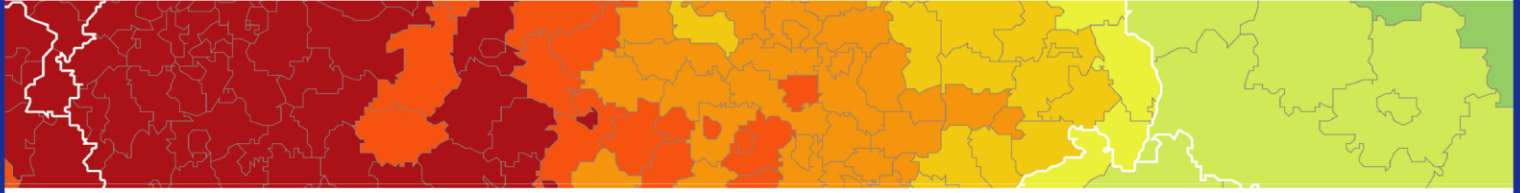


Inspire policy making by territorial evidence



ReSSI – Regional strategies for sustainable and inclusive territorial development – Regional interplay and EU dialogue

Targeted Analysis

Annex 6 – Oeiras Case Study

Version 30/11/2017

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ReSSI

Regional strategies for sustainable and
inclusive territorial development –
Regional interplay and EU dialogue

Table of Contents

List of Figures	ii
List of Tables.....	ii
Abbreviations	iii
1. Introduction.....	4
2. Case Study Background	4
2.1 Methodological considerations.....	5
2.2 Introduction: EVA case	6
2.3 Governance context.....	9
2.4 Governance opportunities and challenges	11
3. Case Study.....	13
3.1 External drivers.....	13
3.1.1 International.....	13
3.1.2 National.....	14
3.2 Internal drivers (case dependent).....	16
3.3 Actors	16
3.4 Means.....	19
3.5 Knowledge and communication	21
3.6 Challenges and bottlenecks.....	23
3.7 Analysis and evaluation (Impacts).....	25
References	28
Appendix.....	29

List of Figures

Figure 2.1: The Metropolitan Area of Lisbon.....	6
Figure 2.2: The inter-municipal territory of the EVA project.....	7
Figure 2.3. Portuguese institutional setup.....	10
Figure 3.1: Territorial stakeholders, planning instruments and major strategies	18
Figure 3.2: Possible ITI implementation arrangement.....	20
Figure 3.3: A stakeholder's view of territorial/institutional relationships.....	22

List of Tables

Table 2.1: Interview participants	5
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Abbreviations

ADP - Portugal Waters

AML – Metropolitan Area of Lisbon

APA - Environmental Agency (Portugal)

CCDR-LVT – Regional Authority of Lisbon and Tagus Valley

CMA – Municipality of Amadora

CMO – Municipality of Oeiras

CMS – Municipality of Sintra

DGPC - Cultural Heritage Agency (Portugal)

EAFRD – European Agricultural Fund for Rural Development

EIDT-AML – Integrated Development Strategy for the Metropolitan Area of Lisbon

EMFF – European Maritime and Fisheries Fund

ERDF – European Regional Development Fund

ESF – European Social Fund

EU – European Union

EVA – Eixo Verde e Azul (Green and Blue Corridor)

ERDF – European Regional Development Fund

ICNF - Nature and Forest Conservation Agency (Portugal)

IP - Portugal Infrastructures

ITI - Integrated Territorial Investments

MDN - Ministry of Defence (Portugal)

PAR-L - Regional Action Plan of Lisbon 2014-2020

PDCT - Development and Territorial Cohesion Pact

POR-L – Regional Operational Plan of Lisbon

PSML - Sintra Parks

RIS 3 - Regional Innovation Smart & Sustainable Strategy

1. Introduction

In the wake of the 2008 fiscal crisis and ensuing budgetary cuts, territorial governance in Europe underwent significant change, resulting in further challenges for the implementation of spatial planning policies. It is thus important to understand how territorial development and spatial planning can become more effective in daily practice, in times of restricted public budgets. Moreover, we also want to learn how synergies between stakeholders can be exploited through vertical and horizontal coordination of public policies, programmes and projects. Based on evidence from current practice, in this Annex we discuss the recent changes and challenges in territorial governance in the context of an ongoing economic development programme (called 'EVA') in the Metropolitan Area of Lisbon.

After a short description of the case study background, Section 2 presents methodological considerations on how the study was conducted (section 2.1), then introduces the 'EVA' case study (section 2.2), describing the Portuguese governance context (section 2.3) and the main opportunities and challenges within that context (section 2.4). Section 3 delves in-depth into the case study, explaining its external and internal drivers (sections 3.1 and 3.2), describing the network of actors and linkages (section 3.3), and the available means to accomplish the EVA programme (section 3.4). The following sections clarify the communication channels and knowledge exchange between the programme stakeholders (section 3.5) and the main challenges and bottlenecks to the programme's success (section 3.6). Finally, we analyse, evaluate and discuss the expected impacts of the programme (section 3.7). In the Appendix, we include the template used for an online survey, conducted among the main EVA stakeholders in order to assess their views on how far the programme contributes to a series of objectives.

2. Case Study Background

In July 2016 the municipalities of Sintra, Amadora and Oeiras (of the metropolitan area of Lisbon) together with 'Parques de Sintra - Monte da Lua' (PSML), a public-owned company with stewardship responsibility over the Sintra Cultural Landscape and Heritage, signed a joint protocol to collaborate and develop the 'EVA' project – the case study for the Portuguese stakeholder territory.

EVA stands for 'Eixo Verde e Azul', or 'Green and Blue Corridor' and the project concerns a vast inter-municipal region structured by the Jamor river and its subsidiaries, and interconnecting various territorial assets (natural, patrimonial or infrastructural) in the three municipalities. This alignment of Oeiras, Sintra, Amadora and PSML towards the integrated development of the region provided a basis for horizontal integration and cooperation among local authorities, with a commitment to invest in the ecological requalification of the Jamor river and surrounding public spaces.

The three municipalities secured EU funding (ERDF and Cohesion Fund) to cover part of the cost of the EVA project through the Regional Operational Programme of Lisbon (POR-Lisboa). The Regional Operational Programme is managed by CCDR-LVT, a regional agency acting on behalf of central

government, and accountable for the management of European Structural and Investment Funds associated with the POR-Lisboa. In order to secure funding, EVA needed to comply with the development strategy for the whole metropolitan area of Lisbon, as outlined in the Integrated Development Regional Strategy for Lisbon (EIDT-AML), which was in turn designed according to Portugal 2020 and Europe 2020 guidelines.

2.1 Methodological considerations

A series of interviews were conducted with major EVA project stakeholders, including: top public officials of those three municipalities involved; a chief executive of Sintra Parks (PSML), the mediator/facilitator of the project; the director and CEO of Biodesign, the team responsible for the environmental and landscape projects design, and; the First Secretary of the Metropolitan Area of Lisbon (AML), the representative of a higher tier of regional planning and management involving 18 municipalities. Below, Table 2.1 lists: the individuals interviewed; their position in the respective organisation; the organisation's role in EVA, and; the scale of action of each stakeholder.

Table 2.1: Interview participants

Organisation	Position	Role of the organisation in EVA	Scale of action
Oeiras Municipality	Director of the Urban Planning & Management Department / Chief official of the Municipal Development Council Head of the Municipal Development Office	Implementation; funding; management (all partial); local development	Sub-regional
Sintra Municipality	Deputy director of the Urban Planning Department	Implementation; funding; management (all partial)	Sub-regional
Amadora Municipality	Councilman Councilman deputy	Implementation; funding; management (all partial)	Sub-regional
Sintra Parks (PSML)	Chief of the EVA Project Cabinet	Supra-municipal coordination; mediation; facilitation	Supra-municipal
Metropolitan Area of Lisbon (AML)	First Metropolitan Secretary	Project evaluation; regulation	Regional
Biodesign	Director & C.E.O.	Environmental and landscape projects design	Supra-municipal

Source: authors

The interviews were semi-structured, using an interview guide with open-ended key questions and probes. We selected individuals (public officials and, in one case, an independent contractor) directly involved in the EVA programme, therefore with privileged access to information which could provide specialized knowledge or in-depth data on the various aspects of the programme. After each interview, interviewees were sent an online questionnaire (see Appendix) in order to appraise their views on the extent to which the EVA programme contributes to fulfilling a series of objectives related to governance processes and project implementation. A separate set of questions evaluated their

opinion on the extent to which EVA contributes to the thematic objectives established by the Cohesion Policy (EC, 2013) in order to fulfil the EU2020 Strategy.

The triangulation between these two sources of data (interviews and questionnaire) provided a comprehensive overview of the network relationships and knowledge flows among stakeholders. It was thus possible to identify, among other evidence, their levels of vertical coordination and horizontal cooperation, major strategies and planning instruments, the allocation and flows of funds, as well as the bottlenecks and major impacts that are expected with the implementation of the EVA programme.

The following sections reflect what was learned regarding the Oeiras case study, based on document data and the information collected on the interviews from the main EVA stakeholders.

2.2 Introduction: EVA case

The EVA (Eixo Verde e Azul / Green and Blue Corridor) case study is located in the metropolitan area of Lisbon, Portugal (Figure 2.1), and concerns the creation of a vast park (Parque Queluz-Jamor) covering an area of approximately 10 km² shared by the three contiguous municipalities of Sintra, Amadora and Oeiras (Figure 2.2). In July 2016, these three local authorities voluntarily signed a memorandum of understanding with Sintra Parks (PSML), a publicly-owned firm operating in the field of tourism and leisure in the region, thus formalizing a commitment to invest in a strategic programme involving the ecological requalification of the Jamor river and the rehabilitation of surrounding public spaces.

Figure 2.1: The Metropolitan Area of Lisbon.



Figure 2.2: The inter-municipal territory of the EVA programme



Source: authors, based on EVA's promotional video

The EVA programme evolved through an adverse conjuncture, shaped by a severe financial crisis, subsequent public-sector budget cuts and investment slowdown. However, EVA benefited from a relevant administrative reform in Portugal aiming at political decentralisation and favouring the formation of supra-municipal bodies (assemblages of local authorities based on NUTS3 level sub-regions). This reform has been important for exploring new opportunities arising within the European Structural and Investment Funds programming period 2014-2020, namely the possibility of adapting to new rules and legislation governing the current round of EU Cohesion Policy investment.

The EU framework encourages more integrated territorial development approaches. In this context, the 18 municipalities of the Metropolitan Area of Lisbon supra-municipal body (AML) approved an Integrated Territorial Development Strategy for the region (EIDT-AML, 2015), followed by the approval of a Development and Territorial Cohesion Pact (PDCT-AML, 2015). In the scope of PDCT, a new instrument was created – the Integrated Territorial Investments (ITI) – which demanded a new implementation arrangement, relying on regional (or sub-national) intermediate bodies, such as inter-municipal communities, which have the task of designing and implementing a territorial strategy. Benefiting from this ITI instrument, the municipalities of Oeiras, Sintra and Amadora (of the metropolitan area of Lisbon) were able to craft an integrated spatial vision for a shared functional territory, and thus ensure partial funding for the EVA programme in the current cycle of EU financing (via the ERDF and Cohesion Fund).

The EVA programme contributes to four key EU2020 thematic objectives around 'sustainable' growth: (i) Supporting the shift towards a low-carbon economy; (ii) Promoting climate change adaptation; (iii) Preserving and protecting the environment, and; (iv) Promoting sustainable transport. The strategy of a 'blue and green corridor' is intended to improve the connectivity of a dense, fragmented and highly complex suburban territory, whilst facilitating soft mobility between several public facilities adjacent to that corridor. It is also expected to improve several environmental and cultural assets, to add to the quality of life and wellbeing of local residents, and to contribute to tourism development.

In order to implement EVA in their territory, all three local authorities preferred to use more flexible and swifter operational planning strategies, rather than more conventional planning instruments, which are less adaptable and slower to implement. Essentially, each municipality chose the approach that best fit their existing strategies. Sintra preferred to include EVA on an ongoing spatial planning process, related to the demarcation of a special Urban Rehabilitation Area (ARU-Queluz/Belas). Oeiras, which already had in place a strategy for the re-naturalization of river beds and banks, simply had to adapt and extend it to the requirements of EVA. Amadora, on the other hand, chose to integrate EVA into its policy for social cohesion. Again, there was no need for a special planning instrument because all of the procedural requirements for the measures envisioned by EVA were already considered in the Municipal Structure Plan (PDM) of Amadora.

Besides these municipalities and PSML – the four actors more directly engaged in EVA's local implementation – the EVA programme required the involvement of two other key stakeholders: The Metropolitan Area of Lisbon (AML), a political body representative of 18 municipalities; and the Regional Authority of Lisbon and Tagus Valley (CCDR-LVT), a technical body of central government, accountable for the management of EU structural funds in the region. Section 2.3, below, explains in detail the complete network of all actors and stakeholders (also, see Figure 2.1).

Positive impacts of EVA are expected in terms of increasing the quality of life in the region, promoting the well-being of local residents and contributing to tourism development. Short-term outcomes include the re-naturalization of river beds and banks, the rehabilitation of key public spaces, and the completion of a network of pedestrian and cycling connections between several facilities adjacent to the 'blue and green corridor'. In the long-term, EVA is expected to reinforce the metropolitan green network, contribute to territorial cohesion and reduce the metropolitan carbon footprint. The increase in soft mobility infrastructures and the creation of new urban parks is also expected to improve social cohesion.

The EVA programme was initiated in July 2016 and, given the project's magnitude and the range of different interventions, it will have an extended temporal horizon well beyond the current EU funding cycle of 2020. In the scope of EVA, several territorial actions are to be funded by municipal budgets, which will require continued incentives (financial or otherwise) through different political cycles. For these reasons, a precise date for the conclusion of the whole project is, at this time, unpredictable.

2.3 Governance context

The Portuguese local administrative structure is composed of three discrete administrative levels – parishes, municipalities and administrative regions. Over time, municipalities have assumed the status of effective local authority, given that the regional level lacks autonomy from central government (exceptions for the Madeira and Azores Archipelagos), and that parishes lack effective capacity and scale to intervene in development effectively. In the early 1980s the first steps for a national spatial planning system were taken, with the establishment of the legal regime of local planning which instituted mandatory Municipal Master Plans. However, it was not until 1998 that legal instruments of general scope for the strategic framing (system) of spatial planning in Portugal were created. This established the basis of spatial and urban planning policy and defined its scope, principles and objectives, through a coherent set of instruments for territorial management operating at NUTS Levels I through III.

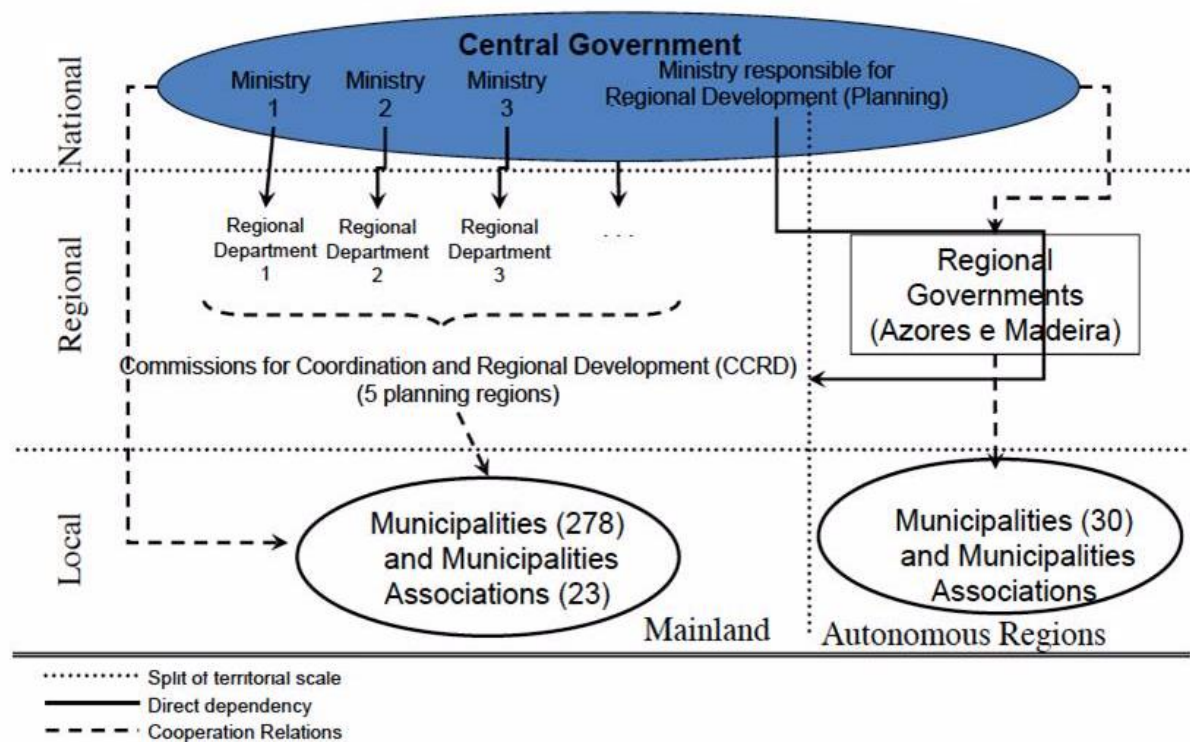
Although several times restructured, the resulting system of territorial management, however, reduced the compatibility between plans across scales, slowed down the planning process, and negatively affected transparency and knowledge of the rules. Moreover, the overlapping of distinct plans over the same municipal territory, in some cases, impaired integrated development and the sustainable articulation of the planning model. The system was reformed again in 2014 in order to promote more planning flexibility. The reformed systems sought to stimulate vertical and horizontal governance articulation, to strengthen Master Plans as strategic instruments, and to reinforce urban revitalisation and development.

Since the 1980s, European regional policy in Portugal has had relevant impacts on regional governance as it helped to: improve spatial planning, strategic planning and operational programming skills; raised the policy evaluation culture; enhanced multi-level governance and partnership approaches, and; spur civic engagement. Nevertheless, regional governance and spatial policy co-ordination are complex issues in Portugal given: the rising spatial intricacy of social and economic activities; problems with the identification of the right scale of analysis, and; the emergence of a new multi-actor and multi-level differentiation in inter- and extra-governmental relationships. If, on the one hand devolution of governmental competencies increases local accountability and responsiveness, on the other hand it may also promote detrimental competition between municipalities that should instead co-operate towards common goals and policies for a shared functional territory. This is particularly conflicting, when “more regional co-ordination and co-operation is needed in the face of increasing competition between economic regions at the international scale” (Thornley et al. 2003: 4).

Figure 2.3 below outlines the Portuguese institutional set-up where the spatial scale has a major role in what concerns administration levels (national, regional, local). Dependency is direct between government and regional entities (planning regions – spatially de-concentrated bodies), but at the local level the relations between the central government, regional entities and municipalities (political decentralised bodies) are more cooperative. It is clear from this structure that the central state is at the top of the hierarchy.

Given the 'Napoleonic' tradition of Portuguese policy and its administrative culture, state organisation and state-society relationships follow a centralised state model. Thus, the dominant administrative model of the Portuguese state today is essentially centralised, following the tradition of a Napoleonic and Jacobean matrix of public administration (Fadigas, 2015). The duties and functions of the central state, covering a wide range of economic and social activities, do not leave room for another less centralised model of administration, in which the regions could have greater participation. Regarding Portuguese spatial planning tradition, previous research identified a weak vertical co-ordination between different territorial levels and horizontal co-ordination between actors at the same territorial level – findings that are no longer valid. Indeed, recently the ESPON TANGO project (2013) analysed the quality of governance clusters of EU countries, in which Portugal was classified as being in the “iv statistical cluster”, associated with the “Southern states” scoring a “strong profile” (WGI score between +0.5 and +1.5) in the key parameters of regulatory quality, voice and accountability, rule of law, government effectiveness, control of corruption and accountability.

Figure 2.3. Portuguese institutional setup



Source: AD&C, 2016

Besides legal, administrative and spatial planning traditions and governance features, the delivery of smart, sustainable and inclusive development in European regions strongly depends on the role played by EU cohesion policy. In Portugal the institutions deputised to manage EU cohesion policy at regional level are non-elected sub-national institutions (CCRDs), strongly submissive to central state influence in the definition of development priorities, which is an outcome of the spatial planning tradition strongly associated with the regional economic approach. To sum up, gathering all the previous elements, Portuguese spatial planning is partly aligned with the regional economic approach

and relies on a strong central government pursuing social and economic objectives, and having an important role in managing development pressures across the country.

New trends are, however, emerging in Portuguese regional governance (AD&C, 2016), namely: 1) the devolution to regional and sub-regional levels – with more relevance for Regional Operational Programmes; more participation of sub-regional entities, i.e. the metropolitan areas and the inter-municipal communities '(association of municipalities)', and; further relevance of local integrated approaches; and 2) the rising relevance of strategic planning, as an outcome of increasing capacity building of sub-regional stakeholders.

2.4 Governance opportunities and challenges

The variegated nature of political priorities and governance regimes across the EU influences the ability to promote smart, sustainable and inclusive growth, but also the ways in which cities and regions explore opportunities and overcome threats. The economic crisis of 2008 severely hit Portugal and other Southern European countries and was associated with a dependent and fragile integration of the country in the Eurozone, culminating in a bailout programme. The first response to the crisis was dominated by a neoliberal policy, translated into austerity measures that aggravated social inequalities.

The economic crisis and subsequent austerity policies still remain powerful drivers of change for European governance regimes. Post-crisis governance regimes within Portugal range from those characterised by neoliberal orientations to those shaped by social movements, often organised via social media. The aftermath of the 2008 financial crisis has resulted in significant changes and it confirmed the increasingly important role of local and regional actors in the implementation of a place-based approach to development. Co-operation enhanced the provision of services at a functional scale, including experimental approaches to integrated local development and environmental sustainability. In this process, local authorities have gained significant powers to govern the domains of land-use planning, environmental protection, waste and water services, and energy and transport provision, and could team-up and scale-up these services more efficiently to the population. Private actors are also relevant stakeholders, willing to participate through public-private partnership agreements or other institutional arrangements that unleash creativity and innovation.

From the point of view of governance, the most important challenges and opportunities are linked to improving institutional capacity, economic efficiency, competitiveness, inclusion and sustainability. Portuguese regional policies are implementing approaches for some of these challenges, while others remain poorly addressed. Below, we address the key issues at stake:

- *Increased exposure to globalisation has differentiated spatial impacts:* i) larger urban agglomerations located in coastal and metropolitan areas benefit from more integrated transport systems, higher concentration of skilled labour and highly competitive firms generating high revenues; ii) middle-sized Portuguese cities face stiff competition from lower-cost locations, lack the resources to upgrade into value added activities and have more

difficulty in retaining a talented young population (middle-income trap). Crisis generates opportunities too, favouring a business environment of innovation (introduction of new ideas, products and processes and exploring the digital economy and the green economy, aiming at smart specialisation strategies).

- *EU integration (and disintegration), and the growing interdependencies of regions:* i) the outcome of Brexit is unknown, and other populist political manifestations across Europe challenge EU integration. However, in Portugal a political government coalition goes against these trends, being one of few left-wing governments in Europe: ii) in Portugal the fiscal crisis and budgetary policy reoriented structural funds for targeting innovation, job creation and exports, but not always aligned with territorial cohesion goals, aggravating regional disparities.
- *Challenges to achieving more inclusive innovation:* i) the spread of smart growth policies, place-based approaches and the emerging sharing economy link local/regional capabilities with industry structures and involve more stakeholders in the economic development process, potentially enabling inclusive innovation; ii) however, knowledge-based economic and innovation strategies/initiatives did not deliver relevant results in peripheral regions, as a consequence of their weak institutional capacity. Moreover, innovation dynamics favour large private actors and it is often difficult to generate spill-over and other positive externalities in the short-to-medium term.
- *Demographic and social challenges, including segregation of vulnerable groups:* i) the economic crisis in 2008 and the consequent austerity measures led to severe material deprivation and to an increase in poverty and social exclusion in many Portuguese cities, especially among women and children, ethnic groups and migrant populations; ii) city councils made strong efforts to provide measures to promote social inclusion and equal opportunity by improving active participation and employability; combating poverty and discrimination; enhancing access to affordable health care and social services, affordable housing and public transportation, and; promoting social entrepreneurship.
- *Climate change, energy and urban sustainability:* i) climate change is a global issue, but it is unlikely to be satisfactorily mitigated by a global collaborative and effective effort (see US and the Paris Agreement); ii) so, the energy efficiency agenda for cities and the decarbonisation of energy sources, mainly for power production and transportation/mobility, are place-based opportunities that municipalities are seizing to achieve sustainable urban development; iii) also there is a high potential to create new businesses and jobs in the new circular economy that cities are profiting from; iv) the demand for ecosystem services tends to rise, therefore cities and regions are supporting green infrastructure, as this provides ecological, economic and social benefits through natural means, and; v) at the local level there is increased value given to the natural landscape and cultural heritage.

The strategies for sustainable and inclusive territorial development demonstrated by the Portuguese case study, the EVA programme, are mostly framed by the opportunities and challenges identified by

climate change, environmental risks, energy challenges, and the loss of biodiversity and vulnerable landscape and natural heritage. As previously referred, the context of crisis led to changes in the economy and society, and the EVA programme is a post-crisis scenario programme, which entails relevant cooperation at the municipal level, thus strengthening sub-regional governance. Moreover, it proves that the previous urban expansion model has expired. With the European regional policy as leverage, EVA clearly embraces a strategic planning perspective with a vision of sustainable mobility and quality of life in suburban areas lacking green and public spaces. It also contributes to climate change mitigation by regularising the river courses, preventing floods and increasing green areas by creating a green corridor – the largest in the metropolitan area. Last but not least, it also stimulates new economic opportunities and internationalisation, by promoting an economy linked to tourism and leisure, based on the natural and cultural landscape, in areas where those activities were scarce.

3. Case Study

3.1 External drivers

3.1.1 International

The role of the European Cohesion Policy: Integrated Territorial Investment (ITI)

As integrated territorial strategies are vital for the achievement of the smart, sustainable and inclusive Europe envisaged by the Europe 2020 Strategy, the Common Provisions Regulation (Article 36) introduces 'Integrated Territorial Investment' (ITI) as a key instrument for implementing the Strategy. ITI is a tool that provides integrated responses to diverse territorial needs, without losing that thematic focus through which cohesion policy is linked to the Europe 2020 Strategy (EC, 2014). ITIs are effective if a specific geographical area has an integrated, cross-sectoral territorial strategy. As an instrument promoting the integrated use of Funds, ITI:

- has the potential to lead to a better aggregate outcome for the same amount of public investment;
- empowers sub-regional (local/urban) stakeholders by ensuring their involvement and ownership of programme preparation and implementation;
- provides greater certainty regarding the funding for integrated actions (as an ITI will have its various funding streams secured at its inception);
- is an instrument designed for a place-based approach to development, that can assist in unlocking the under-utilised potential contained at local and regional levels.

Linked to cohesion policy, ITI policy encourages innovation in economic and technological areas, like a smart combination of endowments and activities: economy, mobility, governance, environment and people, combining competitiveness and sustainable development.

3.1.2 National

The empowerment of sub-regional entities: Reform of the Local Administration – Intermunicipal Entities: Metropolitan Areas and Intermunicipal Communities.

Law 75/2013, of September 12, establishes the legal regime of local authorities, approves the statute of inter-municipal entities, launches the legal regime of the transfer of powers of the State to local authorities and to inter-municipal entities and approves the legal regime of local associations. Article 63 defines “Inter-municipal Entities” as associations of local authorities, like: i) Metropolitan Areas, ii) Inter-municipal Communities and iii) associations of parishes and municipalities for specific ends. Inter-municipal entities are: i) the metropolitan area, and ii) the inter-municipal community.

The aim of Metropolitan Areas is to pursue of several public purposes:

- a) To participate in the elaboration of the plans and programmes of public investments with incidence in the metropolitan area;
- b) To promote the planning and the management of the strategy for the economic, social and environmental development of the territory covered;
- c) To articulate municipal investments of a metropolitan nature;
- d) To participate in the management of regional development support programmes, namely within the scope of the National Strategic Reference Framework (NSRF);
- e) To participate in the definition of metropolitan services and equipment networks;
- f) To participate in public entities of metropolitan scope, namely in the field of transport, water, energy and solid waste treatment;
- g) To plan the performance of public entities of a metropolitan nature.

It is the responsibility of the Metropolitan Areas to ensure the articulation of actions between municipalities and central government services in the following areas: public supply networks, basic sanitation infrastructures, waste water treatment and urban waste; network of health equipment; educational and vocational training network; spatial planning, nature conservation and natural resources; security and civil protection; mobility and transport; public equipment networks; promoting economic and social development; network of cultural, sports and leisure facilities. It is also incumbent upon the Metropolitan Areas of Lisbon and Oporto to exercise the attributions transferred by the central administration and the joint exercise of the powers delegated by the municipalities that comprise them. Finally, it is the responsibility of the Metropolitan Areas to designate municipal representatives in public entities or business entities whenever they have a metropolitan nature.

There are extremely dynamic Inter-Municipal Entities, which, in addition to the exercise of their own attributions, exercise a vast set of competencies delegated by the municipalities that integrate them and act regularly as interlocutors of these municipalities before the Central Administration in various domains. The recently empowered Inter-municipal Entity named Lisbon Metropolitan Area (AML) is composed by: 1) the metropolitan council, a deliberative body constituted by the presidents of the municipal councils of the municipalities that integrate the metropolitan area; 2) the metropolitan

executive committee, an executive body consisting of a first secretary and four metropolitan secretaries, and; 3) the strategic council for metropolitan development, an advisory body designed to support the decision-making process (made up of representatives of institutions, entities and organisations with relevance and intervention in the field of metropolitan interests). The AML has a major role in the dialogue with CCRD-LVT and in territorial development, as the local authorities are empowered to design the desired strategy of regional development from the bottom up, although articulated within Portugal 2020 goals.

The financial crisis: disrupting the economic and territorial public policies model and redefining economic priorities.

The crisis interrupted the country's extensive growth model, which rested on e.g. the oil / external energy dependency, on real estate and building sectors dynamics, and on a consumption boom. The change of economic paradigm resulting from the 2007-2008 global financial crisis had major impacts on all three municipalities involved in the EVA programme. There was a crash in the construction business and many companies (mostly construction, planning, and architecture firms) went bankrupt; urbanisation works were left unfinished, resulting in unpaid debts to the public treasury; and it became much harder to obtain financing for projects. Unemployment was rampant and there was, in general, a substantial decline in the quality of life both nationwide and in the region.

From 2013-14 on, however, local authorities entered a new cycle of "post-expansion" urban development. Reportedly, in the three municipalities involved in the EVA programme, there was a shift from an expansionary policy of urban growth to a new vision of urban development. It is claimed the crisis has triggered an opportunity for change, towards policies with a new focus on quality of life, the qualification of urban space and the valorisation of vacant natural areas as spaces for leisure and urban decompression. Many public investments were thus shifted towards social programmes and the improvement and rehabilitation of existing infrastructures and public space.

In the aftermath of the crisis, local authorities were forced to change the narrative of their development policies, as socio-economic problems were extremely evident at the municipal and regional level. Therefore, at the local level the lowering of the quality of life and the loss of self-esteem led to some important policy changes, aiming at managing the crisis. The municipalities were pushed to redefine their socio-economic-territorial model focusing on providing quality of life and delivering sustainable development – based on climate change adaptation and mitigation, energy efficiency and renewable energy, soft transportation, environmental protection, etc. Massive investments in huge real estate projects and consuming new territory / greenfield investments were no longer welcome and the rules for construction changed dramatically pushing the construction sector to the revitalisation of old urban areas / brownfield investment. The construction industry is now required to support well-defined strategic risk management goals, active consultation of social partners, the favouring of health and education local systems, and protecting cultural and natural patrimony, etc.

3.2. Internal drivers (case dependent)

There are three major internal drivers: i) to control cyclical floods in the area; ii) to develop the touristic attraction in close relation with the touristic flows between Lisbon and Sintra / UNESCO cultural landscape patrimony, and; iii) to solve issues of low suburban quality landscape and quality of life. Therefore, the EVA programme aims at:

Connecting natural spaces and cultural heritage: The link between the problem of regularisation of streams and control of cyclical floods, the landscape fragmentation triggered by major metropolitan roads, the architectonic patrimony surrounded by low-quality public and green spaces and equipment, and commuting issues, are all problems that need to be solved by the affected municipalities and need a joint but flexible territorial strategy. Such a strategy needs to promote:

- Multi-functional corridors for the circulation of water and people in daily life or leisure;
- A path/bridge that runs over a major metropolitan highway (IC19);
- Sustainable mobility, linking people to the architectural and landscape heritage of great identity value;
- Gentle paths by the water and 'nature for people' fulfilment;
- Natural engineering projects, valuing the ecosystems and still allowing the permeability of the soils and also functioning as a forest wall for fire protection.

The EVA programme targets a somewhat neglected suburban area and represents the opportunity to create a large green area improving residents' quality of life, including leisure activities and sport strands but also promoting alternative and soft forms of mobility, eliminating major transportation infrastructures that act as barriers for pedestrians.

3.3 Actors

The main stakeholders of EVA are the individual municipalities and PSML which, by mid-2016, had signed a formal Pact to deliver the project. However, the implementation of the project, which provides a coherent territorial base for integrating different municipal priorities, requires a great deal of coordination and cooperation between a diversity of agents, in a complex multi-level governance context. The programme's territorial dimension has, nevertheless, the potential to improve horizontal integration between local authorities, as well as vertical integration between governance scales.

The EVA programme acted as a catalyst towards inter-municipal collaboration. Hence, from the early stages of the project, the three municipalities involved in EVA have developed a bottom-up inter-municipal commitment focused on a specific territorial action. As reported by one stakeholder, despite each municipality having its own agendas and individual strategies to put the programme into practice, it was easier to mobilise the actors' agreement around a "small, concrete project" rather than reaching consensus on large territorial planning strategies. All three stakeholders have highlighted the fact that, in the scope of EVA, it was possible to achieve a strong and constructive horizontal cooperation, as well as knowledge exchange, amongst them. One of the mechanisms by which this mobilisation was possible to attain was a careful negotiation process involving the key local

stakeholders (PSML and the three municipalities), the regional authorities and the sectoral statutory agencies in a series of deliberative meetings, anticipating conflicts between municipal priorities or statutory bottlenecks further down the road.

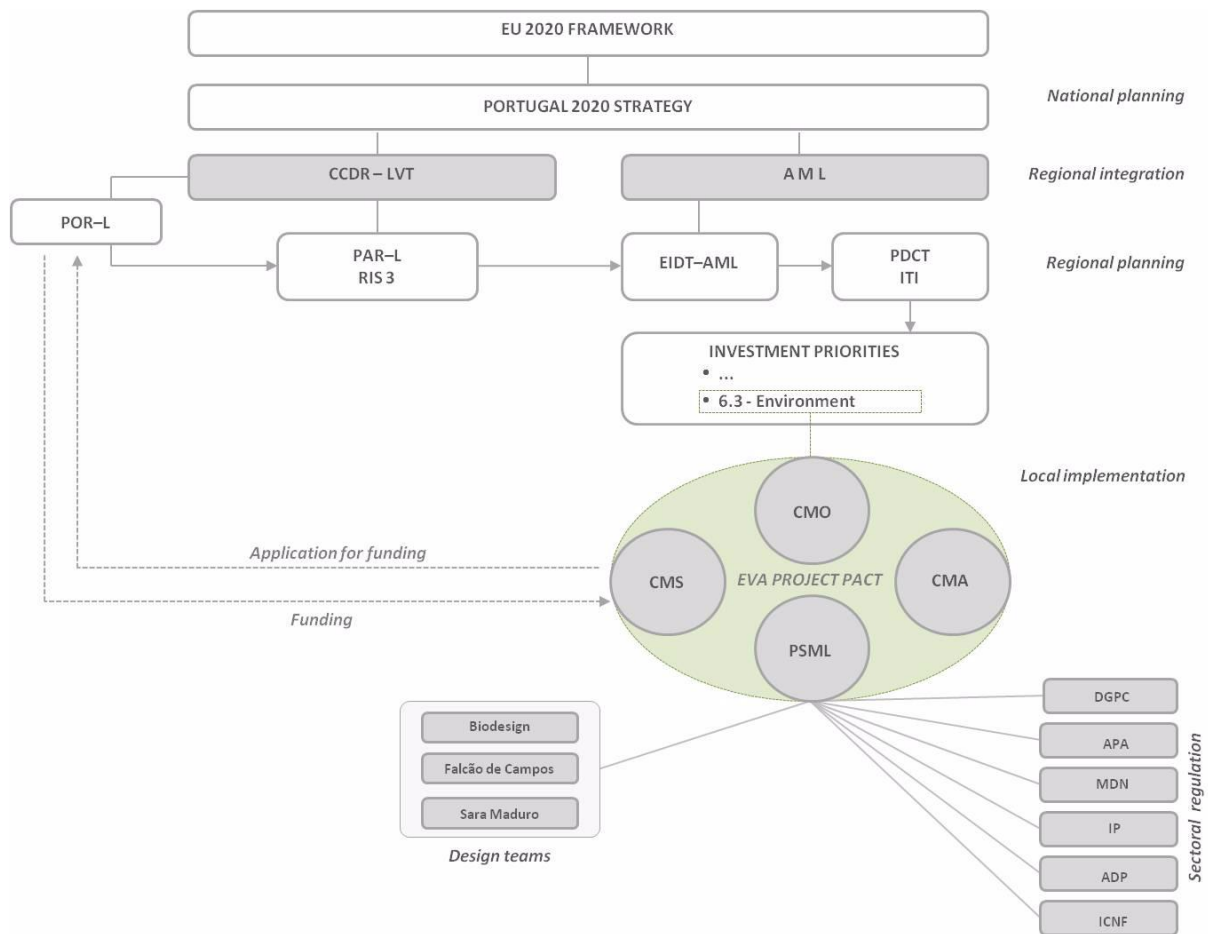
At a higher tier of government, the stakeholders are the two agencies in charge of regional governance and spatial policy co-ordination in the metropolitan area of Lisbon. They are the Metropolitan Area of Lisbon (AML), a political body representative of 18 municipalities, and the Regional Authority of Lisbon and Tagus Valley (CCDR-LVT), a technical body of central government, accountable for the management of structural funds in the region. Being a candidate for funding under PT2020 (the Portuguese version of EU2020), the EVA programme's candidature had to comply with the policy framework of the Regional Operational Programme of Lisbon (POR-L, 2014), coordinated by CCDR-LVT, and also by the Integrated Territorial Development Strategy for the region (EIDT, 2015), managed by AML.

Another group of actors in the EVA programme are the six (national level) statutory planning authorities with sectoral accountability and the power to approve or veto territorial interventions within their jurisdiction. They are respectively, the Portuguese Environmental Agency (APA); the Cultural Heritage Agency (DGPC); the Nature and Forest Conservation Agency (ICNF); Portugal Infrastructures (IP); Portugal Waters (ADP); and the Ministry of Defence (MDN).

As explained above, the participation of these agencies – institutionally above the municipalities with regard to their sectoral area of expertise – in EVA's coordination meetings was critical to anticipate and prevent potential obstacles in the future approval of the various territorial proposals of the EVA programme. Thus, a higher degree of horizontal integration was possible to achieve, not only between the main stakeholders, but also with all the other main agents involved. An important lesson seems to emerge from this particular process: that the early identification and engagement of all the stakeholders from the start of a project, allowing for timely deliberation, negotiation and consensus, is a critical precondition for its future acceptance by all and ultimately for its success.

Finally, a group of three independent design teams are, so far, the only private actors involved in the development of EVA. They have developed: the landscape project for the river margins, the pedestrian circuits along the Jamor valley and the project of a pedestrian bridge over a major highway (Biodesign); the strategic plan for the Queluz Palace and surrounding areas (Falcão de Campos), and; the project for the rehabilitation of public space adjoining the Queluz Palace (Sara Maduro). There are no third sector actors involved in EVA. The institutional map (Figure 3.1) shows the complete network of territorial stakeholders, planning instruments and major strategies linked to EVA.

Figure 3.1: Territorial stakeholders, planning instruments and major strategies



Source: authors

Whilst the key local stakeholders of the EVA project are the individual municipalities, Sintra Parks (PSML) proved to be a fundamental player throughout the process. There is clear project coordination by PSML, which mediates the relationships between the municipalities and plays a pivotal role close to the central administration of EVA. More pragmatic, flexible and autonomous than local authorities (which are typically more hierarchical and bureaucratic), PSML has had greater leeway to coordinate and develop an inter-municipal strategic vision. The stakeholders were unanimous in their statements about PSML: it has played a key role as mediator in bringing together the diverse municipal priorities and, as one stakeholder put it, "if the various leaders did not clash, it was due to the coordinating role of PSML . . . EVA would not be a reality if there was no PSML". PSML has also been instrumental in easing the licensing processes close to central government agencies and statutory sectoral regulators, by meeting and negotiating with them during the initial preparatory phases of the project.

Another important aspect highlighted by the stakeholders was the personality of the chief mediator and spokesperson of PSML whose human approach, enthusiasm for the project, and diplomatic skills were said to have been essential to create a climate of mutual trust and accord amongst the various partners. This was a fine reminder that ultimately the institutions are comprised of people – and their effectiveness depends, in no small part, on the individual qualities and merit of their executives.

3.4 Means

EVA programme funding is based on a multi-source strategy, combining EU funding with national (local and regional) funding. The Integrated Territorial Investment (ITI) frames the European Structural and Investments Funds of the EVA programme.

ITI is a tool to implement territorial strategies in an integrated way. It is not an operation, nor a sub-priority of an Operational Programme. Instead, ITI allows Member States to implement Operational Programmes in a cross-cutting way and to draw on funding from several priority axes of one or more Operational Programmes to ensure the implementation of an integrated strategy for a specific territory. As such, the existence of ITI will both provide flexibility for Member States regarding the design of Operational Programmes, and enable the efficient implementation of integrated actions through simplified financing.

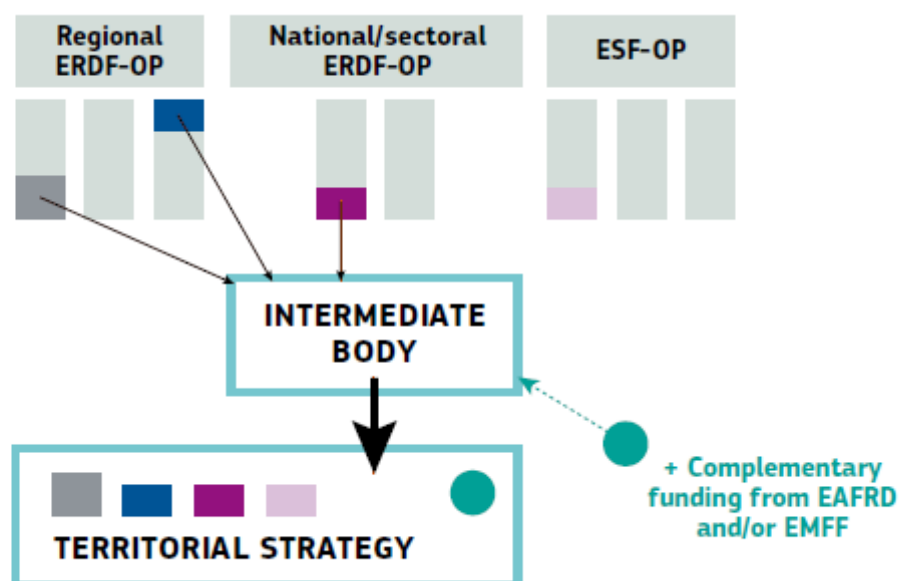
It is important to underline that ITIs can only be effectively used if the specific geographical area concerned has an integrated, cross-sectoral territorial strategy. The key elements of an ITI are:

- A designated territory and an integrated territorial development strategy;
- A package of actions to be implemented; and
- Governance arrangements to manage the ITI.

Source: European Commission, 2014

As described in the box above, ITI is a tool that allows sub-national stakeholders to draw and execute their strategies securing funding from different Operational Programmes (see Figure 3.2).

Figure 3.2: Possible ITI implementation arrangement



Source: Directorate-General for Regional and Urban Policy (2014) *Integrated territorial investment*, European Commission, p.4

In the case of EVA, Sintra and Oeiras are applying for funding under the ITI umbrella mostly originating from the Lisbon Operational Programme (POR-L). The other relevant funding stream comes from the three local authorities' budgets (transfers from central government and their own revenues).

PSML, a publicly-owned company, invests significantly in the EVA project. This company is partially owned by the Portuguese state (35%), the Nature and Forest Conservation Institute (ICNF) (35%), the Tourism of Portugal institute (15%) and the Sintra local authority (15%). PSML operates in the management of important heritage sites and its revenues come from the shareholders and box revenues of tourists visiting palaces, convents, farms, etc in Sintra municipality.

Each stakeholder is responsible for implementing and funding the EVA programme in its own territory. Accordingly, the local authorities must apply *individually* to EU funding under the ITI umbrella and secure the national counterpart through their own budgets. PSML is directly financing the intervention in Queluz Palace.

It is foreseen that investment from sectoral public bodies, namely the Ministry of Transport, will support the building of new pedestrian and cycling access over the IC19 metropolitan highway, thus removing the strong physical barrier that obstructs the North-South connection in the area of Queluz.

3.5 Knowledge and communication

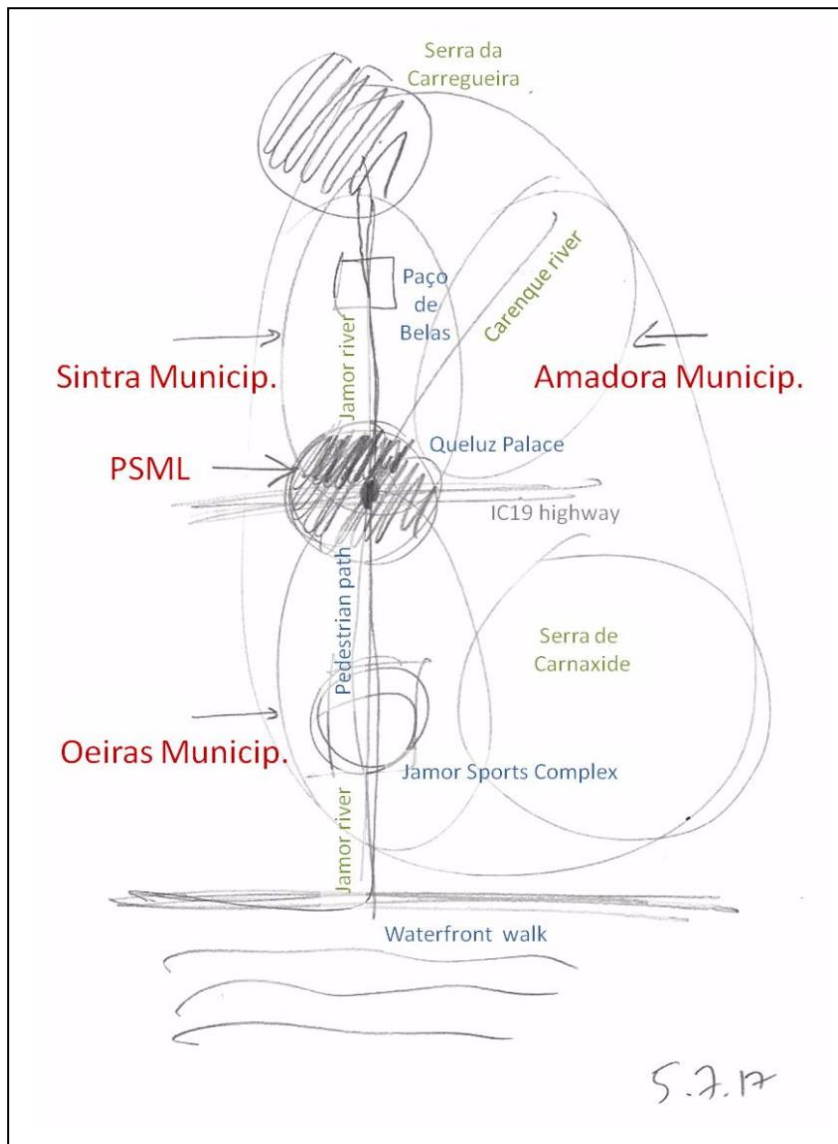
At the intersection of the municipal concerns of three local authorities over a shared territory, the EVA programme has all the features of a functional region, even if not officially framed as such. Despite their different agendas, it was possible for these municipalities to engage in a cooperative and communicative process towards a common goal. A formal pact between the three municipalities at the political level allowed public officials at the technical level to meet and discuss ideas, perceive the problems of others, and overcome differences to articulate a joint intervention. According to one stakeholder, what they have done is "quite unusual in public administration" and "a very inspiring experience". There was, in sum, a constructive horizontal cooperation, as well as knowledge exchange and mutual learning, among these key stakeholders.

Horizontal cooperation, however, does not always equate with inter-municipality – and this is the case with EVA. Despite the overall coordination of the EVA, handled by PSML, there is an independent leadership for EVA within each municipality. There is a certain level of inter-municipal integration but despite all the collaborative efforts, EVA is actually not an inter-municipal plan – each municipality has its own dynamics and strategies to implement their own EVA project(s). Moreover, each municipality is responsible for its own independent funding application to the Regional Operational Plan of Lisbon (POR-L) as well as the execution, management and maintenance of the parts of EVA within its own municipal boundaries. Hence, because the process is not managed as a whole by a formal supra-municipal authority – as is the case with functional regions – it should be more properly characterised as a 'multi-municipal' programme. Inter-municipal integration requires an institutional environment that is apparently hard to achieve, according to the experience of the EVA case.

Vertical integration was hierarchically ensured by CCDR-LVT, which evaluated (via AML) and ultimately validated each of the individual municipal projects that make up the EVA programme, to ensure their funding under EU2020. Several national and regional agencies, independent of each other, and responsible for sectoral regulation in matters such as the Environment, Cultural Heritage or Forest Conservancy (among others), also have to appreciate and approve the projects' territorial interventions. In sum, despite a more rhizomatic organisation at local level, EVA is embedded in a hierarchical framework of regional entities and sectoral agencies to which it has to respond.

Local knowledge(s) were critical to the EVA programme's inception and development. The local authorities of Oeiras, Sintra and Amadora engaged in a cooperative process with the clear knowledge of what each one of them wanted, from a strategic point of view, for their own territory. According to these stakeholders, so far, working together in the project by focusing on individual priorities but also centred on mutual interests, has been a valuable learning process. Notably, PSML, the coordinator/mediator, has been instrumental in bringing together the different municipal approaches. The sketch map of Figure 3.3, drawn by a stakeholder, conveys this central role of PSML. It also expresses the various territorial assets, both natural (in green) and patrimonial or infrastructural (in blue) within each municipal territory.

Figure 3.3: A stakeholder's view of territorial/institutional relationships



Source: a stakeholder

Assisted by PSML, each municipality is responsible for the dissemination of EVA to its residents, as well as to promote their involvement and participation in the process. Therefore, there was no joint communication plan – each municipality had their own ideas and dissemination strategies. PSML commissioned a six-minute promotional video with a high quality animated 3D rendering of the project, screened on the public areas of key regional shopping malls and posted on the official websites of the three municipalities. Sintra has been more active than the others in the promotion and dissemination of EVA, announcing it in newspapers and presenting it at municipal meetings and at public sessions in (sub-local) parish councils, which were said to be very important to integrate the ideas of local actors and elicit a consensus for the EVA proposals.

However, as stressed by most stakeholders, meetings with the population to discuss the pros and cons of a case like EVA are not imperative. EVA is a "friendly project" that does not involve either

construction or major land use conversions; it is 'green' and 'blue'. As put by one stakeholder, "it is a project that is easy to adhere to – by its own nature it does not cause fractures".

A brief online survey delivered by ReSSI researchers uncovered the main territorial development perspectives that are shared by the key stakeholders. Respondents were unanimous in considering that the EVA programme strongly, or very strongly, contributes to:

- *Integrating functional relations between territories under different jurisdictions;*
- *Promoting institutional relationships between project partners;*
- *Strengthening communication channels between project partners;*
- *Rationalising investments in a physical infrastructure shared by several municipalities;*
- *Gaining experience in governance processes and inter-municipal planning; and*
- *Improving quality of life in the region.*

Additionally, when asked how much (in their opinion) the EVA programme particularly contributes to each of the 11 thematic objectives established by the Cohesion Policy to fulfil the EU2020 Strategy, respondents unanimously stressed the strong, or very strong, contribution of EVA towards:

- *Promoting adaptation to climate change and risk prevention and management;*
- *Preserving and protecting the environment and promoting resource efficiency; and*
- *Supporting the transition to a low-carbon economy.*

They also referred, with few exceptions, to the important contribution of EVA towards:

- *Promoting sustainable transport and improving infrastructure networks; and*
- *Improving the efficiency of public administration.*

Notwithstanding a generalised optimism regarding the positive impacts of EVA, and the strong commitment of the key players, it was possible to identify several challenges and obstacles that may hinder the process and disrupt the EVA programme's full development in the future. These are explained in the following section.

3.6 Challenges and bottlenecks

From the wider organisational network of stakeholders, it was possible to identify five interconnected factors that constitute major challenges, or bottlenecks, to an efficient planning and management process towards smart, sustainable and inclusive development policies. First, organisational mismatches and inconsistencies between national, regional and municipal public policies seem to be the root cause of several procedural difficulties, such as the overlapping of distinct – and often conflicting – plans and programmes over the same territories. Second, the existing supra-municipal authorities (AML and CCDD-LVT) do not have, in practice, an active role in the inter-municipal coordination of a coherent regional strategy for the metropolitan area. Third, each government

department or sectoral regulator has its own agenda, which very often collides with some other department(s) agenda. Fourth, because of the latter each state department or sectoral regulator, at all levels of government, tends to adopt a mindset of 'self-protectionism' or 'silo working', which was mentioned by most of the stakeholders. And fifth, municipalities are also focused on their territory first, as each municipality has its own dynamics and strategies, making it difficult to develop inter-municipal alliances. As one stakeholder has put it, "each municipality works like an island, it is like an archipelago".

The lack of an active inter-municipal coordination, led by a supra-municipal authority with political legitimacy to plan and manage at the regional scale, has drawn strong critiques from most stakeholders. They recognised that "we need that regional level" and that there are regional networks (such as transportation systems, energy and water networks) that cannot be managed individually by separate municipal jurisdictions. However, according to most stakeholders, the two supra-municipal institutional bodies (CCDR-LVT and AML) seem to be unable to coordinate a coherent regional strategy. On the one hand, CCDR-LVT is identified as the provider of funding and thus "must be pleased", but it has no direct political legitimacy and is therefore unable to develop and implement a comprehensive territorial strategy. On the other hand, AML is a political body formed of the 18 municipal mayors of Greater Lisbon, which reportedly lacks the necessary swiftness to solve problems, and whose internal political tensions hinder decision making processes and make it difficult to devise a shared metropolitan strategy.

Another identifiable obstacle is the inadequacy of traditional planning instruments, which mainly regulate land use and urban development, for dealing with new types of strategic planning and decision-making processes such as the EVA programme. They are too static and not agile enough to adapt and respond effectively and timely to biophysical and socio-political uncertainties and change, as new variables not factored into decision-making process arise, or when a timely solution must be swiftly adopted.

It was also reported that the regulatory framework of PT2020 is far too complicated to understand, and to deal with, by those who have to apply for funds (municipalities, inter-municipal entities, private actors) and equally cumbersome for those who have to evaluate the projects' compliance with all the guidelines and regulations. This was said to constitute a major impediment to the free access to funding under PT2020, or EU2020. According to one stakeholder, in an effort to de-bureaucratize and simplify the access to European funds, the 137 different regulations of the previous Community framework were condensed into just 15 documents in the current framework. However, each document now has "ten times more pages" (sic) than previously.

In this respect, it was also reported that the last funding cycle under the EU2020 framework has made it more difficult for municipalities and inter-municipal entities to accede to the funds. This was said to be the result of the guidelines and the lines of action of EU2020 being designed to favour the private rather than the public sector. Moreover, there was a large increase in repayable funds (e.g., loans, financing guarantees, business angels, etc.) as compared with the previous Community framework (ERDF and Cohesion Fund), which included many non-repayable funds.

Another aspect which has drawn criticism from some stakeholders was the *a priori* allocation of funds in the EU2020 guidelines, for specific investment priorities and project typologies. The example of bicycle paths was given more than once. Municipalities who had more critical priorities and interesting projects under the rubric "decarbonisation with a focus on mobility" only had access to funds towards the implementation of bicycle paths. Likewise, some stakeholders were critical of the non-eligibility of some actions that could improve sustainable development in the region (for example, maintenance costs of environmental infrastructures).

Finally, despite spatial propinquity, the political dimension may pose another hurdle to horizontal integration and full co-operation between territorial stakeholders. Municipal priorities are prone to follow political cycles and, despite putative engagement on a shared project, both sectoral planning authorities and neighbouring municipalities still tend to see themselves as discrete entities competing for political and financial leverage. This constitutes a strong impediment to institutional change and to the necessary reshaping of governance at the regional level, in order to deal with new and existing sustainability challenges.

Despite the fact that the EVA programme is in its early stages, it is apparent that the most obvious tensions and challenges rely on the requirements of collective action in the absence of a clear and effective supra-municipal (or regional) leadership. This signals the need for redistribution of power and structural change towards reshaping governance at the regional level in order to circumvent divergences between national, regional and municipal public policies. Lack of experience in multi-actor and multi-level governance, a fragmented system of regional governance, and a considerable level of resistance to post-political governance procedures, add to the challenge of delivering sustainable development to the region.

3.7 Analysis and evaluation (Impacts)

The EVA programme contributes strongly to the regional strategy, namely to the objectives of adaptation to climate change, risk prevention and management, environmental protection and the transition to a low carbon economy. First, the intervention on the river regularisation is aiming at preventing floods in the area. Second, the creation of a vast park in the area is contributing to the protection of the environment. Finally, the completion of a network of pedestrian and cycling connections between several facilities adjacent to the corridor is contributing to the transition to a low carbon economy.

The EVA programme is now entering the implementation phase and obviously there are no impacts as yet for local communities. However, the governance structure set in place to conceive and deliver the EVA programmes is certainly a very positive outcome. Local authorities cooperate to deliver a 'multi-municipal' programme that will connect green areas to form a natural park in the suburbs of Lisbon and will promote the well-being of Oeiras, Sintra and Amadora municipalities.

PSML became an important actor in the governance structure of EVA, articulating and aligning the strategies of local authorities to create the Green and Blue Corridor. PSML's management

competences regarding heritage sites are very beneficial for articulating sustainable and economic development (tourism) goals. Overall, local authorities' collaboration with PSML is very positive and has opened-up new possibilities to deliver sustainable and inclusive growth in the Lisbon Metropolitan Area, challenging the 'individual' solutions traditionally followed by the municipalities. Thus, inter-municipality collaboration has the power to unlock the under-utilised potential and capabilities contained at sub-national level.

No evaluation mechanisms for the EVA programme are set in place, however. Each stakeholder holds responsibility only for the specific project intervention(s) on its own territory, a possible cause for the absence of evaluation mechanisms. However, there are monitoring and evaluation mechanisms for the EU funded parts of the project.

The analysis of the case study data warrants the identification of some recommendations aiming at promoting sustainable development in the region.

- **Clarify the role of different stakeholders at regional level and simplify the management structure of operational programmes.** Blurring and overlapping institutional boundaries at regional level (CCDR-LVT and AML) and very complex management structures of Operational Programmes slow down the delivery of the regional strategy.
- **Balance public budget to the regional strategy.** The Regional Strategy is comprehensive but not balanced with the funding envelope. The AML regional strategy shared by the local stakeholders is well aligned with the Europa 2020 and Portugal 2020 objectives, but it is simply impossible to deliver within such EU programming, since the available funding in Lisbon is too small to respond to the needs of the local population. Thus, new funding sources have to be considered; otherwise it will be necessary to revise the AML regional strategy.
- **Implement evaluation mechanisms of collaborative projects.** No evaluation mechanism for EVA is in operation, except for the EU funded approved applications, which do not cover the whole EVA programme. EVA would benefit from a single structure able to coordinate the intervention, otherwise it risks having differentiated execution rates and jeopardises the overall outcome and impact of the programme.
- **Disseminate the EVA project and enrol the residents.** The participation of residents in the EVA programme has not been noticeable so far. The dissemination of the project has not yet significantly reached those communities involved, in spite of a more active role of Sintra stakeholders. EVA would gain momentum with a more efficient communication strategy covering the three municipalities, if not the whole Lisbon Metropolitan Area.
- **Articulate sustainable goals with inclusive and economic development priorities.** EVA can induce integrated development and stimulate tourism development and urban requalification in the area.
- **Strengthen policy learning.** In a country with no regional authorities, the EVA programme showcases a form of inter-municipality collaboration that might work in different territorial contexts or can be applied to new programmes of integrated territorial development.

Concerning European Structural and Investment Funds, there are some issues that should be addressed by policy makers aiming at delivering better efficiency on delivering smart, sustainable and inclusive development in regions across the EU:

- Integrated Territorial Investments (ITI) are a welcome innovation of European Cohesion Policy. They empower local and regional stakeholders. However, whilst ideas and development strategies are in place, it is difficult to craft a shared spatial / territorial vision when the funding rationale operates through competitive funding mechanisms.
- ITIs open new possibilities for collaboration between actors, particularly for complementary projects, but this does not mean there is one single coherent regional strategy. EU and national and regional authorities must avoid 'follow the pot of money' strategies. In the long run, trust and strong institutions matter to promote smart, inclusive and sustainable development. EU policy efficiency would benefit from regional 'institutional thickness'.
- A few minor caveats can be highlighted, such as the non-eligibility of some actions that can improve inclusive (housing regeneration) or sustainable (maintenance costs of environmental infrastructures) development.
- In any case, the most important recommendation is the commissioning of an EU wide evaluation of ITI to find the value added (including contractual analysis) of this novel approach to Cohesion policy.

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Appendix

Following the interview, each interviewee was sent a brief online questionnaire in order to appraise his or her views on how much the EVA programme contributes to fulfilling a series of objectives related to governance processes and project implementation, including the thematic objectives established by the Cohesion Policy to fulfil the Strategy EU2020. Responses were received from all interviewees, but the small number of respondents does not allow for any type of quantitative analysis. An overview of all the answers, however, is indicative of the main points of agreement among these stakeholders, which were described in the various sections above.

In this Appendix, we include the basis for the online survey (in Portuguese), which had two main questions:

1. Concerning the EVA programme, and from the point of view of your organisation, do you consider that the programme contributes to ... (followed by a list of 26 topics)

and

2. The Cohesion Policy has set 11 thematic objectives to meet the objectives of the Europe 2020 Strategy. In your opinion, how does the EVA programme contribute to each of these objectives? (followed by the 11 thematic objectives)

Respondents' answers were registered on a Likert scale, ranging from 5 (contributes a great deal) to 0 (does not contribute, or does not apply). Given that many of the questions employ terms that might mean different things to different persons, we have included a link to a short glossary, with the exact definitions of what we meant by concepts such as Territorial cohesion, Environmental protection, or Institutional integration.

EIXO VERDE E AZUL (EVA)

Entidade / Departamento: _____

Representante (nome): _____ Contacto: _____

Cargo na entidade: _____

Os dados recolhidos neste inquérito serão tratados anonimamente e servem apenas para informar o estudo ESPON-ReSSI. Uma vez concluído o estudo, este será enviado a todos os participantes no inquérito e parceiros no projecto EVA. Obrigado por participar!

Relativamente ao projecto EVA—e do ponto de vista da sua Entidade—considera que o projecto contribui para:

(P.f. dê a sua resposta numa escala de 0 a 5, em que: 5 = contribui muito; 1 = contribui pouco; 0 = não contribui, ou não se aplica.)

	5	4	3	2	1	0
.Promover a proteção ambiental*						
.Promover a inclusão social*						
.Promover o desenvolvimento económico*						
.Promover o ordenamento espacial do território*						
.Promover a coesão territorial*						
.Promover a integração institucional*						
.Integrar relações funcionais entre territórios sob diferentes jurisdições						
.Racionalizar investimentos numa infraestruturas física comum a vários municípios						
.Promover o relacionamento institucional entre os parceiros do projecto						
.Reforçar os canais de comunicação entre os parceiros do projecto						
.Partilhar conhecimento entre os parceiros do projecto						
.Responder a prioridades de políticas territoriais e de ordenamento espacial						
.Resolver uma necessidade premente						
.Aproveitar uma oportunidade de financiamento						
.Ganhar experiência em processos de governação e planeamento intermunicipal						
.Gerar novas iniciativas de planeamento intermunicipal						
.Promover um tipo de participação alargada a múltiplos actores						
.Gerar/estimular projectos complementares na região						
.Reabilitar as áreas urbanas contíguas ao projecto						
.Estimular modos de mobilidade suave						
.Estimular o turismo na região						
.Melhorar a qualidade de vida na região						
.Promover o emprego na região						
.Reduzir emissões de CO2						
.Reduzir riscos ambientais						
.Defender um ecossistema vulnerável						

*Consultar conceitos e definições na página 3.

A Política de Coesão fixou 11 objectivos temáticos para cumprir os desígnios da Estratégia Europa 2020.

Na sua opinião, de que modo contribui o projecto EVA para cada um destes objectivos?

(P.f. dê a sua resposta numa escala de 0 a 5, em que: 5 = contribui muito; 1 = contribui pouco; 0 = não contribui, ou não se aplica.)

	5	4	3	2	1	0
.Reforçar a investigação, o desenvolvimento tecnológico e a inovação						
.Melhorar o acesso, a utilização e a qualidade das tecnologias de informação e comunicação						
.Reforçar a competitividade das PME's						
.Apoiar a transição para uma economia de baixo-carbono						
.Promover a adaptação às alterações climáticas e a prevenção e gestão de riscos						
.Preservar e proteger o ambiente e promover a eficiência dos recursos						
.Promover transportes sustentáveis e melhorar as redes de infraestruturas						
.Promover um emprego sustentável e de qualidade e apoiar a mobilidade dos trabalhadores						
.Promover a inclusão social e a luta contra a pobreza e a discriminação						
.Investir na educação, na formação e na aprendizagem ao longo da vida						
.Melhorar a eficiência da administração pública						

Observações:

Caso pretenda, pode incluir aqui outros aspectos, comentários ou opiniões, quer sobre o projecto EVA, quer sobre a forma como a sua entidade/departamento se relaciona com o projecto.

CONCEITOS & DEFINIÇÕES / CONCEPTS & DEFINITIONS

Proteção ambiental / Environmental protection: toda e qualquer actividade de manutenção ou restabelecimento da qualidade do meio ambiente (...) podendo consistir em: (a) alterações das características dos bens e serviços; (b) mudanças nos padrões de consumo; (c) mudanças nas técnicas de produção; d) reciclagem e tratamento de resíduos em instalações apropriadas; e (e) prevenção da degradação da paisagem e dos ecossistemas.

OECD (2007) Glossary of Statistical Terms, in: <https://stats.oecd.org/glossary/detail.asp?ID=836>, accessed 3/5/2017.

Inclusão social / Social Inclusion: processo de melhoramento dos termos em que os indivíduos e os grupos participam na sociedade – melhorando a capacidade, a oportunidade e a dignidade dos grupos desfavorecidos, incluindo aqueles que são mais susceptíveis de serem deixados para trás.

World Bank (2017) Brief on Social Inclusion, in: <http://www.worldbank.org/en/topic/socialdevelopment/brief/social-inclusion>, accessed 3/5/2017.

Desenvolvimento económico / Economic development: promoção da riqueza económica de países, regiões ou comunidades para o bem-estar dos seus habitantes. Do ponto de vista das políticas, pode ser definido como as medidas que visam melhorar o bem-estar económico e a qualidade de vida de uma comunidade, criando e/ou mantendo empregos e apoiando ou aumentando os rendimentos e a base tributária.

SVBIC (2017) What is Economic Development? in: <http://www.svbic.com/node/24>, accessed 3/5/2017.

Ordenamento espacial do território / Spatial planning: expressão geográfica das políticas económicas, sociais, culturais e ecológicas da sociedade (...); uma abordagem interdisciplinar orientada para um desenvolvimento regional equilibrado e para a organização física do território de acordo com uma estratégia integrada.

CEMAT (1983) European Regional/Spatial Planning Charter, in: http://www.coe.int/t/dgap/localdemocracy/cemat/default_en.asp, accessed 3/5/2017.

Coesão territorial / Territorial cohesion: visa assegurar o desenvolvimento harmonioso dos lugares – sejam eles cidades globais ou pequenos meios urbanos, tundras geladas ou florestas tropicais – e garantir que os cidadãos possam aproveitar ao máximo as características inerentes a esses territórios.

Commission of the European Communities (2008) Green Paper on Territorial Cohesion, in: http://ec.europa.eu/regional_policy/archive/consultation/terco/paper_terco_en.pdf, accessed 3/5/2017.

Integração institucional / Institutional integration: diz respeito a decisões políticas tomadas por duas ou mais entidades do governo (por ex. municípios) pertencentes à mesma área geográfica, a fim de promover a cooperação e o aprofundamento das esferas de coordenação, nos termos estabelecidos num pacto ou acordo entre as instituições.

Mongelli et al. (2005). What does European institutional integration tell us about trade integration? in: https://papers.ssrn.com/soL3/papers.cfm?abstract_id=807413, accessed 3/5/2017.