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The Port of Lisbon has been at the forefront of Portugal's progress for over eight centuries, and in that role it has helped define the country's presence on the international stage.

In fact, the Port of Lisbon, surrounding the Tagus Estuary – Europe's largest – is not just central to Portugal's historic identity. It is also one of the principal factors behind the socio-economic sustainability of a nationally important hinterland and, more recently, one of the main reasons why the Lisbon Metropolitan Area is of such central importance today. For all of these reasons, and because we believe that the future is already upon us, the port authority has set about producing a new strategic plan for the Port of Lisbon, and not merely for the Lisbon Port Authority. The plan will need to set forth the strategy and objectives that will enable us to consolidate our port's competitive advantages, as far as possible hand in hand with the various stakeholders. It has to take account of the port's multiple role, ensure its sustainable integration into the surrounding urban areas, and affirm its role as a crucial link in the Portuguese, Iberian and international logistics chain.

We are part of a globalized world, and in that world port hubs have to take huge steps to ensure that they are spatially well-planned, well-organized, that their administration and operations are modernized, and above all that they can play a major role in domestic and international logistics chains. In ports that are under great urban pressure, such as Lisbon, there must be a strong link to mainland logistics hubs, and at the same time new forms of access have to be created and developed with minimal effects on towns and cities.

That is another reason for this strategic plan. With a multi-purpose port as its starting point, it lays out the aims and key steps needed to bring about change and integration, via innovative approaches to access and logistical systems. It also seeks to establish a new paradigm for the relationship between the port and city, as well as setting out a sustainable development model for the Port of Lisbon.

This ambitious aim will require perseverance and a high degree of professionalism. I feel certain that Lisbon Port Authority's employees will step up to the mark as proud representatives of an institution that celebrated its 100th birthday in 2007.

The Port of Lisbon in general, and Lisbon Port Authority in particular, now have a new management instrument to serve both the present and future, which embodies a vision and mission that are ambitious but realistic.

Finally, I should like to offer my sincere gratitude to all of the consortium team who assisted us, to Prof. Jorge Gaspar and other outstanding personalities in this field, namely Natércia Cabral, who at that time was Chairperson of the Higher Council for Public Works, and João de Carvalho, Chairperson of the Lisbon Port Community, together with our in-house team, for all of their efforts, enthusiasm, and above all for their skills, the information they provided, and for what they taught us.

Manuel Frasquilho
Chairperson of the Board of Directors
A NEW HISTORICAL CONTEXT

Portuguese ports, particularly the Port of Lisbon, faced a new geo-strategic situation in which they had to deal with competition from dynamic, flexible road transport, aided by the recent expansion of the motorway network linking Portugal to the rest of Europe.
Following the political, economic and social changes that occurred after the Portuguese Revolution in 1974, including decolonization and membership of the European Community in 1986, there was a sea change in Portugal’s place in the world. The immediate manifestation of this was the change in its foreign trade links, which saw a fall in trade with Africa – and to a lesser extent across the Atlantic – and a rapid rise in trade with Europe, especially Spain. That change had clear repercussions for the modes of transport involved in Portugal’s international trade, with rapid growth in road transport, while the historical predominance of transport by sea diminished. Thus, Portuguese ports, particularly the Port of Lisbon, faced a new geo-strategic situation in which they had to deal with competition from dynamic, flexible road transport, aided by the recent expansion of the motorway network linking Portugal to the rest of Europe. They also had to deal with the strategies of major shipping operators, who determine the geometry of the world’s sea transport networks and hubs. In recent years, particularly since the 2000-2006 National Economic and Social Development Plan, backed by a document entitled The Ocean: a National Target for the 21st Century, produced by the Strategic Commission for the Oceans (2004), and which has now been transformed into the National Programme for Land Planning Policy, a choice has been made to view the sea not just as the strategic axis for Portugal’s development, but also as its “brand image” in the world. As such, there has clearly been an urgent need to rethink the role played by Portuguese ports in establishing links with Europe, and links between Europe and the rest of the world. Above all, Portuguese ports will have to be lead players in the Iberian Peninsula’s port network. To reposition the Port of Lisbon within Iberia and Europe one has to understand the development role played by territories – their dynamics, potential and limitations – especially for a peripheral country in such a “continentalized” area as the European Union.
The “New Port of Lisbon” faces the challenge of bringing the Lisbon region up to the highest level of the Iberian logistics system. This will be achieved via a new management model and the adoption of port-operating processes based on advanced technologies, alongside plans for the new Lisbon Airport and the high-speed train.
Lisbon Metropolitan Area is the center of a region extending from the Tagus Valley to Abrantes and Castelo Branco; north of the river as far as Caldas da Rainha and Leiria; and on the south side it includes the Tróia and Melides tourism area and the Montemor-o-Novo/Évora axis. This region has over three million inhabitants, and in coming decades it will have to accommodate more people, more companies and more tourism, as Lisbon consolidates its place as one of the metropolitan regions of the Iberian and European metropolitan networks. Thus, the New Port of Lisbon must keep up with and respond to the development needs and demands of the emerging metropolitan region, while also strengthening its identity and competitive capacity within the Portuguese, Iberian and European port systems.

To that end, the Port of Lisbon will have to keep pace with:

- the dynamics of the metropolitan region as Portugal’s main consumer region and one of the largest in the Iberian Peninsula, by providing a high-quality, efficient service at competitive prices;

- the dynamics of the productive system, boosting its competitive capacity and ability to access international markets;

- the emergence of new logistics fields, which must be seen as an opportunity to enhance the region’s economy, and with which the port must work in order to improve the efficiency of the regional and national transport and goods-processing system;

- the expansion and diversification of tourism and leisure in the region, the metropolitan area and the city of Lisbon, which are highly important not just for the region’s economy and its image abroad, but also for modernizing and improving people’s lives;

- the improvement in urban environmental quality, particularly via better environmental performance by the goods transport system, together with improvements to port areas.
A NEW PARADIGM FOR LINKS BETWEEN THE CITY AND PORT

The change in Portugal’s trade links with other countries, developments in port operating processes and technologies, the development of logistics, the need to rationalize and modernize the fields involved in port operations, and a growing social need to re-establish contact between urban life and the river have resulted in a new relationship being developed between the port and the city.

Unlike the compact and extensive model adopted by most large ports, the Port of Lisbon will have to be organized on multi-centered lines, with the estuary serving as the link between the shores.

The Tagus Estuary is ideal for port use because it provides shelter, sufficient depth for the movement and berthing of deep-draught ships, direct access to the sea, and because of the sheer scale of the navigable waters. The city of Lisbon and surrounding region are historically interwoven with those factors, and that fact must be at the heart of any plans to develop the estuary. Such a combination of features, which make the estuary a rare and valuable resource, means that it has to be viewed as an asset for the whole of Portugal.

Yet the Tagus Estuary also has outstanding potential to enhance urban life. As such, it has a competitive edge over other European cities when it comes to comparing quality of life as those cities vie for markets.

That is why the strategic plan embraces water sports. It proposes a network of infrastructure and facilities aimed at blue-water yachting, coastal sailing and sailing on the estuary and river. At the same time, it proposes the development of new zones providing people with greater access to the river, either in the form of city riversides, or natural parts of the estuary.
Current activities on the Tagus Estuary

The Tagus Estuary is outstanding both as a port and for urban life, and in addition it enjoys excellent environmental and cultural features being, as it is, a vital area for biodiversity. This must be borne in mind when building a new relationship between the port and the region.

A combination of an efficient and competitive port and a high-quality region from the urban and environmental viewpoints forms the basis of a new paradigm for the city-port relationship, the “city” being understood as the urban part of the Lisbon metropolitan region.
OPPORTUNITIES AND THREATS FACING THE PORT OF LISBON

The changes deemed necessary to reposition the Port of Lisbon must deal with a number of opportunities and threats brought about by outside factors, in particular international political and economic developments.

**Opportunities**

- the increasing globalization of markets and the gradual international expansion of Portuguese companies, together with growing foreign investment in Portugal;
- the worldwide growth in container traffic, especially on transatlantic routes passing close to the Portuguese coast;
- Portugal’s location at the crossroads of the main north-south and east-west sea lanes, together with the forthcoming widening of the Panama Canal;
- the return to shipping, especially in the European Union, as an alternative to overland transport; the latter’s impact on the land and the environment is resulting in growing pressure to boost short-sea shipping, the concept being known as “motorways of the sea”;
- recognition of the strategic importance of solid bulk agri-foodstuffs, bearing in mind Portugal’s dependence on fluctuations in production and the international market, and their potential for producing biofuels;
- the worldwide expansion of tourism and leisure, with a concomitant increase in cruises and yachting.
The threats mainly center on developments in the Portuguese economy, along with the tough competition from other ports for Lisbon’s traditional and potential markets. Spanish ports, in particular, benefit from a more dynamic and competitive economy, and are in a better geographical position for much of the Iberian Peninsula, Europe and most Far-East routes.

**Threats**
- the Portuguese economy’s slow recovery, reflected in weak export growth, which has a knock-on effect on the transport industry;
- worldwide reorganization of productive structures, especially industry and logistics, involving industrial relocation and, as far as goods transport is concerned, the growing importance of logistical areas for major international brands, located close to major consumer and production centers;
- the worldwide concentration of goods- and passenger-shipping companies, which brings with it a concentration of centers where strategy and decisions on routes and preferred ports are developed and taken;
- tough competition from ports on the Atlantic seaboard and the Mediterranean, with increasingly assertive Spanish ports, thanks to their integration into emerging logistics chains.
Any strategy for the Port of Lisbon has to take into account its many strengths, but also any weaknesses that have to be overcome.

**Strengths**

- the Tagus Estuary’s natural features, which enable it to offer relatively low-cost space, depth and shelter for large bulk carriers, container ships and cruise ships, meaning that the Port of Lisbon can respond to developments in both cargo and passenger shipping;

- natural conditions that create navigable channels and berthing space, meaning that the Port of Lisbon can cater for the direct routing of container cargo, the leading form of goods transport in a globalized world, which is an undoubted advantage in this market sector, as it significantly reduces transit time;

- natural conditions, infrastructure and installed storage capacity, making it a hub for the trans-shipment of bulk agri-foodstuffs thanks to the berthing facilities for ocean-going bulk carriers at Trafaria and Palença, and the ability to transfer bulk cargo to lighters in the Mar da Palha part of the estuary;

- the port’s location at the center of a metropolitan region of over three million inhabitants, Portugal’s largest consumer center, which will gradually consolidate its position as one of Iberia’s main metropolitan regions;

- increasing use of the estuary for tourism, leisure and water sports, closely linked to the surrounding towns and natural areas.
• poor road and rail links between port areas and the hinterland, with limited and inefficient inter-modal goods transport services;
• underdeveloped advanced logistical services for traffic to and from the Port of Lisbon, made worse by the lack of a structured network of logistical areas and logistics hubs in the region;
• limited space on hard standing in the port and immediate surroundings to develop second- and third-line logistics activities;
• the operating and contextual costs of port operations, which make the Port of Lisbon.
THE PORT OF LISBON
IN THE FUTURE (2025)

VISION

Bearing in mind its diversity and its many uses, the Port of Lisbon aims to be a modern, efficient port, especially for container and bulk agri-foodstuffs cargo, leisure and tourism. It will thus contribute to the creation of a riverside identity in the area, help Lisbon to take its place as a European and Atlantic metropolis, and strengthen Portugal’s economic competitiveness.

MISSION

• To enable the port to respond to market challenges, by encouraging innovation and the development of technological and operational improvements to the way in which the port functions, with a view to strengthening the port’s competitive advantages through the skills of its workforce;

• To pave the way towards providing a public service and pursuing the public interest;

• To help boost cooperation between operating partners, with a view to providing excellent customer-focused port and logistics services, in line with principles of economic rationality and social effectiveness, while respecting the best environmental, safety and security practices;

• To make best use of the Tagus Estuary’s non-port-related advantages, in close cooperation with local authorities, in order to help upgrade riverfronts and boost leisure and tourism activities, in harmony with the surrounding region.
The Port of Lisbon has played a decisive role in local, regional and national development. It is directly and indirectly responsible for generating gross turnover of about five billion euros, resulting in gross value added of two billion. To play its full part as an Atlantic and European capital, Lisbon will have to have a strong and diversified economic base, and from this standpoint the port is an opportunity. Moreover, if advantage is to be taken of Portugal’s geo-strategic position, the country will require ports that can receive deep-draught ships, and such ports are scarce on the Portuguese coast. The Tagus Estuary is one of the few places to meet such requirements, with the added advantage that sheltered berths can be built. In addition, costs are substantially reduced because the port lies alongside Portugal’s largest consumer center and has a large and experienced port community.

If the Port of Lisbon is to continue in its role of leveraging regional and national development, it will have to be a modern, competitive port, which means greater focus and efforts directed not only at port operations, but the whole logistical chain. A network of logistics hubs providing support for the port is essential for its growth and competitiveness, and it will also boost the port’s contribution to regional and national wealth.
To achieve its vision, the Port of Lisbon will have to be:

(i) a functionally diversified port, with three core activities – container cargo, bulk agri-foodstuffs, and tourism and leisure – closely tied to the development of the Lisbon metropolitan region and its surrounding area, which will form its potential and priority hinterland;

(ii) an integrated port, in harmony with the surrounding areas and city life;

(iii) a port on an estuary that will be a zone of excellence for the environment, countryside and culture, which will link together and recenter the entire metropolitan area;

(iv) a port whose location, quality, efficiency and competitiveness will help the Lisbon region to take its place as a maritime metropolis and add to the attractiveness of Portugal’s network of ports.

Special emphasis will have to be placed on the following:

(i) improving the port’s competitiveness, by organizing and optimizing its various business domains to cope with developments in domestic and international markets;

(ii) creating a dynamic logistics community as a basis for consolidating and expanding the market;

(iii) cooperation with Portuguese ports, especially Setúbal, to strengthen any complementary market-related functional or geo-strategic facets, while simultaneously taking advantage of synergy associated with new logistics hubs and transport infrastructure, especially where they are part of trans-European road, rail and airport networks;

(iv) consolidating and developing the port hinterland for container cargo and tourism, while also enhancing the centrality of Lisbon Metropolitan Area and expanding its sphere of influence, which will mean developing logistics networks and business concentration zones;
(v) encouraging the integration of port areas into urban and natural areas, in order to improve contacts between the port and city and to make the best of the environment, landscape and culture of the Tagus Estuary and its riverfronts;

(vi) ensuring that the conditions exist for providing a public service and pursuing the public interest through activities that are not core issues, but which are still the responsibility of the Port of Lisbon, such as: river passenger transport; small-scale fishing; river-based cultural, recreational and sports activities; control, security and safety of port operations; and preservation of the port’s historic and cultural heritage.
The current characteristics and capacities of the Port of Lisbon, together with analysis and assessment of its performance compared to the needs and expectations of the region and the country, now embodied in the National Ports Policy, mean that a series of core functions can be set out. These will have to form the port’s economic foundations between now and 2025. The Port of Lisbon will have to be organized around three core strategic business functions:

**Container Cargo** – linked to distribution of the population and consumption, and the location and dynamics of major economic activities north of the Tagus. The port enjoys the competitive advantage of being deep enough for direct routing. Containers already account for a major share of business, representing over half of all shipping movements in Portuguese ports and penetrating into a Spanish hinterland encompassing Galicia, Castile and León, Extremadura and Andalusia. Potential growth is estimated at over two million TEU by 2025.

The Main Container Ports in the Iberian Peninsula Reilly Method

![Map of the Iberian Peninsula showing main container ports](source: Containerisation International Yearbook – 1998)
Bulk Agri-Foodstuffs – this is strategically important for Portugal and central to the port’s future business. It is one of the country’s main sources of supply and reserves. The Port of Lisbon’s infrastructure already has major bulk handling and storage capacity, making it Iberia’s second-ranked port in this sector.

Tourism, Recreation and Leisure – a rapidly growing and strategically important sector for the Lisbon region as a tourist destination, and for the quality of life of metropolitan residents. The economic sustainability of these port activities will require the incorporation of the port authority’s buildings providing amenities, services and restaurant and catering facilities for tourism, recreation and leisure.
Goods-handling areas of the port, or areas given over solely to port use, cover eight kilometers of a riverfront that is approximately 19 kilometers in length.

Implementing the guidelines set out in the strategic plan will mean that the area solely for port use will occupy slightly more than five kilometers of the riverfront.

The model was produced once we identified the strategic components of the port system and how they interact with the surrounding territory, the emphasis being placed on the Port of Lisbon’s strategic profile, as detailed above.

Currently, port areas are scattered along the estuary shores, although they are mainly concentrated on the north shore, particularly along the city of Lisbon riverfront. However, even here, goods-handling areas of the port, or areas given over solely to port use, cover 8.2 kilometers of a riverfront that is approximately 19 kilometers in length. Implementing the guidelines set out in the strategic plan will mean that the area solely for port use will occupy 5.7 kilometers of the riverfront.
The way the riverfront is occupied means that the Port of Lisbon depends on a vast and diverse range of land-based infrastructure, which is difficult to manage. Furthermore, owing to urban use and the physical geography of the shores, some port areas are “cut off” on high shores or within urban areas, through which access is difficult or very limited.

Consequently, to create an integrated port system, planning principles are needed that will enable this scattered port to be drawn together.

- The Tagus Estuary must be the focal point for integrating the various forms of port occupation, through the development of river-based goods (containers and bulk) and passenger transport.
- Container terminals must be linked to a series of regional logistics hubs, preferably via rail and river transport, and thus priority must be given to logistics hubs served by these modes of transport.
- The use of existing port infrastructure must be optimized, and advantage must be taken of complementary features belonging to each of the three operational systems set out in the strategic profile and spatial model.
- Integration between port and urban use must be planned case by case, aimed at making such use compatible without harming the efficiency or profitability of strategic port activities.
KEY STEPS FOR CHANGE

Of the steps proposed in the strategic plan, we would highlight the following, whose completion is decisive if the Port of Lisbon is to be developed as we have indicated.

Reorganization of the Alcântara Container Terminal

The aim is gradually to increase container-handling capacity from the current 350,000 TEU to 700,000 and 1,000,000 TEU, with minimum public investment in the port hub, infrastructure and access routes.

This goal will have to take account of the current expiry date of the terminal concession, in order to ensure that the current concessionaire is in a position to invest in the equipment needed to cater for such an expansion in infrastructure capacity, and will not reduce its support for the port’s commercial policy, which has been one of the decisive reasons why its hinterland has expanded into Spain.

Expansion of the Santa Apolónia Cruise Ship Terminal and the search for new markets

The aim is to concentrate and expand the port area given over to cruise ships in the center of Lisbon. This will make the service more appealing and efficient, and will also free up the Alcântara and Rocha do Conde de Óbidos berths and hard standing, so allowing expansion of container-terminal capacity. At the same time, policies will be developed to diversify and boost demand and enhance the terminal’s value for the city and region.
A new management focus for recreational river use

The purpose is to take advantage of the estuary’s potential, following two lines of development:

• the river system, which under the current model will see closer cooperation with local authorities, support for local clubs, especially those for traditional Tagus vessels, and will aim to back new projects, either by providing support locations for sailing on the estuary, or through other larger-scale developments;

• the Atlantic system, focusing on different facets of the international market. One example is Pedrouços, which will be earmarked for mega yachts, but other locations have the potential to offer a wide range of services and satisfy the international demands of this market.

The river-based cargo transport and logistics system (containers and bulk agri-foodstuffs)

The aim is to use the estuary and river as a means of linking the port’s operational areas, and these areas with logistics hubs, thus reducing traffic using city roads and its resulting environmental impact.

This means that conditions must be established that will enable the current level of river-borne traffic to grow, and container traffic to be introduced and boosted.
Establishment of the Port of Lisbon’s transport connections, and improvement of its links with logistical areas

The preferred aim is to link the Port of Lisbon to logistical areas that are or will be served by river and/or rail transport. The best-positioned areas for this are:

- Bobadela / Sobralinho
- Castanheira do Ribatejo
- Poceirão
- Barreiro / Seixal

The Port of Lisbon’s container terminals, logistics hubs and multi-centered axes occupying more than 416 ha, within 35 km of Lisbon
Planning the area under the port authority’s jurisdiction

The aim is to develop an integrated and sustainable economic and land-planning management policy for the whole area under our jurisdiction, including those shores not put to port use.

That aim must be achieved through short-, medium- and long-term planning and the development of infrastructure and facilities, in order to ensure that the port caters for changes in traffic demand and new technological and environmental requirements.

In addition, given that several areas have to be retained solely for port use, the works required on strategic points must be ascertained and carried out in close cooperation with the various strategic players who have a stake in and/or responsibility for the Tagus riverfront. Such areas can be divided into two levels:

**Level 1**, which includes the areas deemed essential for developing the Port of Lisbon (Trafaria, Pedrouços, the Alcântara nucleus, Quimiparque, the Bobadela logistical area, and the logistical back-up area planned for Sobralinho);

**Level 2**, which includes the areas that are essential for improving quality of life in different municipalities, with special emphasis on the refurbishment of environmentally run-down areas, in order to take advantage of the huge potential for forging a riverside identity (Cacilhas, Santos/Cais do Sodré, Cais do Sodré/Santa Apolónia, Martinha, Baía do Seixal/Ponta dos Corvos, Siderurgia Nacional and Alhos Vedros).
Implementation of strategic management processes

The aim is to create structures and adopt management processes contained in the strategic plan that will enable the plan’s measures to be carried out, and that will provide for the regular reviews that are so essential. In particular, this means consolidating a business culture that can enhance the port’s competitiveness, improve its image, make it more commercially aggressive and encourage international partnerships aimed at a move towards the shared management of port hub chains and their integration into international logistics systems. The pursuit of these goals calls for mobilization of the port authority itself, and the involvement of the various public and private bodies operating in the Port of Lisbon area, particularly the port and logistics communities, other official bodies and local authorities.