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**Coherence and effectiveness of cohesion policy in Portugal – lessons from a
“competitiveness and employment region” and a “convergence region”**

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1. Introduction

It is expected that the coherence among several spatial planning instruments within a national policy framework should be relevant for an effectiveness use of available resources (human, material and financial resources). This global effectiveness of the national policy framework should consider too a multiscale approach, since national to regional and even local scale, promoting, at the same time, certain policy specifications according to the regional strategies – strategies framed in the context of metropolitan areas, polycentric systems in high density and low density areas¹.

The aim of this paper is to reflect about the coherence and effectiveness of Portuguese regional policy strategies, having two different regions as case study: Lisbon, a

1.The previous issues are the work basis of SPOTIA Project Sustainable Spatial Policy Orientations and Territorial Impact Assessment – Contribution to Portuguese context (PTDC/CS-GEO/105452/2008).

competitiveness and employment region, reflecting metropolization processes, and a “convergence” region - Alentejo, a region with low density and where the primary sector is greater than the national average, portraying the predominance of rural areas. For this analysis it will be focus several scopes.

In this context, it will be relevant to analyze the coherence between national spatial and development planning instruments (Portuguese National Spatial Planning Programme – PNPOT and National Sustainable Development Strategy – ENDS, attending to different components of each instrument, in this case, the diagnosis and the proposed objectives; and the regional spatial and development planning instruments (Regional Development Operational Programme the Regional Spatial Plan). This analysis will be focused on the “urban” matter, with the main goal of understand what are the main suggestions for the urban development for Portugal in general and for Lisbon and Alentejo regions, in particular. In a second moment, an analysis of effectiveness supported on the financial execution of thematic and regionals operational programmes are presented.

This paper will have three parts: after this brief introduction, the second part will present the main subjects previously referred, divided in three subjects. The first is a presentation of the regions in study through the context of its conditions within the Cohesion Policy and the regional planning system that frame the regional territorial policy; the second is focused on an analysis of the coherence among the diagnosis and the objectives set came from the territorial planning documents at national and regional scales, and after that, it will be done an analysis of the approved projects framed by the Portuguese NSRF 2007-2013 for the two regions in study. The last part is addressed to some final notes.

2. Lisbon and Alentejo regions in the context of its objectives of Cohesion Policy

As it was described before, this paper will trail three distinct phases, but all with great relevance for the final discussion about the coherence of the Cohesion Policy, through the comparison of two portuguese regions – Lisbon and Alentejo, with very distinct characteristics and objectives within EU Cohesion Policy. The first part will address exactly on this topic. It will be followed by the approach to diagnosis and proposed objectives by several territorial planning instruments at national and regional level, and finally, the

attention will be given to the execution of NSRF 2007-2013 projects in the context of the “Cities Policy”, the theme in study in the present paper.

2.1. Lisbon Region as “Competitiveness and Employment Objective Region” and Alentejo Region as “Convergence Objective Region”

According to the Portuguese National Strategic Reference Framework 2007-2013 Online Glossary as in the Cohesion policy 2007-13 – Commentaries and official texts Guide (EC, 2007) it’s possible to distinguish both objectives of the Cohesion Policy in study – “Regional competitiveness and employment objective” and “Convergence objective”, through a brief description and criteria analysis in general (Table 1). Considering the portuguese regions, it’s possible to find the four stages: most of portuguese regions are in the Convergence objectives (Norte, Centro, Alentejo and Azores Archipelago), being Algarve in a Phasing-out stage; in other hand, there is only one region in Regional competitiveness and employment Objective – Lisbon Region, and Madeira Archipelago is considered as a Phasing-in Region (Figure 1).

Objective	Convergence	Regional competitiveness and employment
Main aims	Stimulate growth and employment in the least developed regions; highlighting the innovation, the knowledge-based society through the adaptation of economic and social changes, the quality of environment and administrative efficiency	Reinforce the regions` competitiveness and attractiveness and employment, anticipating economic and social changes
Eligibility criteria for regions	Regional criteria basis: GDP less than 75% of EU average National criteria basis: GNI less than 90% of the European average	All areas not eligible for the convergence objective
Eligibility criteria for transition regions	Transitional support system – Phasing-out: Regions who would have been eligible for the convergence objective if the threshold had remained 75 % of the average GDP of the EU-15 and not the EU-25	Transitional support system – Phasing-in: Regions which were covered by Objective 1 but whose GDP exceeds 75 % of the EU-15 GDP average
Financing	European Regional Development Fund, European Social Fund, Cohesion Fund	European Regional Development Fund, European Social Fund
Portuguese Regions	Convergence Regions: Norte, Centro, Alentejo, Azores Archipelago Phasing-out Regions: Algarve	Competitiveness and Employment Regions: Lisbon Phasing-in Regions: Madeira Archipelago

Table 1 – Main characteristics of Convergence Regions and Regional competitiveness and employment Regions according the EU Cohesion Policy 2007-2013. Source: EC (2007); QREN (no data)

Convergence and Competitiveness Objectives 2007-13



Figure 1 – Cohesion Policy 2007-2013 – Portugal Spreadsheet. Source: EC, no data.

To further understand the dynamics of cohesion policy in each region, it's relevant to comprehend some differences among them in four main domains: "Population and Employment", "Housing", "Land use" and "Economic Activities" (Table 2). These trends will be related with the diagnosis presented in the main territorial national and regional policies, considering in this particular paper, two regions in distinct Objectives within the Cohesion Policy: Lisbon Region as "Competitiveness and Employment Objective Region" and Alentejo Region as "Convergence Objective Region". In this context, it's highlighted:

- For Lisbon Region – the population, housing and economic activities density makes this region the most competitive region of Portugal; have a high qualified population and the economic activities are majorly concentrated on services; despite the observation of a little rejuvenating phenomena, there is a great percentage of elderly people; have a great proportion of artificial surface, especially closer to the city of Lisbon; there are some urban problems related with the poor housing conditions of the historical centers of the cities, the traffic and the excessive use of private car, among others;

Lisbon Region Competitiveness and Employment Region	Alentejo Region Convergence Region
Population and Education	
<p>Represents 27% of the resident population, 28% of classic families of Portugal and 28% of institutional families</p> <p>Have a huge population density comparing with the national average (940 vs 115 hab./Km2)</p> <p>Rejuvenating population pyramid, similar to national trend, having more young people (0-24 years) than the national average</p> <p>One of the only two regions that saw a positive increase of young people (0-14 years) in the last decade (+ 10,5%), however the number of elderly people increases more than 25% in the same time</p> <p>The education levels are above the national average: is the region with the lowest illiteracy rate (3,2% vs 5,2% on national average), have the lowest proportion of “No level of education” (7,5% vs 8,5% on national average)</p> <p>There is the region with higher number of university graduate (22% against 16% on national average) and the Secondary education has a relevant proportion (20%)</p>	<p>Represents 7,2% of the resident population, 7,5% of classic families of Portugal and 7,5% of institutional families</p> <p>Have the lowest population density comparing with the national average (24 vs 115 hab./Km2)</p> <p>Rejuvenating population pyramid, similar to national trend, having more elderly people (more than 65 years) than the national average</p> <p>The number of young people (0-14 years) slightly decreases (- 4%) but the elderly people didn't increase exaggeratedly (only 5% when compared with the high national average – 19%)</p> <p>The education levels are below the national average: is the region with the higher illiteracy rate (9,6% vs 5,2% on national average), have the higher proportion of “No level of education” (12,2% vs 8,5% on national average) and the prevalence is for people with the Basic education (1st to 9th grades) (total of 56,5%)</p> <p>There is the region with lower number of university graduate (13% against 16% on national average)</p>
Housing	
<p>Have about 13% of classic buildings</p> <p>Present a huge housing density comparing to the national average (496 vs 64 aloj/km2)</p> <p>Have 25% of total housing, being the region with more non-classic housing (31% of Portugal)</p> <p>Have 16% collective housing</p>	<p>Have about 11% of classic buildings</p> <p>Present the lowest housing density comparing to the national average (15 vs 64 aloj/km2)</p> <p>Have 8% of total housing, being the second region with the lowest percentage of non-classic housing (15%)</p> <p>Is the region with the lowest percentage of collective housing (12%)</p>
Land use	
<p>Represents 3,3% of Portugal area</p> <p>In 2006, Lisbon Region represents more than 22% of the “Artificial surface”, 4,4% of the “Agricultural Areas” and 2,4% of “Forest and seminatural areas” of Portugal</p>	<p>Represents 34,3% of Portugal area</p> <p>In 2006, Alentejo Region represents 11,3% of the “Artificial surface”, 46,6% of the “Agricultural Areas” and 30% of “Forest and seminatural areas” of Portugal</p>
Economic Activities and Employment	
<p>The Tertiary sector have a strong presence in the region, attracting 83% of the employed population, the secondary sector have a proportion below the national average (17% vs 27%) and the Primary sector is almost null (0,7%)</p> <p>The Unemployment Rate is slightly above the national average (12,9% vs 13,2% in Portugal) and there is higher among the Males than among the Females (13,5% vs 12,4%), an opposite trend comparing to national average</p> <p>Focus on establishments, stands up the activities in “Wholesale and retail trade, repair of motor vehicles and motorcycles” (30%), followed by the “Accommodation and food services” (12%), “Professional, scientific and technical activities” (9%) and “Construction” (8%).</p>	<p>The Tertiary sector have a strong presence in the region, attracting 69% of the employed population, the secondary sector have a proportion below the national average (22% vs 27%) and the Primary sector have a tenth of employed population (9,4%)</p> <p>The Unemployment Rate is slightly above the national average (12,8% vs 13,2% in Portugal) and there is higher among the Females than among the Males (13,9% vs 11,9%), an opposite trend comparing to national average</p> <p>Focus on establishments, stands up the activities in “Wholesale and retail trade, repair of motor vehicles and motorcycles” (27%), followed by the “Agriculture, livestock, hunting, forestry and fishing” establishments (17%), a lot higher than the national average (4%), the “Accommodation and food services” (10%) and the “Manufacturing industries” (9%)</p>

Table 2 – Brief characterization supported in contextual indicators for Lisbon and Alentejo Regions. Source: INE, 2011; MESS, 2011; CLC 2006

In Alentejo Region – the population density is very low, especially due to the wide area of the region; despite the predominance of the secondary and tertiary sector, the agricultural activity have a relevant presence as employment sector comparing to the country, reflecting on the landscape and land use of the region; the education levels are below the national average and the unemployment are on the national average.

The territorial development of these two regions is framed by two distinct levels of policy documents, beyond all the national planning system and the sectoral policies. At national scale:

- The PNPT and ENDS, with a guiding approach, are the main relevant instruments that frame all the other territorial policies;
- It will be considered one of the national thematic Operational Programme – the OP Territorial Enhancement, the financing instrument that frame actions for Cities Policy;

At regional, there were selected two types of instruments:

- The regional planning instruments, with a guiding approach, in this case it will be the Alentejo Regional Spatial Plan (CCDR, 2010) and the Lisbon Metropolitan Area Regional Spatial (revision of 2011 but not approved yet);
- And, in other perspective, the Regional Operational Programmes, framed by the NSRF 2007-2013, in this study for Lisbon and Alentejo Region (2007, revised on 2011).

However, the relationship of all planning tools is not enabling always a greater interaction between the various instruments and, consequently, its coherence. For example, considering the instruments of territorial development at regional scale, as the Regional Spatial Plan, with a strategic approach, and the Regional Operational Programme, with a programmatic and executive approach, we will find two different situations for our case studies. While in Lisbon Region, the regional territorial policy framework is linear, in other words, for all region there is only one Regional Spatial Development Plan and one Operational Regional Programme; for Alentejo region, this relationship is not so linear, existing one sub-region (Lezíria do Tejo), that is considered in the Oeste and Vale do Tejo (OVT) Regional Spatial Plan, but in the context of the Regional Operational Programme is considered as part of Alentejo region (Figure 2).

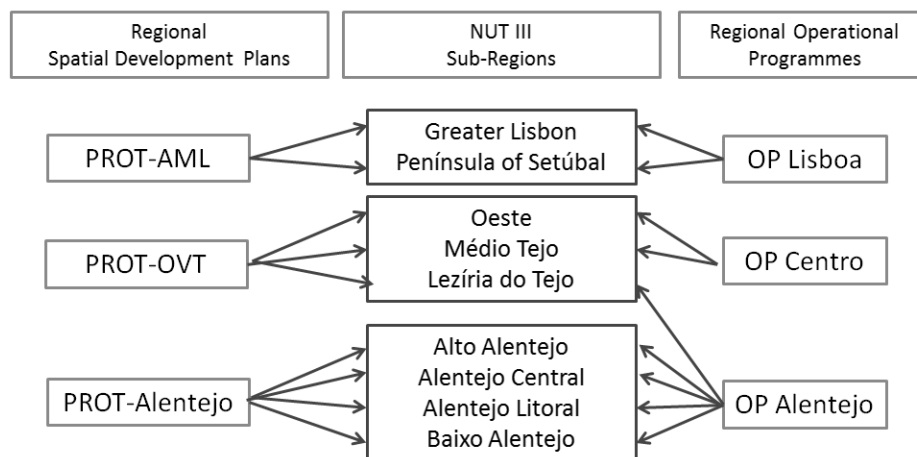


Figure 2 – Relationship between the Regional Spatial Development Plans, the Regional Operational Programmes and the territories (NUT III) that they represent. Source: Own elaboration

Following this framework, we will focus in particular the analysis of territorial planning documents at national and regional scale, pretending to discuss its coherence.

2.2.The coherence between the diagnosis and the proposed objectives by the main territorial instruments

The first step of this analysis is to discuss briefly the relationship between the several aspects referred on the diagnosis of the selected documents, both national and regional scales. After, we will focus on the suggested objectives, measures or actions of the same documents, which will guide, in this, case, all the regional territorial policy.

This is a relevant analysis as the policy's options are taken according to the main problems to solve, leveraging what each region have better or according to its potential.

In the appendix 1 it's, possible to see, according to the quadrant of the SWOT analysis or considering the main trends and challenge of the country or region, the most relevant topics referred by each policy document.

In this first reading, it's possible to highlight:

- As strengths: there are referred the good network of small and medium cities in the country that promote a better access to services and equipments, the existing experiences of public policies to enhance the more fragile urban territories and; in the regional documents, are referred the relevance of the urban areas as a tourist resource;

- As weaknesses at national scale: the general extensive and low quality urban growth, the degradation of historic areas and the suburb areas (due to different reasons), the insufficient size of the non-metropolitan urban centers, the existing problems on coastal areas among the two major metropolitan areas (Lisboa and Porto), and the dependence of some sensitive areas of social policies or State`s financing help;
- As weaknesses at regional scale: in both regions are highlighted the limitations of the historical centers and the need of requalification, but while in Alentejo is referred the weakness of general urban system, with a little interrelationship among the largest cities and the others urban nucleous; in Lisbon, the poverty increases the urban marginality, there are a general territorial disordering with the identification of disqualified areas, illegal and disqualified social neighbourhoods, etc.;
- As opportunities directly related with this theme, only the OP Lisboa referred some topics, as: the new generation of urban policies that integrates the competitiveness of cities, the potential of the international and national territorial cooperation, the recognition of architecture as a factor of urban excellence, and the started urban revitalization of some consolidated urban areas;
- As threats: At national scale, it was referred that one mega-project as the TEN-T could penalize the weakest elements of national urban system and promote the cities with a higher level (however this project was stopped due to the national conjuncture of economic crisis); at regional scale in Alentejo, a more rural region, the depopulation in rural areas and the concentration of people in urban areas could separate even more these two categories; in Lisbon area, is suggested the possibility of have inadequate and disjoint socio-urban policies that enhance the social conflict, the fragmentation of urban and social metropolitan fabric, the urban pressure on natural land use (for example, for agriculture or forestry) and the increasing urban construction, especially in sensitive areas as the coastal area.
- In PNPT there are referred some urban problems, as the sprawl in urban areas, the depopulation on sensitive areas affecting the competitiveness of these areas, the degradation of residential areas in the peripheries and in historic centers of cities, and the social exclusion in urban areas, especially for immigrants;
- At last, in several region documents, there are cited some trends and challenges: for Alentejo, one challenge is to consolidate the urban system and develop new urban-rural relationship; for Lisbon Region is referred the care for the urban pressures, the need to search an urban expansion that promote the interstitial areas, and as trend the

dispersion of residential and economic activities that change the surroundings and promote an urban sprawl, with impacts, for example, on daily commuting.

In this second moment, there are focused the main objectives referred by the same instruments, both at national and regional scales, about the “urban areas”. We must consider that only the topics that were selected would refer directly to cities or policy that focused reportedly to urban areas, given that the vast majority of the remaining objectives can be considered for any area, whether urban or rural (see appendix 2).

Summarizing the main aspects referred on the objectives set, it's possible to see that are majorly the same ideas and goals that are referred both in national and regional documents, as for Lisbon and Alentejo regions, highlighting:

- The need, within the Cities Policy, to create a long-term strategic vision;
- Promote cooperation networks among nearby cities and partnerships between public and private entities;
- Promote a territorial cohesion through the structuration of the equipments and infrastructures systems in a supra-municipal perspective and under inter-urban cooperation;
- Introduce supporters on financing instruments for inter-municipal cooperation for urban qualification, for example for new forms of public transport, solutions for decentralized energy production, creation of green spaces, new solutions and interventions for sewer system
- Promote the organization of national and regional spatial planning, for example for accessibility and mobility systems, public services, etc., to promote social inclusion and a higher quality of spaces;
- Promote an integrated rehabilitation, revitalization and qualification of urban areas against the bet on new dispersed areas, through the urban qualification and rehabilitation of critical areas, revitalization of historic centers and consolidate degraded urban areas, qualification of peripheries and promotion of accessibility and quality of public spaces, etc.
- Promote innovative responses for urban problems

From these previous readings it is possible to identify, at the policy level, that there is a strong relationship between the problems and restrictions identified on the diagnoses and the proposed objectives in the various programs, with a strong coherence in each document and among all documents.

For example, to solve aspects as urban sprawl, degraded historic centers or peripheries, there are several references to the need of actions that promote the rehabilitation, revitalization and requalification of the urban areas; the relevance of a better management of the equipments, infrastructures and services networks are developed by the search of inter-municipal cooperation and the development of partnership among several agents; the same response could enhance the regional urban systems of more sensitive regions, as Alentejo, giving more size and competitiveness to all; the concerns with the social sphere is an evidence too, highlighting the urban marginalization and social exclusion aspects in Lisbon Region and the depopulation, especially in rural areas, solved through innovative strategies in addition to the previous actions.

2.3. A deeper analysis of the approved projects of NSRF 2007-2013 considering some territorial characteristics

After the first approach, with focus on the policies reports, that represents “what to do” in that political cycle, the second approach analyze the influence of NSRF 2007-2013 on the regional policies. This reading could give us a picture of “what was done” in this last political cycle. In this context, is extremely relevant to confront the previous reported objectives (linked to the identified needs) and the real execution. Through the analysis of the approved projects by NSRF 2007-2013 in the Intervention Domain of “Cities Policy”, six Operation Typologies are found: “Innovative Actions for Urban Development”, “Urban Structure Equipment System”, “JESSICA Community Initiative”, “Cities Policy - Partnerships for Urban Regeneration”, “Politics of Cities - Urban Network for Competitiveness and Innovation”, and “Urban and Rural Rehabilitation”. For this exercise, we will consider only the approved projects of NSRF 2007-2013 for Mainland Portugal regions, despite all actions done by the municipalities, regional or national entities.

Regions	Approved Projects (Nº)	Approved Projects (%)	Approved Community Fund (€)	Approved Community Fund (%)	Approved Community Fund per project (€)	Approved Eligible Investment (€)	Approved Eligible Investment (%)	Approved Community Fund per project (euro)
Norte	479	31.5%	435544553	42.1%	909279	553279754	40.53%	1155073
Centro	498	32.7%	330068877	31.9%	662789	429507815	31.46%	862465
Lisboa	251	16.5%	95883816	9.3%	382007	147678503	10.82%	588361
Alentejo	252	16.6%	156752542	15.2%	622034	208362735	15.26%	826836
Algarve	42	2.8%	15585343	1.5%	371080	26400641	1.93%	628587
Total	1522	100%	1033835131	100%	679261	1365229449	100%	896997

Table 3 – Number of approved projects and respective funds by region. Source: NSRF 2007-2013 data base (March 2013). Own treatment.

Counting 1522 approved projects since 2017 until March 2013 in the Intervention Domain of “Cities Policy” (Table 3), despite all differences among the two studied regions – Lisboa and Alentejo (a competitiveness and employment objective region *vs* a convergence region), each of this region represents 17% of the total of approved projects. However, while Alentejo region absorbed 15% of the approved community funds and 15% of approved eligible investment, having the average funds per project very similar to the national average; Lisbon region absorbed for 16% of the national projects, only 9% of the approved community fund and 11% of the approved eligible fund, presenting the average fund per project nearly half of the national average.

Percentage of Approved Projects by Intervention Domain by Region					
	Norte	Centro	Lisboa	Alentejo	Algarve
Innovative Actions for Urban Development	0.63%	1.61%	0.00%	0.40%	0.00%
Urban Structure Equipment System	2.30%	2.61%	0.00%	1.19%	0.00%
JESSICA Community Initiative	0.21%	0.20%	0.40%	0.40%	2.38%
Cities Policy - Partnerships for Urban Regeneration	88.94%	86.35%	96.41%	69.05%	66.67%
Cities Policy - Urban Network for Competitiveness and Innovation	7.93%	9.24%	3.19%	28.97%	21.43%
Urban and Rural Rehabilitation	0.00%	0.00%	0.00%	0.00%	9.52%
Total	100%	100%	100%	100%	100%
Percentage of Approved Community Fund by Intervention Domain by Region					
Innovative Actions for Urban Development	0.7%	1.4%	0.0%	0.2%	0.0%
Urban Structure Equipment System	16.3%	20.7%	0.0%	9.2%	0.0%
JESSICA Community Initiative	10.3%	8.7%	5.2%	10.3%	32.1%
Cities Policy - Partnerships for Urban Regeneration	65.7%	63.3%	92.9%	66.3%	30.7%
Cities Policy - Urban Network for Competitiveness and Innovation	6.9%	5.9%	1.9%	14.0%	17.8%
Urban and Rural Rehabilitation	0.0%	0.0%	0.0%	0.0%	19.5%
Total	100%	100%	100%	100%	100%

Table 4 - Number of approved projects and respective funds by Intervention Domain by Region. Source: NSRF 2007-2013 data base (March 2013). Own treatment.

Focusing specifically the projects according the six Operation Typologies (Table 4), it's possible to see that all five mainland portuguese regions are distinct patters. Lisbon region have a huge predominance of projects in the “Cities Policy - Partnerships for Urban Regeneration” (96%), allocating about 93% of the Community fund for “Cities Policy” in the region, and a small percentage of the approved projects is framed in “Cities Policy - Urban

Network for Competitiveness and Innovation”, with less than 2% of the community fund. In Alentejo, despite there isn't a great diversity of intervention domains, as in Lisbon Region, and the projects fall into the same axes – 69% of the approved projects on “Cities Policy - Partnerships for Urban Regeneration”, allocating about 66% of the Community fund for “Cities Policy” in the region, and 29% of approved projects in “Cities Policy - Urban Network for Competitiveness and Innovation”, with 14% of the community fund, stands out a few number of projects in other domains, as "Urban Structure Equipment System” (3 projects, representing 9% of the community fund), “Innovative Actions for Urban Development” (1 project) and JESSICA Community Initiative (1 project, representing 10% of the community fund).

Focusing now on the main promoters of the approved projects, it's visible the variety of agents that are investing in urban projects (Table 5). Of course, the executed projects are strongly related with the competences or activities of each agent:

- By the Central Government (direct or indirect), there are actions as the
- The Churches betting on rehabilitation of heritage infrastructures and the construction of new spaces of social support, among other initiatives;
- The business associations bet on enhancement of studies, for example about the local trade, or rehabilitation of infrastructures;
- The sport and arts associations concerned with the rehabilitation of their spaces, support activities or investment in cultural activities;
- The Agencies and associations of regional and local development are focused on boosting socio-cultural dynamics of participatory spaces or rehabilitation of heritage, among others;
- The Entities of Higher Education universities are also focused on rehabilitating and expanding its space
- The municipalities, being the most dynamic agent in the theme, demonstrates activities on remodeling of networks of basic sanitation and water supply, refurbishment of equipment and its animation, replacement of street lighting systems, walkways, reclassification of gardens, markets, river fronts, business areas, cultural centers, tourism signals, archaeological research, social facilities, accessibility, rehabilitation of neighborhoods and blocks, cultural entertainment and commerce, mobility plans, redevelopment of the historic center, among others.

Comparing the two regions in study:

- In all region, the main promoters of projects related with the urban subject are “Municipalities, association of municipalities, municipal services and parishes”, especially in Lisbon (79%) and Alentejo (79%);
- In Lisbon, above the national average, 7% of projects came from “Associations and cultural facilities, sports associations, social support / IPSS / NGO, foundations” (7%), and 5% in Alentejo;
- The “Central Government (direct or indirect)”, have a role in this dynamics, in both regions (5% in Lisbon and 4% in Alentejo against only 2,6% on national average);
- Both in Lisbon and Alentejo, the “Business or professional associations, labour unions”, have less relevance compared with the national average (1% in Lisbon and 2% in Alentejo vs 3% in Mainland Portugal);
- Curiously, in Alentejo region there are 3% of approved projects in this theme proposed by “Entities of Higher Education, Technology and Innovation”.

Promoters	Norte	Centro	Lisboa	Alentejo	Algarve	Total
Central Government (direct or indirect)	1.0	2.2	5.2	4.0	2.4	2.6
Municipalities, associations of municipalities, municipal services, Parishes	78.9	74.3	78.5	78.6	69.0	77.0
Agencies and associations of regional and local development	3.8	2.0	3.2	2.4	2.4	2.8
Business sector and Cooperatives	5.0	1.8	3.2	2.0	0.0	3.0
Business or professional associations, labour unions	2.9	4.6	1.2	1.6	7.1	3.1
Associations and cultural facilities, sports associations, social support / IPSS / NGO, foundations	4.2	6.4	7.2	5.2	4.8	5.6
Entities of Higher Education, Technology and Innovation	1.9	4.0	0.0	3.2	4.8	2.6
Schools, hospitals, health centers, churches and religious institutions	2.3	4.6	1.6	3.2	9.5	3.3
Total (%)	100	100	100	100	100	100

Table 5 – Promoters of the approved projects. Source: NSRF 2007-2013 data base (March 2013). Own treatment.

At last, considering the urban typology of the municipalities where were executed the approved projects, whenever possible, if in Lisbon region all the initiatives are taken in a metropolitan area, having only 1 in 251 project that is not “territorialized”, framed by JESSICA Community Initiative (an Holding Fund); in Alentejo region, the patter is different:

- About 69% of the projects were territorialized on “urban municipalities”, considering as urban municipalities those which includes one or more cities, with a great concentration on “Cities Policy - Partnerships for Urban Regeneration” domain;

- 26% in non-urban municipalities focused equally on “Cities Policy - Partnerships for Urban Regeneration” and “Cities Policy - Urban Network for Competitiveness and Innovation” domains;
- And 5% are non-territorialized projects, benefiting the entire region.

3. Final notes

This paper pretends to be a first approach to an evaluation of the coherence and effectiveness of the EU Cohesion Policy in this last political cycle, considering one unique theme – the “urban” – considering two distinct regions, each one framed by a different objective of the Cohesion Policy (Lisbon in Regional Competitiveness and Employment Objective and Alentejo in Convergence Objective). This aspect is the starting point of a potential diverse dynamic among the regions in Portugal. The actual characteristics and trends of regions are one first factor of a greater or lesser adherence of the various agents to the promoted policies at regional scale, considering too the availability of investments within the policies planned for the region.

Some difficulties of implementing policies arise just upstream, examining the system of national planning. To have a greater effectiveness and efficiency of policies, it is expected that the agents of one region know and understand what actions should concentrate its efforts to answer to its needs but, at the same time, to achieve the common good of regional development. For that, the planning system should be clear, well organized, coherent between various instruments, with no overlap of any instrument but with a complementary relationship, if they are instruments for the same territorial level, or with a consequential logic, when we speak of a multiscale planning system.

The previous approach shows that a multisectoral and multiscale hierarchy of instruments define the Portuguese national planning system. In an ex-ante reading, linked to programmes conception, for both regions there is a strong coherence among the identified problems and needs and the region potential with the objectives set proposed by the regional documents, a proximity between the several regional documents for each region (which are intended to be complementary, having the two regional documents different scopes – guiding vs financing and execution); and there is a coherent line too among the regional and the national documents.

In the implementation process analyzed by the executed projects, the inclusion of “transversal” objectives linked to Lisbon Agenda (like innovation strategies or the social and environmental renewal) or “territorial bottom-up” strategies are evident. For example, the region of Alentejo, a Convergence Region, is the Portuguese mainland region that counts a major proportion of approved projects within the domain of “Cities Policy – Urban network for Competitiveness and Innovation”. The existence of some projects referred to the local governance is a good indicator too of the proposed approximation between the policies agents, the local decision makers and the community. This analysis conducts to another conclusion. The “urban” theme and, specifically the Cities Policy are not only a territorialized policy, but covers, at the same time, a sectoral perspective functioning within the urban areas. The approved projects in these two case studies are representative of this situation, with the presence of projects linked to the transports and accessibilities, energy, sanitation infrastructures, among other areas, covered too in another axes of the Cohesion Policy.

At last, the great changing of some structuring policies in these last five years in Portugal, mainly due to the national economic crisis, that led to the reformulation of many territorial and sectoral policies, calls into question in the first place, the effectiveness and efficiency of national and regional policies, as the execution will be different than originally planned, but also downgrades the potential that large infrastructures could have on the development of a more cohesive and simultaneously more competitive national and regional urban system. It is expected that the actions at the local level, using innovation, creativity and new forms of partnership could minimize these new adaptations, being the cities the premier location for these dynamics, looking for a balancing between the competitiveness and the urban cohesion.

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Appendix 1

Topics about the “urban areas” or “cities policy” present on diagnosis of the main documents in study: PNPOT, ENDS, PO VT, PO Lisboa, PO Alentejo

Strengths
<p>National: PO VT – Good network of small and medium cities that promote a better access to all urban functions, equipments and infrastructures PO VT – affirmation of several medium cities benefiting the national urban network PO VT – the general cover of road networks create good accessibility levels among the main urban concentrations PO VT - Potential claim of sub-regional urban systems based on the potential complementarity between nearby cities PO VT - Potential of urban claim around tourist platform in non-metropolitan areas PO VT - Experiences on integration of public policies for urban territories with marked social weaknesses</p> <p>Regional: PO Alentejo – Urban and rural environment as a tourism resource PROT-AML – Lisbon city and several urban nucleous as tourist resource</p>
Weaknesses
<p>National: PO VT – Extensive and low quality urban growth, accompanied by progressive degradation and devitalization of historic areas PO VT – Imbalance of the national urban network and insufficient scale and integration of non-metropolitan urban PO VT – Mobility model based mainly on road transport on urban areas, with negative impact on the general terms of productivity and quality of life and environment PO VT - Insufficient size of the non-metropolitan urban centers, limiting the emergence of agglomeration economies and innovation potential PO VT - Difficulties in organizing and structuring the coast between the two metropolitan areas of Lisbon and Porto, difficulties of governance polycentric urban system that characterizes this area PO VT - Heavy reliance on a few urban centers of dependent functions of the state budget and social demands of uncertain sustainability in the medium and long term PO VT - Social policies and integrated revitalization of degraded areas with high incidence of urban poverty and other forms of social exclusion, excessively vulnerable to the effects of the state of public finances and macroeconomic stabilization policies PO VT - Forms and expressions of rural poverty seriously penalized by the trend observed in the last two decades of strengthen the growth of urban centers in interior areas with the consequent emptying rural villages</p> <p>Regional: PO Alentejo - The historic centers of cities have urban regeneration needs associated with the loss of economic and housing functions, being disqualified patent growth of the suburbs, where scarce public facilities, employment and urban functions PO Alentejo - The urban system in the region is remarkably weak: major cities have few interrelationships and a lack of complementarity in the provision of collective goods and services, the articulation of the largest cities in the surrounding urban network (at the level of county seats) also needs deepening PO Lisboa - High rate of poverty, living conditions deteriorated, worsening conditions of access to some basic services (especially health), together with the increase in urban marginality PO Lisboa - Urban and territorial disordering, existence of disqualified areas and illegal neighborhoods, degradation of social housing neighborhoods and desertification of historic centers PROT-AML - Urban and territorial disordering, fragmented occupation of territory, existence of disqualified areas and illegal neighborhoods, degradation of social housing neighborhoods and desertification of historic centers PROT-AML - Insufficient clarification of the centrality of the urban system, its hierarchy as well as the physical and functional joints between the various poles PROT-AML - Devaluation, abandonment and degradation of rural and disqualification and disintegration of urban spaces</p>
Opportunities
<p>Regional: PO Lisboa – New generation of urban policies to contemplate the competitiveness of cities PO Lisboa – Ability to develop forms of territorial cooperation at international and national levels (inter-regional and urban-rural) PO Lisboa – Growing appreciation of architecture as a factor of urban excellence and cultural statement, a trend for which the Portuguese society is well located in terms of resources of excellence with recognized international prestige PO Lisboa – Urban revitalization of some socio-consolidated urban spaces</p>
Threats
<p>National:</p>

PO VT – TEN-T outlined according the interests of the city system of ranking higher in the EU, with penalty of some elements of the national urban system

Regional:

PO Alentejo - The intense depopulation in rural areas, contributing to the worsening of the urban-rural contrast, that can lead to the disappearance of smaller nucleous, also because the rural abandonment and the consequent loss of identity of the landscape

PO Lisboa - Inadequate and disjointed Socio-urban policies, enhancing risks of social conflict

PROT-AML - Inadequate and disjointed Socio-urban policies, enhancing risks of social conflict

PROT-AML - Increasing fragmentation of urban and social of metropolitan fabric, leading to socio-urban fractures, the emergence of new social cleavages and the polarization of the forms of ownership and experiences in the city

PROT-AML - Urban pressure growing on soils with agricultural and forestry skills that still exist

PROT-AML - Uncontrolled increase of tourism, namely the pursuit of coastline, forestry and rural areas for leisure and recreation, promoting increased urban construction and infrastructure in sensitive areas

Problems

PNPOT - Sprawl of metropolitan areas and other urban areas, invading and shattering the open spaces, affecting their quality and ecological, scenic and productive potential, and endearing and hindering the development of infrastructure and the provision of collective services

PNPOT - Depopulation and demographic and socio-economic weakening of vast underdevelopment areas of non-metropolitan urban systems and their articulation with the surrounding rural areas, weakening the competitiveness and territorial cohesion of the country

PNPOT - Quality degradation in many residential areas, especially in the periphery and in the historic centers of cities, and persistence of important segments of the population without access to decent housing, exacerbating social disparities within cities.

PNPOT - Failure of public policy and civic culture in welcoming and integrating immigrants, emphasizing the spatial segregation and social exclusion in urban areas.

Trends and challenges

PO Alentejo – Consolidate the urban system and develop a new urban-rural relationship

PO Lisboa - Maintenance / aggravation of urban pressures (soil / environment)

PROT-AML - Urban expansion, promoting the occupation of interstitial areas, disrupting and changing ecological corridors

PROT-AML - Rapid and essentially expansive urban development leading to a large dispersion of residential deployments and activities, the rapid transformation of the surrounding countryside and the intensification and broadening of the range of daily commuting

Appendix 2

Main objectives, measures or actions about the “urban areas” or “cities policy” present on the main documents in study: PNPOT, ENDS, PO VT, PO Lisboa, PO Alentejo

Objectives at national scale:

PNPOT

Develop instruments within the Cities Policy, that encourage urban agglomerations, alone or networked, to take a long-term strategic vision that guarantees differentiated and competitive positioning in the knowledge economy at national and international levels;

Promote cooperation networks between neighboring cities to gain critical mass in modern competitive factors and structure the various urban systems recurring, in particular, at realization of "agglomeration contracts" between the State and Local Government and the establishment of partnerships between public and private entities and between these;

Give territorial coherence to national networks of structuring equipment, particularly in the fields of culture, higher education and research, with a view to strengthening the versatility and medium-sized cities;

Introduce systems to support investment criteria favoring solutions and innovative activities in the most dynamic urban centers of less developed regions;

Introduce supporters of inter-municipal cooperation in the financing instruments of infrastructure and equipment and local investment programs;

Set, in the PROT of continental territory and Autonomous Regions, the strategic framework for the organization of regional spatial planning, especially in the ecological and urban accessibility and mobility, taking into account the objectives of strengthening centralities, a more compact urban development and the control and discipline of the dispersion of the construction;

Encouraging new partnerships for the development of integrated rehabilitation, revitalization and qualification of urban areas, strengthen and streamline the role of Societies of Urban Renewal and review the fiscal and financial framework of integrated operations in these programs;

Improve mechanisms of assumption by the promoters of the externalities generated by new developments, both on the infrastructure or on the ecological structure;

Ensure a coherent and balanced distribution of decentralized services of the central administration and the provision of public facilities and services in low-density areas and develop a network of multi-service centers, to provide services of general interest to the people living there through a methodology based on proximity to the beneficiaries in the use of mobile units and technologies of distance communication, integration and versatility of resources and the contractual relationship between the decentralized services of the central government, municipalities and other local development agents;

ENDS

Incentives for active management of settlements, the recovery of degraded areas or erosion problems, and the promotion of afforestation with species more resistant to fire and / or greater economic value and environmental privileging logical row;

Creating incentives for urban systems reconstruction and requalification - building and organization of space - urban areas with greater seismic and flooding risks, with the adoption of innovative architectural solutions, and the Metropolitan Area of Lisbon and Algarve regions of priority action;

Supporting investments to materialize in the individually considered and designed cities to enhance the sustainability of their operation. Particular, the following types of interventions:

- Experimentation of new organizational forms of public transport - use collective or individual use - using car fleets centralized management and innovative solutions for accessibility and powertrain and telematics;

- Dissemination of new solutions for decentralized energy production and its efficient management, for residential purposes in urban areas, with hybrid solutions combining fossil fuels and renewables (including co-generation electricity / heat from the natural gas network, the equipment of buildings with photovoltaic solutions for next generation etc.);

- Support the creation of ecological corridors and public spaces "green" in the cities as key investment for the improvement of environmental quality;

- Support for testing new solutions and interventions for rehabilitation of sewer systems in major urban areas, in order to maximize the possibility of recycling water for uses other than human consumption.

Supporting urban requalification interventions of large dimension and urgency, in particular:

- Urban qualification and rehabilitation of critical areas;

- Revitalization of historic city centers and consolidated urban areas but degraded;

- Qualification of peripheries;

- Promotion of accessibility in the public spaces and built access and use by all citizens, in particular those with disabilities.

Supporting investment in supra - municipal infrastructure and equipment projects under inter-urban cooperation.
 Organization and management of inter-systems (mobility, urban facilities complementary ecological networks)
 Develop instruments within the Cities Policy, to encourage urban agglomerations, alone or networked, to take a long-term strategic vision that guarantees them differentiated positioning and competitive knowledge economy in the national and international level
 Encouraging urban rehabilitation and revitalization programs that promote social inclusion and create high quality urban spaces and environmental
 Promotion of pilot projects demonstrating new urban solutions (access to services, mobility, resource management) and introduction of new technologies in the functioning of the city;
 Promotion of cooperation networks between neighboring cities, to ensure critical mass in modern competitive factors and structure the various urban systems by recourse to contracts agglomeration to develop cooperation between the State and Local Government and the establishment of partnerships between public and private entities
 Introduce supporters of inter-municipal cooperation in the financing instruments of infrastructure and equipment and local investment programs
 Additional support for integrated programs involving: incentives for locating new activities, implementation of knowledge centers, integrated into wider networks, improving the attractiveness of cities and accessibility structural interventions in space - designed to break situations of development deficits in NUTS III densely populated and conversion problems and lack of entrepreneurial dynamism

PO VT

Advancing innovative responses to urban problems and searches

Objectives at regional scale:

PO Lisboa

Promoting partnerships for urban regeneration

PO Alentejo

Promote urban regeneration and requalification of specific areas of cities
 Boost the regional economy and employment through strategic inter-urban

PROT-AML

Strengthen functions on urban conurbations structuring
 Re-orient the urban demands for rehabilitation of existing urban areas
 Countering building dispersed
 Increasing green spaces and collective use spaces
 Investing in urban regeneration at the expense of new construction for housing
 Betting on regeneration of civic and historical centers
 (Re)Creating safe, clean and comfortable public spaces

PROT Alentejo

Develop a polycentric regional system, based on a set of top-level urban centers, able to articulate regional networks to promote their functional integration and generate increased levels of strategic cooperation
 Structure sub-regional urban networks based on intercity agreement of resources and equipments, able to sustain territorial cohesion and to ensure access to community services and a wide range of urban functions
 Ensure qualification of urban areas through the structuring and valuing urban regeneration and enhancement of the existing heritage values