

Repositório ISCTE-IUL

Deposited in *Repositório ISCTE-IUL*:

2024-05-06

Deposited version:

Accepted Version

Peer-review status of attached file:

Peer-reviewed

Citation for published item:

Medeiros, E. (2023). Urban policies in the framework of the 2030 agenda: Balance and perspectives in Portugal: The Case of Évora. In María Ángeles Huete García, Adrián Rodríguez Miranda, Vicente Ugalde, Rafael Merinero Rodríguez (Ed.), *Urban policy in the framework of the 2030 agenda: Balance and perspectives from Latin America and Europe*. (pp. 215-233).: Springer.

Further information on publisher's website:

10.1007/978-3-031-38473-8_11

Publisher's copyright statement:

This is the peer reviewed version of the following article: Medeiros, E. (2023). Urban policies in the framework of the 2030 agenda: Balance and perspectives in Portugal: The Case of Évora. In María Ángeles Huete García, Adrián Rodríguez Miranda, Vicente Ugalde, Rafael Merinero Rodríguez (Ed.), *Urban policy in the framework of the 2030 agenda: Balance and perspectives from Latin America and Europe*. (pp. 215-233).: Springer., which has been published in final form at https://dx.doi.org/10.1007/978-3-031-38473-8_11. This article may be used for non-commercial purposes in accordance with the Publisher's Terms and Conditions for self-archiving.

Use policy

Creative Commons CC BY 4.0

The full-text may be used and/or reproduced, and given to third parties in any format or medium, without prior permission or charge, for personal research or study, educational, or not-for-profit purposes provided that:

- a full bibliographic reference is made to the original source
- a link is made to the metadata record in the Repository
- the full-text is not changed in any way

The full-text must not be sold in any format or medium without the formal permission of the copyright holders.

**Chapter 11. Urban policies in the framework of the 2030
Agenda: balance and perspectives in Portugal. The case of
Evora**

EDUARDO MEDEIROS

Instituto Universitário de Lisboa (ISCTE-IUL), DINÂMIA'CET

Eduardo.Medeiros@iscte-iul.pt

Abstract

This chapter provides an overview of Portugal's urban policies in the context of the 2030 Agenda, with a particular focus on the country's incorporation of EU policies and strategies. Despite being an EU member state since 1986, Portugal has demonstrated its commitment to the UN's 2030 Agenda, actively contributing to its development through institutional arrangements and participatory approaches. However, the lack of an operative national institutional framework has weakened the multi-institutional dynamic needed for effective implementation. This scenario has also affected Portugal's urban dimension, as there is no national urban agenda. Instead, Portugal's national and regional spatial plans are mostly influenced by EU development visions and urban and regional development strategies, with some alignment to the 11th Sustainable Development Goal (SDG) to make cities inclusive, safe, resilient, and sustainable.

The Évora SUD, a case-study presented in this chapter, highlights Portugal's use of EU-funded policy tools to implement integrated and sustainable urban planning and development approaches. This SUD has contributed to activating territorial collaboration networks, implementing monitoring and evaluation systems, and involving citizens and stakeholders in the design and implementation phases. Moreover, it has reinforced intra- and inter-city collaboration

processes, leading to a sound and integrated urban development process with the surrounding region.

Keywords: Urban Policies, Agenda 2030, Portugal, Integrated Sustainable Urban Development Strategies, EU Cohesion Policy

Introduction

Portugal, at almost 900 years old, is one of the oldest nations in the world, and with a practically unchanged national borderline with Spain. Portugal encompasses the continental mainland, located in the southwest of Europe (the western part of the Iberian Peninsula), and two archipelagos (Madeira and Azores), located in the Atlantic Ocean. After consolidating its current borders, Portugal engaged in an epic world discovery from the mid XV century, which ended with the forging of a world empire, with colonies in several continents, which lasted until 1975, when Portugal regained a democratic system and soon applied to join what is now known as the European Union (EU) alongside Spain. Both Iberian countries joined the EU in 1986' (Royo & Manuel, 2003) and soon started to incorporate policy measures which followed mainstream EU development strategies towards a more balanced, harmonious, inclusive, integrated and sustainable EU territory (Royo 2011), Certainly, EU Cohesion Policy has had a crucial role in the overall implementation of these EU development visions (Medeiros 2014, 2017), which included direct aid for urban and regional development, European territorial cooperation (Medeiros 2010, 2020a) and integrated sustainable urban development strategies (SUDS) (Medeiros and van der Zwet 2020a, 2020b).

Indeed, until Portugal joined the EU, the Portuguese spatial planning system was shaped by the implementation of successive Development Plans (Planos de Fomento) which targeted specific economic domains (industry, agriculture, energy, transport, communications, education. The fourth and last one (1974–1979), however, highlighted three main

policy intervention goals with a more comprehensive and holistic strategic development vision to: (i) increase economic growth; (ii) promote social progress, and (iii) address regional disparities (Gaspar & Simões 2005). As an EU member state, Portugal was obliged to prepare a Regional Development Plan (Plano de Desenvolvimento Regional - PDR) as a framework to access EU structural funding. These were linked to the programming periods of the EU Cohesion Policy. But only the third and last PDR (2000–2006) concentrated on supporting a new economic, social and environmental model, based on innovation, solidarity and sustainability, which is in line with several of the current United Nations (UN) 2030 Agenda development principles (UN 2015).

In the meantime, the Territorial Planning and Urbanism Act (Lei de Bases da Política de Ordenamento do Território e de Urbanismo – Law 48/98) was approved in 1998, which made spatial planning an autonomous public policy. In 2007, the national spatial policy programme (PNPOT) was approved by the national parliament. This document establishes the major options for the spatial planning process in Portugal as well as the guidelines for the development of the sub-national (regional and local) spatial policy programmes (Ferrão 2010). The revised PNPOT (DGT 2018) was approved in 2019 by Law 99/2019. This was done in a favourable context to implement the UN 2030 Agenda, following the approval of the new Territorial Planning and Urbanism Act and a new juridical regime for spatial planning instruments (Regime Jurídico dos Instrumentos de Gestão Territorial, RJIGT – Decree Law 80/2015). In essence, the 2015 legal regime for spatial planning instruments serves as the legal framework which defines planning competences at all four territorial levels: national, regional, intermunicipal and municipal. It also provides information on which entities hold spatial planning competences and on how they are regulated and overseen (Ferrão & Campos 2015).

In this context of an increasing incorporation of EU and UN development agendas into the national, regional and local development strategic plans, programmes and agendas, Portugal can be regarded as a relevant country to analyse the implementation of the UN 2030 Agenda and specifically its urban dimension. This chapter presents a case study for specific analysis, which draws on the implementation of the Portuguese SUDs, particularly the implementation of the Évora's SUD in the policy domains covered by the UN 2030 Agenda Goal 11 (Table 1). As seen, the SUDs are directly connected to the implementation of the 11.3 and 11.b sub-goals of this Agenda (UN 2015).

Table 1. Sub-goals of the UN Agenda 2030 Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable

| | |
|------|--|
| 11.1 | By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums |
| 11.2 | By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons |
| 11.3 | By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries |
| 11.4 | Strengthen efforts to protect and safeguard the world's cultural and natural heritage |
| 11.5 | By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water related disasters, with a focus on protecting the poor and people in vulnerable situations |
| 11.6 | By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management |
| 11.7 | By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities |
| 11.a | Support positive economic, social and environmental links between urban, periurban and rural areas by strengthening national and regional development planning |
| 11.b | By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels |
| 11.c | Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials |

Source: UN, 2015

The chapter is structured as follows. The next section introduces the sustainable development goals (SDGs) in Portugal. The following section discusses their urban dimension. The subsequent section

analyses the urban dimension of the SDGs in the case of Évora SUD. The last section identifies the main results and impacts on urban policies in Portugal and the case study.

1. The sustainable development goals in Portugal.

As a member of the EU, Portugal played a fundamental role in the EU's negotiation process for the writing of the UN 2030 Agenda. More specifically, Portugal brought to the table the need to protect the oceans, and the need to foment a genuine collaboration between all interested public and private stakeholders, at all territorial levels, in implementing the SDGs. By 2010, Portugal had adopted its first National Adaptation Strategy on climate change, which was revised in 2015 and adopted in 2016. For its writing, a sound inter-ministerial coordination process took place, which involved different ministries responsible for each SDG.

In the following year, a Voluntary National Report on the SDGs was published, a sign that Portugal took its commitment to the implementation of the 2030 Agenda seriously. In this report, the crucial role of civic society and local authorities in achieving the SDGs in Portugal was highlighted. This report defined the strategic priorities related to the following SDGs: 4 - quality education; 5 - gender equality; 9 - industry, innovation and infrastructure; 10 - reducing inequalities; 13 - climate action and; 14 - protecting marine life. As can be seen, the goal related to urban development measures (11) was not taken as a priority by the Portuguese authorities.

Despite the socioeconomic hurdles faced by Portugal in past decades, it "occupies rank number 25 out of 193 UN members who have adopted the SDGs while the score of completion is in 77.65 out of 100. While the majority of the goals are still not achieved, some progress has been made and Portugal is on the right track with the Agenda. However, lack of data is still a vital issue with most of the UN members while the

country's state prior to the 2030 Agenda in relevance with the content of the SDGs also needs to be taken into consideration when we are talking about Portugal's advancement". According to Oliveira and Navega (2017, 8), Portugal has been deeply involved in aligning its policies and instruments to the UN SDGs, in particular via:

- the newly created contact network of the Community of Portuguese-Speaking Countries - Comunidade dos Países de Língua Portuguesa (CPLP), aimed at achieving the SDGs and, in so doing, promoting experience-sharing and partnerships for the implementation of the 2030 Agenda;
- the adoption of an Action Plan of the Organisation for Economic Co-operation and Development (OECD) on the SDGs with a view to mainstreaming the SDGs across the organisation's work; and
- the process of modernizing the OECD Development Assistance Committee, financing tools and the statistical reporting system, in the light of the SDGs.

As regards institutional arrangements that facilitated the implementation of the 2030 Agenda in the country, besides the already mentioned institutional connections with the EU, OECD and CPLP, the Portuguese Ministry of Foreign Affairs was responsible for coordinating the national position for the drafting of the 2030 Agenda. "However, its implementation at the national level brings new challenges, which require some reshaping of institutional models to reflect and meet the inherent cross-sector coordination requirements" for the necessary coordination between various interested institutional stakeholders (Oliveira & Navega 2017, 8).

In view of this, the Portuguese Council of Ministers adopted the first intra-governmental guidelines for the 2030 Agenda on February 25th 2016, to be managed by both the Ministry of Foreign Affairs, which

assumed the overall coordination, and the Ministry of Planning and Infrastructure. Pursuant to these guidelines, this role is played at an institutional level through the commissions responsible for the inter-ministerial coordination on foreign policy (acting as a coordination forum in charge of overseeing the domestic implementation by several ministries and preparing the reports that will inform the monitoring processes at different levels) and the inter-ministerial coordination on development cooperation (responsible for coordinating the incorporation of the SDGs into the National Development Cooperation, with regards to the external dimension of the Agenda). In operational terms, a network of focal points from different government departments has been established. Clearly, this mechanism enables, in a consistent and integrated manner, public authorities to better coordinate and exchange information, thus contributing to regular updates and monitoring of the progress the country is achieving during this 15-year time horizon. Thereafter, each of the SDGs was allocated to a coordinating ministry responsible for its implementation, monitoring and review. However, within a complementarity framework, it is important to promote the constant dialogue with other ministries and stakeholders, in a spirit of cooperation, with a view to implement this Agenda with an integrated and inclusive approach (Oliveira & Navega 2017, 8-9).

It is also worth noting that in 2016, both the public and local authorities were consulted on the implementation of the 2030 Agenda at the national and local levels. This process was led by a group of Portuguese non-governmental organisations, with the support of the Institute for Cooperation and Language and the UN Regional Information Centre for Western Europe, with a view to collecting input on the operationalization, evaluation and monitoring of the UN 2030 Agenda. Between April and July 2016, eight workshops took place, in different parts of the country, engaging participants representing more than 130

organizations, in several parts of the country. Most fundamentally, this process included an online enquiry to reach a wider audience and provide an opportunity for every citizen to share views, individually or on behalf of an organization. The main recommendations drawn from the civil society consultation process were presented during a seminar taking place at the Portuguese Parliament on April 19th 2017, contributing to the planning and implementation debates of the 2030 Agenda in Portugal. Furthermore, the UN Global Compact Network Portugal coordinates the multi-stakeholder platform SDG Alliance Portugal, whose purpose is to raise awareness, inform, implement, monitor and evaluate the contribution of the private sector and other civil society partners to the SDGs at the national level (Oliveira & Navega 2017, 9-10).

For Ferreira (2018), however, the institutional multi-level and participatory dynamic that started in 2016-2017 by the Portuguese authorities implementing the 2030 Agenda, ended up not having the expected outcomes and continuity in the following years. More pointedly, and according to the same author, at the strategic level, Portugal is the only European country that does not have a strategic framework for sustainable development for implementing the 2030 Agenda. The definition of a concrete roadmap/plan at the national level, which can clarify strategic guidelines, define priorities and policies, national measures and targets, and the role of various actors and existing resources would be important to leverage the implementation of this Agenda, particularly in an area that requires a concerted effort by many sectors and actors. Moreover, some sectoral policy strategies already incorporate the contribution to several SDGs, and a lack of policy discourse is visible when it comes to the implementation of the 2030 Agenda. Worse still, in practice, the functioning of the institutional model defined for the implementation is not providing the intended interconnection between the external and

internal dimensions. Furthermore, the current national policy framework does not favour coordination and a structured dialogue between various governance levels, nor does it include mechanisms of dialogue with the Parliament or civil society. In addition, the participation of civil society, which was substantial in the design phase, has vanished in the implementation and monitoring phases of the Agenda. In the end, even the existing Development Cooperation Forum, which serves as a multi-actor articulation mechanism for discussing the UN 2030 Agenda in Portugal, has not fulfilled its intended function.

2. The urban dimension of the SDGs in Portugal

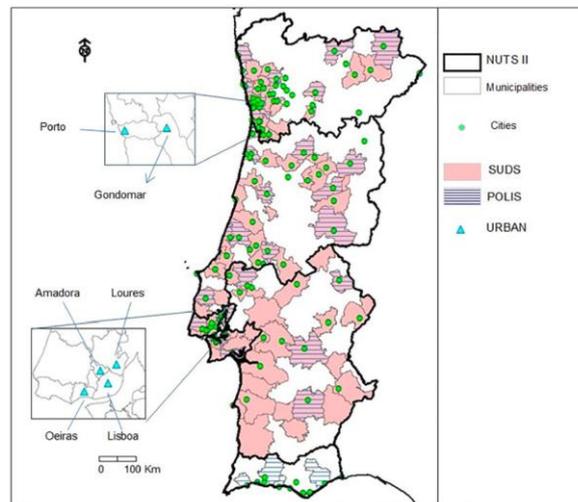
The Portuguese priorities and strategic guidelines for implementing the UN 2030 Agenda do not directly include an urban dimension for the SDGs. Instead, they revolve around five thematic areas (Oliveira & Navega 2017, 10): (i) people – ensuring that all human beings can fulfil their potential in dignity and equality and in a healthy environment; (ii) prosperity – ensuring that all human beings can enjoy prosperous and fulfilling lives; (iii) planet – the planet needs to be protected from degradation, including through sustainable consumption and production, and sustainable management; (iv) peace – emphasizing the determination to foster peaceful, just and inclusive societies which are free from fear and violence; and (v) partnership – mobilizing the means required to implement the 2030 Agenda through a revitalized Global Partnership for Sustainable Development.

Indirectly, however, these priorities envision an integrated policy approach ensuring a global perspective on sustainable development promotion and avoiding considering policies in separate silos. Moreover, the 11th SGD, aligned with the urban dimension of the SDG is included in the third thematic area – the planet. In practice, the realization of the urban dimension of the 2030 Agenda in Portugal is

supported by the EU Cohesion Policy national framework (Portugal 2020) and related financial instruments geared towards fostering urban regeneration. These include the Portuguese 108 SUDs (Medeiros and van der Zwet 2020a, 2020b). Crucially, the Portuguese government recognizes, “in the context of its political priorities, the role of urban areas as centres of potential social, economic and cultural dynamism. As such, the emphasis put on urban regeneration — by defining the New Generation of Housing Policies — is having growing importance in the National Reform Programme and in Portugal 2020, and also in the Major Planning Options for 2016-19” (Oliveira & Navega 2017, 57).

However, Portugal does not have an urban agenda. Instead, the National Housing Strategy 2015-2031 was selected to be “the instrument that allows for the articulation of sustainable urban solutions, with the primary aim of creating conditions that facilitate the access of households, housing, location, quality, comfort, safety, accessibility, typology, occupancy status, mobility and surrounding environment” (Oliveira & Navega 2017, 59). In addition, there are specific programmes for territories and urban regeneration. In this context, there is no concrete institutional arrangement which facilitates the implementation of a comprehensive urban agenda in Portugal related to the SDGs. What exists is the current investments associated with the implementation of the 108 Portuguese SUDs, which are spread across the country (Figure 1).

Figure 1. Urban Community Initiative, POLIS and SUDs in Portugal



Source: Own elaboration

3. The urban dimension of the Evora SUDs

3.1. Realization of the 2030 Agenda in its urban dimension via the Évora SUD

With around 50,000 inhabitants (52,454 in the municipality) Évora is the main urban centre in the Alentejo Portuguese NUTE II. The city is known for its walled historical centre which has been a UNESCO World Heritage site since 1986. This municipality, alongside the other 107, has been implementing SUD since 2015 (Medeiros & van der Zwet 2020a) which is a concrete urban development policy instrument targeting an integrated and SUD approach in Portugal.

Évora, in the past decades, just like the surrounding Alentejo municipalities, has shifted from red (communist) to rose (socialist) in terms of its political colours. These political contexts and trends, however, do not seem to have dramatically influenced the urban planning and development processes in this municipality. More important in influencing the urban planning and development process in Évora is the presence of the historical centre, making the city particularly attractive to tourism. Hence, tertiary related economic activities are the main sources of revenue for the city, led by these activities.

Demographically speaking, in the past decade Évora has experienced a reduction of 5.4% of its population (Census 2021). This is a particularly worrying scenario in a city with a valuable cultural heritage. In terms of social cohesion and quality of life indicators, it should be noted that the municipality benefits from a relatively balanced network of educational facilities from pre-school to all levels of basic and secondary education (CME 2015). As a regional capital, Évora also has a University (with around 9,000 students) and a central district hospital. However, the services available at the county level to meet the needs of the elderly residing in the territory are clearly insufficient in terms of the demographic structure of the municipality. As such, combatting poverty and social exclusion is a priority policy goal. These social problems are acute in certain neighbourhoods where unemployment rates exceed 40% (CME 2012).

From an environmental standpoint, Évora, particularly its historical centre and surrounding areas, is quite well-preserved since industrial activities are not prevalent in the municipality (Miranda 2014). Even so, the Évora SUD strategy has a concrete measure (06.05) aimed at improving the urban environment, restoring and decontaminating industrial areas and reducing air pollution (CME 2015). More broadly, three main challenges are highlighted for the future of the city:

1. Conceive and streamline urban intervention strategies to respond to challenges that result from the need to attract new economic investment that, simultaneously, functions as drivers for attracting new residents;
2. Mobilize the competitive advantages of the city's territorial assets to add to the resources of financing of public policies, new dynamics of private investment capable of taking advantage of economic and employment opportunities specific to the Urban Rehabilitation and

- Regeneration Cluster, with a matrix of activities based on micro and small business initiatives for employment and skills; and
3. Constitute an active example of intelligence and creativity in the implementation of the 2020 Sustainable Cities Strategy, involving resources and urban partners in a commitment to interventions combined in the physical dimension of urban space and in economic development, social inclusion, education and environmental protection, thus reinforcing urban structuring and improving the quality of life of populations in an urban environment.

Ultimately, the Évora SUD highlights the need to relaunch the city investment dynamics towards the attraction of new residents in response to the demographic decline, in particular, in the historical core. It can do this by reinforcing social cohesion factors; supporting regeneration and activities directed at the elderly population; and by providing better access to health and personal services. In this context, the Evora SUDs defined the following three strategic priorities:

1. Streamline the urban revitalization of Évora through targeted strategic and operational interventions for structuring innovative and competitive economic functions that attract new investment, as well as attracting and retaining residents, with new skills and talent;
2. Promote the multifunctionality of the traditional city by contributing to the revitalization of the economic fabric and by involving public and private partners in a strategy for the regeneration of heritage buildings (social equipment, housing, etc.) and also by contributing to the renewal of tourism demand and associated activities;
3. Qualify and integrate central urban areas by encouraging interventions for social inclusion and territorial cohesion, via the municipality and social network partners, in a way to improve quality of life to residents and increase the city's attractiveness.

Besides the overall policy goal of promoting an integrated approach to urban development, the Évora SUD has several specific policy goals directly related to the 11 UN SGDs, including: (i) the promotion of environmental, cultural, social and economic sustainability of urban spaces; (ii) ensuring functional integration and economic and sociocultural diversity in the existing urban fabric; (iii) renew green spaces, urban spaces and equipment for communal use; (iv) ensuring protection and promoting the enhancement of cultural heritage; (v) renew and integrate especially vulnerable urban areas, to promote social inclusion and territorial cohesion; and (vi) encourage the adoption of energy efficiency criteria in public and private buildings (CME, 2015).

3.2. Existence of institutional arrangements that facilitate the implementation of the Évora SUD

Institutional arrangements

Due to its vast experience in implementing urban development plans, the Évora municipality was the main organisation responsible to set the SUD priorities, which took into account the implementation of the following pre-existing plans: PRID - Degraded Residential Recovery Programme, the Protocol for Housing Recovery in the historical centre, the Housing Recovery Programme of the historical centre, the URBCOM, the PROCOM, the POLIS programme, the Tourism Intervention Programme, the RUCI, the Blue Corridor and the PRU ACRÓPOLE XXI, amongst others. All these plans focused on concrete urban development problems in specific socioeconomically deprived and physically decaying neighbourhoods in order to stimulate the economic activity, to promote social inclusion and physically rehabilitate edifices. Acting as the technical and policy coordinator, as well as the monitoring and evaluation unit, the Évora municipality involved public and private actors in the territory to design and implement these urban development programmes (CME, 2015).

The SUD strategy was developed by an external consultant company and by the CIMAC (Inter Municipal Community of Alentejo) and was largely based on previous strategic urban development documents, as well as on the acquired experience from the work developed in municipal companies with a focus on urban development: HABEVORA, EvoraViva, SRU and SITEE. These municipal companies aimed to facilitate the process of implementing urban development projects (CME, 2015).

Besides the HABEVORA, the strategy received inputs from Évora University, three parishes (Bacelo e Senhora da Saúde + Malagueira + Horta das Figueiras), and the Santa Casa da Misericórdia de Évora, an entity which supports the socioeconomically deprived population. It is also evident in the SUD strategy that it focusses on a medium-long term goal of inverting depopulation trends in the city core and making Évora a more attractive city for new dwellers and economic activity. Likewise, these were the main drivers to setting the SUD priorities in view of the need to revitalize the city's economic activity, to attract new and younger residents, and to regenerate the old city centre in order to make it more attractive to residents, tourism and other tertiary economic activities.

In terms of the main challenges for designing the strategy, Evora municipality needed to incorporate it within the national spatial development strategy directives (PNPOT) as well as the Portugal 2020 strategy. Moreover, there was a challenge to mobilise relevant urban development partners by following the city's commitment to include a multiplicity of people to promote an integrated intervention approach to economic development, social inclusion, education and environmental protection policy goals. Finally, another crucial challenge was related to the need to establish a comprehensive

management and monitoring model, which ensures high levels of commitment to prioritization and allocation of defined resources, as well as the capacity to mobilize investments around the defined interventions and the intended integration with other public and private initiatives capable of leveraging them and creating synergies.

As mentioned, the municipality and the CIMAC acted as the key actors and decision-makers for the strategy, based on its accumulated experience in designing urban development programmes, but it is fair to say that several other actors' opinions were taken into consideration such as Évora University and social inclusion related entities. At a more localised level (neighbourhoods) the strategy invokes the need to promote a set of partnerships with local entities in order to strengthen or reinforce the articulation of integration dynamics between the targeted neighbourhoods and the surrounding community.

The strategy followed top-down directions from national (PNPOT) and regional (PROT) spatial planning directives, as well as directives from Portugal 2020. These are mostly seen in the goal to promote social and territorial cohesion and in the integrated and sustainable policy approach. In more detail, this policy articulation was operationalised with ongoing social related interventions and plans (Social Development Plan of Évora, CLDS 3G, Escolhas Programme, DLBC, other Portugal 2020 actions/POISE).

3.2.1. Participatory approaches in Évora

Évora municipality has a vast experience in managing urban development projects involving a significant number of actors, both public and private. This consolidated experience of the SUD facilitated a participatory approach to implement it in its several action plans (PARU - Urban Renovation, PMUS - Urban Sustainable Mobility, and PAICD - Unfavourable Communities). All these action plans are

strongly associated with the involvement of targeted partners and other potential partners capable of mobilising investment operations. These include public entities, partnership institutions in the social domain, business associations, traders and other private owners, in particular.

At a more institutional level, certain entities ended up having a crucial role in the SUD strategy's participatory approach which was designed by the municipality. These include the aforementioned Évora University, the Union of Évora Parishes and other surrounding parishes, the Eugenio Almeida Foundation, the Santa Casa da Misericórdia de Évora, and the Commercial Association of the Évora District. All these stakeholders were mobilised via several municipality meetings and forums in the SUD strategy development phase. In sum, their involvement was organised via their commitment to the execution and implementation of identified projects. It is expected that this proximity and the knowledge with the diverse operational contexts of the SUD intervention will contribute to high levels of policy efficiency and effectiveness.

There were positive impactful outcomes from the participatory approach with the involved entities, mainly due to past positive experiences. However, the capacity of each partner to contribute to the overall implementation of the SUD goals is dependent on their financial state at any moment in time. As expected, Évora University ended up being the involved partner which contributed more to the strategy design by bringing updated knowledge on urban planning processes to the meetings. Although this participatory process has room for improvement, its effectiveness can be regarded as high, since there are currently many involved partners contributing to effectively implementing the SUD strategy.

In order to consolidate this participatory process, however, the Évora municipality created a monitoring group of the action plans (Grupo de Acompanhamento da execução dos Planos de Ação), which works alongside the Urban Authority (Autoridade Urbana), at a strategic governance level. This group (University of Évora, Évora parishes, Habevora, Eugénio de Almeida Foundation, Santa Casa da Misericórdia de Évora, ERTA, the Évora District Trade Association (ACDE), members of several municipal commissions, and others if that is justified) has several tasks, including: providing opinions on correction and improvement measures; contributing to the preparation of reports.

3.2.2. Collaboration networks in Évora

Currently, the Évora SUD accounts for the main ongoing Urban Development Plan in Évora municipality, despite the fact that there already is an Urbanisation Plan of Évora published in 2011 (Plano de Urbanização de Évora - PUE). There are, however, other development domains with specific plans, like the social domain: Social Development Plan (Plano de Desenvolvimento Social). There is also a Strategic Plan for Évora 2020 (Plano Estratégico de Évora 2020) which seeks to use intervention instruments and policies for a more balanced territory and urban development of Évora with a vision for the municipality until 2020. The latter is particularly relevant to unveil the inter and intra-city collaboration networks commonly used by the Évora municipality in the development plans.

In detail, it is possible to uncover the establishment of some key intra and intra-municipal partners which formed a Monitoring Commission (Comissão de Acompanhamento): The municipality, the President of the Municipal Assembly, the technical secretariat coordinator, the President of the Regional Authority (CCDR Alentejo), the Civil Governor of Évora, the President of the Trade Association of Évora, the President of the Region Entrepreneurs Nucleus of Évora, the President of Young

Entrepreneurs - Évora delegation, the President of the Évora Farmers Association, a member of the workers' syndicates, a member of the regional entity for promoting tourism; and the President of the Association of students of Évora University.

Needless to say, however, Évora University, as the entity which wrote the current Évora Strategic Plan, is also a common member of these intra-city collaboration networks, as is the SUD Monitoring Group. However, in terms of the new collaboration structure created for the SUD, the members have mostly an intra-city character (Évora University, local parishes, the municipal company for managing urban development (Habevora), a Foundation, the Santa Casa da Misericórdia. Two entities from this group, however, have an inter-city character: the Regional Entity for Tourism (ERTA) and ACDE. In all, no pre-existing structure was adapted for the SUD implementation. Nevertheless, the collaboration with the selected members of the SUD monitoring group was not a novelty, in particular, with regards to the long-term collaboration between the Évora municipality and the University in designing urban planning processes and plans.

In terms of inter-city collaboration, there have been especially strong relations with the regional authority (CCDR - Alentejo) which manages all the Alentejo SUDs. Hence, this institutional collaboration is frequent and is particularly relevant in the submission, approval and evaluation phases of the SUD. Curiously, in all the encountered plans, there is no mention of any kind of collaboration with other cities, neither in the design nor in the implementation phases of the plans. Being a regional capital, however, Évora has a higher level of administrative capacity building and can be considered a knowledge exporter from surrounding municipalities, rather than an importer. Finally, it is evident that the existing collaboration networks for the implementation of the Évora municipality plans provide a functioning multi-level governance

platform by involving local and regional key development players, as well as a multi-policy sectoral platform, by adding players from all policy sectors. In the end, this varied pool of players provides crucial insights to better align the policy interventions in a more effective and efficient manner.

In all, the implementation of the Évora SUD has brought positive effects to the Évora urban planning process in several domains. Firstly, it reinforced the strategic vision for a more integrated and SUD process of the city. Secondly, it increased the urban participatory planning process at various levels by the increasing involvement of citizens and stakeholders. Finally, it reinforced the intra- and inter-city collaboration process to foment a sound and integrated urban development process in the city and surrounding region.

4. Results and impacts on urban policies in Portugal

4.1. The situation at the country level

As previously stated, Portugal does not have a dedicated urban agenda or strategy. This is basically fostered by the spatial programmes and plans, at all territorial levels. At the national level the aforementioned revised PNPT identifies the promotion of a polycentric urban system as one of the main territorial challenges for Portugal, including the promotion of urban quality, the reinforcement of the inter-urban cooperation and the support to the main metropolis as internationalisation motors. Clearly, this line of thinking transposes the EU Urban Agenda vision (Armondi & De Gregorio-Hurtado 2019; EC 1999; 2014; Hagge 2019) instead of the UN SDGs.

Indeed, the impact of the 2030 Agenda on the content adopted by urban policies at the general level in Portugal is not particularly strong on existing national, regional and local spatial programmes and plans.

Even so, the five main Portuguese guidelines which relate the national strategies to the 11 SDGs (1 - ensure access for all to safe, affordable and sustainable housing, basic services and transport systems; 2 - establish the sharing of responsibilities in the collective construction of a participative, integrated and sustainable urban environment; 3 - promote social diversity in cities as a means to protect and safeguard human cultural heritage; 4 - reinforce sustainability in the cities and encourage urban resilience through risk prevention; and 5 - develop smart cities) are partially integrated in certain sectoral policies related to urban development such as the New Generation of Housing Policies Strategy, the National Climate Change Adaptation Strategy the National Strategy for Preventive Civil Protection and the National Platform for Disaster Risk Reduction (Oliveira & Navega 2017). Also crucial in this regard is the previously mentioned National Housing Strategy 2015-2031, the instrument that allows for the articulation of sustainable urban solutions for the Portuguese urban areas.

4.2. The Évora SUD

Over the past decades, the Évora municipality has designed and implemented several urban development plans. All have, in some way, provided a positive contribution to improve certain urban development related domains and specific socioeconomic and physically deprived neighbourhoods. Moreover, most had specific concerns to promote environmental sustainability and protect cultural heritage, which are in line with the 11th SDG. Just like the previous ones, the SUD strategy has been providing positive impacts on the rehabilitation of certain urban areas, and in particular the historical centre of the city, which is a UNESCO heritage site. This positive impact can be testified by the support provided to the rehabilitation/reconstruction of buildings (for public use, including housing for students and socioeconomically deprived families) as well as the restoration and creation of public spaces. However, the Évora urban plans have not significantly

contributed to inverting depopulation trends in the historical centre or increasing aging indexes. Their role has been more concerned with mitigating depopulation. A key lesson is that tackling demographic issues requires long term robust financial investment that is focused on a wide range of factors.

In comparison to previous approaches, the SUD offers some innovative elements. Firstly, the participation of the promoters in acquiring monitoring indicators. This is also one aspect of the strategy design and implementation which might be transferable for interventions in other European cities. Secondly, the multi-level governance process and the inclusion of partners from all economic sectors in the Monitoring Group, although not entirely innovative is, nevertheless, a positive and transferable governance practice. Thirdly, and a more negative lesson, is that the 'somewhat excessive' role of the municipality's president in the implementation of the SUD strategy decision-making process can be seen as a sign of unnecessary autocracy in a regional capital which could have a municipal department with a higher decision-making role. On the other hand, in Portugal, local governments (municipalities) are democratically elected and thus presidents feel that they have a democratic legitimacy to have the final decision on the urban development processes, and all other major decisions for the municipality.

It is also important to stress that, despite the more than 20M€ allocated to urban development processes via the Évora SUD, its impacts on a municipality located in a region characterised by depopulation trends and comparatively low (national and European) levels of socioeconomic competitiveness, are not expected to immediately reverse these trends. Even so, in the medium-long term, the physical improvements brought about by the SUD interventions

can contribute positively to creating a more attractive city, both for nationals and foreigners (tourism and work).

In detail, the Évora municipality has put in place the Operação de Reabilitação Urbana do Centro Histórico de Évora (Operation to Restore the Historical Centre of the City). As expected, this plan is very closely connected to the SUD PARU. Nonetheless, since the rehabilitation process is complex and involves many actors, these are, first and foremost, engaged by the entities targeted for renewal. Here, the SUD strategy is integrated with a Financial Instrument for Urban Renewal and Revitalization (IFRRU 2020 – Instrumento Financeiro para a Reabilitação e Revitalização Urbana) created under the Portugal 2020 framework. As such, this urban renewal operation can be financed by the Regional Operational Programme (Programa Operacional do Alentejo) and the National Operational Programme for Sustainability (Programa Operacional Sustentabilidade e Eficiência no Uso de Recursos), via the support for the urban renewal and revitalisation axis, including the promotion of energy efficiency and housing renovation for private individuals. This support is provided through financial products created by commercial banks to be made available with more favourable conditions than free market conditions. These co-financing operations are focused on specific territories located within the PARU in historic centres, riverside areas or abandoned industrial zones defined by the municipalities.

In parallel, a specific Renovate to Rent programme (Programa Reabilitar para Arrendar) was put in place. This programme is managed at a national level by the Institute of Housing and Urban Renewal (Instituto da Habitação e da Reabilitação Urbana - IHRU) and aims to finance the renovation of buildings aged 30 years or over, which, after renovation should be used predominantly for housing purposes. The resulting residences are intended for leasing on a conditional income

basis. In addition, the urban renewal operations can make use of the Jessica Holding Fund Portugal (JHFP) when they present sustainability goals in the following priority interventions:

1. Rehabilitation and urban regeneration including regeneration of urban equipment and infrastructure;
2. Energy efficiency and renewable energies;
3. Revitalizing the urban economy, especially SMEs and innovative companies;
4. Dissemination of information and communication technologies in urban areas, including broadband and wireless networks.

Finally, the urban rehabilitation process in Évora can benefit from two additional funding sources: (i) The National Fund for the Renovation of Buildings (Fundo Nacional para a Reabilitação do Edificado - FNRE). This is primarily intended to renovate/restore the degraded public heritage, with the objective of improving seismic resistance, increasing energy efficiency and creating conditions of better accessibility, aiming at their subsequent placing on the market; and the (ii) Efficient Home Programme (Programa Casa Eficiente), which aims to provide financing on more favourable terms to operations that promote the improvement of the environmental performance of private housing, with a special focus on energy and water efficiency, as well as urban waste management.

In sum, the Évora SUD has had a positive impact in fostering a collaborative territorial and institutional approach and in reinforcing the need to support an integrated and sustainable strategic vision for urban development. In terms of social policies, the SUD has promoted the physical and socioeconomic rehabilitation of deprived neighbourhoods, by supporting tourism related economic activities, education programmes, and social protection initiatives. Moreover, by involving

several social and economic entities in implementing the SUD financed projects, and by implementing a monitoring and project evaluation system, it has led to an increasing institutional and governance capacity of local administration by supporting the decision-making capacity and a collaborative policy approach. Furthermore, the SUD strategy had to follow the regional (PROT) and national (PNPOT) spatial planning directives, leading to an integrating logic and lens on all territorial levels. Finally, the current COVID-19 pandemic has posed a huge challenge to a city which is largely dependent on tourism and needs to support socioeconomically deprived neighbourhoods. As such, the main priorities for now are for the city to re-establish positive socioeconomic trends rather than environmental sustainability related processes.

Conclusions

This chapter presents a necessarily concise panorama of the urban policies in the framework of the 2030 Agenda in Portugal. It goes without saying that by being an EU member state since 1986, Portugal has been highly influenced by EU policy visions and strategies over the past four decades. More whimsically, this EU influence, also known as 'EUization', can be testified by the incorporation of environmental sustainability and policy integration rationales in the design and implementation of spatial plans and programmes, and territorial development and cohesion policies at all spatial levels. Moreover, the reading of the chapter also presents a solid case for the active contribution of Portugal to the development of the UN 2030 Agenda, as an EU member state.

Crucially, from a formal standpoint, the Portuguese government, mainly through the Ministry of Foreign Affairs, activated institutional arrangements aimed at facilitating the implementation of the 2030 Agenda. However, despite an initial stage (2016-17) in which participatory approaches led to a sound multi-institutional dynamic in debating the incorporation of the 2030 Agenda into the various national and sub-national thematic agendas, this dynamic soon weakened substantially due to a feeble institutional model with a lack of interconnection between all involved stakeholders, and limited participation from civil society.

Beset by such a scenario of a lack of an operative national institutional framework to implement the 2030 Agenda, its urban dimension was also affected by the absence of a national urban agenda. Indeed, the reading of the national (PNPOT) and regional spatial plans (PROTS) indicates that they are mostly influenced by EU development visions and urban and regional development strategies, rather than the 2030 Agenda. On a positive note, however, they follow closely the goals expressed in the 11th SGD intended to make cities and human settlements inclusive, safe, resilient and sustainable. More precisely, both the EU and the UN strategic visions highlight the need to support: sustainable transport, integrated and sustainable human settlement planning, the safeguarding of cultural and natural heritage, access to green and public spaces, and the building of sustainable and resilient buildings, among other measures.

In this context the chapter presents, as a selected case-study, the Évora SUD, which is one of the 108 SUDs to have been implemented in Portugal since 2014. The main reason for this choice is the fact that these SUDs are very much aligned with the 2030 Agenda rationale for urban areas and are a concrete EU policy tool to foster integrated and

SUD. In the case of Évora, the physical renovation and socioeconomic support has been targeted as the city is economically dependent on the tertiary sector (mostly tourism) with aging and depopulation trends. More modestly, the environmental domain was also considered in the Évora SUD interventions to rehabilitate old factory sites and improve air quality.

More importantly however, were the positive institutional and governance effects that resulted from the implementation of the Évora SUD in several domains, not only for the municipality, but also for the region (Alentejo). More particularly, it contributed to foment and activate previously non-existent or feeble territorial collaboration networks. It also had a vital role to implement a monitoring and evaluation system of urban development plans in the city. Moreover, it reinforced the urban participatory approaches by involving not only citizens but several stakeholders in the design and implementation phases of the SUD. Also important was the Évora SUD contribution to reinforce the intra- and inter-city collaboration process aimed at fomenting a sound and integrated urban development process with the surrounding region.

In conclusion, despite not having a dedicated urban agenda, Portugal has used EU funded policy tools like the SUDs to implement some of the 11th SDG guidelines. These include integrated and sustainable urban planning and development approaches, very much aligned with the 2030 Agenda. Moreover, at the national level, several development strategies, such as the New Generation of Housing Policies strategy, the National Climate Change Adaptation Strategy the National Strategy for Preventive Civil Protection and the National Platform for Disaster Risk Reduction, incorporate urban development guidelines included in the 11th SDG. These include the need to ensure affordable and sustainable housing, a participative, integrated and sustainable urban

environment, the promotion of social diversity in cities, the safeguarding of human cultural heritage, and the reinforcement of urban resilience through risk prevention. In other words, the reading of the Portuguese SUDs as well as some thematic national development strategies confirms the effective presence of an urban 2030 Agenda in Portugal.

References

Armondi, S. and De Gregorio-Hurtado, Sonia. 2019. *Foregrounding Urban Agendas in European Policy-making*, the Urban Book Series, Springer.

CME. 2012. *Diagnóstico Social Évora 2013|2015*, Câmara Municipal de Évora, Évora.

CME. 2015. *PEDU - Plano Estratégico de Desenvolvimento Urbano - Évora*, Câmara Municipal de Évora, Évora.

DGT. 2018. *PNPOT Alteração, Diagnóstico. Versão para Discussão Pública*, 30 de Abril, DG Território, Lisboa.

EC. 1999. *ESDP. European Spatial Development Perspective. Towards Balanced and Sustainable Development of the Territory of the European Union*, European Communities, Brussels.

EC. 2014. *The urban dimension of EU policies – Key features of an EU urban agenda*. COM (2014) 490 final, European Commission, Brussels.

Hague, Cliff. 2018. *Delivering the New Urban Agenda Through Urban and Territorial Planning*, *Planning Theory & Practice*, 19(4): 618-622.

Ferreira, Patrícia. 2018. *Portugal e a Agenda 2030*, Plataforma Portuguesa das ONGD, Lisboa.

Ferrão, João. 2010. *Ordenamento do território: 25 anos de aprendizagem?* in *Europa Novas Fronteiras, Portugal – 25 anos de Integração Europeia*, *Princípios*, 26/27, 77–84.

Ferrão, João; Campos, Vitor (ed.) .2015. *O Ordenamento em Portugal. Uma perspectiva genealógica*, ICS Working Papers, Lisbon.

Gaspar, Jorge.; Simões, José .2005. *Planeamento à escala nacional*, in *Geografia de Portugal*, vol. 4, *Planeamento e Ordenamento do Território*, Circulo de leitores, Lisboa, 268–278.

Medeiros, Eduardo. 2014. *Assessing territorial impacts of the EU Cohesion Policy: the Portuguese case*, *European Planning Studies*, 22 (9): 1960-1988.

Medeiros, Eduardo. 2010. *Old vs Recent Cross-Border Cooperation: Portugal-Spain and Sweden-Norway*, *AREA*, 42 (4): 434-443.

Medeiros, Eduardo. 2017. European Union Cohesion Policy and Spain: a territorial impact assessment, *Regional Studies*, 51(8): 1259-1269.

Medeiros, Eduardo. 2020a. Delimiting Cross-Border Areas for policy implementation: a multi-factor proposal, *European Planning Studies*, 28:(1): 125-145.

Medeiros, Eduardo; van der Zwet, Arno. 2020a. Evaluating integrated sustainable urban development strategies: a methodological framework applied in Portugal, *European Planning Studies*, 28(3): 563-582.

Medeiros, Eduardo; van der Zwet, Arno. 2020b. Sustainable and Integrated Urban Planning and Governance in metropolitan and medium-sized cities?, *Sustainability*, 12(15): 5976.

Miranda, Eduardo. 2014. O Centro Histórico e as Centralidades em Évora Dinâmicas Urbanas e Organização Espacial, Master Degree Dissertation, Técnico Lisboa, Lisboa.

Oliveira, Vitorino & Navega, Francisca (eds.). 2017. National report on the implementation of the 2030 Agenda for Sustainable Development, Ministry of Foreign Affairs, Portuguese Government, Lisbon.

Royo, Sebastián .2011. Lessons from Portugal and Spain in the EU after 25 Years: The Challenges of Economic Reforms, in: *Spain in the European Union: The First Twenty-Five Years (1986-2011)*, Roy, J. e Lorca-Susino, M. (eds.), Miami-Florida European Union Center/Jean Monnet Chair, Miami: 155-191.

Royo, Sebastián & Manuel, Christopher. 2003. Some Lessons from the Fifteenth Anniversary of the Accession of Portugal and Spain to the European Union, *South European Society and Politics*, 8:1-2, 1-30, DOI: 10.1080/13608740808539641

UN. 2015. *Transforming our world: the 2020 Agenda for Sustainable Development*. United Nations, New York.

ⁱ <http://www.maiscidadania.pt/progressao-de-portugal-na-conclusao-da-agenda-2030/>

