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PORTUGAL

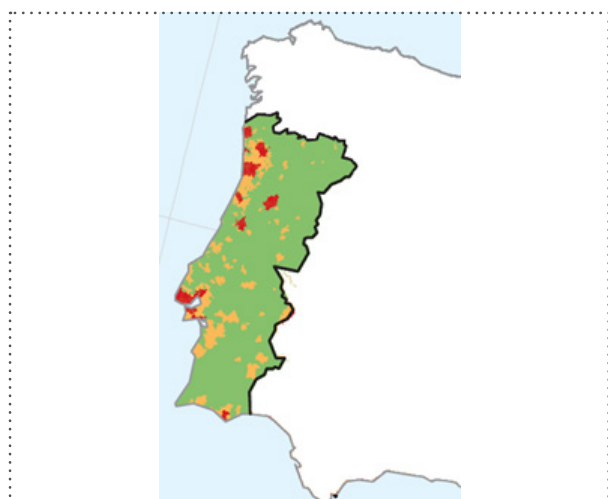
INSIGHT PAPER

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RURALITY (1)

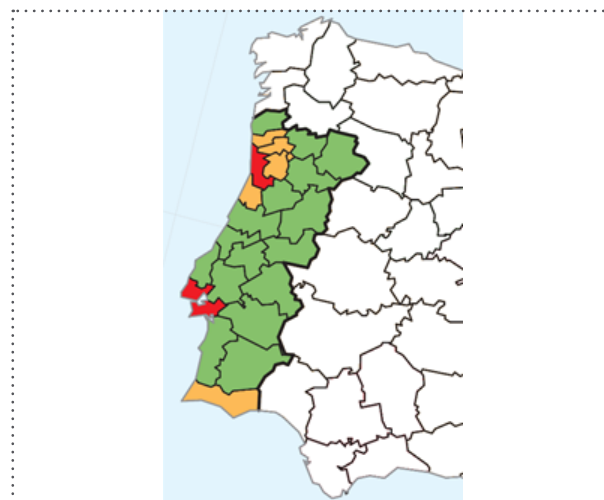
Degree of urbanisation for local administrative units level 2 (LAU2)



- Cities
- Towns and suburbs
- Rural Areas
- Data not available

Source: Eurostat, JRC and European Commission
 Directorate-General for Regional Policy, May 2016

Urban-rural typology for NUTS level 3 regions



- **Predominantly urban regions**
 (rural population is less than 20% of the total population)
- **Intermediate regions**
 (rural population is between 20% and 50% of the total population)
- **Predominantly rural regions**
 (rural population is 50% or more of the total population)
- **Data not available**

Source: Eurostat, JRC, EFGS, REGIO-GIS, December 2016

DISTRIBUTION OF POPULATION

43,6%

Share of people living in cities

30,2%

Share of people living in towns and suburbs

26,3%

Share of people living in rural areas

Source: Eurostat, 2017

GEOGRAPHY

Portugal is the most westerly country of the European Union. Located mostly on the Iberian Peninsula in southwestern Europe, it borders to the north and east only with Spain, while to the north and south it borders the Atlantic Ocean with about 830 kilometres of coastlines. Thanks to its strategic position and to the considerable maritime experience, over the centuries Portugal affirmed its Atlantic strategic role, with the extension of the Atlantic archipelagos of the Azores and Madeira, both autonomous regions with special status of EU Outermost Regions (article 349 and 355 TFEU).

Portugal's territory is mainly plains (53%), 26% hilly and 21% mountainous, and it is split by its main rivers, the Tagus, that flows from Spain and discharges in Tagus Estuary, in Lisbon, and Douro in the North section until Porto city. In both case the main rivers flow into the Atlantic Ocean. Portugal covers an area of 89 089 km² of which 81% is rural. Of the total area, 47% is agricultural land while forests cover 39%. The total population is 10 million, with an average density of 92 inhab./km².

Rural depopulation and increased ageing of the population are key challenges. Rural regions are more

and more facing the negative effects of these issues. In 2017, the share of people living in rural areas was 26.3% (decreased of 1.4% in the latest 5 years) and 27.5% of the rural population was considered at risk of poverty or social exclusion. Although the level of instruction has progressed between the last two censuses, in 2011 approximately 55.9% of the population in rural areas continues to have only basic education, only 9.7% higher education, below the continent average (11.9%), and 7.1% do not know how to read or write.

In recent years, a large proportion of the people which was working in agriculture moved to other sectors, which in most cases forces them to change to urban areas, with negative effects on rural areas. The migration of people to the urban cities and the consequent abandonment of the land for agricultural and forestry purposes has contributed to the partial downfall of these territories. Anyway, rural tourism in Portugal has a high potential that can contribute to reinforce the economies of local communities. In 2017, the share of people aged 18–24 neither in employment nor in education and training was 13,7%.

RURALITY (2)

27,5%

Share of people at risk of poverty or social exclusion in rural areas, **2017**

3%

Share of people aged 16 and over who reported unmet needs for health care in the previous 12 months due to expense, distance to travel or length of waiting list in rural areas, **2016**

7,5%

Unemployment rate, persons aged 15–64, in rural areas, **2016**

13,7%

Share of young people aged 18–24 neither in employment nor in education or training (NEETs) in rural areas, **2016**

Source: Eurostat

NATIONAL POLICIES RELATING TO RURAL MOBILITY AND PUBLIC TRANSPORT

In Portugal, specific national policies addressing rural mobility are not implemented.

The only national policy instrument that is implemented is the Strategic Plan for Transports and Infrastructures 2014-2020 (*Plano Estratégico dos Transportes e Infraestruturas 2014-2020*), issued in April 2014. It came out as an update of the Transport Strategic Plan - Sustainable Mobility (PET), in which the priority guidelines for the 2011-2015 has been set up, and aims to project a second phase of structural reforms to be undertaken in the transport sector, as well as the set of investments in transport infrastructure to be implemented by the end of this decade.

With the aim to i) reinforce the agri-food and forestry sector and its competitiveness ii) ensure the sustainable management and efficient use of existing resources and iii) increase the capacity for innovation and promote the transfer of knowledge to the agroforestry sector through improving the level of training of agricultural and forestry producers, the Ministry of Agriculture and Sea (now Ministry of Agriculture, Forestry and Rural Development) has developed the Mainland Rural Development Program for 2014-2020 (*Programa de Desenvolvimento Rural do Continente para 2014-2020*). The Programme is divided into several actions with different objectives, but without any specific focus on rural mobility.



Photo from Envato Elements

With respect to Public Transportation, the Strategic Plan i) Establishes priority investments for the different modes of transport, ii) Extend the coverage of the “*Portugal Porta-a-Porta*” Project (i.e. the public passenger transport services which aims to improve the mobility of population living in low-density territories) throughout the country, by establishing minimum levels of public service-articulation between the State, local authorities, Solidarity sector organizations and transport operators, iii) Extend the coverage area of the *Passe Social+Project*, that allocates discounts of up to 60% on public transport tickets to low income families, to all the Portugal territory and iv) Makes the loading of information on the network and passenger transport services in a national database and its public disclosure mandatory for all the transport companies operating at national level.

In Portugal no specific policies on access to healthcare and other services are implemented at national level. In the health sector, the main instrument is the National Strategy for Quality in Health 2015-2020, which aims to promote and recognize the quality and safety of health care and to guarantee the rights of citizens in their relationship with the health system.

INSTITUTIONAL FRAMEWORK

Portugal is divided into 18 Districts (Distritos), two Autonomous Regions (Madeira and Azores) and two metropolitan areas (Lisbon and Porto). As regards the relevant layers of government, in Portugal the authorities responsible for the planning, management and public transport market organisation have been going through a slow evolution over the last few decades.

Currently, there are two levels of Government:

- **National level.** It is the higher level of Government. Key actors addressing transport and mobility issues are i) The Ministry of Infrastructure and Planning, responsible for defining, managing and implementing policies on transport issues and for providing oversight over the Institute for Mobility and Transport; ii) The Institute for Mobility and Transport (*Instituto da Mobilidade e Transportes, IP*), a central administration body established in 2012 responsible for regulating, supervising and coordinating inland

- **The local level.** Three sub-layers can be identified: the *Municípios* (i.e. the Municipalities) that are responsible for the management of the road public transport network and for the organisation of the regular urban and suburban transport services. The *Comunidades Intermunicipais* (i.e. the inter-municipal level) that, from the entry in force of the Decree n.º 75/2013, manage the intermunicipal and regional services, and the *Áreas Metropolitanas* (i.e. the Lisbon and Porto) that are the responsible for the organisation of public transport services in the target metropolitan areas. Currently, there are 21 Intermunicipal Communities and 2 Metropolitan areas.

The organisation of the public transport services in the archipelagos of the Azores and Madeira is delegated to specific regional authorities. In most of the cases in the mainland the responsibilities for mobility and transport in rural areas are delegated to the Municipality level.



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transport, promoting safety and quality standards and ensuring the protection of consumer's rights, and iii) Mobility and Transport Authority (Autoridade da Mobilidade e dos Transportes, AMT), created in 2014 as an independent economic regulator, took over responsibility for regulation, promotion and defence of competition in public transport in Portugal. None of the above has a specific focus on rural mobility.

Several municipalities, mainly the ones who have municipal transport services, have broadened their action in the entire municipal territory, with (dozens of) municipalities which have opened tenders for urban transport concessions or signing contracts with local operators holding concessions authorised by the State, altering the exploitation conditions in force.

REGULATORY FRAMEWORK

In recent times, the public passenger transport in Portugal has been regulated by the *Regulamento dos Transportes em Automóveis* (Regulation of the Transportation in Road Vehicles) (RTA) from 1948, and by the *Lei de Bases do Sistema de Transportes Terrestres* (Basic Law on Inland Transportation) (LBTT), from 1990. The LBTT established the concept of Metropolitan Transport Region, acknowledging the systemic and intense dependency relationships between the central area and the urban surroundings (*"neighbouring areas, where there may also exist secondary settlements, with which the main urban centre maintains an intense relationship, in the form of daily commuting between home and work"*) in a broad space with several peripheral areas.

In 1999 (Law no. 159/99 of 14 September), the Parliament established the framework to transfer attributions and responsibilities to the local authorities, conferring them the responsibility of planning, managing and undertaking investment, in the areas of i) Regular urban passenger transport network and ii) Regular local passenger transport network (if carried out exclusively within the municipality territory).

The Publication of the new European Regulation 1370/2007, on public passenger transport services by rail and by road, forced the amendment of this regulatory framework, as well as of the regime of the

current regular public passenger transport "*concessions*", which were until now set under RTA, towards a model of public passenger transport services contracting, in a system of controlled competition.

Law No. 52 of 9 June 2015 - *Regime Jurídico do Serviço Público de Transporte de Passageiros* (RJSPTP) replaces the RTA, transferring the European guidelines to the national framework and laying down the conditions under which the competent authorities may impose public service obligations under a public service passengers' contract.

Currently, the public transport provision in metropolitan, urban and rural areas is regulated by the RJSPTP, which set the roles and related responsibilities for the organisation, planning, management and financing of all land public transport modes.

RJSPTP also launched the concept of "*Serviço público de transporte de passageiros flexível*" (Flexible Transport Services), establishing it as an integral part of the public transport system. Decree Law no. 60/2016, of September 8, establishes the specific rules applicable to the provision of FTS, aiming at creating conditions for the implementation of this type of services.

ORGANISATIONAL FRAMEWORK

As stated before, the organisation of the public transport services in rural areas is regulated by the RJSPTP.

The main transport services available in rural areas are conventional Public Transport services (road and rail), Flexible Transport Services and taxi services.

As regards the rail transport, the main service provider is *Comboios de Portugal*, which in 2017 transported around 122 million passengers. Other rail companies are Fertagus (operated by the Portuguese State on lines between the Roma-Areeiro station in Lisbon and the Setúbal station for a length of 54 km) and the two metro companies in Lisbon and Porto. *Metro Transportes do Sul* is a light rail system operated between the Almada and Seixal municipalities.

The bus transport system is organised in different territorial levels. At inter-urban level, there are good bus services that links together the major cities. *Rede Nacional de Expressos* (RNE) is the major network of operators supplying bus services between main cities and smaller towns across mainland. The main connections start from Lisbon, RNE provides long-distance passengers services and, in addition, it also delivers packages between major cities and regions of Portugal. The network is composed of several bus operators made available by the stockholders: *Transdev Portugal*, *Rodoviária do Tejo*, *Barraqueiro Transportes*, *Rodoviária da Beira Interior*.

Currently RNE manages a total fleet of more than 200 vehicles, and represents about 70% of the overall market for bus services in terms of passenger carried.

ORGANISATIONAL FRAMEWORK

Another main transport operator is *Grupo Santos*, operating mostly in the northern Portugal, and which is composed of different bus operators including António Santos, Lda., Empresa Alfandeguense, Lda., Rodonorte transportes Portugueses, S.A., Santos Viagens Turismo, Lda., Sociedade Transportes Carrazeda Vila Flor, Lda., TUVR - Urbanos Vila Real Unipessoal, Lda., TRVR - Terminal Rodoviário Vila Real Unipessoal, Lda.

In the Metropolitan areas of Lisbon and Porto, two specific public transport operators provide bus and tram services, respectively the *Companhia de Carris de Ferro de Lisboa* and the *Sociedade de Transportes Colectivos do Porto*. There are also several private bus companies that provide public bus service within the Lisbon Metropolitan Area: *Transportes Sul do Tejo* in the Municipalities of the South Bank of the Tagus River (the most important private company and serves around 1 million people in 190 lines), *Transportes Coletivos do Barreiro* which is a company owned by the Municipality of Barreiro (internal operator), *Rodoviária de Lisboa*, *Vimeca* and *Scotturb* which provide bus services in the Northern Municipalities of the Metropolitan Area. There are different arrangements for public transport contract procurement for each national territorial level and transport mode. In Lisbon and Porto, 100% state-owned companies are awarded concessions directly by the government to operate road transport. In other municipalities bus contracts: i) are awarded with specific tenders, ii) are directly operated by local authorities iii) are local contracts for private/public cooperation.

In rural areas, conventional bus transport contracted services are very few. Many small town and hamlets have minimal public transport links with only one or two buses a day, usually they are not operating in the weekend. The responsibility for the organisation of the rural transport services is completely delegated to the Municipalities and, sometime, to the intermunicipal communities.

According to the Law no. 50/2018 of 16 August, inter-municipal bodies are responsible for the intermunicipal organisation and planning of the school transport network. Anyway, it is the responsibility of the municipalities, within their competences, to organize and finance public school transport services within the respective geographical area.

In Portugal, there is neither a public-sector operator with general responsibility to provide mobility coverage in rural areas, nor a mobility manager/coordinator for a wide range of general and special rural services.

As stated by the RJSPTP, each transport authority (at municipal, intermunicipal or metropolitan level) has to organise, plan and coordinate the public transport services articulating and optimizing the conventional, flexible, taxi and school transport services. The Law also establishes the minimum level of services that each authority has to provide in terms of territorial and timing coverage, level of comfort, fleet capacity and users' information.

In some small and medium town and rural areas, Flexible transport Services and DRT is operating. The provision of these services is subject to i) regime of allocation: the transport authority competent, on its own initiative; awards the service with specific service contract and public service obligation; or ii) regime of authorization: the initiative comes from the operator or outside the scope of the service contract. In this latest case, the authorisation contains at least i) the rights and duties of the operator and the description of the services subject to authorization; ii) the tariff and the collection system inherent to the service object of the authorization and iii) the duration and the conditions for modification and termination of the terms of the authorization. The competent transport authority may grant or authorize the implementation of FTS services on a provisional, experimental basis and for a limited duration of up to six months, based on justified public interest, in advance (and with a view) to considering the emanation of an award and contracting procedure.

FINANCIAL FRAMEWORK

At the national level, public transportation is subsidized by The Ministry of Finance (*Ministério das Finanças (MF)*) that in cooperation with the Ministry of Planning and Infrastructure (*Ministério das Obras Públicas, Transportes e Comunicações (MOPTC)*) manages and distributes the subsidies and investment resources for transport activities.

According to the RJSPTP, the general fare roles are defined by the Mobility and Transport Authority or by the National Government.

The municipalities (and the communities of municipalities) finance the local transport services with local funds. It should be noted that in November 2017 the Public Transportation Service Funds (Fundo para o Serviço Público de Transportes) was approved. It aims to financially contribute to the local funds provided by each authority, to support projects and actions for the training of these transport authorities and to improve the public passenger transport system.



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Apart from Lisbon and Porto, where the cost of transportation is co-financed by the Central Government, the financial organisation is spread across different local authorities. In particular, as stated in the articles three and four of the RJSPTP, each transport authority (i.e. any public authority with powers and responsibilities for the organization, operation, allocation, investment, financing and supervision of the public passenger transport service) is responsible for the management and allocation of funds for the public transport services, as well as for the determination of public service and tariff obligations in a target geographical area at local or regional level.

The funding for rural mobility is included in the more general provisions made available by the local authorities.

OTHER INFORMATION

- In Lisbon and Porto, 100% state-owned companies are awarded concessions directly by the government to operate bus transport services.
- In the last decade, the Portugal Regulatory framework has been the object of a deep process of reform, which resulted in the Law n. 52/2015 (RJSPTP), which currently is the primary regulatory instrument in the country.
- Since 2014, Táxi-Coletivo, a taxi sharing service operating in Beja rural areas, has been improving the mobility links of the rural populations with the county seat. In particular, this service offers taxi routes in periods when the collective public transport network does not guarantee adequate connections to the city. Other good practices of FTS/DRT are: Transporte a Pedido – Médio Tejo, Linha ECO – Funchal, Flexibus and Almada Bus Saúde – Almada.
- In September 2016, a specific decree (i.e. Decree Law n.º 60/2016) has been emanated in order to establish the specific rules applicable to the provision of Flexible Transport Services aiming at the creation of conditions that allow the implementation of this type of services.

The Portuguese government has recently established two new organisations responsible for aspects of local public transport in the country:

- The Institute for Mobility and Transport (IMT), created in 2012, is responsible for transport planning and coordination and for supervising and regulating transport operators in the country, and so acts as the technical regulator. The IMT is responsible for all public transport in Portugal with the exception of Madeira and the Azores.



Photo from Envato Elements

- In 2014, the national program “Porta a Porta” has been developed in order to introduce alternatives to the private car for the mobility of the entire Portuguese population living in low-density territories. It aims to increase the mobility of people (especially the elderly) living in sparsely populated areas through a public transport service on demand.
- The Mobility and Transport Authority (AMT), created in 2014 as an independent economic regulator, took over responsibility for regulation, promotion and defence of competition in public transport in Portugal.

KEY STAKEHOLDERS AND MINISTRIES ADDRESSING RURAL AREAS

TITLE	ROLE
Ministry of Infrastructure and Planning	Responsible for defining, managing and implementing policies on transport issues and for providing oversight over the Institute for Mobility and Transport.
Institute for Mobility and Transport	The Institute for Mobility and Transport (<i>Instituto da Mobilidade e Transportes, IP</i>), is responsible for transport planning and coordination and for supervising and regulating transport operators in the country, and so acts as the technical regulator.
Mobility and Transport Authority	The Mobility and Transport Authority (<i>Autoridade da Mobilidade e dos Transportes, AMT</i>) took over responsibility for regulation, promotion and defence of competition in public transport in Portugal.
Working Group for the Training of Transport Authorities (GTAT)	The Working Group for the Training of Transport Authorities (<i>Grupo de Trabalho para a Capacitação das Autoridades de Transportes (GTAT)</i>), created in July 2017, has the mission of technically qualifying the transport authorities, with a view to contracting by December 2019 networks and public passenger transport services at national level.
National Association of Portugal Municipalities	The National Association of Portugal Municipalities (<i>Associação Nacional de Municípios Portugueses (ANMP)</i>) is a private law entity, founded in May 1984. ANMP members are all Portuguese Municipalities and Associations of Municipalities that have the volunteer to join the Association. ANMP's general purpose is the promotion, defence, dignification and representation of Local Powers.
Metropolitan Areas of Lisbona and Porto	The Metropolitan Areas of Lisbona and Porto are the two metropolitan areas established by Portuguese Law; they are respectively composed of 18 and 17 municipalities.

LINKS TO WEBSITES

- Rede Nacional de Expressos: www.rede-expressos.pt
- Working Group for the Training of Transport Authorities (GTAT): <https://gtat.pt>
- National Association of Portugal Municipalities: www.anmp.pt
- Mobility and Transport Authority: www.amt-autoridade.pt
- Institute for Mobility and Transport: www.imt-ip.pt/sites/IMTT/Portugues/Paginas/IMTHome.aspx
- Metropolitan Area of Lisbona: www.aml.pt
- Metropolitan Area of Porto: www.amp.pt

REFERENCES

Relevant national policy documents include the following:

- Decree Law no. 60/2016, of September 8, Serviço Público de Transporte de Passageiros Flexível
- Decree n° 37272, of 31 December 1948.
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- Law n.º 10/90, of 17 March – Lei de Bases do Sistema de Transportes Terrestres (LBTT)
- Law no. 159/99 of 14 September
- Law No. 52 of 9 June 2015 - Regime Jurídico do Serviço Público de Transporte de Passageiros (RJSPTP)
- Steer Davies Gleave, Study on economic and financial effects of the implementation of Regulation 1370/2007 on public passenger transport services European Commission, (MOVE/A5/SER/2014-356/SI2.698871) Final Report, Member State fiches, Portugal, February 2016, available at <https://ec.europa.eu/transport/sites/transport/files/themes/pso/studies/doc/2016-02-effects-implementation-regulation-1370-2007-public-pax-transport-services.pdf>
- Rural Development Programme of Portugal Mainland for the Period 2014-2020, available at www.pdr-2020.pt/site