ABSTRACT Harbour communities across Europe and the US are in the midst of major changes. Shifting trade regulations, declining supplies of fish, the rise of recreational boating and new shipping technologies have all contributed to these changes. In response, communities are undertaking major planning efforts to ensure that their harbours remain functional and prosperous. One example of this effort is the Port of Viana do Castelo, Portugal. The thesis of this paper is that unless small and medium sized harbours have a strong and planned sense of direction, they will suffer an economic decline and lose their historic and cultural character.

1. Introduction
Harbour communities across Europe and the US are in the midst of major changes. Shifting trade regulations, declining supplies of fish, the rise of recreational boating and new shipping technologies have all contributed to these changes. A frequent reaction to them has been a comprehensive effort, by many communities, to undertake major planning efforts to ensure that their harbours remain prosperous. One example of this effort involves the Port of Viana do Castelo, Portugal (Figure 1). The field research for this report was carried out in Viana do Castelo in December 1993. It was funded by the Luso-American Foundation and the Junta Autonoma Dos Portos do Norte.

This paper is a case study of the on-going planning activities in Viana do Castelo. This city, located between the port cities of Leixoes, Portugal and Vigo, Spain, is a typical medium sized port situated along the Atlantic coast. In fact, the Viana do Castelo port authority has recognized that it has common elements with such ports as Newport (Wales), Lorient (France), Cartagena (Spain) and Ostend (Belgium) and has become a 'networking' partner in a European Union (EU) sponsored association with these harbour communities to share information, plans and ideas on future directions (Cooke,
1991; Morphet, 1992; Parkinson, 1992). For this reason, its efforts to re-focus and revitalize the harbour area may have much to offer other similar ports in both the EU and the US. Clearly, there is much that can be learned. A group of ports agreed to propose the formation of what is called an Article 10 Network at a meeting in Brussels (Haywood, 1993).

The thesis of this paper is that small and medium sized harbour communities must have a strong and planned sense of direction if they are to remain economically and culturally important. This direction must be guided by a long-term comprehensive plan that addresses how water dependent, water related and other activities can be functionally and aesthetically integrated. It must also relate to the question of how harbours are controlled and planned: are they the responsibility of the city, a port authority or some distant governmental entity? This direction must be accompanied by a sense of urgency, for the winds of change are now buffeting ports across Europe and America. New markets, new trade agreements, new technologies, the problems of fishing in the North Atlantic, the oversupply of shipyards, the continual growth in recreational boating and the desire to place non-water dependent uses along the waterfront are but a few of these changes. In the US, for example, the port of New Bedford, once the proud centre of America's Atlantic fishing fleet, is a shadow of its former self. Its sister port of Gloucester is similarly in dramatic change: it is increasingly common to see non-port related activities directly on the water's edge. Canada's Maritime Province fishing ports are also struggling to define new goals as fishing enterprises decline and recreational boating arrives. We have also witnessed similar directional problems in, among others, Derry, Northern Ireland and Setubal, Portugal (Coughlin, 1992; Mullin, 1991).

This paper is divided into six sections. Following the Introduction, Section 2 gives a description of the city of Viana do Castelo and its location. Section 3 offers a review of the critical elements of its harbour, and Section 4 is an identification of the major issues facing the port as it endeavours to handle overwhelming change. Section 5 is an explanation of how local officials are reacting to these changes in their planning efforts. Finally, Section 6, is the authors' evaluation of their efforts.

2. The City of Viana do Castelo
Viana do Castelo is located in northwest Portugal along the Atlantic coast at the entrance of the Lima River. It was chartered by King Alfonso III in 1258 to serve as an administrative, military and mercantile centre for the Alto Minho Region (Comissao Regional de Turismo do Alto Minho, 1993). To an extensive degree, through centuries of growth and stagnation, it has retained these functions. Its history is replete with famed sailors and navigators risking dangerous voyages to the edges of the five continents and of successful merchants building larger and larger mansions as a result of profits from the continental wine trade (Abreu & Gomes-Neto, 1993). Yet, throughout its history, the harbour, despite the presence of all the natural features required for the rapid movement of vessels, has always been overshadowed by other ports. Perhaps this was (and is) due to its location near the Spanish border; perhaps it lacked the large mercantile base of a Lisbon or Porto; or perhaps it lacked the political acumen required to gain support for its interests from the central government.

Today, the city is growing in population and is expanding outward into a suburban ring as its citizens increasingly accept the automobile culture. At present, there are approximately 86 000 residents in the municipality, which includes the city and its surrounding area. Its economic base is a mixture of services, manufacturing, shipbuilding, fishing, tourism and retail activities. Given the state of the EU and the remnants of the last recession, all of these activities are in a state of flux. The city, once again, is at a point where it will have to undertake careful planning if it is to be prosperous. In all instances, the harbour will play a key role in whichever direction the city moves.

3. The Harbour
The harbour has the capabilities of handling 800 000 tons of cargo per year involving ships with draughts up to 25 feet and lengths of up to approximately 520 feet (Silva, 1993b). It is quite tranquil and protected by a 2 km long channel that makes manoeuvring and access/egress relatively easy. Updated in the 1960s as part of a master plan that was intended to strengthen the marine aspects of secondary ports, the harbour of Viana do Castelo was positioned to complement the port of Leixoes, 31 miles to the south, and to handle shipping designated for the area north of the River Douro (for a review of the Portuguese Maritime routing and port system see Ministerio das Obras Publicas Transportes e Comunicacoes, 1987). The decision to strengthen these ports was part of a national
plan to stimulate regional economic growth and to avoid the potential for congestion in large port cities (Silva, 1993a).

The fishing docks are located within minutes of downtown. They are old, colourful and full of movement. At the same time, the buildings lack reinvestment and are inefficient, in decay and, to an extensive degree, fail to meet current health standards. There are few examples of where 'value added' actions occur. It is as if one entered a time warp back into the 1930s where the purpose of the port was to process fish and little else (Silva, 1993a).

Adjacent to the fishing port is the shipyard of Estaleiros Navais de Viana do Castelo (ENVC). Founded in 1944, it has a strong record of repairing old vessels and constructing new ocean-going, coastal and river traffic ships. Over the past 50 years, more than 180 ships ranging in size from 32 to 23 000 tons have been built and sold to firms in such countries as Portugal, Russia, Italy, Norway and Germany (Abreu & Gomes-Neto, 1993). It is a modern facility, with a highly skilled and competitive workforce. Yet, as the world's trade patterns change, the call for new ships is difficult to predict. As well, the continental competition for repair work is quite high as there is an oversupply of maintenance yards in Europe.

Across the harbour from the shipyard is a modern bulk port facility that regularly handles raw products such as steel, wood, paper materials, scrap and asphalt. While it offers quick off and on loading services, this facility is not directly tied to rail and high-speed highways.

Along the western fringes of the harbour is a historic fortress built under the order of Philip II of Spain and Portugal and designed by the famed Italian fortress architect Filippo Terzi in 1589. Now being revitalized, it is in beautiful condition and will be utilized for business meetings, trade shows and public activities. At the eastern edge of the harbour is the recreational port. With the popularity of pleasure boating and increased Portuguese affluence, there are expectations that this activity will increase dramatically (Junta Autonoma dos Portos do Norte, 1993c). The centre portion of the shoreline is marked by a modernist, new, unoccupied municipal building. Intended as a tourism centre, museum and/or a library, it lies vacant—the result of overbuilding and local overspending. Alternative uses are now being proposed by a new city administration. This area is complemented by a well kept park and pedestrian walkway. Actively used by the townspeople, it functions as a true urban park. Yet, it is being infringed upon by the almost constant need to expand parking. As well, this park separates the harbour from the major roadway that connects Viana do Castelo to points north and south: we expect this road only to widen, resulting in further erosion of the greenbelt along the water (Figure 2).

Thus, we can see that the harbour is under great pressures. Is it to be recreational or a work port? Is it the celebratory or functional? Is it to be joined to the city centre or be separated by the automobile? There are no easy answers to these questions.

4. Issues Facing Viana do Castelo

There are a series of issues facing the city and its harbour. The most perplexing relates to the future of the local fishing industry.

4.1 The Future of the Local Fishing Industry

On the one side, there have been steady increases in the value of fish products and the tons of fish delivered to the port. A review of data collected at the port shows that coastal fishermen delivered over 50% more product in 1992 (3295 tons) compared with 1980 (2037 tons). These were primarily shellfish, hake, sprat, sardines and crustaceans. Similarly, there was a tremendous increase in fish caught by long-distance vessels in the 12-year period. In 1980, 4156 tons of fish were delivered, while in 1992, 18 735 tons were off-loaded, almost a 400% increase (Junta Autonoma dos Portos do Norte, 1993b). With data such as the above, one could become quite bullish on the future of Viana's fishing industry. Unfortunately, there is another side: The number of vessels continues to decline and there is virtually no significant new investment or reinvestment in either the vessels themselves or fishing facilities in the harbour. Further, the fishing port is still well below its capacity and it faces increased competition locally and internationally. In late 1993, for example, the triple pressures of declining fishing stocks, higher interest rates and intensifying competition resulted in the removal of a significant
number of Viana based vessels from both coastal and long-distance fishing. These ships are in semi-permanent dockage and many are scheduled for the scrapyard. Conditions are not expected to improve in the coming years (Lemonick, 1994; Nickerson, 1994; Smith, 1994).

What course should Viana take? It is a difficult question for, given worldwide competition and declining stocks of fish, the fishing industry is becoming increasingly aggressive. At the same time, the value of fish as a food commodity is likely to increase. There is no doubt that the character of fishing in Viana will change dramatically over the coming years.

The town has several options. First, it could do nothing. By so doing, it is likely that the fleet will further decline, the facilities will become increasingly outmoded, the character of the area become more slum-like and there will be further disinvestment. On the other hand, the tradition of having a fishing harbour attached to the community would remain. This point should not be minimized for it is important as a social institution: it is a place where local residents meet, gossip and buy their evening meals. Social connectedness exists.

Another option would be to relocate the fishing industry to the southerly side of the harbour in compact, modern and sanitary facilities. The results of such an approach could help to maintain a smaller but more vibrant fishing industry in the community and allow opportunities to create 'value added' products that would extend from the basic catch of the day. This, of course, is a bit of a gamble, for the town would be investing in an industry that few people believe is likely to grow. If we assume that the Viana do Castelo fleet, in its smaller state, can specialize, is able to move into marketing value added products, has the ability to can, freeze and/or ship its catch, and can take advantage of the expertise from its local fishing school, then there is a chance it can succeed. Indeed, if all of the above are integrated, then the industry would have met the criteria identified by Michael Porter (1990) as being critical to the formation of an industrial cluster.

The omnipresent question of supply must be determined, however, before this could happen. The third option would be to split the fishing industry into two parts. The smaller boats would still be allowed to dock in the old harbour where they would service local customers. The larger ships would dock at the new facilities where the catch would be quickly processed and moved to market.

In all of the above there is a bit of rational coldness where returns on investment, supply and demand and the cost of capital represent important ingredients. Yet there is more to the role of the fishing industry than the 'rational model'. The presence of a fishing fleet is iconicographic. It is symbolic of history, culture, politics and economics and represents Viana's window to the world. It is from Viana that one of its fishermen sailed to discover Newfoundland. It is here where parts of the bulkheads, quays and buildings are hundreds of years old. And it is here where, even today, local citizens interact throughout the day. At times the link to the sea seems to take on a religious experience. Indeed, the 'Blessing of the Fleet' in Viana do Castelo, as in many other harbours in the EU and US, is a local holiday. If we accept this perspective then great care must be given in terms of changing the character of the industry: we are suggesting that fishing harbours are more than dollars and cents (or escudos). They must be treated with the same respect, honour and attention as our most important historic and sacred places. No easy task! Yet, it is one that Viana do Castelo must undertake.

A second critical issue facing the harbour is the future of shipbuilding. For more than 50 years the ENVC has built and repaired ships in the Viana do Castelo harbour. These vessels have ranged from coasters, tankers, barges, trawlers and ferry boats to tug boats, frigates and river transports ('Rhine carriers'). Since the yard's very beginning ENVC has been an essential component in the economic life of the community. However, as with the fishing industry, shipbuilding is in the midst of a worldwide restructuring movement. The ENVC's future is inextricably linked with the EU, the General Agreement of Tariffs and Trade and the firm's ability to compete in the world market. Further, the ENVC cannot survive without some degree of EU or Portuguese sponsored indirect or direct subsidy. There is a worldwide overcapacity in shipyards and the Asians still have the ability to offer lower prices than the Europeans. If the EU determines that a Europe based shipbuilding/repair capacity is important then it is likely that the ENVC can prosper and even expand its operations (Holcomb, 1995).
The company's future will also depend upon its own business acumen. The company has pinpointed four target areas. The first is coastal or 'short sea shipping'. Over the past decade there has been an increasing realization that there are extensive ecological advantages to short sea shipping. These include the fact that such vessels use less oil than trucks, are less apt to contribute to air pollution and traffic congestion and do not require extensive new infrastructure investment before goods can be delivered (Canna, 1990). If the EU is serious in lowering air pollution and maximizing current infrastructural investments in port areas, then indeed there will be an expansion in coastal trade. The second is the expected expansion of river trade. As a result of the creation of the EU, trans-European river traffic now moves with relative ease along the Rhine, Main and Danube Rivers, among others. They are, today, truly European. As such, and with the elimination of tariffs and regulations that added costs to the river trade, one can expect an increase in demand for river coastal transport ships. Such ships have long been a specialty of the ENVC. The third target area centres upon the yard's repair capabilities. The ENVC, among others, has long noted the fact that the world's shipping fleets are becoming increasingly aged (Milmo, 1992, 1993). At the same time, there is a worldwide demand for safer ships that are better maintained and more manoeuverable. The result of these combined factors is an expected expansion in demand for the repair and modernization of vessels across the globe (Wise, 1990). Given the ENVC's marketing skills, there is every likelihood that the yard will gain a strong share of this market. Finally, there is the domestic market. While quite modest when measured against the potential of coastal freighters, river transport and the repair/modernization market, Portugal still has viable fishing and commercial shipping fleets. It also has a navy that is likely to require newer 'less than frigate-size' vessels (for a discussion of the demand for European naval vessels see Tusa, 1994). All of these represent a potentially strong market that could help to keep the ENVC yard viable.

There is no reason that the yard could not be competitive for the 'middle market' in shipbuilding and repair. With a capacity of building ships of greater than 13 000 tons and with a length greater than 170 metres, the yard is still the largest private facility in Portugal. All it requires is that the company obtain its fair share of the market. But can it? Given that the ports of Lisbon and Leixoes are larger, more modern and equally in need of more business, there is some concern over the long-term prospects of the ENVC. If the private sector predominates then we believe that shipbuilding in Viana do Castelo will survive. If the public sector predominates, we expect that Lisbon and Leixoes will be the beneficiaries.

4.3 The Role of History

A third issue centers upon the 'role of history' as a determinator of the harbour's use: does it lead or follow? There are several structures that are of local and/or regional significance. The most significant is its ancient fortress, the Castelo de Santiago da Barra, which faces the harbour (Figure 3). The restoration, now 90% completed, has been painstakingly undertaken (Comissao Regional de Turismo do Alto Minho, 1986). However, herein lies the key dilemma: the fort is hidden on two sides. In fact, it is only when one is immediately adjacent to it that one even knows that there is a fort on the waterfront. The structures blocking the view belong to local fishermen and are quite decayed. Is it in the best interest of the city to advocate the purchase of these structures and undertake their demolition, or should the city continue to allow the fishing industry, to muddle on? Given that active uses beyond fishing are desired on the waterfront, it would make good sense to remove the structures. One must remember, however, that concepts of property are more strongly felt in Portugal than in the US or even the UK. Further, the municipality is far less apt to take property via expropriation. In either case, the decision will serve as a key indicator of the city's desire to change its waterfront.

4.4 The City Green

A fourth issue focuses on the city green that connects the downtown area to the river's edge. Evolving from the beginning of the nineteenth century, this park houses statues, fountains and automobile parking. It forms an extensive buffer and promenade between the city's central business district and the river. Historic maps show that it reached its full form in the mid-nineteenth century. Well maintained and complete with mature trees, it is used as a public garden and an area of passive recreation (Figure 4). This park is threatened by the need to accommodate the parking needs of automobiles and to ease vehicular movement through the central core. A comparative view of the green in the mid-nineteenth century with present times would show that there have already been major intrusions into the park lands. Once again, Viana do Castelo must face the problems of matching technology with history. This
problem is even more crucial when three key factors are noted. First, the Portuguese people are buying cars in record numbers. Between 1985 and 1994, the number of cars on Portuguese streets more than doubled (Pottinger, 1990). Secondly, plans have been developed that will connect the city, to a major highway network. This is expected to bring more traffic to the downtown area. Finally, the first regional malls have been built on the outskirts of the city and others will follow. The downtown merchants are quite concerned about this and perceive that if the Viana do Castelo consumers have trouble maneuvering in downtown they will go to the mall. Indeed, this is such an explosive issue that the merchants recently successfully campaigned against the now former Mayor who was pro-mall (Vila Verde, 1993). In short, the city will be increasingly pressured to find new parking spaces and to expand road widths through streets in the central business district. The easiest approach would be to reduce the public green. We expect, unfortunately, that this park will become smaller over time and that it will become, at least in part, a major parking area.

4.5 Shipping Efficiency

The fifth issue centers upon the port's shipping efficiency. Recent data shows that the shipping port has performed reasonably well over the 12-year period 1980–1992. Vessel arrivals increased from 178 in 1980 to 254 in 1992, a growth rate of better than 5% per year. Most interestingly, there has been a decline in recent times of smaller ships (up to 1500 GRT) and a dramatic increase in ships of greater than 5000 GRT. In 1990, there was one such large ship while in 1992 there were 35. There were similar increases in total tons of goods moved. In fact, the port has more than doubled in gross tons moved between 1980 (155 028 tons) and 1992 (375 083 tons). However, there is increasingly an imbalance in goods loaded for export and those off-loaded for import: the exported materials have been steadily declining for more than five years (Junta Autonoma dos Portos do Norte, 1993b). The harbour, with a depth of 25 feet, has the capability of loading/unloading medium sized ocean going vessels. It has roll-on, roll-off capability and heavy cranes. The port traditionally processes raw materials such as timber, paper pulp and asphalt. Its use has been steady. Unfortunately, given the full formation of the EU, GATT, and the worldwide recession, there are no indications of any significant growth (Maritime Industries Forum, 1993). If anything, the competition among European ports is likely to increase, while the number of freighters is in decline. For example, industry experts estimate that American companies may save up to 20% by centralizing distribution at key European ports (Gallagher, 1991; Stoner, 1990). Viana do Castelo has already recognized this competitive environment and has noted the fact that the work of local shipping agents as promoters of specific harbours is critical. With only a handful of agents promoting Viana do Castelo, it is clearly at a disadvantage when compared to Lisbon, Leixoes and Vigo. In virtually every harbour, the key ingredient is the ease of arrival, the time required to off/on load and the speed with which the goods and products are moved to market. In essence, ‘throughput’ dictates success: the weakest link determines the maximum output. In the case of Viana do Castelo, the weak links are the relatively few cranes, limited 'Ro-Ro' capacity, a poor road network connecting the port to major highways, the absence of direct access to rail systems and the fact that there is no on-site processing of raw materials. These are further exacerbated by the fact that Viana’s weaknesses represent strengths at the Lisbon, Leixoes and Vigo ports. The freight aspects of Viana do Castelo’s harbour clearly will need great attention in the immediate future.

4.6 Tourism

The sixth issue relates to tourism. There is no doubt that Viana do Castelo is a beautiful community and that it has been a tourist destination for decades. Its Hotel Santa Luzia, dominating the hills above the town, holds a four star restaurant, and its downtown shops and restaurants cater to the tourism trade. The harbour, with its mixture of shipbuilding, fishing fleet, beautiful vistas and carefully manicured greens, is a pleasant diversion in its own right. If the town simply maintains a vibrant harbour, there is little doubt that this area will continue to attract visitors. In other words, if the harbour stays as it is, it will be a solid attraction.

There is also some potential for recreational boating. Local officials expect that there will be a dramatic increase in such boating over the next decade. In fact, Viana do Castelo has continued to attract more and more pleasure crafts over the past five years and is at the point where expansion is in order (Junta Autonomo dos Portas do Norte, 1993a). These facilities are colourful and attract tourists (as viewers).
The boat operators and visitors tend to be relatively affluent and spend money in the community. Unfortunately, the boating season in this part of Portugal is only 16 weeks. Thus, any investment will have to be based on a relatively short season. It is clear that if the city chooses to expand recreational boating at the expense of the fishing industry then the economic gains may not be significant. As well, the employment base may not be the same: recreational boating employees tend to be low paid and temporary. Also, they will not necessarily be fishermen or dock workers.

5. The Reaction from Local Officials

Given the previously noted problems, how is the city reacting? It is a difficult question to answer. There are positive steps being taken, some problems are being underplayed, and there are areas where the city must wait and be swept along with the policies of the EU and the Portuguese nation.

The city has a strong, professional planning office that recently completed a master plan (Camara Municipal de Viana do Castelo, 1993). This comprehensive plan, exquisitely prepared, reflects Viana's goals and objectives for the future. Yet, the plan has several problems concerning how it relates to the port. The first centers upon the responsibility for port development. The port, although located in Viana, is controlled by the central government of Portugal (Ministry of the Sea) and operated by the Junta Autonoma dos Portos do Norte (the Port Authority). The desires of the city do not always match those of the central government or the Port Authority. However, conflicts between town governments and port authorities are quite common (Slack, 1993). This split was (and is) exacerbated by the fact that the Authority was not asked to play a major role in the preparation of the plan. In fact, despite Portuguese legislation that requires port authorities (among other agencies) to review municipal plans, the Authority was slow to review the plan.

The Port Authority has not been active in comprehensive planning. In fact, the absence of a strong mission statement and clear goals and objectives concerning the future of the harbour is a major stumbling block in terms of future directions. At present, it tends to pinpoint specific problems and attempt to correct them. It will, for example, pursue efforts to increase the depth of the channel, to plan for increased recreational needs or expand the number of business agents. One can and should applaud these efforts. However, one wonders how effective they will be in the absence of a strong, long range, master plan.

Another problem relates to highway improvements. They will impact the port in two ways. They will provide a vital high-speed auto route to and from the city, connecting points north, south and east. By so doing, it will help to correct one of the major shortcomings in the harbour: the time-consuming process of moving goods from the ships to major roads. The second impact is that the improvements will contribute to more congestion in downtown streets. in Viana's case, this will lead to extensive pressure to cut into the waterfront park lands to expand the major thoroughfare along the port's edge. We have seen city after city embark on similar approaches. Inevitably, the planners have, over time, regretted such moves: the auto takes primacy over pedestrians, a psychological wall is placed between downtowns and their ports and park lands are lost. Thus, one can applaud the move to create high-speed roads while one worries about the secondary impacts on downtowns and their connections to the waterfront.

Concerning the future of the fishing fleet, the city and the Port Authority have begun discussions on reinvestment and relocation. There are efforts being undertaken to move the fishing fleet to the east bank of the harbour. Here it would be more sanitary, ordered and easily linked to the proposed high-speed highway connector. There would also be opportunities to create fish processing and 'value added' activities in an integrative manner.

Although there is general agreement that the move makes sense, there are still several obstacles to overcome if it is to become a reality. Above all, there is concern whether or not there is a prosperous future for fishing of any type. If predictions are accurate, there will be a surplus of vessels and harbour facilities. Why should the city and port invest given this uncertainty? Further, the decision to invest in Viana will depend largely on the EU and the Portuguese central government: the city's role will almost be incidental. Preparing for the future of the fishing industry is a case of planning in a vacuum: the unknowns far outweigh the known.
What is most surprising is that the city's highly respected fishing school has not had an active role in assisting in the rejuvenation of the industry. To date, its faculty has focused on teaching and research in the academy. In the US, it is quite common for both land grant and sea grant universities to have an active and 'hands on' role in assisting industries to improve production. This is an opportunity that could be quite beneficial both to the city and the industry.

The future of the ENVC is also potentially problematic. Up to 1992, the company had been performing quite well and was making a profit. Unfortunately, as with the fishing industry, the availability of larger, more efficient yards makes it very difficult to plan for the future. The ENVC has embarked on a major marketing effort in order to ensure that it obtains its share of business. However, it too is working in a vacuum.

The new directives of the OECD concerning the financing of maritime industries have yet to be written. In fact, the Athens Conference of the Maritime Industries Forum (June 1993) urged that the OECD move expeditiously to enact them such that the future of shipbuilding and repair activities will become known. The same conference saw merit in giving priority to European yards (as opposed to shipyards in, for example, Japan or China). However, it argued strongly for a neutral role on the part of governments in terms of which yards received work. The members were of the opinion that market forces should dictate where ships were built or repaired. If this happens, then one can expect the yard to survive and prosper. If it does not happen, then the future of the ENVC will be open to question. It is a time of anxious waiting.

The role of history in the future of the harbour is not an area of primary attention by either the city planners or the Port Authority. While there are some positive signs, such as the restoration of the old fort, the inability of the city to handle the increased traffic problem without threatening the built environment is particularly troublesome. It is here that America can serve as a model for what not to do: American planners in the generations following World War II continued to give primacy to the automobile. The results of this approach can be seen throughout American port cities where harbours were regularly made inaccessible from downtowns with the net impact of decay and decline. It is only now, in some cases more than 40 years after the fact, that corrective measures are being undertaken in the United States. Portugal is now in the midst of the same dilemmas and appears to be making the same mistakes as the Americans. The accommodation of traffic on the promenade or the widening of streets along the harbour front, we fear, will lead to an immense loss of character.

6. An Evaluation by the Authors
This paper began with the thesis that long-range comprehensive planning, backed by clearly defined governmental coordination and a commitment for action, were fundamental to the creation of vibrant medium sized harbours. How is Viana do Castelo performing? The answer can be found below.

The question of control over the port has not been faced in Viana do Castelo. The Port Authority, as the operator, does not interact extensively with the city. Further, the Port Authority is responsible to the central government. Until this is resolved, a major roadblock to modernization will remain in place. It should be noted that Viana has not made as much progress as other similar European ports in reducing the impacts of separate jurisdictions. Newport (Wales) and Cartagena (Spain) for example, are inextricably tied to partnership efforts involving the port, town and region. Ostend's (Belgium) harbour is owned by the community and, therefore, there is no separation of governmental authorities. Lorient port (France) has joined with the town to gain help in revitalization. The point here is that there are models to follow. Unfortunately, in Viana do Castelo's case, little action to adopt one of the approaches has been taken.

The future of fishing in Viana do Castelo is an area of focus, and options are being explored. Its fleet, in a comparative sense, is relatively healthy. The question is really one of taking risks: Will fishing survive and prosper? The Viana do Castelo authorities are familiar with the recent impacts of the cod war, the fishing practices of the Asians and Northern Europeans, Iceland's decision to extend its territorial waters and the recent dispute between Canada and Spain over fishing rights in international waters off the coast of Newfoundland (Nickerson, 1995). There are uneasy feelings concerning future trade and environmental policies that will be developed by the EU. Finally, they have observed the overwhelming decline of the Ostend fishing industry, a town and port with which it has much in
common. Given these factors, one can understand the reluctance to invest. Sometimes good planning means waiting. Viana is taking such an approach. We believe it is wise.

Shipbuilding, at the moment, in Viana is quite healthy. The ENVC is profitable and has been performing reasonably well in the marketplace. It also has excess capacity. If no actions are taken by the Port Authority or the city, a first-rate operating company can still exist. However, neither the city nor the Port Authority can rest easy. As with fishing, shipbuilding policies are being developed by the EU and the marketplace is in flux. It is crucial, in such a climate, for the city to ensure that ENVC's needs are met. For this reason, a regular dialogue is necessary. Such a dialogue has led to significant planned improvements in Cartagena and Newport. Similar results could occur in Viana do Castelo.

The role of history in Viana do Castelo's planning has been underplayed. It is as if there is too much 'old stuff' in the harbour and therefore it is unimportant. With the exception of the revitalization of the city's ancient fortress, history has been virtually ignored. Nonetheless, the historical qualities of the harbour are still in place and could become the cornerstone of future planning efforts.

The taking for granted of its assets can also be noted in terms of the city green and promenade. This beautiful area, first established in the nineteenth century, is likely to be negatively influenced by the need to accommodate cars. While one can recognize the need to meet transportation needs, the fact remains that one of the city's treasures may be harmed. Ironically, while Viana do Castelo's promenade is not being fully protected, planners in Cartagena have recognized the importance of such a park on its waterfront and it has become a key element in that city's rejuvenation efforts.

The future of shipping is being carefully planned. There are adequate facilities at the port for off/on loading. There are also plans to create a modern connector road to a high-speed auto route. Yet, there is little 'value added' activity at the port and insufficient marketing of the port. It is as if the shipping part of the port is 'okay' and there is little need to be aggressive.

In terms of tourism and recreation the city is well positioned. Its beautiful setting, historic structures and parks are all first rate. The revitalized fort will provide conference facilities and there is an excellent yacht basin. Yet, once again, neither the city nor the tourism authorities appear to be aggressively interested in expanding the marketplace. It is as if the status quo is acceptable.

In sum, the Viana do Castelo record is mixed. Progress is being made in terms of shipping and shipbuilding. The future of the fishing industry and tourism are being left to market forces and the political responses of the central government: the impacts on the port's character and its cultural and historic attributes appear to be second to the immediate needs of the automobile. Above all, there are two shortcomings. The first, and most important, is that no one agency is responsible for port development in Viana do Castelo. The second is that there is no perceived sense of urgency. It is as if there are no threats to the future of the harbour, that someone will ultimately take responsibility for its future and that since there are so many open questions that are difficult to answer at this time, planning is occurring in a vacuum. It will be exciting to watch what unfolds.

Viana do Castelo is not alone in facing these issues. Given the Viana experience, there are lessons to be learned from other ports: While we recognize that every city is unique; there are a set of general actions that could be most helpful for Viana and other cities. They are explained below.

It is important that a joint planning organization involving the city, Port Authority and central government be created. Such an organization would be tasked with determining the direction of the central government and analyzing the needs of the port. Once determined, the directions and needs would be compared with the concepts prepared by the city. Via conflict resolution, the two sides would come to agreement on the future of the harbour.

It is important that all organizations prepare for the potential of a smaller port. This means that the agencies should plan for shipping operations, shipbuilding and fishing functions that still exist but that are not as large, complex or as active. It would mean selecting 'core competencies' (those activities that are performed best at Viana do Castelo) and allowing others to fade.
It is also important to develop a strong 'competitive advantage'. This theoretical construct stresses that local competition, local support services (i.e. boat repair services), local resource opportunities, local reinvestment and the involvement of local universities and technical schools can combine to create a climate of growth. In the case of Viana do Castelo, the key missing ingredient appears to be the absence of a strong, pro-active participation on the part of the fishing school. Its leadership is crucial.

The city needs to look more carefully at how it will adapt to the automobile. The lesson of America and many European nations is that if plans are too accommodating to the auto then there is a loss of character, culture and amenity. Viana do Castelo can adapt to expanding automobile use. However, it should not sacrifice its valued park lands or waterfront promenades. Nor should it allow traffic to separate the waterfront from the city proper. This connection is culturally important.

Finally, the city and the Port Authority need to have a set of options with which they feel comfortable and can respond to with relative speed. In short, a concept of flexible response is in order. When this concept is adopted in the context of a well organized, long-term, comprehensive plan then all parties gain. It is important.

MAP: Figure 1. Viana do Castelo is located in northwest Portugal along the Atlantic coast at the entrance of the Lima River.

MAP: Figure 2. Plan of the harbour at Viana do Castelo.

MAP: Figure 3. Plan view of the ancient fortress, the Castelo de Santiago da Barra.

MAP: Figure 4. Plan view of the recreational harbour and the promenade.

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By JOHN MULLIN AND ZENIA KOTVAL

John Mullin, Department of Landscape Architecture and Regional Planning, University of Massachusetts, Amherst, MA 01003, USA. Zenia Kotva], Urban and Regional Planning Program, Michigan State University, East Lansing, MI 48824-1221, USA.