

Expansion and Abandonment **The urban duality in planning metropolitan Lisbon**

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The paper addresses the expansion and abandonment of urban areas related to the presence of economic activities in metropolitan Lisbon, generated by the growth of the tertiary/quaternary sector and the process of deindustrialization, by discussing the policies and plans that have shaped them.

1. Expansion and abandonment in Lisbon's metropolitan area

The changes in the physical, economic and political context of the last twenty years have strengthened the transformations in the structure of Lisbon's metropolitan area, arising from processes of concentration of economic agglomerations specialized in the production, distribution and consumption activities. These changes are the product of the metropolitan infrastructuration and densification, resulting in a system of clusters of high concentration of economic activities related to the tertiary and quaternary sectors and, in parallel, the abandonment and restructuring of large peripheral industrial areas, with obsolescence processes, aggravated in the last decades.

The spatial production related to these activities reflects a set of economic dynamics, policy strategies and the national and external contexts, which are materialized in their morphology, location and functional specialization. However, the influence of the public policies over the territory is not direct, assuming various forms and creating conditions and opportunities that shape the urban morphology, the business investments and the behaviours of the users and inhabitants of the metropolitan area. The spatial articulation of these policies is accomplished through urban planning, determined by the public sector and with the primary objectives of predicting and regulating the urban development, by formalizing ideas and strategies that characterize a particular time context.

The following reflection about the spatial planning process is based on the interpretation of the policies as the support of the urban production and as the base for the construction and delineation of the planning instruments. Despite the difficulty of their dissociation or the identification of their localized impact, the public policies (economy, transports, technology and innovation, employment, etc.) reflect and have contributed to the shift from an economy centred on the manufacturing sector to a service economy. The industrial production model of concentration in large areas with high territorial presence was gradually altered to a *post-Fordist* model, characterized by the segmentation of the production cycle and its consequent relocation to distant places, inducing the growth of processing and distribution activities. The change from a local to a global economy resulted both in a cause as well as a product of the creation of a network of relationships, supported by the improvement of the transport of goods and passengers and the telecommunication innovations which allowed the contact over long physical distances.

Keeping pace with contemporary European cities and regions, Lisbon has suffered dynamics of rapid urban expansion and increasing functional complexity (George and Morgado, 2007). On one hand, after the 90s the pressure to adapt to the new economic and social demands of the emergent knowledge society, along with the setup of the mobility network, the motorization of the population and the changes in the way of inhabiting the city, resulted in a

distended urban system with axes of great concentration of economic activities related to the tertiary and quaternary sector connected to the transport infrastructure. On the other hand, the global changes in the industrial production processes and the restructuring of the economic system had consequences in the obsolescence of the vast peripheral industrial complexes, originating a wasteland landscape. Recently, the present economic and financial crisis has aggravated this trend, with the punctual abandonment of medium and small enterprises integrated in industrial and logistic clusters.

In this scenario, the main question addressed by the paper is the role of the public policies and planning in the creation of the segregated, marginal, expectant or abandoned (built and open) areas in the metropolitan dynamics, and how they may contribute to reduce these spatial discontinuities. The methodology is based on a theoretical approach in parallel with an empirical contact with the territorial reality, by resorting to fieldwork, cartographic and documental analysis of the public policies and planning instruments that respond to the dynamics of expansion and abandonment of specialized urban areas in Lisbon's metropolitan area, during the last twenty years.



Figures 1 and 2: Science and Technology Park *Tagus Park*, Oeiras. *Lisnave's* former shipyard, Almada. Own elaboration, 2012.

2. *Europeization* and the national public policies

The recent institutional and social changes led to profound transformations in the functioning of the national metropolitan areas, with consequences in the land use, functions, structure and morphology, as well as in its governance. The growth of the real estate and its importance in the process of accumulation of capital in the cities resulted from the increase of the functional relation between the economic development, the control and regulation of urban uses (Portas et al., 2011).

The presence of economic activities is an important aspect for the competitiveness between municipalities, for its ability to create jobs and to attract population, complementary activities and infrastructure investment at the local level. Therefore, the presence of these activities is intended, but they often have incompatibilities with existing programs, such as agriculture or housing. This situation originates specialization and clustering in peripheral areas, with defined perimeters, for which infrastructure improvements are developed (often realized as counterparts negotiated between the public and private spheres). Moreover, the restructuring of the economic fabric due to the emergence of the knowledge society has introduced a new territorial issue, stressing the inadequacy of the existing industrial structures to the new challenges. Comparatively, despite the reduced area that the activities related to the quaternary sector occupy in relation to the heavy industry complexes, they have a greater capacity to generate wealth. In this sense, their location is in the centre of the competitiveness discussion, as happened in the past with the industries.

In the last four decades there was a political restructuring of Portugal, accompanied by economic and urban changes initiated with the opening to foreign markets by the integration of the EFTA, in the 60's (Lopes, 1996). Joining the European Union (EU) in 1986, preceded by a period of adjustment and consolidation of the democracy after the 1974 revolution, was the turning point for the process of public policy and planning restructuring. The access to EU structural and cohesion funds enabled the financing of strategic sectors, with a great

impact in the regional and sectorial development, as well as in the organics of the national planning activities. Thus, the approach to the planning of metropolitan Lisbon can't be limited to the national policies, since it was influenced by global interconnections and the EU integration and cohesion policies (Knieling and Othengrafen, 2009).

The strong centralization that marked the history of the Portuguese political system, until the establishment of democracy, led to limitations in the capacity of planning at regional and local levels. The inversion occurred after the European integration, stimulated by internal and external motivations – however, the process started before the revolution, since the demographic pressure on metropolitan areas and the need to provide infrastructures (energy, sanitation, mobility and telecommunications) demanded for a more complex urban planning activity. Subsequently, the decentralization of the political and administrative system, with the allocation of new powers to local authorities and the emergence of new territorial dynamics, as well as the involvement of Portugal in a growing number of European programs and actions in order to stimulate modernization and territorial development, contributed to greater openness to external influences and to the transformation of the centralized state (ESPON, 2006).

By joining the EU, Portugal integrated a group of countries and a strategic vision for common development, which policies have influenced the economy, politics and administration of the country. Although urban and regional planning isn't part of the EU's competences, common procedures and policies with spatial impact are translated locally through sectorial policies and legislation agreed between the member-states, and subsequently implemented in the national systems. Thus, the macro-economic, regional cohesion, environment, agriculture and transport policies, related to the financing, to spatial strategies and to transnational cooperation contribute to an homogenization of national systems (Dühr et al., 2010), allowing for the reshaping of the planning system, with direct impact over the metropolitan spatial dynamics, as may be observed in Lisbon.

The strong influence of the European policies in the transformation of the national territory had greater consequences on the metropolitan areas of Lisbon and Porto (Dühr et al., 2010), as prime locations for the concentration of economic agglomerations, wealth generation and as nodal points of international networks. The most present territorial impact of EU's sectorial policies was materialized in the infrastructure network, with the goal of supporting the macro-economic dynamics and allowing for the economy to open to international markets. In parallel, the shifts in the activities and employment structures and the change in the role of the state as market regulator and provider of services catalysed the attraction of multinational companies which assumed a strong presence in metropolitan Lisbon.

On the other hand, with the intention of reducing regional disparities in order to support the single market and the movement of people and goods, the common transport and European cohesion policies presented as objectives the creation of a trans-european transport network, encouraging sustainable mobility, as well as the construction of telecommunications and energy infrastructures within the EU. At national level, assisted by the Community Support Frameworks¹, the transport policy has stimulated the road circulation, through the construction of a network of highways articulating different parts of the country and establishing international connections. The setup of this network had a strong impact on the development of Lisbon's metropolitan area, by creating high connectivity areas in the periphery of the urban centres, with a strong attraction of activities related to processing, storage and distribution of goods (supported by the growth of trucking). The multinational companies that settled after the EU integration organize the production in different phases that are geographically separated, resorting to the mobility network for the movement of goods. This change resulted in the obsolescence of the vast heavy mass production industry complexes, built until the 70s, and the emergence of new industrial and logistics structures in locations of high connectivity areas.

The impact of supranational integration policies, or the *europeanization*² process didn't occur solely through the EU funds, but also by the operational changes in the urban planning

process (Ferrão and Mourato, 2011). The consequences were fast, and the 90s were very active with regard to the production and approval of masterplans, supported by the new legislation³ for municipal planning (*Planos Municipais de Ordenamento do Território*) and driven by the access to funding. At the same time, the influence over the administrative processes through the introduction of a strategic dimension in the plans, as well as through the restrictions over the involvement of the public authorities, contributed to constrain the state's role in urban development, to stimulate the private sector's intervention and the increase of partnerships. The consecutive funds and the European programs specific for supporting urban regeneration (URBAN URBANACT, URBAN II and URBANACT II) contributed to stimulate the development of national urban policies integrating community guidelines, concerning territorial competitiveness, environmental awareness, sustainable development, urban regeneration and social cohesion.

With regard to the direct influence on the processes of urban expansion and abandonment related to economic activities, the EU policies were decisive, with a direct influence over the territory by the programming and application of funds. The first Community Support Framework (1989-1993) represented a major boost for the economy and for reduction of disparities in relation to the European average, concentrating several public initiatives through the creation of economic infrastructures, supporting productive investment, human resources development, improving competitiveness and industrial adaptation. There were large investments in equipment, sanitation infrastructure, energy and in the construction of the highway network, as well as programs to support the industry, of great relevance to metropolitan Lisbon – RENAVAL program (conversion of shipyard areas) that focused on the area of *Lisnave*, in Setúbal peninsula and the PEDIP program (industry development) which contributed to the effort of modernization of industrial structures, stimulated the economies of scale, as well as the introduction of interface structures between universities and companies such as the Science and Technology Park *Tagus Park*, in Oeiras.

The following Community Support Frameworks (1994-1999 and 2000-2006) benefited from the introduction of the cohesion fund, in 1994, with a high incidence over the environment and transports, with direct effects on the consolidation of the articulated highway network in the metropolitan area of Lisbon. The urban areas and their regeneration was also subject of specific programs, that have continued during the National Strategic Reference Framework-QREN (2007-2013), leading to the city policy-POLIS XXI, integrated in the operational agenda for territorial development.

2.1 Urban planning system in Portugal

The introduction of the Law on policies of Spatial planning and urbanism⁴ (*Lei de Bases da Política de Ordenamento do Território e Urbanismo*) in 1998, determined the policy framework for spatial and urban planning, as well as its territorial management instruments, articulating the various scales (national, regional and municipal):

- Territorial development instruments – National Program of Spatial Planning Policy (*Programa Nacional da Política de Ordenamento do Território*), Regional Plan (*Plano Regional de Ordenamento do Território*) and Intermunicipal Plan (*Plano Intermunicipal de Ordenamento do Território*);
- Territorial planning instruments – Municipal Plans (*Planos Municipais de Ordenamento do Território*): Municipal Masterplan (*Plano Director Municipal*), Urban Development Plan (*Plano de Urbanização*) and Detailed Local Plan (*Plano de Pormenor*);
- Sectorial policy instruments – plans with territorial incidence, from the responsibility of the various sectors of the Central Administration;
- Special nature instruments – Special Plans (*Planos Especiais de Ordenamento do Território*).

The delineation of this multi-level system and of the legal instruments of urban and regional planning began after 1974, through successive attempts to respond to the rapid and disorderly urban growth. However, despite the articulated and hierarchical definition of the

current territorial management instruments, their implementation fell short of its potential. As their definition was not simultaneous, extending over more than two decades, there were systematic delays in the programs' implementation that prevented the integration of a strategic dimension and the correlation between the different scales. From this situation arose numerous territorial fractures and the lack of dialogue in the metropolitan articulation of Lisbon, present among the first generation of Municipal Masterplans (PDM) produced in the 90s, the Regional Plan (PROTAML) from 2002 and still in force, and the National Program of Spatial Planning Policy (PNPOT), from 2007.

The spatial planning policies, expressed in PNPOT⁵, define the great options of relevance for the organization of the national territory, establishing the framework for the planning and management instruments. Additionally, it constitutes an instrument for cooperation with remaining state-members for the organization of the EU territory⁶. The integration of the EU options and visions in Portugal's territorial organization is present in the *European Spatial Development Perspective (ESDP)* with the explicit integration of the guidelines of the *Lisbon Agenda* (set in 2000). The objectives of strengthening territorial competitiveness, promotion of polycentric development and territorial cohesion are part of the strategic dimension that supports the increasing territorial specialization and the functional concentration of economic activities. The policies define the reinforcement of the infrastructure systems in order to support national and international connectivity (objectives 2.2 and 3.2) and the strengthening of cities as engines for development, investing in the knowledge economy and attracting foreign investment (objectives 2.3 and 2.4).

Along with the nationwide production of municipal legislation in the 90s, Lisbon's metropolitan area⁷ was officially established in 1991, and its PROTAML⁸ from 2002, defined as a strategic territorial development instrument. One of its goals is the definition of actions concerning land use, occupation and transformation of the territory, with a pivotal position between the national and municipal planning. However, regardless of the municipal efforts, the metropolitan area was formed by a fragmented set of uncoordinated masterplans, carried out without the prior presence of a supra-municipal metropolitan plan, as the PROTAML was simultaneously in preparation. The consequences were present in the first generation of PDM, in which the municipalities defined individual strategies for their economic development, promoting industrial and technology parks with locations related to the connectivity improvement provided by the implementation of the National Road Plan⁹ (Pinho et al. 2010). This fragmented approach to the territory reflected an individualistic planning by the municipalities that resulted in a centre-periphery dichotomy within their boundaries, giving rise to the definition of several peripheral areas for potential industrial and logistics occupation. This way, the identification of these *opportunity areas* generated their development, through the classification of land use for economic activities or the creation of strategic development programs.

Despite the direct influence of environmental, agricultural and transport policies on urban planning, which are formalized in the strategic instruments (PNPOT and PROT) that support the municipal planning, the European policies are diluted in the planning instruments through visions, in the adoption of concepts or in the implementation of programs (e.g. URBAN, PEDIP or URBANACT). On the other hand, although regional planning introduced supra-municipal coordination, the spatial planning activity is still based almost exclusively on PDM and Special Planning (related to protected areas, public water reservoirs, shorelines, estuaries and archaeological parks). The PDM defines zoning, functions, buildable indexes and generic regulation, while the Special Plans result from analyses and sectorial objectives that do not establish the dialogue between municipalities nor relate to their individual strategies (Portas et al., 2011). The lack of definition of national urban policies, until 2007, created a gap that allowed for the urban development to be structured by sectorial plans of infrastructure, private investments and municipal interests (Pinho et al., 2010).

The result of these past incoherencies is present in today's metropolitan reality, which relies on the spatial planning developed independently by each municipality, which was defined after the construction or from changes to the PDM, without an integrated vision for the

territory. This scenario presents difficulties for the identification of how plans, policies and built projects really changed and refocused the process and urban dynamics, raising a doubt about the effectiveness of the plans in response to the fragmentation of the urban space, their heterogeneity and excessive functional separation. The time difference between the polarization of growth and the production and approval of plans, suggests the need, on the one hand, for a normative regulation adjusted to the formal and spatial reality (Domingues, 2006), and secondly, the possibility of defining multi-scalar planning with varying degrees of formal definition, development rhythms and programmatic flexibility in order to deal with the uncertainty and the time factor.

3. Competitiveness as an engine for urban expansion and abandonment

Lisbon is the most dynamic region of the country, concentrating the highest population density and business turnover. Thus, this is territory where the greatest spatial transformations resulting from economic dynamics take place, and simultaneously this region gathers a large number of plans of different natures and scales – the metropolitan area of Lisbon comprises 18 municipalities that develop a set of plans for municipal planning, articulated with the regional spatial planning, special plans and the national policies.

The regional strategy *Lisboa 2020* (CCDRLVT, 2007) was developed for the implementation of EU funds between 2007 and 2013, in accordance with the objectives of the *Lisbon agenda*. The priority areas of development were science, technology and innovation, the environment and human resources development. In order to reduce the effects of the peripheral geographical location in relation to Europe, the strategic plan for the region promotes internal and international competitiveness, through the presence of industries organized around economies of scale and activities related to research and development. Thus, the strategy specifically addresses the issues of urban expansion and abandonment, by supporting the creation of specialized areas for interface between research and industry (Operational Program 1) and the revitalization of abandoned industrial structures and harbour areas on the north and south riverfront (Operational Program 3). In both cases, the integration in the transnational mobility network plays a role of great importance with regard to the competitiveness and attraction of new businesses and urban regeneration.

The territorial model of PROTAML, present in the revision of 2010¹⁰ (CCDRLVT, 2010), embodies all of these strategic options, resulting in a broad and articulated vision for the metropolitan area. It provides the principles for the integration of urban areas with high concentration of economic activities, represented in the *model of urban and economic systems*. These areas are interpreted as a network, through the enhancement of the functional polyvalence of the existing structuring agglomerations, creation of complementary areas supported by the projected mobility infrastructures and the regeneration of the large industrial areas. One of its main objectives is related to the adoption of a new territorial development model, which implements the principles of the compact city and polynucleation, where Lisbon is understood as a metropolis of two banks around the Tagus Estuary (CCDRLVT, 2010).

The competitiveness is presented as a set of objectives across the various planning documents at municipal and regional levels as well as in the national policy program, with the goal to create centres related to the quaternary sector, with the focus on knowledge production. Regionally, this vision aims at attracting private investment, the promotion of business parks, the establishment of new enterprises and the consolidation of the link between research and production. However, the issue of competitiveness is also part of the local agenda, leading to the competition between municipal entities in order to create conditions for the attraction of business. The result is the contradiction of the networking goal and the logics of territorial balance, with isolated actions and urban areas segregated from the surroundings.

In this context, parallel to other European metropolitan areas, new business parks have emerged in Lisbon's peripheral areas, supported by the blurring of traveling times and the high degree of connectivity (Graham and Marvin, 2001). Hence, the combination between the mobility network, the proximity to the centre and the existence of unoccupied spaces acted as a catalyst for the emergence of these new structures in strategic locations, with functions related with logistics, high technology industry, R&D, trade and leisure. These areas differ from the old heavy industry complexes with *fordist* production methods, by presenting different logics in terms of dimensions and of the relation with the infrastructure and the centre. Thus, after the 90s, this duality became clear, with the adoption of competitiveness policies with greater visibility in the urban expansion and the creation of new structures directed to the quaternary sector, while the old industrial complexes became obsolete and abandoned despite the efforts of the industrial update programs.

These dynamics are present in the expansion movement along the axis between Lisbon and Cascais, with the highest concentration of business parks, in contrast to the south bank of Tagus, where were located the large industrial complexes in Lisbon, currently abandoned or expectant. Paradoxically, this emergent new areas don't have a territorial presence comparable to the vast areas occupied by the industry in 70s or the logistic clusters in the 90s, but they assume a great economic importance, responsible for the centralization of financial and corporate sector, which makes this area the metropolitan economic centre¹¹.

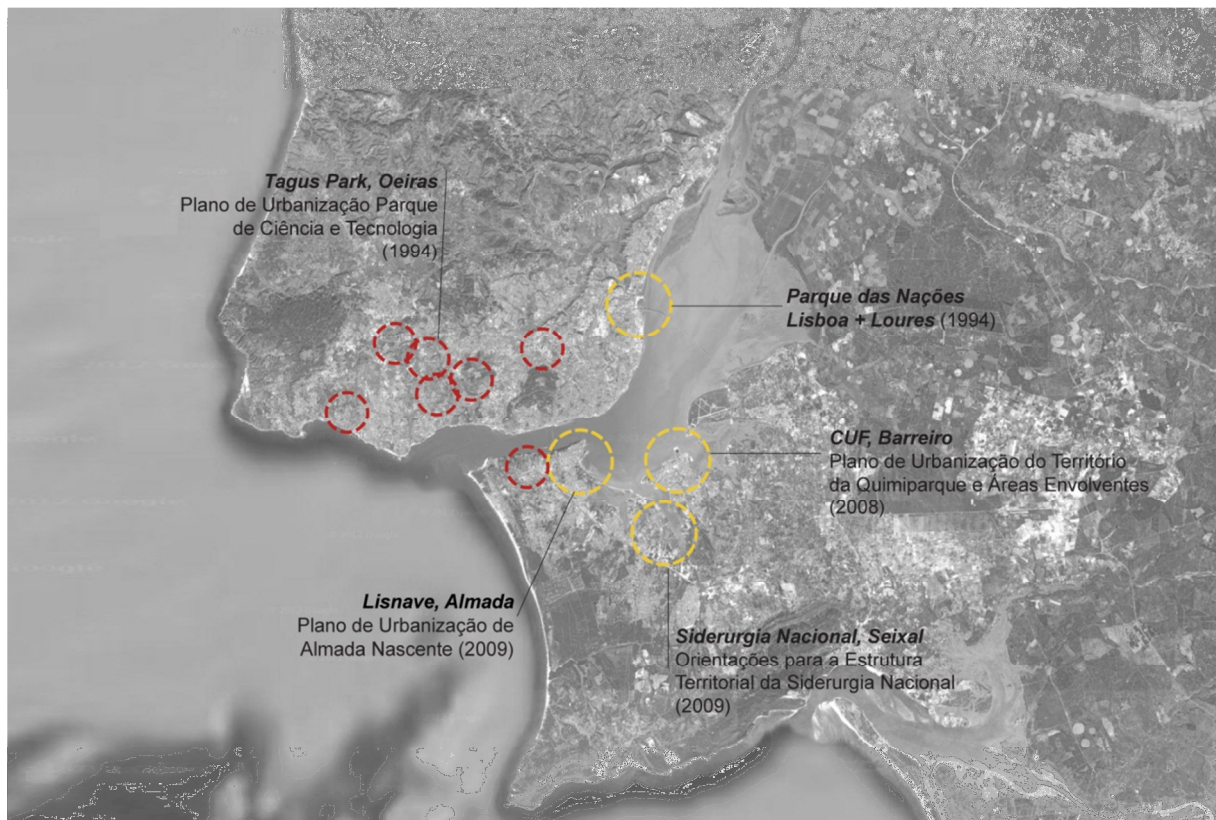


Figure 3: Identification of the Urban Development Plans and Detailed Plans that respond to the expansion and abandonment dynamics in Lisbon's metropolitan area. Own elaboration over images taken from *Googlemaps*, 2013.

3.1 Expansion and creation of new business areas

The process of urban expansion and the establishment of business parks along the Lisbon-Cascais axis began simultaneously with the production and approval of the Municipal Masterplans of the municipalities that form this axis (approved between 1994 and 1997). The business parks that have installed in this area during the 90s were oblivious to the criteria of zoning and the land uses that were later defined – the general criteria for their location logics

was related to the land availability and value, connectivity to the mobility network and synergies with complementary activities. Thus, the masterplans defined later the adjacent growth and intensification of the existing areas, contributing to the consolidation of the defined economic agglomerations, without specifically addressing the issue of urban expansion.

On the other hand, the municipal strategies for attracting the quaternary sector acquired an important presence in the municipal development plans, as exemplified by the PDM Oeiras. This plan expressed the intention of intensifying knowledge intensive activities by stimulating the creation of business parks and investment in technological industries. The strategic programs determined a set of territorial interventions that contributed to the achievement of the economic development model, with the inclusion of business parks (which concentrate offices, corporate headquarters and high technology industry).

The process of the establishment of the Science and Technology *Tagus Park*, in Oeiras, is an example of the materialization of competitiveness, economic, and innovation policies that resulted from the integration of European guidelines into national policies. In its origin was an Urban Development Plan¹², with an area of around 360 hectares in the municipality of Oeiras, the result of the conjugation of a local and a national strategy. In order to face the modernization and the need for technological innovation, the strategy aimed at increasing the international economic competitiveness, linking teaching to research and development. This was the first Science and Technology Park in Portugal, fruit of the *Economic Development of Portuguese Industry Program (PEDIP)*, integrated the First Community Support Framework (1989-1993), which outlined the steps towards the creation of this type structures at national level, proposing also a similar one for the metropolitan area of Oporto. In this sense, the park was established as an instrument of innovation policy and the formalization of a governmental will, integrated in a European competitiveness discourse, in order to respond to international competition, by promoting the interaction between companies, R&D institutions and universities, developing business, innovation and education.

The park opened in 1995 with the central buildings, but the process had begun in 1992, with the setup of a company (*Tagusparque – Sociedade de Promoção e Desenvolvimento do Parque de Ciência e Tecnologia da Área de Lisboa, S.A.*) responsible for its implementation and management. The project resulted from a public-private operation of municipal and national involvement, in which the public sector assumed a central importance in the start-up phase by attracting structural EU funds. On the other hand, the Oeiras Municipality has played an equally important role through the establishment of the *Integrated Plan for the Science and Technology Park*, part of PDM Oeiras. In this plan were outlined the basis for the construction of the *Tagus Park* and its surroundings, divided into five areas, conjugating residential and leisure uses to the science and technology activities, which occupied 200 hectares corresponding to 58% of the total area (Câmara Municipal de Oeiras, 1996).

The impact of this project relies on the setup of an interface structure between education and business, with the aim of upgrading industrial structures and the investment in research and development. This was the turning point for the transition to the knowledge economy, which would become one of the strategic objectives later defined in the PNPT policies in 2007. The Strategic Program for the *Tagus Park* promoted the logic of expansion and relocation of R&D activities, by their dissemination in the metropolitan area, as had happened before with the process of relocation of industrial activities.

However, the Urban Development Plan didn't promote the integration of Tagus Park in the surrounding urban fabrics. The special use buildings (Business Park, golf course, shopping areas) form an isolated cluster, segregated from the surroundings, with different language, morphology and character that don't relate to the existing urban fabrics.

3.2 Abandonment and transformation of old industrial areas

The heavy industry relocation to strategic areas in the metropolitan context, started in the 40s, led to the establishment of an industrial fabric located in direct contact with the mobility infrastructures. The large industrial complexes settled in the periphery of Lisbon along the railways and in the proximity of the harbour of Sado and Tagus. In this way, the current deindustrialized areas occupy prime locations at the riverfront and in the surroundings of urban centres that grew based on the employment provided by the former structures. These spaces constitute an opportunity in environment terms, for the decontamination of industrial soils, as well as in symbolic terms, in the contact with the river and in economic terms, with the urbanization these vacant areas.

In parallel to the loss of importance of the heavy industry and its inability to adapt to new technologies, there was a general awakening to environmental and urban quality, expressed in public policies. This vision supported, the increasing importance of the tertiary and quaternary sectors, as well as the emergence of a widespread awareness about biophysical and environmental aspects. The regeneration project of Parque das Nações, in the former industrial area of Lisbon, in 1998, was a model for the process of industrial activity removal and the consequent reconversion of the industrial area.

This project represented a radical intervention in an area of great potential, which importance lies not only in the created spaces as well as in the opportunity of regeneration of obsolete areas. The Expo'98 international event was the engine for this redevelopment in the eastern part of Lisbon, with a strategy based on new infrastructure, programmatic mixture and the articulation between the city and the old harbour, resorting to an Urban Development Plan and to six Detailed Local Plans. The example of the Parque das Nações started the debate on urban regeneration and metropolitan integration of former peripheral industrial areas.

The identification of this other type of *opportunity spaces* is present in the regional strategies, (expressed in PROTAML) and in the municipal masterplans, leading to the discussion and reflection about the obsolete industrial areas on the left bank of the Tagus. In order to deal with this issue, a management company *ARS (Arco Ribeirinho Sul)* was created and, in partnership with the municipalities, presented a set of actions for the regeneration and urban revitalization of these areas – Almada (where *Lisnave's* shipyard was located), Barreiro (where *CUF* was located) and Seixal (where *Siderurgia Nacional* was located). The main objective of this action was the recentralizing of the metropolitan area, promoting a social, economic and environmental balance between the two banks of the Tagus. However, reflecting the current financial and economic crisis, the implementation of these projects was stopped indefinitely, as well the projects of transport infrastructure planned for the region.

The Urban Development Plan *Almada Nascente*¹³, approved in 2009, was developed for an area that occupies about 115 ha at the city's riverfront and extends from Cacilhas to Arsenal do Alfeite, including the area of the former *Lisnave's* shipyards. After the activity of the shipyard was stopped, in 2000, an urban regeneration project that promoted the contact between the city and the river was developed, through an international competition that selected the design team (Consortium *ATKINS, Santa-Rita Arq^os, Richard Rogers Partnership*). The plan proposes a close relationship with the riverfront, through the construction of a marina and cruise terminal, eco-park, occupation by diversified functions and cultural facilities while maintaining the industrial memory that characterizes the local identity.

After a large number of initiatives that have emerged from the identification of the declining activities of *Quimiparque* (former premises of *CUF*), a preliminary proposal of the Urban Development Plan *of the territory of Quimiparque and surrounding areas* was presented in 2008. The plan is the result from the consensus between the owners and the Municipality of Barreiro over the need for a planning instrument to guide the change of land use, the soil decontamination and accounting for the project the third Tagus bridge, in anticipation. The regeneration of this brownfield plays an equally critical role for the metropolitan development, present in PROTAML as an area capable of generating new economic dynamics and

improvement of environmental quality for the region, implementing the strategic vision which classifies Lisbon as a city-region and development centre of the country.

For the area of the former national siderurgy, a document designated *Guidelines for the Territorial Structure of Siderurgia Nacional* was produced, integrated in the revision of PDM Seixal. This document constitutes the first step for the preparation of the Base Program that sets the guidelines for the conversion process of this area, with 535 ha and a significant environmental liability that arises from the steel production. This vision aims at the urban and environment articulation, through soil decontamination, creation of a new port terminal and recreational facilities. The industrial activities currently operating in the Industrial Park of Seixal, after the siderurgy ceased its activity, are integrated in the plan, as well as a new multifunctional area in the north and a business area in the south, connected by green corridors in order to integrate the urban centre, the productive areas and the riverfront.

4. Planning for Uncertain Times?

Despite the efforts of coordination between the national and metropolitan planning with the local planning, the implementation of public policies at the municipal scale related to the urban expansion and abandonment still lacks a supra-municipal articulation and more specific planning tools.

The ability to generate wealth and the business attraction promoted a sectorial approach to the territory regarding the classification of land use and functions. The production of municipal masterplans, held at the municipal scale, creates introspective and fragmentary logics for the metropolitan area. The specialized areas relate directly to the economic dynamics and transport, which projects are developed regionally or nationally, ignoring the municipal limits, and in this sense, the plan for these specialized areas should follow the same logics and relate to a broader area overstepping the municipal borders. This means that the articulation and strategy for the spaces for economic activities, in regards to the logics for urban expansion or revitalization and reuse of abandoned obsolete spaces, should be conceived based on the coordination between the local scale and the metropolitan territory, as the coherent space for the competitiveness discourse and for establishing regional networks.

A response to nowadays' uncertain times requires an approach to the territory which combines these different scales, creating concrete bridges between national, metropolitan and municipal authorities, in order to find new connections through an operational project (Meijmans, 2010), joining the demands of planning with the project concerns, with the convergence of the different parties in order to give rise to changes in the global system (Weller, 2006).

This way, the role of the planning would undergo the creation of an articulated global structure with the comprehensive integration of abandoned spaces, emerging specialized areas and the spaces with ecological potential. By redirecting the need for expansion to the reuse of abandoned areas, the investments could focus on the redevelopment of the brownfields by promoting functional mixture and exploring their potential symbolic relation to the Tagus estuary.

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¹ Since the EU integration, the community support to Portugal was divided into five phases: between 1986 and 1988 (Previous Regulation), between 1989 and 1993 (First Community Support Framework - IQCA) between 1994 and 1999 (Second Community Support Framework - IIQCA), between 2000 and 2006 (Third Community Support Framework - IIIQCA) and between 2007 and 2013 (National Strategic Reference Framework - QREN).

² *Europeanization* is understood as a process of construction, diffusion and institutionalization of formal and informal rules, procedures, policies, styles, shared beliefs and norms which are first defined and consolidated in the policy making of the UE and then incorporated in the domestic logics and discourse, identity, political structures and public policies of the member state. *Europeanization* is structured from policies, resources and transnational cooperation. In WATERHOUT B, MOURATO JM and BÖHME K. (2009) The Impact of Europeanisation on Planning Cultures. In: KNIELING J and OTHENGRAFEN Fe (eds) *Planning cultures in Europe: decoding cultural phenomena in urban and regional planning*. England: Ashgate Publishing Limited, 240-254.

³ The Municipal Masterplan (*Plano Director Municipal*), Urban Development Plan (*Plano de Urbanização*) and Detailed Local Plan (*Plano de Pormenor*) were introduced in the 80s, with the Decree-Law no. 208/82 of May 26th, with the subsequent amendment of 1990 that removed the link

between the implementation of the plan and the municipal budget, through Decree-Law no. 60/90 of March 2nd.

⁴ Law no. 48/98 of August 11th, amended by Law no. 54/2007, of August 31st.

⁵ Law no. 58/2007, of September 4th.

⁶ As present in no.26 of the Legal Framework for Territorial Management Instruments (*Regime Jurídico dos Instrumentos de Gestão Territorial*), defined in Decree-Law no.380/99 (with modifications introduced by Decree-Law no.310/2003, no.316/2007 and no.46/2009).

⁷ Law no.44/1991, of May 13th.

⁸ Resolution of the Ministers' Council no. 68/2002, of April 8th.

⁹ Decree-Law no. 222/98, amended by Law no. 98/99, of July 26th, Amendment Notice no. 19-D/98 and Decree-Law no. 182/2003, of August 16th.

¹⁰ The revision of PROTAML of 2010 was suspended due to the infeasibility of implementation of some infrastructures as the result from the current economic and financial crisis.

¹¹ According to *Indicadores de empresas por município em 2009*, in CARVALHO Ac. (2010) Anuário Estatístico da Região Lisboa 2010. Lisboa: INE. P.169.

¹² Integrated Plan of the Science and Technology Park (*Plano Integrado da Área do Parque de Ciência e Tecnologia*), diploma published in *Diário da República Série II*, in 16/01/96, nº13, 708- (67). 1996.

¹³ Notice 1098/2009, of November 10th.