

Report Case Study Area

Lisbon, Ameixoeira/ Galinheiras area

Deliverable 16

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LUDA
PROJECT

Improving the quality of life in
Large Urban Distressed Areas

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Report Case Study Area

Lisbon, Ameixoeira/ Galinheiras area

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1 Introduction

Report D16 refers to the case study area called Ameixoeira/Galinheiras in Partner City of Lisbon, the capital of Portugal.

Lisbon, with its favourable location next to the Tagus River where it flows out into the Atlantic Ocean, has an unrivalled cultural history, reflected in its architectural heritage and city life.

The current strategy for the city is to transform it into a competitive metropolis within the network of great European cosmopolitan cities, taking advantage of its history, climate and population by investing in tourism and in cultural and scientific activities.

In recent years, however, Lisbon has witnessed a dramatic fall in population. Although between 1996 and 2001, 53 thousand people moved into the city, in the year 2001 for each new resident coming into Lisbon, two more moved out. The incomers were, above all, families with the necessary spending power to cope with the high costs of housing in Lisbon and those who left were mainly young and middle class.

The new residents have much smaller family units than the traditional ones, with only 1.7 people in each family. It should also be noted that a quarter of new residents are foreigners and 60% are enrolled in some type of educational establishment. Schools are, in fact, one of the main present-day incentives for moving into the centre of Lisbon.

In the 1990s the figures for vacant accommodation in Lisbon (including accommodation not for sale or to rent) rose by 72.4%.

This trend towards depopulation that can be witnessed nowadays in the city is offset by the gradual transfer of housing to the Lisbon Metropolitan Area, so that mobility and transport problems have now become a critical factor in the day-to-day life of the city and the quality of life of its citizens.

In 2001, in fact, over 60% more vehicles entered Lisbon than in 1991 (420, 000 vehicles per day registered in 1991 and 684, 000 vehicles per day registered in 2001).

Within the context of this current transformation, the challenges that the city faces are: to increase the population, to raise mobility and to improve the road and transport systems, to foster an active economy and to promote the identity of both people and areas.

2 Case study Lisbon

2.1 Case study description

The case study for the city of Lisbon (Ameixoeira/Galinheiras) covers a heterogeneous urban area that includes a historic centre, residential areas, reallocation buildings, some illegal dwellings and a considerable expanse of open land in the Ameixoeira Valley. The LUDA is located on the territories of 3 *Freguesias* or local subdivisions inherited from the system of Catholic diocese, Charneca, Lumiar and Ameixoeira. These subdivisions, mainly financed by the municipality of Lisbon and the State, have their own assembly, commissions, and elected presidents who represent their area at the Municipal assembly. However, their power and functions are limited e.g. help for local activities, provision of local services to the population, etc.

This area was considered a LUDA (Large Urban Distressed Area) essentially because of its social and urban structure problems (lack of urban planning, poor quality buildings and illegal ownership), as shown in Fig.1. The present situation has been worsening by the recent phenomena of social exclusion and a lack of public participation in decision-making processes.

However, things weren't always like that. Until the late 1960s, the LUDA was essentially a rural area. Since then, significant changes have taken place, due to the influx of rural migrants who built haphazardly their own illegal dwellings with the local authority indifference.



Figure 1: *Bairro das Galinheiras*

Social exclusion, conflict and insecurity have become evident in the area, as a result of the recent concentration of ethnic minority populations (particularly gypsies), who have rented houses on the new reallocation buildings. The social problems that have arisen in the area are also a lack of facilities and educational, social and health care planning. Nowadays, Ameixoeira and Galinheiras are isolated and forgotten areas of Lisbon.

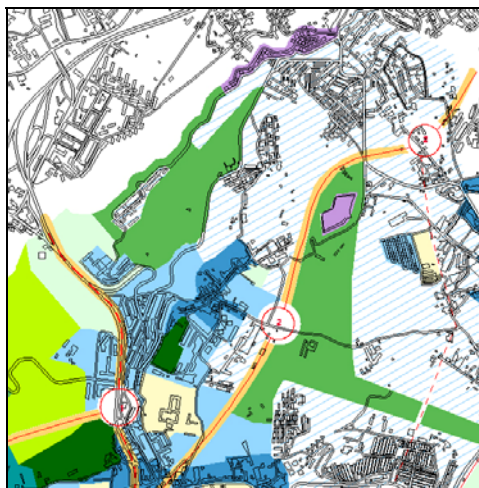
Table 1: Comparison between the City of Lisbon and the LUDA case study

	Lisbon	Ameixoeira/ Galinheiras area
population	564 654 persons	18 700 persons
area	84.6 km ²	1.9 km ²
Density	6 674 pers/km ²	9 842 pers/km ²

In the Lisbon Master Plan, the LUDA includes: residential areas of urban renovation; historical residential areas; consolidated areas; green recreational areas; green areas for production, recreation and education; farms and historical gardens; protection green areas; special uses areas; facilities and public services areas.

This Master Plan was approved in 1994 and since then was subject to some modifications regarding the land use classification (Fig 3) that allowed the implementation of the Special Reallocation Programme and some construction in the Ameixoeira area.

The Lisbon Master Plan is at this moment in a revision process and contributions have been given for the classification of this part of the city.



Legend:

Blue stripes	residential areas of urban renovation
Light blue	residential consolidated areas
Dark blue	historical residential areas
Green	green recreational areas
Light green	protection green areas
Dark green	farms and historical gardens
Yellow	facilities and public services areas
Lilac	special uses areas

Figure 2: Land use classification of the LUDA area after the changes to the Lisbon Master Plan

2.2 Boundaries

The LUDA in the city of Lisbon is defined by three different boundaries (Fig. 4):

- Avenida Padre Cruz/Calçada de Carriche (the northern exit from the city of Lisbon);
- The North/South axis (under construction, as a stretch of the road that links the country's north-south highway system);
- the city boundaries with the municipalities of Loures and Odivelas.

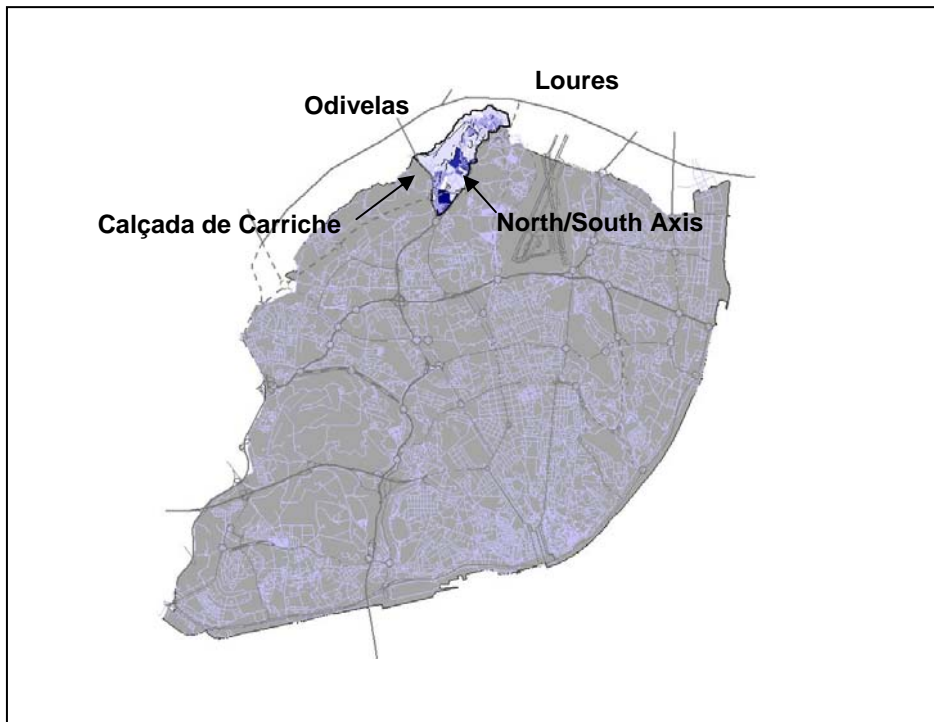


Figure 3: LUDA in relation to the whole Lisbon city

These boundaries, resulting from the decisions taken by the Planning Department of the City Council, represent at the moment strong barriers to the development and integration of the LUDA in the city context and contribute to its isolation. However, the LUDA project can represent a real opportunity to transform these barriers into a balanced road system related to the all metropolitan area.

3 Diagnosis

3.1 Stakeholder analysis

The stakeholders' analysis began by identifying the *freguesias*, public services (health care, education and safety) and social institutions, municipal departments, sports centres, enterprises and private individuals who had a potentially significant role to play in developing the Ameixoeira and Galinheiras area. Some of these stakeholders had already organised themselves into a Community Group which carries out its work essentially in the Galinheiras area.

The potential stakeholders were identified during the visits to the area. Interviews were held with this group of main actors with the aim of learning about the work being done by the stakeholders and learning more about their current perceptions (about investments, institutions, projects, image and urgent problems) and future visions of the LUDA (projects to develop, other institutions that work in the area and availability to participate in the project).

From the 28 interviews held, it could be concluded that the main problems common to the whole LUDA perceived by the stakeholders are: isolation, aggravated by poor access; insecurity; weak social cohesion; a lack of facilities, particularly social and health care facilities; and a lack of quality public and leisure areas. The stakeholders also mentioned as potentials for the future development of the area the construction of the subway station and the North/South axis (this last access has simultaneously negative aspects) and the rural character remaining in some areas, mainly in the historical nucleus.

According to the interviewed stakeholders, providing a better quality of life in Ameixoeira and Galinheiras would necessarily involve developing participative projects to promote social inclusion by setting up a partnership network for institutions, and develop urban programmes that would include renovating and demolishing some buildings and creating new public spaces.

The stakeholders, however, had low expectations for the implementation of these projects due to previous experiences in which the proposed objectives had not been met. The lack of any partnership and cooperation network of stakeholders in the area and the poor resources available to them are also problems that need to be solved.

Despite these difficulties, the group of interviewed stakeholders participated enthusiastically in the first *Public Presentation*, which took place the 3rd June 2004, displaying a willingness to collaborate with the LUDA Project (Fig. 5). Contact with these institutions, who know the area well, has proved fundamental to the development of the project, as they will be able to participate actively in drawing up specific plans and actions for the LUDA.



Figure 4: Public presentation in June 2004

3.2 Problems and potentials

Identification of the problems and the potentials of the Lisbon LUDA did not only resulted from analysis of the interviews with stakeholders but also from the study and processing of data from the 2001 Census and surveys of buildings and public spaces carried out by the Lisbon City Council, Department of Urban Planning.

In Fig. 6 are the pockets of distress – that are the real bottlenecks for the development of the area – and the pockets of potentialities – that can be powerful starting points for the take-off of the rehabilitation process.

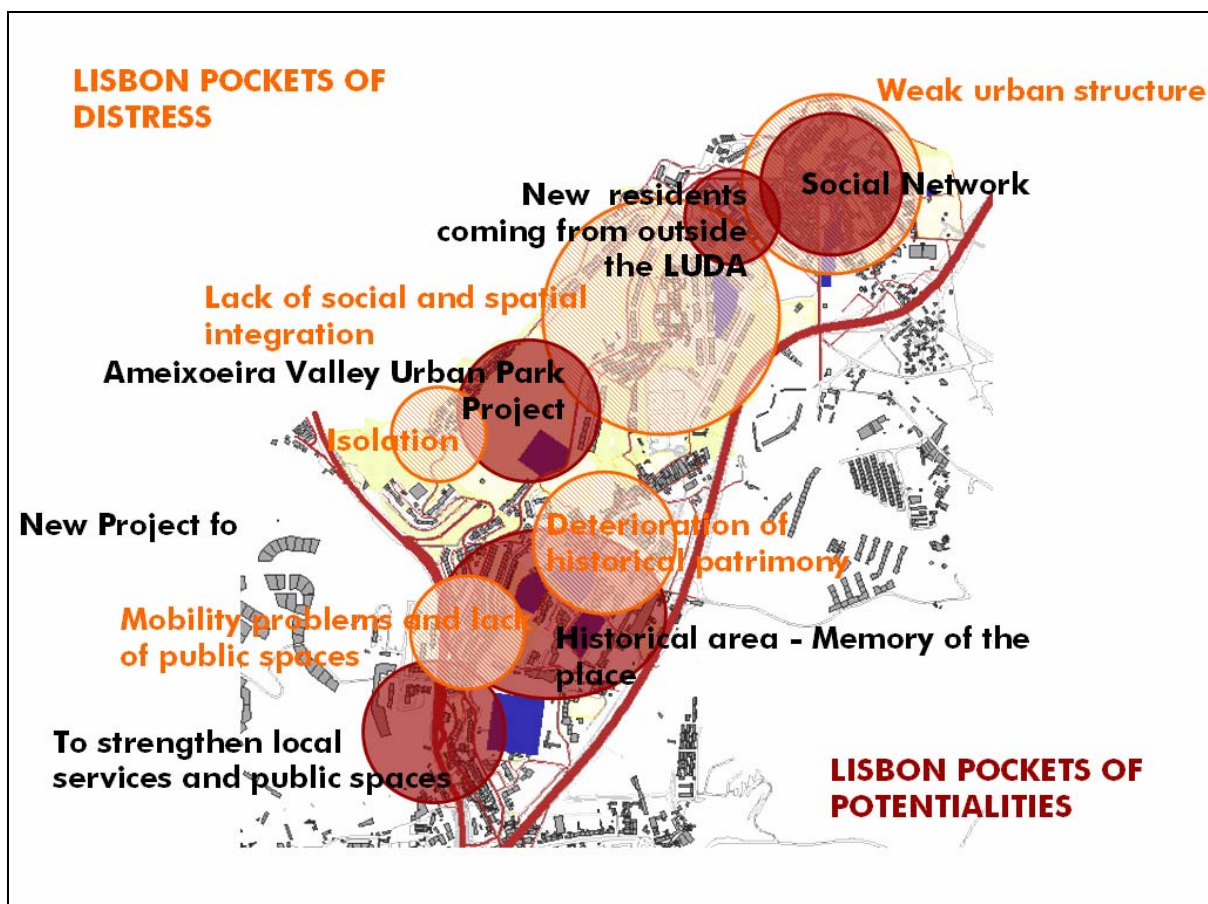


Figure 5: Lisbon Pockets of distress and potentialities

Reflection and discussion based on the identified pockets lead to the conclusion that the most serious problems in the area are related to urban structure and social issues.

The **problems related to urban structure** are fundamentally related to a lack of urban planning, resulting in the unregulated occupation of the area over the last 40 years. This phenomenon can be seen particularly in the Galinheiras and Quinta da Torrinha (Fig. 7) areas, hybrid nuclei in which the result of disorganised and illegal growth has led to a deficient and poor quality urban structure.

Also in the historic zone of Ameixoeira, urban problems are visible, particularly related to the decay of some valuable buildings, as small farms and footpaths (“azinhas”) that are part of the memory of the area.



Figure 6: Quinta da Torrinha

In terms of urban planning, there are also countless problems related to mobility and transport system, both within the area and in relation to the rest of the city. Low levels of urban comfort, lack of public amenities, few places to meet and hang out, few or none cultural, recreational or sports activities, all these have combined to create a picture with all the features liable to generate spatial fragmentation that leads to social exclusion.

The **social-cultural problems** currently prevailing in the zone have largely arisen from the recent re-housing of around 3300 people (many of them gypsies) in the Ameixoeira Valley. The conflicts between groups of gypsy families, and between them and the rest of the local population, have worsened a situation that was already stigmatized by poverty, minimal levels of schooling and dropping out of school.

This scenario leads to exclusions and insecurity, which are inflicted by the lack of social cohesion and public participation in decision-making processes. This fact reflects a weak **community and institutional capacity**.

The **problems regarding environmental and economic conditions** are related to illegal waste dumping in the re-housing area of Ameixoeira and informal activities such as street vending in some parts of Galinheiras.

Some **potentialities** have also been identified that could help the future development of the Lisbon LUDA. One such possibility has arisen from a new project for the Santa Cecília Music Academy, in Ameixoeira, which could be a strategic project, especially in relation to promoting links between the school and the neediest local people. Involving the local people in a series of actions concerned with music could be an impetus for developing a cluster of music-related activities.

Another development possibility for the area is the existence of an empty space with appropriate conditions to the implementation of an Ameixoeira Valley Urban Park. This park has an area of 32 hectares and is part of a bigger project that aims to develop a peripheral green zone in Lisbon city - the *Parque Periférico* (Peripheral Park). The project of the Ameixoeira Valley Urban Park includes a range of facilities and cycle tracks and footpaths

that will facilitate circulation in the valley, between the north and south slopes. Apart from the added value concerning **environmental conditions** that the construction of the park will bring, it will also attract people from elsewhere in the city.

The existence of a historic centre, with rural characteristics that are hardly ever seen in Lisbon city nowadays, is strength for the area. Once the buildings (Fig. 8) and public spaces have been restored, the historic LUDA zone could be an important focus of interest within the city, by recalling what the rural outskirts of Lisbon used to be like.



The willingness shown by the stakeholders to cooperate in the LUDA project and their capacity to mobilize the local people to join in a common development strategy enhances, obviously, the potentialities previously identified.

Figure 7: Quinta de Sto. António – Ameixoeira's historical area

3.3 Lessons learnt/Experiences

The process of diagnosis of the Ameixoeira/Galinheiras area developed has proved to be a methodological innovation. In fact, the Lisbon City Council is not structured in such a way that makes it common and easier a multidimensional diagnosis process that, in particular, includes the contact with the stakeholders.

During the diagnosis phase, important contacts were established with institutions and people who, working in the area, had a thorough knowledge of the situation. The receptiveness of these players to the LUDA Project made it possible to organize a Public Presentation to disseminate the results of the diagnosis.

Since then, the collaboration with these institutions has been found to be fundamental to the development of scenarios and concrete proposals for the area. An invitation to join the Galinheiras Communitarian Group has been sent to the Planning Department of the municipality, in the beginning of 2005. This group exists for 12 years, and is composed of *freguesias*, social welfare and public service institutions (health, education and security), municipal departments and sports centres that operate in the *Bairro das Galinheiras*.

Despite the recent participation (about a year) in the monthly meetings of this group, it has already been possible to identify and play a more solid part in the effort to solve the problems affecting that particular area. It will be important for the continued development of projects to improve the quality of life in the area that this relationship, between the LUDA project and this group, is sustained and strengthened.

However, one remaining challenge is to garner the support of the elected officials at the city level. For a long time the area has been forgotten by different municipality authorities. Another challenge is to sustain the developing networking activities over time, in term of financing and commitment.

4 Visioning

4.1 *Scenarios and visions for the area*

A thorough understanding of the context and the consequent development of alternative visions and scenarios are crucial to the whole process of urban modification that both embraces a transformation of the urban fabric and takes in the cultural aspect as an essential element for this change.

It is essential to design an integrated strategy which accommodates the entire process of urban regeneration. A long-term view will be needed and such a strategy will have to be coherent and incorporate the diverse facets of a regeneration process (social-cultural, economic, environmental, urban and community and institutional capacity), while at the same time ensuring the maintenance of links with its neighbours (Loures and Odivelas).

Culture is usually instrumentalized by social, economic, territorial or commercial factors. It lies at the heart of various physical/urban regeneration strategies, stimulating new drives aimed at revitalization and creating new partners.

It was against this backdrop, and during the diagnosis process, that the vision of the *Music Strategy* emerged for the Lisbon LUDA. The new music school, the Santa Cecília Music Academy, was earmarked as a possible pilot project for the future development of the area. It could be the launch pad for a series of actions to achieve an effective improvement in the quality of life in the area.

It is important to emphasize that the vision was not developed based on a SWOT analysis involving all internal and external stakeholders, but derives from the analysis and expertise of the planning department regarding the area.

4.2 *Goals and objectives of the development*

With the *Music Strategy*, the LUDA project could play an important role in the development of the city of Lisbon, since music is a factor linked to more sophisticated activities, to innovation and to the development of the human being.

The music theme could turn out to be a symbolic and socio-spatial symbol for LUDA. The operationalization of this factor in a context of sustainable development, through a perspective of conservation and integrated urban rehabilitation will lead to the socio-cultural revitalization of the area.

It is pertinent to set goals and targets, based on a strategy which will allow the design of a project anchored in the music factor. It will boost social development by revitalizing the urban heritage, inventing/(re)creating new spaces/new assets and improving the quality of life.

Regarding this, the following development goals and targets have been established:

- Urban structure/environmental conditions: restoration of the urban fabric, in particular via the design of public spaces and facilities that make it possible to pursue activities linked to music;
- Social-cultural conditions: promotion of social cohesion by energizing activities that put different segments of the population in contact with one another. The partnership that it

is hoped to establish with the Santa Cecília Music Academy, under which scholarships will be awarded to children attending state schools, is an example of a specific measure to achieve this goal;

- Community and institutional capacity: personal, social and institutional empowerment inducted by the music; settlement of processes to get local people actively involved in planning and preparing the interventions; management and planning of public areas, urban changes and rehabilitation of the urban space, environmentally sustainable practices and promotion of experiments in participated land management;
- Economic conditions: job creation and investment in training and vocational qualifications for local people. This development goal would include, for instance, the building of workshops to make musical instruments or to support a cluster related to music activities.

The achievement of these goals and targets will naturally involve a multidisciplinary working team who will coordinate the research and knowledge process, planning and scheduling, intervention and urban management.

4.3 Alternatives for the development of the area

In the following of the diagnosis process, three alternatives for the development were worked out for Ameixoeira/Galinheiras, depending on the varying levels of political commitment.

The first alternative is called *Marginalized Periphery*; it envisages no change in the current situation. This pessimistic view would definitely lead to a worsening in social exclusion and the relentless deterioration of the buildings and public areas, accentuating the lack of security and isolation of the area in relation to the rest of the city.

The second alternative is based on the *Coordination*, by the municipality, of the execution of projects already planned or currently in progress in LUDA, especially those related to social and sports facilities, the Ameixoeira Valley Urban Park and the North-South Axis. The results anticipated from this alternative would be better than the outcome of the first one, but the regeneration of the area would be a very sluggish process.

Human Development was the name given to the third plan, which foresees the setting up of a working team to coordinate the execution of the projects already planned for the area, and it would, at the same time, develop new medium and long-term planning actions, involving the stakeholders and the local people. The *Music Strategy* has emerged in this development alternative as the vision that has reflects on all the actions.

4.4 Lessons learnt /Experiences

To create conditions favourable to the participation and involvement of the stakeholders in the processes of public debate and decision-making, it was felt important to present all the work carried out in relation to the strategic visions for the future of Ameixoeira/Galinheiras.

The development alternatives described above and the results of the diagnosis have therefore been made known to the stakeholders of LUDA Lisbon at a *Public Presentation* which took place on 3 June 2004.

The presentation was followed by a period of consideration and discussion, which allowed sounding out opinions and listening to important suggestions relating to the stakeholders' vision for the area. This consultation represents a first step toward involving stakeholders in the definition of goals and objectives for the area, as well as in the development of a vision which would integrate all aspects of quality of life and which would incorporate the stakeholders' perceptions of the area.

In addition to the interest that represented this exchange of ideas, it was also important for the stakeholder group to feel that there was a genuine willingness on the part of the Municipality to create links that would make future collaboration in decision-making possible.

5 Programming

5.1 Formulated programmes, projects and plans

Previously to the formulation of programmes, projects and plans for Lisbon LUDA, the area was divided into several working zones, due to its size (190 hectares).

This partition was established under the *Music Strategy*, and the following working areas have been specified: *Portuguese Guitar Area*, *Piano Area* and *Harp Area* (Fig. 9). Priorities were defined for each area, incorporating the needs highlighted by the stakeholders.

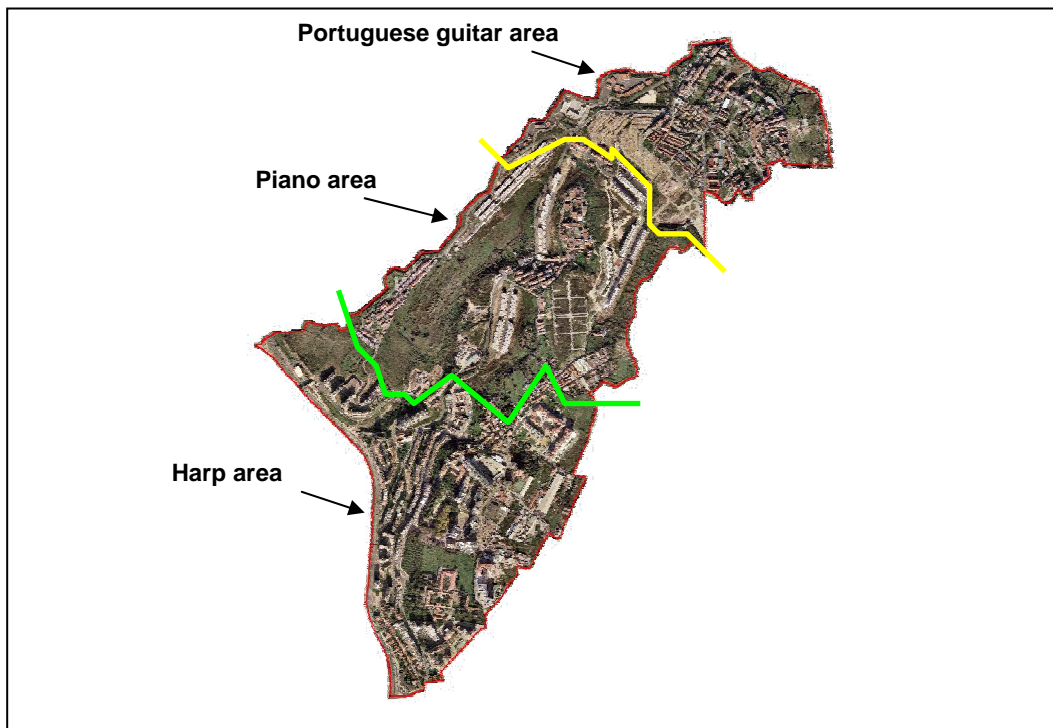


Figure 8: Lisbon LUDA working areas

The **Portuguese Guitar Area**, like the instrument, is the most popular of LUDA, basically because of the local people living there and the existing urban fabric. For this zone, which embraces the Bairro das Galinheiras, a programme has been drawn up that includes:

- the demolition of shabby and dilapidated buildings (Fig. 10) and the construction of new dwellings, with an optimized energy-environment performance;
- the reorganization of the street layout throughout the area, making it easier for cars and pedestrians to circulate within the Bairro das Galinheiras, and facilitating its relations with the neighbourhoods;
- (re)creation of public areas and facilities, helping to revitalize the socio-cultural environment of the area. It was considered fundamental by the stakeholders the refurbishing of the Market, the building of a Health Centre and the installation of a Police Station;

- the appliance for the national programme for development and social inclusion PROGRIDE, which would make possible to organize actions in terms of citizenship, employability and sharing in planning. This appliance was not accepted.



Figure 9: Bairro das Galinheiras

The **Piano Area** is the most problematic because of the intense concentration of reallocation buildings and the people living there (manly gypsies), hence its association with an instrument that conveys the necessary harmony. This area is in the Ameixoeira Valley and includes the new re-housing zones (Fig. 11), the Quinta da Torrinha and the Bairro da Alto do Chapeleiro. The following are part of the programme for this area:

- design of public spaces, bearing in mind the needs and cultural customs of the local people;
 - implementing the Ameixoeira Valley Urban Park project, together with the chance of developing activities there that are related to the music factor and the participation of the local residents in its management;
 - establishing regulations for the local residences and use of the public areas in the Bairro do Alto do Chapeleiro;
 - demolishing the illegal buildings in the Quinta da Torrinha which do not comply with the minimum safety requirements;
 - designing projects to encourage social inclusion of ethnic minorities living in the area.
- The PROGRIDE programme was meant to cover the Piano Area, too.



Figure 10: Reallocation Special Programme – Ameixoeira

Harp, as a noble and erudite instrument, has been associated with the historic zone of Ameixoeira (Fig. 12) and the building front, from the seventies, that delimits the Calçada de Carriche. Here, the following aspects have been earmarked for development under the programme:

- rehabilitating the historic centre of Ameixoeira and the Rua do Lumiar. The latter project is included in the proposal drawn up for the Calçada de Carriche;
- reorganizing the roads and pedestrian accesses in the area;
- establishing a protocol with the Santa Cecília Music Academy with the aim of promoting its use and having pupils from other LUDA schools use the Academy's facilities.



Figure 11: Ameixoeira's historical area

5.2 Major activities

Up to this phase of the project the following has been essentially programmed:

- urban design - proposal for reorganizing the roads, streets and pedestrian priority areas (Calçada de Carriche and Azinhaga do Reguengo) and proposal of urban design for the requalification of the Bairro das Galinheiras;
- social inclusion - application to join the national development programme (PROGRIDE) and organization/participation in the Spring Festivity;
- environment - establishment of a protocol with the municipal agency Lisbon E-Nova;

At the **urban design** level, three proposals have been drawn up. The first concerns the Avenida Padre Cruz/Calçada de Carriche (in the Harp Area) and consists of rehabilitating the roads and public area to make the zone more pedestrian and leisure-use friendly, so that it becomes an urban avenue that is truly worthy of the city of Lisbon. The Avenida Padre Cruz, next to the Calçada de Carriche, has long been the main access to Lisbon from the North, and so the traffic there is very heavy. It has become a main highway into the city centre, making it very hazardous for the people living nearby.

At the moment, with the construction of the Outer and Inner Ring Roads (commonly known as CREL and CRIL), the traffic that used to have to use the Calçada de Carriche has been siphoned off into many other roads giving access to the city centre. There has been a consequent fall in demand for this route and traffic flow has therefore improved.

It is proposed that it be made easier for pedestrians to cross the road, bus lanes be implemented in both directions, pavements be smartened up and that the latter and the central reservation be planted with trees (Figs. 13 and 14).

Under this project, it is further proposed that the Rua do Lumiar made a pedestrian zone, in the historic centre, so as to encourage its use as a leisure and shopping area, backing up the neighbouring shopping areas (Fig. 15).



Figure 12, 13, 14: Proposals for the requalification of Avenida Padre Cruz/Calçada de Carriche and Rua do Lumiar

The other proposal, for Azinhaga do Reguengo (in the Portuguese Guitar Area), arose after speaking to the Chairman of the Charneca Parish Council, who alerted the Planning Department to the need for urgent intervention. This road will provide access to what will be, by the end of this year, the new municipal Social Action and Sports facility that are now under construction.

There is an overwhelming need to widen the Azinhaga do Reguengo and create parking areas and pavements, since this facility will include kinder garden, a home for the elderly and sports facilities - implying the coming and going of lots of passengers and a considerable increase in the number of pedestrians (Figs. 16 and 17).



Figure 15, 16: Proposal for the requalification of Azinhaga do Reguengo

A proposal that aims at the qualification of the Bairro das Galinheiras has been developed (Fig. 18). The urge to do such proposal of urban design for this specific nucleus occurred, fundamentally, from the inexistence of a road connection between the Bairro das Galinheiras and the North/South axis, in construction. The lack of a plan to connect the exit of the Galinheiras roundabout to the interior of the neighbourhood would accentuate the isolation of these areas towards the rest of the city of Lisbon.

The studied solution aims at improving the access inside the neighbourhood, demolishing dilapidated buildings and reallocating the local population. Simultaneously, the idea is to develop new residential areas that create new social and urban dynamics, establish an assembly of quality public spaces and intensify the relations between the urban nucleus of Galinheiras, the rest of the Lisbon city and the neighbourhood municipalities.

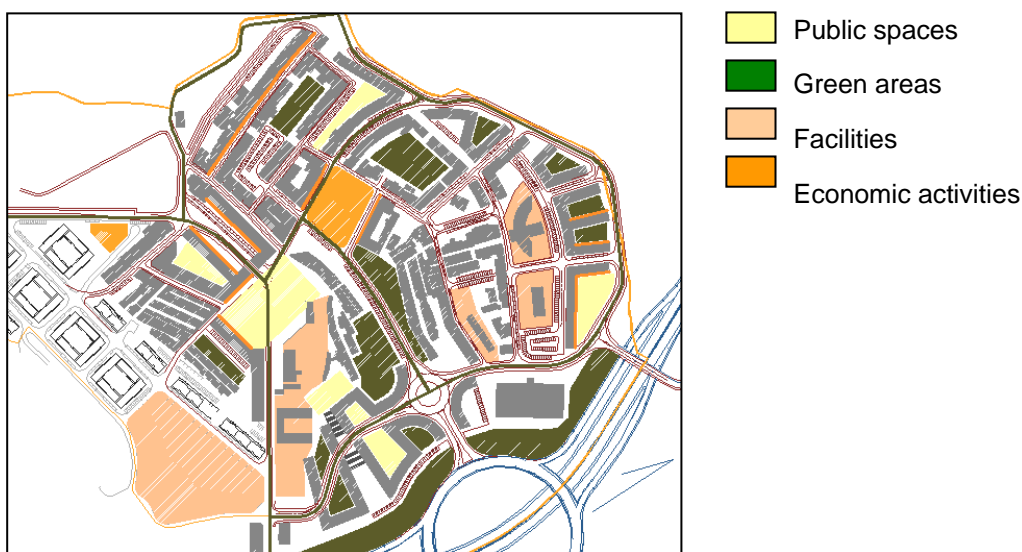


Figure 17: First proposal for the requalification of Bairro das Galinheiras

At the **social level**, an application was prepared jointly with stakeholders working in the Galinheiras and Ameixoeira Valley area to join the national programme for inclusion and development - PROGRIDE. This programme would provide funding for concrete intervention proposals. The Planning Department would be the promoting body, if the proposal was accepted, and would have the job of energizing the partnership established for this project.

The application is entitled “Citizenship, Employability and Shared Planning in Galinheiras and Ameixoeira Valley” and has the following goals: to promote social inclusion in marginalized and run-down areas; to fight isolation, desertification and exclusion in deprived areas and intervene with groups that are faced with exclusion, marginality and persistent poverty.

The application to join this project was submitted in February 2005 and the result was known on the 19th August 2005 but it wasn't approved.

The Spring Festivity was another of the initiatives that the planners joined, while institution belonging to the Communitarian Group of Galinheiras. This festivity took place in the Bairro das Galinheiras and occurred on the 3rd and 4th of June 2005.

It was two days of intense work, with the opportunity to participate in the organization of the event and to expose the content of the work. Some activities with the population were also developed (Figs. 19 and 20).

In these activities is included a game with several groups of ten children which intended to initiate to the participated planning, through an exercise that consisted, on a first phase, in the construction of a map with the perceptions of the children towards the spaces where they move (house, school, kinder garden, etc.). In a second phase, the children gave a classification to these areas (good, bad, etc.) and they made proposals for the qualification of its neighbourhood towards the need of new spaces and facilities. The game ended with a vote simulation where the final proposal was chosen.

During the Festivity the children also made several draws under the theme “How would you like your neighbourhood to be?”.



Figure 18, 19: Spring Festivity – Bairro das Galinheiras

As part of the activities related to the **environment**, a protocol was prepared between the Lisbon City Council and the municipal agency, Lisbon E-Nova, a non-profit private law association whose mission is to contribute to sustainable development by promoting, driving and disseminating good practices, implemented transversally, to ensure the systematic improvement in energy-environment performance across the city, involving the leading decision-makers, economic agents and the general public.

This protocol consists of a strategic partnership for energy and environmental issues, leading to the development of the pilot projects the city of Lisbon needs and, in particular, that LUDA needs, to implement the principles of sustainable planning.

The fact that the LUDA Project and Lisbon E-Nova share the same principles is a crucial factor for the success of any projects they develop together.

5.3 Possible impacts

With the proposals to reorganize the roads and pedestrian areas for the Avenida Padre Cruz/Calçada de Carriche (Harp Area) and Azinhaga do Reguengo (Portuguese Guitar Area), it is hoped to implement principles to encourage a better environment, more pedestrian use, greater safety, lower costs and a chance to invest (in lighting, surfacing pavements and roads, planting trees, improving drains in public areas).

These proposals will require both the design of pedestrian-oriented streets, meeting the need for a local public space with some shops, and the demolition of buildings, with the consequent re-housing of their residents.

The impact hoped from these interventions will be the improvement in the quality of life of citizens by humanizing the space they live in, with enhanced urbanity and better utilization of the local surrounding areas.

With the application to join the national PROGRIDE, a programme for development and social inclusion, it was hoped to complement the visibility of these impacts via the following actions:

- conducting a survey of training needs, diagnosing employability and supervising the project;
- participated planning - energizing the involvement and active participation of local people in the preparation of the interventions to be carried out under the LUDA Project (management and planning of public space, urban changes and rehabilitation of urban spaces, environmentally sustainable practices, dynamizing experiments in the shared management of the area);
- Citizen space - creating a centre where training actions can be held and which will also be a meeting place for the various institutions and partners in the project. It will also be an open space, for the whole community to use, where various awareness-raising and mobilization actions can take place (with particular reference to those concerned with participated planning);
- Actions to train, recognize, validate and certify skills. Developing training actions based on three major areas: education, training and citizenship, conceived as an integrated and multidimensional operation that will meet the various needs and aspirations of the local residents.

The protocol established between the municipal agency Lisbon E-Nova and the Lisbon City Council likewise aims to construct a matrix of intervention opportunities for improving the energy-environment performance of new buildings and to regenerate by extending the practice of sustainable construction. This will be done by promoting and carrying out the intervention opportunities that are out there on the market.

At the same time, it is intended to develop the public space in a sustainable manner by using to the maximum the energy and bio-climatic potentialities of the areas, both to make them much nicer for citizens and to optimize their management - and, whenever feasible, to achieve self-sufficiency in energy.

The agency also envisages the development of training and awareness-raising actions for the project members and the general public. These will tackle questions related to the environment, bio-climate and the efficient management of resources, as well as the creation of economic activities linked to energy production for domestic consumption and to sell at other points outside the area.

The implementing the projects described above, plus the active participation of the local people, should lead to positive impacts that will be crucial to improving the quality of life in Ameixoeira/Galinheiras.

5.4 Lessons learnt/Experiences

During the process of defining priorities and activities, the planners involved felt the need to get in touch with different departments in the Lisbon City Council, since these departments would be responsible for implementing many of the measures planned under the project. The departments of Social Action and Sports and the Housing Department were therefore contacted, some of whom were already involved in work on the ground. These contacts have given the chance to form new working partnerships within the structure of the Lisbon local authority.

Meanwhile, the experience of applying to join the PROGRIDE programme, plus the work involved in collaborating with the Galinheiras Community Group, has led to direct contact and the strengthening of ties with some of the stakeholders. This exercise has been fundamental to work out a shared rehabilitation and development programme.

Although the appliance to PROGRIDE was not accepted, the work developed to built this application is going to be used as a base to a project develop by an institution working in the area, manly with the reallocated population.

From the work developed with the Communitarian Group of Galinheiras also resulted the realization of the Spring Festivity. This event allowed a closer contact with the population that lives in the Lisbon LUDA, especially the youngest, and the development of kick-off activities to the process of participated planning. The will expressed by the teachers of the Galinheiras School to continue this process with the students was also very rewarding.

6 Implementing

The definition and specification of key projects is vital for the process of rehabilitation and development. Because only the combination of a creative idea with a number of imaginative and fundable key projects makes such complex processes successful.

6.1 Priority action areas

Regarding the LUDA Project, there are two priority action areas to implement:

- to create an autonomous, cross-sectoral structure within the city administration for the planning and management of the LUDA that permits to accelerate the decisions, to better include the participation of the people and stakeholders and also to guarantee that the principles related to sustainability are implemented (in progress)
- to dynamise the processes to get stakeholders and local people actively involved in planning and preparing the interventions (in progress).

6.2 Programmes implemented in the area

The programme that is taking course in the area is an initiative from the Aga Khan Foundation and the Calouste Gulbenkian Foundation. The programme called K'CIDADE is being developed in several urban nucleuses including the Ameixoeira area (mostly in the reallocation zone).

K'CIDADE is an urban communitarian development programme that intends to contribute to the promotion of social inclusion and to improve the quality of life of the communities living in the Lisbon metropolitan area. The objective of the programme is to empower these communities in such a way that they are able to identify their needs and, at the same time, conceive solutions that will contribute to their development. For this propose the programme search to promote initiatives and sustainable dynamics of local development, focused in the participation and ability of the communities.

6.3 Projects implemented in the area

The projects recently implemented in the area are fundamentally related to urban structure:

- the metro station;
- the reallocation project;
- the construction of the North/South axis;
- the new neighbourhood resulting from the EUROPAN;
- the new facilities.

The metro station of Ameixoeira was being concluded when the LUDA project started. It is considered to be an important milestone in the local transport history although it covers only a small part of the LUDA.

The reallocation project was a national programme funded by the National Institute for Housing and the Municipality of Lisbon. The aim of this programme was to eradicate the existence of slums in the big cities of Portugal. 3300 people were reallocated in the Ameixoeira's Valley.

The North/South axis is an important road that links the country's north-south highway system. Its construction in the limits of the LUDA will, by one hand, improve mobility in the area but by another can constitute a physical barrier towards the rest of the city.

The EUROPAN is a project resulting from an international contest and its being implemented next to the Bairro das Galinheiras. The project includes 900 dwellings that were sold at low costs to young people. This project will bring new inhabitants to the area who will contribute to its social "refreshment".

Some new facilities are being constructed in the recent last years. These are: the swimming pool, the gipsy culture house, kindergartens, the elderly social centre and sports facilities.

6.4 Lessons learnt/Experiences

The implementation of programmes and projects in the Lisbon LUDA had some negative impacts in the area. The social consequences of the unplanned Special Reallocation Programme were responsible for the insecurity scenario lived nowadays in the Ameixoeira/Galinheiras. The North/South axis will aggravate the isolation of the area towards the Lisbon city. The integration of the EUROPAN project in the urban structure of the neighbourhood area was not very successful, however it is believed that the social input of the new residents will be very positive.

Another positive aspect could be the implementation of the K'CIDADE programme. The work developed by the K'CIDADE team already originated a detailed social/economical/communitarian diagnosis of the reallocation area. The actions programmed by this team will definitely improve the quality of life of this population and could be a string to other similar programmes.

So far the programmes implemented in the area remain more sectoral rather than integrative, in the sense that they do not relate to all dimensions of quality of life. The issues of financing and of political support and advocacy in term of implementing the LUDA vision also represent a serious challenge.

7 Monitoring and evaluation

7.1 Introduction to the monitoring system

The Lisbon Municipality intends to develop a Lisbon Monitoring System, as a tool for the planning and management of the city that will help, directly, the decision-makers and the technicians.

The project "Lisbon City Monitoring" includes the development of a technological platform combined with decision and analyse models which has the goal of collecting, grouping, creating and disseminating knowledge about the Lisbon urban development. The data, information, statistics and documents resulting from the surveys or studies of characterization and interpretation of the urban environment will be consolidated at a quantitative and qualitative level in such a way it will be possible to create development scenarios. These scenarios will be achieved through the indicators and the metrics that more significantly represent the several levels of analysis and segmentation of the territory.

This monitoring system is a part of a wider relationship platform with the inhabitants and that promotes a systematic vision of the problems, challenges and opportunities that exist in the City, intending to enlarge the people participation. This platform, with the name of "Lisbon Digital City Project" (LxD), has as the primal goal to place the information and communication technologies in the service of the management of the city and to the participation of its inhabitants.

This project consists in several components:

- Lisbon Portal – it has four areas and it will aggregate and make accessible information and digital services to its inhabitants, visitors and municipality enterprises. The contents will, at a local perspective, integrate and complement the digital offer in the civil society and from the Portuguese State to the municipality.
- Local Electronic Government – it will include, besides the municipal internet site and the on-line services, the municipal Intranet and tools for an electronic shopping service. The main goals from these initiatives are to increase the efficiency and efficacy from the fluxes of work from the municipality and the containing of the costs.
- Municipality stations of high bandwidth - to permit a wider access and to demonstrate to the inhabitant/visitor the advantages of the high bandwidth. It is considered the installation of 90 municipal stations (16 per each 100 000 inhabitants) in different public spaces.
- Technological Platform – integrated for every services of the municipality, which will carry every initiatives that will occur in the Lisbon Digital City project and it will be drawn and dimension in the perspective of its usability and its utility for the final users.
- Animation and Mobilization of the Civil Society – it will appeal to the active participation of everybody in the construction of the Information Society, through the promotion and divulgation of the contents and on-line services. For this effect, the municipality will have 2 vehicles that will promote the numerous advantages of the Lisbon Digital City all over the city.

- Management and Coordination of the Project – it intends to form a management team dedicated to the coordination of the LxD project, which will secure the execution and accomplish of targets and chronograms of the several sub-projects.
- Monitoring System of the Lisbon City – aggregation platform and publication of indicators related to several urban life aspects, for example, air quality, traffic, demography, etc.

7.2 City's monitoring systems

7.2.1 Indicator system to monitor the integrated development concept

The Monitoring System of the Lisbon City integrates two components: the first one includes quantitative indicators, used to measure specific aspects related to environmental, economics and social conditions, using statistic data. The second component, constituted by qualitative data, will be obtained through the field collection, the subjective “regard” that the inhabitants make from the different aspects of life in the city; through inquiries and also using contributes of specific observers (parish presidents, priests, specialists...).

In the municipal organic, the Urban Planning Municipal Direction (DMPU) is responsible for the actualization of a collect of data related to the territory occupation, namely urban indicators. This municipal structure also maintains the geo referenced information system, where it is included the mapping of several analysis and quantitative and qualitative indicators.

The LUDA Project is integrated in this context, and it is necessary to predict a monitoring coherent with the system in development, but also assuming the specificity of the LUDA territory.

7.2.2 Lisbon: Monitoring System for the Ameixoeira/Galinheiras area

Monitoring the quality of life in Ameixoeira/Galinheiras is a very complex task because the area isn't homogeneous. We have to deal with lack of specific data or work and with old data from the Census. In other hand, we could use some aggregated information at a higher level (e. g. at a parish level).

So, we have to join a lot of procedures and different types of data to understand the range of problems within the LUDA area. As we said in the last item, we have to use objective and subjective indicators and sometimes we need to have the old data joined with “sensor information”. The sensors are identified with people who work in the area and that have a very pragmatic and experienced point of view. We use this information as a kind of monitoring sensor. The monitoring system to this area is related to the diamond of quality of life, with its dimensions and issues, a reference frame to intervention activities in LUDA. The dimensions are:

- socio-cultural conditions;
- economic conditions;
- urban structure;
- environmental conditions;
- community and institutional capacity.

As we have done the programming of major activities we were able to introduce a set of indicators to monitor Lisbon LUDA area, linking the issues of the diamond of quality of life.

7.2.3 Indicators / Data used in Municipal inhabitants request

The indicators and data used in the Lisbon Municipality covered a high range of dimensions and issues. Some of the information used is collected directly by the municipal services, like the sewerage taxes, number of licensed buildings, new rebuilding works, etc, and some surveys promoted by some of them.

However, the major data source is the National Statistical Institute (INE)¹, which supplies the census data regarding the city, parish (council) and neighbourhood levels. The availability of this type of data is 10/10 years. They have some other indicators, like the unemployment rate or the mortality index, but at a national or regional level.

The Labour Ministry supplies enterprise data, including number of workers and some other related information.

Some other data suppliers are the water, electricity and telephone companies. In other hand, the municipality could use some academic studies related to protocols with some college institutions.

7.3 Lessons learnt/Experiences

As we said in another part of the report, the difficulties experienced in having data, made possible the contact with some other projects inside the Luda area, allowing maximizing efforts and establishing partnerships. These experiences permit the appliance of some surveys and the access to data from institutions working in the area.

It was very positive the knowing of other monitoring systems, which permit us the use of alternative sources of information because it is very difficult to establish an infra-municipal monitoring.

¹ INE – Instituto Nacional de Estatística.

8 Conclusions

The Ameixoeira/Galinheiras area is a large part of the city of Lisbon characterized by a complexity of problems (mainly related to urban planning and social issues) and multiple deprivations. This scenario has been aggravated all over the years contributing to the low quality of life of the Lisbon LUDA inhabitants.

The multidimensional diagnosis process used during the development of the project allowed applying an innovative methodology, especially concerning the contacts made with the stakeholders. The collaboration and partnerships established during this process made possible the development of projects like the application to PROGRIDE or the Spring Festivity. It is believed that the strengthening of these ties will make it easier to develop future projects for the area.

It was in this perspective that the *Music Strategy* was designed. The music could turn out to be a symbolic and socio-spatial symbol for the sustainable development of the Lisbon LUDA, through a perspective of conservation and integrated urban rehabilitation that will allow the socio-cultural revitalization of the area.

In this context the LUDA Project appeared as an opportunity to better understand the situation and development of the Ameixoeira/Galinheiras area and to provide a systematic strategic planning and development approach that will contribute to the improvement of the quality of life in this large urban distressed area.

The future challenges of the LUDA regeneration process in Lisbon remain the financial and political support, especially for funding integrative projects and programmes for improving quality of life in the LUDA. Furthermore, for a successful regeneration process, the participation and cooperation of stakeholders needs to be sustained and enhanced, so that the confidence gained during the participation process is not lost.

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