

# Cities, ports, policies & controversies

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## *context and motivations*

- waterfront redevelopments (still) popular and part of the **planning agenda**
- need for a deeper **understanding** of the reasons behind **successes and failures** of waterfront redevelopments of former port dedicated areas
- frequent territorial disputes and **institutional conflicts** between port and city authorities
- **urban planning** and **port management** (still) ignoring each other

## *objectives*

- explore the nature and extent of **city - port interactions** through a case study approach
- contribute to the **design of responsive planning policies** applied to waterfront regeneration projects in cities with sea and river ports

# *cities with ports: the urban planning perspective 1*

- planning views on port waterfronts
  - downsizing, closure or migration out of the city created new **opportunities for investment** and redevelopment, coupled (sometimes) with planning objectives to **revitalise the inner city**
  - **from the backside** of the city **to the forefront** - the *showroom* of the new *urban marketing* in post industrial times
  - in the recent past, urban **economic development** and **business climate** shaped waterfront redevelopments, and in the near future?

## *cities with ports: the urban planning perspective 2*

- shift **from mass production to consumption**, leisure and recreation,
- priority to **public-private partnerships** (a forbidden word...)
- widespread concern over environmental quality issues - the **port as an impact factor**
- the port as an element of instability, disorganisation and **urban discontinuity**
- priority to **inner city regeneration**
- **doubts** about the importance of the port as an element of the city's **competitive advantage**
- increasing inter-city competition (**marketing campaigns**)
- priority to **large scale urban events and investments**
- priority to **market-oriented redevelopment** schemes

## *cities with ports: the urban planning perspective 3*

- and yet, the **symbolic function of the port image** has usually been recognised as a strong point of reference of the cities' identity
- indeed, a **structural component of the city** (at least in the past)
- nevertheless, economic transformations are weakening the mutual identification of **cities** and respective **ports** – each increasingly integrate **separate (and globalised) networks**
- city and port economic development perceived as **less interdependent** today as compared to some decades ago

## *cities with ports: the urban planning perspective 4*

### – critical balance

- recognition of a **certain euphoria** throughout the last two decades with **unrealistic expectations**, uneven local economic development, inner city blight, migration of services, underutilized property, market speculation, gentrification, etc
- concern with **local** economic and political **particularities**, search for social **consensus**, **smaller scales** and **incremental processes** of intervention, and promotion of new forms of public participation and negotiation

## *cities with ports: the urban planning perspective 5*

- some waterfront projects paid insufficient attention to
  - the historic social and economic relations between cities and ports
  - the physical rehabilitation and economic revitalization of traditional ports and port related activities
- can port cities survive without their ports?



# *ports in cities: the port management perspective 1*

- port management views
  - **unprecedented technological and management innovations** shaped new ports with new economic roles in cities, metropolis and wider regional hinterlands
  - the port as a **capital intensive enterprise**, promoting wider partnerships with the business community and generating its own added value - *goods handling and processing* – and not just performing the traditional transport function
  - the modern seaport as a **gateway** between economic regions rather than as a central place
  - **productivity is the key** word in port business, an important part of the highly competitive market of global transport

## *ports in cities: the port management perspective 2*

- **connectivity** (sea-land), vital nodes, networks and specialization are just some other key words of this business
- **downsizing**, merging and consequent closures are **signs of progress** and not of decline
- port and marine **history and culture overlooked** (too often) in current city planning – the importance of the port heritage for the city fabric
- the port as a **scarce natural resource** (from a physical point of view) and an important capital investment
- port authorities, in between financial autonomy and privatisation, compelled to **enter into the property market**

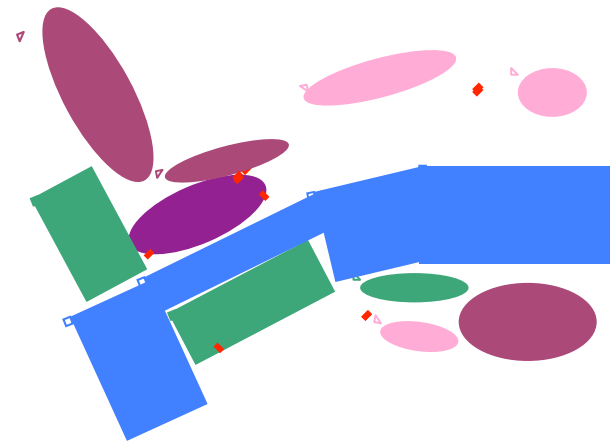
## *ports in cities: the port management perspective 3*

- critical balance
  - **insufficient attention** paid to the importance of the **urban quality** surrounding the port and of how port related activities can be transformed into **new opportunities** for leisure, recreation and sport open to the city
  - **lack of coordination** between mid-term management plans of port authorities and strategic and land use plans of municipal authorities
  - the **impact of environmental policies** on the transport sector is likely to favour ports' interests opening up new opportunities for short sea shipping networking and transshipment

## *ports in cities: the port management perspective 4*

- however, often times port authorities neglect **the environmental impact of port** operations and infrastructures particularly in zones of great environmental sensibility and risk, such as estuaries, wetlands and some stretches of the coastline vulnerable to erosion
- paradoxly, **waterfront redevelopments face tougher environmental legislation** within a context of planning deregulation and increasing reliance on market mechanisms
- **should ports keep renouncing their mission** in favour of leisure, recreation and property development, often with no physical, functional and/or symbolic relation with the marine environment and culture? **(and the emerging reindustrialization of western economies?)**

# *case studies – Viana do Castelo*

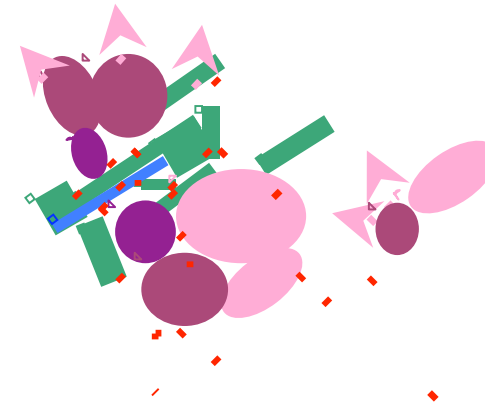


- urban historic
- urban central
- urban periphery
- port areas
- river
- main roads

## *case studies – Viana do Castelo*

- city population – 35000 inhab.
- location – strategic in between the metropolitan area of Oporto and Galicia
- local economy – limited job creation capacity
- historic fishing port and naval yards, more recent commercial port and marina
- a decade ago the port complex moved out from the city centre
- port employment (direct, indirect and induced) contribution to city total – 13.8%
- port capacity – 2.5 million tone/year, 50% cargo European market
- reasonable institutional cooperation between port and city authorities
- past strong port image in the city, at present in decline

## *case studies – Matosinhos (Leixões)*



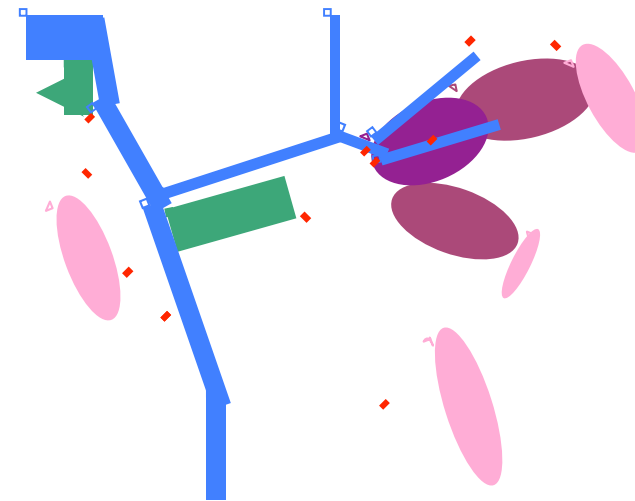
- urban historic
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## *case studies – Matosinhos (Leixões)*

- city population – 160000 inhab.
- location – metropolitan area of Oporto (1.2 million)
- local economy – strong and diversified services sector, severe deindustrialization
- historic fishing port, more recent commercial port and marina
- transport infrastructures well above national standards
- port employment (direct, indirect and induced) contribution to city total – 14.1%
- large port capacity – rivals Lisbon port
- difficult institutional relations between port and city authorities
- very strong port image in the city – still a port city



# *case studies – Aveiro*

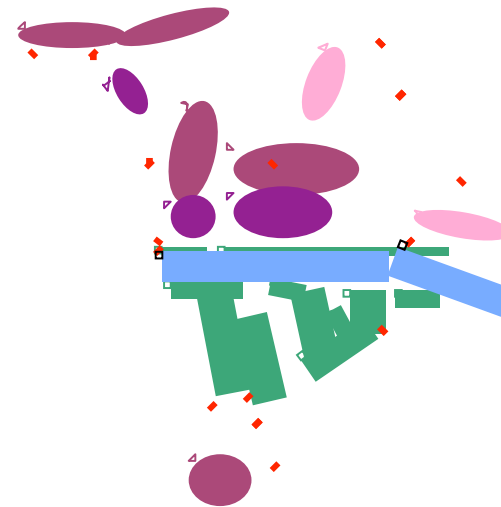


- urban historic
- urban central
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## *case studies – Aveiro*

- city population – 65000 inhab.
- location – Central Region in between Oporto and Coimbra
- local economy – expanding, still a highly industrialised subregional hinterland
- fishing port and commercial port
- the port complex is far away from the city centre
- port employment (direct, indirect and induced) contribution to city total – 13.9%
- medium port capacity – 75% cargo European market
- reasonable institutional cooperation between port and city authorities
- strong port image in the city

# case studies – Figueira da Foz



- urban historic
- urban central
- urban periphery
- port areas
- river
- main roads

## *case studies – Figueira da Foz*

- city population – 40000 inhab.
- location – Central Region near Coimbra
- local economy – limited job creation capacity, limited industrial development and developing service sector
- commercial port and small marina
- port employment (direct, indirect and induced) contribution to city total – 18.7%
- small port capacity – 90% cargo European market
- reasonable institutional cooperation between port and city authorities
- weak port image in the city

Table 1	Analysis Framework	Qualifiers	Viana do Castelo	Leixões	Aveiro	Figueira da Foz	
1. CITY	<b>1.1 Dimension</b>	Small					
		Medium	•		•	•	
		Large		•			
	<b>1.2 Urban Dynamic</b>	1.2.1. Urban activity	Poorly consolidated				•
			Consolidating	•	•	•	
			1.2.2. Urban growth	Growing or Elevated	•	•	•
			Reduced or in decline				
	<b>1.3 Socio-economic profile</b>	1.3.1. Demographic dynamic	Reduced growth dynamic	•			
			Moderate growth dynamic				•
			Significant growth dynamic		•	•	
		1.3.2. Services sector	Consolidated			•	•
			Poorly consolidated	•			
			Consolidating		•		
		1.3.3. Qualified Labour Force	Average		•	•	
	Reduced		•			•	
	1.3.4. Specialization Profile	Diversified	•	•	•	•	
		With a tendency toward specialization					

Table 2	Analysis Framework	Qualifiers	Viana do Castelo	Matosinhos (Leixões)	Aveiro	Figueira da Foz
2. PORT	<b>2.1. Port complex</b>					
	2.1.1. Condition	Modern		•	•	
		Developing	•			•
		Obsolete				
	2.1.2. Functional Capability	Specialized				
		Diversified	•	•	•	•
	<b>2.2 Hierarchy</b>	Principle		•		
		Secondary	•		•	•
	<b>2.3 Type of Port</b>	Fishing	3°	2°	2°	2°
		Commercial	1°	1°	1°	1°
		Recreation	4°	3°	4°	4°
		Navy Yard	2°	-	3°	3°
	<b>2.4 Commercial Function</b>	Specialized	•			•
	2.4.1. Profile	Diversified		•	•	
		Generic				
	2.4.2. Market area (percent total of seaport shipping handling per market area)	National	11%*	21%**	2%**	0%*
		European	52%*	38%**	75%**	89%*
		Inter-continental	37%*	41%**	23%**	11%*

\* 1999

\*\* 1998

Table 3	Analysis Framework	Qualifiers	Viana do Castelo	Matosinhos (Leixões)	Aveiro	Figueira Da Foz
<b>3. CITY-PORT INTER-FACE</b>	<b>3.1 Associated Economic Dynamic</b>	(Percent total for municipality)	13,8	14,1	13,9	18,7
	3.1.1 Employment (%)	Direct	4,7	9,4	6,7	5,1
		Indirect	65,3	39,5	49,8	24,8
		Induced	30,0	51,1	43,5	70,1
	3.1.2 Industrial Climate					
	3.1.2.1. Functional profile	Specialized	•			•
		Diversified		•	•	
	3.1.2.2. Production capacity	Significant volume		•	•	
		Reduced volume	•			•
	3.1.3 Business Climate (in support of or related to port-generated activities)					
	3.1.3.1. Functional profile	Specialized	•			•
		Diversified		•	•	
	3.1.3.2. Number of businesses	Elevated		•	•	
		Reduced	•			•
	3.1.4 Global dynamic	Significant		•	•	
		Not significant				
		In progress	•			•
	<b>3.2 Strategic Planning</b>					
	3.2.1 Articulation of strategic discourse	Exists but conditioned	•	•	•	
		Does not exist				•
	3.2.2 Coordination of intervention programs	Growing	•	•		
		Punctual			•	•
	3.2.3 Institutional communication	Frequent	•	•		
	Infrequent			•	•	
3.2.4 Institutional attitudes	Practiced with growing collaboration	•	•			
	Indifferent			•	•	

Table 3.1	Analysis Framework	Qualifiers	Viana do Castelo	Matosinhos (Leixões)	Aveiro	Figueira Da Foz
<b>3. CITY-PORT INTER-FACE</b>	<b>3.3 Deactivated and Polluted Areas</b>					
	3.3.1 Industrial areas	Elevated		•		
		Average				
		Reduced	•		•	•
	3.3.2 Port areas	Elevated	•			
		Average		•		•
		Reduced			•	
	3.3.3 Urban or non-urban areas	Urban	•	•	•	•
		Non-urban			•	
	3.3.4 Contaminated areas					
	3.3.4.1 Actual situation	Exists				
		Exists below min. contamination levels.		•		•
		Non-existent	•		•	
	3.3.4.2 Localization	Port areas	NA	•	NA	
		City areas	NA	•	NA	•
	<b>3.4 Urban Image/Development Model</b>					
	3.4.1 Common history					
	3.4.1.1 Architectural heritage	Cases of general seaport character		•		
		Cases associated with waterfront activity	•	•	•	
		Does not exist				•
3.4.1.2 Urban neighbourhoods (or communities with a seaport identity)	Exists/sustains associated economic					
	Exists as decadent or degenerative					
	Does not exist	•	•	•	•	



Table 3.2	Analysis Framework	Qualifiers	Viana do Castelo	Matosinhos (Leixões)	Aveiro	Figueira da Foz
<b>3. CITY- PORT INTER- FACE</b>	3.4.2 Intervention programs	Exists	•	•		
		Does not exist			•	•
	3.4.2.2 Role in the city strategy	Central element	•	•	NA	NA
		Secondary element			NA	NA
	3.4.3 Development model					
	3.4.3.1 Environmental dimension	The port constitutes central problem		•		
		The port does not constitute central problem	•		•	•
		Environmental impacts exist	•	•	•	•
	3.4.3.2 Social dimension	Port-city interface exists	•		•*	
		Port-city interface weak		•	•	
		Port-city interface less significant				•
	3.4.3.3 Economic dimension	Has potential	•	•	•	
		Has deficiencies				•
	<b>3.5 Accessibilities</b>					
	3.5.1 Marine accessibilities	Good				
		Poor	•	•	•	•
	3.5.2 Urban road network					
	3.5.2.1 Interference with local road network	Significant		•		•
		Not significant	•		•	
	3.5.2.2 Heavy traffic congestion	Exists	•	•		•
		Does not exist			•	
	3.5.3 Connections to regional/national highway network	Active			•	
		Deactivated		•		
		Non-existent	•			•
	3.5.4 Connection to regional/national railroad network	Active				
		Deactivated		•		
		Does not exist	•		•	•
	3.5.5 Overall integration with regional/national transportation system	Efficient				
		Deficient	•	•	•	•

\* In the context of the port's physical insertion into the Ilhavo parish.

# conclusions and recommendations

- a **profound** interdependent **relationship between the port and the city** was identified despite recent transformations on the four ports under analysis
  - there is a reasonable consistency between important city variables and port variables, considered separately, such as urban growth and concentrated urban activity versus port condition and functional capability
  - other city-port variables illustrates further this mutual dependency
- **changes in port activities** and operations have **weakened identifiable traces of traditional port character**, however, on the other hand, they contributed to the consolidation of the local economy, **busting**, in particular, **the service sector**
  - ports are not particularly important as direct sources of employment, however they do generate **impressive volumes of indirect and induced employment**
  - the overall port generated employment is significant in all four case studies, averaging 14% of the (respective) city total employment

# conclusions and recommendations

- in the overall, recent redevelopment schemes seemed to have avoided some of the common weaknesses found elsewhere
  - **small scale** is certainly one of the key factors of success;
  - one negative factor has been the **failure to attract, on a consistent basis, water dependent and water related uses** to newly regenerated waterfronts
  - the transformation of port related uses should take into **consideration existing factors of functional and locational dependencies** long established on the city–port interface
  - the **environmental quality of urban surroundings** is an essential factor for today's' port activities and operators
  - waterfront revitalisation should pay less attention to leisure activities and more attention to **quality job creation** directly related or induced by port activities

# conclusions and recommendations

- strategic planning of port and city relations is above all conditioned by political forces
  - the **recognition of contradictory interests** should not prevent the adoption of cooperative and collaborative participation between both port and city jurisdictions
  - the present debate seems to overemphasise technical issues, forgetting the wider **strategic and political dimension of waterfront planning and redevelopment.**