

Territory Planning and Management



Territorial Planning and Management: What does it consist of?

Why Plan? What are the reasons?

The Genesis and evolution of Territorial Planning

The Genesis and evolution of Territorial Planning in Portugal

Territory Planning and Management

- Territorial Planning aims to organize the territory, defining economic and social development strategies, ensuring the preservation of environmental and heritage values and the integration of various public interests with territorial expression.
- Planning involves creating strategies and policies to guide land use, urban infrastructure, preservation of natural areas, and economic development. Through plans, laws and regulations, the aim is to organize urban, rural and industrial growth, promoting a rational use of the territory.
- The main objectives of territorial planning include:
 - Efficient distribution of infrastructure (such as transport, sanitation and energy).
 - Environmental preservation, protecting ecosystems and areas of ecological importance.
 - Sustainable development, promoting social and economic equity.
 - Urban planning, to avoid the disorderly growth of cities.

- **Territory Management**

- Management refers to the implementation and monitoring of the actions defined in the planning. It's about ensuring that decisions and projects are carried out as planned, adjusting strategies as necessary to respond to social, economic or environmental changes.
- Territorial management involves:
 - - Continuous monitoring of land and resource use;
 - - Execution of public policies linked to housing, transport, environmental preservation, among others;
 - - Resolution of conflicts over land use, for example, between agricultural expansion and environmental preservation.

- **The Constitution of the Portuguese Republic establishes territorial planning as a public function (article 9(e)), consecrating it as a fundamental task of the State (article 66, paragraph 2(b)).**
- **“Protect and enhance the cultural heritage of the Portuguese people, defend nature and the environment, preserve natural resources and ensure correct territorial planning” (CRP, art. 9 paragraph e));**

Why Plan? What are the reasons?



Why Plan? What are the reasons?

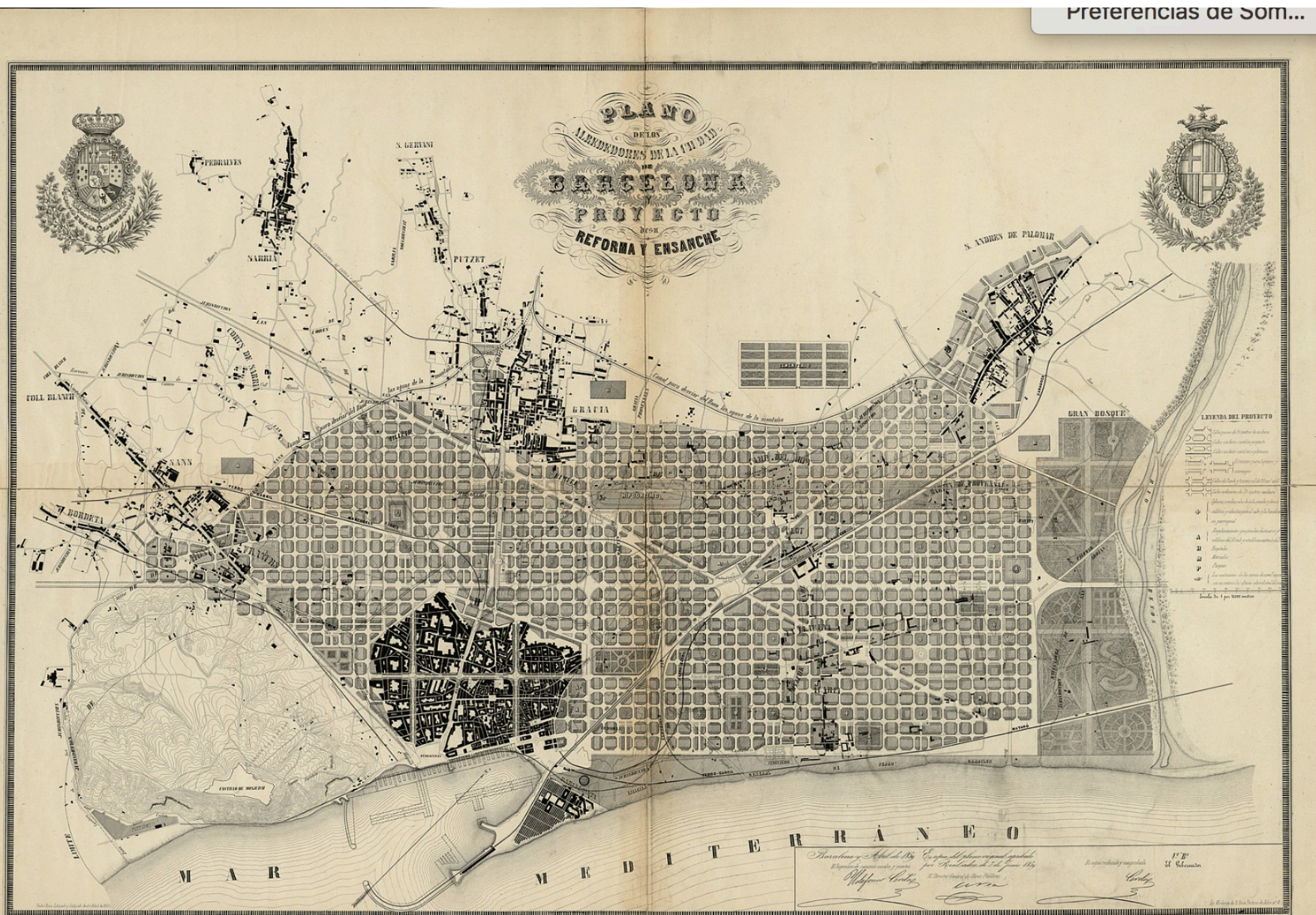
- The explosion of population and urban growth and its consequences on the environment;
- The fact that the territory is far from homogeneous, presenting marked disparities, translated into different levels of development inequalities;
- The fact that market mechanisms do not optimize, in a balanced and automatic way, the results of economic activity, with the need for State intervention being fundamental to correct these market failures;
- The observation that territorial units, at different levels, are increasingly relevant in the management and capture of resources, being nowadays fundamental agents of competitiveness at a supranational and global level;
- The emergence of new problems and, therefore, also the need for new territorial policies, such as regional and urban ones and new forms of governance (distribution of powers and partnerships) through decentralization/deconcentration processes.

- **Good management and planning of the territory are essential to guarantee the balanced use of natural resources, avoid environmental degradation, mitigate problems such as floods, pollution and social inequality, and promote orderly, sustainable and inclusive development.**
- **These practices are especially important in urban contexts, where population and economic growth require more efficient and responsible use of available space..**

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- The awakening to territorial planning emerged in the 20s of the 20th century, and became widespread after the Second World War. Urban planning is as old as cities, but it has emerged as a systematized branch of knowledge since it was called upon to solve urban problems (unhealthiness, spread of diseases) originated by the Industrial Revolution and the accentuated growth of cities.
- The object and purpose of territorial planning and management is territorial ordering, this expression meaning the analysis of the distribution of places intended for housing, productive and other activities in a given space, as well as the forms of use by the various agents involved (Mafra, F. & Silva, J. A., 2004).

Example of urban planning, 19th century



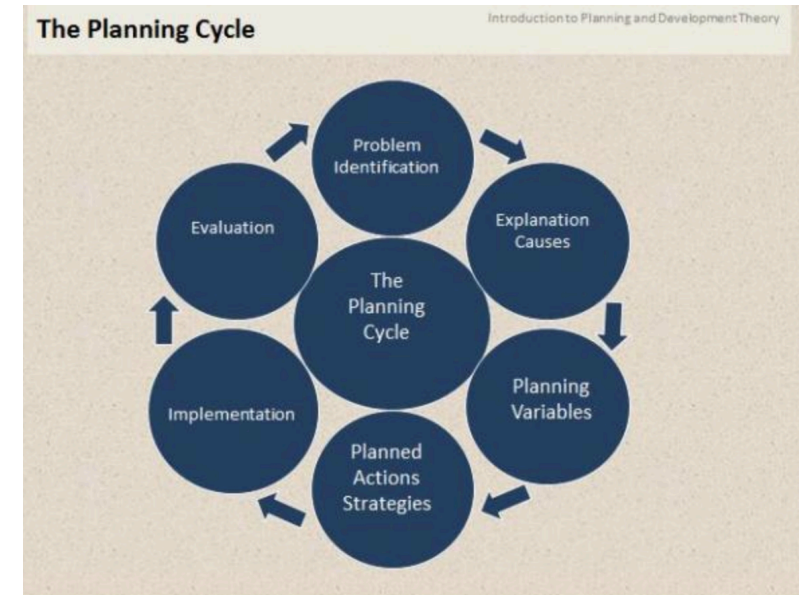
- Plan Cerdà, was a reform and expansion plan for the city of Barcelona in 1860 that followed the criteria of the orthogonal plan, with a grid structure, open and equal.
- It aimed to make the city healthier, due to the population density and lack of sanitary infrastructure, such as sewage or water networks, health conditions worsened, with the occurrence of several epidemics (yellow fever, cholera, rabies).

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- Territorial planning in its essence is a coherent set of policies that establish or modify territorial ordering.
- Territorial policies aim to transform a current or existing situation into a desirable or future situation, through a set of actions that are called policy instruments or measures.
- “Territorial policies are understood as the set of norms and interventions dictated or adopted by the public initiative, with a view to territorial planning, that is, the formation and development of urban centers, the spatial distribution of land occupation within the themselves and in the surrounding regions and their use by different agents” (Mafra, F. & Silva, J. A., 2004, p. 9).

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- National, regional and urban planning is an integrated and cyclical process, that is, developed in a system and in cycles, in each of which well-defined phases can be distinguished, such as:
- Analysis of the situation: diagnosis;
- The formulation of purposes and objectives, in a hierarchical manner, both in spatial and temporal terms;
- The inventory of strategies or policy guidelines and lines of action necessary to achieve the objectives;
- The comparison of lines of action with the available means, their costs and advantages and the necessary options or choices;
- Action, that is, action through instruments and measures that, by modifying the system's relationships, imply the restart of a new cycle with a longer time horizon (Mafra, F. & Silva, J. A., 2004).



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- As we mentioned above, territorial planning emerged, in most industrialized countries, after the Second World War, “but its purposes evolved, from a more economistic focus to a more integrated one, with the progressive ascendance of the environmental component” (Pereira, M . 2016, p. 345).
- In the 60s of the 20th century. XX, economic issues and the deconcentration of economic activities and the population were valued, seeking to combat regional imbalances. It was a policy dominated by the Central State, which had growth poles and balancing metropolises as its privileged instruments (Pereira, M. 2016).
- In the 1970s, in the wake of the oil crisis and its impact on the production system, territorial and environmental issues were incorporated, and territorial specificities and endogenous resources were valued. The territory is now seen as the protagonist of development (Pereira, M. 2016).

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- In the 1980s, the neoliberal vision and the defense of the virtues of market functioning emerged. The competitiveness of territories begins to dominate the discourse of territorial policies, which increases with the globalization of the economy.
- 1987: With the Brundland report “Our Common Future” (1987) the concept of sustainable development is introduced.
- Since the 1990s, OT policy has internalized the concepts of sustainability, competitiveness and territorial cohesion, equity, governance and subsidiarity.
- With this new context, planning instruments undergo structural changes: Land Use Planning, characterized by the regulation of land use transformation - the plan as a control and zoning instrument - gives way to Spatial Planning, with a more comprehensive conception, integrated and strategic, based on interaction and cooperation between actors (Pereira, M. 2016; Ferrão, 2011).

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- Territorial planning is an essential responsibility of the State, which must be carried out with the participation of citizens, within a framework of sustainable development.
- The definition of territorial planning policy in Portugal is the responsibility of the Government, the Autonomous Regions and Local Authorities.
- The State, the Autonomous Regions and Local Authorities have the duty to promote, in a coordinated manner, the spatial planning policy in their specific areas of competence, through the elaboration of national, regional and sectoral programs and municipal land planning plans. territory.

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The beginnings (mid-19th century - 20s of the 20th century): agroforestry planning and urban planning (Campos and Ferrão, 2015)

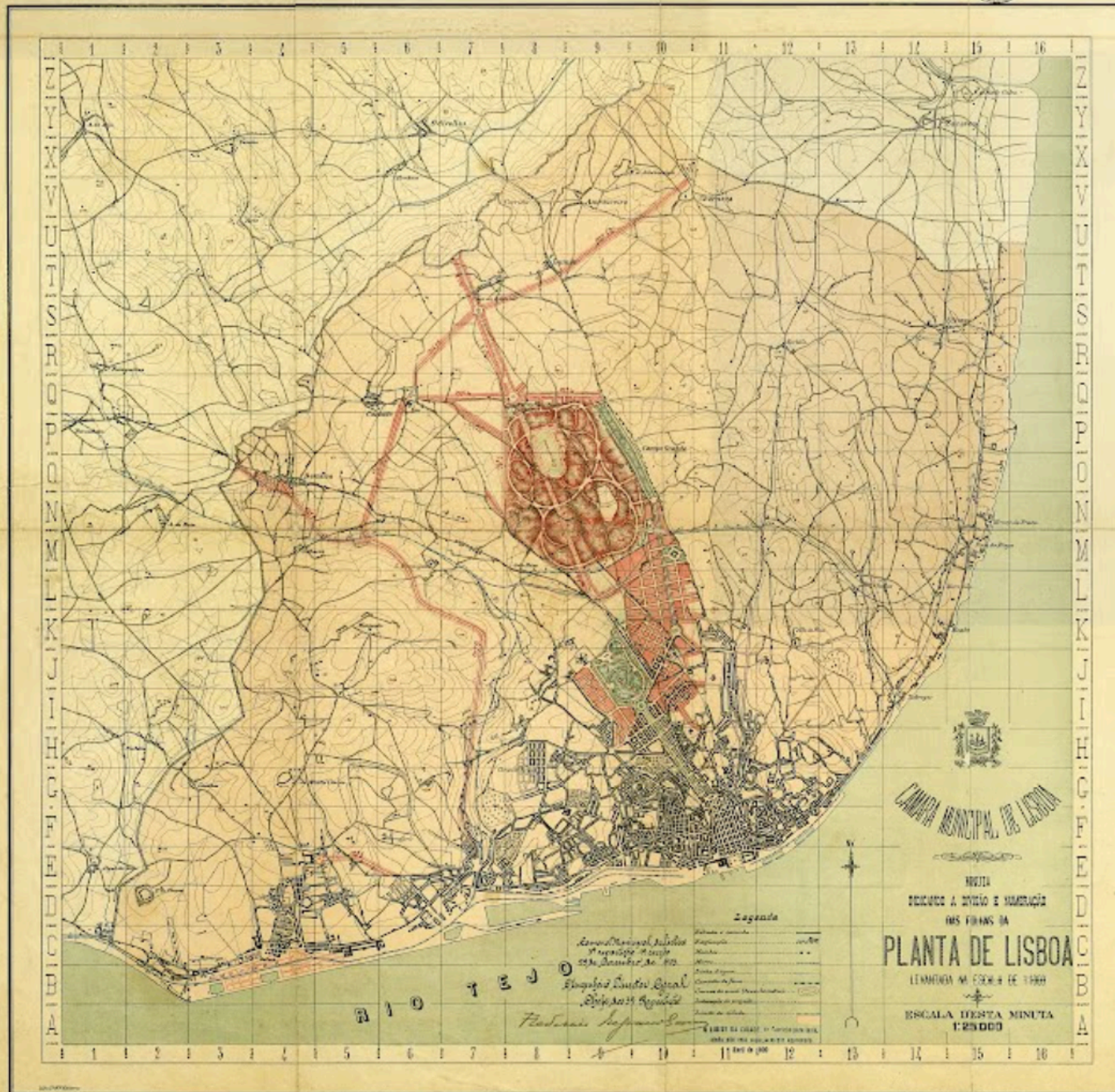
“The first modern State initiatives aimed at regulating the organization and occupation of Portuguese territory date back to the second half of the 19th century, in a period in which the country was still characterized by a strong presence of the rural world, and developed along two autonomous policy lines. : agroforestry and urban planning” (Campos and Ferrão, 2015, p. 7).

Agroforestry (19th century to 1960): forest settlement plans, rural land consolidation plans and irrigation plans. After 1960 environmental policy (protection of nature and biodiversity, management of natural resources and waste. Ex.).

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- **Urban policy.**
- Century. XIX – hygienist doctrines (effects of industrialization and densification, healthiness, combating the proliferation of diseases) and the need to control the expansion of cities - “urban improvement plans”, aimed at ensuring urban aesthetics and adequate health and safety conditions in cities, they were mandatory for Lisbon and Porto and optional for other towns (Decree of December 31, 1864). In 1905, the first building regulations appeared, to which all urban constructions were subject.
- Urban policy had great difficulty in imposing itself, due to strong land and real estate interests, the culture of private land ownership, the reduced management capacity of the Administration and the lack of capital for structuring public investments (Campos and Ferrão, 2015) .

Planta geral da cidade na escala de 1:25000, com todos os edifícios que fazem parte da cidade, antes do plano



General Improvement Plan for Lisbon, drawn up under the direction of Ressano Garcia and approved in 1904.

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- **1930-45 Duarte Pacheco and the reinforcement of urban planning**
- Duarte Pacheco (1900-1943), Minister of Public Works (between 1932-36 and 1938-43) and Mayor of Lisbon, carries out a structural reform of the entire legal framework that regulates urban development. Creates the “urbanization plan”, applicable to municipal headquarters and urban agglomerations with more than 2,500 inhabitants (Decree-Law n° 24,802, of December 21, 1934). It establishes the foundations of a land policy and a system of collaboration between the Administration and private parties in the urban development process (Campos and Ferrão, 2015).
- As president of Lisbon City Council (1938-1943), he put into practice a pragmatic and interventionist land policy, making the municipality the largest land owner in the city (Campos and Ferrão, 2015), which allowed him to conduct the city development.



Plano Geral de Urbanização e Expansão de Lisboa – PGUEL (Etienne de Groer) – 1948

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- **National Planning: Development Plans**
- The five-year Development Plans are a milestone in the history of Planning.
- Initially sectoral (transport network, electrification, dam system, irrigation plans, network of schools at various levels, hospital network, popular housing) planning, from the 1950s onwards, began to incorporate the territorial dimension, with the Development Plans. (I° 1953-58; II° 59-64; the Interim Development Plan 1965-6; III° 1968-73, IV° 1973-79, was not put into practice) (Gaspar & Simões, 2006)
- In 1966, the Regional Planning Division was created, which will prepare the IIIrd Development Plan, in which Regional Planning appears autonomous for the first time, with the right to individual publication (Gaspar & Simões, 2006).

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- **Urban planning: 1946-68: retreat of the State and rise of private initiative**
- - With the death of Duarte Pacheco, a regressive process began, in which the reforms carried out from 1932 onwards were successively reversed, through legal and bureaucratic procedures and in which the dominance of the private interest of owners and promoters over the interest of the city as a common good, is progressively restored.
- - In 1946 (Decree-Law No. 35,931, of November 4), the figure of “urbanization plan” was created, a mere technical study that, because it does not need to be approved, has no binding legal value nor is it public. Most of the urbanization plans then being drawn up were never or only belatedly approved, so that, during the following decades, the growth of most of the main Portuguese cities was not regulated by any legally effective urban planning plan.

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- In 1965, in a period of great urban expansion, individuals were recognized as having the right to carry out urban operations on land not covered by urbanization plans (generally on rural land), that is, urban subdivision operations. In cases where the conditions of land location or construction made it unlikely or difficult to obtain municipal licensing, subdivisions and buildings were carried out without a license, giving rise to clandestine subdivisions and neighborhoods, causing the disorderly growth of urban areas, particularly in the two metropolitan regions.
- The centralist technical-bureaucratic control model of the country's urbanization process prevailed between 1945 and the 1980s.

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Modernization and emergence of a new line of policy (1968-74): regional planning

The accentuation of regional asymmetries resulting from the country's territorially unequal modernization based on an urban-industrial model and the negative effects of the urban chaos inherited from the previous two decades, justifies the need for corrective public policy measures.

It is in this context that the Third Development Plan (1968-1973) emerged, which incorporates a regional policy perspective as an instrument of supra-urban rationality, proposing, for the first time, to combat existing asymmetries through, in particular, rebalancing of the urban network and the reorganization of the location of industrial activities.

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- The instruments provided for by law to pursue this rationality, designated
- “general plans for the urbanization of territorial areas”, continued to reflect the prevalence of the “urbanistic” vision of the territorial approach. Their elaboration was the exclusive responsibility of the Central Administration, and they were intended exclusively for urban agglomerations.
- Regional planning is implemented through some public programs
- structuring plans with a strong territorial impact: the Integrated Housing Plans, and those for industrial development, with emphasis on the creation of the Sines Industrial Pole.

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- **Democratization (1974-86): local power and (re)valuation of the urban dimension**
- With April 25th and the new Constitution, there is a change in the distribution and way in which State powers are exercised. It is in this context that local power emerges, based on municipal bodies elected by direct and universal suffrage. Legitimized by the vote of their communities, the new municipalities will be one of the main drivers of economic, social and territorial transformations to date.
- The country's deficiencies in terms of basic infrastructure, social and cultural facilities, housing for the most needy populations, and environmental and quality of life issues, will constitute the dimensions that municipalities will dedicate themselves to over the next two decades.

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- **Only in 1982 was the law approved that created the figure of the “Municipal Master Plan”**, which enshrines an integrated vision of the territory and recognizes that municipalities have a role in promoting local economic and social development, and not just in urban regulation. It is also with the “Municipal Master Plan” that municipalities are now able to plan their entire territory, including rural areas.
- The General Directorate of Urban Planning (DGPU), through mainly bureaucratic means, will hinder the full operationalization of this new instrument, which only became widespread in the 1990s.
- With the dynamic of “developmentalist” modernization created by the last two Development Plans interrupted, and given the absence of initiatives from the central State in terms of planning the national territory, the period 1974-1986 will be dominated by the vision “urbanistics” of territorial development.

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- The main changes in terms of planning took place with the accession to the then EEC, in 1986, creating a coherent system of Spatial Planning Instruments in terms of territorial planning, which has been implemented.
- The Spatial Planning policy as an autonomous public policy was formally born in 1998, with the approval of the Basic Law for the Spatial Planning and Urban Planning Policy (LBPOTU) (Law no. 48/98, of 11 August) and with the Legal Regime of Territorial Management Instruments (RJIGT) (Decree-Law No. 380/99, of September 22)
- As we saw in this class, this policy has three historical affiliations: urban planning, regional planning and biophysical planning.

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