

The planning system in Portugal

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Country profile

Portugal, officially the Portuguese Republic, is a State in Southern Europe, founded in 1143, occupying a total area of 92,212 km². The mainland is in the extreme southwest of the Iberian Peninsula, bordering on the north and east with Spain, and on the west and south with the Atlantic Ocean (Figure 1). The Portuguese territory also includes two autonomous regions: the archipelagos of Madeira and the Azores, located in the Atlantic Ocean. The Madeira archipelago is made up of the islands of Madeira, Porto Santo, Desertas and Selvagens, and the Azores archipelago is made up of nine islands and some islets: Santa Maria, São Miguel, Terceira, Graciosa, São Jorge, Pico, Faial, Flores, and Corvo.

It is a country with about 10.34 million inhabitants (2021) and a population density of 112.2 inhabitants/km², with a higher population concentration along the coastal strip.

One of the assets of the Portuguese territory is the extension of its coastline, as well as the multiple uses and opportunities it offers. On the mainland, the coast extends along about 950 km, concentrates about 75% of the national population and is responsible for

generating 85% of the gross domestic product. It is a dynamic and complex area that has high environmental sensitivity, a large concentration of habitats, natural resources of high productivity and important geological and biological diversity (PNPOT, 2018).

The Portuguese economy has gone through several and profound transformations over the last few decades. During the 1990s Portugal followed an economic policy determined by the convergence criteria of the Economic and Monetary Union (EMU), with integration into the Euro Zone since its creation, in January 1999. This implied compliance with a set of quantitative criteria associated with the pursuit of a rigorous and credible macroeconomic policy.

Since then, in terms of the structure of the economy, there has been a growing dominance of the services sector, similarly, in fact, to other European partners. In 2018, the primary sector represented only 2.7% of GVA and 5.8% of employment; while secondary education corresponded to 21.9% of GVA and 24.1% of employment. In that year, services contributed 75.3% to the GVA and represented 70.1% of employment (INE, 2020). In addition to a greater incidence of services in economic activity, in recent decades there has been a significant change in the pattern of specialization of the manufacturing industry in Portugal, with its modernization mainly in the automotive and components, electronics, energy sectors, pharmaceutical and new information and communication technologies (see Table 1 for additional information).

Table 1. General country information

Name of country	Portugal
Capital, population of the capital	Lisbon 802,230 (2021 - municipality) 2,870,208 (2021 - metro area)
Surface area	92,212 km ²
Total population	10,343,066 (2021 census)
Population density	112.2 inhabitants/km ²
Population growth rate	0.485 (2001); 0.197 (2011); -0.209 (2021)
Degree of urbanisation	54.1% (2020)
Human development index	0.864 (2019)
GDP	EUR 214.470,7 million (2021)
GDP per capita	EUR 20,698.1 (2021)
GDP growth	4.9% (2021); -8.4% (2020); 2.7% (2019); 2.8% (2018); 3.5% (2017)
Unemployment rate	6.6% (2021); 7.0% (2020); 6.6% (2019); 7.2% (2018)

Table 1 (cont.)

Land use (LCLUStats, data concerns 2018)	51.2% forest and scrubland 2.7% inland waters 40.8% agricultural land 5.2% built-up land
Sectoral structure	(2021, by employed population) 72.7% services and administration 24.6% industry and construction 2.7% agriculture and forestry

Source: author's own elaboration.

With regard to services, it is important to note that the geographical position of Portugal, benefiting from a Mediterranean climate moderated by the influence of the Atlantic, as well as the extensive coastal strip (943 km long in the continental sector and 667 km in the islands of Madeira and Azores), allies to history and culture, foster a relevant and growing tourist activity.

The tourism sector is a fundamental economic activity for the generation of wealth and employment in Portugal, contributing to the growth and development of many territories, either on the coast, associated with sun and sea tourism, citybreaks and golf tourism, or in the related interior with nature tourism, cultural and gastronomic tourism.

This sector is responsible for 17% of the Gross Domestic Product (GDP), 19% of employment and 20% of total exports. Over the last 9 years, the country has registered an average annual growth rate of 7.2% in overnight stays, which translates into an increase from 37 million overnight stays in 2010 to 70 million overnight stays in 2019, the highest value on record. An average annual rate of change of 10.3% was also observed in tourist receipts, over the last 9 years, which allowed an increase from 7.6 billion in 2010 to 18.4 billion in 2019 (INE, 2020).

In 2020, as an effect of the COVID-19 pandemic, Portugal recorded a sharp drop in tourist demand with values of 25.9 million overnight stays (-63.0%) in tourist accommodation compared to 2019. There was also a sharp decrease in international demand, with 12.3 million overnight stays from foreigners (-74.9%), as a result of restrictions imposed on cross-border travel for most of 2020. Even the domestic market registered 13.6 million overnight stays (-35.4%) compared to the year 2019. In revenue, the decrease (-57.6%) compared to 2019 meant a loss of 10 billion euros for the economy in 2020 (INE, 2020).

Despite the crisis caused by the SARS-CoV-2 virus pandemic, macroeconomic forecasts point to the recovery of the national economy, which should reach the pre-pandemic output level after the 3rd quarter of 2022, according to OECD data.

Thus, in a logic of sustainability and competitiveness, the planning of tourist activity is a fundamental activity for destinations, as a way of managing the product (for tourists), but also for local development (for residents and local companies).

The contribution of planning to the sustainability of tourist territories is explained insofar as it involves reflection on the use of spaces and local dynamics, which results in more harmonious environments, which allow an optimized articulation of socio-economic, environmental and political factors and cultural.

Tourism also has an enormous potential for modernizing the territory, influencing the increase of territorial cohesion and the ability to settle and integrate populations, namely through job creation. Tourism, in its multiple dimensions, appears as an opportunity for the development of different territories in Portugal, both those that make up the urban space and those of rural space.

Rural spaces in Portugal are characterized by a low population density – equal to or less than 100 inhabitants/km², according to the 2014 Urban Areas Typology (INE, 2020), by the dispersed nature of the predominant functions there, by urban centers with mass not significant population criticism, as no place has more than 2000 inhabitants. Therefore, they present a set of weaknesses and particularities, whose main threat to their survival is linked to depopulation and population aging, with a strong connection between the rural population and agricultural activity. Thus, if, on the one hand, it is necessary to diversify the respective base of economic activity, closely associated with the tertiary sector, to secure and attract population, together with the creation of attractive social conditions and infrastructure, it is at the same time essential to promote agricultural activity, not only as an economic activity with competitive capacity, but also because it contributes to economic, social and territorial cohesion.

On the other hand, diversification into activities associated with agricultural activity, such as rural tourism (eg agritourism, wine tourism and geotourism), is a way of valuing endogenous resources, such as the landscape, cultural identity and agricultural products themselves, often differentiated and of quality (as PDO – Protected Designation of Origin – certification and others), associated with the brand of a territory.

In turn, urban spaces in Portugal correspond to 5.1% of the continental territory, occupying about half a million hectares, and reflect a high ratio of urbanized, built-up and infrastructured land per inhabitant. To this end, the structure and form patterns of urbanization in Portugal contribute significantly, as only 24% of the artificialized territory presents characteristics of a continuous urban fabric, while 42% of the total is affected by discontinuous urban fabrics. Industry, commerce and general equipment occupy 14% of the artificialized territory and road and railway infrastructure and associated spaces around 8%, with 10% of the total being allocated to other occupations.

At level of the Portuguese urban system, this is mostly constituted by cities with low population density, included in the classification of medium city, that is, whose “regional importance” and “contribution to the organization of regional urban systems” are decisive (Costa, 2002, p. 108), that is, cities that play a fundamental role in the fixation of the population outside the two large metropolitan areas (Lisbon

and Porto) and that act as dynamizing centers for an entire regional system. It is in this sense that a city with only 20,000 inhabitants can be an absolutely crucial center for the functioning of a region, especially in the interior of the country where small and medium-sized cities play a fundamental role in providing jobs and services to the closest places and make an important contribution to population fixation (Soares, 2019).

The two metropolitan areas (Lisbon and Porto) showed a strong dynamism, exhibiting a large national dimension (population, economic and functional) that contrasts with a still fragile international projection. Between Viana do Castelo and Setúbal, there is an extensive coastal area of diffuse urbanization, where polynucleated urban structures emerge, polarized by larger and more dynamic urban centers (medium-sized cities), although with a size smaller than European standards. Along the Algarve coast there is a linear urbanization, built around a polynucleated urban network drawn along the coast. Low density appears in a vast area of the Alentejo Region and the North and Center interior, supported by a network of small urban centers and medium-sized cities, configuring multipolar urban axes and subsystems, fundamental in the functional organization of the respective regions. On the islands, the dynamics of Funchal and Ponta Delgada stand out.

Legal regulations of spatial planning in Portugal

Planning is preparing for the future by following the path of development, generally seen as a process aimed at the common good. However, the notion of development has undergone significant changes over time and continues to be at the center of debate, both scientifically and politically. In current societies, in which Portugal is inserted, one of the great challenges is to direct the development process towards the common good, towards the quality of life of the populations and towards greater sustainability, which implies a strong commitment to the planning and ordering of the territory, a task in which the State assumes a decisive role, but which implies considering and involving all stakeholders and, among them, in particular the community and the productive sector (Silva, 2017).

It can be said that it was in the second half of the 19th century that the state developed the first initiatives aimed at regulating and organizing the occupation of Portuguese territory, mainly aimed at the agroforestry space. The phase corresponding to the real beginning of urban planning began in the 30s of the 20th century, with the implementation of some urbanization control instruments for the city of Lisbon (Campos & Ferrão, 2016)

Over the decades, Portugal has witnessed the lack of a territorial and planning policy, which, associated with a weak civic culture, gave rise to quite disastrous consequences, both in terms of the disarticulation of the urban space and of the environmental impacts.

It was only in the 1980s that a modern land management system began to be implemented. The accession of Portugal, in 1986, to the European Economic Community, required actions related to the spatial planning and planning policy, fundamental for the application of the Structural Cohesion Funds and for implementing a set of operational programs aimed at promoting regional development (Silva, 2017). The territorial management system is a structuring piece of the spatial planning policy.

One of the major milestones in the organization of the planning system in Portugal was the General Basic Law for Spatial Planning and Urbanism Policy, of 1998, and the Legal Regime of Territorial Management Instruments, of 1999. These diplomas enshrined the building legal system of territorial management, establishing the typification of planning instruments, the rules for articulation between entities and between planning instruments, the monitoring and evaluation system and the tools for programming and executing the plans.

This legal framework was changed with the entry into force of the General Basic Law for Public Policy on Soil, Spatial Planning and Urban Planning (LBGPPSOTU) in 2014 and the new Legal Regime for Territorial Management Instruments (RJIGT) in 2015, diplomas that came to integrate the principles and instruments of land policy and land use and urban planning policy in the same legal structure.

Within the scope of the territorial management system, there are currently about 150 central, peripheral and decentralized administration entities with different competences and responsibilities, in addition to the 308 municipalities responsible for municipal and inter-municipal planning.

Currently, the Portuguese territorial management system is based on three legal diplomas duly articulated:

- General Basic Law for Public Policy on Soil, Spatial Planning and Urban Planning (LBGPPSOTU), Law n° 31/2014, of 30 May;
- Legal Regime of Territorial Management Instruments (RJIT), Decree-Law No. 80/2015, of 14 May;
- Legal Regime for Urbanization and Building (RJUE), Decree-Law No. 136/2014, of 9 September.

The new legal framework of LBGPPSOTU and RJIGT, of 2014 and 2015, brought changes to the current system, some in form and others in content, of which the differentiation introduced between territorial programs and plans stands out. Thus, the land, land use and urban planning policy is developed through two types of territorial management instruments, the Programs and the Plans. Programs “that establish the strategic framework for territorial development and its programmatic guidelines or define the spatial incidence of national policies to be considered at each level of planning” and plans, which “establish concrete options and actions

in terms of planning and organization of the territory as well as define land use”. A differentiation that is important for various purposes, the most relevant being the legal effectiveness of these instruments: while programs only bind public entities, plans bind public entities and also, directly and immediately, private individuals (46, nos. 1 and 2 of the Basic Law).

The territorial management system is organized and structured into four levels of territorial incidence, duly interconnected, as shown below in Table 2.

Table 2. Types of Territorial Management Instruments

Territorial Scale	Instruments for Spatial Planning
National	PNPOT – National Spatial Planning Policy Program PS – Sectoral Program PEOT – Special Spatial Planning Program
Regional	PROT – Regional Spatial Planning Program, for each NUT II
Intermunicipal/ Municipal	PDM – Municipal Master Plan PU – Urbanization Plan PP – Detail Plan

Source: author’s own elaboration.

A) National Scale

On a national scale, the strategic framework for the planning of the national space, integrated in the European Union, is defined, being structured in three types of instruments, the National Spatial Planning Policy, the Sectoral Plans and the Special Plans.

▪ **National Spatial Planning Policy Program (PNPOT)**

National Program for Spatial Planning Policy is the top instrument of the territorial management system, defines objectives and strategic options for territorial development and establishes the model for organizing the national territory. The PNPOT is the frame of reference for the other programs and territorial plans and as a guiding instrument for strategies with territorial impact.

The figure of the PNPOT was created by the Basic Law of Land Use and Urban Planning Policy of 1998, with the objective of providing the country with a competent instrument for defining a prospective, complete and integrated vision of the organization and development of the territory and by promoting the coordination and articulation of public policies on a territorialized basis.

The first PNPOT was approved by the Assembly of the Republic, through Law No. 58/2007, of September 4, in the culmination of a broad debate on the key issues of the country’s territorial organization and development and constituted a milestone in the country’s spatial planning policy, for its content and innovation introduced in territorial approaches.

Subsequently, in 2007, within the scope of a legislative and administrative simplification program, the territorial management system was subject to a significant change, aimed at simplifying and streamlining the training procedures and dynamics of territorial plans. Among the changes introduced, measures of decentralization and deconcentration of competences, reinforcement of the concertation of public and private interests and the reduction and concentration of administrative procedures were highlighted.

The results of the change introduced in 2007 were evaluated in 2010, with some system functionality failures that are still valid today, despite the time elapsed, the legislative improvement measures introduced and the progress of knowledge and support technology: information management and communication. It should be noted that the service conferences, as a modality of integrated pronouncement of the administration entities, did not take place in a satisfactory manner, due to the lack of attendance of entities and due to organizational and administrative difficulties that would allow the issuance of opinions outside the traditional model (PNPOT, 2018).

▪ **Sectorial Programs (PS)**

Sectorial Programs are the responsibility of the State and define the public policies of the various sectors of the State's central administration, such as: transport, education, health, defense, tourism, surface and underground water resources, nature conservation, danger and risks, agriculture, forest, infrastructure, housing, these instruments presenting different configurations and territorial incidences.

It appears, however, that the conduct of sectoral policies does not use these planning instruments as often as expected, opting for sectoral policy measures outside the territorial management system. This reality entails some interaction difficulties, since the insertion of sectoral programs in the territorial management system is an important condition for the articulation of the various types of planning instruments to be effective and for the articulation of policies to become clearer and easier on a territorial basis.

▪ **Special Spatial Planning Programs (PEOT)**

Special Spatial Planning Programs have the function of safeguarding existing resources in some specific territories on a national scale.

The recognition of the weaknesses and threats to natural resources and values of the coastline, protected areas, public water reservoirs, lagoons and estuaries, led to the establishment of Special Plans, as regimes for safeguarding natural resources and values.

Thus in Portugal there are the Coastal Zone Programs (POC), the Protected Areas Programs (PAP), the Public Water Reservoirs Programs (PAAP) and the Estuaries Program.

These plans form the basis of management and support a set of intervention projects, aimed at reducing hazards and vulnerabilities, recovering values and natural resources or at the environmental, landscape and socioeconomic enhancement.

In this way, the Coastal Zone Programs are instruments that frame the planning and management of the resources present on the coast, having as concern the protection and biophysical integrity of the space, the conservation of environmental and landscape values and the balanced development compatible with natural values, social, cultural and economic.

These plans and programs define:

- i. safeguard and protection regime for the coastline, identifying the permitted, conditioned or prohibited actions in the immersed area and in the immersed area, depending on the defined protection levels;
- ii. Measures for the protection, conservation and enhancement of the coastline, with an impact on the land and sea protection zones and associated ecosystems;
- iii. The management norms of beaches with bathing suitability, fishing centers, and associated water domain areas;
- iv. Intervention proposals regarding coastal defense solutions, sediment transposition and dune cord reinforcement;
- v. Proposals and technical specifications of possible actions and emergency measures for vulnerable and risk areas (APAMBIENTE, 2021).

The Protected Areas Programs establish the safeguard and conservation policy that is intended to be instituted in each of the protected areas of the National Network of Protected Areas (RNAP), subject to a planning process, through the establishment of regimes to safeguard resources and values management regime compatible with the sustainable use of the territory, which translates into different protection regimes and their zoning (Uses and activities to be interdicted, conditional and promoted, by protection regime), as well as a set of Specific Intervention Areas (ICNF, 2021).

The Public Water Reservoirs Programs establish the appropriate measures for the protection and valorization of water resources in the area to which they apply, in order to ensure their sustainable use, binding the public administration and private individuals.

These instruments have as objectives the definition of safeguard, protection and management regimes, establishing preferential, conditioned and prohibited uses of the water plan and of the terrestrial protection zone, as well as the articulation with other instruments of territorial management and water planning.

In turn, the Estuaries Programs aim to protect their waters, beds and banks and the ecosystems that inhabit them, as well as the environmental, social, economic and cultural enhancement of the surrounding land border and the entire intervention area of the plan.

B) Regional Scale

At a regional scale, there are Regional Spatial Planning Programs, which are the responsibility of the State and are based on the strategies and objectives defined in the PNPT, specifying them and establishing the structural intervention lines to promote regional and local development. Thus, they integrate the options established at the national level and considering the sub-regional and municipal strategies for local development, constituting the frame of reference for the elaboration of programs and inter-municipal plans and municipal plans (Decree-Law No. 80/2015).

Regional spatial planning programs have the following essential objectives:

- a) Develop, at the regional level, the options contained in the national program of land use policy, sectoral programs and special programs;
- b) Translate, in spatial terms, the major objectives of sustainable economic and social development on a regional scale;
- c) Equate measures aimed at attenuating intra-regional development asymmetries;
- d) Serve as a basis for the formulation of the national strategy for territorial planning and as a reference framework for the elaboration of programs and inter-municipal plans and municipal plans;
- e) Establish, at regional level, the major options for public investment, with a significant territorial impact, their priorities and respective programming, in conjunction with the strategies defined for the application of community and national funds (Decree-Law no. 80 /2015).

Although foreseen with the configuration of instruments of a strategic and programmatic nature and not binding on private individuals since 1999, the elaboration of these regional planning instruments has taken a long time and there is still no complete territorial coverage of the country. The inexistence of approved PROTs in all regions is a failure of the territorial management system, since it is based on a logic of articulation of planning and programming instruments. The matter of spatial planning is a competence shared between the State and local authorities, with the PROT being fundamental instruments to densify the territorial strategy of the PNPT and define the reference framework for regional planning and development to be considered by the PDMs (PNPT, 2018).

C) Intermunicipal/Municipal Scale

At the inter-municipal scale, there is the Inter-municipal Spatial Planning Program, which is an instrument that ensures the articulation between the regional program and municipal plans, in the case of territorial areas that, due to structural or functional interdependence or the existence of homogeneous risk areas, need of an integrated planning action.

The inter-municipal program is optional and may cover one of the following areas:

- i. The geographical area that covers the entirety of an inter-municipal entity;
- ii. The geographical area of two or more territorially contiguous municipalities integrated in the same inter-municipal entity, except in exceptional situations, authorized by the member of the Government responsible for the area of spatial planning, after the opinion of the regional coordination and development committees (Decree-Law no. 80 /2015).

It is important to mention that in the inter-municipal scope, there is the possibility for municipalities to associate to develop instruments of strategic and programmatic articulation, namely at the level of infrastructure and equipment networks, but also with the objectives of rationalization of population, nature conservation and environmental qualification.

At the municipal level, the plans reflect the guidelines established at a regional level and, with their own options for local strategic development, establish the land use regime and its respective execution. The land use regime determines the basic destination of land, based on the fundamental distinction between urban land and rustic land, considering how:

- i. Urban land, which is totally or partially urbanized or built up and, as such, affects the urbanization or building on a territorial level;
- ii. Rustic soil, that which, due to its recognized aptitude, is intended, in particular, for agricultural, livestock, forestry, conservation, valorization and exploitation of natural resources, geological resources or energy resources, as well as what is intended to natural, cultural, tourism, recreation and leisure spaces or protection from risks, even if it is occupied by infrastructure, and those that are not classified as urban.

Thus, the management instruments at the municipal scale are: the Municipal Master Plan, the Urbanization Plan and the Detailed Plan.

The Municipal Master Plans are mandatory for the municipal councils to draw up and establish, in particular, the municipal territorial development strategy, the municipal territorial model, the options for the location and management of equipment for collective use and the interdependence relations with the municipalities neighbors.

The Urbanization Plan develops and implements the municipal master plan and structures the occupation of land and its use, defining the location of infrastructure and main collective equipment.

Finally, the Detailed Plan develops and implements the municipal master plan, defining the implantation and volumetry of the buildings, the form and organization of spaces for collective use and the layout of the infrastructures.

Long-term strategy for spatial planning

In fact, as far as long-term strategy for spatial planning is concerned, the programs that make up the National System of Territorial Management Instruments – and which are described above – assume this assumption, in particular the PNPOT for the country and the PROT for the NUT II regions. Then there are also the Special Programmes (PEOT).

The PNPOT programming and implementation principles state that the “preparation of strategies for territorial programmes and plans or with territorial incidence is conditioned by the reference framework of the PNPOT, namely the principles of territorial cohesion and external competitiveness, the challenges and strategic options and the territorial model contained in the report as well as the policy measures, commitments and guidelines contained in the action programme” (Law no. 99/2019, article 2, no. 1 – programming and implementation principles).

In turn, the PNPOT must be “articulated with the National Investment Plan (PNI), the Programme for the Enhancement of the Interior (PVI) and the Maritime Area Management Plan (POEM), but it is functionally and structurally independent and constitutes the guiding territorial reference in the definition of the Portugal 2030 Strategy and for the preparation of the National Investment Programme 2030, under which the structuring projects that serve as the basis for the strategic options and territorial model of PNPOT will be implemented and the operational programming of the investments to be made will be detailed” (Law no. 99/2019, art. 2, no. 3 – principles of programming and implementation).

In addition, the PNPOT should be strategically articulated with a vast set of plans, programmes, legislation and other national strategic references as well as with a series of strategic references and policy instruments of the European Union (Neto, 2019). This is the challenging context for the elaboration of PNPOT.

In its 2019 alteration, as pointed out by Medeiros (2019), the PNPOT has revealed some weaknesses regarding the elaboration of a territorial strategy focused on the ‘maritime territory’ and the areas of ‘transnational cooperation’. Similarly, central themes for the country associated with the potential to use solar and wind energy and the polycentrism index (one of the objectives for the development of the territory is the promotion of a polycentric urban system) weren’t properly developed. Also, in relation to polycentrism, despite the importance attributed to it, no concrete measure to achieve it is expressed, and neither were the areas identified as having agricultural exploration potential to mitigate Portugal’s external dependence in the production of some strategic food products (Medeiros, 2019). In turn, according to Ferrão (2019), the effectiveness and efficiency of the PNPOT comes from the existence of Regional Spatial Planning Programmes for all regions of Portugal, imposing an urgency in its review and approval.

Strategic Planning regarding Tourism

Due to the nature of this study, it is also important to mention an instrument of great importance in terms of tourism activity and strategic planning also – the **Tourism Strategy 2027** (Turismo de Portugal, 2021).

In April 2017, the Government presented the Tourism Strategy 2027, the benchmark for the development of public policies and business strategies in the tourism sector. The vision that was defined in this context is very clear and involves “affirming tourism as a hub for economic, social and environmental development throughout the territory, positioning Portugal as one of the most competitive and sustainable tourist destinations in the world”. It is defended that Portugal should base its competitive advantage on the principles of sustainability, on a diversified offer and on valuing its distinctive and innovative characteristics, placing people at the center of its strategy.

The Tourism 2027 Strategy is based on a participatory, broad and creative process with contributions from different angles of society in its various aspects. Thus, it embodies a long-term vision, combined with action in the short term, allowing us to act with a greater strategic sense in the present and frame the future community support framework 2021–2027. The strategy is materialized in action plans, programs and implementation projects, combining a long-range vision with short-term actions.

Thus, this referential is embodied in five strategic axes, each containing a set of lines of action, to be operationalized through concrete actions, oriented towards the short/medium term, containing types of priority projects. The Tourism 2027 Strategy thus establishes priorities, identified in five strategic axes, as outlined in Table 3.

Table 3. Tourism 2027 strategic axes

Enhancing the territory	Allowing the enjoyment of the historical and cultural heritage and preserving its authenticity; urban regeneration; the economic enhancement of the natural and rural heritage, the affirmation of tourism in the economy of the sea, the structuring of the tourist offer to better respond to demand.
Boosting the economy	Which concerns the competitiveness of companies; the simplification, reduction of bureaucracy and reduction of context costs; attracting investment; the qualification of the offer; the circular economy; to entrepreneurship and innovation.
Enhancing knowledge	Which includes the enhancement of tourism professions; the training of human resources; continuous training for entrepreneurs and managers; the dissemination of knowledge and information; the affirmation of Portugal as a smart destination.
Generating networks and connectivity	Through the reinforcement of air routes throughout the year and mobility in the territory; promoting “tourism for all”, from an inclusive perspective; the involvement of society in the tourist development and co-creation process; networking and joint promotion between the various sectors.

Table 3 (cont.)

Projecting Portugal	Increasing Portugal's notoriety in international markets as a destination for visiting, investing, living and studying and for major events, and positioning domestic tourism as a factor of competitiveness and a lever for the national economy.
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Source: author's own elaboration.

The strategic objectives are presented within the scope of energy efficiency, rational management of water resources and efficient waste management in the tourism sector, showing a growing commitment to the sustainability of tourism.

The Tourism Strategy 2027 strategy focuses on aspects that aim at the sustainability and competitiveness of the destination Portugal.

Concrete goals were defined in each of the three sustainability pillars.

In economic terms, the aim is to reach 80 million overnight stays in 2027, increasing tourism demand in the country and in the various regions, while at the same time intending to grow in value and double tourist revenues in that period.

In the social aspect, the objectives are to expand tourist activity throughout the year, reducing the seasonality index from 37.5% to 33.5%. Also in social matters, the aim is to double the level of qualifications in secondary and post-secondary education in tourism and ensure that 90% of the population residing in tourist areas considers the impact of tourism in their territory to be positive. Finally, on the environmental front, the objectives are to ensure that 9 out of 10 companies in the country adopt efficient energy, water and waste management measures.

The implementation of the action plan to achieve these goals will be accompanied by a redoubled effort in terms of monitoring the sustainability of destinations, allowing for the assessment of policies and providing the private sector with instruments for decision-making. To this end, Turismo de Portugal regularly conducts surveys on this topic and the Sustainability Report for Tourism in Portugal will be published, as an instrument for reporting the sector's performance in this field.

Public participation in spatial planning

The word participation, which etymologically and conceptually means "to take part in", "to share", "to be associated by feeling or thought" (Avelar, 2004). For Sanchez (1980) and Duarte (1996), participating means intervening in any decision-making process, and according to Partidário & Jesus (2003), participation is an essential

element of democratic societies, constituting an instrument to ensure that voters' concerns are considered on concrete issues and not just on electoral programs.

More recently, Ferrão (2013) interprets it as an involvement process in which interested agents seek to interact, learn, understand, and at the same time provide relevant information, collaborating towards obtaining a representative and fair decision.

In a study by the European Institute for Public Participation (EIPP, 2009), it is defined as a deliberative process, in which interested or affected citizens, civil society organizations, and government actors are involved in policy making prior to respective decision-making takes place; understanding that deliberation means a process of thoughtful discussion based on a give and take of reasons for the choices to be made.

The law enshrines the general principle of citizen participation in public policies and administrative actions in matters of land, spatial planning and urbanism, in order to promote and strengthen access to information and the possibility of intervention in the preparation and execution procedures, evaluation and review of territorial programs and plans, that is, at all stages of the planning cycle. This principle is implemented through mandatory periods of public discussion on the proposals of programs and plans (prepared, revised or amended), and in the case of the PDM and intermunicipal programs and plans, the participation of citizens is recommended throughout of the elaboration/amendment/revision and evaluation of these instruments (PNPOT, 2018).

It can be said that in Portugal there is a deficit of “a civic culture that values spatial planning”, despite the progress made in the availability of information, integration of spatial planning in curricular matters and scientific research projects, and promotion of various initiatives information and awareness-raising in these matters.

The practice of participatory mechanisms promoted in the context of the dynamics of territorial management instruments and the attitude of citizens towards these processes continues to show a predominance of a traditional view of spatial planning, more like an exercise in decision-making by the public administration than a collective construction of the territory.

There is currently an instrument called the National Strategy for Environmental Education (ENEA, 2020), which intends to contribute to mobilizing resources, projects, activities and partnerships that help to overcome this recognized deficit in participation. The main challenge of this Strategy lies in the ability to place a very wide range of actors in the exercise of its sectorial public policies, namely the services of the Ministry of Environment, schools, local authorities, non-governmental organizations and citizens' movements – converging its efforts in a common direction: bringing more and better information to citizens, inviting them to take a more active role both in decision-making by public authorities and in their daily consumption and lifestyle choices, with a view to model of civilization that can be fairer and happier with fewer

resources. In this sense, it is desirable to bring environmental and territorial education campaigns and actions closer to the citizens (PNPOT, 2018).

Since July 2015, the Participa portal (<https://participa.pt>) supports the dissemination and promotion of participation mechanisms promoted by any public entity (central or local administration), being the official portal where public consultation processes are made available by the Ministry of the Environment, providing functionalities that support the dissemination of documents, the collection of contributions, the dissemination of events and the dissemination of results of consultation and public participation processes (PARTICIPA, 2021).

Main challenges of spatial planning in Portugal

The territorial management system established in 1999, was never fully operationalized in all its components, due to difficulties in the preparation and approval of the PROTs and the PNPOT itself, which was only completed in 2007, due to difficulties in the formation of sectoral policy decisions territorialized within the framework of sectoral plans, it is more common to resort to the preparation of strategies and programs and decision-making outside the territorial management system and, equally, due to difficulties in the dynamics of municipal planning, with the consequent failures of current legal and normative, given the law and other plans and programs entered into force and current material failures, given the evolution of socio-economic conditions in the territory. The part of the RJIGT related to programming the execution of municipal plans was always far from the regime's objectives, among other reasons for the lack of capacity of the municipalities to intervene in the land market and in the formation and distribution of capital gains from urbanization and construction.

The monitoring and evaluation of the territorial management system and of each of the territorial management instruments also did not merit the expected implementation, with the existence of an evaluation deficit being widely recognized, despite the very significant progress made in the production, systematization and availability of information in the domain of the territorial management system and the existence of consolidated monitoring practices in some municipalities.

The transition of the legal framework and the operationalization of the new principles and determinations is underway and poses great challenges to the central and local administration, due to the impact it had and is having on the plans in force. The new legal framework has forced a generalized action to return the plans under the government's competence to the figure of programs and the transposition, in a short period of time, of the PEOT norms in force, identified as

interfering with the land use regime, in the PDM, which implied a concentrated effort by the administration and turned out to be a task that was too complex and time-consuming to be carried out as planned.

Municipalities were also faced with the challenge that, by 2020, all PDMs would have to be changed or revised in order to incorporate the new rules for classification and reclassification of the soil, under penalty of suspension of the rules that should have been changed and the imposition of sanctions access to national and community financial support. The concentration of these planning dynamics over time requires preparation by the central and local administration and the planning teams, since, despite the simplification of procedures and the innovations that have occurred in terms of dematerialization, past experiences tell us that the exercise planning will require human and financial resources and high organizational and governance capacity, so that it is possible to respond, simultaneously and in time, to such a large number of procedures.

It also identifies the need to debate and deepen the key issues of the operationalization of the economic and financial regime, in order to give greater support to its definition at the municipal level. This theme is crucial for the continuation of the execution and for the effective functioning of the territorial management system.

The planning system in general, and the plans that comprise it, have been the target of criticism, calling into question the lack of dynamics, the slowness of the plans' formation procedures, the complexity and rigidity of their contents, the difficulty in anticipating the challenges of the future, plus failures in articulation between competent entities and between planning instruments of different natures, scopes and objectives. The successive alteration of applicable or influential legal regimes in the field of spatial planning and urbanism contributes greatly to this situation, whose entry into force has implications for the work of drawing up plans in progress, aggravating the lengthy process that already suffered from too long elaboration times.

Although there has been great progress in the production of knowledge and information on the territory, there are still deficits, both in terms of specific thematic information and in terms of cadastral and basic cartographic information. There are also difficulties in accessing information that deserve the reinforcement of policies to promote open and shared data.

The existence of plans in force for more than 20 years and revision times that, in some cases, significantly exceed a decade, allows us to foresee the existence of problems that need to be corrected in the context of the adoption of administrative practices more in line with the dynamics of society and from the consideration of more current and adaptive planning concepts, more rigorous in the principles and assumptions and more flexible in the solutions.

The reinforcement of the recognition of the territory's values and the promotion of a culture of territorial planning that brings institutions and citizens closer to

territorial management instruments is essential for the planning and management dynamics to be more effective. To this end, the importance of programs and plans for territorial development and for the quality of life of citizens should be highlighted.

Summary

Summarizing, territorial planning in Portugal it is important to retain:

- One of the great challenges is to direct the development process towards the common good, towards the quality of life of the populations and towards greater sustainability;
- It is the State that has a decisive role in terms of planning and ordering, and within the scope of the territorial management system, various entities of the central administration intervene, as well as municipalities;
- It was only in the 1980s that a modern land management system began to be implemented;
- One of the major milestones in the organization of the planning system in Portugal was the General Basic Law for Spatial Planning and Urban Planning, of 1998, and the Legal Regime of Territorial Management Instruments, of 1999.
- Currently, the most important legal framework concerns the General Basic Law for Public Policy on Soil, Spatial Planning and Urban Planning (LBGPPSOTU) in 2014 and the new Legal Regime for Territorial Management Instruments (RJIGT) in 2015;
- Territorial management system comprises 4 scales of analysis – national, regional, inter-municipal and municipal, covered by a variety of Programs and Plans;
- At the level of Tourism, there is an instrument – Tourism Strategy 2027 – which is the reference for the development of public policies and business strategies in the tourism sector;
- Despite the law enshrining the general principle of citizen participation in the planning process, in Portugal there is still a weak adhesion, in the different phases in which they can participate;
- Territorial management system established in 1999 was never fully operationalized in all its components;
- In order for planning and management to be more effective, it means recognizing the values of the territory, as well as promoting a culture of spatial planning that brings institutions and citizens closer to territorial management instruments.

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