS 2007 and the CRUS (Land Use Regime Map, according to PDM) evidences that only 29% of the *to be developed areas* (classified on PDM as urban land destined to new urban developments) were effectively urbanized. This means that until 2012 urban land addressed by PDM to urban expansion was indeed oversized facing the actual economic and demographic dynamics (Figure 12), which ended up having perverse consequences facing real estate speculation that stem from the classification of urban land by a simple administrative act.

Urban peripheries have grown mainly by means of private leapfrog developments (detached private allotments), either for housing or industrial and services purposes, generating countless situations of *cul-de-sac* that are not provided with the necessary green areas, community facilities and infrastructures. Urban regeneration and functional reconversion of existing built-up areas (e.g. brownfield sites) are therefore necessary.

Some deprived areas that do not offer good housing conditions still persist from earlier decades (prior to the 90s). A special attention should be addressed to the urban areas of illegal genesis (AUGI). Despite being prior to the 80s, the phenomenon still has effects on present times. Notwithstanding the existence since 1995 of a legal regime for legalization purposes (Law nº 91/95, 2nd September), where lower standards are admitted, there are still many situations lacking from regularization. Recently, a change in the regime was approved by the Government (Law nº 70/2015), envisaging the resolution of pending cases.

Parallel to these situations, there are other types of suburbs where detachment is a request. They often configure housing condominiums with conditioning access (gated communities), usually associated with security and exclusivity criteria, normally car dependent.

Despite the diversity of situations, there are common problems, namely related with the need for creating new centralities and better mobility and accessibility conditions.

The *donut effect* on the abandonment of urban cores arose substantially linked to both the freeze of housing rents (prior to 1990) and the ease of access to housing credit, having as a consequence the deterioration of the housing stock and the collapse of traditional retailing, exacerbated by the marked ageing and increasing insecurity of populations.

Despite the difficulties, the financial and economic crisis of the last years brought the opportunity to solve distortions on the housing and real estate market that have had a share of responsibility on the urban growth. It is notorious the decrease on urban expansion since 2009.

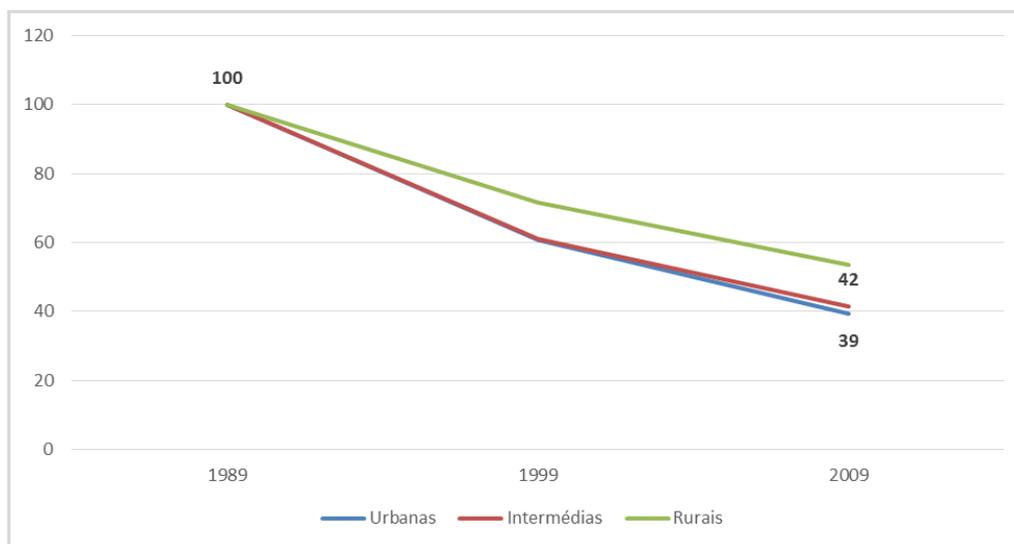
On the other hand, since 2000, several policy measures have been developed to revitalize and rehabilitate urban centers, either physically or socioeconomically, with already visible effects in small and medium-sized cities.

The legal regime on urban leaseholds was changed in 2012 in order to promote the unfreezing of old rents and improve the level of refurbishments of existing buildings, as well as the socioeconomic revitalization of central areas.

## II.10. Enhancing urban and peri-urban food production

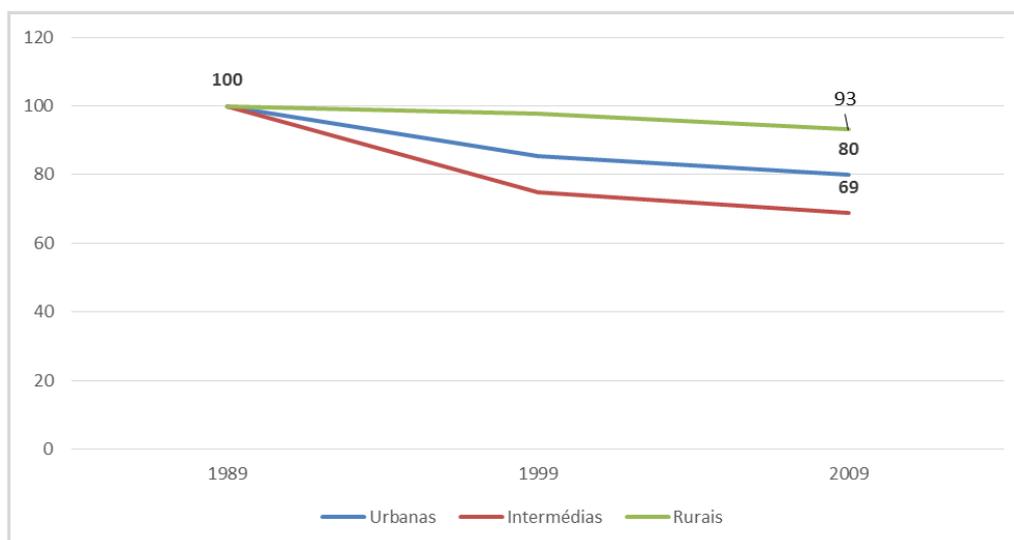
At this domain it is worthwhile first clearly differentiating urban from peri-urban areas. Eurostat distinguishes between urban, intermediary and rural areas in its urban-rural typology for NUTS III regions. Some variables regarding agriculture production were therefore analyzed (number of agricultural holdings, utilized agricultural area, harvested area of vegetables and number of people of the household, Figure 13 to Figure 16), underpinned by the Eurostat's classification.

Observation (in any available variable) based on the distinction between urban and rural evidences similar trends to the ones observed at a national level.



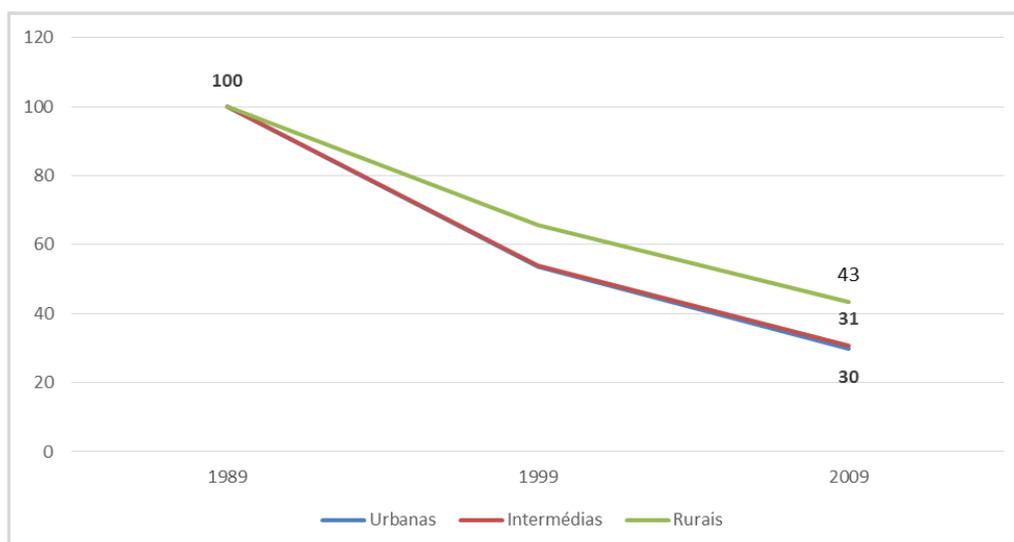
Credits: INE Agriculture censuses of 1989, 1999 & 2009

Figure 13 Evolution of the number of agricultural holdings in urban, intermediary and rural areas (IND100 = number of agricultural holdings in 1989)



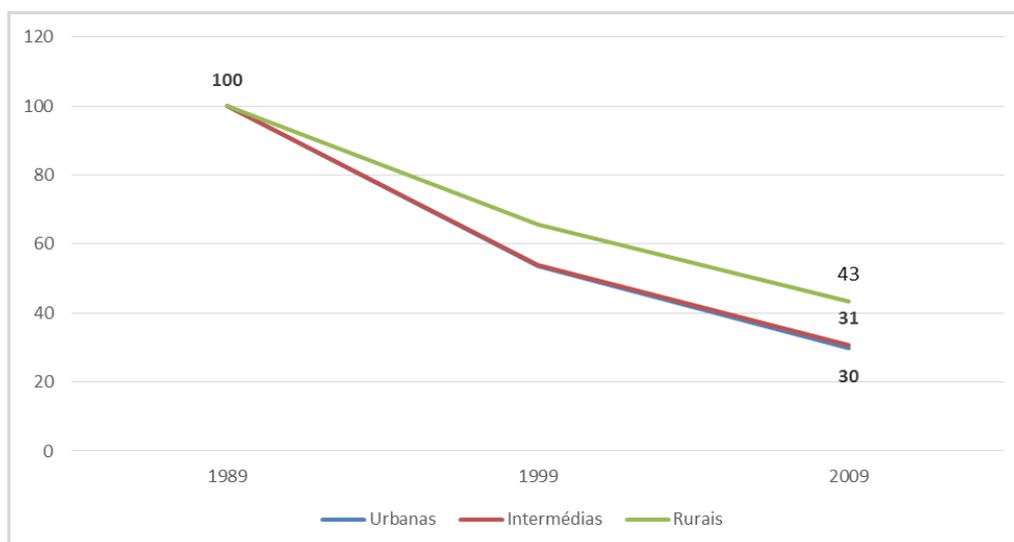
Credits: INE Agriculture censuses of 1989, 1999 & 2009

**Figure 14** Evolution of the utilized agricultural area in urban, intermediary and rural areas (IND100 = Utilized Agricultural Area in 1989)



Credits: INE Agriculture censuses of 1989, 1999 & 2009

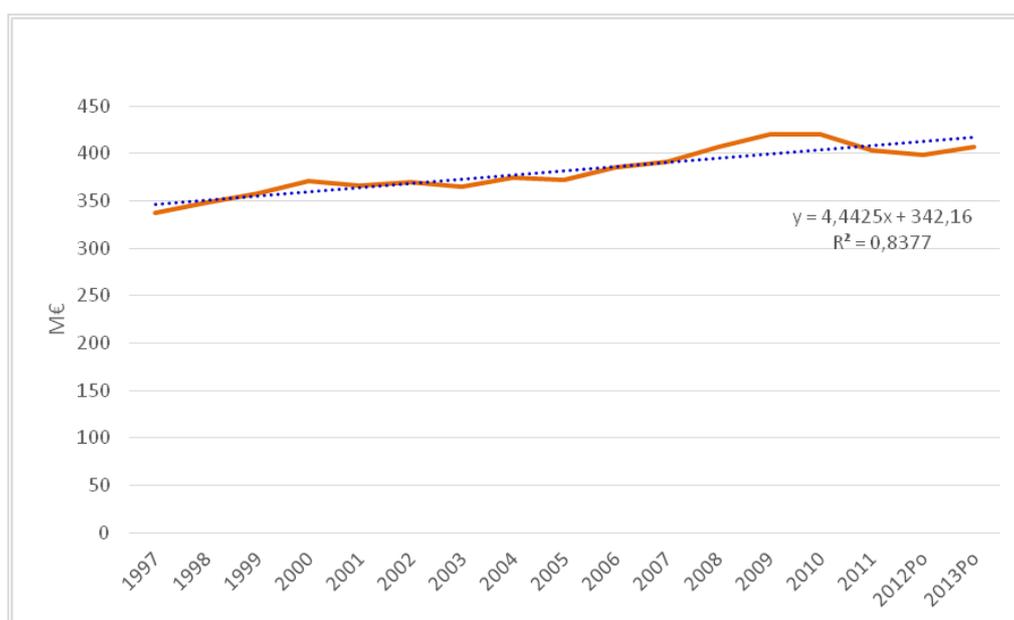
**Figure 15** Evolution of the number of people of farmers' household in urban, intermediary and rural areas (IND100 = Number of People of the Household in 1989)



Credits: INE Agriculture censuses of 1989, 1999 & 2009

**Figure 16 Evolution of the harvested area of vegetables (inc. potatoes) in urban, intermediary and rural areas (IND100 = Harvested Area of Vegetables in 1989)**

Despite the downturns on non-rural areas whatever the variable is (Figure 13 to Figure16), conclusions might be a little different from an economic point of view. In fact, when looking into agriculture regional accounts (only available at a NUTS II level), particularly to the NUTS II (Figure17) region of Lisboa as an example of an urban region, a slight increase in volume production is noticed since 1997.



Credits: Regional Economic Accounts of Agriculture INE

**Figure 17 Evolution of the value of production for the agricultural industry in constant prices to NUTS II Lisboa (three years moving average)**

In conclusion, agriculture is under restructuring. Near urban centers, regarding the nature of surrounding areas and the land structure of agricultural holdings, evolution has been to the intensification of agricultural production with productivity and

competitiveness gains. This means fewer farmers and fewer people working on agriculture but higher production levels.

On the other hand, vegetable urban gardens deserves special note, organized by local authorities and community associations, especially after 2007 with the local implementation of Agenda 21. According to 2013 data, 107 vegetable urban gardens were recorded in 16 of 18 districts of continental Portugal and RAM (Funchal), with a total area of more than 27 hectares subdivided in 4079 plots. In continental Portugal, AML and AMP are the areas with larger areas of urban gardens. Urban gardens are a social urban phenomenon in a process of growth, not only leading city's inhabitants to good environmental practices, but also helping the requalification of urban spaces with a positive contribution to social inclusion. Priority has been given to the implementation of organic farming.

In RAA, regarding the lower level of urbanization, whose highest expression is recorded in the main cities, food production is exclusively addressed to rural areas outside cities. Only very few cases of private and collective urban vegetable gardens are pointed out.

#### **II.11. Addressing urban mobility challenges**

In the last decades, driven by the heavy investment on road infrastructure, the development model of the transportation system in Portugal was mainly supported on the increasing use of private car. The levels of motorization and the share of private cars severely increase in urban commuting.

The negative externalities over the economy (road congestion, costs with road infrastructures and vehicles, energy and operational inefficiency of the system, public and private indebtedness, etc.), the environment (greenhouse gases emissions, noise and atmospheric pollution, biodiversity, habitats and landscape fragmentation, etc.) and the society (accidents, health and obesity, urban environment and the quality of life, equity and social inclusion, etc.) have been extensively discussed in the European context. Nonetheless, the civic awareness on the importance of the issue is lower in Portugal than in other member states (as stated on the Eurobarometer, Mai-Jun 2013). Sustainable mobility and transportations have not been treated as a priority by the State and the public policies, and a coherent national transports policy, able to answer in an overall and integrated way the needs of the entire country, is missing.

Portugal is short of information about both the transport of people and goods and the costs for users, taxpayers and society (e.g. no surveys about mobility have been carried out). In the territorial management instruments, accessibility, transportations and mobility are almost always approached in an incipient and superficial way. PMOT often establish excessively generous parking parameters, which encourage the access of private cars. Mechanisms to foster the elaboration of specific mobility and transportation planning instruments oriented toward critical areas are missing, as are

the goals and the commitments to stimulate the implementation, at a local scale, of strategy measures to achieve higher and more sustainable mobility standards.

In 1990, the Framework Law of Land Transport System (LBTT) brought up the idea of a decentralized management and organization of the transport system and the constitution of the Metropolitan Regions for Transportations of Lisboa and Porto. However, the lack of regulation (notwithstanding the several initiatives to fix the legal gap) hindered the decentralization process (Metropolitan Transport Authorities came to their duties only in 2009/2010, even so with huge lack of resources). The planning and the coordination of the transports system remain disintegrated. It is the responsibility of incumbent operators and is marginally exercised by a distant Central Administration, conditioned upon an obsolete legal framework (Car Transport Regulation – RTA, from 1948), particularly in regard to public road transports.

In the last years, several plans and tools to support transports planning were developed (Mobility Package; Plan for Cycling and Other Soft Forms - CiclAndo; Geographic Information System for Itineraries Management - SIGGESC; methodological basis for “Studies to the restructuring of transport networks and services). Efforts were also made in order to incorporate urban mobility issues in the elaboration of other planning tools (strategic plans of a national level; IGT) and a technical-financial support was offered in the outline of a wide range of transport and mobility studies. Despite the growing sensitization of the several entities, no relevant and objective results were achieved yet. The approval by the Government of national guidelines for both the Mobility Package and the CiclAndo would be an important step forward.

In the RAM the Integrated and Strategic Plan for the Transports of the Region (PIETRAM – Resolution n.º 154, 2016, April 4<sup>th</sup>) was recently approved, being an important strategic tool to support decision-taking in the field of maritime, land and air transports.

In the RAA there is also an Integrated Plan for Transports. The fragmented character makes the region highly dependent on the transport systems, with side effects on urban dynamics. In the last decade important investments were made in the region, namely the improvement of road infrastructures inside the islands, the enlargement and reorganization of harbor infrastructures, as well as some air terminals.

## **II.12. Improving technical capacity to plan and manage cities**

During the 90s, when PDM were firstly elaborated, the technical capacity of local authorities was very limited. Plans were drawn up mainly by external teams while the majority of municipal technicians had qualifications on engineering. Moreover, information systems for statistics were extremely poor, as well as the existing cartography, and no technical standards and regulatory norms had been established so far.

Nevertheless, despite all the weaknesses and shortcomings, PDM of the 90s have had an important contribution to capacity building for territorial management. It was however the revision of PDM, benefiting from innovative technologies and higher installed technical capacity, that most brought accuracy to the process, filling in existing gaps and handicaps and providing better territorial analysis and scenarios.

Thereafter, significant advancements on ICT were achieved and a higher number of professionals involved in the elaboration and follow-up of IGT showed improved qualifications, which rendered into a higher technical capacity for urban planning and management, profiting from GIS. Noteworthy is the possibility of accessing information on a real time basis, as well as the gathering of all the stakeholders involved in the planning process, which is enabled by technology nowadays.

On what concerns cartography (an essential element for the planning process), the revised PDM present a major improvement on graphical representation, despite the persistent deficits on harmonization. Nonetheless, the new formats used on the 2<sup>nd</sup> generation of PDM definitely brought significant gains to the process, in terms of either graphical representation or analysis accuracy.

In this framework, the adoption, in the PDM, of common rules established by the DGT enables the organization of blueprints information, prevents errors and other inconsistencies susceptible to hinder legally protected interests, ensures the standardization of all constituent elements, allows a faster and more efficient information updating, as well as a more efficient implementation of PDM based on GIS, and facilitates the follow-up in the execution phase.

Until 2006, one of the aspects to be taken into account is the existence of Local Technical Officers (GTL) in the municipalities, on the scope of the Rehabilitation of Deprived Urban Areas Program (PRAUD). Partially financed by the DGT (ex-DGOTDU), the GTL made an important work on the recovering of disadvantaged urban areas, struggling for an integrated rehabilitation of public spaces, restoration and safeguard of architectural heritage, creation of community facilities and installation of basic infrastructures. The program was especially oriented towards the safeguard, rehabilitation and revitalization of historic areas.

The consecutive transfer of powers to the local authorities and the reinforcement of their own autonomy, especially after the PRACE (2005), brought the need for higher technical capacities, namely in the urban planning and management sector. On the whole, the last decades have shown improvements on the matter, particularly by means of an increase of the quota of municipal technical staff assigned to urban management, architecture, engineering, law, geography, environment, etc., both in continental Portugal and the RA. Nevertheless, in the inland territory, especially in the most disadvantaged regions with municipalities with just over 2500 inhabitants, difficulties persist for the local authorities regarding qualified human and material resources, absolutely necessary to an efficient implementation of the local urban planning and management system.

The growing number of municipal technical staff shall not be separated from the increasing number of graduates between 1998 and 2014. Indeed, while in 1998 only 7% of the population between 15 and 64 years old had higher education, in 2014 the share was 19,7%.

### **II.13. Challenges experienced and lessons learnt in the areas**

Since 1999, the continental territory is completely covered by PDM. Notwithstanding, the last years have registered a rapid urbanization process not always efficiently programmed and regulated, reflecting a number of problems and malfunctions that include:

- The inexistence of a coherent and concerted strategy for growth focused on spatial and territorial development objectives;
- The investment on new constructions in detriment to refurbishment of existing buildings;
- The environmental degradation resulting from the lack of an urbanization strategy based on compact growth;
- The disarticulation between land uses and mobility planning, originating mobility needs that collective transport cannot cover, and hence favoring individual transport.

Urban mobility problems are very complex. Measures to minimize the effects of the existing model require huge effort in terms of coordination and involvement of a wide range of public entities and private stakeholders (having a great variety of scales and spheres of actions), which is crucial to match them up in a common vision. The sensitization of decision makers towards the importance of these issues is still insufficient, being a fundamental condition to unblock the impasse.

On the other hand, the inadequacy and disarticulation of socio-urban policies, the continuous urban expansion and the underutilization of building assets, together with the lack of investment on urban rehabilitation and the difficulties on the coordination between sectorial public policies, and private and public investments have led, not only to the deterioration of central urban areas (especially in the main cities going through a shrinking process), but also to the reckless development of peripheries. Urban sprawl, as well as the fragmentation of open, agriculture and natural spaces, came up as a consequence. Only after the elaboration of PROT, measures have been taken to mitigate this situation, which has been reinforced by the changes introduced in the new legal framework.

One of the problems that most influenced the last decades were the conflicts generated on land uses, supported on the basic distinction between urban and rural land, enshrined in the legal framework. Despite the consolidation, in 2009, of the technical basis for land use classification and qualification, its application has not been straightforward and the dichotomous distinction between rural and urban land, as

provided in the land-planning legislation, has not always endorsed efficiently the clear-cut relationship that should exist between these two type of spaces, their interdependencies and complementarities.

On the one hand, the diversity of existing settlement patterns (coming from decades of an uncontrolled urban development) does not always conform to the dichotomous rationality of classification. Evidence goes to the patterns of urban sprawl, prevailing in the Portuguese coastline, characterized by a hybrid type of urban-rural occupation.

On the other hand, the principle of the compatibility of uses has proven to be of difficult consensus, especially on what concerns the regulation of construction in rural land and the regularization of non-legalized activities that proliferate on rural land, namely on the revision of PDM. The creation of consecutive extraordinary legal regimes did not contributed to the clarification of what kind of urban-oriented activities are allowed in rural land.

Also with regard to the legalization of AUGI, and in spite of the fact that the special regime has been into force since 1995, multiple situations without minimal conditions for legalization still persist, remaining thus out of reconversion. The problem assumes a bigger expression on metropolitan areas, particularly in Lisboa. A part of AUGI is, however, insusceptible of urban reconversion by incompatibility with both the IGT and the easements and restrictions of public utility.

On balance, the internalization by some municipalities and the Public Administration of the methodologies and criteria legally established to better allocate construction and urbanization has not been straightforward, often leaving room for discretion.

The long period that overcame between the entry into force of the legal regime (1999) and its regulation by means of complementary legal acts (2009) has also contributed to that, with consequences on the poor streamlining of planning procedures, of which the lasting PDM revisions are an example that deserves special attention.

Regarding the elaboration of the five PROT for Portugal's mainland, the process has had several virtues namely due to the extensive debate and participation. Nonetheless, some regional asymmetries were registered on the follow-up process, which have had aftereffects on the assimilation of the PROT as reference strategic documents. Two (North and Centro) of the five PROT elaborated until 2010 were not approved by the Government and did not come into force.

The new generation of PDM carries out a stronger strategy, coherent with the regional and national goals. It incorporates the principles of sustainability, compactness, urban sprawl containment, valorization of endogenous resources, envisioning a sustainable urban development supported on the containment of urban perimeters and on urban rehabilitation. However, lots of insufficiencies persist on the technical basis for urban planning, such as the lack of updated cartography and geo-referenced information and the difficulties on the implementation of a land registry policy in Portugal. In this last case, only 50% of the national territory is covered by the Rural Property Geometric

Cadastral (129 Of 308 municipalities) while no administrative unit in the country is under a regime of property cadaster, either rural or urban (in spite of the pilot experiments lasted since the middle 90s, namely in 12 municipalities of the continent).

Another problem of noteworthy relevance is the lack of regular monitoring and evaluation campaigns on the execution of both the IGT and the public policies with territorial impacts.

In the RAA, attention goes to the inevitably fragmented territory of Açores and to the way it is particularly dependent on transportation services and infrastructures.

#### **II.14. Future challenges and issues for the New Urban Agenda**

Given the strong and unplanned enlargement of urban perimeters in the last 20 years, lacking from territorial sustainability and very much supported on real estate speculation, it is now time to implement the principles and criteria established by the new legal regime, specifically regarding urban containment. The definition of new urban developments is now limited to detail plans (PP), while urbanization requires preliminary programming and contractualization that also depends upon the demonstration of the financial and economic viability associated with the transformation of rural land into urban land. One of the challenges is the standardization of criteria to classify urban land in the PDM, according to the new legal framework, but also achieving the necessary flexibility, not only to accommodate the diversity of territorial patterns, but also to manage the reconversion of urban land into rural land, following the disappearance of the former land category of *to be developed land* (i.e. *solo urbanizável*).

The spatial planning legal framework should also be complemented with the revision of other legal acts, such as the Expropriation Code, in articulation with the CIMI (Municipal Property Tax Code) and CIMT (Municipal Tax on Real Estate Transfer Code) and even the legal framework for Registries and Notary acts.

It is fundamental to implement systems for the regular monitoring and evaluation of IGT, as well as to gather urban data (indicators) able to support planning options, especially the territorial plans, and foster adaptation to emerging environmental sustainability challenges.

Municipalities should also take the programming and execution of territorial plans in hands, establishing priorities and deadlines for the proposals, making use of the already legally enshrined tools for contracting and execution.

Parallel to the on-going requalification processes of historical areas, other deprived and derelict areas, either residential or industrial, represent a challenge for the future, viz.:

- The revitalization and reconversion of brownfields and industrial urban areas (including soil decontamination) with improvements in the environment, air pollution and noise reduction.
- The regeneration of extensive residential single-use disqualifed urban areas, mainly located in the peripheries of metropolitan areas, lacking from multi-functionality and autonomy, accessibility to daily community services and facilities and a better articulation with the several mobility modes.
- The reconversion of AUGI in conditions to be reconverted, throughout the implementation of the updated legal framework that is supported on the assessment of already legalized cases and the dissemination of good practices on the matter.
- The sustainable management of urban sprawl and disperse settlements, envisaging both the provision of community services and infrastructures and the definition at a planning level of the development model that best suits these sparsely extended territories, either assimilating mixed-use urban-rural patterns or stressing for a concentrated densification of sprawled settlements.

In coastline conurbations, more than the contrast between city/countryside, it is an extended urbanization that comes into place, having different scales, morphologies and functional diversity. It is necessary though to reevaluate whether the dichotomous classification between rural and urban land is adequate to accommodate the Portuguese territorial situation. As such, a sustainable structuring of rural-urban linkages requires:

- To enable land use systems stressing for the conservation of potentially productive areas and the safeguard of nature and biodiversity, as well as a proper planning and organization of rural space.
- To structure and disseminate a place-based non-sectorial approach, enabling a new model of integrated development policies.

Regarding production capacity and food production in urban areas, the highlight goes to the potentialities of local markets for small farmers located in peri-urban areas, which can thus benefit from a direct commercialization of their products. Recognizing the impact on local development of short distribution channels, the Program for Rural Development 2020, as a policy instrument oriented towards rural development, has defined the Short Channels & Local Markets and the Local Qualified Products as priority areas to fund on the scope of the LEADER Program (Liaison Entre Actions de Developement Rural). These are targets predicted in the Local Development Strategies (EDL) and the Local Action Groups (GAL) already approved under the funding period of 2014-2020.

In a perspective of integration and territorialization of public policies with territorial impact, mobility and transportation policy gains particular relevance. In regard to transports, the ongoing decentralization of State competences to the local authorities represents a major challenge to the new transport authorities, which still lack the planning and managing experience on the matter, and the necessary technician and financial means to perform such duties.

Given the importance of civil society's participation on the execution of sustainable mobility policies, the deep involvement of citizens in the identification of problems and the selection and outline of solutions is a decisive issue to the overcoming of mobility challenges.

In inland disadvantaged regions, conditions to retain the population are needed. Create critical mass is essential for the surviving of urban centers; yet in non-expansionist modes. This process will ask cities for a new approach on urban management, with emphasis on the relationship with citizens and other economic, social and cultural stakeholders. It demands a notable effort of the municipalities to local empowerment, in its different facets, which at a certain point stems from the increasing local autonomy. The support of the Central Government's decentralized structures is fundamental, especially considering its regulatory role and technical follow-up.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: AMP, AML, ANMP, ANSR, CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, DGAL, IMT, GPP e RAA.*



**Chapter III. Environment and Urbanization**



## CHAPTER III. ENVIRONMENT AND URBANIZATION

### III. 15. Addressing climate change

In the last 20 years, particularly in the last decade, progresses were made at a national level on the issue of climate change (AC), either in mitigation or adaptation. Since the mid 90s, climate change issues were integrated in the political agenda and, in 2001, a National Strategy for Climate Change was approved, framing the development of sectorial policies on the matter. In 2002, the project SIAM (*Climate Change in Portugal: scenarios, impacts and adaptation measures*) was an important milestone. An integrated evaluation of the impacts and sectorial measures on climate change adaptation in continental Portugal was presented for the first time, being a pioneer input on the context of South European countries. In 2006, with SIAM II (project's second phase) the approach was extended to the Autonomous Regions (RAM and RAA).

Portugal successfully achieved the national objective on the scope of the Kyoto Protocol, mainly by means of restrictions on Greenhouse Gas (GEE) emissions in several sectors of the economy and contributions of forestry and land use changes to carbon sequestration. National emissions slowed down due to both the increase of renewable energy sources and the rise of energy efficiency. The effects of the economic crisis on the decrease of both production and consumption must not be neglected either. According to the *Climate Change Performance Index (2015)*, Portugal is the 4<sup>th</sup> in a list of 58 countries with better performance in terms of climate action. Globally, these 58 countries are responsible for more than 90% of the Greenhouse Gas emissions.

In the context of urbanization and sustainable urban development, it is worthwhile mentioning the National Program for Climate Change (PNAC, approved in 2004 and reviewed in 2006) and the National Strategy for Climate Change Adaptation (ENAAAC - approved in 2010). The country has innovated with the creation of the Portuguese Carbon Fund (FPC), a financial governmental instrument to support the implementation of climate policy actions at a national level and in terms of cooperation for development.

Public policies on climate change are today an integrated part of a set of sectorial policies in Portugal.

The National Low-Carbon Roadmap (approved in 2010) and the Strategic Framework for Climate Policy (approved in 2015) emerged as a new generation of policy tools in response to the ambitions of the sector.

The follow-up and monitoring of climate and climate change have had crucial developments in the last 20 years, with an increase of climate products and services and the use of climate indexes, as well as the acquirement of simulations and climatic scenarios, which now allows for a better conception and adequacy of adaptation measures.

At a planning level, regional or municipal, the participation of entities involved in risk management on the follow-up of IGT has favored the incorporation on planning instruments of climate change adaptation guidelines. Three Portuguese municipalities (Cascais, Sintra and Almada) already have municipal strategies for climate change adaptation.

In this context, noteworthy is the on-going project ClimAdaPT.local, financed by the EEA Grants and the FPC, which aims at triggering off the development of municipal strategies for climate change adaptation by means of local empowerment on the issue.

The changes to the Thermal Performance Building Regulation also came to raise consciousness on thermal comfort and energy efficiency, aiming to contribute for climate change mitigation and adaptation.

Since 2011, the RAA counts with a Regional Strategy for Climate Change, which frames the development of regional policies on the scope. Its execution will be enclosed by a plan that is now under elaboration. The RAM also counts with a Regional Strategy for Climate Change Adaptation (Strategy CLIMA-Madeira) that defines an integrated approach with guiding measures for the Region to adapt to climate change.

Notwithstanding the progresses, Portugal is extremely vulnerable to climate change. The follow-up and monitoring of climate shows that temperature is rising in every region of the country, while the annual variation of rainfalls recorded a decrease. On the other hand, the intensity and frequency of extreme rainfall events is increasing.

Either the expectable increase of potential hazard or the growing vulnerability in result of reckless planning options, together with the increasing concentration of people near hazard areas, asked for continuous efforts on the matter.

### **III. 16. Disaster risk reduction**

In the last 20 years a greater awareness on disaster risks was registered. In order to reduce the exposure of people and goods, several actions on the scope of spatial planning and territorial management and on the scope of emergency and civil protection were implemented. Other initiatives contributing to disaster risk reduction have been implemented too, such as: (i) the continuing production of the National Ecological Reserve Maps (REN) focusing on natural risks prevention (in the last 20 years significant improvements were recorded regarding the application of REN criteria); (ii) the delimitation of adjacent areas under both the Water Law and the Water Resources

Ownership Law; (iii) the delimitation of flood-prone areas and flood risk zones under the DL n<sup>o</sup> 115/2010, 22<sup>nd</sup> October (where 27 Critical Areas were identified, 22 of which in the mainland and 5 in the RA), while Flood Risk Management Plans are under elaboration; (iv) and the elaboration of Municipal Plans of Forestry Defense Against Fires. Noteworthy is still the creation of instruments to integrate the prevention of serious disasters into decision-making, regarding either the feasibility of SEVESO establishments (industries of hazardous substances) or the spatial planning options, including the Environmental Impact Assessment (AIA). During this period, concepts such as Urban Green Structure and Municipal Ecological Structure were also consolidated, another way to prevent natural risks.

Particularly exposed to natural risks is the archipelago of Açores, which faces several threats of natural catastrophe, namely the earthquake risk and the volcanic risk. As such, the Regional Government of Açores has elaborated and approved during the last years several IGT comprising the prevention and the mitigation of natural risks.

Risks were also included in the strategic guidelines and regulations of the PROT. Some have proceeded to the elaboration of risk maps at a regional level. On what concerns municipal planning, preventative risk management came to be enshrined in territorial planning options, and both the National Authority of Civil Protection (ANPC) and the Portuguese National Environmental Agency (APA) were integrated in the monitoring committees of PDM in order to follow-up either their elaboration or revision. This articulation was carried out following the transposition of the Directive 2007/60/CE into the Portuguese system. Some PDM (although few in number) already integrate hazard maps and many of them establish compatible land uses vis-à-vis hazard areas.

On the scope of housing and sustainable urban development, other measures have been taken to contribute to disaster risk reduction, namely the legal regime on Fire Protection and Safety in Buildings, as well as the elaboration and approval of both Emergency Plans and Special Plans on Emergency and Civil Protection for seismic risk, tsunami and severe industrial accidents.

The recent revision of the legal framework on spatial planning and urbanism also brought concerns on disaster risk management, which became one of the goals of the Framework Law (LBPPSOTU 2014). On its turn, the regulatory regime (RJIGT 2015) is mandatory about the identification of risk and hazard areas on the territorial programs and plans (IGT).

Significant advances can also be recorded regarding the production of studies and thematic cartography on hazard issues. Risks cartography is actually available at a national scale, being one of the components of the PNPOT. More recently, in 2014, district cartography was produced for the entire country. Nevertheless, there are still gaps to fill in since at a municipal scale territorial coverage is not completed.

The RAA has Meteorological and Geologic Risk Maps, while the RAM provides cartographic information on hydro-geomorphological risks through its Observatory CLIMA-Madeira. The Program for Flood Risk Management of the Region is currently under elaboration.

In the last 20 years, there were also developments regarding the resolution and the success rate of weather forecasting models, either global or regional, as well as on the observation network. The automation of the surface network came to allow the follow-up, in a real time basis, of atmospheric conditions in several sites throughout the country. Remote observation, namely by means of radar and satellite products, has had positive impacts on surveillance capability and forecast. The Meteorological Warning System implemented during the last decade is the most visible example. Equally, progresses were made on seismic surveillance, particularly on the seismic network and the permanent monitoring.

Regarding localization and the geomorphological features of the national territory, interventions to protect the coastline were also accomplished, having a double objective of reducing the vulnerability of these areas and minimizing the exposure to risks. A great part of illegal constructions along the coastline were listed and demolitions were triggered off.

On the scope of dams safety, specific applicable rules are comprised under the Water Law. In what regards mineral waste installations, there has been a significant evolution following the adoption of the regime on waste management of mineral deposit industries, aiming to ensure the protection of the environment and the human health.

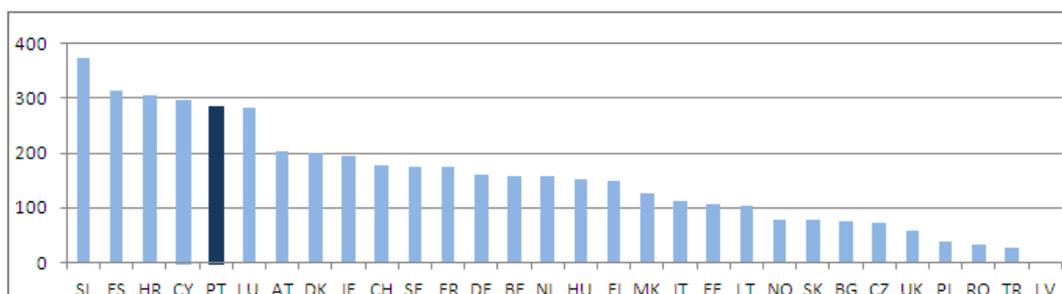
Expressive progresses in education and sensitization were also achieved and several initiatives were implemented, such as the National Platform for Risk Disaster Reduction and the Risk Education Framework for children and young people.

Despite the evolutions on the matter, the increasing artificialized land, the growing (and sometimes unplanned) urbanization, as well as the enlarging concentration of people in urban areas, compromise the efficiency of such measures. The increasing exposure and vulnerability, together with a higher occurrence of extreme meteorological/climate phenomena, raise disaster risk.

### **III. 17. Reducing traffic congestion**

In the last decades, after Portugal joined the EEC, a strong investment on the accessibility system was made. In the field of land transport, the investment was essentially directed towards the road system, whose capacity was widely extended throughout the widening of roads, the unevenness of road intersections, the construction of roundabouts, the installation of traffic management systems, the enlargement of parking areas and the construction of new roads (city bypasses, ring roads and, particularly, highways). Between 1985 and 2013, Portugal was one of the

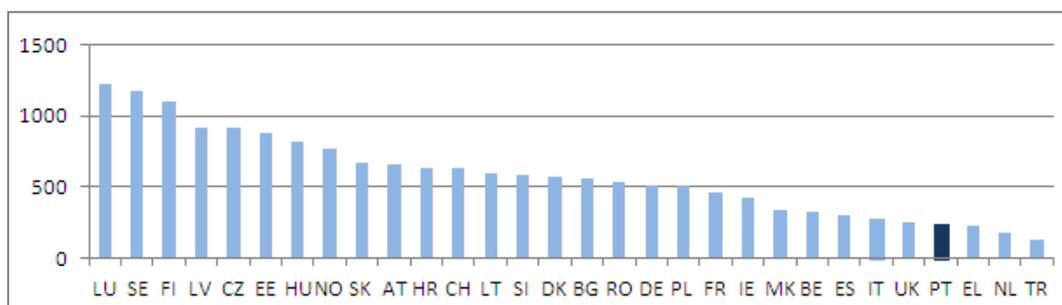
European countries that most increased the extension of its highway network (measured in Km per million inhabitants), which became one of the biggest in Europe (Figure 18).



Credits: Eurostat

Figure 18 Extension of highway networks in European countries in 2013 [Km/million inha]

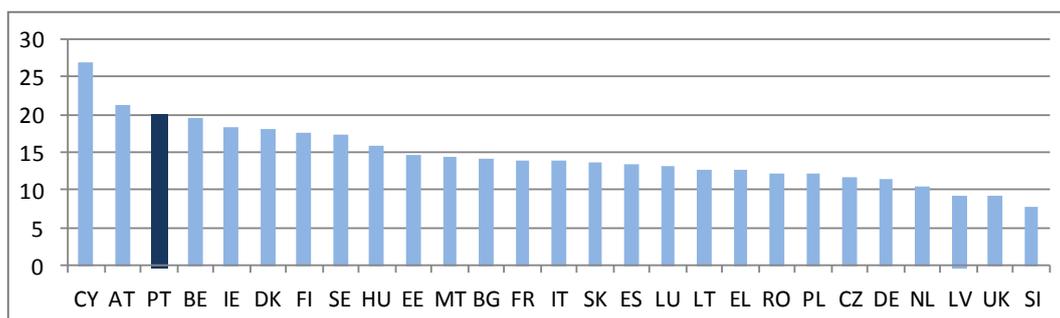
Inversely, in the same period, the Portuguese railway network (which was already smaller than the European average) suffered a drastic reduction (the largest reduction in relative terms, among European patterns), becoming one of the littlest in Europe (Figure 19).



Credits: Eurostat

Figure 19 Extension of railway networks in European countries in 2013 [Km/million inha]

Supported on the expansion of road infrastructures, urban sprawl has been triggered off, and public authorities were not able to control it. Recently, Portugal presented one of the highest levels of built-up area per inhabitant (Figure 20), which also has contributed to hamper the conditions of use and exploitation of Public Transport (TP) networks and services, in an economically and financially sustainable way.



Credits: Eurostat

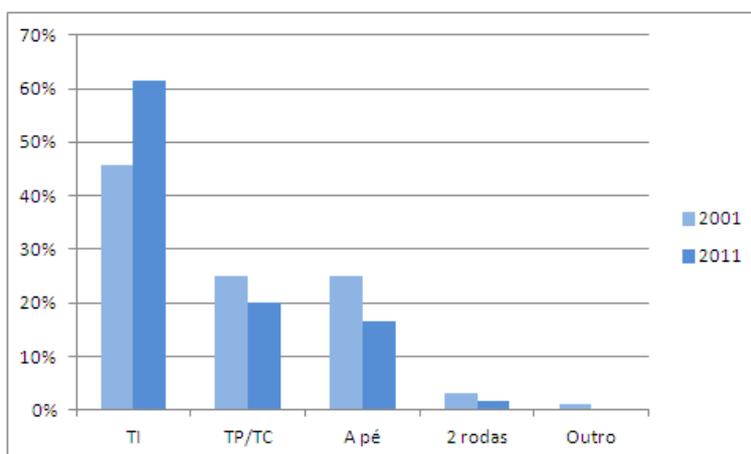
Figure 20 Urbanized area in European countries in 2013 [Hectare/1000 inha]

The access to sustainable transports, alternative to private cars, is now poorer and very limited (*cf.* Chapter VI.40).

In addition, a set of rules/mechanisms was settled down that have contributed to emphasize the effects of the use of private cars. These are: the establishment of excessive parameters for private parking in the norms of territorial plans (IGT), the association between the acquisition of real estate and the parking spaces, and the attribution of tax benefits to enterprises that offer employees cars as a labor benefit.

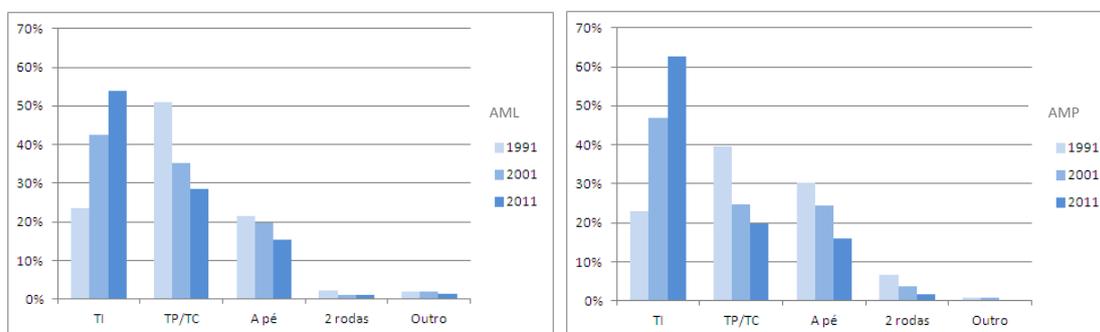
Although some actions have been developed to restrain the demand (creation of parking charges; implementation of limited access areas; speed control measures, etc.), their effect is still very limited.

In result of the combination of all these factors, the importance of private cars has increased drastically. This is made clear on the evolution of modal split values, available for the country (2001-2011) (Figure 21) and the metropolitan areas (1991-2001-2011) (Figure 22), which evidences private cars as the dominant mode of transportation in commuting. Indeed, big changes on the modal split of commuting journeys have arisen. In the AML, for example, between 1991 and 2011, the share of vehicles went up from 22% in 1991 to 54% in 2011, while the share of collective transport decreased from 47% to 29% in the same period.



Credits: Censos INE

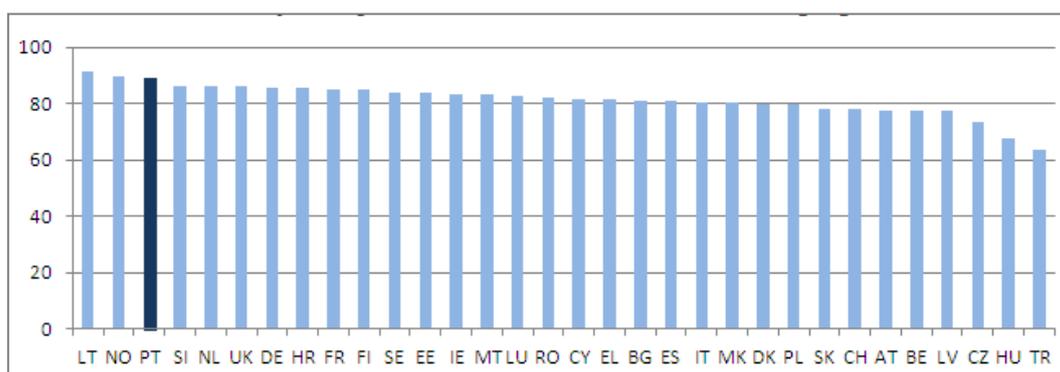
Figure 21 Evolution of modal split in Portugal - commuting [%]



Credits: Censos INE

Figure 22 Evolution of modal split in AML and AMP - commuting [%]

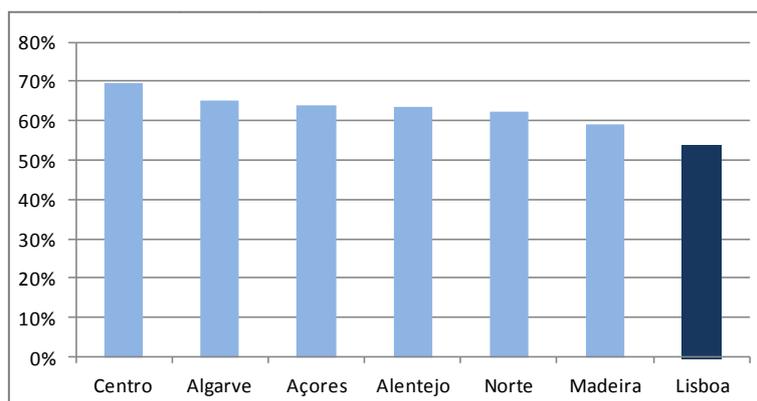
As a result of this trend, Portugal presented in the recent past one of the highest ratios of car usage in the context of European countries (Figure 23).



Credits: Eurostat

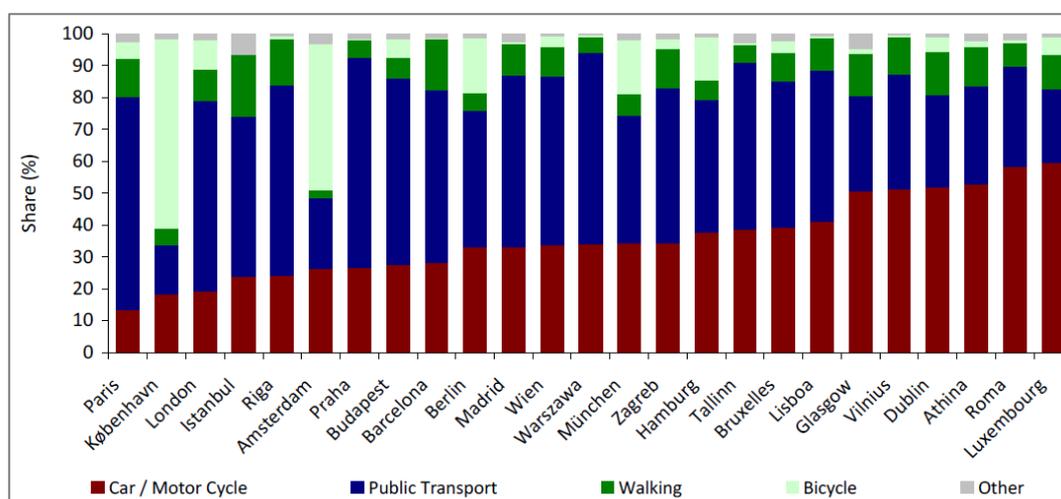
Figure 23 Modal split, share of individual transport (TI)

Even if the share of individual transport in Lisboa is significantly lower when compared to other Portuguese regions (Figure 24), it is much higher than in other European cities such as Madrid, Berlin, Barcelona, Amsterdam, London or Paris (Figure 25).



Credits: Censos INE

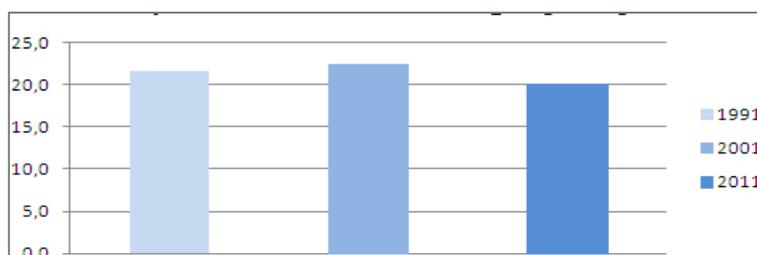
Figure 24 Modal split, share of individual transport (TI) as the dominant mode of transportation in commuting in Portuguese regions, 2011 NUTSII)



Credits: Transport for Sustainable Development in the ECE Region, UNECE (ONU) – Eurostat

Figure 25 Modal split, in regard to the dominant mode of transportation in commuting in European Cities in 2009 [%]

Nonetheless, despite the considerable allocation of both public (on road infrastructures) and private means (on the enhancement, conservation, use and renovation of car fleet), time spent commuting has not decrease significantly (Figure 26).



Credits: Censos INE

Figure 26 Average length of commuting journeys in Portugal, in regard to the dominant mode of transportation in commuting, 1991, 2001 & 2011 [min.]

To a large extent, increasing volumes of traffic, consequence of longer distances and the modal shift towards the individual transport, absorbed the extended capacity that came from the investment on road infrastructures.

“The persistent investment on road infrastructures is a two-sided coin: whether in a first moment it helps solving congestion, in the long term it stresses out the most likely worsening scenario, stimulating the use of private car and attracting expectant demand”<sup>11</sup>.

Given the increasing consumption of resources and the generation of negative externalities, without having a counterbalanced enhancement on performance, the transportation system, which remains not too effective, turns out to be less efficient and less sustainable.

A considerable inertia to reverse the underlying trends can be observed. Only the consequences of the economic crisis have lessened in the recent years some of the effects of that trajectory. The doubt is how long this moderating effect will last.

### III. 18. Air pollution

In the last decades, there has been significant reduction in the emissions of air pollutants. Several measures have contributed to that. The national inventory of air pollutants emissions shows that, between 1990 and 2013, SO<sub>2</sub> has been reduced in 85%, NO<sub>x</sub> and COVNM in 37% and NH<sub>3</sub>, PM<sub>10</sub> e PM<sub>2,5</sub> in 24%. The decrease is mainly due to reductions on petroleum and natural gas imports, resulting from lower energy consumption, with consequences in reducing emissions.

Efforts have been made on the scope of prevention and emissions control, either by means of regulatory tools or the implementation of several plans and programs. The National Emission Threshold Program, the Plan for Reducing Large Combustion Plants, the National Climate Change Program and, more recently, the National Transition Plan, are some of the examples. Directives on ambient air quality management, already reviewed and gathered in a unique legal document, came to define evaluation goals and guidelines for several pollutants, driving the air quality policy until 2010. Since 1996 until 2005, improvements on air quality were essentially achieved in pollutants such as sulphur dioxide (SO<sub>2</sub>), lead (Pb) and carbon monoxide (CO), in result of the adopted policies on fuels quality, reduction of diesel emissions in vehicles, and introduction of SO<sub>2</sub> reduction technologies in the industry. In 2005, with the entry into force of new thresholds for soot-particle emissions, the elaboration and implementation of air quality improvement plans became imperative, especially for the biggest agglomerations in the region of Lisboa and Vale do Tejo and the North region. These plans define a set of mitigation measures addressed to several sectors,

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<sup>11</sup> IMTT (2011) Mobility Package, IMTT (2011) Guide - Accessibility, Mobility and Transports in Municipal Spatial Plans.

with a particular emphasis on traffic management, sustainable mobility, etc. On that scope, Low Emission Zones (ZER) were established, being the ZER of the capital city already implemented. The supervision of its execution has been difficult facing resistance on certain sectors.

In this context, several on-going measures in the scope of urban vehicles regulation have been implemented, at the level of either public passengers transports or mixed or freight transportations.

The Incentive Program for the Scrapping of End-of-Life Vehicles, in force between 2000 and 2010, was also created, contributing to reduce the number of vehicles with higher emission rates. Between 2007 and 2011, in the context of the program, the acquisition of 130.000 new vehicles was supported, corresponding to the scrapping of an equal number of vehicles with more than 10 years.

Alongside these initiatives, 25 municipalities joined the Electric Mobility Program, in which a public network of charging stations was implemented. At the same time, a set of incentives to promote the purchasing of electric vehicles was also available.

The environmental certification of passengers and freight transport enterprises is also undergoing.

Despite the improvements recorded on the country's air quality profile, certain areas still have high concentrations of air pollutants, and problems on air quality remain. To protect human health, limits were established by law for PM<sub>10</sub> and NO<sub>2</sub> pollutants in highly populated urban areas with huge traffic burdens and for O<sub>3</sub> pollutant in rural, urban and suburban areas with lower intensity of traffic.

Based on the last air quality evaluation report (2014), the objective set since 2010 for the NO<sub>2</sub> is not being achieved on the AML, and, in the North Region, on Porto Litoral and Entre Douro e Minho. The goals foreseen for PM<sub>10</sub> and O<sub>3</sub> are being narrowly achieved as well. In this regard, a nationwide National Strategy for the Air (ENAR 2020) was presented in 2015, fostering a holistic approach for the air and a set of policies and policy measures on emissions and air quality.

In regard to monitoring, the Air Quality Monitoring Network has been redefined and thickened in some regions of the country. The diagnosis allowed for the identification of significant potential margins envisioning further improvements on air quality in Portugal.

### **III. 19. Challenges experienced and lessons learnt in the areas**

Much progress has been made on climate change adaptation and mitigation. However, the high vulnerability of the territory, as well as the higher frequency of extreme events, represent obstacles to the efficiency of adaptation and mitigation measures,

demanding further efforts on the matter, particularly in fragmented and fragile territories such as Açores and Madeira.

Being an area relatively new to Public Administration, some difficulties were felt concerning the lack of human resources with education on the subject, the availability of finance to adopt infrastructural measures, and the organization of services and tools. Other difficulties are: the existence of gaps in knowledge regarding climate scenarios at an adequate scale, the inexistence of sectorial climate indicators (which meanwhile have been overcome<sup>12</sup>), the lack of complementary studies on vulnerability for some sectors, and the unawareness of best practices on adaptation by several agents. Regarding the lessons learnt, one can note: the added value coming from the involvement and participation of sectorial agents in decision-making processes, the empowerment of institutions and technicians as a fundamental step toward adaptation, the institutional and international cooperation, and the importance of mobilizing financial resources to increase the efficiency of adaptation actions.

In regard to disaster risk reduction, the approach is not yet totally consolidated in spatial planning practices, despite the progress made and the growing awareness of the relevance of the issue for spatial planning and territorial development, namely the introduction of risk maps into the municipal master plans of second generation. This means that, in certain cases, it is necessary to continue working. This reality has to do with the lack of legal tools to address the issue, as well as with the fact that risks are often treated in a sectorial and non-systematic way, which does not favor a structured and systemic approach. The consecutive lack of Spatial Planning Status Reports (REOT) represents additional difficulty for such a diagnosis and subsequent draw up of solutions.

In this regard, there are often conflicts between land uses and the difficulty dealing with risks in consolidated areas arises, particularly in cases under a severe pressure over areas that are crucial to the functioning of ecological systems. The safeguard of the ecological structure is still far from having the necessary conditions to guarantee the efficient provision of ecosystems services, and cities are precisely the places where these types of structures are specifically needed. There are cases where the strategy adopted has been the merely delimitation of potentially affected zones, which is beneath what is necessary. In parallel to the issues of both natural and technological hazards that share many of the problems already mentioned, changes in the Portuguese coastline are noteworthy having into consideration the geographical situation of the country. It has determined a predominantly reactive action in face of emergency situations, although progressively evolving towards planned interventions. In Açores, there is still the seismic risk to which the territory is extremely exposed.

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<sup>12</sup> Ex.: IPMA's ongoing Project "Climate Site", on the scope of the Program AdaPT financed by the EEA Grants and the FPC.

On the point of view of the lessons learnt, after great disasters, it is today recognized that there is the need to forecast and to implement measures integrated in strategies of a national, regional and local scope, with the objective of minimizing in the long term the consequences associated with catastrophes.

Regarding the reduction of traffic congestion, the Portuguese experience attests that the extension of the road system will be, in the long term, an expensive solution with very limited effectiveness and negative externalities, at an economic, social and environmental level. The evolution of mobility patterns puts into evidence the importance of measures to restrain and rationalize the use of private cars. However, in Portugal, the poorness of such measures indicates how difficult it is to change the paradigm. The often counterintuitive and unpopular character of these measures remains as a factor of hesitation for decision-makers and a blockage to their application.

The expansion of artificialized territories hindered the efficiency of transports systems. In many situations, private transport is the favorite alternative, having the increase of congestion as a consequence, with side effects on greenhouse gas and other air pollutants emissions. The options regarding the localization on urban peripheries of large commercial surfaces, as well as logistics platforms and business centers, made the situation worse.

Despite the reduction in the emissions of air pollutants as a result of technology, in regard to air pollution, the increase in road traffic (one of the main sources of pollution) remains as an obstacle to more significant results. There are still problems of air pollution particularly in urban areas, with consequences on human health and the ecosystems. On what concerns the measures that have been implemented to reduce road traffic emissions in cities, the ZER created in the city of Lisboa is one of the highlights. However, the oversight of its application has proved to be difficult. In metropolitan areas, the objectives established to protect human health are still to be reached in regard to NO<sub>2</sub> and were narrowly fetched in recent years in regard to PM<sub>10</sub> and O<sub>3</sub>. This means that they can be easily reverted if meteorological conditions are less favorable.

On balance, there are still hindrances to the verification and implementation of the extensive environmental legal framework in force.

### **III. 20. Future challenges and issues for the New Urban Agenda**

There are several challenges on climate change issues. These have been identified in the Strategic Framework for Climate Policy (QEPiC), approved in 2015, of which the inclusion of adaptation within the IGT and the implementation of an integrated strategy for cities in terms of mitigation (foreseen in the PNAC 2020/2030) are noteworthy examples. It is worthwhile to ensure the elaboration of municipal

strategies and regional plans (that is the case of the archipelagos) for climate change adaptation, on the basis of their specific vulnerabilities, climate profile and functional and physical characteristics. The empowerment of the different sectorial and local agents in regard to a place-based integration of specific adaptation measures and the compatibility of the several sectorial actions are also targets to be addressed.

At the same time, it is important to analyze and map climatic hazards and to adapt the policy and territorial management instruments to the outputs reached. In parallel, another challenge is the regeneration and revitalization of urban centers, taking into account sustainability criteria, as well as the need to conclude and implement ongoing adaptation and mitigation strategies, claiming for a spatial planning policy that reckons on climate change demands.

Regarding climate surveillance and monitoring, the major challenge is to obtain further climate data, with greater detail and less uncertainty, specifically oriented towards territorial policies and tools. It is important to promote the construction of new indicators related to risk and to the responsiveness of cities (danger, exposure and vulnerability indicators), and to ensure the creation of regulation measures on climate hazard in urban areas, as well as the interoperability of both resources and disaster warning systems.

On what concerns disaster risk reduction, one of the major challenges is to improve knowledge and sensitization on the matter (tendency, localization, impacts), pursuing its inclusion on planning and urban management decision-making. It is fundamental to guarantee the articulation between the risk maps (with a clear identification of hazard areas), the spatial planning options and the emergency and civil protection planning. For the major part of the risks (natural and technologic), it matters to create/update a record of data on hazard areas.

For the future, it is important to dominantly adopt a proactive attitude, focused on diminishing vulnerability, in particular in coastal urban areas or near river flows, which in a context of climate change might suffer from significant impacts due to the expected rise in sea levels. In these cases, a planned strategy for protection, accommodation and retreat is necessary, endorsed by structural and constructive resilience solutions, adapted to each agglomeration at risk.

Moreover, it is crucial to moderate the vulnerability of urban systems, increasing their resilience to different types of hazard, including those that are exacerbated by climate change. In this context, it is fundamental to guarantee the ecosystems services to which is necessary, among other aspects, to stabilize, develop and implement the concept of green infrastructure.

It is also worthwhile including in the approach to risks subjects up to now poorly treated, as is the protection of vital infrastructures such as strategic water reserves and food security issues.

On the other hand, imbalanced mobility patterns and disproportionate rates of individual transport have led to a mobility culture based on the use of private car, with effects on the flourishing influence of organizations linked with car industry. This has stressed investment in regular solutions (namely focused in technology, e.g. ITS, car fleet renovation, alternative fuels, etc.) rather than in disruptive measures (drivers of behavioral changes), oriented towards the reduction of commuting needs and the modal shift to sustainable mobility solutions. An example would be the incentive to the use of public transports on the field of the private and business sector namely by means of fiscal benefits.

Without prejudice to their interest, the (almost) exclusive focus on technological innovations relegates behavioral changes to a secondary place. It also limits significantly the potential benefits of a consistent strategy for sustainable mobility, combining arrangements on spatial planning, accessibility, transports (which require better articulation between transports and other public services timetables), urbanism and the public space. The reduction of traffic congestion requires investments on public transports and improvements on the services provided.

The revitalization of urban centers, the enhancement of sustainable modes of transport and the capability of public stakeholders to distinguish between the several interests at stake, standing for the public interest in a long-term perspective, are some of the issues and challenges for the future in regard to reducing traffic congestion.

On what concerns air pollution, the major challenge remains undoubtedly on traffic congestion and sustainable mobility in cities and urban areas. Even so, having into account the objectives of the ENAR 2020, as well as some of its measures and actions, other aspects shall be highlighted, focusing on housing, business, industry and public buildings. The adoption of efficient acclimatization solutions and the incorporation of other sustainable solutions in the building sector and the rehabilitation process is one of the examples, which shall be articulated with an urban rehabilitation policy focused on the improvement of energy performance of buildings.

In the point of view of risks management and evaluation, the challenge is to assure, with quality assurance, the provision of updated and truthful information in respect of air quality in urban areas, as well as the identification of critical intervention areas, in order to promote the conciliation between polluting activities and the right to a healthy environment.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: AdP, AMP, AML, ANPC, APA, CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, ICNF, IMT, IPMA, LNEG, PSP e RAA.*



**Chapter IV.** Urban Governance and Legislation



## CHAPTER IV. URBAN GOVERNANCE AND LEGISLATION

### IV. 21. Improving Urban Legislation

1998 and 1999 were fruitful years in legislation on spatial planning and urbanism. In 1998, a first Framework Law of Spatial Planning and Urbanism (LBPOTU 98) was approved, followed by the Legal Regime of the Territorial Management Instruments (RJIGT 99, LD n.º 380/99, September 22<sup>nd</sup>) and the Legal Regime of Urbanization and Edification (RJUE 99, LD n.º 555/99, December 16<sup>th</sup>).

In the last decade, relevant revisions of the legal and administrative frameworks were also pursued, putting emphasis on procedural streamlining and dematerialization, as well as on the decentralization and deconcentration of competences in regard to territorial management and the execution of the IGT. Regulatory Decrees n.ºs 9, 10 and 11/2009, crucial to the harmonization at a national level of spatial planning procedures, were also approved, settling technical concepts, cartography norms and criteria for land use classification and qualification. Their updating is currently underway under the new legal framework of RJIGT 2015 (LD n.º 80/2015, May 14<sup>th</sup>).

A set of technical norms and acting procedures was also elaborated, in a wide-ranging thematic variety, providing clarification, guidelines and rules for the several stakeholders involved in urbanism and spatial planning practices. An example of this is the set of works published by the ex-DGOTDU, between 1996 and 2001, namely the following collections: 'Urban Norms', 'National Urban System' and 'Policy of Cities' and publications such as 'ICT in the elaboration of PROT', 'The fight against Desertification', 'Guide for Environmental Assessment of PMOT', 'Guide for the Changes on RJIGT', 'Guide of the Territorial Action Programs', 'Norm on Spatial Planning and Urbanism Metadata' and 'Technical Norm on Data Model for PDM'.

Another highlight is the amendments in the RJUE related to both administrative simplification and accountability in the ex-ante control of urban developments, and procedural dematerialization by means of the implementation of electronic systems (platforms) to support the interaction between administration and individuals/stakeholders. These changes address goals of economy, efficiency and effectiveness in regard to the functioning and the organization of the Public Administration, as well as objectives related to the local empowerment for spatial planning and the universal access to information in the different stages of procedures.

The promotion of urban rehabilitation is another strategic objective and national goal. An amendment to the legal regime (LD n.º 307/2009, October 23<sup>rd</sup>) took place in 2012 with the Law n.º 32/2012, August 14<sup>th</sup>. The publication of the LD n.º 53/2014, April 8<sup>th</sup>, came to adopt exceptional and temporary measures for administrative simplification, complementary to those enshrined in the legal regime, stressing for the streamlining

of urban rehabilitation administrative processes, namely exempting rehabilitation works from the application of certain regulatory norms rendered for new constructions.

The recent reform of the legal framework, by means of the Framework Act of Land Use, Spatial Planning and Urbanism Public Policy (LBPPSOTU 2014, Law n.º 31/2014, May 30<sup>th</sup>) came to repeal the former regime of Land Policy (LD n.º 794/76, November 5<sup>th</sup>), as well as the previous Framework Act (LBPOTU 98), having two major goals: the reorganization of the territorial management system and the promotion of urban rehabilitation under the principle of sustainable development. It is also noteworthy the publication of the Strategy “Sustainable Cities 2020” under the RCM n.º 61/2015, August 11<sup>th</sup>.

The new RJIGT 2015 foresees a new structuring for territorial programs and plans – PNPT, sectorial programs and special programs (at national level); regional programs (at regional level); inter-municipal programs, inter-municipal master plans, inter-municipal urbanization plans and inter-municipal detail plans (at inter-municipal level); PDM, PU and PP (at municipal level). It also envisages the streamlining of administrative procedures, the coordination of actions and, in particular, the concentration in municipal plans of all the rules that are binding for individuals, namely the ones that are scattered throughout several special programs, in order to bring the planning process greater transparency and efficiency.

Equally relevant was the integration of environmental issues in the development of plans, programs and policies, throughout procedures of Strategic Environmental Assessment (AAE), as a support to decision-making, particularly in the PMOT. This obligation derives from the application of legislation, namely the LD n.º 232/2007, June 15<sup>th</sup> (Assessment of the Effects of Certain Plans and Programs Regime), in articulation with the LD n.º 316/2007, September 19<sup>th</sup>, and the Ordinance n.º 1474/2007, November 16<sup>th</sup>. Practice is also coming along in accordance with the methodological guides to AAE (2007 and 2012), contributing by means of good practices to *“reinforce the commitment of society with Sustainable Development, the efficient management of resources and the Green Economy”*.

This was an important period to the progress of legislation in spatial planning, sustainable development and urban development. Portugal has now a more comprehensive and structured territorial management system, which may solve some spatial planning aspects and answer other emerging challenges concerning risks, territorial management, urban design and the citizens’ quality of life. The integration of the “Commitment to a Green Economy” and the “Sustainable Cities 2020” Strategies in the urban planning and the territorial management is still underway.

In what concerns the RAA, a Regional Legal Regime of the Territorial Management Instruments (RJIGT-A) was made available for the first time in August 2012, throughout the publication of the Regional Legal Decree n.º 35/2012/A, August 16<sup>th</sup>, which was

adapted to the regional, archipelagic and insular situation. This legal act defines the regime for the coordination of the scopes of the territorial management system, the land use regime and the regime for the elaboration, follow-up, approval, execution and evaluation of the IGT.

The same happened in the RAM that, in 2008, adapted the RJIGT to the region (Regional Legal Decree n.º 43/2008/M, December 3<sup>rd</sup>). The establishment of a Regional Territorial Management System brought significant improvements in the elaboration of territorial plans, namely the revision of PDM. In the RAM, spatial planning has gone through a very significant evolution in the last decades, with the approval of a set of plans and strategic instruments, either at a municipal level or at a sectorial and special level.

#### **IV. 22. Decentralization and strengthening of local authorities**

Following the development of the national spatial planning and territorial management system, which was initially instituted by the LD n.º 338/83, July 20<sup>th</sup>, and materialized by the LD n.º 176-A/88, May 18<sup>th</sup>, n.º 151/95, June 24<sup>th</sup>, and n.º 69/90, March 2<sup>nd</sup>, in 1998 the bases for a spatial planning and urbanism policy were firmed up, reaffirming the principles of subsidiarity, participation and accountability. Since 2007, these have deserved further development with the strengthening of municipal autonomy in regard to participation, elaboration and execution of spatial planning instruments and urban management, and the possibility of setting up contractual arrangements with private stakeholders to elaborate and execute territorial plans.

In 1999, two other important legal documents have been published on the scope of local authorities' assignments and competences. The Law n.º 159/99, September 14<sup>th</sup>, came to foresee the transfer of a set of competences to the municipalities in the following four years (deadline which was consecutively extended), to be materialized in a specific legal act. The Law n.º 169/99, September 18<sup>th</sup>, on its turn, approved the competences framework and the functioning legal regime of local authorities' bodies.

The autonomy of local power was reinforced, as well as the articulation between the sphere of activity of both the Central and Local Administration. One of the issues regards the land use classification and qualification that becomes an exclusive assignment of municipalities, remaining Central Administration aside. The new LBPPSOTU 2014 and its further developments emphasize the separation of competences, forcing the concentration in a unique plan – of municipal level – of all the rules respecting land use classification and qualification binding for individuals.

In 2007, with the new law of local finance (Law n.º 2/2007, January 15<sup>th</sup>), the financial regime of municipalities and parishes has undergone further developments, with the strengthening of the decentralization and autonomy of the local power. The transfer of competences towards the municipalities and parishes was foreseen, materializing as

such the principle of decentralization, as way of reducing public expenditure, and operationalizing the principle of subsidiarity. On the other hand, throughout the LD n.º 144/2008, July 28<sup>th</sup>, the transfer of a set of assignments and competences on the scope of education (non-teaching staff, school transport, social support, construction and conservation of school buildings, equipment) has also took place.

In 2008, both the legal regimes of municipal association (Law n.º 45/2008, August 27<sup>th</sup>) and metropolitan areas (Law n.º 46/2008, August 27<sup>th</sup>) came into force. Already in 2013, the law that operates the aggregation of parishes was approved (Law n.º 11-A/2013, February 28<sup>th</sup>), reducing the number of parishes from 4.259 to 3.091. On the scope of the legal regime for the local authorities approved by the Law n.º 75/2013, September 12<sup>th</sup>, some competences originally assigned to municipalities were allocated to parishes independently from their dimension and resources, making their effective practice dependent upon the conclusion of execution agreements with the municipalities. Agreements are limited to the period of the local authority mandate and hold the transfer of financial, human and patrimonial resources. At the same time, the local bodies of the municipality and parishes of Lisboa, by their own initiative and mutual agreement, went into an administrative reorganization that gave rise to new 24 parishes (where before were 53), reinforcing their competences, human and financial means.

The Law n.º 75/2013, September 12<sup>th</sup>, gathered into a unique legal act the regimes for the local authorities, the association of local authorities for specific purposes, the statute of inter-municipal entities (which formerly were under two autonomous laws - Law n.º 45 and n.º 46/2008/2008, August 27<sup>th</sup>) and the regime for transfer and delegation of powers from the State to the local authorities and inter-municipal entities. The legal tradition and doctrine in which the transfer of competences requires legislative provision while the delegation of powers is materialized via the signing of inter-administrative contracts was kept.

The LD n.º 30/2015, February 12<sup>th</sup>, came to substantiate the delegation of powers to the municipalities and inter-municipal entities in the domain of social functions. 21 inter-administrative contracts were concluded under this scope, all of them with municipalities and ranging from education to health and culture.

A special note is also addressed to the assignments consigned to the municipalities in this period regarding the demarcation of easements and restrictions of public utility, namely the National Ecological Reserve under the new strategic guidelines (RCM n.º 81/2012, October 3<sup>rd</sup>), the National Agricultural Reserve, the Municipal Plans to the Defense of Forest Against Fires, the Natura 2000 Network and the definition of the Municipal Ecological Structure. Noteworthy is also the intervention of several municipalities in a range of programs and initiatives of a national and regional scope, such as ECO XXI, QRE Porto/FUTURO – project for 100.000 trees in the AMP, the contribution and creation of a System of Indicators for Sustainable Development, and climate change adaptation and mitigation programs, among others.

In the RAA, an increase in the involvement of local authorities in urban development issues has been noticed in the last years, especially through the existence of territorial plans in every municipality, in parallel with a greater empowerment on the matters of urbanism and the quality of life. On the other hand, the publication of the RJGT-A (Regional Legal Decree n.º 35/2012/A, August 16<sup>th</sup>) has also enhanced decentralization and the strengthening of the Azorean local Administration in territorial management.

#### **IV. 23. Improving participation and human rights in urban development**

Progresses are recognized in the spectrum of concerns related with the enhancement of a civic culture on spatial planning. Results are still limited though, particularly taking into consideration that a cross-sectorial platform to follow-up and monitoring urban and territorial dynamics and spatial planning policies has not been carried out. Nevertheless, several important developments on the sharing of spatial planning and territorial management information, as well as on the public inquiry and participation, can be pointed out.

Over time, territorial management systems came to integrate the right to information and the several phases of public participation, in which everybody interested has the right to be informed about the elaboration, approval, follow-up, execution and evaluation of the IGT. Currently, participation on territorial plans and programs is a continuous process covering their entire period. Yet, it has not been as participative as it would be desirable.

There were significant changes crossing several domains, related to public participation and to the access to information at different the stages of public inquiry, which are offered by a set of legal regimes such as the RJGT, the Environmental Impact Assessment Regime (RJAIA), the Strategic Environmental Assessment Regime (RJAAE) and the RJUE. The reform of spatial planning is inseparable from the sharing of information among the stakeholders involved in the planning process, with emphasis on open data and various platforms for access and exchange information.

Among other systems and platforms, at a national level, the National System of Territorial Information (SNIT) and the Information System of the RJUE (SIRJUE), as well as the Portal 'Participa' created in July 2015, made available a set of information, tools and other forms of participation and citizenship to apply at a local and regional level. Significant steps towards the promotion and sensitization of civil awareness in these domains have been taken, though lacking in continuity, magnitude and development, to which the technical empowerment of stakeholders and institutions at territorial management is also a demand.

At the local level, there has been growing openness and experiment on urban administration regarding new participatory modes. The highlight goes to the participatory budgets initiatives, promoted by an increasing number of municipalities,

as a new governance form based on the direct participation of citizens in the identification of problems and local needs, the establishment of priorities and the follow-up of projects.

Other exploratory modes have emerged under programs specifically addressed to deprived urban areas, such as the 'Initiative of Critical Neighborhoods' particularly assigned to urban areas located in the AML and AMP and the 'Partnerships for Urban Regeneration – Critical Areas'. Both the initiatives aim at promoting urban regeneration solutions for vulnerable territories, by means of integrated socio-territorial interventions, focusing not only on their material aspects but also on their functional, social, cultural and economic development.

On the other hand, notwithstanding the several political cycles, it has not been possible to achieve adequate governance models able to favor the subsequent participation of stakeholders in the formulation and execution of policies, including, not only governments and public authorities and institutions, but also non-governmental bodies, citizens' associations and initiatives, and certain forms of cooperation between the private and the social and cooperative sectors. Between 1996 and 2012, Portugal maintained its position, if not took a step backwards, in regard to the Worldwide Governance Indicators. Compared to the other EU28 Member States, in 2012 the country was at the lower half of the scale in regard to the six dimensions of the World Bank's governance aggregate indicators, namely *Voice and Accountability* (17<sup>th</sup> position).

In the regional spatial planning policy, legislation in force in the RAA, along with the one of continental Portugal, establishes that every citizen, as well as every association representing economic, social, cultural and environmental interests, have the right to participate in the elaboration, amendment, revision, execution and evaluation of the IGT made by either the regional or the local administration. Considering the several IGT that have been approved in the last years in the RAA, ranging from PDM, to PU and PP, public participation has grown both in qualitative and quantitative terms, mainly in regard to the issues of urban development.

#### **IV. 24. Enhancing urban safety and security**

The main actions developed by the National Republican Guard (GNR) and the Public Security Police (PSP) were executed under various programs. In the last decades some of these are 'Elderly in Safety', 'Safe Trade', 'Safe School' and 'Victim Support', framed by the Strategic Directive n<sup>o</sup> 10/2006, May 24<sup>th</sup>, which implements in PSP the Community Policing Integrated Program, currently designated by MIPP. It has an integrated and transversal perspective, bringing an overall approach to the several *special programs*. Programs have been executed by PSP's Community Police Officers, namely the Safe School Program Teams (EPES) and the Victim Support Program Teams (EPAV).

Community safety programs have been amplified, ensuring the granting of adequate preventive measures and the signaling of potential unsafe situations (children and young people, elderly, women, disabled, victims of violent crimes), the improvement of mechanisms to support and assist victims, the increase of reporting rates in crime situations, and the strengthening of citizens' confidence in security forces. Since 2014, PSP has integrated in its Community Policing Course an updated module specifically addressed to the more recent trends in Crime Prevention Through Environmental Design (CPTED). This module conceptually supports the evaluations done by the officers in the field of urbanism and public security, fostering safety and a sense of security near the community and the most vulnerable groups.

Results can also be pointed out in regard to the articulation between the PDM and the Mobility Plans. A greater municipal awareness on the matter has been noticed. But impacts are not so expressive in an overall perspective, once implementation is a gradual process and there are still few PDM reviewed under these circumstances.

In what regards the fight against road accidents and the execution of the National Plan of Road Safety (PNSR), results are particularly positive. The economic crisis of the last years also had a share of responsibility in these achievements, contributing to the decline in the use of private car and, consequently, to the decrease of accidents.

In the period under analysis, accidents with victims decreased 38%. Nonetheless, the drop was less significant inside built-up areas (28%) rather than outside built-up areas (57%). The decreasing trend in fatalities was also higher outside built-up areas (80%) when compared to built-up spaces (73%). In regard to cycling accidents, there has been an increase inside built-up areas (28%) against an outside decrease (48%), while fatalities with cyclists have diminished similarly both inside and outside built-up areas (70%). The number of persons being run over by cars has also fallen down, being higher the rate outside (94%) rather than inside (63%). Similar trends can be verified in regard to pedestrians killed, with rates of 92% and 88%, respectively.

It is noticeable that the design and construction of built-up areas and public spaces usually do not take into account the characteristics and the needs of certain users, namely those that are more vulnerable, such as children, young and elderly people women and disabled persons. Several problems and constraints persist, in terms of accessibility, mobility and security, resulting from urban built-up features. In the last decades there hasn't been critical changes on the matter. Despite some initiatives that envisage the enhancement of pedestrian and soft mobility modes, the conservation and supervision of playgrounds and sports and recreational areas is still insufficient. Unsatisfactory is also the lack of specific legal requisites addressed to buildings to reduce the risk of certain accidents with children, while Municipal Regulatory Frameworks for Urban Edification differ from one another.

Urban safety and security has not been an issue in the RAA, which only has six small or medium-sized cities within the national and international context, and the major part

of the population living in rural areas. However, for five years now, Ponta Delgada, the biggest city in Açores, has a municipal police that has specific administrative policing functions in the following domains: supervision of the compliance with municipal rules, as well as the compliance with other national and regional rules whose enforcement respects to the municipality; effective enforcement of municipal authorities' decisions. It also has competences in regard to: the surveillance of public spaces or other collective open spaces, namely near schools, in coordination with security forces; the surveillance in local public transportations, also in coordination with security forces; the intervention in programs addressed to police action near schools or other specific groups; the policing of municipal public buildings and services or others under municipal authority; the regulation and supervision of road traffic and pedestrian movements in areas under municipal jurisdiction.

#### **IV. 25. Improving social inclusion and equity**

The drastic structural changes of the last years in terms of demography, ageing, technology innovation, poverty, isolation and environment, and their territorial effects, challenge both the capacity of institutional and non-institutional resources and the inter-sectorial coordination and programming of social services and infrastructures, in particular the ones oriented toward the promotion of the quality of life of elderly people (including active ageing) and citizens with reduced mobility, as well as child care.

Urban territories have been priority places for the promotion of social inclusion and cohesion measures, considering the occurrence of processes associated with social exclusion, such as poverty, difficulties on the access to housing, social facilities and services, which got worse with urban sprawl and the migration of people towards the peripheries. These problems of social and economic deprivation and vulnerability have assumed, particularly after 2010, worrying proportions at an individual, familiar and community level, especially in a context of lower incomes and higher unemployment rates that contribute to increase their incidence and intensity.

The Survey on Income and Living Conditions carried out in 2014, based on the incomes of the previous year, shows that 19,5% of the people were at risk of poverty in 2013 (against 18,5% in 2006). The increase in 1 p.p. evidences the lower contribution of social transfers to reduce poverty risk, related to disease and disability, family, unemployment and social inclusion (6,8 p.p. in 2013 against 6,6 p.p. in 2006). The growth in poverty risk covers all the age groups, exception done to the people with 64 or more years that went down from 26,1% in 2006 to 15,1% in 2013. People under the age of 17 are the most affected, increasing from 19,8% to 25,6%. The greater reduction in poverty risk in the older age group evidences the role of retirement and survivor's pensions.

Indeed, the income originated from retirement and survivor's pensions and other social transfers have had a significant contribution for the reduction of poverty risk. In 2013, considering just labor incomes from capital and private transfers, prior to any social transfer, the rate of poverty risk reached 47,8% (showing an increase in face 2006 – 40,2%), recording a downward to 19,5% in the same year after pensions and social transfers. The persistence of poverty situations in a reference period of 4 years also registered an adverse development: in 2007 it was of 8,5% ascending to 11,4% in 2013. In a lifespan perspective, disparities between men and women in regard to the exposure to poverty generally reveal a greater exposure of women.

Despite the rate of poverty risk is lower for population living in cities rather than in rural or peri-urban areas (respectively 13,2% and 17,1%, either in 2006 or 2013), it is in urban centers that the variation rate is higher (23,4%). It gets even superior when housing costs are included (24,8%).

The study *Classification of Poverty and Social Exclusion Situations* updated by the Institute of Social Security, I.P. (ISS) in 2013, where final Census results have been published, record, for the period under analysis, contradictory signs in regard to poverty and social exclusion in continental Portugal. 15 of the 24 indicators register a positive evolution in some dimensions of analysis, in particular: the wider coverage of social answers at the level of elderly people and early childhood (*cf.* Chapter I.4); the processes of educational and professional qualification (*cf.* Chapter I.3); the improvements in housing conditions (*cf.* Chapter VI.35 and VI.36); the reduction of the share of population with contagious diseases; and the increase in the incomes level, either by the amounts paid as a tax or by the growth of the annual average income of pensions. However, it is worthwhile to relativize deprivation indicators taking into consideration the increase in taxation and contributory burden.

Since the creation in 1990 of the National Poverty Alleviation Program, by means of the RCM nº8/90, March 20<sup>th</sup>, several programs have been implemented fostering, in an integrated and multi-sectorial way, the development of projects addressed to specific territories where poverty and social exclusion ask for priority interventions, such as the Program for Inclusion and Development – PROGRIDE (Order nº6165/2005), the Local Contracts of Social Development (Ordinance nº396/2007) and the Program BIP-ZIP – Priority Intervention Zones and Neighborhoods of Lisboa (Proposal 725/2010). On the other hand, the Social Network Program, created in 1997 (RCM nº197/97, November 18<sup>th</sup>) has also been implemented in every municipality of continental Portugal. Social networks are broad partnership structures that, under strategic planning for local social intervention, manage the articulation between the different local agents and stakeholders, either public or private. They are based upon the principles of subsidiarity, integration, articulation, participation, innovation and gender equity.

In the RAA, policies of social inclusion and equity have witnessed a significant rise in the last years, particularly with the provision of community facilities and the support of

associative structures and other private institutions of social solidarity, part of the civil society, whose role has proven to be determinant to maintain the social stability.

The resolution of problems associated to the growing unemployment, poverty and social exclusion in the RAM is a transversal concern of the regional government and the civil society, which is consubstantiated in several policy documents and regional development strategies. One of the examples is the Regional Program of Social Intervention (PRIS 2012-2015), anchored in the methodological principle of partnership reinforcement as a privilege way for participated social management and direct involvement/participation of stakeholders.

#### **IV. 26. Challenges experienced and lessons learnt in the areas**

In face of the detected territorial and legal imbalances, the recent and undergoing legal reforms on the scope of land use, spatial planning and urbanism, edification, housing, cadastre and cartography, aim at fostering a paradigm shift into a more balanced, cohesive, integrated and sustainable urban and territorial development. An effort towards the dematerialization, simplification, congregation and articulation of the several legal regimes has been carried out, which is worthwhile to pursue.

Notwithstanding the advancements, the legal frameworks have been characterized by a lack of stability in face of the large number of revisions and amendments, and by a certain proliferation of the legal regimes, which still persists in spite of the efforts made in the last years to promote their articulation and integration. At the same, there are remaining shortcomings in terms of institutional cooperation, between the different levels of Public Administration – central, regional and local – and between them and other public and private entities and stakeholders responsible for territorial interventions. In a context of innovation, generation of social and economic value and differentiation of answers according to target groups, strategic dialogue requires knowledge, expertise, tools and cooperative partnerships.

On the other hand, despite both the greater autonomy of the local power and the optimization of procedures regarding the articulation between the local and the central power, the decentralization of competences towards the municipalities has not always been followed by either the required human, patrimonial and financial resources or the indispensable mechanisms to effectively ensure their accountability and supervision.

In regard to the distribution of competences between the municipalities and the parishes, the Law nº75/2013, September 12<sup>th</sup>, establishes a set of competences that, despite being originally held by the municipalities, are now to be taken by the parishes (*legal delegation*). As such, municipalities and parishes shall search for a common understanding in order to agree on the transfer to the parishes of the necessary human, financial and patrimonial resources that enable the exercise thereof. Under

this legal arrangement, some impasses and delays in the negotiation of the agreements have been noticed. Some resistance was also felt near the community and the parishes' public agents targeted in the administrative reorganization process that has reduced the number of parishes from 4.259 to 3.091.

In the period in question, public participation has been implemented, the access to information became easier and the phases of public inquiry that precede decision-making processes have been created. Nevertheless, public participation is still poor, particularly in what concerns the involvement of citizens, especially from the beginning of procedures in a perspective of *preventive participation*. Notwithstanding the legal obligation to incorporate public participation mechanisms in spatial planning procedures, Portugal is still short in terms of spatial planning culture and participation.

Moreover, the platform foreseen to follow-up and monitoring urban and territorial dynamics and spatial planning policies, has not come to an end. In the next years, the digitalization of public services and the diversification of communication channels with citizens and enterprises shall continue towards the strengthening of monitoring and participation and the use of ICT to trigger off modernization. These systems and technologies are crucial to the territorial enhancement.

In regard to urban safety and security, difficulties are mainly related to the lack of knowledge, on the part of designers, developers and municipalities, of the good practices and the technical rules that address the design and the construction of buildings and public spaces from the point of view of users, meaning the recognition of their rights and vulnerabilities.

In terms of social inclusion and equity, a high level of poverty and exclusion still persists, in spite of the strengthening of a set of measures and social programs to fight against the most severe and lasting forms of poverty and exclusion, to which the Program of Social Emergency (focused on poverty situations aggravated by the economic and financial crisis) is an example. It is noteworthy to highlight the emergency of the group of *new poor people*. Belonging to the middle class, they are now however pushed into a situation of poverty due to circumstances such as unemployment or indebtedness. On the basis of the experience gained with governance models, it has been broadly possible to guarantee under the partnerships a balanced relationship between the Central Administration, the local authorities and the social sector, as well as an articulation between the several territorial scales (supra-municipal, municipal and sub-municipal).

Noteworthy are also the incorporation of social inclusion and equity issues in either the IGT or the public services, the creation of specific legislation and the improvement (in number and diversification) of agents involved in the social sphere. The third sector has assumed a growing importance as a strategic partner in the area. It is however necessary to guarantee that all the stakeholders involved may have an effective

participation, to which new participatory mechanisms are required in order to build-up on the processes to involve the community.

With the Social Network Program it was possible to frame, at a territorial level, a significant part of social partnerships. These have been promoting a culture of social cohesion based on the knowledge of territories specificities and the territorial articulation of public policies in the fight against poverty and social exclusion by means of the diagnosis and planning for social local development. Other programs such as the Local Contracts of Social Development evidence that, whenever place-based interventions took place counting with the articulation of the several sectors (social security, health, education, job and training), the integration of individuals and families and the promotion of social cohesion goals achieve better results, in face of the specific needs of the most affected areas and the most vulnerable target-groups. As such, this type of interventions deserves further developments.

#### **IV. 27. Future challenges and issues for the New Urban Agenda**

The revision of the land use, spatial planning and urbanism policy framework and the land use financial regime focus on the adoption of rules to contain urban perimeters and discourage the spreading out of “fallow lands”. It favors a planned urban development, conditioned upon programming, contractualization and the preliminary verification of the economic and financial viability of public and private investments. Urban development public policies enshrined in the law are particularly focused on urban regeneration and rehabilitation, namely the challenges related to the rehabilitation of historic areas, the definition of housing strategies, the urban rental market and the conceptual evolution of cities (*sustainable cities, smart cities, urban analytics*). It also shows the emphasis on public policies monitoring and evaluation, including the need for indicators.

In this context, it matters to stabilize the legal framework, promoting administrative streamlining and procedural dematerialization, as well as the accountability of all the stakeholders involved in the process of ex-ante control. More than legal amendments, challenges remain in the change of some long-standing practices and behaviors, and in the creation of conditions for an effective implementation of the solutions envisioned by both the legal framework and the planning instruments. In this regard, it is fundamental to ensure adequate conditions for the adoption of multilevel governance models as a step towards integrated territorial development, fostering a vertical, horizontal and crosscutting cooperation between stakeholders at various territorial levels. It is also crucial, on the one hand, to enhance regulatory and supervision capabilities in urbanism and spatial planning and, on the other hand, to guarantee the necessary resources (human, patrimonial and financial) for further development of administrative decentralization and deconcentration.

In the scope of the reform of the State, the further development of decentralization assumes a particular emphasis through the transfer of competences in terms of education, health, culture, social action, as well as its extension to other areas such as transports, housing, civil protection, environment and economy. The assumption of competences in the field of transports is a particularly up-dated issue. Municipalities have already expressed their intention to assume the control of public transports services in Lisboa and Porto.

The new legal regime of inter-municipal entities (Law n.º 75/2013, September 12<sup>th</sup>) heads for the articulation between municipalities at an inter-municipal level, especially in regard to the use of available resources, particularly the shared management of services based on delegation of powers to the inter-municipal entities, as well as the creation of inter-municipal services and enterprises, and the strengthening, at an inter-municipal level, of the management and coordination of metropolitan networks in the fields of transports, environment and economy, among others. Another challenge is the democratic legitimation of AM and CCDR, in a framework that is expected to be materialized soon.

The platforms and the information systems that support, at a national, regional and local levels, public participation and citizenship, require for continuity, magnitude and development, together with the empowerment of institutions and territorial stakeholders. It becomes crucial to implement and adjust public participation processes according to the specificity of intervention areas.

In what concerns urban safety, the design and construction of buildings and the planning of public spaces are required to answer the needs and attributes of all the users, namely those that are more vulnerable, such as children, young and elderly people, as well as disabled persons and women, in order to overcome accessibility barriers (especially road barriers) and promote a fairer use of public spaces in urban areas. It is also necessary that building regulations submit the technical building standards to security norms, in order to eliminate the risk of accidents related to constructive features. Existing building structures shall be considered too. At the same time, it is necessary to guarantee the conservation of safety conditions in existing spaces and environments, namely by means of inspection and supervision.

In terms of social inclusion and equity, there is still the need for strategies of articulation at a national level. Focused on both an integrated growth and territorial cohesion goals, they envision for the promotion of complementarities between disadvantageous and dynamic regions, at a demographic and economic perspective. There are important challenges, especially in terms of ageing and its uneven distribution, as well as in terms of a balanced provision and location of community services and facilities.

Since social and urban fragmentation are at the root of exclusion, insecurity and inequity in the access to urban functions, the promotion of integrated urban

regeneration policies becomes meaningful, namely through the establishment of public-public partnerships and partnerships with local agents, based upon the aim of agreeing social inclusion in target-communities. It is also worth to foster a continuous involvement of every urban actor in planning and execution processes, ensuring the pursuit of the public interest in the development of projects and possible partnerships, in which the role of culture and the creative economy deserves special attention as a strategic leverage towards sustainable development.

The goals established for Portugal - to reduce, until 2020, the risk of poverty and social exclusion by at least 200.000 people and to achieve an employment rate of at least 75% among the groups between the 20 and 64 years - challenge sectors to effectively promote an articulation between sectorial policies and to strengthen local partnerships, as well as the dialogue among social partners and the social economy. An integrated, multi-dimensional and place-based approach is therefore necessary in the social field, to be built-up upon two main action-oriented axes that complement each other: preventive policies and early-based interventions; remedial action policies.

Though, it is necessary: (i) to promote jobs throughout the creation of community services, envisioning the professional insertion, the counseling and guiding of vulnerable groups, such as unemployed people, temporary workers and population at a risk of poverty; (ii) to signal and locally follow-up vulnerable situations in terms of poverty risk, child labor and isolation of elderly; (iii) to foster the dynamic and the density of local services and the networks for home, households and community support; (iv) to monitoring the local employment needs and the offer of targeted training actions.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: AML, AMP, ANMP, ANSR, APSI, CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, DGAL, ISS, PSP e RAA.*

Capítulo V. Urban Economy





## CHAPTER V. URBAN ECONOMY

### V. 28. Improving municipal/local finance

The exercise of the duties and powers of the local authorities is necessarily addressed to their own financial capacity. The financing of local authorities comes mostly from the transfers of the State Budget, the collection of taxes and the levying of duties, tariffs and other charges for services provided, as well as the incomes from their own patrimony.

Between 1995 and 2015, the tax-based activity of the municipalities has become wider and more diversified. With the approval of the Local Finance Law (Law n.º 2/2007, January 15<sup>th</sup>), the municipalities owned the power to set total or partial exemptions in relation to their own taxes – a faculty that requires for specific regulation. Municipalities also have gained the right to receive a share of the income taxes of people having their tax domicile in the area, in a rate to be established by each municipality up until the limit of 5% of that value. The measure is still in force.

The law has come to regulate in a more accurate way the debt of the municipalities, providing a set of rules to limit indebtedness and assure the financial restructuring and rebalancing of municipalities in a situation of structural or circumstantial imbalance. The situation of municipal indebtedness forced the adoption, in 2012, of a Program to Support the Local Economy. The objective was to proceed with the regularization of payments to suppliers in case of overdue debts with more than 90 days (Law n.º 43/2012, August 28<sup>th</sup>).

Along with the concern of rebalancing the financial situation of the municipalities, the new financial regime for local authorities and inter-municipal entities (RFALEI – Law n.º 73/2013, September 3<sup>rd</sup>) intended “to create simpler but more rigorous and coherent rules, namely in what regards budgetary balance, debts limits, mechanisms for financial recovery, individual and consolidated accountability, and external auditing and legal certification of accounts”<sup>13</sup>. A system of early warning was created to detect budgetary deviations and prevent financial imbalances. In such a situation, adjustment measures are needed which, in case of financial bankruptcy, may demand for the use of the Municipal Support Fund.

The Municipal Support Fund (FAM), regulated by the Law n.º 953/2014, August 25<sup>th</sup>, amended by the Law n.º 69/2015, July 16<sup>th</sup>, targets the financial recover of municipalities. For that, a contract between the FAM and the municipality (Municipal Adjustment Program) is concluded providing measures for budgetary balance and financial restructuring. Whenever this is not enough, financial assistance (loan) can be

<sup>13</sup> Explanatory memorandum of the Draft Law n.º 122/XII/2.<sup>a</sup>

granted. The use of such a mechanism can be either compulsory or optional: compulsory whenever the total debt of the municipality, according to the RFALEI, exceeds 3 times the average of current net revenues of the last 36 months; optional whenever it exceeds 2,25 times the average of current net revenues of the last 36 months. Based upon the experience earned, the Municipal Support Fund will be subject to revision to gain in efficiency and effectiveness.

In parallel with these initiatives, other operations for municipal funding were granted having as a target the significant reduction of payment delays to suppliers of goods and services. Funding encompasses a 60 % share granted by financial institutions and a 40% share granted by the State, with a grace period that lasts the entire financing period.

More recently, the global economy instability and the systemic financial crisis have led the Portuguese economy to ask for international assistance. This demanded huge efforts for economic and financial rebalancing, particularly in regard to expenditure control, with impacts in the reduction of resources addressed to the implementation of public policies. The aggregated analysis of municipal finance evidences a strong reduction of municipal incomes since 2009. In 2014, amounts came down to the income levels of 2002. This forced considerable cuts in expenditure, especially in terms of investment, as well as a significant slowdown in activity, being budget execution balances usually positive. As such, during these years, the local sector achieved significant debt alleviation, contributing to reducing public debt levels in Portugal, as well as to reducing the public deficit as a whole, in light of the consecutive budgetary surpluses.

#### **V. 29. Strengthening and improving access to housing finance**

The analysis of the evolution of the Portuguese housing stock reflects the fast pace of construction of the last decades. Portuguese cities have grown tremendously at a rapid pace, with few concerns in terms of urban efficiency. Portugal went through a cycle of urban growth that lasted approximately 50 years. From the 60s and 70s onwards, with the increase of urban population searching for jobs in industry and services, a strong demand for housing arose, leading to a rise in the building stock, especially in urban peripheries. The economic growth and the increase in purchasing power during the 80s and 90s pushed families to buy their own house, stimulated by easy access to bank credit, low interest rates and fiscal benefits. Portugal went from a situation of housing shortage to a surplus on the housing stock, becoming essentially a country of housing owners. In the last decade, the demographic growth in Portugal slowed down and came almost to a standstill (a growth of only 2% between 2001 and 2011), while the housing stock continuously grew, even speeded up. In 2011, the housing surplus has been exacerbated over 2001, with a total of 735.000 vacant dwellings, which corresponds to an increase of 35% in face of the previous decade (INE I.P., 2012).

At the same time, the rental market showed a very poor dynamic with only 15% of the vacant houses being made available for rental. In the country as a whole, the number of dwellings available for rental has increased from 80.000 to 110.000 between 2001 and 2011, representing a positive evolution in face of a very poor starting point. In the same period, the average value of rents grew 91%, from 123€ to 235€. But it is still lower than average charges monthly spent with home ownerships (INE I.P., 2012). The high percentage of empty or depreciated dwellings and the rising prevalence of second homes, usually addressed to a seasonal use, are other concerns.

There is therefore a gap between urban and housing practices and policies, and the actual social and demographic needs. It was the impacts of the financial and economic crisis that most have curbed these trends, contributing at the same time to the reestablishment of the rental market dynamic, which has also changed as a result of the new urban rental legal regime, 2012.

As such, in 2008 a shift from home ownerships to housing rents took place. Nevertheless, more than by public policies, changes were motivated by private over-indebtedness and poor access to credit of the Portuguese economy in a context of crisis, against what has happened in former years. In 2012, the urban rental legal reform was published (Law n.º 31/2012, August 14<sup>th</sup>), providing conditions for a greater dynamic of the rental market, fostering an increase in supply and therefore a reduction of rental charges. In regard to public leasehold, it wasn't approved until now a regime as such to regulate the specificities of social rents and to guarantee a more efficient management of public housing stock.

With respect to the several public programs related to the housing sector (non-refundable operations, support exclusively by the State Budget), they can be grouped into seven main groups (chapter V.30 specifies in a more accurate way some of these programs):

- Benefits on bank loans to support construction and home ownership;
- Resettlement programs, namely the celebration of cooperation agreements under the LD n.º 226/87, June 6<sup>th</sup> (cooperation regime between the central administration and the local social housing programs for leasehold), the Resettlement Especial Program (PER), created in 1993 and the Program REHABITA, launched in 2004 (*cf.* Chapter VI.35);
- The stimulus to leasehold, particularly the Stimulus to Young People's Rental (IAJ), initiated in 1992, which has been changed into Porta 65 Jovem;
- Programs to support rehabilitation (RECRIA, REHABITA, RECRIPH);
- Rental subsidies from the responsibility of the social security, essentially the ones of the general regime, but also the special subsidies for disabled or impoverished tenants. These have been practically extinguished in 2010;
- Direct promotion by already inexistent Housing Promotion Fund (FFH) and IGAPHE, respecting the promotion of housing developments;
- At last, non-repayable financing operation by FFH and IGAPHE in regard to Housing Development Contracts.

Cooperative societies in Portugal gave a crucial contribution (albeit uneven in regional terms) to the access to housing for young people and lower and lower middle classes. It was probably the unique response to the serious gap stressed by the collapse of the regular rental market. The subprime crisis of 2008-2011 also has had a share of responsibility on the bankruptcy of housing cooperatives, breaking up with an important resource on the access to housing whenever the rental market does not work properly.

Between 1987 and 2011, the Portuguese State spent 9,6 billion euros, 73,3% of which respect to interest rate subsidies to housing and construction credits. In a second place, there are the resettlement programs with a share of 14,1%, followed by the incentives to rental with a share of 8,4%. Other programs are residual representing as a whole 4,1% of the total amount.

### **V. 30. Supporting local economic development**

During the last 20 years the level of local economic development evolved.

The focus on both the creation of local and regional competitiveness clusters and the qualification of employment has favored, in some cases, the strengthening of local economic development. The increase in resources necessary to the production of scientific knowledge, the creation of innovation networks that make easier the application of knowledge to economic activity and the promotion of technology-based entrepreneurship potentially contributes to the reinforcement of competitiveness.

In terms of territory-focused financial instruments provided on the scope of the three last community support frameworks, several initiatives came up contributing to the strengthening of the local economic development.

Among the measures of national level, the Program COMPETE stands out with the investment in 19 competitiveness clusters, whose potentials to leverage value chains, improve the relationship between public and private entities and launch emerging activities reinforce the competitive position of the country at an international level, as well as the resilience of its innovation system.

The development of the National Network of Business Location Areas also got relevant results, although at a regional level, namely in the Centro and Norte regions. In this context, regional planning assumes particular relevance, with the consolidation of regional urban systems and the structuring role of urban centers for regional competitiveness and employment, despite having in fact limited endorsement on competitiveness and employment approaches.

Other programs were equally created envisioning the fostering of factors such as innovation and competitiveness at cities' national and international sphere, namely

throughout the exploration of strategic cooperation potential. Yet difficulties exist in synthesizing a common vision among strategic partnerships.

The idea of competitiveness strategies based on urban systems found some echo in the Territorial Development Programs accomplished in the regions of Norte, Centro, Lisboa e Vale do Tejo, anchored on the CIM. These programs have endorsed strategies of internationalization, competitiveness and attractiveness of regional urban systems, as well as priorities respecting the investments to be done by the municipalities.

The several Regional Operational Programs (POR) were also fundamental to strengthen the conditions of competitiveness and attractiveness of regions, consequently to the local economic development. But the impact was not the same in every region. In certain cases, notwithstanding the potential of the several investment areas, demographic shrinkage, ageing and the difficulty to retain qualified resources were hindrances to the local economic development. Nevertheless, there is little and occasional development of place-based programs and strategies associated with national plans of employment and competitiveness promoted by sectorial public entities. With respect to rural-urban linkages and to the effect of rural local economy in urban development, there has been some progress that did not remain indifferent to peri-urban areas, namely in regard to some economic and social challenges targeting the supply and sustainability of cities.

In the spirit of Community Initiative programs LEADER, EQUAL and URBAN, a new approach has been encouraging the diversification of economic activities in rural and peri-urban territories and the emergence of community economies. The objective is to boost entrepreneurship in rural areas and the autonomy of agriculture products (PROVE), as well as to support the creation of micro-enterprises and basic services and, more recently, the organization of short agro-food circuits. Another reference goes to the role of Collective Efficiency Strategies PROVERE (QREN-2007/13) that have been fostering, in a sustainable way, the competitiveness of low density areas, by means of innovative economic activities supported on the enhancement of endogenous resources.

A positive evolution can also be registered with respect to the direct role of local authorities in boosting local economy, through either the ownership of local enterprises or the participation in joint ventures. In 1998 such an activity was legally recognized and in 2006 local enterprises were assumed as private-law companies, although admitting the coexistence with public-law companies named *local business entities*. The scope of action of local enterprises was therefore limited accurately, which has been restricted to the management of services of general interest, the promotion of local and regional development and the management of concessions. In 2012, the legal regime of local business activity currently in force was approved, adopting the concept of *local business activity*. Among other aspects, the law came to stress the concern of guaranteeing the financial balance of local enterprises, namely by

requiring reporting and identification of situations that might determine mandatory dissolutions in companies.

### V. 31. Creating decent jobs and livelihoods

Urban territories have been priority seats for the implementation of inclusion and social cohesion measures (*cf.* Chapter IV.25). These measures have been focusing on processes associated with social exclusion in urban areas, such as poverty, difficulties in access to housing, services and facilities, and the expulsion of impoverished people to peripheries. The improvement of the quality of urban life depends on the creation of conditions such as the geographical proximity between home and work, the easy access to affordable housing, to economic activities and social facilities and urban network services, and the promotion of diverse cultural, social and economic activities as a way to generate job opportunities and entrepreneurship. In a context of lower incomes, higher unemployment rates and precarious employment, which worsened especially after 2010, such measures acquired rising pertinence and acuity.

After a period of decline in unemployment rate that reached its lowest level in 2000 (3,9%), the following years were characterized by an average rise of 0,6 p.p., which achieved 8% in 2007. From 2009 onwards, the increase in unemployment rate has been far worse, particularly since the moment Portugal has requested for Economic and Financial Assistance (in 2011 it was 12,7%). The highest value ever was registered in 2013 (16,2%). In 2014, unemployment rate started decreasing (13,9%); 2,3 p.p. less), a trend that is expected to be kept in 2015 (in the 3<sup>rd</sup> trimester of 2015, unemployment rate was 11,9%, 1,2 p.p. less than the homologous trimester), although the high levels of emigration recorded in the same period shall also be taken into account. Since the end of the 90s, either the long-term unemployment or the insertion of young people in the labor market was a constant concern of the Portuguese State's employment policies, to which was subsequently added the concern with the improvement of Portuguese people's qualification.

On the scope of the European Employment Strategy, the Portuguese State defined 4 National Employment Plans (PNE) for specific periods of time (PNE 1998-2002; PNE 2003-2006; PNE 2005-2008; PNE 2008-2010). The two first lied on the development of local partnerships implemented through the Regional Employment Plans (PRE), the Regional Employment Networks (RRE) and the Territorial Employment Pacts. In 2000 the entire national territory was covered by RRE.

With regard to combating unemployment and improving the qualification of Portuguese People, there has been articulation between employment and vocational training policy measures (already under application in the Institute of Employment and Vocational Training - IEFP) and specific measures provided by the PRE, with the aim of meeting the specificities of regional issues. Evaluation on the RRE evidences negative factors: the insufficient participation of stakeholders and private institutions; the

difficulty in conciliating the institutional protagonism of IEFPP with sectorial participation; and the fragility of associative and institutional networks in intervention areas. However, measures such as professional internships and other incentives to the creation of job demand for greater consideration on both advantages and disadvantages, namely those regarding labor market distorting.

In 1996, the Minimum Return Guaranteed (RMG) regime – currently called the Social Integration Income (RSI) – was created in Portugal. It was the first approach to overcome the mere discretionary social assistance. The intention was to remedy the lack of a minimum livelihood income for those who do not have resources.

RSI is a cash allowance, being considered a universal although transitory right, structured upon pre-established criteria and an insertion program based in an agreement between beneficiaries and the program, where both sides accept to implement a set of actions to promote the social, professional and community insertion of families. It is addressed to people and families in a severe situation of economic deprivation, for example when individual income or household income per capita is lower than the Social Pension (non-contributory social benefit).

#### **V. 32. Integration of the urban economy into national development policy**

The period after Portugal has joined the EU was marked by a cycle of large investments in infrastructure works oriented towards the physical integration of the Portuguese territory in the European space, which has represented a significant share of the overall public investment.

On the contrary, during the programming period 2007-2013, the State behaved more as a facilitator and regulatory agent rather than as a direct planner and investor, a position that seems to have been emphasized and hastened by the context of financial and economic crisis.

Thus, between 2007 and 2013 some instruments destined to serve the purposes of the enhancement and strengthening of the National Urban System were carried out as essential conditions for promoting the competitiveness of the national economy, the social cohesion and the sustainable development of the country; three inseparable axes of territorial development. However, in practice, the urban system part of the territorial model of PNPOT was seldom taken into account as a criterion of rationality on the location of structuring facilities. Poor developments were made on inter-regional coordination in the sphere of Metropolitan Regions and inland urban axes. In regard to competitiveness in the Inland Axis, complex demographic and territorial economic challenges remain. Articulation strategies at a national level are therefore necessary, focused on integrated growth and territorial equity goals, and based on the promotion of complementarities between disadvantaged and dynamic regions from a demographic and economic point of view.

The accomplishment of an agenda to strengthen the role of medium-sized cities is still critical to balance population distribution within continental Portugal, in order to meet the national parameters of social and economic development and territorial cohesion. This agenda is ever more critical as the country faces a problem of emigration of young qualified people in a context of economic crisis, which goes in parallel with other challenges such as the alignment with European dynamics of metropolitan attraction, the general ageing population and the residential immovability resulting from a housing policy based on home-ownership, along with real estate depreciation and households' indebtedness. In such a context, the network of universities has been crucial in its territorial coverage to endow structuring urban centers (part of the National Urban System) with the necessary qualified structures and resources to encourage competitiveness in the economic fabrics of such territories.

Cities were considered as drivers of internationalization and development by Polis XXI policy instruments and other internationalization and competitiveness strategic programs. Improvements in broadband and optical fiber infrastructures were also crucial to strengthen such a role, as was the participation of cities in international programs and networks.

Achievements generally fulfill the initially expected results, in regard to either the strengthening of inter-urban governance or strategic international cooperation programming. Nevertheless, they have fallen short of expectations in respect of innovative financing measures and territorial management and governance models.

The regional urban system, part of the PROT, integrates a network of resources able to foster competitiveness and territorial cohesion through functional specialization and enhancement of existing complementarities. In this context, it endorsed: the promotion of factors such as competitiveness, innovation, entrepreneurship and economic enhancement of resources; the qualification of community services in education and sanitation; the development of urban and metropolitan mobility and the public transport, as well as the improvement of accessibility conditions; and the enhancement of local administration governance and institution empowerment to local, sub-regional and cross-border development.

Notwithstanding the existence of strategic guidelines at different territorial intervention levels, coordination between the supports addressed to public and private investment and the pursuit of spatial planning and urban development goals has fallen short. Such vicissitudes are quite clear about the need to ensure some flexibility of inter-municipal instruments for cooperation in order they can reflect actual existing relationships.

On the other hand, the strengthening of inter-municipal governance, particularly in the metropolitan areas, depends upon the willingness of municipalities to commit to a long-term process of strategic convergence (with all the municipalities of the AM), which has been the main barrier to overcome.

There has also been a strong commitment of Portuguese cities and regions to join trans-European programs and cooperation networks. However, in order to better gauge the results, it is still necessary to assess impacts on institutions and their empowerment.

In regard to broadband, Portuguese cities are today well positioned in the European context. Nonetheless, the economic benefits for residents and employment growth still demand for deeper appraisal.

### **V. 33. Challenges experienced and lessons learnt in the areas**

In regard to local finance, the majority of the municipalities are in a delicate financial situation, partly due to the economic and financial crisis to which Portugal went through in the last years. This financial situation has been however mitigated by a rigid expenditure control.

Following the significant enlargement of local authorities' assignments and competences, in result of functional decentralization, especially at the domains of education, culture, science and social action, an additional pressure on municipal budgets is noticeable, particularly in municipalities with greater difficulties in finding their own incomes due to their economic and demographic profile.

The implementation of the Local Administration reform also has brought considerable financial restrictions. In 2013, the new financial regime of the local authorities and the inter-municipal entities was approved (Law n.º 73/2013, September 3<sup>rd</sup>) with the aim of contributing to promote budgetary control and prevent situations of financial imbalance. The municipal financial activity was conditioned by the new regime of commitments and delayed payments (Law n.º 8/2012, February 11<sup>th</sup>) and the Program to Support the Local Economy (Law n.º 43/2012, August 28<sup>th</sup>) to regularize municipal overdue debts with more than 90 days. In 2014, the Municipal Support Fund (Law n.º 53/2014, August 25<sup>th</sup>) was also approved oriented toward the financial recovering of municipalities.

In regard to revenue sources, the recent economic and financial crisis has precipitated a strong retraction on the real estate market, drastically reducing the investment on the building sector. This has originated a drop in municipal incomes coming from the collection of charges of construction and urbanization permits, which are a significant revenue source for municipal budgets, especially for some municipalities.

The reduction of municipal own incomes (particularly those of fiscal nature) was followed by the reduction, since 2011, of State transfers, in order to improve public accounts and meet the goals of the Program of Economic and Financial Assistance (PAEF), in force between May 2011 and April 2014.

Notwithstanding, municipalities saw their competences to be extended. The excessive indebtedness of municipalities in recent years was one of the circumstances that most conditioned the sustainability of municipal finance, curbing the decision-making ability of municipalities at the level of investments and municipal action.

Since the definition of the first legal regime of local enterprises (1998) and subsequent laws on municipal association, there has been, from the point of view of municipal organization, a significant increase of the entities constituted by the municipalities to develop their own attributions - local enterprises, associations and foundations. In what concerns local enterprises, this legal framework opened the doors to escape the rules of financial constraint that are applicable to every public entity, calling forth an answer to the problem by means of specific rules enshrined in the Legal Regime of Local Entrepreneurial Activity approved by the Law n.º 50/2012, August 31<sup>st</sup>).

Regarding the access to housing finance, the facilities granted especially during the 90s and the first years of the 21<sup>st</sup> century, particularly with respect to access to housing credit, but also to public financing for investment in social housing, led to a serious rise in the real estate sector in Portugal. From a housing shortage in the beginning of the 90s, the country entered into a situation of surplus with consequences, not only on urban sprawl, but also on the over-indebtedness of the country, the State, the enterprises and the families, to which was added a feeble rental market, without the necessary dynamic to counterbalance the aggressiveness of the real estate market. On the contrary to what was expected, the increase in supply did not force a fall in the average price of real estate transactions. Housing costs have remained too high, especially in central urban areas hampering their occupation, namely by the most-disadvantaged population sectors that were consigned to a peripheral urban condition. Indeed, the median burden with housing costs<sup>14</sup> has increased reaching 13,4% in 2014 (the highest value since 2004), while 9,2% of the population live in households with excessive housing costs<sup>15</sup>.

Overall, this period has showed a tremendous misalignment between housing supply and demand. With the outbreak of the subprime crisis in 2008 problems worsened. Impairment losses largely absorbed by the banking sector broadened, making the existing financing model, essentially supported on the debt capacity of the State and the banking sector, impossible to maintain. To which is added the fragile economic and financial situation of households that in certain cases has led to insolvency and housing vulnerability.

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<sup>14</sup> The median burden with housing costs is the median of the ration between the annual expenses with housing and the disposal income, deducting the social transfers related to housing in either elements of division. The housing costs include all the expenses related to water, electricity, gas and other fuels, condominium, insurances, sanitation, small repairs, as well as the rents and the interests of housing credits.

<sup>15</sup> The surcharge rate of housing costs is the share of population living in households where the ratio between annual expenditures with housing and the disposal income (after deducting social transfers related to housing) is superior to 40%.

Although with residual character, some place-based interventions came up oriented towards social-urban inclusion (URBAN II, PROQUAL, K'CIDADE, CLDS, Critical Neighborhood Program and Urban Regeneration Partnerships), the strengthening and qualification of the associative social fabric and the reversal of poverty and social exclusion cycles. Despite their importance vis-à-vis the proven effects, these policies were very much localized and did not have the necessary transversal character.

Successive Community Support Frameworks and Regional Operational Programs have been crucial during this period to strengthen the country's competitiveness and attractiveness conditions. They have also been important to support many private investments, probably being, in some regions, the main factor to push economic development forward. At the local level, municipalities have made a significant effort as well (albeit uneven and not always adequate) to create proper conditions for investment, namely through programs such as PROSIURB, PROCOM/URCOM and POLIS. But difficulties were many, starting from aspects associated with the selectivity of investments in structuring operations, to organizational aspects associated with the establishment of partnerships, financial aspects associated with the obligation to ensure national counterparts and leverage structural European funds, and, finally, regulatory aspects associated with the compliance, on the part of promoters, with national and Community rules, in domains such as public procurement, environment and spatial planning. This makes execution hard.

In terms of local economic development, to fight unemployment remains the main difficulty taking into account Portugal is passing through a restructuring process in a context of macro-economic crisis characterized by a break on economic activities and employment. Long-term unemployment is usually addressed to low-education levels of the population, which evidences major difficulties in returning to the labor market. Moreover, the local economic basis not always has been able to integrate young people, namely the ones with higher education levels.

With respect to urban economy, difficulties in strategic articulation persist, namely between the local, sub-regional, regional and national levels. In certain cases this means wasting opportunities linked with the promotion of joint synergies and complementarities between neighbor municipalities and regions. In this regard, the urban system gains in importance, at the several action scales, namely as a guiding criterion of a policy focused on investment and territorial development. Nevertheless, it has not always deserved the recommended adherence on the part of sectors and governments.

#### **V. 34. Future challenges and issues for the New Urban Agenda**

In the future, Portugal faces a number of challenges in terms of urban economy that can be systematized in the following issues:

- To ensure the economic-financial sustainability of the local authorities – the dependency of many municipalities on the transfers of the State Budget and the incapacity to generate their own revenues bring many indebtedness problems. In the last years, in result of the restrictions introduced by the administrative reform, significant constraints to municipal expenditure came up, reducing the capacity of investment and therefore demanding for new financing and organizational models, as well as for new territorial scaling;
- To consider new ways of financing the local authorities in order to do them less dependent from the real estate sector;
- To improve the life conditions of the population, namely housing conditions, focusing in particular the most vulnerable groups such as the elderly and the young families;
- To facilitate the revitalization of the rental market, especially through the reduction of the fiscal burden and the extension of conditional house rents regimes, but also through the rehabilitation of buildings, especially in historic centers and consolidated urban areas. In this regard, new possibilities arise within the new Community financing cycle. For the first time, housing is eligible for financing whenever part of rehabilitation operations associated with energy efficiency and urban regeneration;
- To reflect on the need to develop legal mechanisms to fight real estate speculation, namely the need to legally affect a share of new real estates to affordable housing;
- To reduce unemployment and create conditions for job retention and active participation of working population in the labor market, with policies oriented toward employability, the creation of new jobs and enterprises;
- To comply with the target of reducing in 200.000 the number of people experiencing poverty in the national territory, taking into account existing problems and giving priority to programs and actions oriented towards the fight against social problems linked to unemployment, low-skills in education, poor conditions for participation and citizenship, new forms of poverty, particularly associated with youth and long-term unemployment;
- To implement strategies embodying specialized services and infrastructures to support leading edge economic activities (technological parks, research centers, business incubators) on the path towards smart specialization.
- To enhance endogenous resources and intensify economic innovation namely by means of smart specialization.

Other important challenges are:

- The complexity of urban phenomena, at a social, economic, environmental and cultural dimension;
- The need to combine several public policy tools and financing mechanisms;
- The difficulty of articulating cities and their hinterlands (problems with the transportation system, the network organization and the provision of services);

- The entanglement addressed to the adaption to continuous technological changes (what does it means, e.g., in terms of employment, education or training).

In this context, financing instruments and opportunities foreseen at the scope of the new Community programming cycle, synthesized in the Portugal 2020, are particularly relevant. In a delicate economic and financial framework (Portugal has just gone out of a Program of Economic and Financial Assistance, still keeping a high sovereign debt – 129% of GDP in 2013 – and structural vulnerabilities on public finances), European Structural and Investment Funds (FEEI) are in many cases the only chance for the State and the Local Authorities to promote public investments and leverage private investments, fostering thereby urban economy and local development.

In this framework, place-based tools shall be highlighted, such as Community-led Local Development (DLBC rural, coastal and urban), Integrated Territorial Investments (ITI) and Integrated Actions of Sustainable Urban Development (AIDUS), which embodied integrated territorial approaches. The focus goes notably to the sub-regional level and to the ability of strategic coordination and partnership between territorial agents and stakeholders, either public or private, namely: the local power, the entrepreneurship association and the scientific and technological system.

While DLBC aim at promoting, in specific territories, a strategic cooperation between stakeholders, involving local partners to jointly develop and implement a local development strategy specifically addressed to local needs and opportunities, AIDUS are mainly focused on three investment priorities related to sustainable urban development: the promotion of low-carbon strategies associated with sustainable urban mobility; the improvement of urban environment and the revitalization of cities; the physical, economic and social regeneration of deprived communities.

At last, it is worthwhile mentioning the importance of peri-urban areas as interfaces between the city and the countryside, bringing opportunities and challenges in terms of sustainable urban development. In the last years they have gained a growing interest in regard to the greater self-sufficiency and sustainability of cities in terms of food security. There are several techniques, systems and strategies for the purpose, among which are the Agrifood Short Distribution Channels. These can assume the form of farmer markets, local trade fairs, collective sale points or agrifood baskets.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: : AMP, ANMP, CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, DGADR, DGAL, DGTF, IHRU e RAA.*





**Chapter VI. Housing and Basic Services**



## CHAPTER VI. HOUSING AND BASIC SERVICES

### VI. 35. Slum upgrading and prevention

In the last 20 years, the implementation of the Special Resettlement Program (PER) was absolutely decisive to reduce non-conventional dwellings (slums included) in Portugal. The program came up with the political intent of solving the proliferation of slums around the biggest cities. The initiative was regulated by the LD n.º 163/93, May 7<sup>th</sup>, and had as a goal the resettlement of households living in slums in the metropolitan areas of Lisboa and Porto. Beyond the eradication of slums, PER aimed at changing lifestyles (a solution to social exclusion to which the population living in slums are subject to) and promoting the urban and architectural quality of new developments. Under this program about 35.000 families were resettled, representing an execution rate close to 95%.

The resettlement of families was made by means of housing acquisition on the part of the municipalities and the construction of new buildings. It represented the chance for many families to have a decent house, contributing to eliminate dwellings without minimal standard conditions for living and to enhance the population's quality of life, namely in economic, social, urban and environmental terms.

28 municipalities were involved in the implementation of the PER. More than 48.000 families were identified as living in slums, 30.000 of which in the AML and 15.000 in the AMP.

Moreover, the initiative encompassed another variant – the PER-families. It was destined to households officially recorded in the scope of PER but with the financial conditions to solve their situation under non-refundable co-funding for housing acquisition for permanent residence, instead of waiting for the allocation of accommodations subject to a regime of supported rents. PER-families represented a share of 6% of the program, comprising a total of 2.000 households.

The evolution of non-conventional dwellings in the last 30 years is recorded as follows on Figure 27. Focusing on the period 1991-2001, one can see that, in 1991, 27.642 non-conventional dwellings were recorded, whereas in 2011 only 6.612 were identified, which represented a decrease in 21.030 dwellings, a 76% reduction (Figure 27).

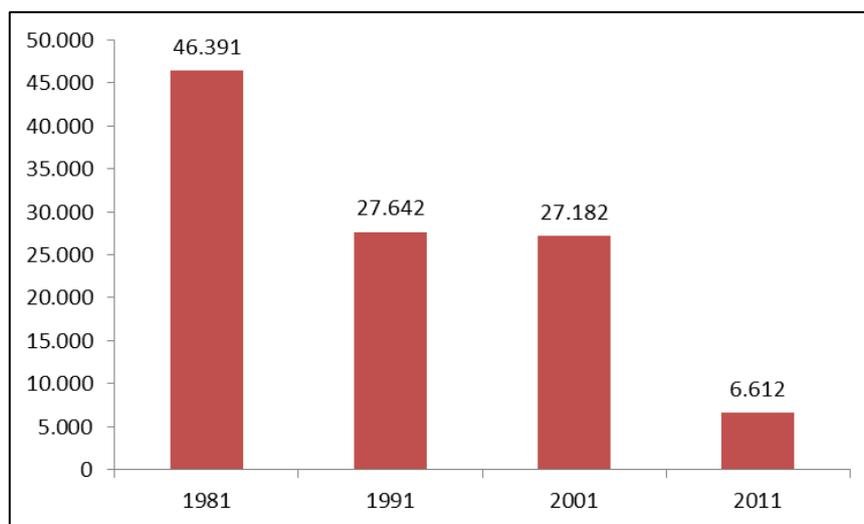


Figure 27 Evolution of non-conventional dwellings in the last 30 years

A closer focus in 2011 data, considering either the type of non-conventional dwellings or their occupation, shows the following numbers:

N.º	Shacks and rudimentary wooden houses	Mobile homes	Makeshift shelters	Others	Total
Dwellings	2.052	445	3.969	146	6.612
Households	2.103	460	4.162	153	6.878
Average number of households per dwelling	1,02	1,03	1,05	1,05	1,04

Table 6 Non-conventional dwellings, per type (2011)

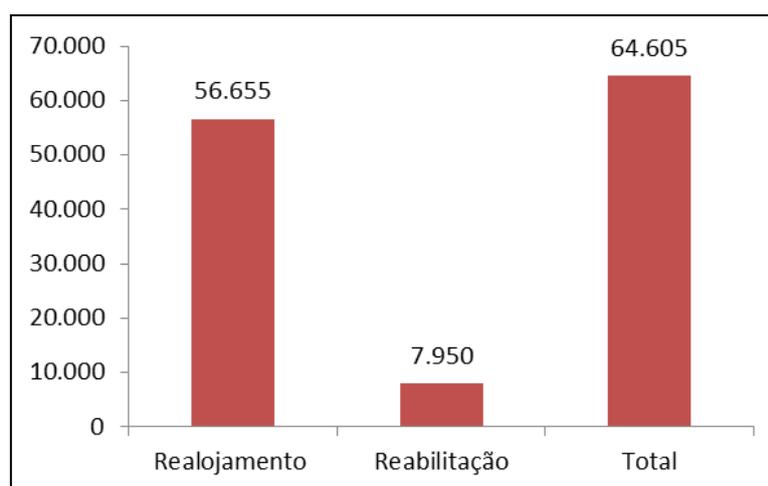
In percentage terms, data show that within the total number of non-conventional dwellings 60% correspond to makeshift shelters, while 31% are shacks. Mobile homes and other type of dwellings have a poorer expression representing respectively 7% and 2% of the total share (Table 6).

According to what has been recorded, 6.878 households live in non-conventional dwellings, in a slight overcrowded situation that represents an average of 1,04 households per dwelling.

In summary, one can say that in regard of overcoming existing housing shortfalls and without prejudice to the continuity of the public policies addressed to improving access to adequate housing, the Portuguese State has developed significant efforts, which has resulted in a considerable decrease in the last years of non-conventional dwellings (cf. Chapter VII.i).

## VI. 36. Improving access to adequate housing

In the period under analysis, different public policies were implemented in Portugal with the intent to ease the access of households to adequate housing. These policies were essentially pursued by means of Resettlement or Rehabilitation Programs. According to data made available concerning the last 24 years<sup>16</sup>, about 64.000 dwellings were financially supported, 56.655 of which in a resettlement basis, whereas 7.950 in a rehabilitation basis (Figure 28).



Credits: IHRU.

**Figure 28** Number of dwellings financially supported in the last 24 year in resettlement or rehabilitation basis.

In terms of resettlement, the highlight goes to the following programs: PER (LD n.º 163/93, May 7<sup>th</sup>, Collaboration Agreements celebrated under the LD n.º 226/87, June 6<sup>th</sup> and the PROHABITA Program – Access to Housing Financing Program (LD n.º 135/2004, June 3<sup>rd</sup>, revised by the LD n.º 54/2007, March 12<sup>th</sup>). The financially supported 57.000 dwellings (by means of either co-funding or loans) made possible to overcome the housing shortfalls of the most disadvantaged groups (socially and economically) recorded by municipalities. At a national level, the operationalization of resettlement programs was done through construction, acquisition, rehabilitation, rental and acquisition for rehabilitation. In the 90s, the program with greatest impact was the PER, while in 2000 it was the PROHABITA.

In regard to rehabilitation, it included programs such as RECRIA (LD n.º 329-C/2000, December 22<sup>nd</sup>), REHABITA (LD n.º 105/96, July 31<sup>st</sup>) and SOLARH (LD n.º 39/2001, February 9<sup>th</sup>), with a total of about 8.000 supported dwellings. Interventions were made at the initiative of the owners. RECRIA was the program with the larger number of dwellings being supported, while SOLARH was specifically addressed to the households with lower economic resources.

<sup>16</sup> Data refer to the programs that have been implemented by the Housing and Urban Rehabilitation Institute (IHRU). In effect, during the period under analysis there were other projects of municipal or regional initiative on which no information was made available.

Together, the public programs of the last decades for resettlement and rehabilitation made the access to adequate housing possible to about 64.500 households, covering almost 155.000 people.

In the last decades, the Portuguese State implemented two emblematic measures within the incentives to rental housing for youth: the Stimulus to Young People's Rental (IAJ) and the Program Porta 65 Jovem.

In terms of quantitative results, the IAJ, in force between 1992 and 2007, provided support for about 431.000 young people. From 2007 until the beginning of 2015, 103.000 young people were financed within the Program Porta 65 Jovem (20.000 of which dependent). Overall, during the period of analysis, 534.000 young people were beneficiaries of the programs (Table 7).

Program	Nº of young people supported
Stimulus to Young People's Rental (1992 to 2007)	431.000
Porta 65 – Rental by Young People (between 2007 and beginning of 2015)	103.000
<b>Total</b>	<b>534.000</b>

**Table 7** Number of young people supported by the programs to rental housing for youth

Another public solution with significant impacts in terms of improving access to adequate housing is social housing supply addressed to the most vulnerable and deprived groups at the fringes of society. The public social housing stock had in 2012 about 118.000 dwellings.

This solution – the supply of social housing dwellings – is provided at a municipal, regional and national level depending on the entity that owns the real estate assets.

On the point of view of occupation, it is possible to assess (according to the Survey of Social Housing Characterization – ICHS 2012) that 95,5% of the dwellings was occupied under a rental regime. It is estimated that this real estate has provided access to adequate housing to about 113.000 households, covering about 270.000 individuals.

### **VI. 37. Ensuring sustainable access to safe drinking water**

In Portugal, at the beginning of the 90s, there was only a company responsible for water supply in the municipality of Lisbon and in 20 other municipalities of Great Lisboa – the Portuguese Company of Águas Livres, S.A. (EPAL). Water distribution and wastewater sanitation are within the sphere of municipal competences.

The implementation of strategic plans in the sector and the entry into service of integrated systems within the Metropolitan Areas of Lisboa and Porto have definitely

contributed to a paradigm shift, bringing the sector into a new level of quality based on a more efficient management and greater environmental awareness.

In parallel, the investment made in more solid infrastructures for wastewater collection and treatment came to favor the conciliation between regular water supply to the population and high quality standards in terms of drinking water and services provided.

It is important to mention that it was in 1993 that a new cycle of public policies on water services was launched, under the approval of a new legal framework addressed to the management of water services and sanitation, as well as to the creation of multi-municipal systems for water distribution and wastewater disposal, opening the sector to different forms of ownership: State ownership by public company; private holding within the segment of municipal services, representing the opening of the sector to private companies; municipal ownership by means of concessions. These measures had as a consequence the segmentation of services between: *upstream* or *downstream*<sup>17</sup>, municipal or state-owned, public or private, water and wastewater sanitation. It was in this context that IPE – Águas de Portugal (AdP) was established, constituting one of the main policy business tools in the area of water supply and wastewater sanitation.

In 1999, the success of the first multi-municipal systems, together with the difficulties revealed by the municipalities in regard to a timely and efficient accomplishment of the projects financed under the Cohesion Fund, have led to the definition of strategic plans, namely the Water Supply and Wastewater Sanitation Strategic Plan (PEAASAR I 2000-2006) that pushed forward strategic action-oriented guidelines in order to ensure a good territorial coverage of the country in terms of water supply and wastewater sanitation.

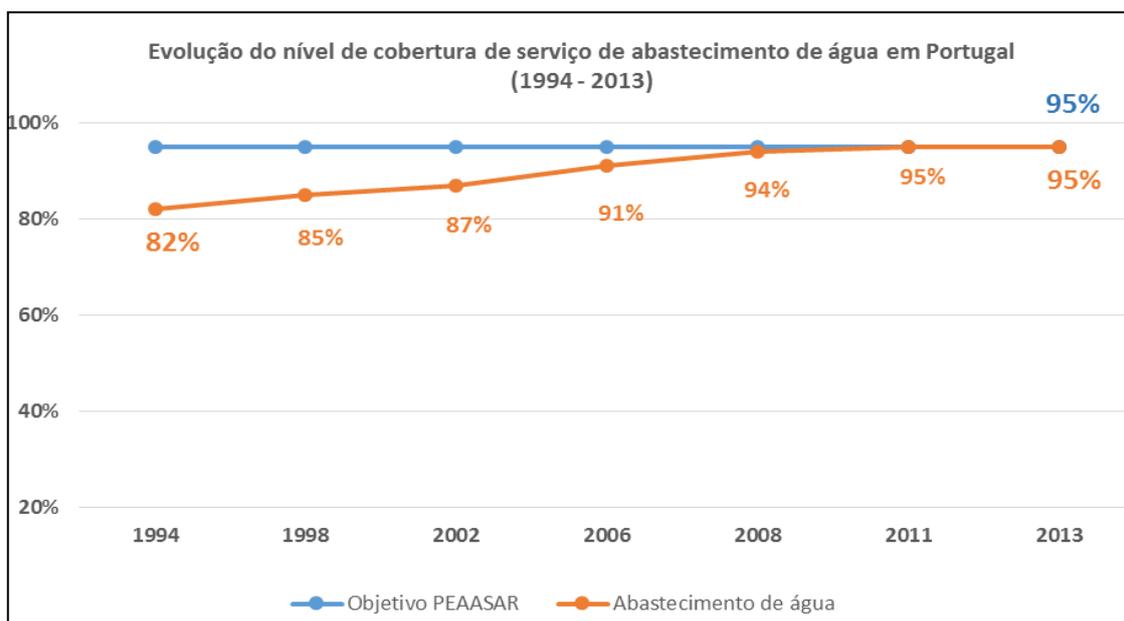
Despite the progresses achieved, namely in regard to the increased coverage in water supply services (which, in 2006, reached 91% against 85% of coverage in 1998) and the improved drinking water quality, as well as the rising implementation of multi-municipal upstream services systems, problems remained within the sector. These demanded for the update of the strategy established in 2000, which ended up with the elaboration of a new PEAASAR II 2007-2013 (Figure 29).

PEAASAR II established goals and introduced measures for the optimization of the management and the environmental performance of the sector both in upstream and downstream. It also came to clarify the role of the private sector.

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<sup>17</sup> In water supply upstream systems respect capitation, treatment, adduction and sometimes reservoirs on delivery points. Downstream systems respect distribution with all the branches and pumping stations. In wastewater sanitation, upstream systems are outfalls, interceptors, pumping stations and treatment stations, as well as effluents final destination plants. Downstream systems are collectors and pumping stations.

The country “has organized itself in an integrated way” to ensure sustainable water services based on a national strategic vision, adequate institutional, legal and regulatory frameworks and manageable governance models. Although remaining highly fragmented under the logic of municipal systems, territorial organization was forced into optimization by means of the exploitation of economies of scale (evolution from the local to the regional level), namely due to the existence of important infrastructure assets left by major investments, the existence in number and capacity of adequate human resources, and the definition of service quality goals to be followed-up by managing bodies.



Credits: ERSAR

Figure 29 Access to public services of water supply<sup>18</sup> in Continental Portugal

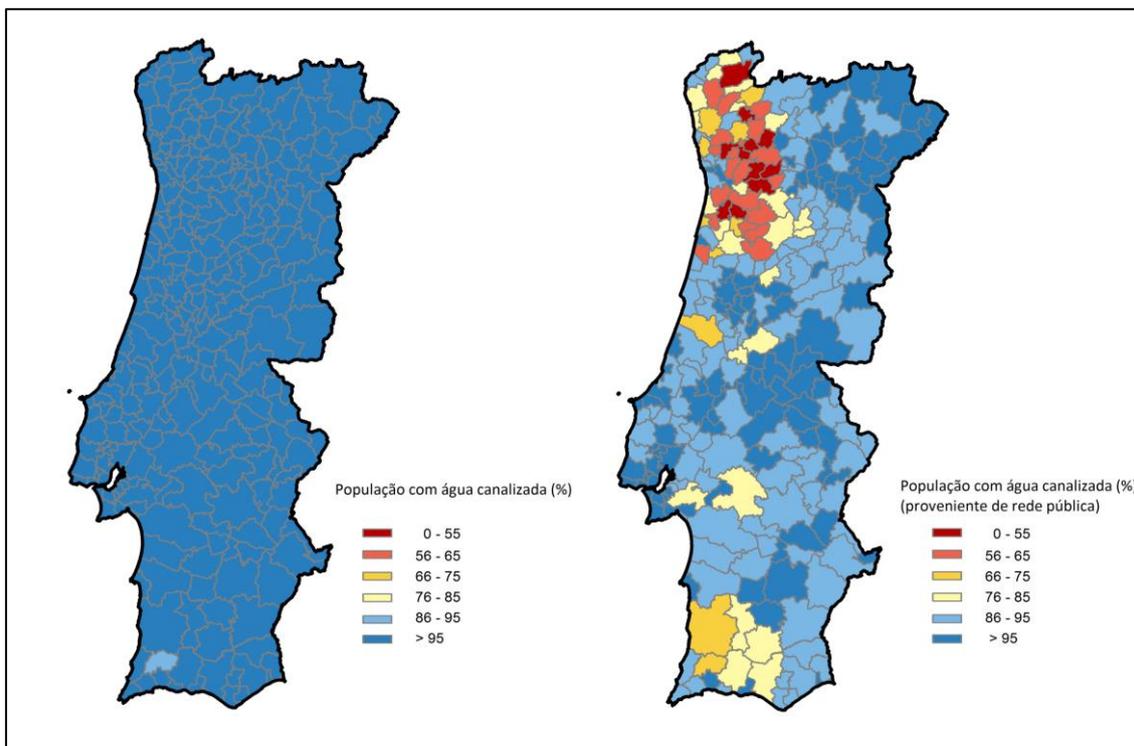
Between 2007 and 2013, the coverage rate of water supply services increased about 3% reaching the global milestone of 95% in 2011. Notwithstanding the results, an investment policy must go, even if in rational terms, with the aim of solving localized problems and managing patrimonial assets in a cost-benefit ratio perspective.

Figure 30 shows, per municipality, the spatial distribution of population with access to tap water<sup>19</sup>, also distinguishing the population having access to tap water regularly monitored provided by the public water supply network<sup>20</sup>.

<sup>18</sup> The indicator is percentage of dwellings with access to water supply public services, meaning the ratio between the dwellings with access to water supply public services and the total dwellings.

<sup>19</sup> Percentage of people with access to tap water, which is the ratio between people with access to tap water (including both public and private water supply networks) and people living in conventional dwellings used as usual residence (INE, Housing and population census 2011; In house calculations).

<sup>20</sup> Percentage of people with access to tap water provided by the public water supply network, which is the ration between people with access to tap water from the public system and people living in



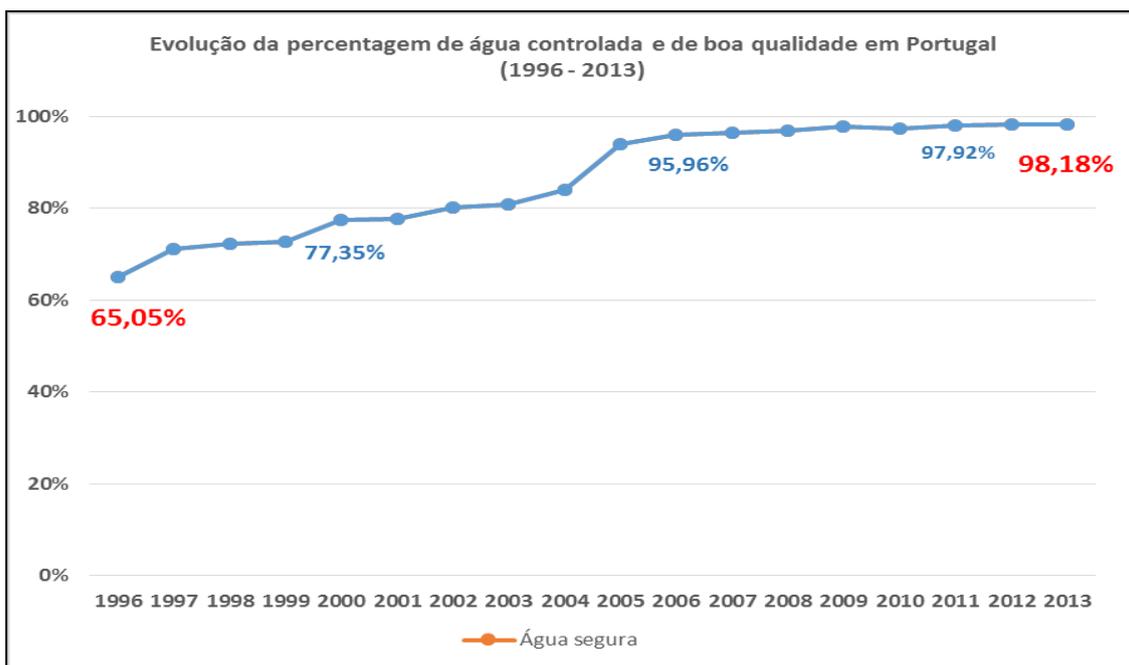
Credits: INE, Housing and population census 2011; In house calculations.

**Figure 30 Population with access to tap water in Continental Portugal.**

In terms of water quality, the safe water indicator<sup>21</sup> evidences a noticeable improvement in the quality of tap water, which reached 98% in 2013, in result of the adopted measures. Among these measures, there was the creation of a unique body for managing water control systems, the follow-up and control of water quality and the disinfection of water in distribution networks, as well as the modernization of infrastructures, with a growing number of official entities recommending the use of tap water in detriment to bottled water.

conventional dwellings used as usual residence (INE, Housing and population census 2011; In house calculations).

<sup>21</sup> Share of controlled good quality water, which is the product of the percentage of analysis made by the percentage of analysis complying with the parametric values fixed by legislation, namely parameters subject to routine control 1 (CR1), routine control 2 (CR2) and inspection control (CI) as set up on the LD n.º 306/2007, August 27<sup>th</sup>, Annex II.

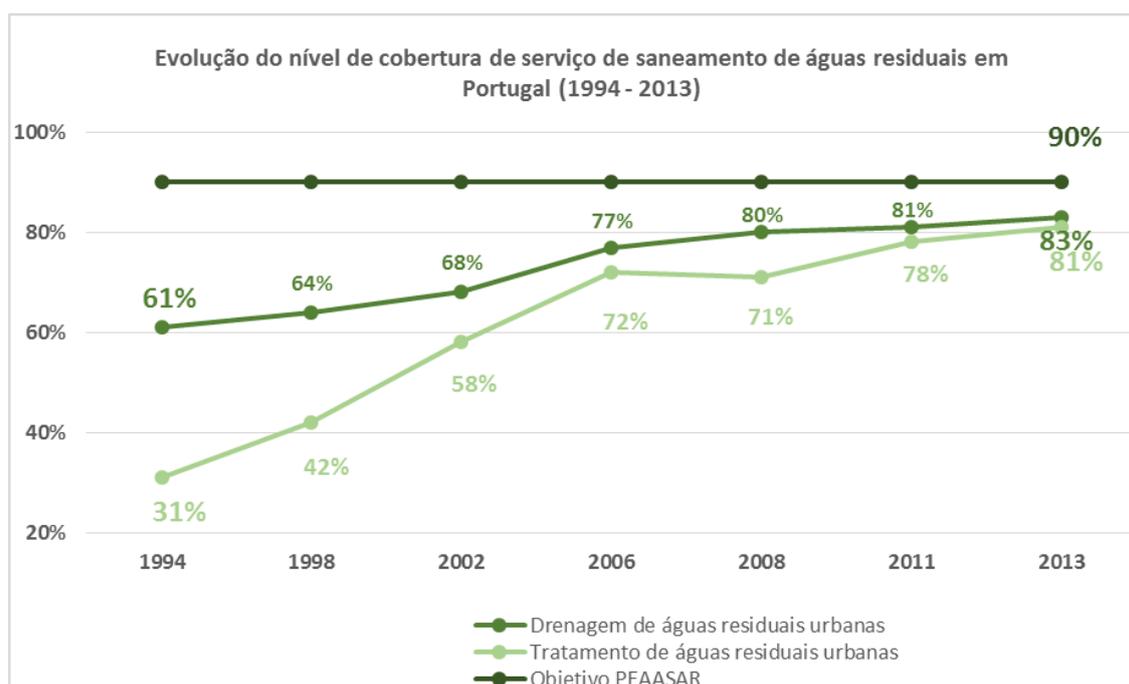


Credits: ERSAR

Figure 31 Safe tap water in Continental Portugal.

### VI. 38. Ensuring sustainable access to basic sanitation and drainage

In the 21st century there are still in Portugal shortfalls in wastewater collection and treatment with negative effects at a social and environmental level. The implementation of PEAASAR I triggered an improvement in wastewater sanitation services with adequate treatment. Service coverage jumped from 61%, in 1994, to 77%, in 2006, in regard to wastewater drainage, and from 31% to 72% in the same period, at the level of wastewater treatment. The significant increase in percentage terms (41%) of wastewater treatment was mainly due to the investment made on infrastructures of wastewater collection and treatment (Figure 32).



Credits: ERSAR

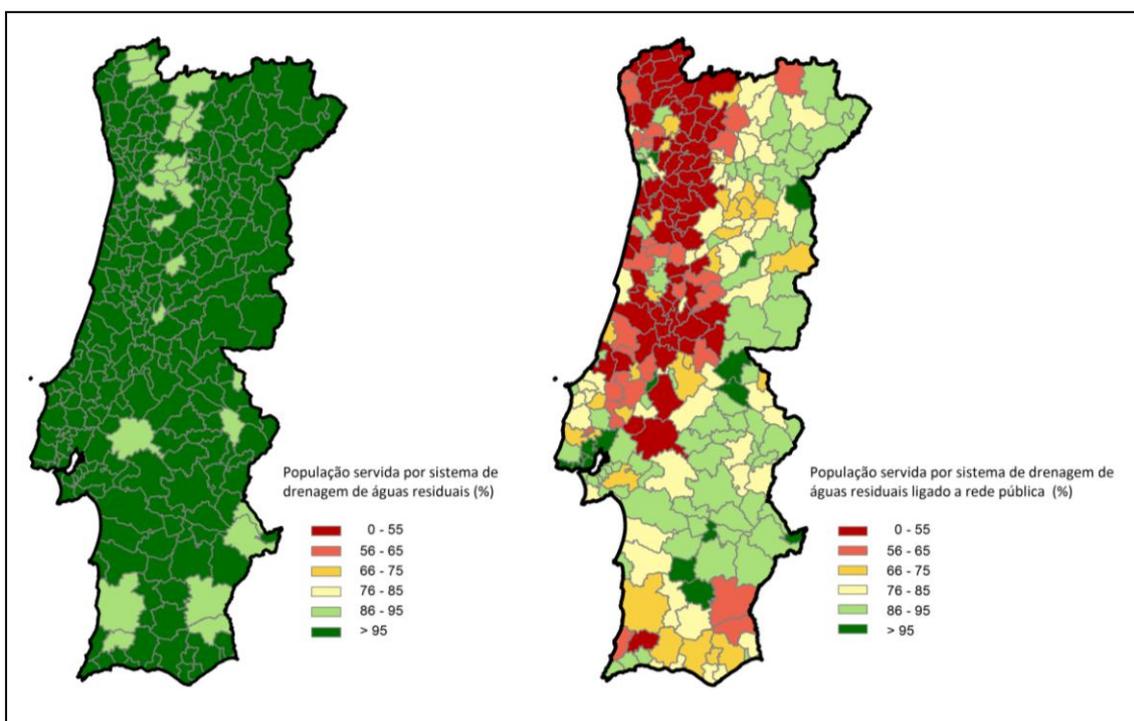
Figure 32 Access to public services of wastewater<sup>22</sup> in Continental Portugal

Between 2007 and 2013, during the term of PEAASAR II, coverage rate of wastewater sanitation services increased 9% in regard to treatment and 6% in terms of urban wastewater collection, reaching coverage levels of 81% and 83% respectively. The situation is still far from the milestone established in PEAASAR II where 90% of the population was foreseen to access public wastewater drainage services. Investments shall continue, although in rational terms, focused on environment, public health and asset management goals. Nevertheless, investments made in wastewater treatment have had positive impacts in bathing water quality, with benefits to tourism and the quality of life in general.

Figure 33 shows the distribution per municipality of the population with access to wastewater drainage system<sup>23</sup>. Although about 77% of the population is served by wastewater drainage systems connected to the public network, 22% of them are private systems (although connected to the public network), necessarily representing higher risks for both the environment and the public health. This situation has greater incidence in the North of Portugal and predominantly rural zones.

<sup>22</sup> Percentage of dwellings with access to public services of wastewater sanitation, which is the ration between the number of dwellings with available service and the total number of dwellings.

<sup>23</sup> Percentage of people served by wastewater drainage systems (where both public and private drainage systems are included) in regard to the people living in conventional dwellings used as usual residence (INE, Housing and population census 2011; in house calculations).



Credits: INE, Housing and population census 2011; In house calculations.

**Figure 33 Population served by wastewater drainage systems in Continental Portugal.**

Notwithstanding the great developments either in terms of infrastructures or service quality and continuity, in terms of efficiency and equity (regarding the fares charged) some regional disparities subsist in face of the population served by either wastewater treatment plants or wastewater drainage systems, namely in Norte and Centro regions. Interventions scheduled till 2020 aim at overcoming the constraints, particularly in the most deprived areas.

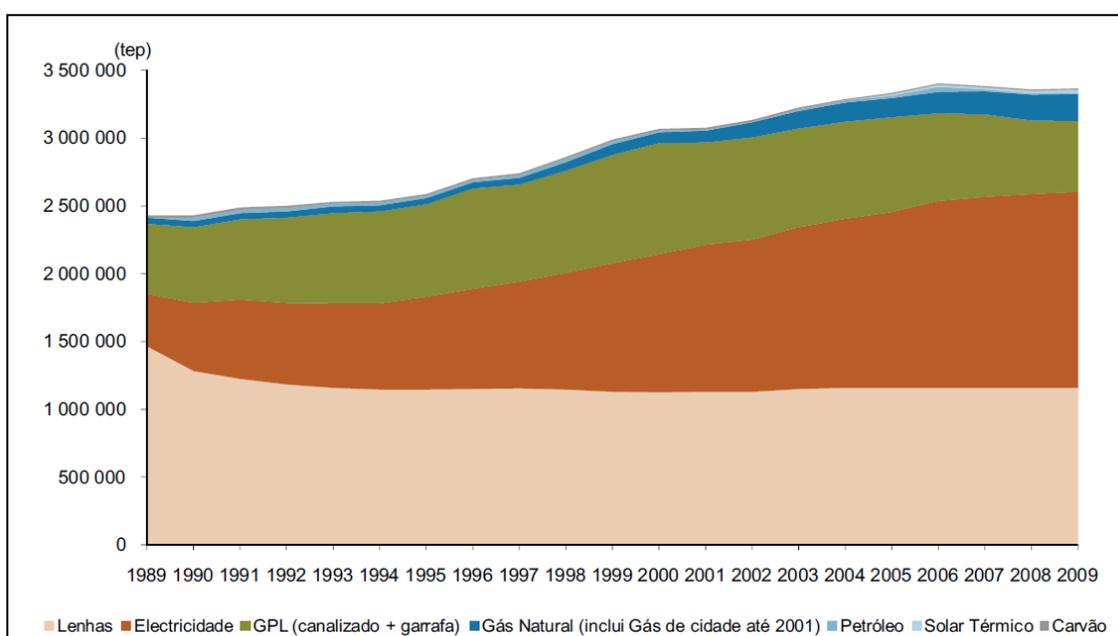
### VI. 39. Improving access to clean domestic energy

One can say that in Portugal almost all the population has access to electricity. In 1991, in the urban areas considered for the elaboration of this report (*cf.* Chapter VII. vi), the share of population living in conventional dwellings with electricity was already 99,08%, having the coverage levels been improved in the following decade (99,81% in 2001). These coverage levels do not differ significantly when considering, in the overall framework, the number of conventional dwellings connected to public electricity supply, which in 1991 was 97,72% of the total dwellings, stepping up to 99,54% in 2001. High coverage rates recorded in census 2001 led to the withdrawal of the indicator in census 2011. Yet, estimations pointed out for a coverage rate of public electricity supply of 99,9%.

The share of dwellings with gas is equally high (95,5% in 2010), although with predominance to LPG cylinders (70,5%) to the detriment of LPG supply (10,3%) and

even public natural gas supply (21,1%)<sup>24</sup>. In the RA the overall access levels are equally high or even higher (100% in RAA). But connections to the public supply network are few, especially in the RAA where only 2,3% of the dwellings have access to the gas supply system. Natural gas system does not reach the RA.

Despite coverage levels did not vary a lot in the last 20 years, especially in regard to public electricity housing supply where conditions were already excellent in the beginning of the 90s, energy consumption habits in Portugal have changed considerably during the same period.



Credits: Energy Balance (DGEG)

Figure 34 Evolution of the energy consumption in the household (tep) by energy source, 1989-2009

Electricity is today the most used energy source in the housing sector, having increased in the last decades. In the Survey to Energy Consumption in the Household Sector made in 2010, electricity had a share of 42,6% of the total energy used in Portuguese households, in comparison with 1996, with a share of 27,5%, and 1989 with 15,8%. Firewood is the runner up energy source in Portuguese households. But it has lost representativeness in the last years. In the end of the 80s, firewood accounted for over 60 % of total energy consumption of households, a share that has decreased to 41,9% in 1996 and 24,2% in 2010<sup>25</sup> (Figure 34).

In what refers to heating in conventional dwellings used as usual residence, as well as its energy source<sup>26</sup>, it is possible to say that in 2011 14% of the dwellings had no heating at all. Once again electricity is the most used energy source for heating purposes, accounting for 53,4% of the total heated accommodations. Electricity is

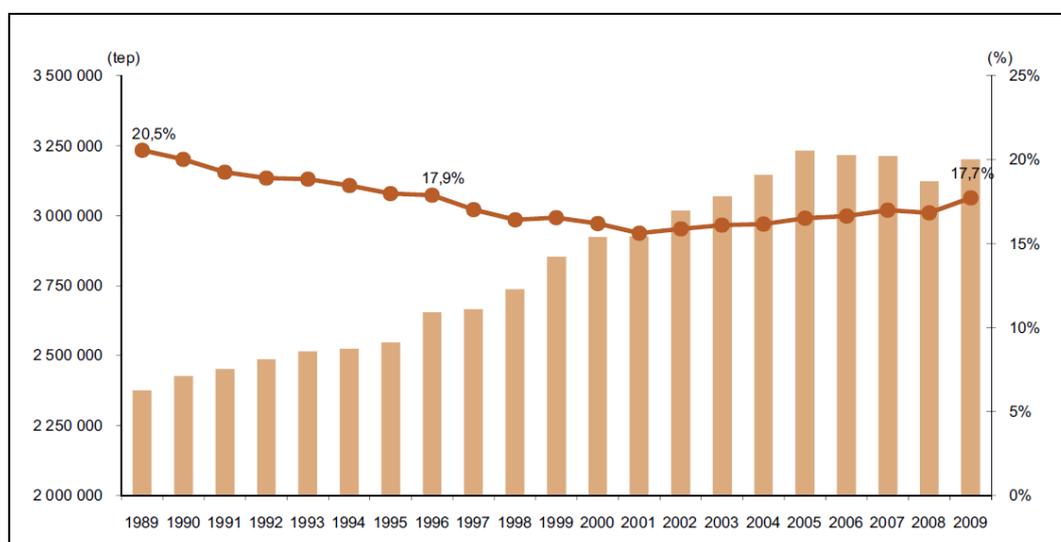
<sup>24</sup> Survey to energy consumption in household sector, 2010

<sup>25</sup> *ibidem*

<sup>26</sup> INE, Censos 2011

followed by solid fuels (wood, coal and others), with a share of 34%, and natural gas and other gaseous fuels, with 8,6%. The use of alternative energy sources for heating, such as solar and geothermal energy, still has no significant expression (0,21%).

In 1997, the construction of the main natural gas pipelines within the national territory allowed for the liaison of the industrial and domestic market to the natural gas energy source, which is considered the cleanest and safest energy source. From that time onwards, the introduction of natural gas (as a substitute for *coal gas*) also brought some changes on energy consumption habits. Despite having a poor expression in the overall energy products consumed by Portuguese households (4,97% in 2011 against 0,02% in 1997), which can be explained by the incomplete coverage of the national territory by the natural gas network<sup>27</sup>, it still is a fundamental energy source on the household sector, with a rising trend.



Credits: Energy Balance (DGEG)

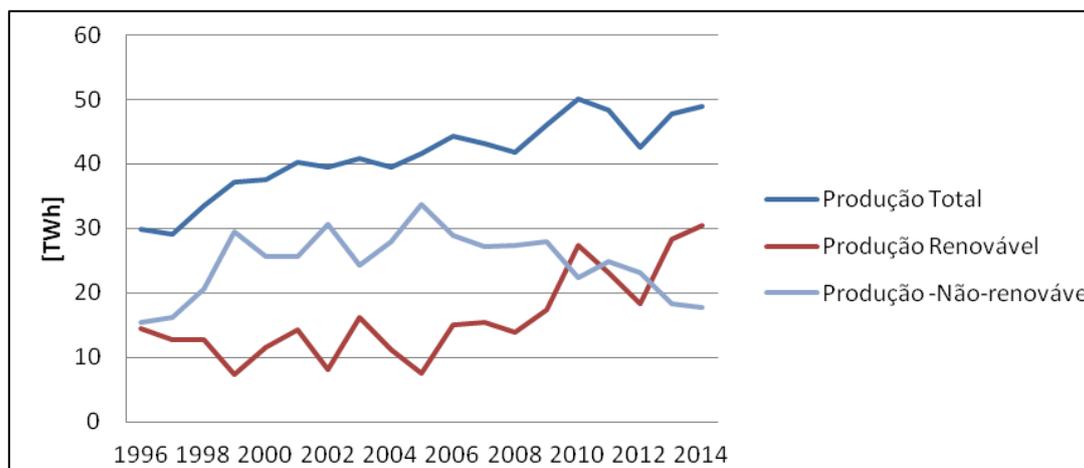
Figure 35 Evolution of energy consumption on the household sector (tep) and share (%) of energy consumption on the household sector on the overall consumption, 1989-2009

According to the Energy Balance, the household sector had in 2009 a share of 17,7% on the overall energy consumption in Portugal, presenting an annual average growth rate of about 1,5% in the last two decades (Figure 35).

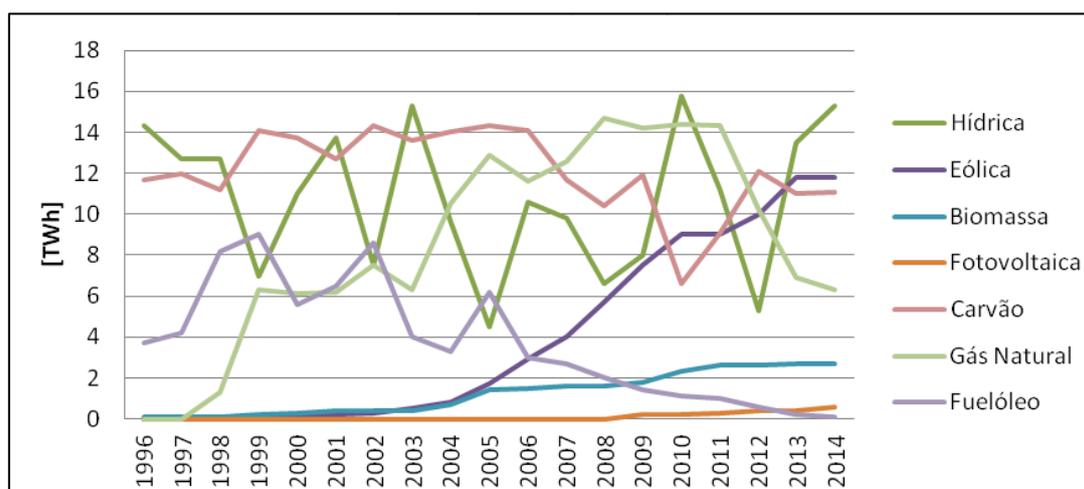
From the point of view of production, changes were registered on the energy sector in the last decades. In Portugal, the National Transport Network (RNT) is operated by REN - Rede Eléctrica Nacional, S.A. (REN-SA), connecting in extra-high voltage generators to consumption centers. The investment in the electricity network followed the increase in renewable energy generation, especially wind and hydro energy, mainly at the inland of the country. Efforts have been made to improve the transmission of renewable energy to consumption centers. Currently, more than 30 injections points

<sup>27</sup> Natural gas transmission system has currently about 1.400 km, mainly developed in coastline areas, but also reaching inland municipalities such as Celorico da Beira, Guarda, Castelo Branco, etc.

of wind energy and 3 of photovoltaic installations energy sources are connected to the RNT.



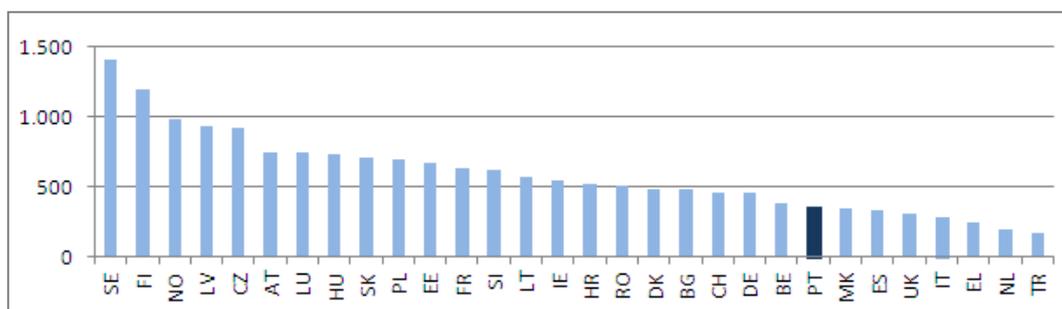
Credits: REN-Rede Eléctrica Nacional, S.A.  
Figure 36 Production of energy in Continental Portugal



Credits: REN-Rede Eléctrica Nacional, S.A.  
Figure 37 Distribution of energy production in Continental Portugal

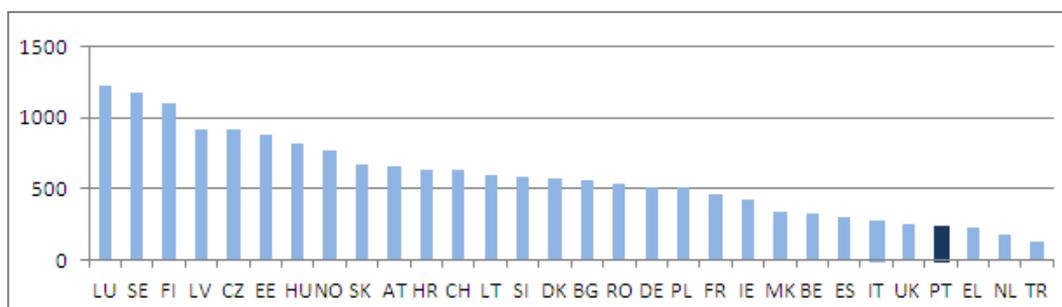
#### VI. 40. Improving access to sustainable means of transport

In a period when the road system experienced a very strong expansion and the motorway network became one of the most extensive in Europe (Km per million inhabitants) (cf. Chapter III.17), the railway network, already beneath the European average (Figure 38), was drastically reduced (in relative terms, it was the biggest reduction among European countries experiencing network reductions), becoming one of the smallest in Europe (Figure 39). Portugal is also one of the rare cases where the extension of the railway is inferior to the motorway network (Figure 40).



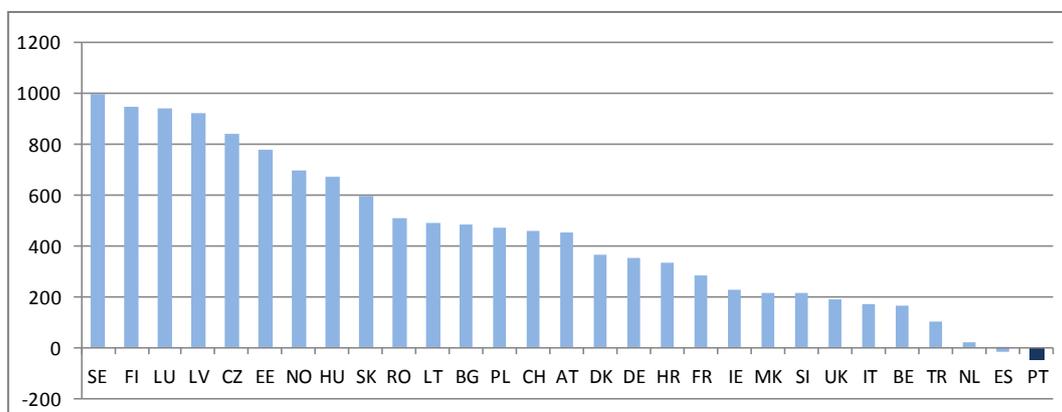
Credits: Eurostat

Figure 38 Extension of the railway network in European countries in 1985 [Km/million inha]



Credits: Eurostat

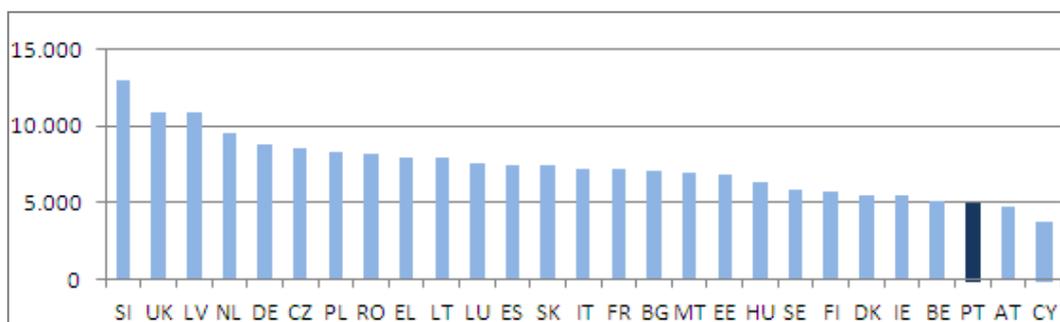
Figure 39 Extension of the railway network in European countries in 2013 [Km/ million inha]



Credits: Eurostat

Figure 40 Difference between the extension of the railway network and the motorway network in European countries in 2013 [Km/ inha]

Supported on the expansion of the road system urban sprawl arose in Portugal, and public authorities were not able to restrain it. This has led to a decrease in population density inside Portuguese urban areas that recently were recorded among the lowest-density areas at a European level (Figure 41). The process pushed forward the decreasing accessibility to the railway network, worsening the conditions for the provision of public transport services and networks, their use and the use of soft modes.



Credits: Eurostat

Figure 41 Population density in urban areas in European countries in 2013 [Inha/Km<sup>2</sup>]

Notwithstanding the investments made in transport systems (the modernization of suburban railway networks of Lisboa and Porto, the extension of the subway in Lisboa, the construction of the light surface metro system in Porto and Sul do Tejo), in contactless ticketing and other operations support systems, and in passenger information systems, there are still a significant number of urban centers without urban public transport networks (Figure 42). Several shortcomings persist on the integration between public transport services, in terms of infrastructures, timetables, tariffs and information, as well as on the integration between public transport and soft modes. Moreover, in many areas all over the country, the frequency of public transport services is very low, imposing serious constraints to the access to sustainable means of transport.

Recent studies<sup>28</sup>, establishing a comparison (in purchase power parity terms) between tariffs applied on urban public transport services in several Portuguese and European cities, show that prices tend to be higher in Portugal, especially among the tickets most used by regular customers. Economically, this situation hampers the access to public transport and raises some problems of social equity in the exercise of the right of mobility.

The reduction in the number of passengers, consequence of the modal shift towards the individual transport (*cf.* Chapter III.17), the increase in exploitation costs (worsened by urban sprawl and traffic congestion) and the under-investment in the public transport system have led to the indebtedness of the sector, to tariff increases and supply cuts, which ended up in the contraction of demand. A declining dynamic of the system was triggered off, entering into a vicious circle.

<sup>28</sup> Metropolitan Authority of Transport; RUITEM; 2013.

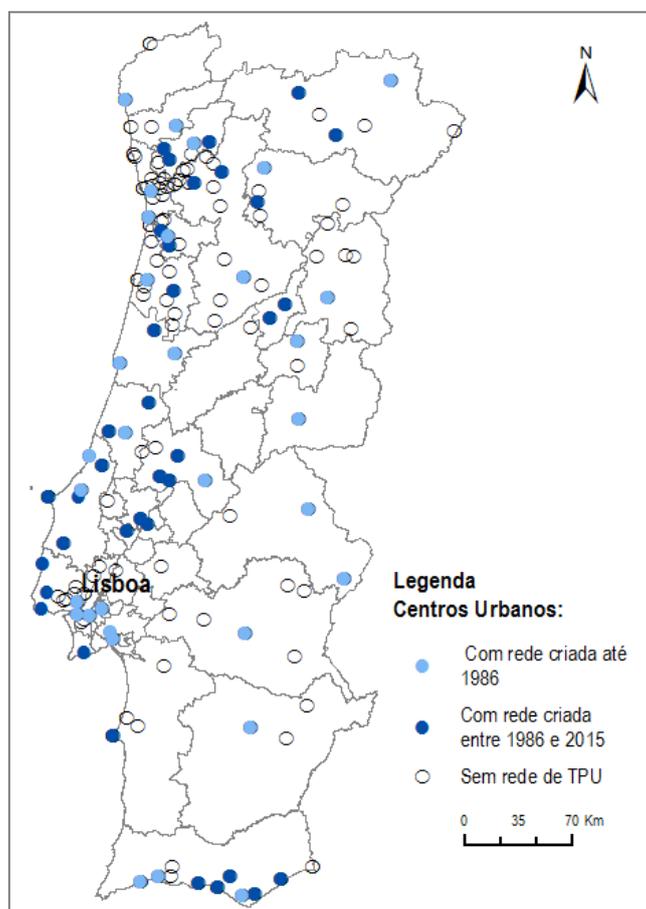


Figure 42 Urban public road transport networks in Continental Portugal

The growth of mono-functional urban areas, the design of public spaces (giving priority to cars to the detriment of other means of transport), the proliferation of physical barriers for pedestrians, the increasing volumes of traffic, as well as speeding, congestion and improper parking (supervision authorities have had some difficulties to hinder it), have brought increased difficulties to the use of soft modes and to the access to public transports.

As a result of a combination of factors previously described, additional population segments are captive to the use of private car.

In the RAA, the growth of the car fleet in recent years has brought some congestion, but not too significant. On the other hand, both the demand and the supply of urban transport services increased. Noteworthy is the minibus services in the two biggest cities of Açores – Ponta Delgada and Angra do Heroísmo, which had positive impacts on the mobility conditions of insular urban areas. Public transport services for passengers (bus services) are offered in every island (at least the school transport). Nevertheless, improvements are needed in terms of coverage and frequency.

#### VI. 41. Challenges experienced and lessons learnt in the areas

From the point of view of housing, Portugal left a situation of housing shortage at the beginning of the 90s (several studies pinpointed the need to build about half a million of new houses, not least because there was a large amount of illegal and precarious constructions), to a situation of housing surplus. In 20 years the country has built a million and a half new houses, eliminating in technical terms the lack of housing. Nevertheless, other problems have emerged such as disposal, occupation and conservation of excess stock. Currently the housing sector in Portugal is in a paradoxical situation. On the one hand there is a large number of vacant houses (about 735.000). On the other hand there is a difficulty for households in accessing housing adequate to their own needs and possessions. Between 1970 and 2011, housing stock per capita grew from 0,31 to 0,55 and the ratio of conventional dwellings per household went up from 1,15 to 1,45. In the same period, the average size of Portuguese households decreased from 3,7 individuals to 2,6. A marked ageing population was also recorded, as was the fall on the reproductive rate that went down from 1,46 to 0,66.

Nonetheless, problems persist related to the deterioration of housing stock, not only in historic city centers, but also in social housing districts and other suburban neighborhoods that reach today a lifetime of about 40 years. The poor quality building and the lack of regular conservation works have revealed situations of decline and degradation that jeopardize the quality of living space in these areas. In 2011, census recorded a country where about 1 million buildings (28% of the building stock) were in need of repair, 400.000 of which demanding substantial repairs and 59.155 of which in a serious state of deterioration.

Other difficulties are household mobility and housing costs, which remain very high, particularly in urban centers. The downturn in the rental market (which dropped down from 46% in 1970 to 21% in 2011), in the face of permanent home ownership solutions (which rose from 54,5% in 1970 to 79% in 2011) that have resulted from both rent freeze policies and housing credit boost, has been a hindrance to affordable housing, in particular on behalf of the youngest and the most vulnerable groups.

In RAA, notwithstanding the programs made available on behalf of the Regional Government, there are still difficulties in accessing adequate housing, with particular incidence upon a few parts of the housing stock and some specific households.

In regard to water supply and wastewater sanitation, results reached in this period, under the implementation of strategic plans - PEAASAR I (2000-2006) and PEAASAR II (2007-2013), show that some targets were successfully achieved, others are in progress, while others still fell far short of the target. Crucial problems of a structural, operational, economic, financial and environmental nature remain within the sector, particularly at the level of downstream municipal systems.

In PENSAAR 2020 (a new strategy for the water supply and wastewater sanitation sector) important constraints are set up to be solved through the sectorial strategic approach foreseen for 2014-2020 horizon:

- Unawareness about downstream infrastructures of both water supply and wastewater sanitation, associated with the lack of cartography, to accurately determine the location of such infrastructures that in most cases are worked into the soil;
- Relative low level of utilization of certain infrastructures, associated with inappropriate dimensioning in the face of current population situation;
- Insufficient pace of infrastructures rehabilitation, which is estimated to fall 50% below of what is recommended;
- Existence of large volumes of non-invoiced water;
- Unawareness on behalf of many managing bodies about the real costs of water supply and wastewater sanitation services;
- Cost recovery below appropriate levels to guarantee the economic and financial sustainability of the managing bodies and the sector as whole;
- Inadequacy of tariffs that are low enough to cover in affordable terms almost all users, but reveal not to be economic and financially sustainable for some managing bodies (serious asymmetries exist);
- Problems in regard to the availability of financial resources, namely the access to debt on the part of managing bodies.

In regard to waste, it is fundamental to provide citizens with information and awareness in order to claim for their crucial contribution to reach good levels of waste selective collection in waste-flows such as packaging, electric and electronic equipment, batteries and accumulators. This will bring savings in resources due to their further recovery. Improving selective collection and urban waste treatment operations is another challenge, looking for greater synergies between Urban Waste Management Systems (SGRU), namely by means of the sharing of infrastructures and good practices on waste prevention and recovery, in compliance with the hierarchy of waste management. Efforts shall be addressed as well to national industries in order to apply for more sustainable products, to be tackled in terms of eco-design, product life-cycle and suitability for re-use and recovery.

In terms of urban mobility, although the strengthening of sustainable means of transport, to the detriment of private cars, has been widely acknowledged as a fundamental step to solve the serious problems of the sector, huge difficulties remain in shifting the way entities act. Examples of inertia are the withdrawal of almost all the investments in the railway network (under the argument of the economic crisis), the closing of other railway lines and the resistance to the implementation of parking parameters associated with limited access of cars to downtown cores or well-connected areas. Other difficulties and shortcomings remain in intermodality and the exploration of interfaces between the several transport means.

## VI. 42. Future challenges and issues for the New Urban Agenda

The biggest motivation of the National Housing Strategy is the creation of conditions to improve the access of households to housing, in terms of finance, location, quality, comfort, security, accessibility, typology, occupation pattern, mobility and urban environment. The strategy rests on three pillars that synthesize the main challenges the housing sector meets in the future:

- Urban rehabilitation, in regard to: encouraging regular and long-term conservation of the building stock, by means of a culture of maintenance and repair routines and the creation of a legal framework oriented towards a more efficient management of condominiums, with a view to building conservation; reducing costs and simplify licensing for building rehabilitation; attracting investments for the rehabilitation of the housing stock; creating new supply of lodging accommodations for rental purposes in city cores of major urban centers.
- House rental, particularly in regard to: streamlining the rental market; integrating and enhancing neighborhoods and social housing upon the diversification of rental offers, especially addressed to the most deprived households.
- The qualification of accommodations, namely attending to: contributing to social inclusion and the protection of the most disadvantaged, the marginalized communities and the homeless; meeting new social and demographic realities, reducing social housing units in size and adapting it to different types of users, namely the disabled persons, the elderly and the single parent families; enhancing lodging conditions taking into account that costs cannot compromise access to housing.

At the level of basic infrastructures, there are some areas, particularly in metropolitan areas, where the intention is mainly the reinforcement and completion of basic sanitation supply systems. Whereas the current coverage level of water supply service is above 95%, and the one of wastewater sanitation is close to 90%, the strategy established on PENSAAR 2020 to the sector, within the horizon 2014-2020, identifies the following issues and challenges:

- Efficient management and optimization of available resources, namely infrastructural assets or other assets carried out during the last two decades.
- Economic, financial and social sustainability of the sector, especially in regard to cost recovery, which is one of the biggest challenges for the sector once the population hardly recognize the value of the services provided.
- Environmental protection and enhancement of water bodies quality, minimizing improper inflows that affect the performance of managing bodies and jeopardize the environmental and hydraulic performance, forcing the rise of operational costs.

- Adaptation of water supply and wastewater sanitation systems to natural catastrophes resulting or not from climate change, for example, earthquakes.
- Inclusion of the sector and its activities at the service of a green economy, exploiting resources and sub-products to obtain economic gains in a national and transversal perspective.
- Data acquisition and availability, compatible with the need to manage at different levels, whereas the sharing of information also comes to maximize the cost-benefit ratio for the sector.

In regard to waste, challenges are especially addressed in the National Plan of Waste Management (PNGR) structured upon 8 Operational Goals:

- Prevent waste production and hazardousness;
- Consolidate and optimize the waste management network;
- Promote the closing of material-cycles and the cascade use of waste energy;
- Manage and recovery environmental liabilities;
- Foster citizenship and agents performance;
- Adequate and enhance the application of economic and financial instruments;
- Adequate and streamline administrative processes;
- Foster knowledge within the sector in a logic of lifetime cycle.

In terms of electricity, it is worthwhile mentioning that, since 2009, more than a half of the energy annually produced derives from renewable resources, reaching a share of 74% in 2014. In 2016, the most relevant renewable sources are the wind and solar energy, cogeneration and small hydro plants. Until 2025 it is expected that the energy produced by renewable resources will increase, mainly the one coming from biomass and solar resources with expected targets for growth above 75%, and the one coming from waves and small hydro plants with growth objectives above 30%.

To build up on the natural gas distribution network in northeast Portugal is also foreseen.

Regarding the challenges associated with urban mobility, the over-indebtedness of the sector on the current context of economic crisis and the huge financial pressure over public finances represent an inescapable challenge in mobilizing the necessary resources to solve the serious shortfalls felt on the supply of sustainable means of transport. Investments on intermodal solutions and on the articulation of the several means of transport, either individual or public, and between these and the soft transport modes and other sharing systems, are undoubtedly one of the challenges henceforth in the view of sustainable mobility. As such, it is necessary not only to strengthen networks and infrastructures, but also to promote stronger articulation between the several stakeholders in the sense of reaching better levels of coordination between operators, information and services provided to passengers.

Pressure carried out by ageing population over the public space is another ever more crucial challenge, whose conditions do not favor in many cases the circulation of persons with limited mobility, particularly in the access to interfaces and public transport stops from which they are major users.

In the RAA, the housing policies that have been developed will be effective only if articulated with other more preventive approaches namely related with other dimensions of life and social support.

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: AdP, AMP, ANMP, APA, IHRU, IMT, RAA e RENSA.*



**Chapter VII. Indicators**





## CHAPTER VII. INDICATORS

### Chapter VII. Indicators

The following indicators are built upon the reference of official statistic data (INE) collected in the census operations of 1991, 2001 and 2011.

Whenever the indicator requested by the UN is specifically addressed to urban areas (“*residing in urban areas*”), the territorial units adopted as a reference are the agglomerations officially awarded with the category of city and the metropolitan areas, considering each of the census years. In regard to cities, the adopted reference was the *census cities’ limit*<sup>29</sup>, whereas the metropolitan areas include all the municipalities which are part of it, i.e., all the municipalities belonging to the AML and AMP (*cf.* Introduction).

For indicators i, ii, iii, iv, v, vi, viii. ii and xii requested by the UN, it was possible to find statistical data for Portugal not too far away from what is required. Therefore, the information made available on the following fact sheets exclusively regards these indicators.

Table 7 gathers the entire list of indicators made available, linking each one with its respective match of the UN’s list, functioning thus as an index for the indicators fact sheets that follow.

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<sup>29</sup> Census City - Census tract whose definition and territorial boundary respects the adaptation of urban perimeters set in municipal master plans (corresponding to the urban land) of urban agglomerations awarded with the category of city to the limit of census units that are part of the Geographic Base for Information Referencing (BGR1) used by the National Institute for Statistics (INE).

## United Nations - Habitat III

### National Report - Portugal

	Indicator Habitat	Indicator INE		2011
		Territorial Unit: Portugal (cities and metropolitan areas)		%
i.	Percentage of people living in slums	Percentage of people living in non-conventional dwellings		0,2
ii.	Percentage of urban population with access to adequate housing	Percentage of people living in overcrowded conventional dwellings used as usual residence		18,1
		Percentage of people living in conventional dwellings in decaying buildings		0,4
iii.	Percentage of people residing in urban areas with access to safe drinking water	Percentage of people living in conventional dwellings used as usual residence with access to tap water		99,7
		Percentage of people living in conventional dwellings used as usual residence with access to tap water connected to public network		93,9
iv.	Percentage of people residing in urban areas with access to adequate sanitation	Percentage of people living in conventional dwellings used as usual residence with toilet and access to wastewater drainage system		99,7
		Percentage of people living in conventional dwellings used as usual residence with toilet and access to wastewater drainage system connected to public network		89,0
v.	Percentage of people residing in urban areas with access to regular waste collection	Percentage of people living in buildings with access to solid waste collection		94,5
vi.	Percentage of people residing in urban areas with access to clean domestic energy	Percentage of people living in conventional dwellings used as usual residence with access to electricity		99,8*
viii. ii)	Percentage share of both income and expenditure allocated to local and regional governments from the national budget	Percentage of incomes/expenditures of regional and local administration in the overall incomes/expenditures of public administrations	Incomes	157
			Expenditures	13,6
xii.	Share of national gross domestic product (GDP) that is produced in urban areas	Percentage of GDP of NUTS 3 classified as "predominantly urban" in the Eurostat's urban-rural typology for NUT III regions (NUTS 2002)		57,9

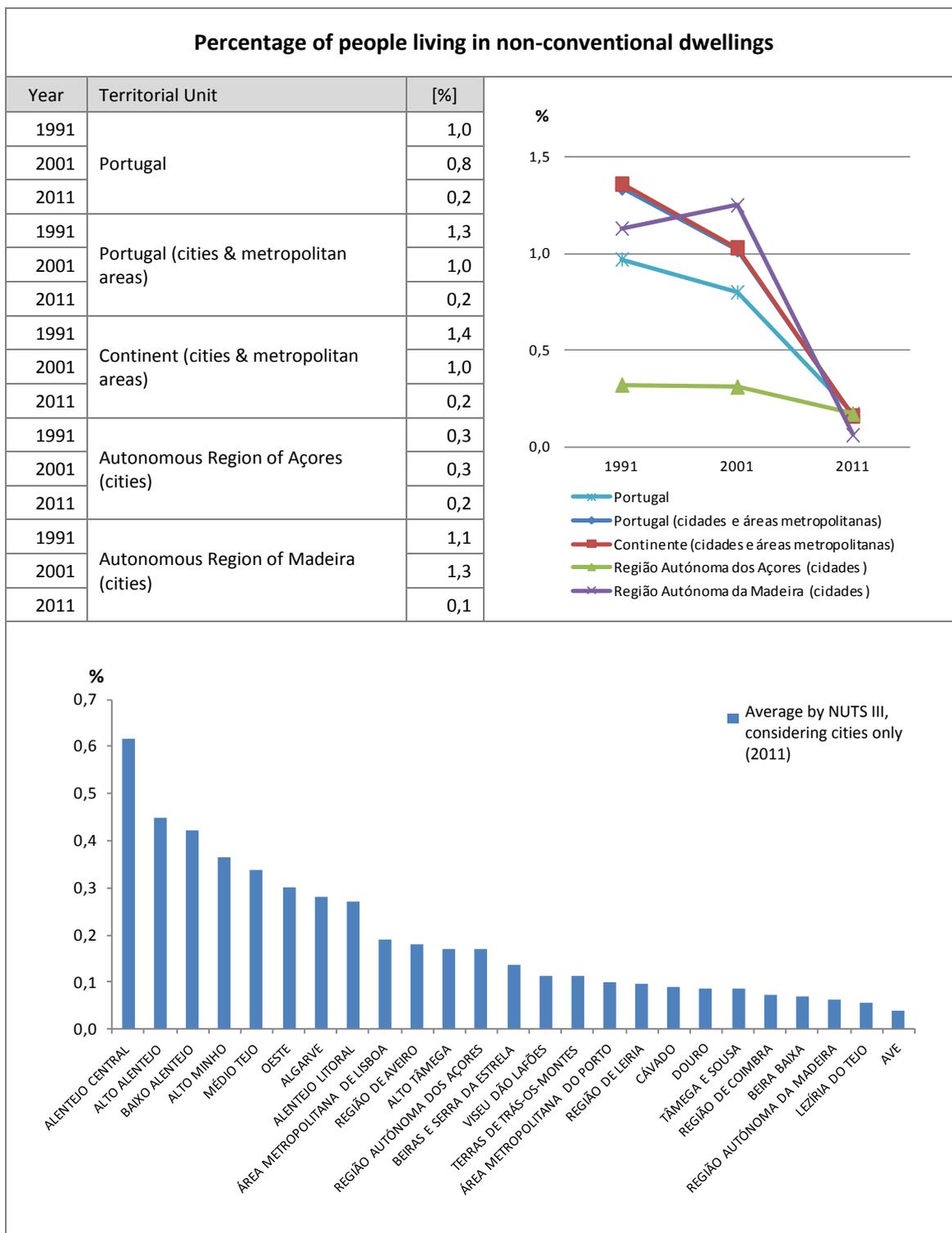
\* Census 2001 value – this information was not recorded in Census 2011 since high coverage rates observed in last census operation led to the withdrawal of the indicator.

**Table 8 Indicators summary**

*This chapter was written based on the contributions sent by the entities with specific knowledge and competences in each of the thematic domains, namely: CCDR Alentejo, CCDR Algarve, CCDR Centro, CCDR LVT, CCDR Norte, INE e RAA.*

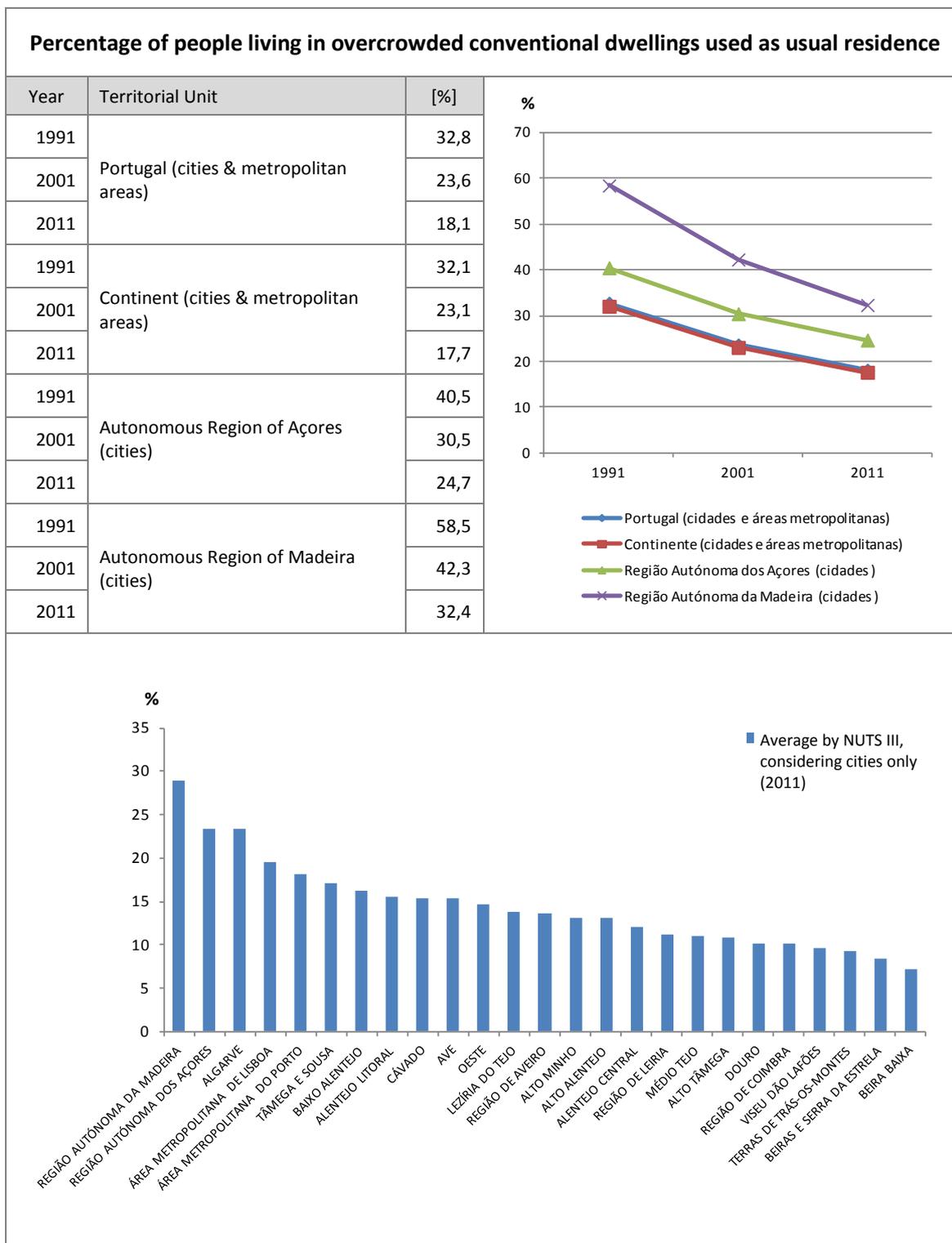


i. Percentage of people living in slums



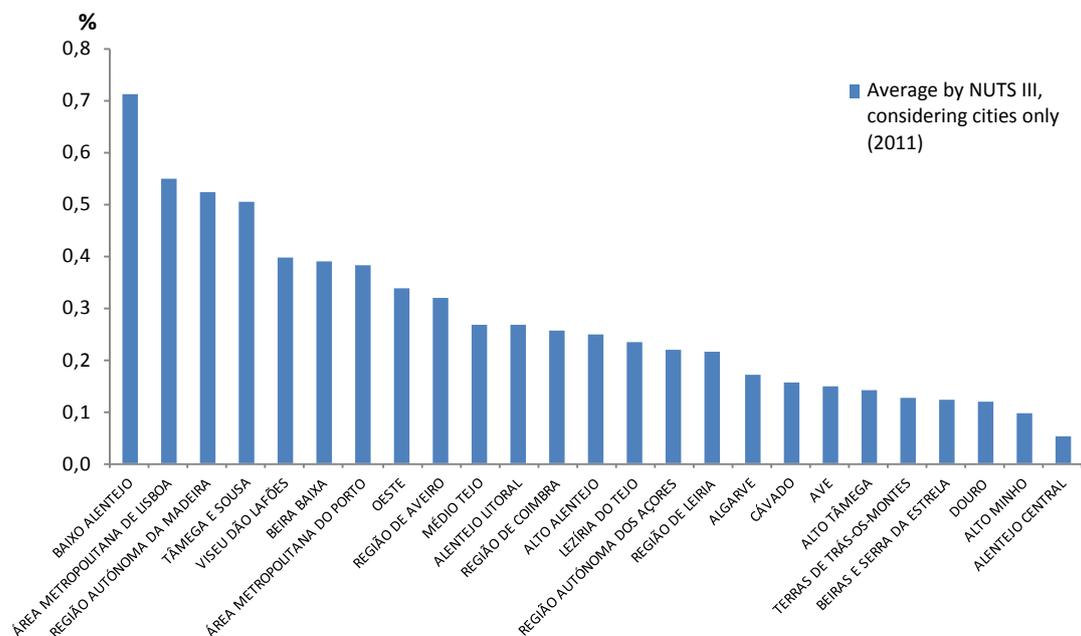
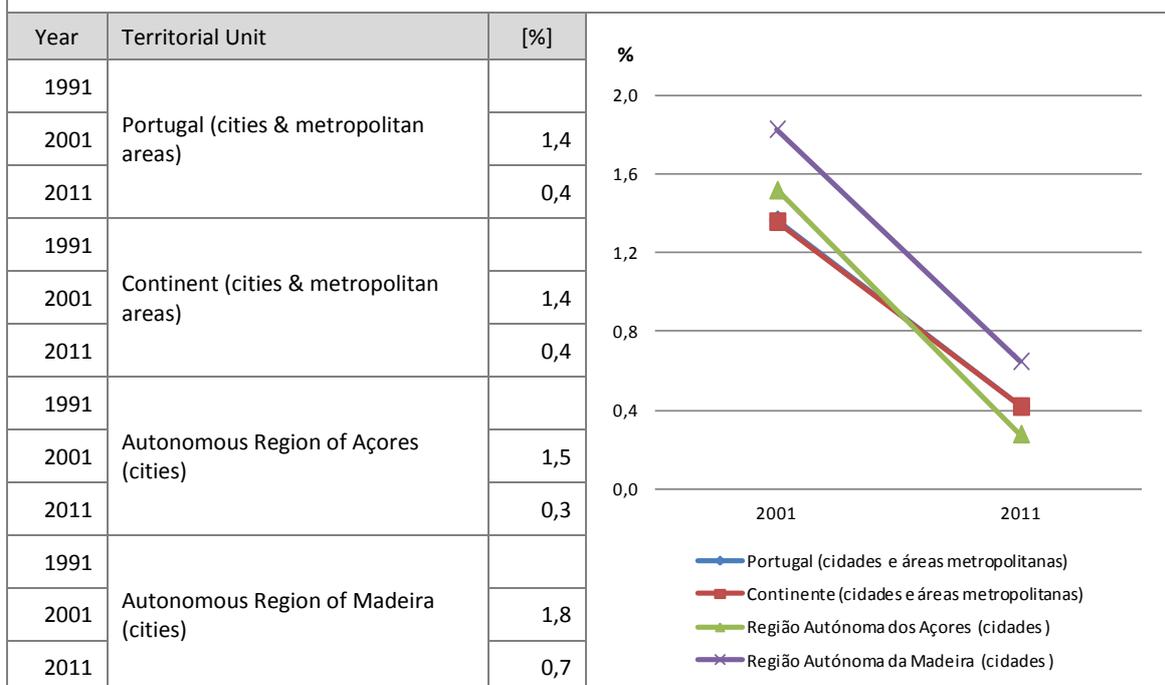


ii. Percentage of urban population with access to adequate housing





Percentage of people living in conventional dwellings in decaying buildings

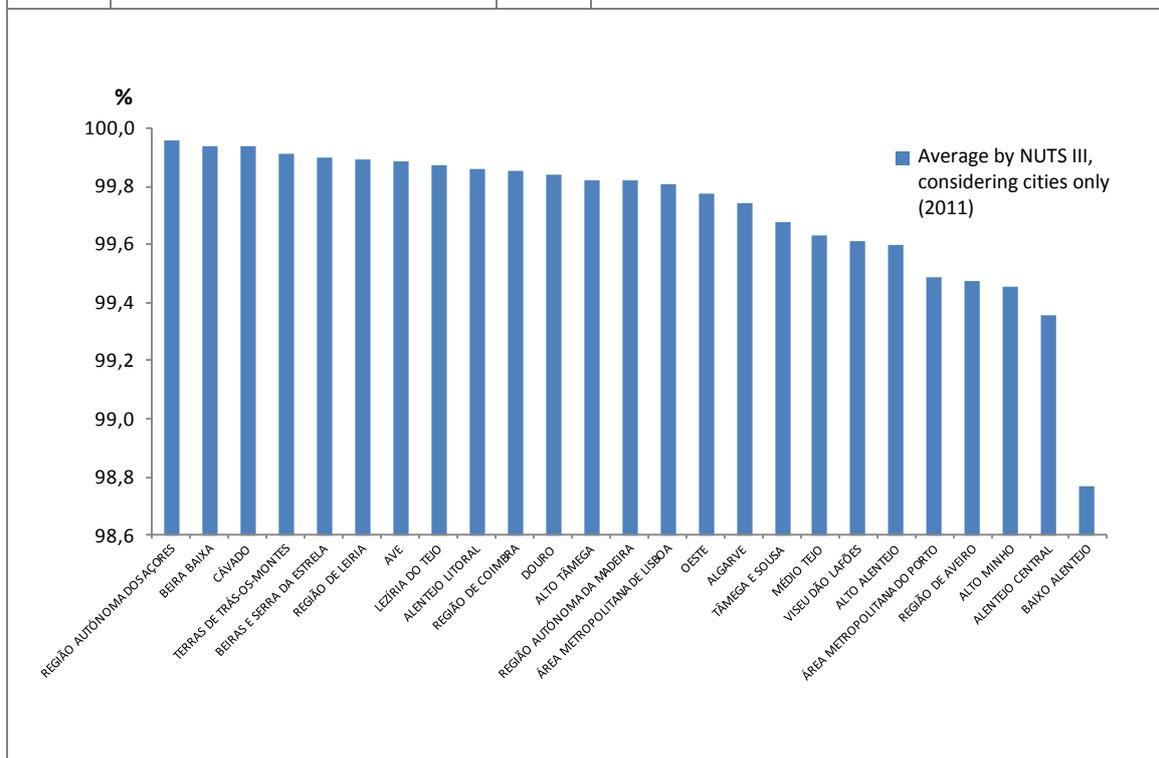
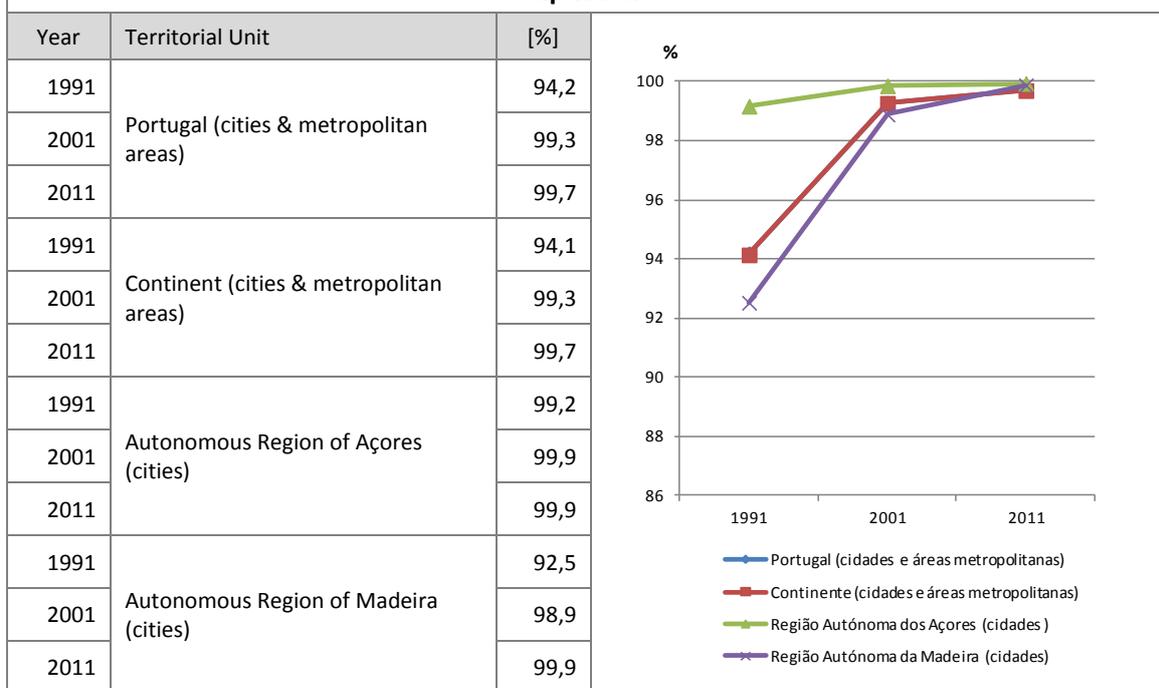


Credits: INE, Housing and population census.



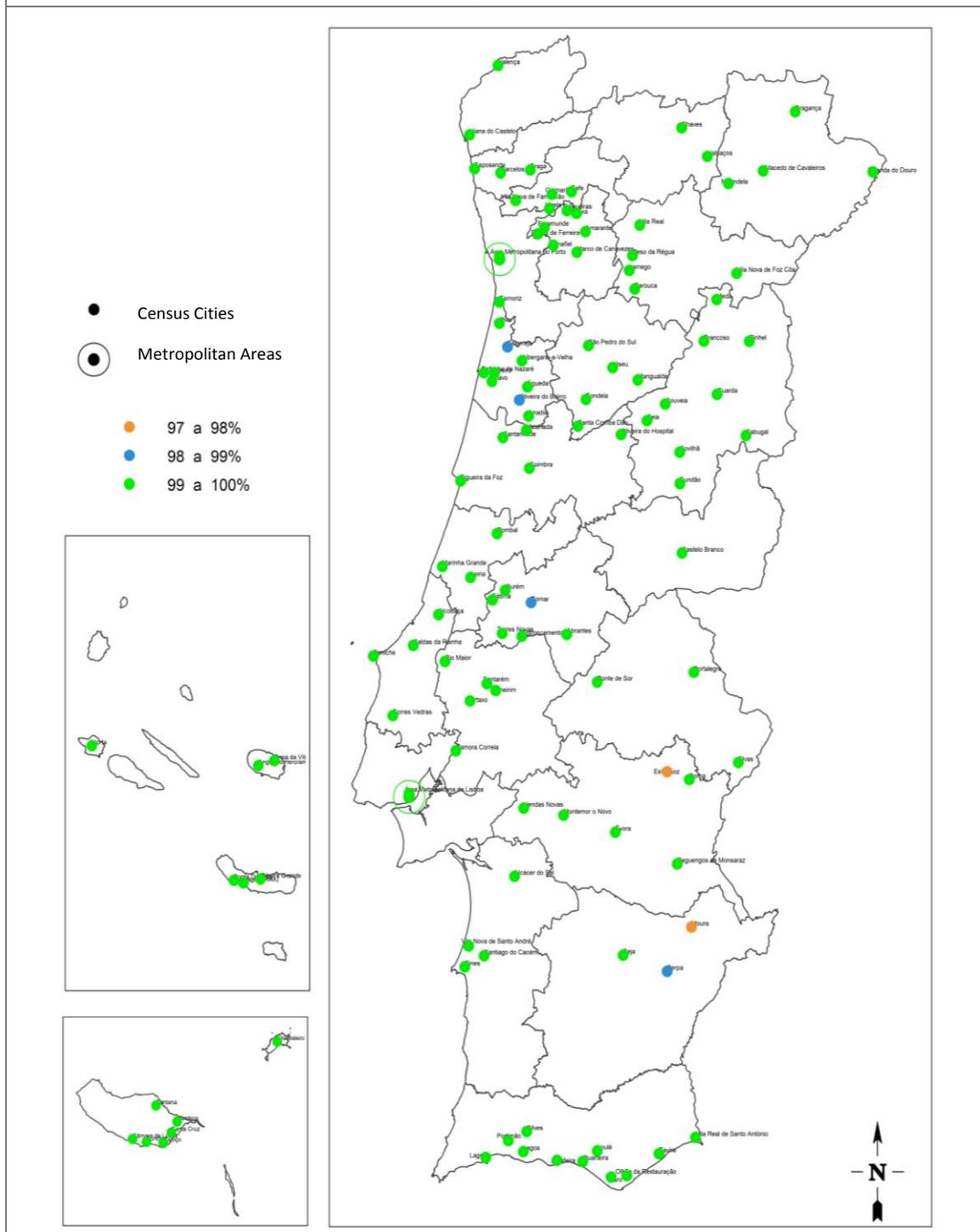
iii. Percentage of people residing in urban areas with access to safe drinking water

Percentage of people living in conventional dwellings used as usual residence with access to tap water

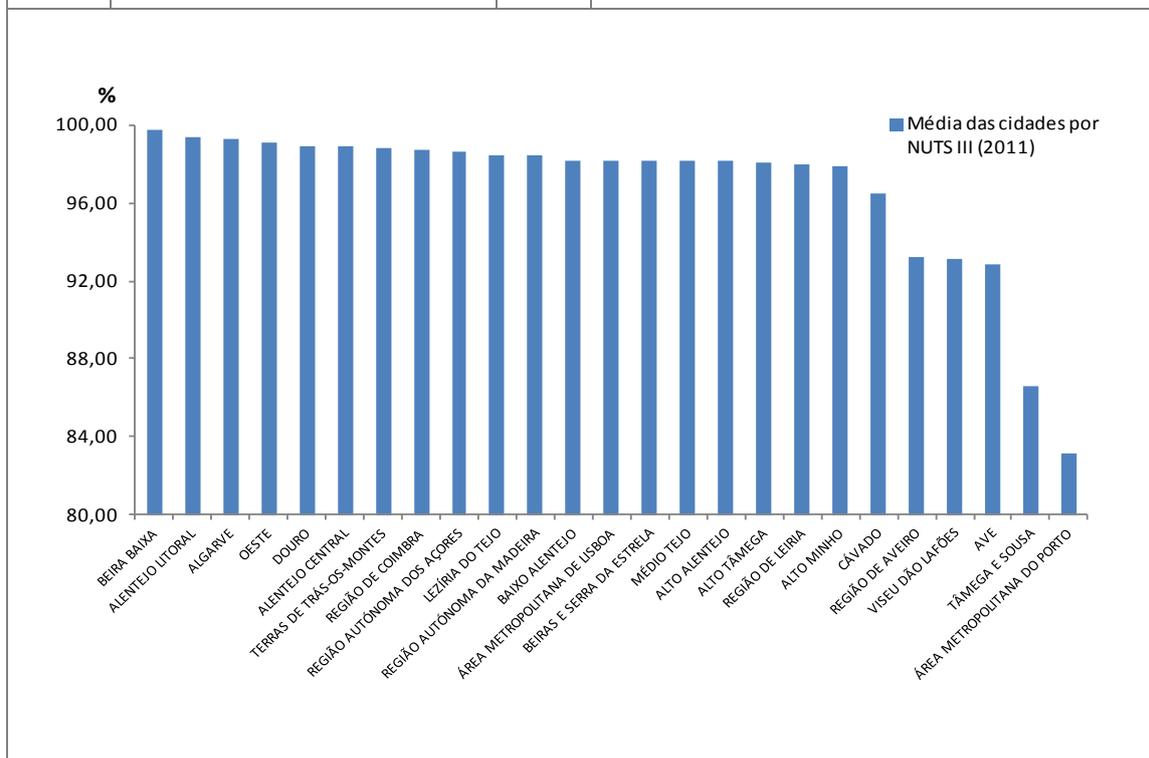
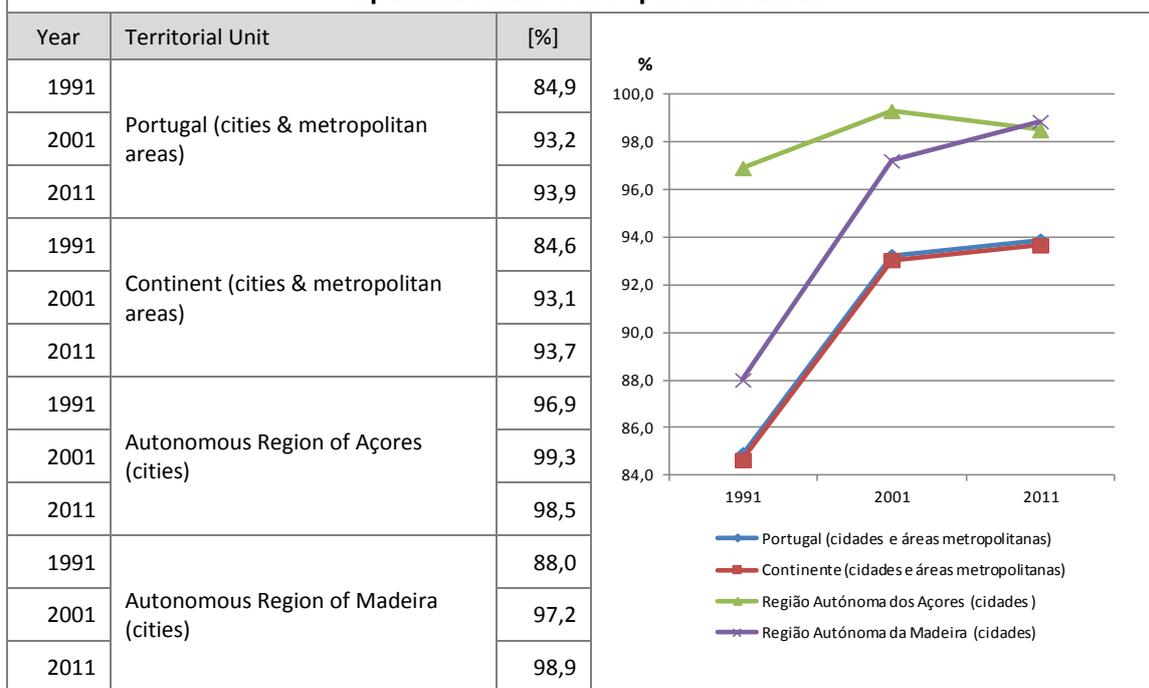


Credits: INE, Housing and population census.

Percentage of people living in conventional dwellings used as usual residence with access to tap water

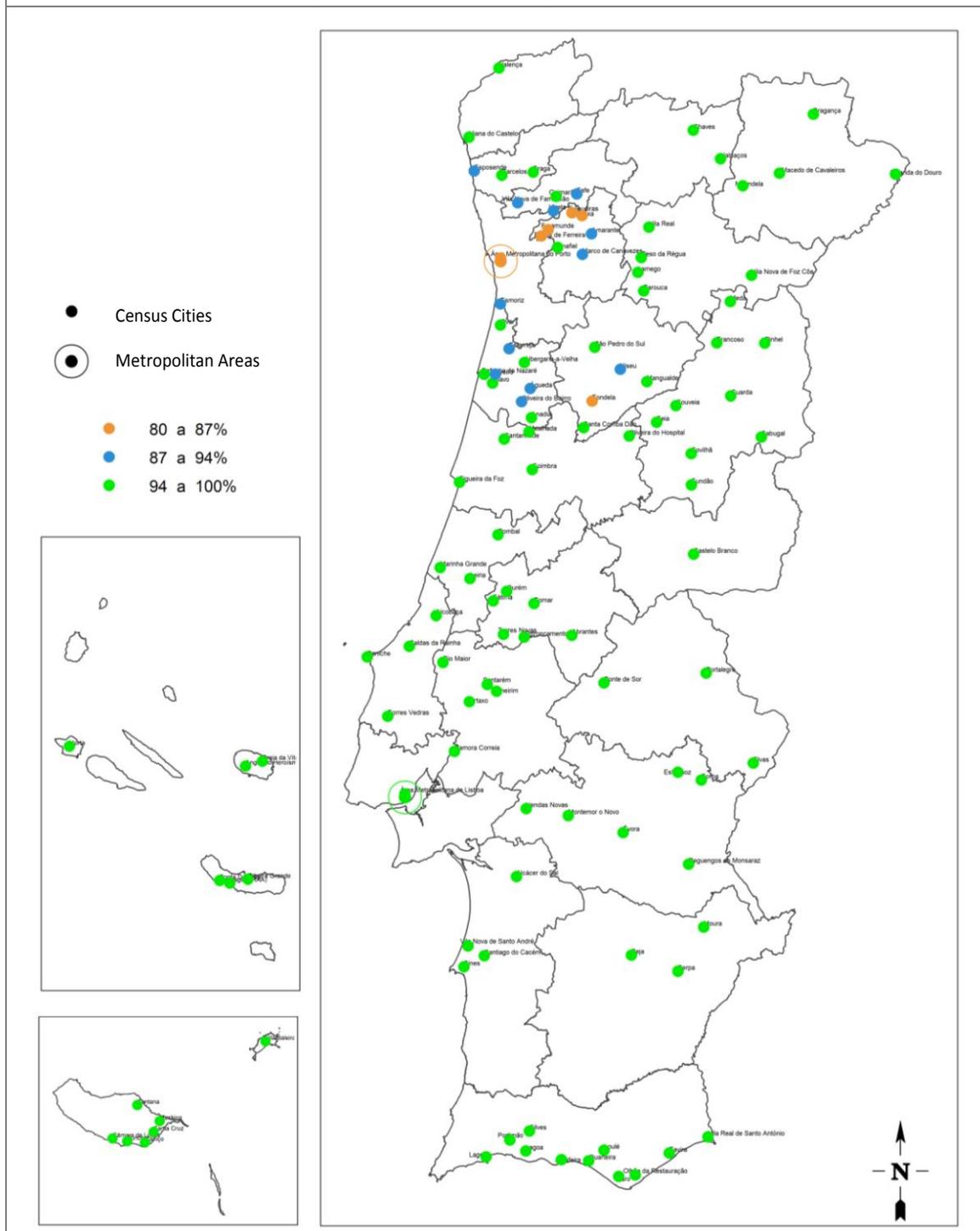


**Percentage of people living in conventional dwellings used as usual residence with access to tap water connected to public network**



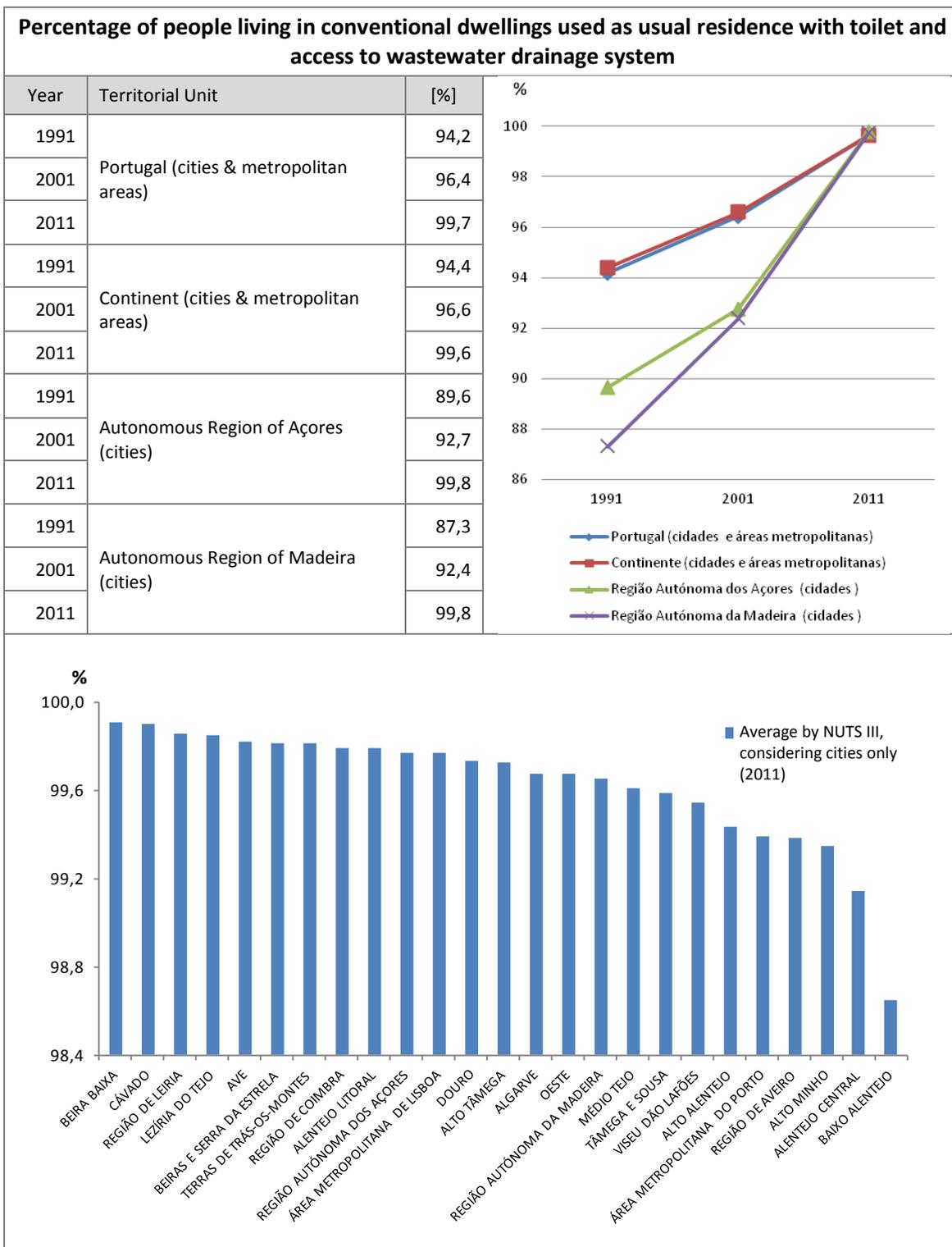
Credits: INE, Housing and population census.

Percentage of people living in conventional dwellings used as usual residence with access to tap water connected to public network



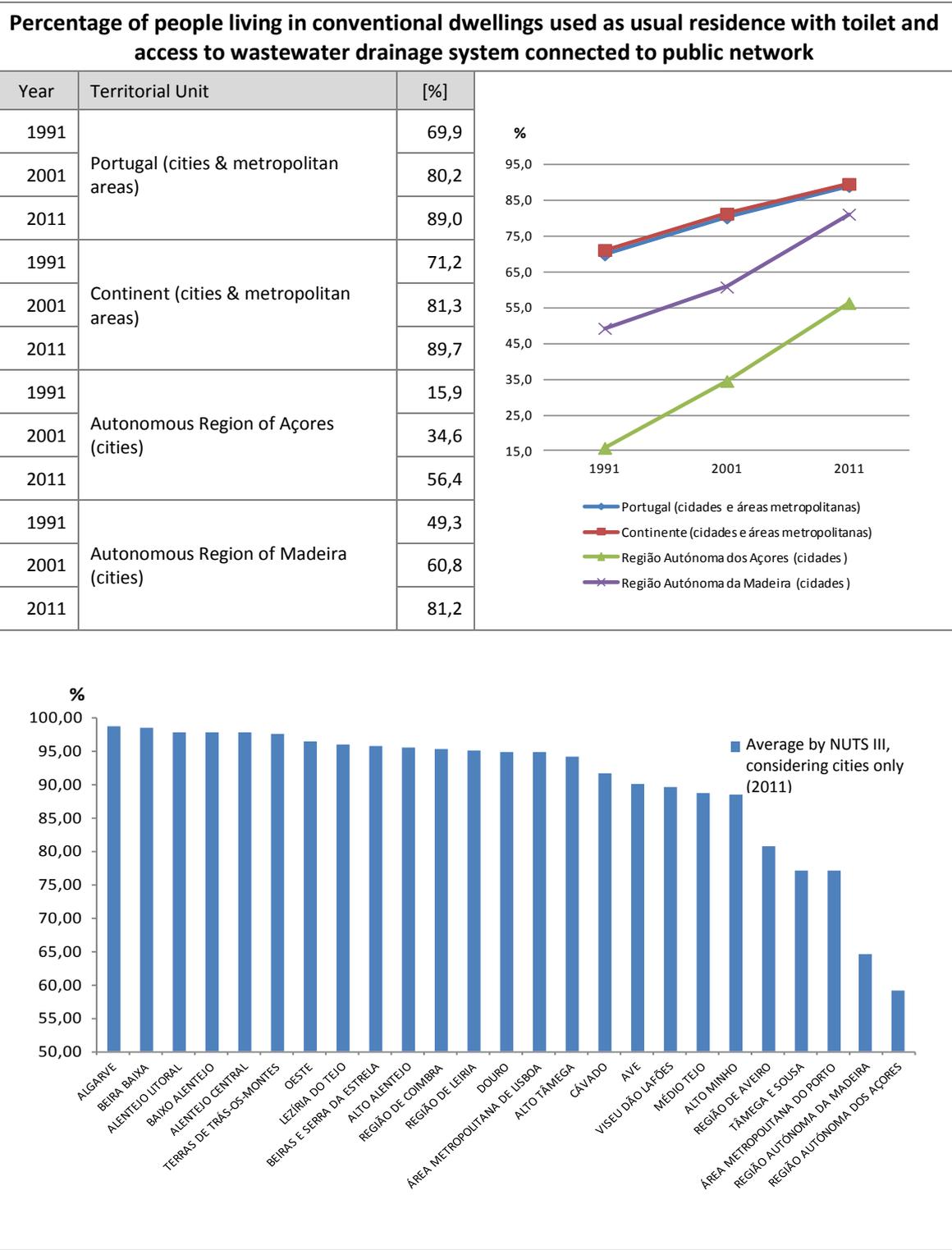
Credits: INE, Housing and population census, 2011.

iv. Percentage of people residing in urban areas with access to adequate sanitation



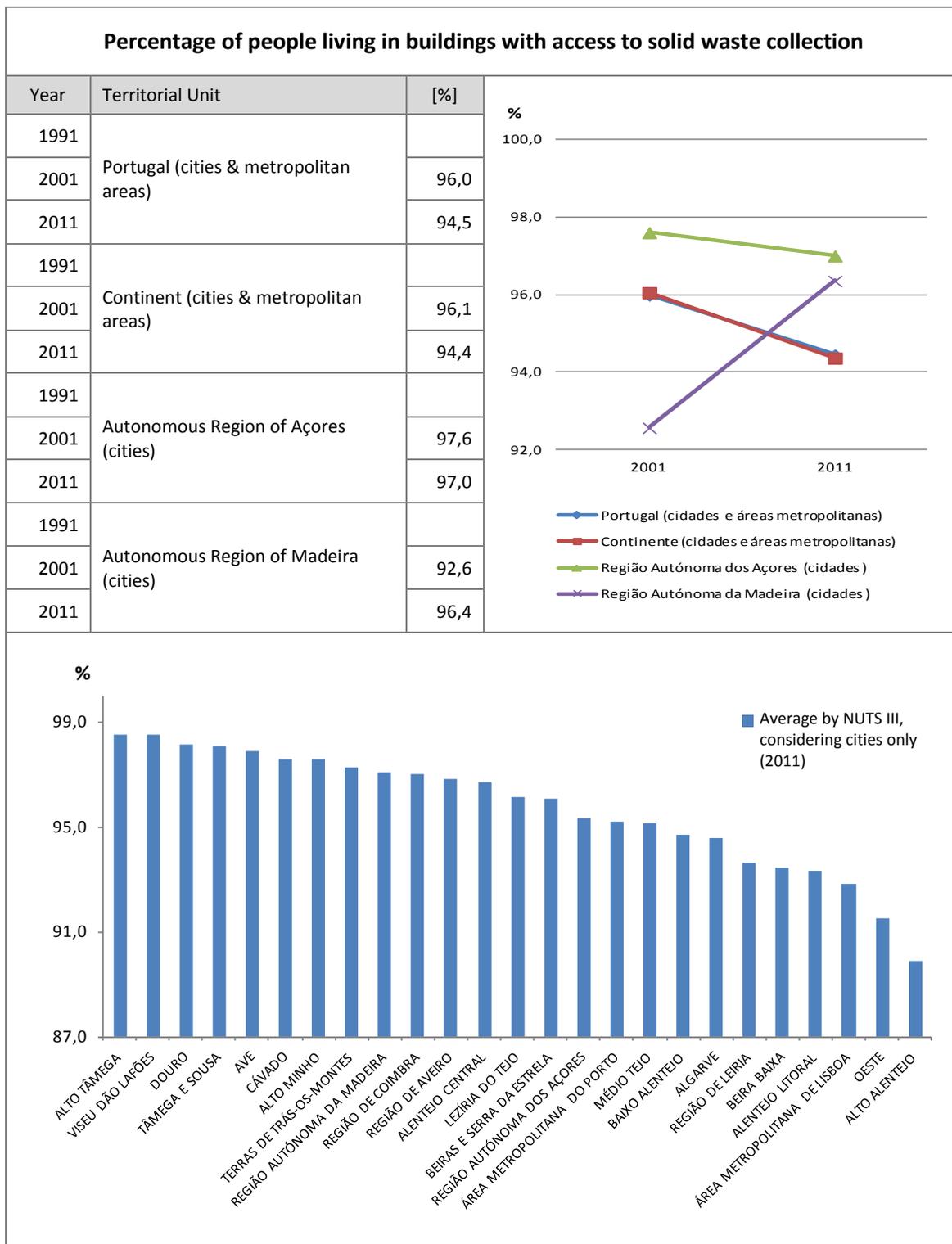
Credits: INE, Housing and population census.





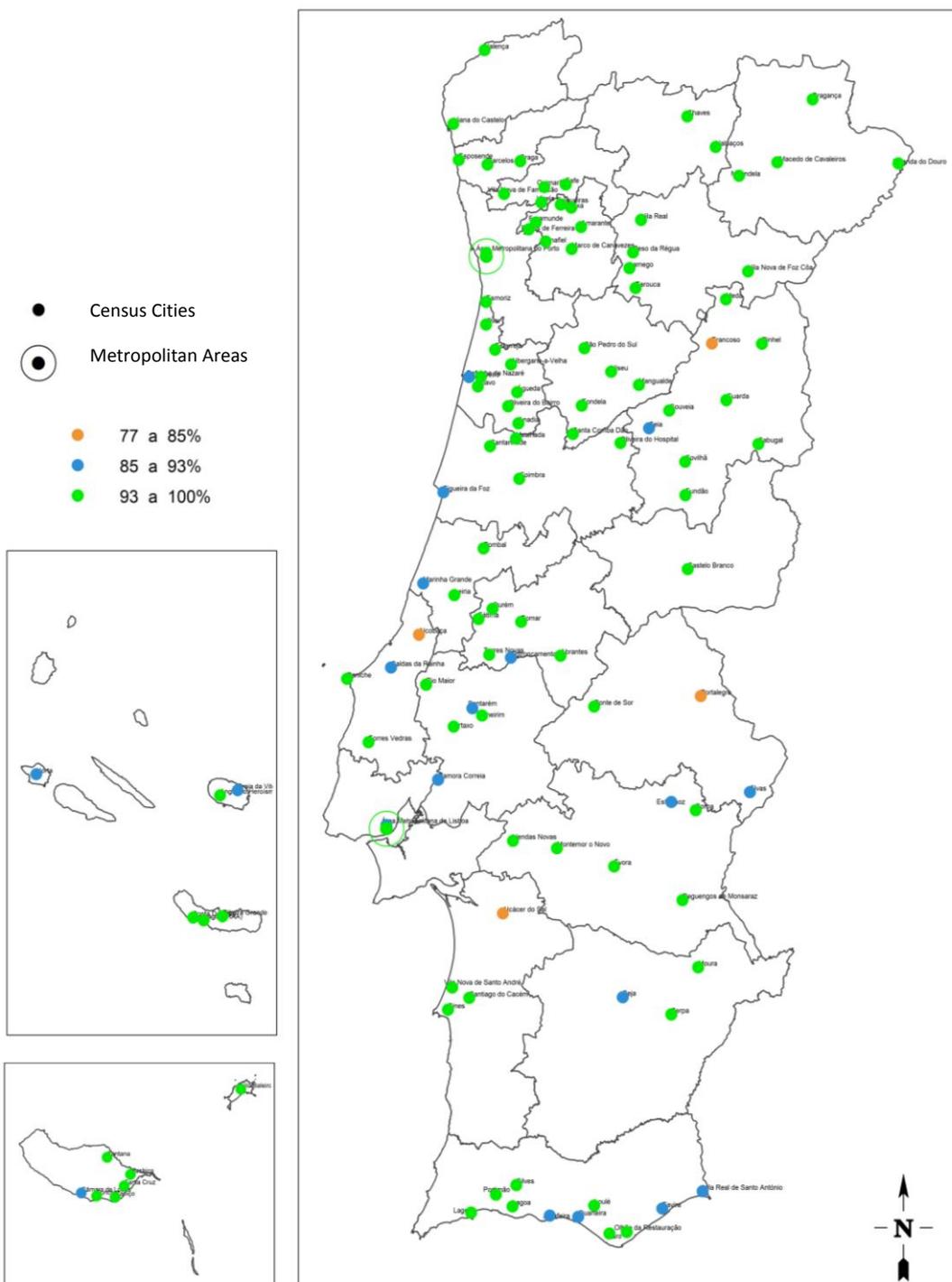


v. Percentage of people residing in urban areas with access to regular waste collection



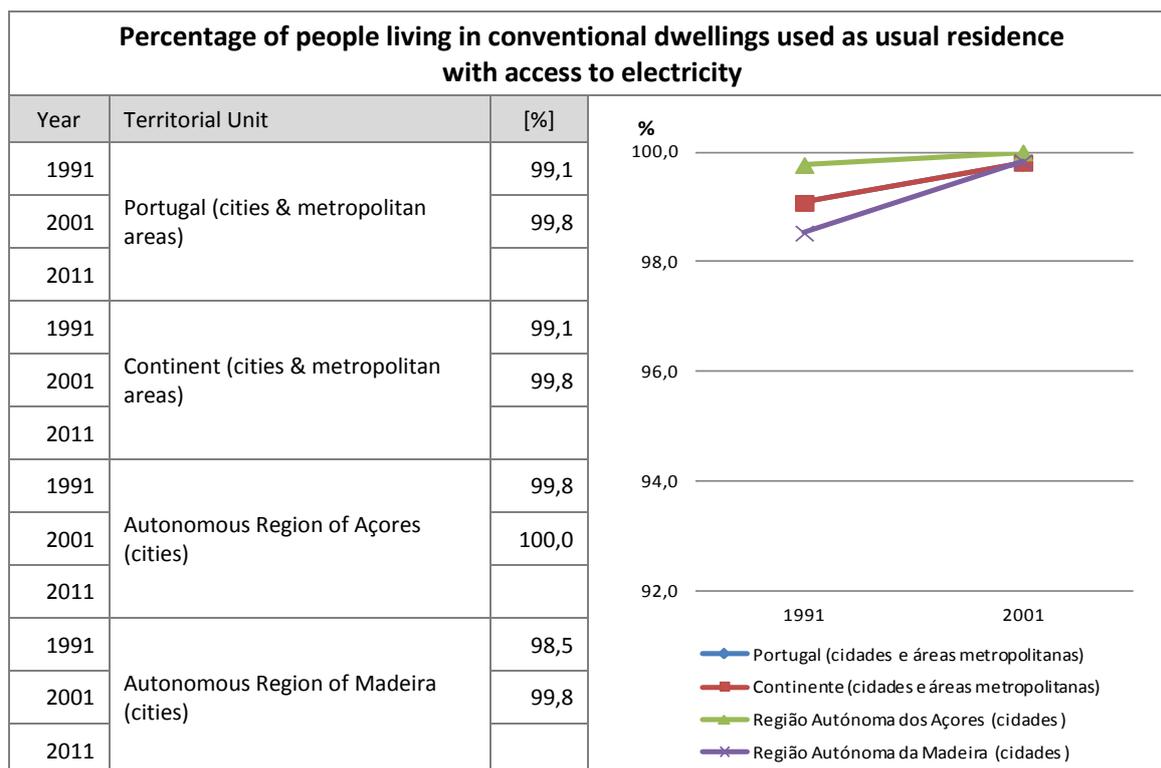
Credits: INE, Housing and population census.

Percentage of people living in buildings with access to solid waste collection



Credits: INE, Housing and population census, 2011.

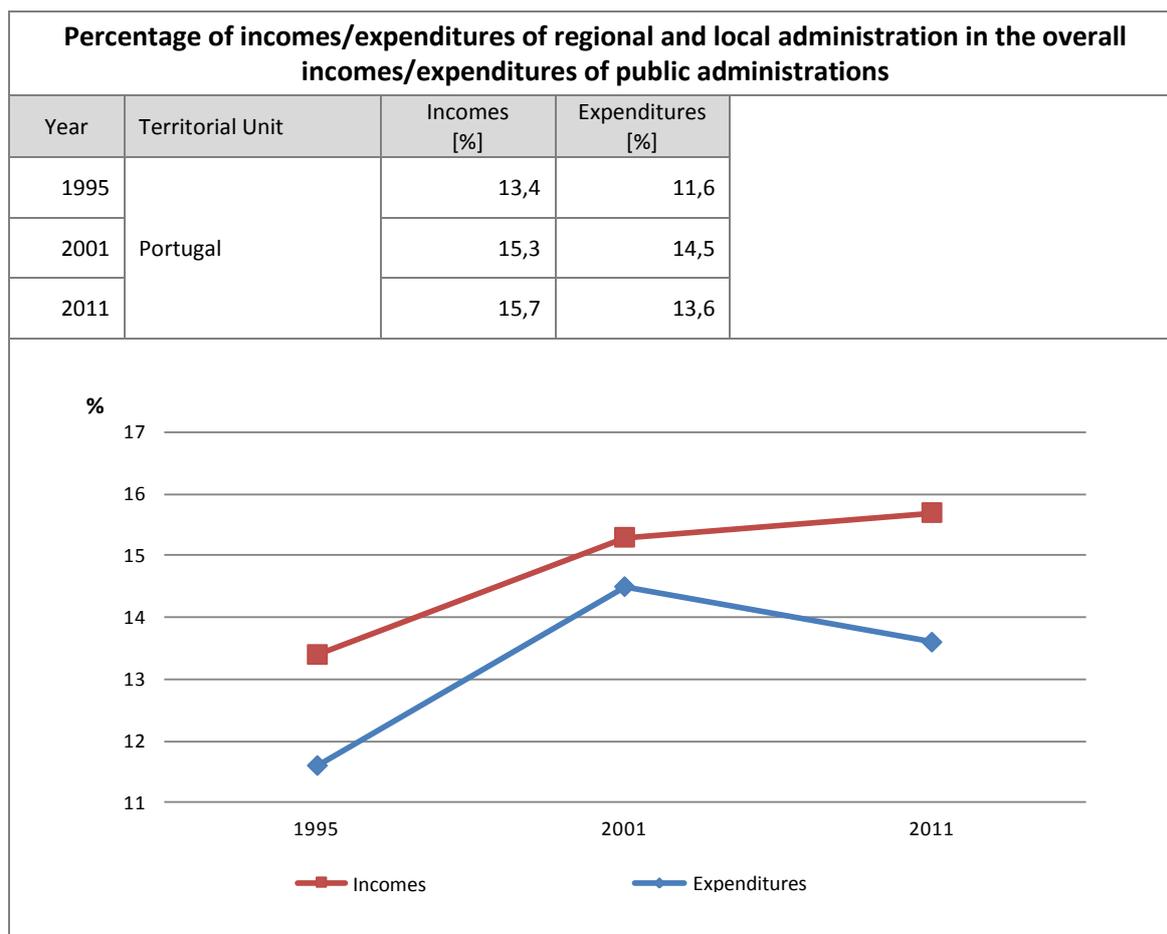
vi. Percentage of people residing in urban areas with access to clean domestic energy



Credits: INE, Housing and population census.

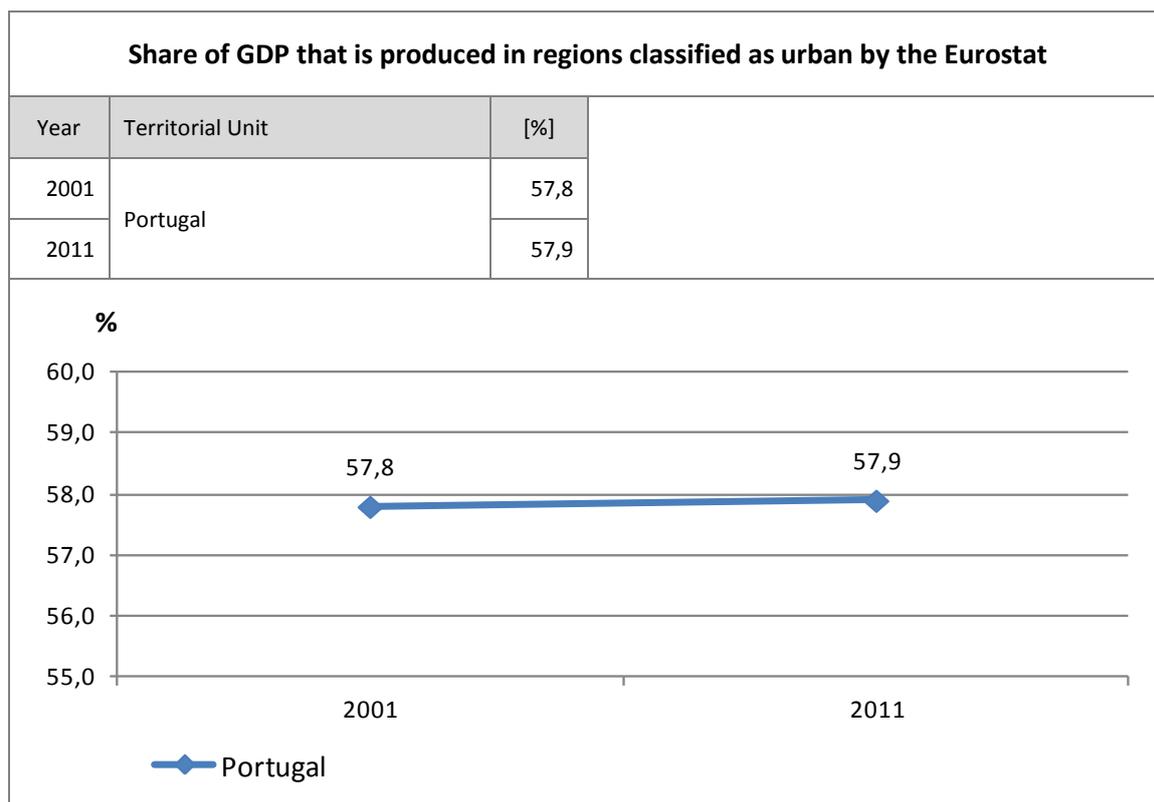
viii. Level of effective decentralization for sustainable urban development measured by:

viii. ii) Percentage share of both income and expenditure allocated to local and regional governments from the national budget



Credits: INE, National Accounts; In house calculations.

xii. Share of national gross domestic product (GDP) that is produced in urban areas



Credits: INE, National Accounts; In house calculations.

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**ANNEXES**



## Annex A – Entities Focal Points

Table 9 Identification of entities and focal points

ENTITIES	MIN.	S.E.	FOCAL POINTS	CONTACTS
ACSS	MS	SES	Dina Costa Santos Gonçalo Santos	<a href="mailto:dcsantos@acss.min-saude.pt">dcsantos@acss.min-saude.pt</a> <a href="mailto:gsantos@acss.min-saude.pt">gsantos@acss.min-saude.pt</a>
APA	MA	SEA	Sofia Rodrigues Rita Ribeiro Ana C. Fernandes	<a href="mailto:sofia.rodrigues@apambiente.pt">sofia.rodrigues@apambiente.pt</a> <a href="mailto:rita.ribeiro@apambiente.pt">rita.ribeiro@apambiente.pt</a> <a href="mailto:ana.fernandes@apambiente.pt">ana.fernandes@apambiente.pt</a>
AdP	MA	N/A	Mónica Calçada	<a href="mailto:monica.costa@aguasis.pt">monica.costa@aguasis.pt</a>
AML	N/A   Local Administration		Demétrio Alves José Correia Sofia Pimentel Conceição Bandarrinha Luís Costa	<a href="mailto:amlgeral@aml.pt">amlgeral@aml.pt</a> <a href="mailto:reis.correia@aml.pt">reis.correia@aml.pt</a> <a href="mailto:sofia.pimentel@aml.pt">sofia.pimentel@aml.pt</a> <a href="mailto:conceicao.bandarrinha@aml.pt">conceicao.bandarrinha@aml.pt</a> <a href="mailto:luis.costa@aml.pt">luis.costa@aml.pt</a>
AMP	N/A   Local Administration		Avelino Oliveira Ana Santos Teresa Sá Marques Albano Carneiro Cristina Magalhães	<a href="mailto:aoliveira@amp.pt">aoliveira@amp.pt</a> <a href="mailto:asantos@amp.pt">asantos@amp.pt</a> <a href="mailto:teresasamarques@gmail.com">teresasamarques@gmail.com</a> <a href="mailto:acarneiro@amp.pt">acarneiro@amp.pt</a> <a href="mailto:cristinamagalhaes@primus-dr.pt">cristinamagalhaes@primus-dr.pt</a>
ANMP	N/A   Local Administration		Maria João Lopes	<a href="mailto:milopes@anmp.pt">milopes@anmp.pt</a>
APSI	N/A	N/A	Sandra Nascimento	<a href="mailto:snascimento@apsi.org.pt">snascimento@apsi.org.pt</a>
ANPC	MAI	SEAI	Elsa Costa	<a href="mailto:elsa.costa@prociv.pt">elsa.costa@prociv.pt</a>
ANSR	MAI	SEAI	Ricardo Fernandes	<a href="mailto:rcfernandes@ansr.pt">rcfernandes@ansr.pt</a>
BdP	MF	SEF	<i>Has not appointed a focal point</i>	
CCDR Alentejo	MA/MPI	SEOTCN/SEDC	José Macedo	<a href="mailto:jose.macedo@ccdr-a.gov.pt">jose.macedo@ccdr-a.gov.pt</a>
CCDR Algarve	MA/MPI	SEOTCN/SEDC	Alexandra Sena	<a href="mailto:asena@ccdr-alg.pt">asena@ccdr-alg.pt</a>
CCDR Centro	MA/MPI	SEOTCN/SEDC	Margarida Bento Ana Veneza Carla Velado	<a href="mailto:margarida.bento@ccdr-c.pt">margarida.bento@ccdr-c.pt</a> <a href="mailto:ana.veneza@ccdr-c.pt">ana.veneza@ccdr-c.pt</a> <a href="mailto:carla.velado@ccdr-c.pt">carla.velado@ccdr-c.pt</a>
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**United Nations - Habitat III**  
National Report - Portugal

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MIN. Ministry (Ministério)  
S.E. Secretary of State (Secretaria de Estado)  
N/A Not applicable

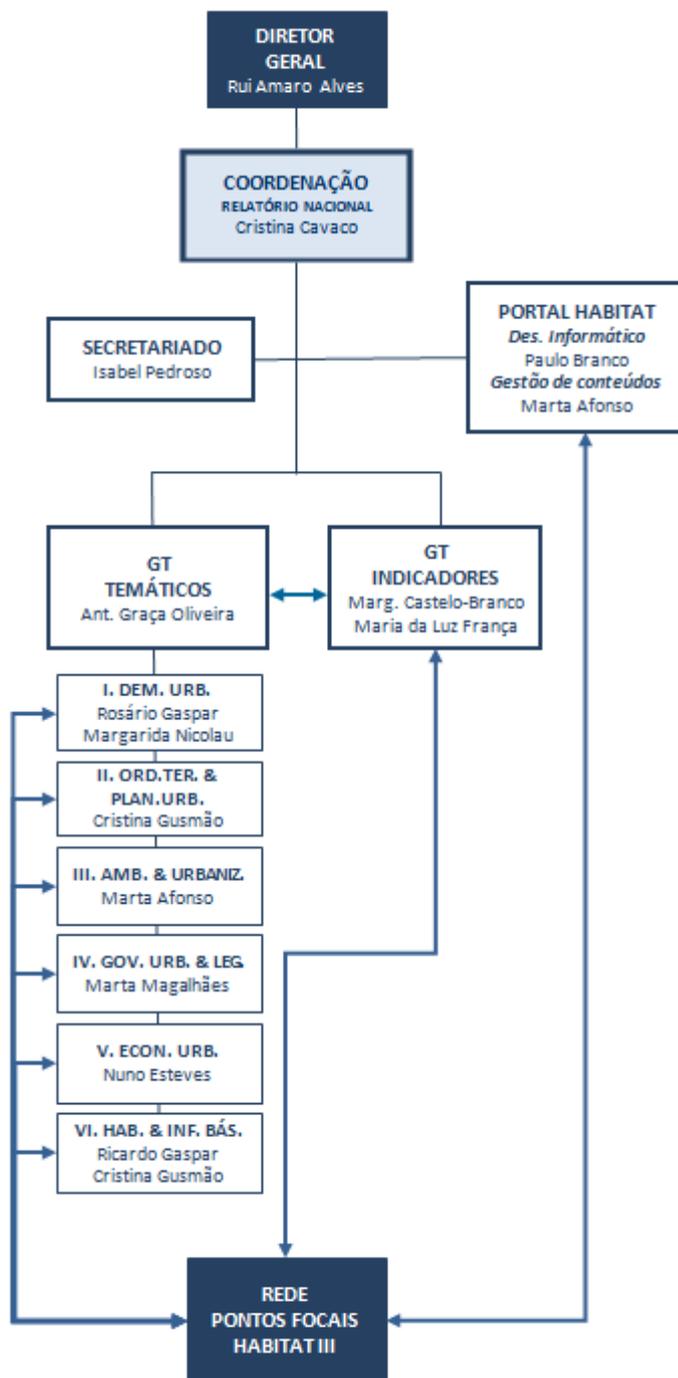


Figure 43 DGT Coordination Structure

Table 10 Working Groups Composition

ENTITIES	MIN.	S.E.	Urban Demography	Land and Urban Planning	Environment and urbanization	Urban Governance and Legislation	Urban economy	Housing and urban Infrastructures	Indicators
			I.	II.	III.	IV.	V.	VI:	VII.
ACSS	MS	SES							
AdP	MA	N/A							
AML	N/A   Local Administration								
AMP	N/A   Local Administration								
ANMP	N/A   Local Administration								
ANPC	MAI	SEAI							
ANSR	MAI	SEAI							
APA	MA	SEA							
APSI	N/A	N/A							
BdP	MF	SEF							
DGADR	MAFDR	SEFDR							
DGAL	PCM	SEAL							
CCDR Alentejo	MA/MPI	SEOTCN/SEDC							
CCDR Algarve	MA/MPI	SEOTCN/SEDC							
CCDR Centro	MA/MPI	SEOTCN/SEDC							
CCDR LVT	MA/MPI	SEOTCN/SEDC							
CCDR Norte	MA/MPI	SEOTCN/SEDC							
DGEG	ME	SEE							
CCIG	PCM	SECI							
DGS	MS	SEAS							
DGT	MA	SEOTCN							
DGTF	MF	SEF							
EDP		N/A							
GPP	MAFDR	SEAA							
IAPMEI	ME	SEI							
ICNF	MA/MAFDR	SEOTCN/SEFDR							
IEFP	MTSSS	SEE							
IHRU	MA	SEOTCN							
IMT	MPI	SEI							

ENTITIES	MIN.	S.E.	Urban Demography	Land and Urban Planning	Environment and urbanization	Urban Governance and Legislation	Urban economy	Housing and urban Infrastructures	Indicators
			I.	II.	III.	IV.	V.	VI:	VII.
INE	PCM	SEAMA							
ISS	MTSSS	SESS							
LNEG	ME	SEE							
IPMA	MAM	N/A							
PSP	MAI	N/A							
RAA	N/A   Regional Administration								
RAM	N/A   Regional Administration								
REN-SA	ME	SEE							

MIN. Ministry (Ministério)  
S.E. Secretary of State (Secretaria de Estado)  
N/A Not applicable



## Annex B - National Spatial Development Policy Program



*Spatial planning strategic framework for the national territory, which established the great territorial and development options and model, in a long-term, integrated and sustainable perspective.*

National Spatial Development Policy Program is a territorial development instrument of a strategic nature which establishes great options relevant for the organization of the national territory as a whole. It provides a reference framework to be considered at the elaboration of other territorial management instruments and constitutes a tool for cooperation with other Member States in regard to the organization of European Union's territory. It was approved by the [Law n.º 58/2007](#), September 4<sup>th</sup>, rectified by [Declarations of Rectification n.º 80-A/2007](#), September 7<sup>th</sup> and [n.º 103-A/2007](#), November 23<sup>rd</sup>. It comprises a Report and an Action Plan.

The [Report of PNPOT](#) identifies for spatial planning a set of twenty-four major problems. It presents a diagnosis and puts forward territorial development strategic options to the several regions and their territorial units. It establishes a territorial model of reference to the horizon of 2025 funded upon a vision, ambition, intentions and national strategic options for territorial development. It is structured upon the identification of main pillars for spatial organization of territorial resources: risks, natural resources, forestry and agriculture systems, urban system and accessibility and international connectivity. Urban system and accessibility are considered structuring systems for territorial organization, its international connectivity and competitiveness, being the mainstay of a national strategy for territorial development.

In particular, the [Action Plan 2007-2013 of PNPOT](#) comprises a program of territory-focused policies, gathering a frame of policy commitments with territorial impact, relevant to the period in reference. In September 2014, the evaluation of the Action Plan was made public. It was driven by the Directorate-General for Territorial Development (DGT) and a network of focal points has been involved integrating among others Central Government Services and representatives from Regional Governments of Açores and Madeira. Evaluation results have been settled down in a [Report](#) and [Annex](#), where the implementation of the program was under review. A set of conclusions and recommendations were also put forward with the aim of supporting new policy options, guaranteeing the necessary conditions for an effective implementation of PNPOT in the next programming period.



## Annex C – Sustainable Cities 2020



*Reference framework for sustainable urban development which sets up cities as a structuring pillar on the promoting of national competitiveness, sustainability and cohesion.*

[Sustainable Cities 2020](#) frames a strategy for sustainable urban development in Portugal for the period 2014-2020. It is a territorial development policy that envisions claiming for and dealing with an urban-based territorial structure. It envisages to strengthen and consolidate a territorial development vision shared among the several territorial agents, contributing to the promotion of the conditions necessary for national competitiveness, sustainability and cohesion. Sustainable Cities 2020 comprises a diagnosis of the main territorial dynamics and the most relevant trends that took place in Portugal in the last decades, as well as a collection of financing sources and investment priorities that are foreseen to be deployed on the scope of Portugal 2020's Operational Programs, which are a crucial financing support to strategic investment on sustainability on behalf of Portuguese cities.

Focused on cities and their crucial role for territorial structuring, development and cohesion, this crosscutting strategy aims at becoming a roadmap for municipalities, inter-municipal entities and other urban stakeholders, drawing up a medium to long-term path towards an integrated territorial development, in its economic, social, environmental, cultural and governance dimensions. Its implementation requires an active involvement of the several agents that are committed to the city and to the enhancement and strengthening of the national urban system, either public administration – central and local – or private sector and other stakeholders whose contribution is decisive to pursue urban sustainability goals.

Between April 8<sup>th</sup> and 30<sup>th</sup> 2015, the Government opened the proposal of Sustainable Cities 2020 to public inquiry, in order to collect contributions and suggestions from every interested individual. After the public inquiry was closed and an analysis and overall balance of the contributions have been concluded, the Directorate-General for Territorial Development prepared a [Report for Tabulation and Weighting of Public Inquiry's Results](#). A consolidated version came up from the weighting of all the collected contributions. The Strategy Sustainable Cities 2020 was after that approved by the [Council of Ministers Resolution n.º 61/2015](#), July 16<sup>th</sup>, and published in the *Official Gazette of the Republic of Portugal* n.º 155/2015, 1<sup>st</sup> series, August 11<sup>th</sup>.



## Annex D – National Housing Strategy



*National strategic framework for housing for the period 2015-2031 and creation of a Housing National Committee.*

The [National Housing Strategy](#) (ENH) establishes a housing strategy for Portugal for the period 2015-2013, in response to the need of a strategy that closely articulates housing with the goals of urban development, urban rehabilitation and demographic and economic regeneration, as integrated parts of a policy for cities. The urgency of such a strategy is all the more imperative as it becomes evident that deep financial, economic and social changes of the last years were not followed by the implementation of a strategic vision in the housing sector able to hold the progressive detachment between the public policies and legal framework and the country's social and economic background.

As such, extending access to housing and improving citizens' quality of life require for long-term transversal measures that shall be articulated with other urban sustainable solutions. With such a purpose, the National Housing Strategy was elaborated and subject to public inquiry, counting with the participation of several public services and other organization from the civil society with acknowledged work on housing and spatial planning matters. Taking into consideration the relevant contributions received during the public inquiry, the final document was approved under the [Council of Ministers Resolutions n.º 48/2015](#), published in July 15<sup>th</sup>.

The ENH comprises a set of specific measures, including the competent authorities and the indicators to follow-up its implementation, embracing a rather operative nature structured upon three main pillars: urban rehabilitation, house rental and qualification of accommodations. These pillars gather a set of sectorial measures that materialize the different legal regimes approved in the last years. It is up to the Housing and Urban Rehabilitation Institute, I.P., to ensure the coordination and the adoption of measures to promote the implementation of the ENH, as well as its follow-up, a task that is being pursued by the Housing National Committee where several governmental and non-governmental entities take part.