

## *The right to compete in transport infrastructures*

Portugal

**Does centralist decision-making attenuate transport infrastructure conflicts?**

**Carlos Nunes Silva**

*Apart from the archipelagos of the Azores and Madeira, in Mainland Portugal all the important powers in relation to transport infrastructures fall on the central administration, in the absence of a regional level and faced with the fact that the local administrations have very limited prerogatives, almost exclusively confined to local roads and to defining, in their respective urban development plans, the local road network. Even in this latter case the state always has the possibility of imposing on the municipalities, through the corresponding sectorial plan, the routes of the roads which it considers to be of national interest. Absolute centralisation also presides over the management and planning of port and airport infrastructures.*

*Traditionally, there has been a very strong tendency of the state to give priority to the road network, to the detriment of the railway network, meaning that many peripheral railways lines have been closed over the past years, to the extent that some municipalities of Trás-os-Montes have had to take over a loss-making one which the state intended to close (Mirandela). However, the intention to build a high-speed rail network was recently unveiled, fundamentally aimed at connections with Spain. Metropolitan railway networks have also been developed (conventional metro, suburban, light railways, etc.) in three cities. First, in Lisbon, the railway network which has been extended greatly in relation to the first constructions of more than half a century ago; second, in Porto (inaugurated in 2002); and, third, one is being built for Coimbra (forecast for 2010). The metropolitan transport authorities of Porto and Lisbon, created in 2003, are controlled by the central government, despite the fact that the municipalities involved have reiterated their desire to be able to run them, so these metropolitan authorities continue without being able to define own strategies for each of the areas.*

*As for governance, the recurrence of non-formalised frameworks of negotiation stands out between the state government and the private sector (above all employers' associations), between the government and civil society (mainly environmentalist movements and platforms) and between the central government and regional or local interests (often also represented by the private sector, or by the municipal authorities, in the absence of regional administrations). The tensions which arise as regards routes or infrastructure management are dealt with in these frameworks. This is the case of the new Lisbon airport, which is finally going to be installed to the south of the Tagus, and not to the north of the metropolis, because of the negotiation between agents on different levels, in which the positions of Porto appear to have been determinant, as it preferred the airport to the south of the Tagus, and therefore far from the capital of the Douro. Indeed, the other location under discussion – to the north of Lisbon - would have allowed (and more so taking*

*into account that the high speed train could pass there) Porto to come within the area of direct influence of the second Lisbon airport.*

*The demands of the North for autonomous management of Porto airport stand out, coming both from the municipal and metropolitan authorities, and from business organisations. Beyond the country's polycentric rhetoric and the national territorial cohesion deployed by the central state, the North, especially Porto, raises various demands, especially in so far as it perceives an excessive centralisation of the investments in the Lisbon area, and there continue to be strong differences in terms of infrastructure provision between regions. Indeed, the data available demonstrate that the investment effort in terms of transport infrastructures which is made in the most disadvantaged regions, above all inland, does not have apparent territorial effects and the latter remain in a clear state of lethargy.*

*The existing mechanism stands out, based on the principle of territorial cohesion, for the differentiation between toll-free dual carriageways and toll motorways, the so-called SCUT (*Sem custo para os utilizadores*), for which the dual carriageways are maintained toll-free (subsidised by the state), while the territories that they cross have objectively disadvantageous conditions. When it is economically demonstrated that those regions are approaching the national average, the toll is imposed, like the one paid on motorways in the richer regions.*

*In short, the strong centralism represented by the Portuguese model allows there to be a rhetoric of territorial rebalance, of polycentrism and of national cohesion which permits mechanisms such as the SCUT, in which the investments that the state makes in the different regions and their motives in terms of correction of the imbalances are clearly controlled, or else metro systems are introduced in the big cities which really require them, without distinction. However, centralism does not prevent the regional actors, above all those from the North (Porto), from feeling that Lisbon is favoured excessively, which leads to the demands for regionalisation, both political and administrative, and as regards infrastructure management. In any case, the regional, especially business, actors have an outstanding capacity to shape transport policies – especially from Porto – in relation to other European state contexts, and more so taking into account that the North does not have political or administrative autonomy.*

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## Introduction

### **The territorial organisation of the Portuguese State: institutional actors involved in the transport sector**

The Portuguese Republic is a unitary state with two autonomous regions in the archipelagos of Madeira and the Azores (political decentralisation) and a system of local government (administrative decentralisation) with three levels in Mainland Portugal (administrative region, municipality and parish) and two levels (municipality and parish) in the autonomous regions. The system of local government enjoys administrative and financial autonomy, with no hierarchical dependency between the different levels. The administrative region has yet to be implemented; implementation of this third administrative level has been delayed a number of times, and the first serious attempt to create regions, in 1998, failed when the proposed model (Figure 2) was rejected in a national referendum held at that time. In spite of this, the constitutional provision on compulsory regionalisation has not been withdrawn from the Constitution, and the issue is expected to be taken up again in the near future. The internal organisation of municipalities and parishes, their remit and the system of local finances, were defined in broad terms in the Constitution, and then regulated in 1977 and 1979, along with subsequent revisions of these laws, the last of which was passed in 2007.

In the archipelagos of the Azores and Madeira, the Constitution provides for a system of political and administrative autonomy, as a result of these regions' specific geographical, economic, social and cultural circumstances, and the aspirations to autonomy of the local population. Each autonomous region has a legislative assembly, directly elected by secret ballot with proportional representation and a 4-year mandate, resulting in a Regional Government in accordance with electoral results.

Due to the non-existence of the regional level, except in the Azores and Madeira, regional planning is currently in the hands of the government, through five decentralised regional planning departments, the *CCDR (Comissão de Coordenação e Desenvolvimento Regional* – Commission for Regional Coordination and Development, Figure 1), an aspect that, in the autonomous regions, is the responsibility of the respective regional governments.

The non-existence of a regional political/administrative level has resulted in the centralisation of the majority of and most important powers in the transport sector. Even in the major cities, despite the creation of the *GAM's (Grandes Áreas Metropolitanas* – Greater Metropolitan Areas, Figure 3) and *ComUrb's (Comunidades*

*Urbanas* – Urban Communities, Figure 4) in 2003-2004,<sup>1</sup> which no longer exist as administrative bodies, having been converted into the new entities, the *CIM*'s (*Comunidades Intermunicipais* – Inter-municipal Communities) by Law 45/2008,<sup>2</sup> the non-existence of directly elected metropolitan forms of government, and the weakness of municipal associativism in the sector, have strengthened the importance of central administration with regard to transport. While municipalities are provided with limited power in the transport sector, in comparison with the State, parishes have absolutely no specific powers in this sector.

This centralisation of powers in the transport sector is reinforced by the land planning and management system (see “Distribution of power and instruments in transport policy” section). Indeed, the current system places the main planning and management instruments of significance to the transport sector in the hands of the central and peripheral State administration. Although the land management system assigns numerous powers to the municipalities with regard to spatial planning, at a municipal and urban level, municipalities must adapt their choices to the guidelines of higher level planning, all of which is the remit of the State, given the absence of any regional political/administrative level.

Given the high degree of administrative centralisation in the Portuguese State in general, and in particular with regard to transport infrastructure, examination of the distribution of investment in these infrastructures between the State and local authorities (municipalities and parishes) is irrelevant. In overall public expenditure, municipalities and parishes represent only around 10% of the total, with the majority of locally managed resources being in the hands of Portugal's 308 municipalities.

In short, State administration, both central and peripheral, holds the fundamental powers in terms of transport, a situation which is reinforced by the land planning system, which places the major decisions regarding the transport system and infrastructure within the instruments of land management, and these are in the hands of central government.

## **The transport system in Portugal: the state of infrastructures and priorities in transport policy**

Physical transport infrastructures have expanded and improved significantly since Portugal joined the European Community. There are however a number of weaknesses or particularities which demand new approaches. For example, and as

1 In 2003, Law 10/2003 was passed, introducing the entity *GAM* (*Grande Área Metropolitana* – Greater Metropolitan Area), comprising a minimum of 9 municipalities and 350,000 inhabitants) and the *ComUrb* (*Comunidade Urbana* – Urban Community), comprising a minimum of 3 municipalities and 150,000 inhabitants. The two metropolitan areas existing at the time, the *AML* (Lisbon Metropolitan Area) and the *AMP* (Porto Metropolitan Area), created in 1991, were given one year to adapt and take on the new titles of *GAML* (Lisbon Greater Metropolitan Area) and *GAMP* (Porto Greater Metropolitan Area) in 2004.

2 Law 45/2008 of 27 August revoked Laws 10/2003 and 11/2003, both of 13 May, which created the *GAM*'s, the *ComUrb*'s, the *ComIntMun*'s, etc. Law 45/2008 abolished the former *GAM*'s, *ComUrb*'s and *ComIntMun*'s, converting them into *CIM*'s (*Comunidades Intermunicipais* – Inter-municipal Communities) corresponding to territorial units defined with reference to the *NUT-III* areas in which they are located, with the exception of Lisbon (*AML*) and Porto (*AMP*), which are Portugal's only remaining metropolitan entities. The conversion process of the former entities into *CIM*'s is underway at the time of writing.

is recognised by the Government, it is necessary to incorporate the aims of the national plan for climate change and the targets of the national strategy for sustainable development by 2015, reducing energy consumption and the emission of pollutants and waste. With regard to road accident rates, which are still very high, countless stretches of the current road network require intervention, and there is a pressing need to implement safety guidelines in future road infrastructure projects.

In recent years, priority has been given to road infrastructures (motorways and major and/or complementary routes) to the detriment of rail infrastructures, although certain important sections of the national rail network have undergone renovation. In this context, it is important to highlight the priority given to projects connecting the country's motorway network to the trans-European motorway networks, and to road infrastructures that form part of the essential access networks of the two great metropolitan areas, Lisbon and Porto, as well as the smaller cities, shaping the National Road Plan (*Plano Rodoviário Nacional*) around the new focuses of the national urban network.

The Government's decision to devolve the administration of road infrastructures of local or inter-municipal relevance or size to the municipalities, and declassify such infrastructures, is another of the road infrastructure network reorganisation processes currently underway.

In addition to the high speed train, the Government plans to build twelve new passenger and goods transport connections, linking all of the country's ports and airports by 2015, involving a total investment of 1.8 billion euros (e.g. the link between the Port of Aveiro and the Cacia industrial complex; the link to the National Steelworks (*Siderurgia Nacional*); the link between the Port of Sines and Elvas.

## **Government and governance in the transport sector in Portugal**

### **Distribution of power and instruments in transport policy**

The essential transport policy instruments are in the hands of the State, and consequently of the Central Administration. A small number are decentralised out to bodies of the Peripheral State Administration which, by definition, are directly subordinated to the central State. In law and in practice, it is the State that holds the effective power to make decisions regarding transport infrastructures in Portugal. The strategic definition and implementation of infrastructures in the road, rail, maritime and air transport and logistical platforms sectors are controlled by the State.

In the absence of a regional administrative level, except for the special cases of the Azores and Madeira archipelagos, municipalities are the only relevant sub-national administrative level. However, the remit of the municipalities is basically limited to the administration of road infrastructures of a local (or sometimes inter-municipal) relevance or size. This network has increased since the State resolved to declassify roads of this type, decentralising them to the municipalities, a process which was not without controversy and was received with some reservation by municipalities,

specifically with regard to the conditions in which the transfer was made and the financial impact that the new obligations had for municipal budgets.

The territorial planning system reinforces this pattern of concentration of the powers of the State in the transport sector. Territorial plans on a regional scale (*PROT*), provided for in the national land use planning system, are dependent on decentralised State administration services, the *CCDR's*. The *PROT's* (*Planos Regionais de Ordenamento do Território* – Regional Land Use Plans) establish guidelines for regional land use and define the regional transport infrastructure networks, constituting the reference framework for the creation of municipal land use plans. The *PROT's* are strategic in nature, defining guidelines to be followed by plans on a municipal scale. On the other hand, sector plans or sector policy instruments, which are also provided for in the national land use planning system, are all controlled by the State. Sector plans are all plans “with a spatial application, which are the responsibility of the various sectors of the central administration, particularly in the field of transport, communications, energy and geological resources, education and training, culture, health, housing, tourism, agriculture, commerce and industry, forestry and the environment”. The National Road Plan (*Plano Rodoviário Nacional*) is an example of such a plan, its scope being to define and decide upon the national road infrastructure network, affecting the limited room for manoeuvre that the municipalities have in defining the municipal road network. In accordance with the legal framework of the planning system, regional land use plans and sector plans require the competent public authorities to draft and approve municipal plans which fall within their territory, and ensure compatibility among them.

## Road transport

In road transport, the remit of the State includes defining and implementing the National Road Plan (major and complementary routes). For this purpose there are two State entities, in the form of indirect administration: the Institute for Road Infrastructures (*Instituto das Infra-Estruturas Rodoviárias, I. P.*) and Roads of Portugal (*EP – Estradas de Portugal, E.P.E.*).

The Institute for Road Infrastructures is a public institute, belonging to the indirect administration of the State, with solely administrative autonomy. It is controlled by the Ministry for Public Works, Transport and Communications. Its mission is to regulate and oversee the road infrastructure sector, and supervise and regulate the execution, conservation, management and operation of these infrastructures. The implementation of the National Road Plan has in part taken the form of concessions. From the outset, in 2007, the company *Estradas de Portugal* was awarded the financing, conservation, operation, renovation and expansion of the roads included in the National Road Plan.

In addition to the specific case of *Estradas de Portugal*, the State has also contracted out motorways, major and complementary routes and the two bridges over the Tagus in Lisbon, to 13 different concessionary companies.<sup>3</sup>

<sup>3</sup> *AENOR – Auto-Estradas do Norte, S.A.; Auto-Estradas do Atlântico, S.A.; BRISA – Auto-Estradas de Portugal, S.A.; BRISAL – Auto-Estradas do Litoral, S.A.; EUROSCUT – Soc. Concessionária da Scut do Algarve, S.A.; EUROSCUT Norte; LUSOLISBOA – Auto-Estradas da Grande Lisboa, S.A.; Lusoponte – Concessionária para a Travessia do Tejo, S.A.; LUSOS CUT – Auto-Estradas do Grande Porto, S.A.; LUSOS CUT Costa de Prata, S.A.; LUSOS CUT das Beiras Litoral and Alta, S.A.; NORSCUT – Concessionária de Auto-Estradas, S.A.; SCUTVIAS – Auto-Estradas da Beira Interior*

## Rail transport

In terms of rail transport, the remit of the State includes the definition and implementation of the general framework for the national rail network. For this sector, the State used to have at its disposal the *INTF (Instituto Nacional do Transporte Ferroviário – National Institute for Rail Transport)*, which was merged with other institutes (the *DGTTF* and the *DGV*) as part of the reorganisation of central administration services in 2006, becoming the current *IMTT (Instituto da Mobilidade e dos Transportes Terrestres – Institute for Mobility and Land Transport)* in Law 53/2006, and is now the regulatory body for the transport sector. In addition to this regulatory body, direct or indirect State intervention takes place through *REFER (Rede Ferroviária Nacional, EP – National Rail Network)*, *RAVE (Rede Ferroviária de Alta Velocidade, SA – High Speed Rail Network)*, and *CP (Caminhos de Ferro Portugueses, EP – Portuguese Railways)*, besides shareholdings in and/or control of other transport infrastructures (such as metro systems, etc.).

*REFER (Rede Ferroviária Nacional, E. P. E.)* was created in 1997 (Decree-Law 104/97 of 29 April) and is controlled by the Government (Ministry of Finance and Ministry of Public Works, Transport and Communications – State Secretariat for Transport). *REFER* is in charge of ensuring the provision of public service management of the infrastructures that make up the national rail network, including construction and modernisation. *REFER* is organised as a group of companies, comprising a number of entities: *RAVE (Rede Ferroviária de Alta Velocidade, S.A.)*; *CPCOM (Exploração de Espaços Comerciais da CP, SA. – Operation of Commercial Establishments within CP)*; *FERBRITAS S.A.*, in charge of transport planning, infrastructure engineering and production and marketing of aggregates; *INVESFER, S.A.*, with the function of providing services regarding the valuation of real estate; *REFER Telecom – Serviços de Telecomunicações, S.A.*, a rail telecommunications operator.

Of all these bodies under the control of *REFER*, of particular note is the case of *RAVE*. *RAVE (Rede Ferroviária de Alta Velocidade, S.A.)* was created in 2000 (Decree-Law 323-H/2000), is controlled by *REFER* and consequently the Government, and its mission is to study and build a high speed rail network in Mainland Portugal, and connect this network to the Spanish high speed network. According to the *RAVE* information, both *RAVE* and *ADIF (Spanish Administrador de Infraestructuras Ferroviarias – Administrator for Rail Infrastructures)*, the authority in charge of construction and management of High Speed railways in Spain, formed an *E.E.I.G. – European Economic Interest Grouping* – with the aim of conducting the necessary studies for the Madrid–Lisbon–Porto and Porto–Vigo links. The statutes determine that the grouping's headquarters shall be located in Madrid, and that its President will be, by extension, the President of *RAVE*. According to information published by *RAVE*, agreements were reached regarding cross-border links, travel times and completion deadlines at the Portuguese/Spanish Summit in Figueira da Foz in November 2003 for the following lines: Porto–Vigo; Lisbon–Madrid; Aveiro–Salamanca; and Faro–Huelva (Figure 8). At the Évora Summit in November 2005, it was agreed that the Lisbon–Madrid line would carry passenger and goods traffic, becoming active in 2013. Interest in the creation of the Porto–Vigo, Aveiro–Salamanca and Faro–Huelva links was restated.

For the 2007-2013 period, also according to information provided by *RAVE*, the community financing allocated to the high speed network was 955 million euros

(source QREN [Quadro Referência Estratégico Nacional – National Strategic Reference Framework] 2007-13) from the EU Cohesion Fund. In addition to this financing, the high speed network also benefits from the proposal by the European Commission for financing within the context of the TEN-T (Trans European Transport Networks), which provides for a credit line of 383.38 million euros for the High Speed Railway in Portugal and the following priority projects: i) Porto–Vigo link, on the cross-border section between Ponte de Lima and Vigo (a total of 244.14 million euros, of which 140.64 million euros is for the Portuguese part); ii) Lisbon–Madrid link, on the cross-border section between Évora and Mérida (a total of 312.66 million euros, of which 191.43 million euros is for the Portuguese part); iii) crossing of the Tagus in Portugal (51.31 million euros). This, according to RAVE, represents around 10% of the 3.9 billion euros available to the 27 countries of the European Union as part of the Trans European Transport Network project for the rail sector.

Portuguese Railways (*CP – Caminhos de Ferro Portugueses, EP*) was created in 1975 as a public company in charge of the management of the railway system in Portugal. In 1997, management of the infrastructure was separated from operation of the transport services, the former becoming the remit of REFER, and the latter remaining in concession to CP. The organisational structure of CP currently comprises a number of business units: freight (*CP Carga*); suburban services (*CP Lisboa* and *CP Porto*); long distance services (*CP Longo Curso*); regional (*CP Regional*); and high speed (*Alta Velocidade*). The network operated by CP comprises a total of 2,830 km of rail. In 2006, 133 million passengers used the service, 86.4% in urban trains, and 9.75 million tonnes of freight were transported.

Operation of suburban passenger transport on the North – South Railway Axis in the Lisbon Metropolitan Area, via the 25 de Abril Bridge, was contracted out by REFER, through public bidding, to a private company *Fertagus* (part of the *Barraqueiro* group). This is the first ever case of management and commercial operation of a railway line by a private operator in Portugal (the line comprises 54 km of railway and 14 stations). *Fertagus* pays a fee to REFER for the use of the infrastructure.

In the metropolitan transport sector, a distinction can be drawn between the Lisbon underground and the remaining metros, all of which are surface metro systems.

The Lisbon underground was launched in 1959 by a company created in 1948 and nationalised in 1975, finally becoming a public company in 1978, *Metropolitano de Lisboa, E.P.*<sup>4</sup>, which is controlled by the State (the State Secretariat for Transport). Decisions regarding subsequent enlargements of the network were reached in consultation with the municipality of Lisbon, and more recently with certain neighbouring municipalities as the network has expanded beyond the borders of the municipality of Lisbon itself (to Amadora and Odivelas), with effects on municipal urban planning.

There are four light surface metros in the country: the Porto Metro (*Metropolitano do Porto*), the South Tagus Metro (*Metro do Sul do Tejo*), the Mirandela Light Metro (*Metropolitano Ligeiro de Mirandela*), comprising the Mirandela – Carvalhais route; and the Mondego Metro (*Metro-Mondego*), which has the mission of creating a light surface metro in the municipalities of Coimbra, Lousã and Miranda do Corvo.

<sup>4</sup> *Metropolitano de Lisboa, E.P.* is a legal entity subject to public law, with administrative, financial and patrimonial autonomy. It is governed by its own statutes and the legislation applying to public companies.

The first proposal for the construction of the Porto Metro was made in 1989 (in the study *Collective Transport in its Rightful Place* [*Transporte Colectivo em Sítio Próprio*], conducted by the *STCP* [*Serviço de Transportes Colectivos do Porto – Porto Collective Transport Services*]). The formation of the concessionary entity responsible for the light metro public service was approved by the Government in 1992. Some of the municipalities encompassed by this infrastructure submitted studies on the network layout, prepared by consulting companies, and the nine municipalities which at that time formed part of the Porto Metropolitan Area (*AMP*) reached an agreement close to the configuration proposed in the *SCTP* study (the *AMP* subsequently came to be made up of 14 municipalities under the new name of *GAMP* (Porto Greater Metropolitan Area), pursuant to Law 10/2003. In 1993, the company *Metro do Porto, S.A.* was formally established.<sup>5</sup> In 1997 the project was awarded to *Normetro*, a temporary consortium of companies (*Agrupamento Complementar de Empresas – ACE*). The first line was inaugurated in 2002.

In the case of the light surface metro on the southern bank of the Tagus, the decision was made in 2002 to contract out to a private consortium, by means of an international public tender, the design, construction, supply of equipment and vehicles, financing, operation, maintenance and conservation of the system for a 30 year period.<sup>6</sup> To coordinate and control this process, the Government established the South Tagus Metro Office (*Gabinete do Metro Sul do Tejo*). The mission of this office is to promote “the necessary steps and procedures to guarantee financing for the elements of the project; to monitor the completion of works within the established deadlines; to foster cooperation between the consortium in charge of the South Tagus metro network, the municipalities of Almada, Barreiro and Seixal, and the public authorities or concessionary companies in charge of public services; and to support studies into the completion of subsequent stages of the network”. The involvement of and consultation regarding steps taken with the affected municipalities is an essential part of the project. For example, the area for implementation of the first phase of the South Tagus Metro required renovation works on parts of the line along the canal and adjacent areas. This plan, designated the Renovation Plan for the Canal Area (*Plano de Requalificação do Espaço Canal*), comprises an urban renovation project for outdoor areas that was drafted by the Almada and Seixal Town Councils.

The Mondego Metro (*Metropolitano Ligeiro do Mondego*) is a light surface metro encompassing the municipalities of Coimbra, Lousã and Miranda do Corvo. This surface metro was created with the aim of resuming the link between Coimbra B and Serpins, which had been interrupted for three decades. *Metro-Mondego, S.A.* is a wholly state-owned limited company controlled by the State Secretariat for Transport.

<sup>5</sup> *Metro do Porto* has the following shareholder structure: *Área Metropolitana do Porto*, 80%; *CP*, 15% and *Metro de Lisboa*, 5%. The shareholder structure was revised in 1999, and the share capital increased to one billion escudos [the pre-euro Portuguese currency]. The shareholders were *Área Metropolitana do Porto* (Porto Metropolitan Area), with 59.9994% of the shares, *SCTP* with 25%, *CP* with 10%, the State with 5% and the municipalities of Porto, Maia, Matosinhos, Vila Nova de Gaia, Vila do Conde and Póvoa de Varzim, with 0.0001% each. The current shareholder structure is as follows: Portuguese State 40%; *Área Metropolitana do Porto* 39.9995%; *STCP, S.A.* 16.67%; *CP* 3.33%; seven municipalities each with 0.0005% (one share).

<sup>6</sup> The shareholders in this consortium are: *Joaquim Jerónimo – Transportes Rodoviários, S.A.*; *Siemens, Aktiengesellschaft*; *Teixeira Duarte – Engenharia e Construções, S.A.*; *Mota-Engil, Concessões Transportes, SGPS S.A.*; *Sopol – Sociedade Geral de Construções e Obras Públicas, S.A.*; *Meci – Gestão de Projectos de Engenharia, S.A.*; *Siemens, S.A.*

The purpose of the company is to operate the light surface metro system in these three municipalities, under a concession granted by the State.

The Mirandela Light Metro System comprises the route between Mirandela and Carvalhais, and is currently operated, along with the section that runs between the stations of Tua and Mirandela, by *Metro Ligeiro de Mirandela*, as part of a contract for provision of services signed with *CP*. This system, like those above, operates as a concession by the public service railway sector. The contract was awarded to a wholly state-owned limited company (Decree-law 24/95, 8 February), the share capital of which is held by the municipality of Mirandela, with *CP* retaining the option of holding up to 10% of the capital. The financial viability of this project has been questioned however, and one of the solutions contemplated includes the creation of a new company by the five municipalities covered by the Mirandela–Tua line, *CP* and *REFER*.

Plans also exist for the construction of a Light Surface Metro between Algés and Amadora (Falagueira), in the Lisbon Metropolitan Area (North bank of the Tagus) with a configuration yet to be established.

In addition to the surface metros, there are other instances of rail transport which involve, in some way or other, the relationship between the State and the municipalities. This is the case of the Sintra Tram, where the relationship between the municipality of Sintra and the State (Institute for Mobility and Land Transport) was formalised in a protocol signed in 2005 (State recognition, registration, etc.). Other cases, for example, include the light rail “mini train” systems, which operate in seaside areas, in which the State, via the Institute for Mobility and Land Transport, is responsible for approving the infrastructures and vehicles used in these systems, and inspections (e.g. the mini train system connecting the beaches of Costa da Caparica, in the municipality of Almada, operated by *Transpraia (Transportes Recreativos da Praia do Sol, Lda.)*).

Finally, there are also cases of cable transport (urban lifts): the Bica Lift, in Lisbon, belonging to *CARRIS (Companhia de Carris de Ferro de Lisboa, S.A – Lisbon Railway Company)*; the Nazaré Lift, belonging to the municipality of Nazaré (Nazaré City Council Municipal Services); the Bom Jesus Lift, in Braga, belonging to the Bom Jesus do Monte Fellowship; the Guindais Funicular, in Porto, belonging to the *FuniPorto* consortium; *Oeiras SATU*, controlled by the municipality of Oeiras via a municipal company: *SATU (Sistema Automático de Transporte Urbano, E.M. – Automatic Urban Transport System)*, in which it holds 51% of shares, the remaining 49% being held by a private entity. In addition to the above there is also the Glória Elevator, the Lavra Elevator and the Santa Justa Elevator, all in Lisbon and belonging to *CARRIS*. In the municipality of Almada we have the Boca do Vento Lift, and in Viana do Castelo the Santa Luzia Lift. Inauguration of the Viseu Funicular is scheduled for 2009, which will link the S. Mateus fair ground with the cathedral in the town’s historic centre, a project drawn up by the municipality of Viseu as part of the *Polis (Government Urban Policy) Programme*.

## **Air transport**

With regard to air transport, the State (through both direct and indirect state administration) holds all of the essential powers in the sector (regulation, management of airports, air traffic control, etc.), although the privatisation of some

functions currently in the hands of the state, such as management of airports, is on the political agenda. The state is in charge of modernising and renovating the country's main airport infrastructures, and defining a network of secondary aerodromes (Figure 6). In this case the aim is to expand air transport as a factor in regional development, facilitating economic activity in the inland regions of the country, in particular tourism, among other functions (e.g. improving the capacity to fight forest fires).

The national entities in charge of the air transport sector are: *MOPTC*; *INAC*; *NAV* (*Navegação Aérea de Portugal, EPE* – Air Navigation of Portugal); and *ANA* (*Aeroportos de Portugal, SA.* – Airports of Portugal). Firstly, the *MOPTC* (Ministry for Public Works, Transport and Communications) is responsible for defining and implementing national policy in the air transport sector, among other duties, including its coordination and execution. Secondly, the *INAC* (*Instituto Nacional de Aviação Civil* – National Institute for Civil Aviation) is responsible for supervision, regulation and inspection in the Civil Aviation sector, including infrastructures, equipment, correct operation of airports and air navigation and supervision of safety in all aeronautic activities. Thirdly, *NAV* (Air Navigation of Portugal) is a public enterprise with its own resources and administrative and financial autonomy, under the control of the Government, *MOPTC*. Its main purpose is “public service with regard to air navigation supporting civil aviation, ensuring the correct management, operation and development of air navigation systems, including air traffic management systems and those activities associated with them and required by them, in fulfilment of the standards established by the international conventions or international civil aviation organisations to which Portugal is a signatory or Member State” (Decree-Law 74/2003, of 16 April). *NAV* exercises functions in Mainland Portugal and the autonomous regions of the Azores and Madeira, and its actions cover the Flight Information Regions (FIR) for which Portugal is responsible – Lisbon and Santa Maria. Finally, *ANA* (*Aeroportos de Portugal, S.A.* – Airports of Portugal) has the mission of managing the following airport infrastructures: Lisbon Airport; Francisco Sá Carneiro Airport, in Porto; Faro Airport; Azores Airports. The *ANA* economic grouping comprises *ANAM* (*Aeroportos e Navegação Aérea da Madeira, S.A.* – Airports and Navigation of the Madeira Area) created by Decree-Law 453/91 of 11 December; *ADA* (*Administração de Aeroportos, Lda.* – Administration of Airports), founded on 12 September 1994; and *NAER* (*Novo Aeroporto, SA* – New Airport) created by Decree-Law 109/98 of 24 April.

*ANAM* (*Aeroportos e Navegação Aérea da Madeira, S.A.*) is a wholly state-owned company with the institutional purpose of studying, planning, building and operating the airports of the Madeira Autonomous Region (Madeira Airport and Porto Santo Airport). *ADA* (*Administração de Aeroportos, Lda.*) has the purpose of managing airports, specifically Macau Airport (*MIA*). The management contract signed with the concessionary company operating Macau Airport has a 15 year duration, after which it may be renewed. *NAER* (*Novo Aeroporto, S.A.*) is a wholly state-owned company. Its institutional purpose is to carry out the necessary activities for the preparation and execution of decisions regarding the planning and launch of the construction of a new airport in Mainland Portugal.

*EDAB* (*Empresa de Desenvolvimento do Aeroporto de Beja, S. A.* – Company for the Development of Beja Airport) was created in 2000 (Decree-Law 155/2000, of 22

July) with a mixed public/private shareholder structure.<sup>7</sup> EDAB's mission is the development of airport infrastructures to enable civil use of the runway on Air Base no. 11 for air transport and other activities connected to civil aviation. The base has so far been used only by the Air Force.

## Ports and maritime transport

In the ports and maritime transport sector the State holds all fundamental powers. In addition to the maritime authority powers exercised by the Navy, via the harbourmasters, the powers of the State in this sector are exercised by means of the State's direct and indirect administration services (e.g. *Instituto Portuário e dos Transportes Marítimos I.P.* – Institute for Ports and Maritime Transport, as well as the different Port Administrations).

The State defines port policy, decides on and implements infrastructures, defines and controls the management of ports (e.g. in 2005 a holding company was proposed for port management in order to achieve bulk economy, reduce costs and increase competitiveness) as well as deciding on and implementing safety measures. Plans for ports are the remit of the State, and are drafted and implemented by State administrative bodies, generally via indirect forms of administration (wholly state-owned limited companies). Development of the so-called “Atlantic motorways of the seas” and “short-distance maritime transport”, with the aim of bringing about a modal transfer from road to maritime transport is also the remit of the State. In addition, the State is responsible for the construction and modernisation of road and rail infrastructures providing access to ports (e.g. the Port of Sines).

The IPTM (Institute for Ports and Maritime Transport), founded in 2002 (Decree-Law 257/2002 of 22/11) is a public institute belonging to the State's indirect administration, with administrative and financial autonomy and its own resources, controlled by the MOPTC. This is a central body, with jurisdiction throughout the national territory, and has three delegations: the North and Douro Delegation, the Centre Delegation and the South Delegation. The mission of the IPTM is to “regulate, oversee, coordinate and plan the maritime and ports sector, and supervise and regulate activities carried out in this sector”. It is responsible for drafting the national maritime and ports plan (Figure 5), as well as plans for the port areas within the framework of the guidelines contained in this plan. As these are sector plans, the decisions contained in them take precedence over municipal territorial plans.

With the exception of the autonomous regions of the Azores and Madeira, where port authorities are under the control of the respective Regional Government, for all

<sup>7</sup> The company's current shareholder structure is as follows: DGT (*Direcção Geral do Tesouro* – Directorate General of the Treasury), 82.5%; AMDB (now AMBAAL) (*Associação de Municípios do Distrito de Beja* – Association of Municipalities of the Beja District), 10%; NERBE (*Núcleo Empresarial da Região de Beja* – Group of Companies of the Beja Region), 2.5%; EDIA (*Empresa de Desenvolvimento de Infra-estruturas do Alqueva* – Company for the Development of Infrastructures in Alqueva), 1.25%; CCDRA (*Comissão de Coordenação e Desenvolvimento da Região do Alentejo* – Commission for Coordination and Development in the Alentejo Region), 1.25%; PGS (now API Parques) (*Promoção, Gestão de Áreas Industriais e Serviços* – Promotion and Management of Industries and Services), 1.25%; and APS (*Administração do Porto de Sines* – Sines Port Authority), 1.25%.

other ports in the national territory port administration is the responsibility of a wholly state-owned limited company, remaining under control of the State (Government).<sup>8</sup>

In Madeira, there is the *APRAM (Administração dos Portos da Região Autónoma da Madeira, S.A – Madeira Autonomous Region Port Authority)*, controlled by the Regional Secretariat for Tourism and Transport. *APRAM* is a wholly state-owned limited company. Its share capital is held entirely by the Madeira Autonomous Region.

In the Azores Autonomous Region, port authorities are the regional port administrations and the holding company Azores Ports (*Portos dos Açores, Sociedade Gestora de Participações Sociais, S.A.*), controlled by the Azores Regional Government. This company's mission is "integrated management, in the form of a company, of the portfolio of public holdings in the regional ports sector and, by recourse to specialised affiliates, the indirect management of commercial ports in the Azores Autonomous Region". The regional port authorities are as follows: Islands of São Miguel and Santa Maria Port Authority (*Administração dos Portos das Ilhas de São Miguel e Santa Maria, S. A.*); Terceira and Graciosa Port Authority (*Administração dos Portos da Terceira e Graciosa, S. A.*); Triangle Islands and Western Group Port Authority (*Administração dos Portos do Triângulo e do Grupo Ocidental, S. A.*). All of these are wholly state-owned limited companies.

Also subordinate to and controlled by the State is *SiloPor (Empresa de Silos Portuários, S. A. – Port Silos Company)*.

## National logistics system

As regards the national logistics system, the State is responsible for the definition of fundamental aspects of the system and their implementation, either directly or in partnership with private entities and local authorities (Figure 7). These functions are currently performed by *GabLogis (Gabinete para o Desenvolvimento do Sistema Logístico Nacional – Office for Development of the National Logistics System)*, directly subordinated to the *MOPTC (Ministry for Public Works, Transport and Communications)*. This body "coordinates all activities which must be executed for the implementation of the Programme for Development of the National Logistics System, in particular studies with a view to defining the national network of logistics platforms, contractual relations with public and private entities for execution of logistics platforms, and assessment of application processes for support from community funds". Participation of the municipalities is limited, occurring mainly on the level of decisions with regard to urban planning (location, local access, etc.).

## Metropolitan Transport Authorities

In the metropolitan areas of Lisbon and Porto, metropolitan transport authorities were created in 2003 pursuant to Decree-Law 268/2003, of 28 October 2003). In 2004 they were granted the status of *EPE (Entidade Pública Empresarial – Public*

<sup>8</sup> This is the case with *APDL (Administração dos Portos do Douro e Leixões, S. A. – Douro and Leixões Port Authority)*; *APA (Administração do Porto de Aveiro, S. A. – Aveiro Port Authority)*; *APL (Administração do Porto de Lisboa, S. A. – Lisbon Port Authority)*; *APSS (Administração dos Portos de Setúbal e Sesimbra, S. A. – Setúbal and Sesimbra Port Authority)*; *APS (Administração do Porto de Sines, S. A. – Sines Port Authority)*.

Enterprise) by Decree-Law 232/2004, of 13 December, and the steering committee was established in the same year.

In June 2008, the Government proposed a draft law to Parliament (Bill 214/X), revoking the 2003 legislation and enshrining a new model for the operation and financing of Metropolitan Transport Authorities, the mission of which is to coordinate public transport in these areas (or, as per article 2 of the Bill, the *AMT's* (Metropolitan Transport Authorities) are responsible for organising transport in the context of the urban and local transport systems in the metropolitan areas of Lisbon and Porto). The *AMT's* will no longer be public enterprises, becoming instead public collective entities with administrative, financial and patrimonial autonomy.

This model of coordination will introduce two new planning instruments: The Urban Travel Plan and the Operational Transport Plan. In this new model, the *AMT's* (Metropolitan Transport Authorities) and the *IMTT* (Institute for Mobility and Land Transport) take on the main powers for the reorganisation of the transport system. In the Bill, the Government holds a majority in the governing bodies of these entities (Board of Directors and Executive Board), which was contrary to the proposals of the municipalities.

## **Vertical cooperation between the State and local authorities, and institutional and territorially-based lobbying**

As regards vertical cooperation between the State and the municipalities and respective associations, there is no formal framework that is universally applicable to the entire country, although there are numerous examples of dialogue between the Central Administration and the municipalities, specifically with regional associations of municipalities. An example of this is the recent case of negotiation between the Government and the Western municipalities to agree on compensation (in terms of transport infrastructure, etc.) for the decision to change the location of the new Lisbon international airport from Ota to Alcochete. This example demonstrates the potential and the capacity of the State to reach agreements and enter into dialogue with sub-State levels of the administration, in this case municipalities and associations, in the field of transport. This was however a one-off agreement rather than a formal framework for the coordination of decision-making with regard to major investments in transport infrastructures in a particular region or grouping of municipalities.

Formal dialogue takes place essentially within the framework of the spatial planning system, both within the context of municipal land use plans, where the options or guidelines adopted by central administration regarding the configuration of transport infrastructures must be considered, safeguarding the respective transport corridors, and in plans at State level, such as sector plans and regional land use plans, where municipalities are consulted and in certain cases must adapt or change the decisions made as part of their own plans, in order to make them compatible with higher level spatial plans.

Outside of the formal juridical framework which defines powers and the relationships between State and municipalities, there are also other instances of dialogue. This is

the case with operational, regional and sector programmes, in the context of community funding (QCA-I to III; QREN, 2007-2013).

As regards horizontal cooperation between municipalities, there is no formal framework for the transport sector, except for the Lisbon and Porto metropolitan areas, where Metropolitan Transport Authorities has been in existence since 2003, albeit with no practical relevance so far (the Lisbon Metropolitan Transport Authority and the Porto Metropolitan Transport Authority).<sup>9</sup> Cooperation takes place above all within the scope of the land use planning system, where it is necessary to articulate, for example, the options and proposals relating to road infrastructures which each municipality intends to include in its territorial plan, or *PDM* (Municipal Master Plan), which is compulsory; or within the scope of the *PIMOT* (*Plano Inter-municipal de Ordenamento do Território* – Inter-municipal Land Use Plan), a planning instrument which is optionally and voluntarily drafted by municipalities with a view to defining a framework for supra-municipal development. There are also examples of horizontal cooperation between municipalities in cases of the construction of transport infrastructures which span more than one municipality, an example of this being the light surface metros of the South bank of the Tagus, Porto and Mondego,<sup>10</sup> or the case of the company created for the development of Beja Airport, the share capital of which is partially held by *AMDB* (*Associação dos Municípios do Distrito de Beja* – Association of Municipalities of the Beja District), which is now *AMBAAL* (*Associação dos Municípios do Baixo Alentejo e Alentejo Litoral* – Association of Municipalities of Baixo Alentejo and Alentejo Litoral).<sup>11</sup>

In addition to the institutional channels for dialogue between the State and the municipalities, groups of municipalities or metropolitan areas within the scope of the formal situations cited above, there are also examples of practices which can be regarded as institutional lobbying. This is the case of the claims made and public pressure exerted in relation to certain road infrastructures. For example, the positions of the *GAMA* (Algarve Greater Metropolitan Area) regarding the introduction of a toll system on the Via do Infante, a motorway crossing the Algarve, which is currently toll-free; the positions of *GAML* (Lisbon Greater Metropolitan Area) or *GAMP* (Porto Greater Metropolitan Area) regarding major road, rail and airport infrastructures in their respective metropolitan areas, along with many other cases of associations of municipalities and urban areas.

Further examples of institutional lobbying are the positions and public pressure exerted by corporate or sector associations. This is the case of the public positions of the *ACP* (Porto Commercial Association) within the framework of its activities regarding lobbying and representation,<sup>12</sup> with regard to expansion works and the

<sup>9</sup> See “Metropolitan transport authorities” section above.

<sup>10</sup> See “Rail transport” section above.

<sup>11</sup> See “Air transport” section above.

<sup>12</sup> A good indicator of the Porto Commercial Association’s lobbying activity is the list of positions publicly taken by the Association regarding transport infrastructures: *On ports and airports: Airports of Portugal* (June 2007); *Ota Airport* (February 2006); *Francisco Sá Carneiro Airport: What future?* (November 2005); *Port Holdings* (November 2004); *Concession of Port of Sines Deep Water Container Terminal (Terminal XXI) to the Singapore Port Authority* (September 2001); *Why a new airport?* (May 2000); *The new Lisbon Airport* (April 1999); *Pedras Rubras Airport* (November 1998). On the high speed train: *Rail Network for the 21st century – An alternative* (November 2003); *High Speed Rail Network – National Competitiveness may be irreparably condemned* (September 2002); *The New High Speed Rail Network* (June 2002); *International Conference of*

management model for Francisco Sá Carneiro Airport in Porto, together with other corporate associations in the North and Centre/North, as well as the construction of a new international airport in Lisbon, having been opposed to the construction of this airport in 2000 (Public Position of the *ACP Why a new airport in Ota?*), promoting a technical study in 2007<sup>13</sup> which addressed the possibility of building the new airport further South, in Alcochete, and rejected the location in Ota, North of the Lisbon Metropolitan Area, in agreement with the position taken in the study sponsored by *CIP* (Confederation of Portuguese Industry) or some of its leading figures. This direct or indirect intervention by an industrial confederation (the *CIP*), which promoted a technical study to demonstrate the viability of locating the new airport on the South bank of the Tagus, in Alcochete, overcoming previous environmental restrictions and demonstrating the economic and financial advantages of the new location in relation to the Ota site (North of the Tagus) is a good example of the success of institutional lobbying by an association of companies in managing to get the Government to change a decision that had been made by itself and by previous governments.

Another good example of institutional lobbying is that of Lisbon Tourism Association, which opposed the decision to move the airport from central Lisbon to Ota (around 50 km away), having commissioned a study of the impact that this move would have on the tourism sector in Lisbon.<sup>14</sup>

This is also the case with the Pro-Ota Airport Movement, a regionally based movement which included, among others, a group of individuals from the fields of politics, academia and economics in the West and Centre Regions, which put together a task force to oversee the drafting of the *LNEC* (National Laboratory for Civil Engineering) Report (a comparative study of the Ota proposal and the Alcochete proposal, which was presented by *CIP* [Confederation of Portuguese Industry] or by some of its leading figures). This group opposed the position advocated in the *CIP* Study, which the Government ended up adopting, in favour of moving the location of the new Lisbon international airport from the North bank (Ota) to the South bank (Alcochete) of the Tagus, the former being more favourable, in the *LNEC* and *CIP*'s view, to the interests of the region and the country in general. The Pro-Ota Airport Movement had already spoken out in favour of the Ota site, having commissioned a technical study supporting this location in the second half of the nineties. At that time, this position coincided with that of the Government in power, and was consistent with the proposal of the commission studying the high speed train, which suggested a "sideways T" model comprising a Lisbon–Porto line, plus a link to Spain.

Both locations for the airport considered in the final stage of the decision-making process –Ota and Alcochete– triggered the mobilisation of movements in defence of regional interests or stances by local authorities and corporate associations. For example, in the case of Ota, a powerful regionally-based associative movement was observed, centring on the issue of the construction of the new airport, with frequent stances adopted by local authorities and organisations based in the West Region. In

*Chambers of Commerce, Industry and Navigation of the Atlantic Rail Axis* (February 1999); *The Atlantic Rail Axis* (1998). On road infrastructures: *Douro Valley Crossing via the IP2* (March 2008); *National Road Plan – Delays and Priorities* (September 1999); *Porto Metropolitan Area – Road Map*. On the navigability of the Douro: *Navigability of the Douro* (September 1998).

<sup>13</sup> Study conducted by the Catholic University.

<sup>14</sup> Study conducted by Roland Berger & Partners.

the process which led up to the decision to change the location from Ota to Alcochete, defenders of the Ota position mobilised against the change, whereas in the municipalities of the Southern sector of the Lisbon Metropolitan Area and Alentejo, public positions were taken in support of the proposal to change the location.

On the level of relations between Portugal and Spain, with regard to transport, special mention must be made of the dialogues that take place at the Iberian summits, where the issue of the configuration of the high speed train routes has been discussed and addressed in a series of agreements, in a similar manner to the configuration of the motorway network. The initial stance of both countries was not always the same in this process, although an agreement was finally reached. For example, with regard to the point of entry into Spain of the Lisbon–Madrid line: at Cáceres in Portugal's initial proposal, and through Caia/Badajoz in the Spanish proposal, which was finally accepted by Portugal; or with regard to the succession of schedule alterations and changes in priorities.

This too was a process in which regional interests were voiced, sometimes conveyed via civil society organisations, as in the case of corporate associations, expressing widespread dissent at a technical and political level with regard to regional interests. For example, in 2003 the *ACP* (Porto Commercial Association) expressed agreement with the configuration arising from the Iberian agreements reached at Figueira da Foz, but disagreed with the schedule and priorities established for construction of the routes. The *ACP* maintained that the Lisbon–Madrid line was a priority, as was the Aveiro–Salamanca line, whereas the Porto–Vigo line was not, and was only worth building in conjunction with the Lisbon–Porto link. Other cases of stances adopted on behalf of regional interests in relation to transport infrastructures on the Iberian scale are, for example, the case of councillors in the Algarve and their association, which for many years demanded the inclusion of a Faro–Huelva link to the national high speed train plan; the case of the Alentejo Coast, demanding that the Lisbon–Madrid link be built via Sines, rather than Évora and Beja; and the stances taken by councillors in the Centre Region regarding the Aveiro–Salamanca section.

## **Problems in the transport system and infrastructures, and social and political reactions**

The situation regarding transport networks has improved significantly since Portugal joined the European Community in 1986. The motorway network has been expanded and now covers almost the entire country. Motorway links with Spain were also completed during the same period at various points up and down the border. The network of major and complementary routes, key elements of the national road plan, was also improved.

Certain sectors or regional interests complain, or have complained in the past, about the delay in completing roads or itineraries scheduled in the national road plan and also, with regard to railways, about the lack of renovation work on lines and equipment, or even the closure of some lines or sections due to the poor condition of the infrastructure or the fact that operating them was economically and financial unviable.

In metropolitan areas, despite considerable investment in road infrastructure, there are still unfinished infrastructures, giving rise to public positioning and complaints by municipalities and other local bodies. The existence of sections in some of these roads or, in the case of railways, level crossings with high accident rates, has also motivated confrontations and complaints by local populations, municipalities and other bodies. The configuration of some new road infrastructures within built-up areas has been another source of controversy and opposition by the directly affected local population and local authorities, municipalities and parishes. This is the case, for example, of the construction of the final section of the *CRIL (Circular Regional Interior de Lisboa – Lisbon Regional Inner Ring Road)* or the proposed configuration for the High Speed railway line, which could affect residents in some areas.

The environmental impact of some of these infrastructures has constituted grounds for disputes and opposition from environmental groups and other bodies, expressed within the context of the public consultation procedures of environmental impact studies, and/or public position taking, in some cases pursued judicially. This was the case with the Vasco da Gama Bridge, the second road crossing of the Tagus in Lisbon, the location of which, close to a protected area (the Tagus Estuary Nature Reserve) led to a complaint being registered in Brussels, and the implementation of measures to mitigate its environmental impact. Similar opposition has been attracted by the decision to locate the new Lisbon international airport in Alcochete, on the South bank of the Tagus.

Situations of this kind can be found in relation to almost all the road infrastructures (motorways, major and complementary routes) that have been built in the country over the last two decades, as well as in relation to the studies currently underway to define the configuration of the new high speed railway. Finally, the decision to build a third crossing of the Tagus in Lisbon, located between the two existing bridges, has also been questioned, with regard to its environmental impact, by specialists, environmental organisations and bodies associated with territorial planning, as this would bring more cars into the centre of Lisbon and, inter alia (i.e. the visual impact of the bridge, etc.), further aggravating the quality of the air.

The levying of tolls on motorways has been a cause for debate and opposition from local interest groups, local authorities and associations, in particular since the introduction of the concept of cost-free motorways (known as *SCUT* motorways) in 1997, built with the support of public-private partnerships. Seven of the nine motorways in Mainland Portugal have been designated as *SCUT* (A17, A22, A23, A24, A25, A28 and A29). In the Azores autonomous region the process for the Northeast *SCUT* motorway began in 2008, on the Island of São Miguel. In some cases, opposition movements were able to secure their goals, and a number of new motorways are being operated at no cost to users, while initially the intention was for them to have a toll.

The designation of a motorway as a *SCUT* may be changed, with implementation of a toll system, when the region served by the motorway no longer fulfils the requirements for suspension of tolls: i.e. if the regions crossed by the motorway have a GDP per capita equal to or above 80% of the national figure; if the municipal purchasing power is equal to or greater than 90% of the national indicator; if alternatives to the *SCUT* motorway guarantee a travel time up to 1.3 times (one third more) that provided by the *SCUT* motorway.

Such an alteration is scheduled to take place for three of the seven *SCUT* motorways in 2009: the Costa da Prata, Greater Porto and North Coast *SCUT*'s, a measure that is being hotly contested on a local scale, by local authorities and civil society organisations.<sup>15</sup> Close to the limits of these criteria are the Algarve *SCUT* (this motorway meets the GDP and purchasing power requirements but not that of the alternative routes, as a comparable trip on National Road 125 takes 1.4 times as long as on the Algarve *SCUT* – Via do Infante) and the section North of Viana do Castelo of the North Coast *SCUT*, as it serves municipalities which do not meet the GDP requirement.

## **Conflict between State and regions, and its resolution**

As Portugal does not have administrative regions, outside the archipelagos of the Azores and Madeira, the issue of a model for resolution of conflicts and disagreement between the State and the Regions does not arise. In the case of the Azores and Madeira, there is a regional finance law which defines the manner in which the regions are financed, including their share in the revenue of the State; as noted, these regions enjoy autonomy in decisions of a political and administrative nature in this field. With regard to municipalities and parishes, the only sub-State forms of government or administration in Mainland Portugal, financing, including their share in the revenue of the State, is also defined by the Law of Local Finances.

The option of basing public investment in transport infrastructure on each region's contribution towards the national GDP, or on demographic or area-specific criteria, is not a possibility currently considered in relations between the State and local administrations. Nevertheless, the issue of excessive concentration of public expenditure on transport and other forms of infrastructure in the metropolitan areas, in particular Lisbon, has repeatedly attracted criticism from both public and private agencies and entities in the North / Centre, South and inland regions. This is a recurring topic in discussions for the State Budget, particularly in relation to the *PIDDAC* (*Programa de Investimentos e de Despesas de Desenvolvimento da Administração Central* – Programme of Investment and Expenditure on Development by the Central Administration); with regard both to these and other infrastructures and collective equipment. In this context, and in the absence of administrative regions, it is the municipalities which have most visibly contested the public investment decisions made by the Government with regard to the *PIDDAC* each year.

<sup>15</sup> This is the expected outcome at the time of writing. Local opposition may result in the decision announced in 2006 to continue to apply.

## **Territorial cohesion, polycentrism and sustainable mobility: three pillars of the hegemonic discourse on the transport system**

### **Territorial cohesion**

The predominant discourse in this sector, and in the broadest issues of spatial planning, is in favour of territorial cohesion and solidarity among territories. The Constitution of the Portuguese Republic lists among the basic responsibilities of the State (article 9) “ensuring proper spatial planning” and “promoting the harmonious development of the entire national territory with specific consideration given to the ultra-peripheral character of the archipelagos of the Azores and Madeira”. In article 66, on the Environment, the Constitution states that the State has a duty to “promote spatial planning with the objectives of establishing proper locations for activities and a balance between economic and social development”. On the other hand, in the section regarding economic organisation, the Constitution describes the State’s duty to “promote the social and economic cohesion of all national territory, guiding development to achieve balanced growth of all sectors and regions, and to progressively eliminate economic and social imbalances between town and country, and between the coast and inland”.

This ideological vision, enshrined in the Constitution, was reflected in the subsequent legislative framework, in particular in the part regarding the field of transport. Thus, in accordance with the current Framework Law for Spatial Planning Policy, published in 1998, it is the duty of the State to “reinforce national cohesion, organising the territory, redressing imbalances between regions and ensuring equality of opportunity for citizens to access infrastructures, equipments, services and urban functions”. The Framework Law for the Land Transport System, published in 1990, requires the organisation of the transport system to take into account the guidelines of policies concerning spatial planning and regional development, quality of life and protection of the environment, which is equivalent to saying that the State should take into account these criteria of territorial cohesion.

### **Polycentrism**

The programme of the current Government (XVII Government, 2005-09) cites, as one of the guiding principles for Government action, the development of strategies for territorial cohesion as a way to “make the best use of the potential for development of the country’s various regions, towns and cities, and to effectively fight against the existing imbalances”. To this end, the Government has undertaken to promote “initiatives which contribute towards a more polycentric urban system and a more integrated and balanced relationship between town and country”. Within this context, it has chosen to implement transitional measures of positive discrimination, and even some departures from the principle of users pay, particularly in those sections of the motorway network that serve the most disadvantaged regions.

The programmes of the main opposition parties essentially have similar approaches in this sphere. This is the case, for example, of the Social-Democratic Party (*PSD*), which lost the elections and the Government in 2005. In its electoral programme, entitled “A contract with the Portuguese people”, it cites guidelines that are intended

to promote territorial cohesion, either directly or indirectly. Examples of this include the following excerpts from the programme: “solidarity, in order to ensure cohesion and the integration of peoples, communities and regions”; “ensuring social and territorial cohesion within the context of sustainable economic and social policies, ensuring the fundamental infrastructures”; “fostering cohesion of the urban system, investing in sustainable mobility”, “cohesion on a national scale is not possible without cohesion at the level of the towns and cities”, etc.

The choice of polycentrism as a model for territorial organisation implies the reinforcement of the centrality of certain urban nodes, a process in which transport infrastructures play a vital role. On the other hand, the configuration of the road infrastructure network provided for in the National Road Plan, in particular the network of major and complementary routes, reinforces the importance of a set of urban centres, generally of medium size, that are directly served by them. The territorial model of the rail sector, by favouring connections along the coast, a model which will be reinforced by the high speed train, is another factor reinforcing certain nodes of the national urban network.

The decision to locate the new airport on the South bank of the Tagus enhances the metropolitan area’s cohesion, by re-centring it around the estuary of the Tagus, and favours the development of a city that spans both banks. It may also result in a reinforcement of the relative importance of Lisbon (Lisbon Metropolitan Area) within the national urban network. However, choosing Alcochete restrains the development of the entire area (West region, Centre Coastal region, etc.) to the north of Ota (on the North bank, and at the Northern outskirts of the metropolitan area), where the airport was to be built.

In other words, over the last decade, or slightly longer, the hegemonic political discourse in favour of the promotion of territorial cohesion has put forward polycentrism as the preferred model of territorial organisation to achieve the social, economic and environmental targets associated with the concept of territorial cohesion. For example, the programme of the XVII Government (2005-09) states that “local and regional development policies will seek to address and counter the country’s excessive tendency to shift towards the coastal areas, resulting in the desertification of the inland regions and other depressed areas” and that “initiatives which contribute towards a more polycentric urban system” will be fostered. The electoral programme of the *PSD*, the second most successful party in the legislative elections in 2005, and which had previously been the ruling party, proposes to “define and reinforce the fundamental network of non-metropolitan medium-sized towns/cities, the complementary network of urban centres, and to define specific strategies for small and medium-sized cities in the border regions”.

## **Sustainable mobility**

One of the conclusions which can be drawn from the programme documents of the various political parties and recent governments is that they all follow a discourse in favour of investment in the areas with the most problems, and, specifically with regard to transport, in favour of intervention in the areas with the most problems in terms of mobility, within urban areas, and on a national scale in favour of linking up the inland regions, in the name of promoting territorial and social cohesion, thereby following on from the principles of the constitution. Let us take as a representative

example of this the programme of the current government, and also the electoral programme of the largest opposition party.

The programme of the XVII Government (2005-09) proposes that mobility policies should promote a progressive reduction of travel times, both on a national level, with priority given to links with inland regions, and also within urban areas. The 2005 electoral programme of the *PSD*, currently the largest opposition party, proposes decisive interventions within the major urban areas, where congestion and time spent in traffic are, among other factors, responsible for many of the problems in the life of a significant portion of the Portuguese population (“demographic pressure, intensive consumption of natural resources, environmental damage, urban chaos and congestion and time spent in traffic are factors which motivate us to act with determination in the urban environment”).

After the Rio Summit, in 1992, and in the wake of the Local Agenda 21 process, within the context of the Aalborg Charter of 1994 expanded in the Aalborg Commitments of 2004 and the Leipzig Charter of 2007, and also by direct influence of community policies and directives, the concept of sustainable development became central to the technical and political discourse relating to environment policy, spatial planning and urban development policy and sector-specific policies. This is also the case for transport policies, where the concept of sustainable mobility has become a key concept in all political proposals at both ends of the political spectrum.

## **Territorial cohesion: from discourse to results**

The first generation of municipal land use plans covering the entire country was not drafted until the 90's. Up until that point, the number of active plans had always been very limited. On the regional scale the situation is similar. Regional land use plans, the juridical framework of which was revised in 1998/1999, are currently in their final stages or beginning to be applied. The national spatial planning policy programme was approved in 2007 by the Assembly of the Republic. It is therefore still too early to draw conclusions regarding the dominating discourse with regard to land use planning over recent decades, with a view to promoting territorial cohesion and polycentrism.

Nevertheless, the latest demographic estimates (INE, 2007) confirm the continued phenomenon of population wastage and aging in the inland regions and the subsequent exacerbation of the disparities between inland and coastal areas, in spite of all efforts made in the sphere of road transport infrastructures. In other words, the formal targets of political proposals with regard to transport have been met, albeit with some delays. However, with regard to one of the aims of these interventions, i.e. the reduction of regional disparities and the promotion of territorial cohesion, empirical evidence available in the materials studied does not support a similar conclusion.

## **Non-institutional agencies**

Countless non-institutional agencies are active in the transport sector, with varying degrees of influence on the definition and implementation of transport policy. Among the non-institutional agencies in the area relating to protection of the environment, worthy of note are the country's major environmental organisations, *Quercus*

(*Associação Nacional de Conservação da Natureza* – National Association for Nature Conservation), *LPN (Liga para a Protecção da Natureza* – Nature Protection League) and *GEOTA (Grupo de Estudos de Ordenamento do Território e Ambiente* – Spatial Planning and Environment Study Group), among others, with critical and decisive interventions in some of the major transport infrastructures for road (e.g. the location of bridges and motorway layouts), rail (e.g. the layout of the high speed train line) or air (e.g. the location of the new Lisbon international airport). At the local level, numerous environmental organisations have played a part in informing and organising public opinion regarding the environmental impact of transport infrastructures.

There are also countless examples of groups of citizens forming within civil society and mobilising, almost spontaneously, around a particular issue (environmental or social) resulting from the planned construction of a new transport infrastructure (among recent examples there is the case of the movement against the layout of the final section of the *CRIL* ring road in Lisbon – Amadora, or the movements against the layout of the high speed train line, in the municipality of Alcobaça), and in some situations succeeding in changing aspects of the initial proposal, which would otherwise have been even more damaging.

Corporate associations in the transport sector or with a wider scope also play a relevant role. In the road transport sector, worthy of note are *ANTRAM (Associação Nacional de Transportadores Públicos Rodoviários de Mercadorias* – National Association of Public Goods Transporters by Road), which is represented in Brussels; *ANTRAL (Associação Nacional dos Transportadores Rodoviários em Automóveis Ligeiros* – National Association of Transporters by Road in Light Vehicles); *ANTROP (Associação Nacional de Transportadores Rodoviários de Pesados de Passageiros* – National Association of Passenger Transporters by Road); *APAT (Associação dos Transitários de Portugal* – Portuguese Association of Freight Contractors); *APLOG (Associação Portuguesa de Logística* – Portuguese Logistics Association); and *ARP (Associação Rodoviária de Transportadores Pesados de Passageiros* – Association of Passenger Transporters by Road).

The most important trade union organisations in the sector are: *FESTRU (Federação dos Sindicatos de Transportes Rodoviários e Urbanos* – Federation of Road and Urban Transport Unions); and *SITRA (Sindicato dos Trabalhadores dos Transportes* – Transport Workers' Union).

These bodies have the mission of improving the working conditions of their members, applying pressure to that end on the sector's decision-making bodies, in this case the Government. For example, in the words of the management of *ANTRAM*, in 2008, "the battle to achieve better working conditions with the Government and community authorities will continue to intensify". *ANTROPS'* goals include "intervening in any official public acts, providing technical opinions on the legislation applicable to the sector, whenever asked to do so, or whenever such intervention may result in benefits to the sector of public passenger transport in heavy vehicles, or to the Country itself".

## Privatisation and liberalisation in the transport sector

Direct public management in the transport sector, the traditional form of public administration (performed for transport at State level by the services of the *MOPTC*, in the autonomous regions by the services of the Regional Government, and at the level of municipalities by municipal services) has in large measure, over time, been replaced by forms of indirect public management. For example, at State level by public institutions, public companies and enterprises; at municipal level by municipal companies (such as *SATU* [*Sistema Automático de Transporte Urbano, E.M.* – Automatic Urban Transport System], in Oeiras) and, to a certain extent by municipalised services, though these can be regarded as a form of direct public administration. This is the case with the models of public administration in the road transport sector (*InIR, IP, IMTT*), in the rail transport sector (*REFER, EPE; CP, EP*), in the air transport sector (*INAC, IP, NAV* [*Navegação Aérea de Portugal, EPE* – Air Navigation of Portugal], and in maritime transport (*IPTM, IP*).

In other cases, private forms of management were introduced, these being one of two different types: i) private management by public sector organisations, for example fully state-owned and controlled limited companies, such as those mentioned in “Distribution of power and instruments in transport policy” section above, in all sectors of transport, road, rail, air or sea; ii) private management by private sector organisations, such as concessions granted to private companies or consortiums, again such as those mentioned in “Distribution of power...” section above, specifically the privately owned and controlled limited companies holding the concessions for motorways and the crossings of the Tagus, or the consortium of private companies which holds the 30-year concession for the South Tagus Metro. In addition to these models of management there are also the public-private partnerships (e.g. *EDAB* [*Empresa de Desenvolvimento do Aeroporto de Beja* – Company for the Development of Beja Airport]) and public-public partnerships (between State and municipality, or between different municipalities), as in the case of the Mondego Metro, which has the legal status of a wholly state-owned limited company.

Although the introduction of private entities into the management (construction, maintenance and operation) of road and rail infrastructures has been a reality for many years, for the air and maritime transport sectors it has also taken a place on the national political agenda.

In the case of the private management of airports, this option is in part related to the process of construction of the new Lisbon International Airport. At first, it was announced that a part of the capital of *ANA* (*Aerportos de Portugal, SA* – Portugal Airports) would be privatised, as a way of financing the construction of the new airport. In 2007 the Government announced that the transaction model would be based simultaneously on the privatisation of *ANA* (with the sale of a percentage of *ANA*'s stock) and the contracting out of the design, construction, financing and operation of the new Lisbon Airport would be performed in a single operation (intervention of the *MOPTC*, 26-01-2007). This decision in favour of privatisation was opposed by the parties to the left of the Labour Party, although the process is expected to go ahead in the first quarter of 2009.

With regard to the Francisco Sá Carneiro Airport in Porto, the Porto Metropolitan Committee has defended the stance that the airport should achieve autonomy in

relation to both ANA and also any private entity that might gain control of ANA in the future, entrusting its management to other private bodies by means of a public tender, in what has been described as “regionalised/privatised management”. This decision in favour of privatisation was opposed by the Portuguese Communist Party. This position<sup>16</sup> of the Porto Metropolitan Committee was supported by the four corporate associations of the North: *AEP* (*Associação Empresarial Portuguesa* – Portuguese Association of Companies), *AIM* (*Associação Industrial do Minho* – Minho Industrial Association), *ACP* (*Associação Comercial do Porto* – Porto Commercial Association) and *AIDA* (*Associação Industrial do Distrito de Aveiro* – Aveiro District Industrial Association), which jointly demanded a political decision allowing this airport to be managed as a concession by private entities rather than be included in the private monopoly resulting from the concession of the new Lisbon airport (RTP, 2008-08-08). The Porto Metropolitan Committee was also open to the possibility of a solution based on a public-private partnership led by local authorities (*Diário de Notícias*, 2008-04-17).

With regard to the ports, various kinds of operations have been entrusted to or contracted out to private entities by the respective port administration. This is the case, for example, of Terminal XXI of the Port of Sines, which was entrusted to the Port of Singapore Authority for operation.

The privatisation of *SATA*, the air transport company of the Azores Autonomous Region, is on the political agenda of the Azores Regional Government, and it has been announced that the partial sale of share capital will take place during the next regional legislature (2008-2012). This decision is opposed by the parties to the left of the Labour Party. Also under discussion is the privatisation of port services in the Azores Autonomous Region.

While we do not have access to comparative assessments between different models or with traditional models for road and rail transport, in terms of air transport and ports there is, as yet, no experience or studies that would enable us to draw conclusions regarding the process and results of privatisation.

## Environment and transport

The inclusion of environmental principles in sector policies is the result of a wider process affecting all sectors. While the Constitution of 1976 contains the fundamental principles which today give shape to environmental policies, there is no doubt that the process led by the United Nations within the scope of Agenda 21, and above all the EU guidelines with regard to environmental policy, have played a decisive part in the configuration of national guidelines in this matter, particularly in the transport sector.

Besides the public administration –State, Regional Governments and local authorities–companies and associations in the transport sector have also implemented practices which seek to achieve these goals within their sphere of activity. For example, the programme of the Government (2005-09) proposes as one of its aims “to reinforce the inclusion of environmental and territorial concerns in the

<sup>16</sup> The Porto Metropolitan Committee (Executive Body of the Porto Greater Metropolitan Area) justified its position using studies commissioned from Porto University (Faculty of Economics) and the consultancy firm Deloitte.

various sector policies”, an aim which takes on even greater importance with regard to transport insofar as international commitments are at stake, such as “the targets set in the global fight against climate change within the framework of the Kyoto Protocol [...] with a view to reducing greenhouse gases”. In the field of Transport, Government policy is based on the concept of sustainable mobility, and has five main goals: “improving urban mobility, promoting sustainable transport policies as part of new urban policies; promoting respect for the environment, both by shifting towards less polluting methods and by resorting to less aggressive technology, taking into consideration the targets established in the Kyoto Protocol” (Programme of the XVII Constitutional Government).

The PSD’s electoral programme for the 2005 elections includes promotion of sustainable mobility as one of its aims in the sector: “to motivate sustainable mobility plans by the *pedestrianisation* of streets, construction of cycle lanes, the restriction of access to city centres, rational management of urban parking space and construction of new dissuasive park-and-rides in peripheral areas, expansion of bus lanes and the generalisation of traffic management systems.”

The main entities or companies in the transport sector (road, rail, air and sea) all have overt environmental policies enshrined in programmatic documents. Examples include *BRISA*, *CP*, *ANA* and *APS*.

In 2003 *BRISA* (*Auto-Estradas de Portugal, SA* – Motorways of Portugal), a private company, approved a Declaration of Environmental Policy defining the principles adhered to by the *BRISA* group. These principles include “the promotion of information and discussion with a view towards sustainability, research and development and the implementation of progressively more eco-efficient management systems”. Its code of ethics explicitly mentions ethical duties with regard to the environment.

*CP* (*Caminhos de Ferro Portugueses, EP* – Portuguese Railways), a public company, “is mobilising resources and initiating procedures aimed at a solid environmental performance by controlling the environmental impact of its activities, and is currently implementing an environmental management system, for which it intends to obtain ISO 14001 certification by 2008” and includes in its Code of Ethics an express commitment to the implementation of an environmental management system.

Since the 90’s *ANA* (*Aerportos de Portugal, SA* – Airports of Portugal), a wholly state-owned limited company, has had its own explicit environmental policy. The priority areas of this policy, adjusted to the circumstances at each of its facilities, include “efficiency in the consumption of energy and water at our facilities, control of emissions that may potentially be harmful to air, soil and water resources, fostering the reduction, reuse and recycling of waste and noise management, as well as the preservation of biodiversity”. The company’s Code of Ethics also contains references to the environment.

In 2008 *APS* (*Administração do Porto de Sines, SA* – Sines Port Authority) adopted an environmental code of conduct for the marina, and defined a set of principles framing their policies with regard to quality, the environment and safety.

As all large transport infrastructures are subject to environmental impact assessments, the participation of citizens and NGO’s has been a contributing factor

towards a better approach to environmental issues by public and private stakeholders in the transport sector in Portugal.

In short, although it could be said that NGO's, acting in defence of the environment, have in some ways played a pioneering role in defending certain principles in this field, it is also true that since the mid 90's the major players in the sector, both public and private, have been in harmony with the principles and goals of the top international guidelines, concerning the relationship between transport and the environment, often through the imposition of national and European legislation.

## Final note

To conclude, as a result of the pattern of formal distribution of administrative powers regarding transport, which is skewed in favour of the State, and in conjunction with the dependence of municipal land use plans on the guidelines established in regional land use plans, national sector plans and special land use plans, all of which are the remit of the State (in the case of regional plans due to the absence of a regional administrative level), in Portugal it is the State that holds the formal and real power to decide on and implement transport infrastructures.

Despite the absolute power of the State to define and implement transport infrastructures, situations do exist in which cooperation with municipalities is of great importance, or may take on great importance if certain political proposals put forward in recent years are realised. For example, the drafting of general mobility plans, provided for and proposed in successive government programmes, under this or another equivalent title, points to the need for them to be drafted in harmony with the choices made in the Municipal Master Plans (*PDM*), municipal land use plans prepared by the municipalities; participation of the Metropolitan Transport Authorities; participation in the definition of the layout of an infrastructure or participation in the shareholder structure of companies managing transport infrastructures.

In other situations, the absence of a supra-municipal political level of administration has meant that the State holds functions and powers which might otherwise be decentralised. An example of this is the situation of the metropolitan areas, where the process of creation of the Metropolitan Transport Authorities, to manage urban transport, has been led by the State, in the absence of a participant on the metropolitan level with political legitimacy acquired by direct election.

The recent entry into force of a new juridical system for municipal associativism may pave the way for the decentralisation of certain State powers to local authorities in the transport sector, by means of the Inter-Municipal Communities (*CIM's*), as it is a task of the *CIM* to ensure coordination between the activities of the municipalities and the central administration services in the sector of mobility and transport, and exercise the powers transferred from the central administration, a fact which may have a regional dimension if *CIM's* are established to coincide with the area covered by a *NUT-II*. In such a case, the new juridical system grants the *CIM's* additional powers until the administrative regions are established, such as, for example, drafting the Intermunicipal Land Use Plans and approving the instruments for planning and management on a regional scale, in particular with regard to mobility and transport, among other relevant functions. The reopening of the political process for the creation of administrative regions in the next legislature (2009-2013), which is

being considered by certain political sectors, may signify the beginning of a process of change to this institutional framework.

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SILOPOR – Empresa de Silos Portuários, S.A. (Decreto-Lei 293-A/86, de 12 de Setembro Lei 32/87, de 10 de Julho; Decreto-Lei 376/88, de 21 de Outubro; Decreto-Lei 188/2001, de 25 de Junho; Decreto-Lei 242-A/2001 de 31 de Agosto; Decreto-Lei 29/2003, de 12 de Fevereiro; Decreto-Lei 2/2006, de 3 de Janeiro).

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APDL – Administração dos Portos do Douro e Leixões, S.A. (Decreto-Lei 335/98, de 3 de Novembro; Decreto-Lei 334/2001, de 24 de Dezembro; Decreto-Lei 46/2002, de 2 de Março).

APL – Administração do Porto de Lisboa, S.A. (Decreto-Lei 336/98, de 3 de Novembro; Decreto-Lei 334/2001 de 24 Dezembro; Decreto-Lei 46/2002, de 2 de Março).

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APSS – Administração dos Portos de Setúbal e Sesimbra, S.A. (Decreto-Lei 338/98, de 3 de Novembro; Decreto-Lei 273/2000, de 9 de Novembro; Decreto-Lei 334/2001, de 24 de Dezembro; Decreto-Lei 46/2002, de 2 de Março; Decreto-Lei 48/2002, de 2 de Março; Decreto-Lei 49/2002, de 2 de Março).

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## **Figures**

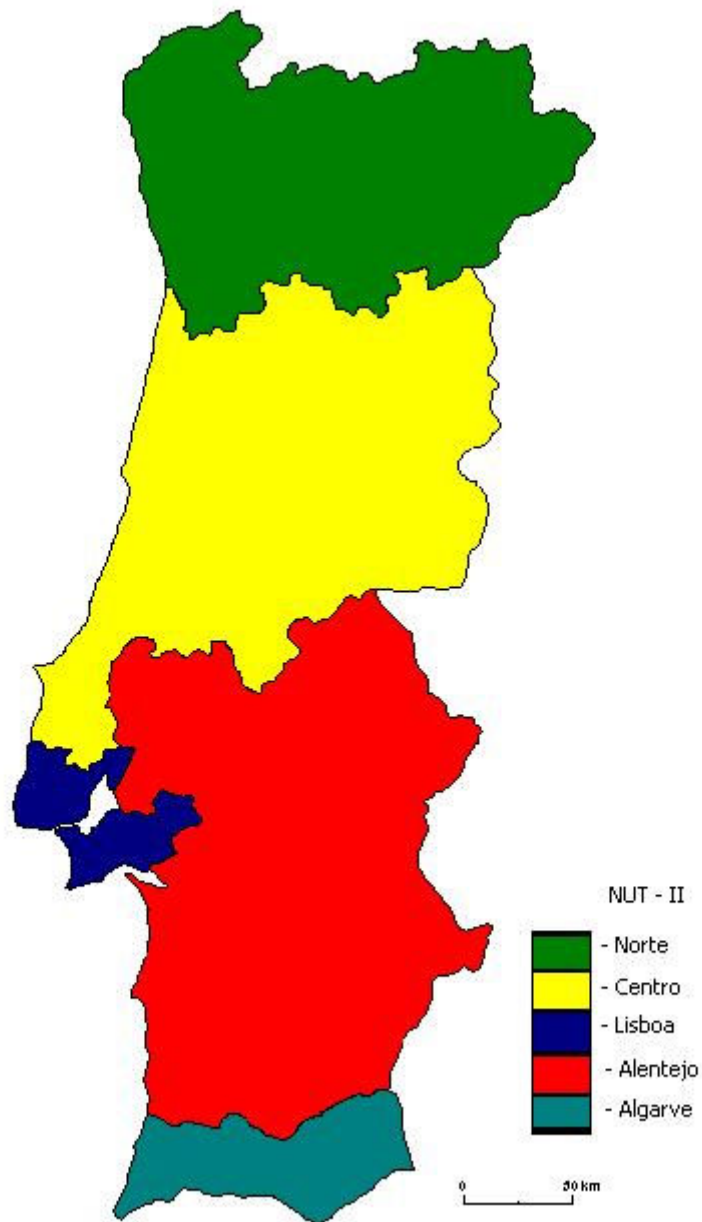


Figure 1. Level two territorial units for statistics (pan-European statistical nomenclature, NUT-II), corresponding to the territorial spheres of the CCDR. Source: Own preparation.

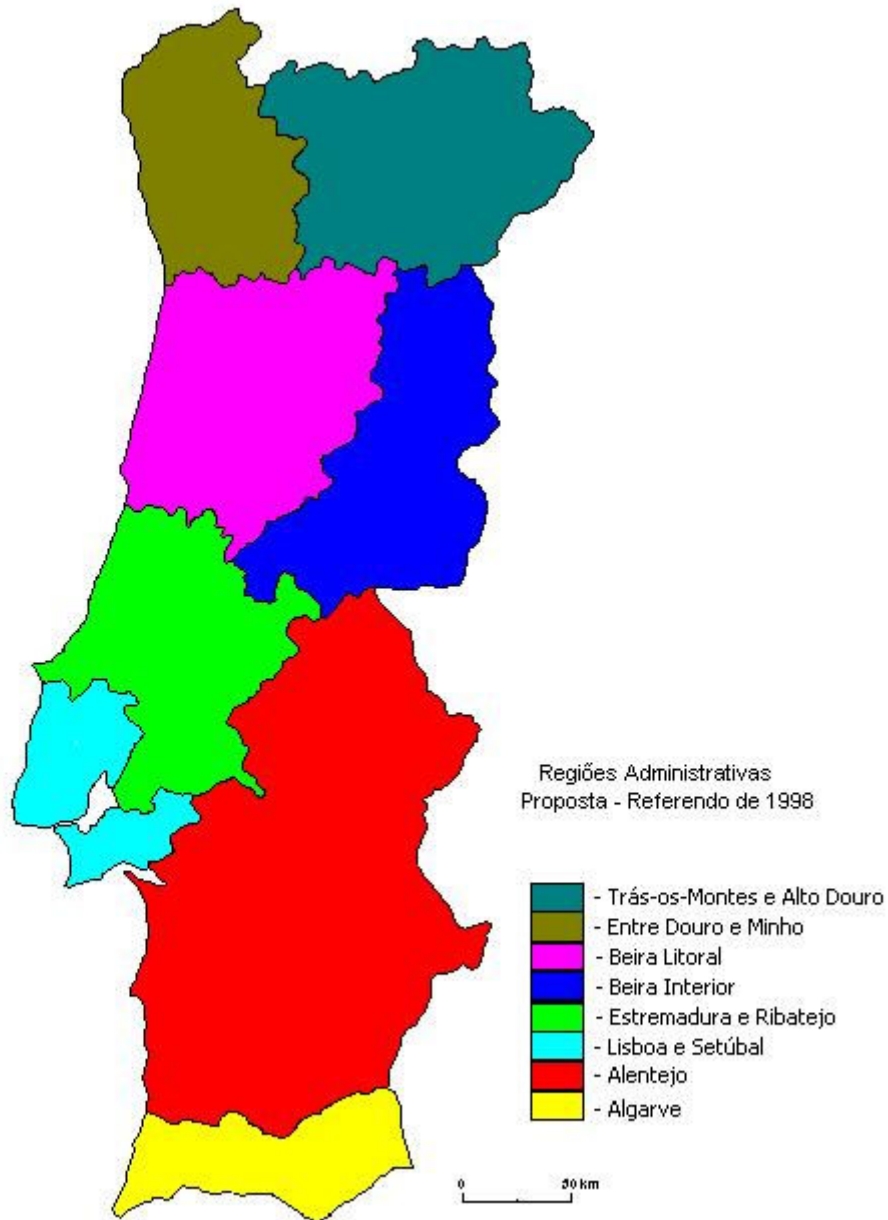


Figure 2. Proposed administrative regions submitted to referendum in 1998 (rejected). Source: Own preparation.

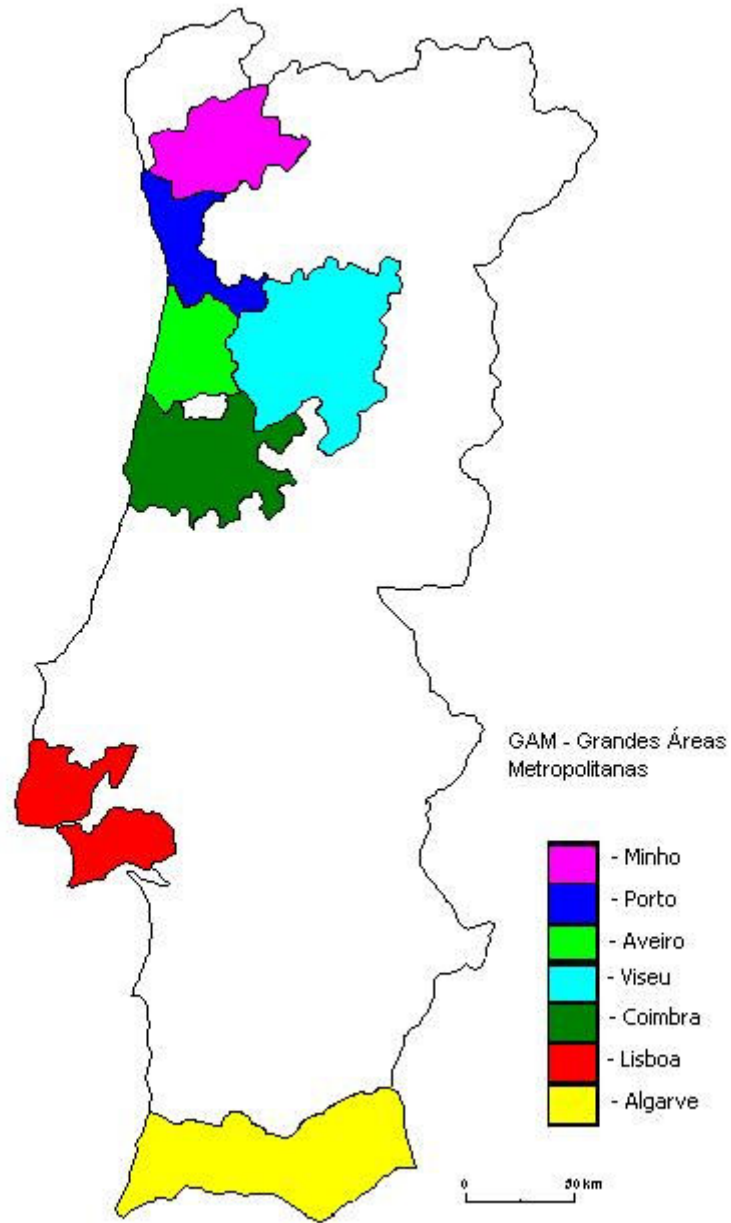


Figure 3. Greater metropolitan areas. Source: Own preparation.

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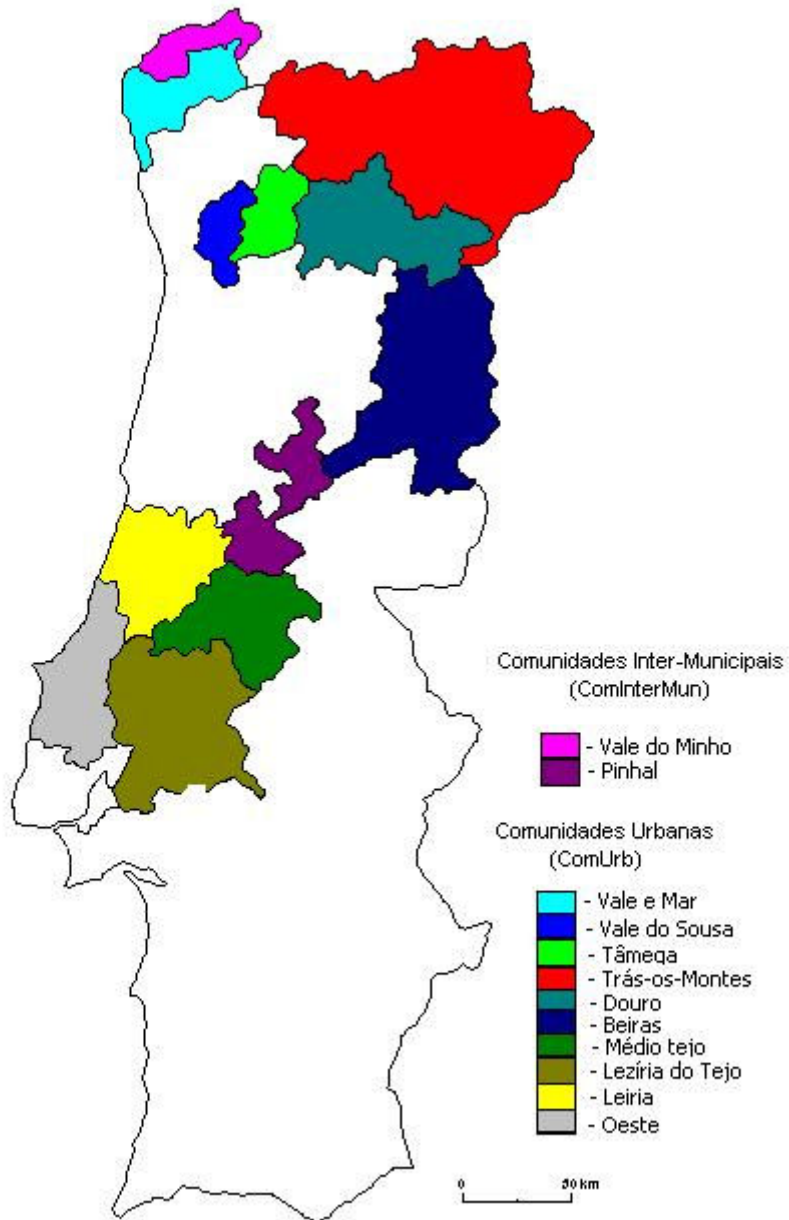


Figure 4. Urban communities. Source: Own preparation.

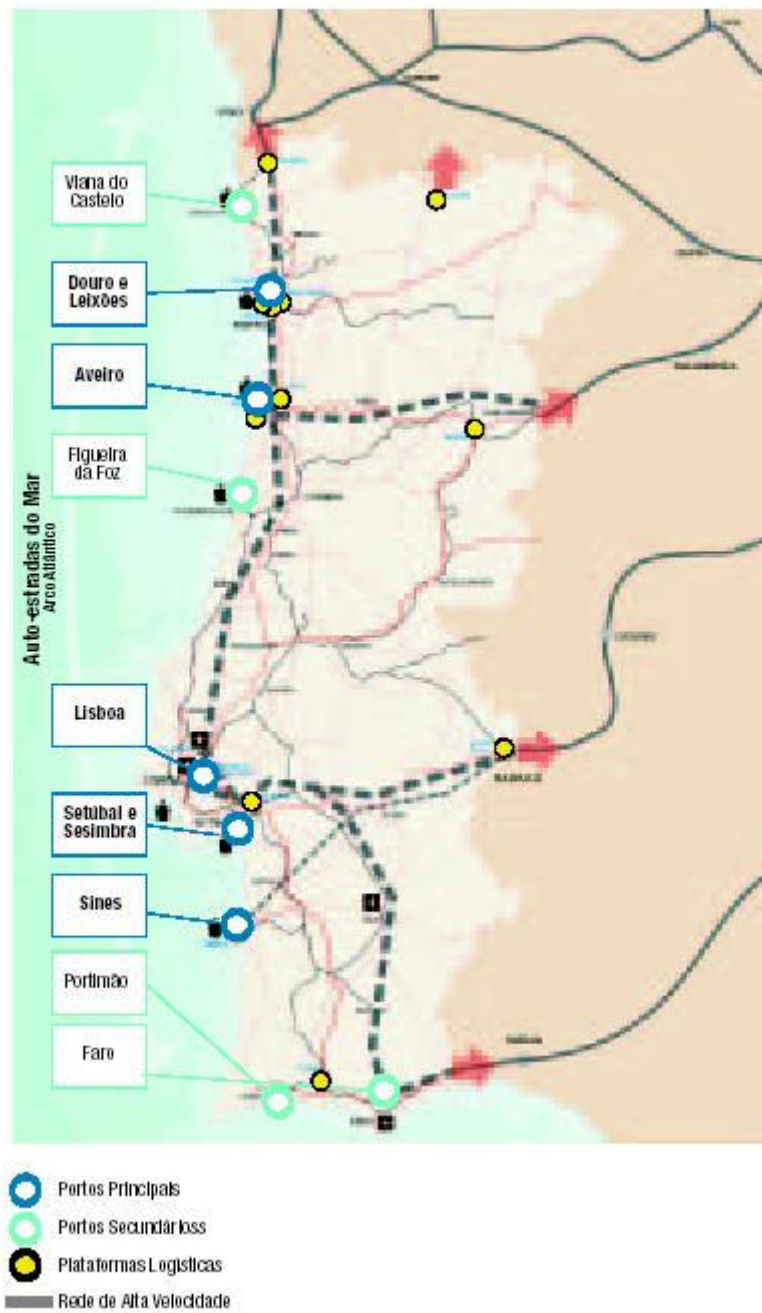


Figure 5. Commercial port system. Source: MOPT (2006): *Orientações estratégicas para o sector marítimo portuário*.

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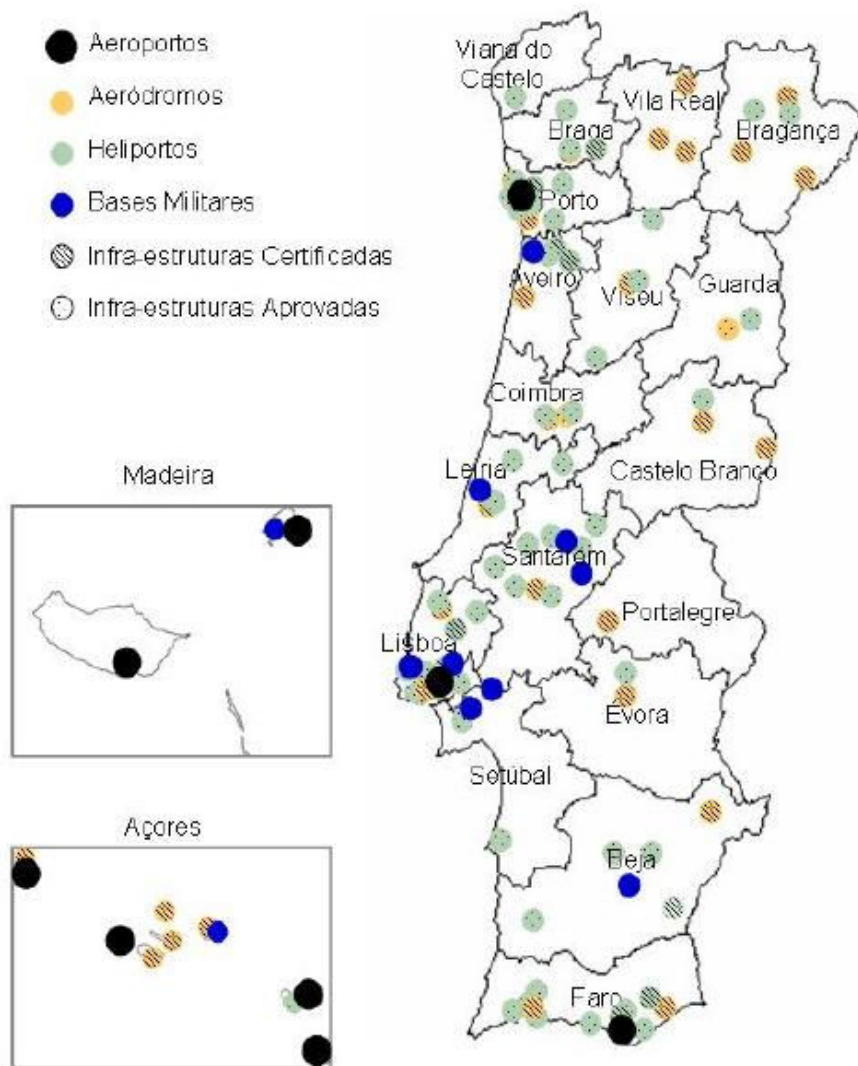


Figure 6. Airports. Source: MOPT (2006): *Orientações estratégicas para o sector aeroportuário nacional*.

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Plataformas Logísticas	Área Total	Investimento (M €)	
	(ha)	Plataforma	Acessos
<b>Plataformas urbanas nacionais</b>			
Maia/Trofa	163,1	224	8
Poçoirão	220,0	290	17
<b>Plataformas portuárias</b>			
Leixões - Gatões/Guifões	41,2	58	7
Leixões - Gonçalves	24,2	43	10
Aveiro	70,2	10	56*
Aveiro - Cacia	16,0	14	
Lisboa - Bobadela/Sabralinho	62,6	9	10
Sines - Pólo A	12,3	16	
Sines - Pólo B	73,6	49	
<b>Plataformas transfronteiriças</b>			
Valença	47,5	66	5
Chaves	10,0	7	
Guarda	35,2	26	8
Elvas/Caia	37,5	52	7
<b>Plataforma regional</b>			
Tunes	30,1	43	3
<b>Total</b>	<b>843,5</b>	<b>907</b>	<b>131</b>

\* Correspondentes à ligação ferroviária do Porto de Aveiro à linha do Norte



Figure 7. Network of logistics platforms. Source: MOPTC (2006): *Portugal Logístico. Rede Nacional de Plataformas Logísticas.*

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Figure 8. Proposed high speed rail network, in a document from 2005. Source: MOPTC (2005): *RAV Rede de Alta Velocidade em Portugal*.