

Tourism and the Port-City Relationship

The experience of Santos (Brazil)

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Abstract:

The City of Santos always had its development closely linked to its port vocation. From cargo to passengers, the development of foreign trade and the city and region have transformed the Port of Santos the largest in Latin America. During this period, the relationship between City and Port had many moments, not always in harmony. The urban expansion restricted the port and its activity affected the city. This detachment has limited the growth of tourist activity in Santos and region, even though the Cruise tours have included the Port of Santos in their itinerary for several decades. What is being done to improve the tourism and recover the identity of the city's port is the objective of this article, which makes a brief historical account about the relationship between the City and Port of Santos, and its current developments.

Keywords: City Port Relationship, Tourism, Urbanism.

Introduction

The city of Santos is one of the oldest in Brazil, founded in 1546, and already had its port activities. Exports of coffee, in the 19th Century, and the industrialization of the State of São Paulo, in the 20th Century, led the port to become the largest in Latin America, with movement of cargo exceeding 100 million tons/year.

Since the export of sugar until the powerful strategic movement of the city to the business of coffee and, from the 20TH Century, with the intense industrialization of the State of São Paulo, the Port of Santos transformed the relationship between the city and port.

This relationship has gone through several moments, not always favourable. Since the organization of the port, its grant, until its re-nationalization, in the 1980's, one of the key issues involving the disagreements between the municipal administration and the port was about its neighbouring areas. The urban expansion was limiting the port and the port activity was affecting the city.

In the 21st Century one historical moment favoured a new understanding on these issues. Tourism and

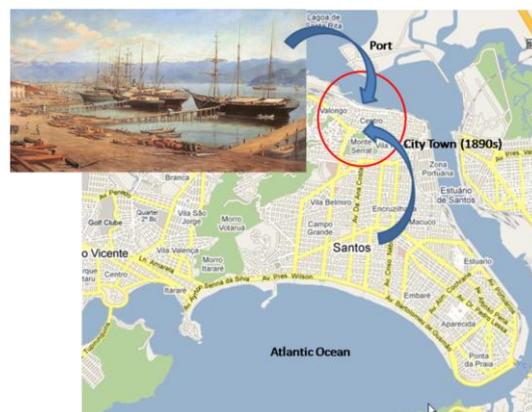
the industrial and cultural heritage, became important elements in the strategic planning of the city and the port. This article makes a brief historical account of how the relationship between City and Port of Santos unfolded on this journey.

Historic Background

Since the 16th century until the 19th Century, the Port of Santos was just a cluster of unstable wooden bridges on the mangrove area next to the warehouses operated by private individuals. The poor facilities, structure and organization of the port made it impossible to berthing large vessels, wasting the potential of marine channel. The village of Santos had little development over the three centuries since its foundation.

The coffee expansion in the west of São Paulo, driven by improved conditions of production, and the growth reputation of coffee on a global scale, favoured exports, but also called for improvements in the transport system. The railroad that links the port of Santos to São Paulo and Jundiaí was authorized in 1856 and then was created the São Paulo Railway Company that, between 1860 and 1867, built a complex work with a system of inclined planes and numerous tunnels and flyovers, one of the most important railroads in Brazil, and provided a faster flow of goods and materials.

Fig. 01 -Santos and its port, in the 1880's and today.



It needed a modern and equipped harbour prepared to cope with the increased of exports. In 1869, the government has authorized to build docks and warehouses in the port of Santos. In 1886, was held a public competition and, in 1888, was authorized the contract for the concession of the port of Santos, later called Companhia Docas de Santos. The works started in 1890 and the section of the wall of the new linear pier was first used to dock the steam ship "Nasmith" in 1892.

In 1900, the Port of Santos changed into the world's largest exporter of coffee, and the city of Santos became an important commercial coffee center, attracting immigrants from many parts of the world, so much that in 1913, around 42% of its population was composed of foreigners.

This half-century of great and profound changes in these sectors of the regional economy: agriculture, services, the foreign trade and transport, made the railroad, the port and the coffee, the crucial triad for the development of the city of Santos and Region. The urban development experienced by Santos from the beginning of the 20th Century was significant. In 1872, the population of Santos was 9,151 inhabitants, and in 1890, it increased to 13,012 inhabitants and at the turn of the 20th Century already counted with a population of more than 50,000 people and, in 1913, when the city was already the central core of the network of the international coffee business, that number jumped to 88,967.

The presence of an elite related to the port and coffee business was noticeable stronger. Formed by a

middle class connected to the recent increasing of commercial activities, import, export and supply of services in the city. Also the creation of associations of businessmen and engineers and the Rotary Club of Santos, one of the first in Brazil.

In the central area close to the port, today known as Historic Center, between the Valongo and the Republica Square, was created facilities for commercial transactions. Buildings were built to accommodate banks, importing and exporting, and one of the main stock exchanges of goods in the world, the flagship Bolsa do Café building (Coffee Stock Market), which opened to commemorate the centenary of the Independence of Brazil, in 1922.

The expansion of urban transport facilitated the access to the seafront and it allowed the urban development in those and other areas. In the specific case of the coast, the area started to have hotels, including a casino, and it passed to be used as a place for summer vacation, besides being object of real estate interest. Because of this fact, in 1936 the Town hall started the urbanization of the coast, giving origin of what is today the largest coastal garden of the world, according to Guinness Book of Records.

The city received a large number of workers for construction and port handling and the trade union movement got stronger. In the 1930s were founded some of the traditional trade unions in the port, as the dockers, foremen, wharfage, weight master, security and other categories. In the 1940s, the Companhia Docas de Santos (Santos Dock Company), who ran the Port of Santos, had around 7,000 employees, and more than 10,000 workers in the 1950s.

From 1950, the city lives the ascension of Santos Football Club, culminating with the recognition of Pelé, the "Athlete of The 20th Century", in addition to the cultural upheaval and the intense practice of sports, which also helped to attract national and international tourists to the city of Santos and the region. The inauguration of the Orquidário (Garden of Orchids) and the Aquarium Municipal - the latter being the second most visited tourist attraction of the State of São Paulo -, also contributed to the expansion of tourism in Santos. However, the influx of visitors has remained largely restricted to the tourists of the State of São Paulo, businessmen linked to the foreign trade and the crew of vessels.

Historic center - the decadence

From 1960s it was noticeable the increase in size of the vessels and, in the early 1970s the quay of Santos already had more than 7 km in length. The warehouses were no longer so crucial and there was a demand for more extensive open areas for storage, without necessarily being along the quays. There was an increasing use of new technologies for the transportation, such as containers, whose first terminal, on the left bank, started to be constructed 1977 and completed in 1981.

The 1980s, in Brazil, is known as the lost decade, because of the severe economic crisis lived in the country. In 1988, the stretch more old and narrow of the port - between the warehouses 1 and 8 - was deactivated due to meet the operational needs of a modern port. Limited depth and lack of available areas to expanding inland- confined by urban expansion and the proximity of buildings that were landmarked as historical heritage and archaeological sites - have transformed this area into a junkyard with obsolete port equipment, deactivated vessels and rubbish. The Historic Center of Santos - area where was the beginning of the urbanization of the city - started to deteriorate.

There was a change of port activities to other areas, before and after, increasing the already intense traffic of cargo vehicles. The Historic Center area of Santos began to suffer from social, aesthetic and physical degradation, with the deterioration of buildings, reduction of commercial activities, the spreading of shanty houses (slums) and increase of marginality.

Fig. 02 – Current Aspects of port stretch between the Stores 1 and 8.



Despite the clear intention to solve the problem, there was a disagreement between the parties involved, because the Port of Santos belongs to a federal government area. This way, the destination of the port deactivated area, for purposes of urbanization, met legal challenges, in addition to uncertainties about assignments of powers for each of the parties in the process.

The resolution to this conflict began to be more effective from the 1990's, with the regulations introduced by the Municipal Government, restricting the movements of cargo vehicles in areas close to historic buildings and the first initiative to recover cultural heritage.

Santos and the Port today

At the beginning of the 1990s, the Town Hall of Santos started to support directly and indirectly the restoration projects of historical buildings, such as the Church of Santo Antonio Valongo, whose construction dates back to the 17th Century; the Casa of Trem Bélico (Old Arsenal House) and the Casa da Frontaria Azulejada (Blue Tiled House), both from the same period. The Sao Paulo State Government also did the restoration of the old Bolsa do Café building, which began to host the Coffee Museum, with a large collection about the subject.

The subsequent management have continued in this intervention, restoring historic buildings which form part of national heritage, or by purchasing them from third parties, with the same objective, as the case of the Coliseu Theatre, which was and still is today, one of the most beautiful and important theatre in the country.

Besides acting in the recovery of buildings, the Town Hall of Santos also started to work to restore the urban roads, as the redevelopment of XV Novembro Street, traditional stronghold of the coffee businesses, reconstituting its aspect of the beginning of the XX century by aesthetic interventions and technological solutions (electric power network underground). In the field of the legislation, it also created fiscal incentives for the taxpayers that invested in restorations of their places, in a program that is known as "Alegra Centro."

Aware that it is not enough to restore the heritage, but, also, to give it a function and continuous use, the municipal public power rebuilt: the Guarany Theatre, transforming it in a theatre school and headquarters of the Municipal Symphony Orchestra; the old Rail Station of Valongo, turning it into the headquarters of the Municipal General office of Tourism; and, in partnership with the Government of the State of São Paulo, an old general grocery store, disabled, that started to base the "Poupa Tempo" (Saves Time), installation to provide fast and simplified public services in general. The most recent action of the Town Hall of Santos was the beginning of future Pelé's Museum.

To interconnect these urban landmarks of historical and architectural interest - all installed in the central area, close to the deactivated port area -, the municipality, following the same recovery policy and recognition of the history of Santos, reinstated the system of electric trolleys (tram), that today

travels around 7 km of public roads in the following neighbourhoods: Center, Valongo and Paquetá in historical vehicles.

National, Portuguese and Italian vehicles – restored and operated by the Company of Engineering of Traffic of Santos -, runs from Tuesday to Sunday, with itineraries monitored by bilingual guides of the General office of Tourism, with the additional proposal of turning a open air tram museum .

Fig. 03 - Electric Trolley of the "Tourist Line", in the Historical Center.



The result of these initiatives started a progressive economical recovery of the central area, including the creation of new activities, such as bars and performance venues that increased the leisure offer and entertainment, including the evenings and weekends.

The reactivation of theatres also increased the artistic and cultural diversity, reinstating them to the national circuit of shows, some at international level. The revitalization of the Historical Center of Santos also turned it into an attractive place for cinematographic and television productions, what drove the Town Hall to create *Santos Film Commission*, in 2007, which offers technical support for the production of audiovisual works. Before that, in 2002, the Town Hall of Santos had also participated in the creation of *Santos and Region Convention & Visitors Bureau*, with the objective of promoting tourism of businesses in the city and region.

Simultaneously, the nautical tourism significantly increased, with the foundation, in 1998, of the first specialized cruise terminal of the country, with capacity to assist six vessels at the same time and in the 2010/2011 season received more than a million passengers.

Today Santos has a population of about 420 thousand inhabitants, and is part of the Metropolitan Area of Baixada Santista (RMBS), and is its headquarters. RMBS includes 1,4 million people in nine cities and includes a great concentration of public and private investments destined to strategic market sectors, including logistics, petrochemical, steel and energy. These are concentrated close to Porto of Santos, and include a net of 7,7 million m² of highways, railroads and pipelines, that contribute for approximately 30% of the external trade of Brazil, as well as for most of the trade balance of Paraguay and Bolivia.

The forecast of cargo loading in Porto of Santos for 2011 overcomes 100 million tons, and the expansion plans foresee a goal of 240 million tons in 2024. Increasing its participation in the area, Petrobrás is accomplishing investments of US\$ 18 billion in the extraction of petroleum and gas in the Bay of Santos, become quickly of fundamental importance in the direction and dynamics of the economy in the area. Others strategic sectors in the City of Santos: investments in urban development in commercial and residential buildings; research projects developed by the eight local universities; and domestic and international tourism.

The Project Porto Valongo Santos

Despite the Municipal Government's initiatives for revitalization of the Historical Center, the state of neglect of the deactivated part of the port and the absence of a mutually agreeable solution to the problem had already consolidated an important cultural aspect: the local resident did not identify with their port anymore. On the contrary, the port changed to a problem to be considered: a generating cause of traffic that affected urban roads; and a source of atmospheric pollution. The relationship city-port presented a fragmentation that affected their citizen's confidence negatively, in addition to damage the development of projects, affecting both the city and the port.

The efforts to solve the issue were still prevented by the dilemma about the area to be revitalized, if it would still belong to federal state or it would change to the municipality. The situation turned around with the introduction of a federal law that integrates the areas of port expansion to the legislation of use and occupation of the land where they are established.

The need to reconcile municipal and federal interest, despite not participating in the administration of the port, made the Town hall of Santos create, in 2005, the General office of Port and Marine Affairs, the first of the kind in the country, which provided them with technical and political approach, improving the relationship city-port. The results were so promising that in 2006 the Port Authority presented its first PDZP - Development and urban planning of Port of Santos, already considering the use legislation and occupation of land of the cities of Santos and Guarujá, and the amendment is currently being revised because of the prospective petroleum and gas exploration in the pre-salt layer.

In the PDZP, the deactivated port area, among the warehouses 1 and 8, is destined to restoration, consolidating the understanding that: "The areas of the public port are not always available to rent to the shipping business, in some cases the gain can be more profitable for the port authority with the diversification of business in those areas or for the city to use to meet its urban issues and needs. However, other areas that are influenced by the network of routes used to access the port, in some cases used by the port's shipping channels, in addition to the established port services, surrounding the current public ports, they are unavoidably considered expansion areas or for creation of new ports. (ANTAQ, 2009, p. 61 -62)

Therefore, it was created conditions for the solution to the dilemma, that culminated with the conclusion, in 2008, of an agreement among the Federal Government, the Port Authority and the city of Santos, and was then created the GTP - Group of Participative Work, responsible for the elaboration of the studies for revitalization, that resulted in the Program "Porto Valongo Santos", that seeks to promote the redevelopment of the area and the reintegration to the urban environment.

To develop such program, GTP relied on recommendations for programs of revitalization of port areas, as indicated by the *AIVP - The Worldwide Network of Port Cities*, of which Santos are associated. The main points considered were:

I - To integrate spaces:

1. To respect the accesses to the port areas;
2. To take care of all places of access that involves the relationship between port and city;

II - To integrate the urban dimension:

3. To treat the port as an urban space;
4. To maintain the port visible;
5. To explore all potentialities of the water;

III - To integrate the functions:

6. To organize and to obtain benefits of the relationship Port-city;
7. To play with flexibility and not to freeze spaces;

IV - To integrate the environment:

8. To reduce the reciprocal impacts;
9. To communicate, to solve and to accept responsibility for any disturbance caused;

V - To integrate the society:

10. To prepare for the works of the future;
11. To integrate the port with the life of the city.

Before even the conclusion of an agreement, the Town hall of Santos had already taken initiatives that assisted several of those guidelines, as already described. GTP also looked for national and international experiences in renovation and revitalization of port areas.

Based in the analysis of the local specifics, in the guidelines of AIVP and in the international experiences, in 2010 GTP elaborated the Term of Reference, used for recruiting, under responsibility of the Town hall of Santos, studies of technical, economical, social and environmental viability for the Plan of Occupation presented by them, part of the Plan of Revitalization of the Port Areas and Integration with the Urban Areas in Valongo - *Program Santos New Times*, that obtained financing of the World Bank, and is near conclusion.

Fig. 04 – Forecast to establish the Program "Porto Valongo Santos."



The mentioned Term of Reference stipulates that the contracted studies should present to the society a new option of use of the area, that results in:

- a) *Generation of jobs;*
- b) *Physical integration between city and port;*
- c) *Social inclusion;*
- d) *Motivation to the local trade;*
- e) *Increase of the quantitative level of the joined activities: transports, feeding and entertainment, with benefits for the port and area;*
- f) *Revitalization of surrounding areas degraded;*
- g) *Improvement of the Tourism sector;*
- h) *Leisure and services infrastructure;*
- i) *Urban benefits with the installation of new equipments and sub and super structure;*
- j) *Association among the intervening authorities, as promoters of the enterprise;*
- k) *Partnerships among the governments federal, state and municipal;*
- l) *Participation of the business sector (private initiative) and of Institutions of the Third Sector.*

The main activities in the Plan of Occupation, proposed in the Term of Reference, consider public and private operational investments, situation that can be modified by the proposals to be presented by the contracted Consultant, and can indicate a mixed model: public, private and partnerships public-private.

The activities under responsibility of the public power would be:

Spaces for production and cultural and artistic exhibitions, with painters, sculptors and other artists and artisans producing and exhibiting locally;

Port and marine museum, involving port, port work, connection port / city, marine sceneries, immigration, etc.;

Tourist Information Center;

Walk Decks;

Passengers' stations for local and regional nautical transports, including connections Santos / Guarujá, Santos / Mainland (Diana island and others) and

Bases for local and regional tourist vessels, including vessel-taxis;

Bases for operations of vessels of Ecological Tourism, including special vessels for shows, flotation restaurants, etc.;

Institute of Sciences of the Sea, as set by UNIFESP - Federal University of the State of São Paulo;

Area for Air base of Santos;

Fire Brigade Waterways Unit;

Free areas in every area to be revitalized, including areas of circulation and observation; for small fairs and commercial kiosks, and creation of architectural landmarks, outdoors sculptures and other similar attractions;

Forested squares and Green areas; and

Leisure areas.

The activities under responsibility of the private initiative would be:

Underground parking in three urban areas close to the region aimed at the Program of Revitalization;

Gastronomy space, including food court and restaurants of international standard;

Commercial and tourist activities;

Design offices, tourism companies, artistic and similar activities;

International standard Marina, including: waterways protection and border control, mooring points with permanent reserved place, and public and transitory use, and area for support of water Sport activities;

Walkways and accesses to Marina's vessels, with fixed or flotation decks, for such activities and other similar;

Administrative and Operational base of Marina;

Marina assistance activities, such as maintenance and repairs of small vessels;

Nautical school, including commercial activities of equipments and supplies to Marina's vessels;

Permanent point for mooring for historical vessels;

New passengers' terminal for ships (maritime cruises), facilities: connection land / water in the infrastructure for passengers' ships, possible artificial area over the sea, forecast of marine cruises of great load (seasonal) and of small and medium load (frequent operations), and rafts (ferry boats);

Activities of nautical support for the recreation vessels and services, such as: maintenances of vessels with mooring and use of equipments for release or retreat of vessels to the sea; and

Station of PETROBRÁS' boats.

The products to be presented by the contracted consultancy are: adaptation of the Plan of Work: Diagnosis of the Plan of Occupation Proposed by GTP, denominated "Porto Valongo Santos"; Diagnosis and Analysis of Market, including: Conclusive report, indicative Forecast Report of new market products; Analysis Report of the potentialities and vocations of the area, considering eventual formation of new structures in the area of the quay, close to the old city center of Santos, and the affects in the metropolitan area; Evaluation of the impacts resulting of the project; International Benchmarking for surveying of the best practical projects to revitalize the port areas (at least three), including analysis of international trends in the touristic and economical sector linked to the port areas; Preparation of alternatives for the Plan of Occupation against the presented diagnosis.

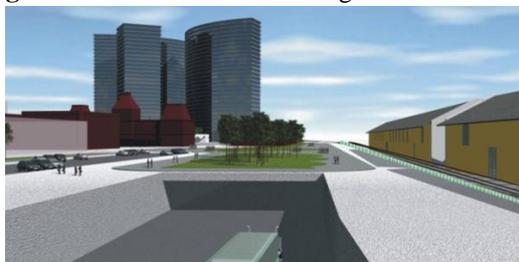
These alternatives will be analyzed taking into account the criteria of defined viability in studies by the proposed groups, accessibility, positive economical impacts for the central region; Proposition of preliminary (plan to zoning the area, forms of use and management, definition of leading enterprise); economic model of financing and exploration; Development of Strategic Plan for implementation of a Program of Revitalization and Urban Integration of old port areas; and a Final Report and Presentation of the same.

Once those studies are finished and approved , the next step will be the creation of the town planning project, whose implantation the Port Authority will be responsible.

Final points to take into consideration

The formation of the Program "Porto Valongo Santos" will allow the creation of 1.200m of seafront quay, in an architectural-urbanistic complex that will revitalize the Historical Center of Santos. Even before the completion, the initiatives adopted by the municipal public power attracted important enterprising, like PETROBRÁS, that chose the place to establish the Operational Unit of Santos, responsible for the administration and management of the Petroleum and Gas exploration in the Bay of Santos. The three towers of offices, whose execution had already started, will integrate the project as architectural landmark and icon. Such enterprise implied extensive research of areas to establish companies linked to the petroleum and gas, port and maritime business, improving the settlement of specialized local workers, developing the supply of goods and services, and of academic and professional formation, creating favourable conditions to a sustainable local and regional development, with significant improvement of quality of life.

Figs. 05 and 06 - Illustrative images of the Plan of Occupation proposed by the Project "Porto Valongo Santos."



For all these reasons, the Program "Porto Valongo Santos", being a urbanistic strategic plan, tend to be an international reference, not only for recovering the history, identity and confidence to the city, but become a potential boost to regional growth in the tourism sector.

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