

Forum on Strategic Planning in Cities and Regions of Russia - Saint Petersburg, 20-21 October 2008

European Spatial Development Policy in practice: The experience of Portugal

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Saint Petersburg, 20 October 2008

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Introduction (1)

Changes in economy, in society and culture, in infrastructures needs and provision, in accessibilities, in urbanization and in the flows of people and goods have always existed, but the range, scale and speed of actual change has no parallel in former centuries

The result are imbalances and impacts, namely in territorial organization patterns that most national policies, namely spatial development, seem unable to face and deal with adequately and timely

A new factor to be considered are the changes in the way of life and in social and cultural values induced by the new communication and information technologies

Globalization (economic, social and cultural), the increase in urbanization, the scale and complexity/sophistication of some new infrastructures and facilities, the new relationships between rural and urban areas, the increase in frequency and scale of natural and technological hazards also represent challenges to spatial development

Introduction (2)

Spatial development **today** has also to:

- fight **social exclusion**, enhance **competitiveness** and ensure **quality of life** for people in urban and in rural areas
- regenerate urban areas
- prevent **urban sprawl** and “**green urban development**”
- manage **large flows of people** (either migrants or tourists) and **goods**
- enhance **cultural identity** and **diversity**
- deal with **climate change impacts**

Some of these challenges are **not only threats or problems** that need solving; they also can represent **development opportunities or potentials**

The *big question* is *how* to deal with them

European commitments on spatial development

Council of Europe

The Torremolinos Charter (1982)

CEMAT Guiding Principles (2002)

CEMAT Ministers specific commitments on spatial development

The Ljubljana Declaration on sustainable territorial development (2003)

The Lisbon Declaration on Networks for sustainable spatial development (2006)

European Union Ministers responsible for spatial development

The European Spatial Development Perspective (ESDP) (1999)

The Tampere Action Programme (1999)

The Territorial Agenda of the EU (2007)

The 1st Action Programme for the implementation of the Territorial Agenda (2007)

All have the aim of strengthening the **global competitiveness, cohesion and sustainability** of all regions of Europe

The CEMAT's Guiding Principles for Sustainable Spatial Development of the European continent

Adopted by the Ministers responsible for spatial planning at the 12th Session of CEMAT on September 2000 in Hannover and by the Committee of Ministers on 30 January 2002



Offer the Member States of the CoE a flexible and forward-looking framework for cooperation

Present a vision or concept for sustainable development, aimed at the various political and societal bodies working at the various levels, inside and outside governments and administrations:

- 10 principles for a planning policy for sustainable development in Europe

- 9 spatial development measures for different types of European regions

- 1 chapter on strengthening vertical and horizontal cooperation and participation

Add a 4th dimension to the traditional 3 pillars of sustainability: cultural sustainability

The 14th session of the CEMAT



In Lisbon, on 26-27 October 2006, the CEMAT Ministers adopted:

The Lisbon Declaration on “Networks for sustainable spatial development of the European continent: *Bridges over Europe*”

Resolution n. 1 on “Polycentric development: Promoting competitiveness, enhancing cohesion”

Resolution n. 2 on “Territorial governance: Empowerment through enhanced coordination”

Resolution n. 3 on “The Territorial Agenda of the European Union and its relation to CEMAT”

Resolution n. 4 on “The organisation of the 15th Session of CEMAT”, by the Russian Federation, with the theme “*Challenges of the future: Sustainable Territorial Development of the European Continent in a Changing World*”

The Lisbon Declaration on “Networks for sustainable spatial development of the European continent: Bridges over Europe”



Four key-ideas

Pan-European networks of territorial cooperation should be promoted and strengthened to improve sustainable spatial development and territorial cohesion

CEMAT has a fundamental role **in**:

- developing, strengthening and diversifying the European dimension of cooperation networks
- promoting “network creation environments” at different levels of action

The Council of Europe and the European Union should develop an agenda of cooperation to develop new forms of territorial governance

The Lisbon Declaration on “Networks for sustainable spatial development of the European continent: Bridges over Europe”



Networks, bridges over Europe:

A strong and firm commitment on

- Implementing the CEMAT Guiding Principles
- Promoting the territorial dimension of sustainable development
- Promoting and strengthening trans-national networks of territorial cooperation for the spatial and socio-economic development of the whole European continent

The European Spatial Development Perspective (ESDP): Towards Balanced and Sustainable Development of the Territory of the European Union (1)

Adopted in 1999 by the EU Ministers responsible for spatial development

The Member States and the Commission agreed on common objectives and concepts for the future development of the territory of the European Union

and on three fundamental goals of European policy to be achieved equally in all its regions:

- economic and social cohesion
- conservation and management of natural resources and the cultural heritage
- more balanced competitiveness of the European territory

The European Spatial Development Perspective (ESDP): Towards Balanced and Sustainable Development of the Territory of the European Union (2)

The ESDP is considered:

- a suitable policy framework for the sectoral policies of the European Union and the Member States that have spatial impacts, as well as for regional and local authorities, aimed at achieving a balanced and sustainable development of the European territory
- a suitable reference document for encouraging territorial co-operation, while at the same time respecting the principle of subsidiarity

It is a policy framework for the Member States, their regions and local authorities and the European Commission

The European Spatial Development Perspective (ESDP): Towards Balanced and Sustainable Development of the Territory of the European Union (2)

The ESDP sets 3 spatial development guidelines (subdivided into 60 policy options):

- Development of a **polycentric** and balanced urban system and strengthening of the **partnership** between urban and rural areas
- Promotion of **integrated** transport and communication and **parity** of access to infrastructure and knowledge
- Development and conservation of the **natural** and the **cultural heritage** through wise management

The Territorial Agenda of the EU (1)

Aims of the Territorial Agenda of the EU

- Promote economic growth and employment (Lisbon)
- Promote sustainable development (Gothenburg)
- Strengthen the European Social Model in global context
- Promote a new understanding of “territorial governance”
- Dialogue between economy, science and administration

Key issues of the TA

- Future task: Strengthening Territorial Cohesion
- New challenges: Strengthening regional identities, making better use of territorial diversity
- Territorial priorities of the development of the European Union

The Territorial Agenda of the EU (2)

Territorial priorities of the development of the European Union

1. Polycentric Development and Innovation through networking of City Regions and Cities
2. New Forms of Partnership and Territorial Governance between Rural and Urban Areas
3. Regional Clusters of Competition and Innovation
4. Strengthening and Extension of Trans-European Networks
5. Trans-European Risk Management including the Impacts of Climate Change
6. Ecological Structures and Cultural Resources as the Added Value for Development

The Territorial Agenda of the EU (2)

Territorial challenges

- regionally diverse impacts of climate change
- rising energy prices, energy inefficiency and different territorial opportunities for new forms of energy supply
- accelerating integration of regions, including crossborder areas, in global economy and increasing dependencies from other states and regions in the world
- impacts of EU enlargement on economic, social and territorial cohesion, particularly with regard to the transport and energy infrastructure related integration of Eastern Europe and the new EU Member States and their regions
- overexploitation of the ecological and cultural resources and loss of biodiversity, particularly through increasing development sprawl whilst remote areas are facing depopulation
- territorial effects of demographic change (especially ageing) as well as in and out migration and internal migration

The Portuguese experience: The National Spatial Development Policy Programme (NSDPP)

Some background data about Portugal

Area: 92 152 km²

Population: ca. 10,5 million (2004)

Population density: 114/km² (2004)

Administrative Framework

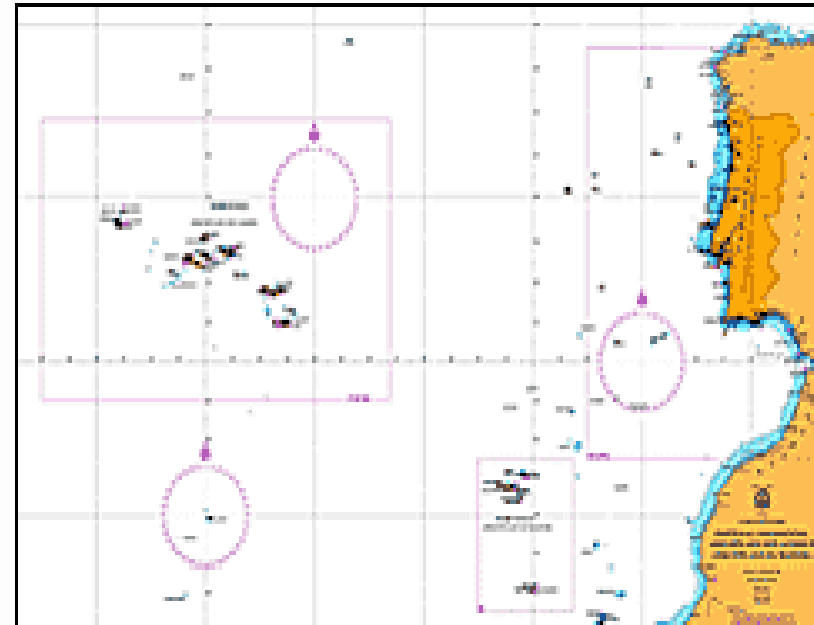
2 Autonomous Regions:

Azores and Madeira

5 decentralized planning regions (in the mainland only)

308 Municipalities (278 in the mainland)

4 259 “parishes” (4.050 in the mainland)



Legal framework (1)

The **Portuguese Constitution**, adopted by Parliament in 1976, states that spatial planning is a duty of the State, aiming at the adequate location of activities, a balanced socio-economic development and ... , in a framework of sustainable development

The **National Spatial Development and Urban Planning Act**, adopted by Parliament in 1998, is the framework for the spatial and urban planning policy

It states that the National Spatial Development Programme (NSDPP):

- Is an instrument of territorial development
- has a strategic nature
- has a national scope
- establishes the framework for all the other territorial planning and management instruments

Legal framework (2)

The **National Spatial Development and Urban Planning Act** sets 9 general principles for portuguese spatial development policy

- sustainability and inter-generation solidarity
- economy in the use of natural and cultural resources
- coordination and integration of policies
- subsidiarity
- equity
- participation
- responsibility
- cooperation and partnership
- juridical stability

Legal framework (3)

The portuguese territorial management system **is** organised in 3 levels

national

regional

local (municipal)

Territorial development and planning tools:

National Spatial Development Policy Programme (*national strategic framework*)

Special spatial plans (*protection of natural resources and areas of national interest*)

Regional Spatial Plans (*regional development strategy and territorial model*)

Intermunicipal Spatial Plans (*intermunicipal cooperation*)

Municipal Spatial Plans

Municipal Master Plan (*municipal development strategy and territorial model*)

Urban Development Plans (*urban development strategy and structure*)

Detail Plans (*basis for urbanisation and building*)

The NSDPP: Terms of reference

The ToR (2002) for the preparation of the NSDPP established **5 strategic goals**:

1. To **structure the national territory** according to the national sustainable socio-economic development strategy, promoting better social and territorial cohesion and **territorial** integration in supra-national spaces
2. To **stimulate local and regional development**, ensure equity in the access to infrastructures, public facilities and services of general interest that are fundamental for a better quality of life and economic competitiveness
3. To **protect and enhance natural resources** as well as to promote their sustainable use; to guarantee the protection of environmental values and of the natural, rural and cultural heritage and the landscape
4. To **define principles, guidelines and criteria** to promote compatible land uses
5. To **promote vertical coherence** between national, regional and local territorial planning and management instruments and **horizontal coherence** between sectoral options, **policies** and instruments with a territorial impact

The NSDPP: links to national policy instruments

Closely linked to other national strategic policy instruments:

National Sustainable Development Strategy 2005-2015

National Action Plan for Growth and Jobs

National Plan for Climate Change

National Strategy for Energy

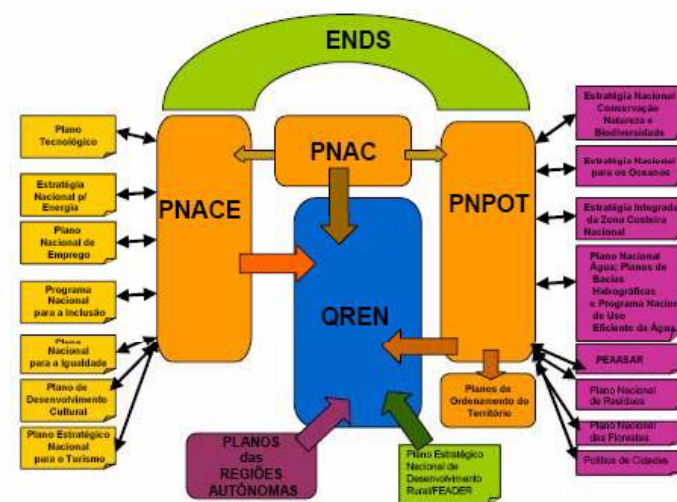
National Strategy for the Sea

National Water Plan

National Rural Development Strategy

National Forest Strategy

National Action Plan to fight Desertification



The NSRF 2007-2013 as an implementation tool

The ESDP and the CEMAT's Guiding Principles were framework documents considered in the preparation of the NSDPP

The NSDPP: The process of its preparation (1)

The Directorate General for Spatial Planning and Urban Development (DGOTDU) was entrusted in 2002 with the preparation of the NSDPP

A Task Group of experts and consultants from several universities was created in 2003 for the preparation of the technical documents

Two committees, charged with following up the process and issuing position papers on the intermediate and final reports, were also created in 2003:

- one **Focal Point Group** representing the **Administration** (including the Autonomous Regions of Azores and Madeira and the Municipalities). This group also had to provide information related to the sectoral, regional and local policies
- one **Advisory Committee** representing the **civil society** (NGOs, professional organizations, trade unions, business sector)

These committees later merged in an **enlarged Advisory Committee**, with a total membership of around 80 institutions

The NSDPP: The process of its preparation (2)

The first draft version (version 1) of the technical proposal was presented in late 2004

Resulting from the debate with the Advisory Committee, **3 other drafts** of the technical proposal were subsequently prepared (versions 2 to 4)

Version 4 was delivered by DGOTDU to the Secretary of State for Spatial Planning and Urban Affairs in **October 2005**

Two types of coordination and negotiation with the sectors and the regional and local administration and civil society occurred:

- (i) technical, during the development of the draft proposal, through the enlarged Advisory Committee
- (ii) political, during the final phase of the preparation, previous to the public consultation.

The political coordination and negotiation within the Government was led by the Secretary of State's Office, resulting in **version 5** that was **approved by the Government** for public consultation in **March 2006**

The NSDPP: The process of its preparation (3)

Public consultation

From May to October 2006 (five and a half months)

DGOTDU created a dedicated site, www.territorioportugal.pt, with all documents, including the position papers by the Advisory Committee, available for download and:

- ✓ the agenda of official and non-official debate sessions
- ✓ links to news in the press and to other public and private sites and blogs where debate on the NSDPP was going on
- ✓ a direct e-mail address and a specific template to post comments and suggestions

DGOTDU organised official public debate sessions around the country, including in the Autonomous Regions, and helped in organizing non-official ones

The report with the results of public consultation was published by DGOTDU in the site in December 2006

The NSDPP: The process of its preparation (4)

The NSDPP proposal was reviewed in late 2006 to include the results of public consultation

In December 2006 the Government adopted the final proposal of the NSDPP to be delivered to Parliament for approval

The Parliament adopted the NSDPP in July 2007

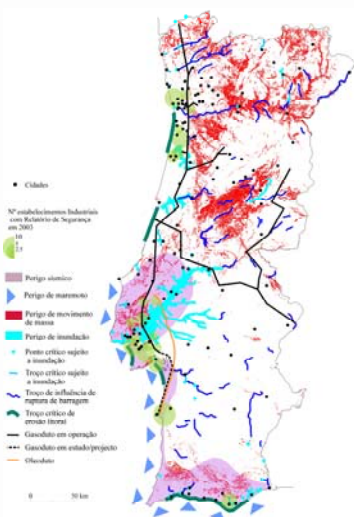
The NSDPP entered into force in September 2007

The NSDPP: Structure and outline of content

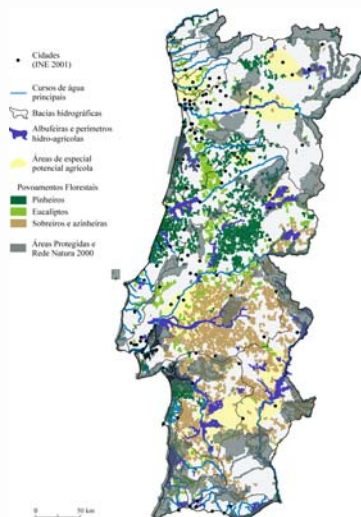


The NSDPP: Territorial Model (example for mainland Portugal)

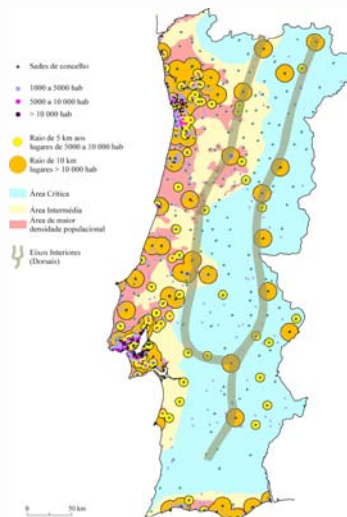
Territorial hazards



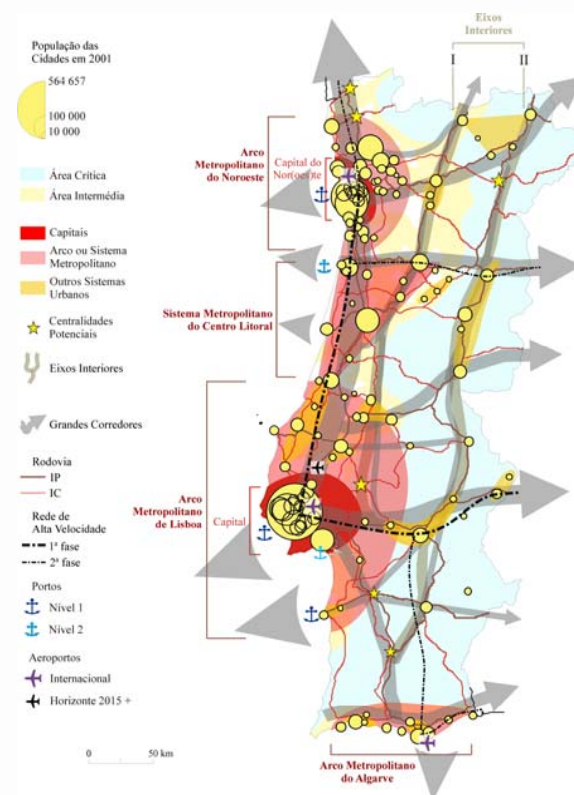
Natural and agri-forestry systems



Settlements and inland axis



Urban system and accessibilities



The NSDPP: Territorial Models (Autonomous Regions)

The Autonomous Regions of Azores and Madeira developed their own proposals for the NSDPP, coherent with their own regional **policies** and development plans and their territorial strategic options

These proposals, including the Territorial Models, are part of the final version of the document approved by the Council of Ministers in December 2006

The NSDPP Action Programme: 6 Strategic Goals

1. Conservation and enhancement of **biodiversity**, resources and **natural**, landscape and **cultural heritage**; sustainable use of **geologic** and **energy resources**; prevention and mitigation of **hazards**
2. Reinforcement of Portugal's **territorial competitiveness** and of its **integration** in the Iberian, European, Atlantic and global spaces
3. Promotion of **territorial polycentric development** and reinforcement of territorial integration and cohesion
4. Ensure **territorial equity** in the access to infrastructures and public facilities; universal accessibility to services of general interest to promote social cohesion
5. Development of **information and communication networks and infrastructures** and promotion of their use by citizens, business and public administration
6. Reinforcement of **quality** and **efficiency** in territorial management; promotion of citizens' and institutions' active and informed participation

The NSDPP implementation

Though prepared under the responsibility of the Minister responsible for spatial planning, the NSDPP is a Government document, binding all sectors of Public Administration

Approval by Parliament consolidates the status of NSDPP as the national reference framework to sectoral policies with a territorial impact and to all other spatial and urban planning instruments, at national, regional and local level

The plans and programmes related to sectoral policies with territorial impact have to comply and implement the NSDPP

The Regional Spatial Plans - 6 in the mainland and one in each of the Autonomous Regions - have to comply with the NSDPP, adapting it to the regional specificities and regional development strategies

The state budget and the NSRF are the financial tools to implement the NSDPP

The Policy for the Cities - POLIS XXI, adopted by the Government in 2007, is a tool to implement the Territorial Model and the strategic and specific goals of the NSDPP

The NSDPP monitoring and assessment

DGOTDU is responsible for **following up** and **monitoring** the NSDPP implementation

Methodological development and preparation of indicators are currently going on with this purpose

This work is going-on based on a **multi-level approach**: municipal based data, regional indicators, national indicators

The site www.territorioportugal.pt is kept active and up-dated, thus allowing all interested stakeholders to follow the NSDPP implementation

The **Spatial Planning and Urban Development Observatory** will be responsible for assessing the NSDPP implementation

Concluding remarks

The NSDPP was a first exercise with this wide scope in the last 30 years

The coordination of such a high number of diverse sectoral policies with territorial impacts was the largest ever experienced

The political negotiation involved was significant and an important factor in building political consensus

The Advisory Committee was fundamental to build-up the consensus from the sectors and civil society

Challenges for the future

- To capitalize on the positive effects of the NSDPP and its preparation process
- To guarantee coherence in the NSDPP implementation
- Full use of role of the Spatial Planning and Urban Development Observatory as a *forum* for sectoral policy coordination and evaluation in the light of the NSDPP