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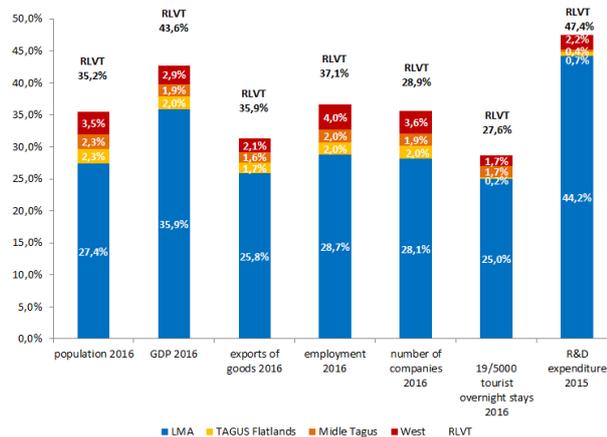
# Rural-Urban Governance Arrangements and Planning Instruments

## Regional Spatial Plan for the Territory of the Lisbon Metropolitan Area (PROT-AML)

### Lisbon Metropolitan Area

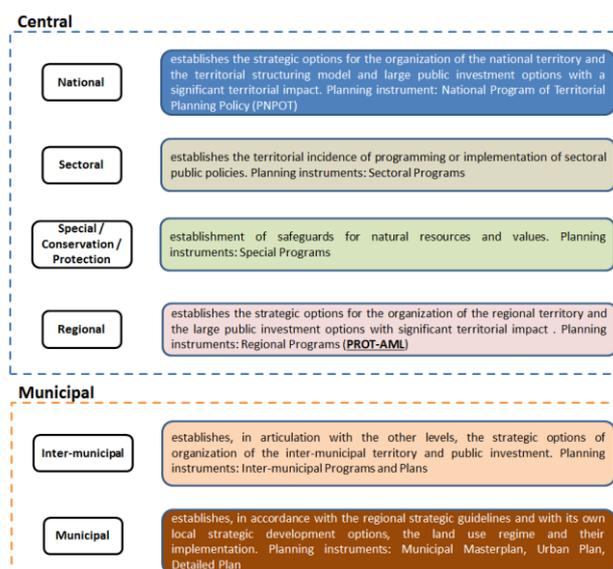
#### 1. Overview

Lisbon Metropolitan Area (LMA) is the capital region of Portugal. With 2.8 million inhabitants, it accounts for 27% of Portugal's resident population and 29% of employment. The Regional GDP per capita (140) exceeds the national average (PT=100).



The most of Portugal's prime scientific, economic and financial infrastructures are located in the LMA, which is country's main technological centre, producing 36% of national GVA and representing about 45% of the national expenditure for R&D.

The Portuguese planning system is structured into two main levels: central and local / municipal. The central level is the responsibility of the Central Administration and has four dimensions: national, sectorial, conservation / protection and regional.



PROT-AML (regional level) is the plan of a mainly urban region, with guidelines that focus primarily on urban problems, but also reflect the concerns of its rural dimension, mostly in terms of controlling urban pressure and identifying important economic activities in rural territories. As an example, the agricultural activities in Azeitão (Setúbal), including the production of local cheese and wine, boosts its agricultural development and should not be hampered by other activities.

As a strategic plan, one of the ways of achieving its goals is by integrating norms into the Municipal Plans, which happened only in 9 of the 18 municipalities. This delay in the adequacy of municipal plans results, on the one hand, from frequent changes in priorities and legislation at the national level and, on the other hand, from uncertainties that arise when there is the need to take options for the plans.

This reality hinders the governance of a strategic plan that has been in force for 16 years, with an interim review that was never formally approved and enforced.

## 2. Main Challenges

PROT-AML's fundamental challenge is to enable a coherent structuring and qualification of the Lisbon Metropolitan territory, as opposed to the expansive and predatory urbanism that characterized the Region over the last 40 years. Thus, the Plan addresses four major priorities:

- **environmental sustainability**, where environmental preservation and valorisation are fundamental premises to create opportunities for development and to revitalize the rural environment, which is assumed to be a fundamental asset in the metropolitan coherence;
- **metropolitan qualification**, ley by urban expansion containment policies, including developing new metropolitan centralities, consolidating a network of accessibilities and logistics ordering;
- **socio-territorial cohesion**, through eradicating precarious residential situations, guaranteeing equal opportunities in access to equipment, housing and services, upgrading suburban areas, and enhancing human resources, employability and employment;
- **organisation of the metropolitan transport system**, acting on the weaknesses and discoordination of the transport system, progressively reinforcing collective transportation, favouring rail and river transport, and completing a coherent radio-concentric structure of accessibility.

## 3. Main Insights

### 3.1. Insights related to the broad area of “network governance”

The Regional Land Use Programs are set to integrate national level development priorities with sub-regional and local strategies and options. In the preparation phase, the Plan is assisted by a governance structure: an advisory committee that includes members of

national and local level public administrations representing territorial, environmental, economic, social and cultural interests. This advisory committee is, however, led mostly by legal compliance, thus missing the opportunity to generate a truly reflective and strategic insight into planning development.

The implementation phase, which should continue to involve institutions at all decision-making levels - central, regional and local - was limited to overseeing municipal plans involving CCDR-LVT and the municipalities. And even in this case, as only 50% of municipal plans meet the standards of PROT-AML, there is still a substantial discordance between regional priorities and municipal plans.

### 3.2. Insights related to mechanisms of cross-sectoral coordination and cooperation

PROT-AML failed to establish a monitoring system; it only identified a set of indicators without any targets.

Regarding integrated urban-rural approaches, it is important to highlight the example of how some PROT-AML guidelines are implemented at the Municipal Master Plan level, which is helpful to illustrate the mechanisms.

PROT-AML Territorial Model is structured into 17 territorial units, each with their own characteristics. One of these units is the Northern Agricultural territory, economically supported by agricultural and livestock activities supplying some quality products like wine, vegetables and cheese, but exposed to the pressures caused by the diverse and disorderly occupation of the territory, with dispersed industrial occupation (production and storage) and the disorderly growth of traditional urban centres, which are jeopardizing its function and require reordering.

This Northern Agricultural territorial unit overlaps fundamentally with the municipality of Mafra, where two territories of rural characteristics were identified in its Municipal Master Plan - Rural Area North and Rural Area South. The following priorities have been defined for these areas:

- enhance the existing urban centres and power them as binder poles of housing supply and space for economic activities;
- enrich agricultural and livestock activities, and promote integrated initiatives in specific tourism niches that are capable of boosting the local economy (e.g., tourism in rural areas and housing tourism).

### 3.3. Insights related to the role of (actual, potential) social, organizational, institutional innovations

The CCDR-LVT conducted a reflection and research process between 2005 and 2008 in a protocol with the IST, with the main objective to evaluate the relationship between the

PROT-AML and the Municipal Master Plans. It also intended to improve the internal performance of the CCDR-LVT's own procedures for monitoring plans and urban management downstream of PROT-AML, and to mobilize the municipalities for evaluation and monitoring procedures of urban practices and management in a global way, in a specific partnership developed between the municipalities of Mafra, Odivelas and Palmela. Of the three Municipalities, two have already completed the revision of the Municipal Master Plans (Mafra and Odivelas), and this exercise was important for their work.

#### **4. Effectiveness Indicators**

PROT-AML has been in force since 2002 but its rules have only been applied effectively in 9 or the 18 municipalities, corresponding to those that have reviewed the Municipal Master Plans since that year.

#### **5. Illustration and further information**

Report on the State of Spatial Planning in the Lisbon and Tagus Valley Region, where there is an assessment of the application of PROT-AML

[http://www.ccdr-lvt.pt/uploader/index.php?action=download&field=http://www.ccdr-lvt.pt/files/a34d3845253f51d7b652f946e4a0eeff817fc07a.pdf&fileDesc=REOT\\_LVT\\_12\\_07\\_2018\\_V\\_Final\\_pos\\_consulta\\_publica](http://www.ccdr-lvt.pt/uploader/index.php?action=download&field=http://www.ccdr-lvt.pt/files/a34d3845253f51d7b652f946e4a0eeff817fc07a.pdf&fileDesc=REOT_LVT_12_07_2018_V_Final_pos_consulta_publica)

Mapping of governance institutions and actors: Public Administration, Local Authorities, Economic Agents, NGO's and other associations.

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