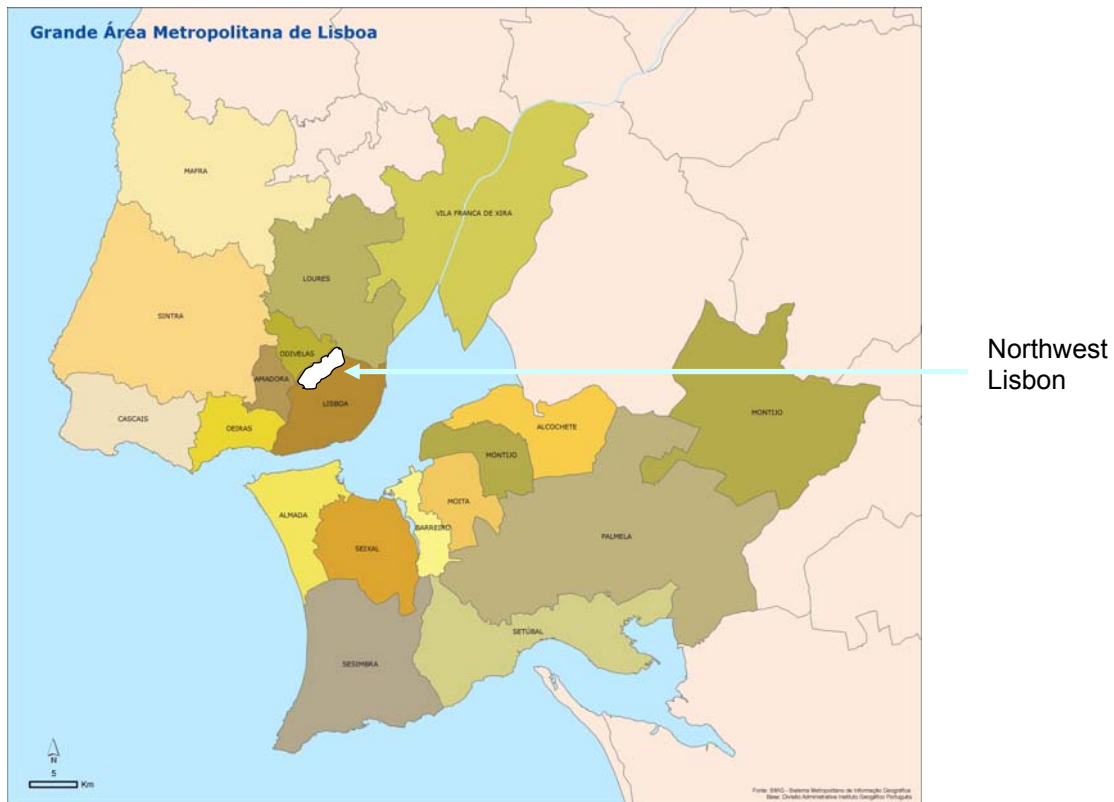


INTEGRATING THE CITY – A THIRD SOLUTION FOR LISBON CITY PERIPHERY

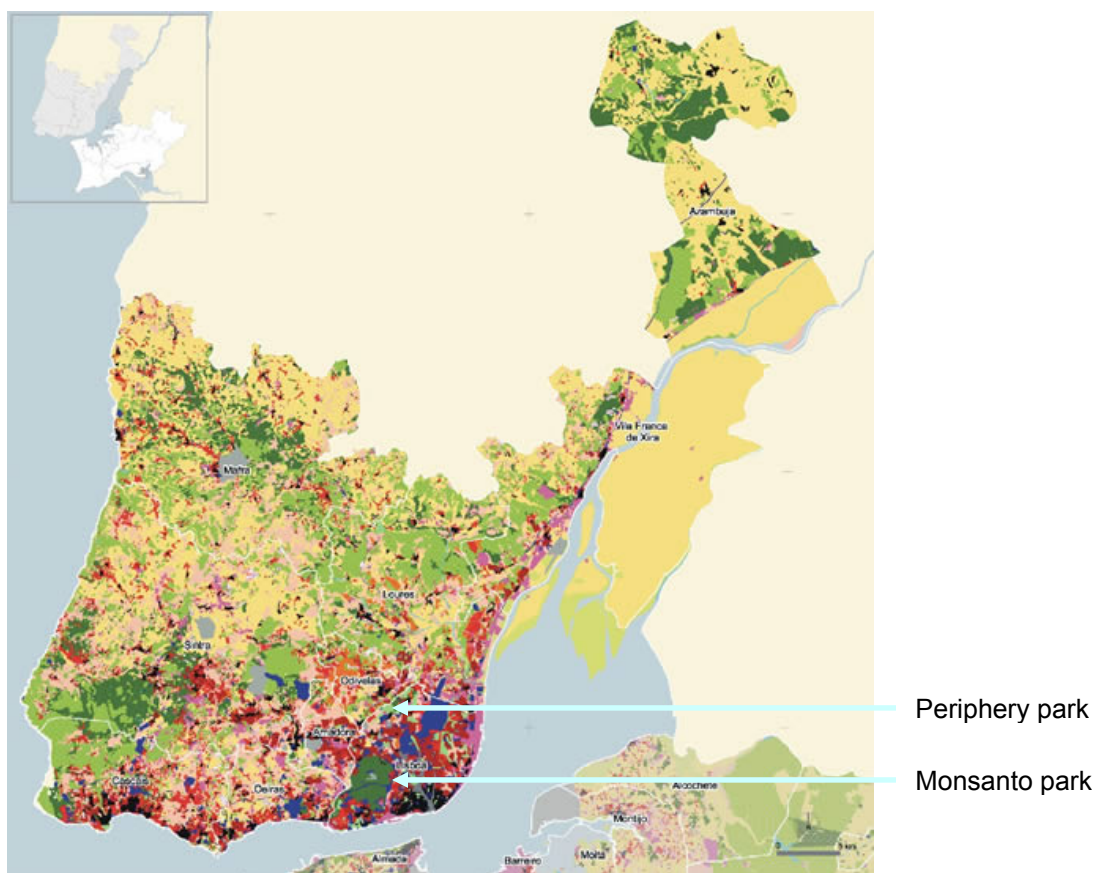
Teresa Craveiro, Director of Urban Strategic Planning/Lisbon City Council – Geographer / Planner
Manuel da Costa Lobo, Professor and Researcher at CESUR - Instituto Superior Técnico, Technical
University of Lisbon

SUMMARY



Greater Lisbon — (<http://www.aml.pt/>)

Municipal peripheries are very often badly structured, mainly due to a lack of coordination between municipalities, not assuming the actual growth of urban areas beyond their boundaries.



<http://www.aml.pt/>

Ancient plans of Lisbon City suggested the location of an urban park at the extreme northwest of the municipality. On the contiguous land, belonging to the neighbour municipality, some disordered illegal housing was settled and the place becomes less acceptable for the initial idea. Bit by bit other uses were accepted – a cemetery for Lisbon, a solid waste treatment area and to the north a golf course with some houses.

A circular road for Lisbon periphery was also planned to that place.

The result was the disintegration on the side of the compact urban fabric existing in Lisbon.

Different plans emerge meanwhile to occupy the zone remaining area. Conflicting ideas, not convincing, were based on two main proposed solutions – A and B. (A very dense occupation, B with a rural type of settlement).

The Strategic Planning Department for Lisbon, facing the issue, lunch a study to look for a 3rd solution and a new plan was presented. Not A, not B, not a compromise between the two. Just a 3rd solution!

REPORT

The Process of Strategic Planning – The Lisbon 2012 Strategic Vision

Strategic Planning is a process aiming at the definition of the desirable and possible futures for the city, of the lines of economic and social development and of the determination of strategies, ways and actions to reach these future goals.

in 1992, Lisbon was the first city in Portugal that, , approved a Strategic Plan which contained the territory of the Universal Exhibition (Expo 98) – a partially abandoned partially degraded peripheral territory from the city centre both physically as socially segregated in urban terms. At the time, this territory located in the Eastern zone of Lisbon, of approximately 340 hectares and with a waterfront of approximately 5 kilometres in breath, integrated non salubrious infrastructures and equipments much in need of a comprehensive urban renewal. The concept of the Lisbon Strategic Plan, with its Universal Exhibition territory was analogous to that of Barcelona’s First Strategic Plan, which created conditions for the production of the Olympic Games in that city. Between 1990 and 1995 the Lisbon ”old” strategic planning system was implemented and developed into three levels: the Strategic Plan, approved in 1992; the Municipal Master Plan, approved in 1994, and the Priority Plans and Projects, gradually implemented throughout the recent years.



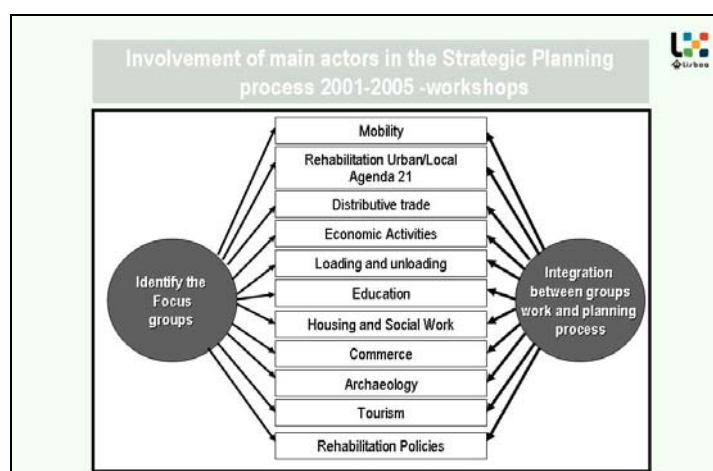
With the new autarchy framework established after December of 2001 City Council elections, a municipal planning strategy was readdressed with the re-enactment of a Strategic Planning Department (*Departamento de Planeamento Estratégico - DPE*) directly under the supervision of the President of the Council.

Consequently, the city of Lisbon re-opened a cycle of urban strategy for the launching of an updated Municipal Master Plan, a process that had been decreasing in impetus since 1995 with the gradual implementation of a monitoring system for the planning instruments, *i.e.*: the Strategic Plan, the Municipal Master Plan Director and Plans of Urbanization and Specificities.

The new Legal Framework on urban planning enforced in Portugal by the Law no.380/99 of the 22nd of September, later modified by the Decree no.310/2003 of the 10th of December, determined that the new "Municipal Master Plan [directives] should establish the model for the municipal territory's spatial structure, thus constituting a synthesis of chained strategies for development and planning, and should integrate both national and regional options although giving particular relevance to the constraints of the respective area of intervention". In the case of Lisbon, these rules and regulations created the conditions for the draft of the Lisbon 2012 Strategic Vision derived from the Model of the Municipal Territory's Spatial Structure prescribed by the Municipal Master Plan.

Due to the lack of a municipal Participative Council for Lisbon, a methodology of Focused Participation was implemented along the same lines as those already developed in the First Strategic Plan, articulated with a number of active agents and entities active in the city's instrumental concepts and projects.

In order to implement this articulation were produced twelve thematic Workshops on a wide range of fields.



More than 350 invited guests participated in the realization of these Workshops and, in consonance with the support of local institutions, city agents and specialised technical staff, drafted a synthesis of the city's Weaknesses and Strengths. But, most of all, this panel of people and organisms observed that, during the last decade, all the major

interventions in the city's development strove for higher environmental qualities, better living conditions and the regeneration of degraded properties and vacant premises, boosting these factors as prime issues for the assertion of Lisbon as capital of Portugal and, in the Iberian and European contexts, as the Atlantic Capital Europe.



Thus the Lisbon 2012 Strategic Vision (<http://ulisses.cm-lisboa.pt>) assumes as its major mission the characteristic dichotomy of Lisbon. Simultaneously, it aims to promote the metropolis as the Atlantic Capital of Europe and as the European Gateway of the Mediterranean anchored in factors of undeniable value, such as the geo-strategic position of the city, its natural setting, its built and cultural heritage, its economic dynamism and its distinction in the continent's global context.

These extremely important factors are based on four Urban Development: action lines:

- Lisbon - City of Neighbourhoods
- Lisbon - City of Entrepreneurs
- Lisbon - City of Cultures
- Lisbon - City of Modernity and Innovation

Presently is under way a methodology to transform the Lisbon 2012 Strategic Vision in a Second Strategic Plan containing priority guidelines, action programs and partnerships compatible with the political parties' diverse development proposals, thus constituting a consonant document applicable up to 2012, validated beyond the time of the current autarchic mandate and assuming the value of a pact of governance for city.



Lisbon – City of Neighbourhoods

This short paper intends to explicit the Northwest Crown Zone of the city according to the intrinsic urban planning concepts pertaining to the axial development of Lisbon as a City of Neighbourhoods, that is, as a friendly and well looked after territory, a public and pedestrian domain, a metropolis which invests in the rehabilitation of its built heritage, in the



qualification of its neighbourhoods, in the creation of its infrastructures, in the valorisation of its public spaces and its green areas, thus prioritising an increasingly better quality of life for its residents and visitors.

During the last few years, the most recent statistical figures showed an increased loss of residential population moving their homes to the city's peripheral districts, benefiting from better accessibilities and less expensive ground rents – fundamental factors for the fixation of people.

The last two censuses carried through by the National Institute of Statistics ascertained that the municipality of Lisbon has been steadily loosing resident population during the last two last decades actually presenting a relatively low population density for a European capital city. In fact, between 1981 and 2001, Lisbon lost more than 240.000 inhabitants, these numbers being equivalent to 17.8% of its resident population in the 1980's decade and to 14,9% in the 1990's decade.

During the 2001-2005 periods, Lisbon - City of Neighbourhoods was the urban development program with the biggest impact in the capital, steadily working in the implementation of dynamic Urban Rehabilitation policies in the historic districts.

Urban Rehabilitation is fundamental for the citizens' betterment of their living conditions, a crucial element not only in the re-qualification of historical neighbourhoods, but also a priority factor to attract inhabitants to the inner core of the city. Lisbon invested in the urban rehabilitation of its central boroughs to attract young residents and revitalize its historic neighbourhoods. As a clear result of a strategy of strong public intervention during the last three years Lisbon saw an unprecedented regeneration of city's old fabric.

Amongst several programs in the domain of the Urban Rehabilitation are important to list the following:

- The integrated intervention in two historically traditional streets: the Rua da Madalena and the Rua de São Bento. These rehabilitation works constituted "demonstrative operations" capable to convince property investors of the market advantages of promoting the qualities of living and working in central Lisbon and of added values of improving, through the adequate refurbishing of property, the efficacy of the urban environment.
- The launch of Major Renewal Works (*Mega Empreitadas*) an, initiative which aimed at regenerating, in association, 6 of the most emblematic historic neighbourhoods of the city.
- An exhaustive inventory of all buildings in a number of selected thoroughfares, drawing particular importance to those in most precarious structural conditions, those in a state of advanced degradation and those lacking in hygiene and threatening the safe keep of its users.
- To effectively fight these problems a system of coercive summons for building repair works and indictments was implemented. Some of the most successful rehabilitation cases are those of Rua (*Street*) Alexandre Herculano, Rua de Belém, Rua das Janelas Verdes, Rua das Olarias, Rua Presidente de Arriaga, Avenida (*Avenue*) 24 de Julho and Praça (*Square*) do Campo Pequeno.
- The constitution of 3 Urban Rehabilitation Societies (SRU): Baixa Pombalina; Alcântara/Ajuda and Zona Oriental – a ground breaking association between the municipality and property owners.
- The creation of a number of co-funded rehabilitation programs such as RECRIA, REHABITA and RECRIPH.
- The candidacy of Baixa Pombalina as a UNESCO listed World Heritage Site.



- Restricted vehicle accessibility and parking alternatives were implemented as pilot projects in 3 of the most popular historic neighbourhoods of the city: Alfama, Bairro Alto and Santa Catarina. Motor vehicle restrictions brought undeniable benefits both to the residents and visitors of these historic neighbourhoods.
- An innovative service of free public transport, the “LX Door to Door” (“*Lisboa Porta a Porta*”) was also created in the historical neighbourhoods. This very popular fleet of mini-buses already shuttled more than 270.000 passengers mainly contributing to the mobility reinforcement of many less agile citizens.
- In the Strategic Plans and Projects scope, Lisbon gave substantial impetus to the regeneration of its 18 kilometres of urban waterfront, converting and revitalizing disaffected industrial areas related to defunct port activities who had become obsolete and degraded and which generated a negative environmental impact.



The city of Lisbon also developed a significant number of urban projects of considerable dimensions which gained international acclaim, namely, the Braço de Praça mixed planning development by Renzo Piano and the Alcântara XXI project by Jean Nouvel are strong imprints of contemporary urban interventions which produced important repercussions in the re-qualification of the surrounding urban territories.

Currently it is important to note that in the city of Lisbon about 60% of the granted building licenses are for rehabilitation works. These figures are particularly important in

EUROPEAN CITY MONITOR, 1990, 2001, 2005		
1990	2001	2005
1. Londres	1. Londres	1. Londres
2. Paris	2. Paris	2. Paris
3. Frankfurt	3. Frankfurt	3. Frankfurt
4. Bruxelas	4. Bruxelas	4. Bruxelas
5. Amsterdão	5. Amsterdão	5. Barcelona
6. Dusseldorf	6. Barcelona	6. Amsterdão
7. Zurique	7. Zurique	7. Madrid
8. Genebra	8. Madrid	8. Berlim
9. Milão	9. Berlim	9. Munique
10. Glasgow	10. Munique	10. Zurique
11. Barcelona	11. Milão	11. Milão
12. Munique	12. Genebra	12. Dublin
13. Manchester	13. Dublin	13. Praga
14. Hamburgo	14. Manchester	14. Lisboa
15. Berlim	15. Estocolmo	15. Manchester
16. Lisboa	16. Lisboa	16. Dusseldorf
17. Madrid	17. Dusseldorf	17. Estocolmo

Fonte: CWHB, 2005

comparison to the European average which stands at 33% and to the national average 5%, in 2001. It must be emphasised that this strategy contributed for the upgrading of Lisbon in the European Ranking of the Best Cities moving from the sixteenth position, in 2001, to the fourteenth position, in 2005.

As the city efforts have been rewarded by outstanding levels of rehabilitation, the municipality can presently focus in new challenges such as the problematics of the capital centre's surrounding districts - a fragmented and diversified territory. This complex situation is aggravated by the existence of complex land parcelling of illegal genesis and multiple pockets of expectant areas.

The re-qualification of Lisbon's outlying districts - Urban areas of illegal genesis and the rehabilitation of historic cores

The present focus in the re-qualification of Lisbon's outlying districts identified 9 major areas of Urban Territories of Illegal Genesis (AUGIs), previously designated as clandestine built structures' neighbourhoods: Carnide, Lumiar, Ameixoeira and Charneca - which will be regenerated in concertation with the revaluation of the traditional historical cores of these old villages – and Paço do Lumiar, Lumiar, Ameixoeira, Carnide and Charneca – which are considered as areas with potential for innovative interventions.

One of the fundamental strategic guidelines to be applied in the on-going Revision of the Municipal Master Plan is the principle of Lisbon as a City of Neighbourhoods. This principle aims to express the intended municipal renewal of the neighbourhoods' traditional characteristics in association with a polycentric organization of Lisbon's boroughs in a concerted effort to reinstate the perennial values of the historic city, thus giving cohesion to the whole urban fabric of the capital as compound of affiliated identities.

The outward expansion of the city core with a tendency to merge with the peripheral suburban pockets has been recently made with the gradual occupation of rural lands belonging to increasingly fragmented manor houses' estates that, parcelled out legal or illegally, gradually leads to a juxtaposition of agricultural and urban territories.

These uncontrolled territorial occupation conferred to the boroughs in the Northwest Crown zone of the city a fragmented, disordered and disqualified urban structure lacking public equipments and leisure spaces, segregated from the city's central boroughs by an absence of proper road connections and a lack of adequate accessibilities.

Insufficient infrastructures deriving from a previously non-existing coherent and qualified urban planning are the predominant characteristics of these bordering districts of the historic city core, a puzzle of amalgamated territories where the existence of illegal land parcelling and the sprawl of unlicensed building were for long the major obstacles to an increasingly necessary urban planning which now became urgently essential.

Until very recently, the municipality of Lisbon's politics of intervention in the residential sector have been channelled to a heavy investment in the most deprived sectors of the city giving priority to the abolition of slums.

Having overcome these obstacles, the present municipal intervention politics are now orientated towards the qualification of the "old" illegal neighbourhoods. The integral upgrading of these areas is expected to greatly contribute towards the social cohesion of its residents and users, guarantee better quality of life standards as well as to provide increasing security in the city of Lisbon and its metropolitan region.

In a globalized world where the urban population grows at a fast pace new challenges daily erupt in our cities. The Lisbon 2012 Strategic Vision identify some of Lisbon's most problematic issues, define the municipal politics of space management and present viable actions towards solving concrete situations.

In conclusion, we feel that the sustainable development of Lisbon's present urban problems must take in consideration that the city itself already possesses the potential solutions for its most urgent needs. Example of this is the creative application of a multi-faceted and multi-layered idea for the Northwest Crown of the city, a novel concept derived from old "green-belt" formula that gave rise a multiplicity of vibrant projects conceptually developed during the last decades and that now can aspire to realization.

Lisbon Norwest Periphery

Town planning practice on the Norwest part of the City destroyed the possibility of creating a large urban park as it was considered by the City Plan. A cemetery and a solid waist sedimentation site were located there because it was a land of low value, faraway and of bad access, furthermore near the illegal areas and squatters of the other side of the municipal boundaries (Odivelas Municipality).

Facing a decreasing land value, there was a promoter trying to get some plus-values and he pressed the municipality to build a golf-course, as an alternative to the urban

park. Accepted the idea he started to develop some areas for high rent housing, connected with the golf-course.

The situation became still more complicated with the idea of building a circular road there, to alleviate the congested city traffic.

To put some order on the area a town-plan was made, corresponding to the circular road plus a strong high-side developing to get an economic balance.

As an alternative, based on the ancient plan, another town-plan was developed, where the circular road idea was abandoned and a kind of very low density allotments area was proposed, also with an urban green zone.

After some polemic (solution A was considered not fitting the general planning of Lisbon, as the urban park idea was completely lost and the high density would have more difficulties for the congested city centre; solution B was economically unbearable and of no interest for the city) a decision was taken to try to find a 3rd solution, sometimes completely different, based on a new concept for the zone and having in view the general Strategic Bases for Lisbon Development Plan.

One year ago, 1985, the new concept was proposed and received good evaluation from many Lisbon municipality sectors.

Concept

Having in view the existing uses around the area left for development (cemetery, solid waste, technologic research area, low-rent housing areas, golf-course and housing pockets, a valley where water runs and some poor agriculture is still going on, ...) a new program and concept was designed:

- A green valley corridor getting an ecologic meaning and a recreational value for the population;
- Developing an Urban Park on the Solid Waste Site (within some 10/20 years) and along the valley;
- Accepting a first stage for allotments on the southwest side;
- Developing of three main housing estates, on the southwest, on the centre and on the northeast — the first one linked with existing low-rent housing estates and with the allotments area: the second area near the technologic research centre and include a row of five towers where services and apartments could come together in order to balance the uses and to give a strong image for the area, with identity; the third housing area to form a kind of secondary centre for getting-together, some commerce and a large urban square.

All these elements would be linked by a sequence of avenues/alleys, where buildings of different uses (cultural, recreational ...) would make the area attractive and the green-corridors livelier. Provisions would be done for pedestrians walking and a cycle path. The alleys would case the local traffic but also calming it, as squares will interrupt their sequence, squares to have different design and characters, also looking for local identity.

At the same time their will be a request to the near-by municipality to study together the upgrading of the existing slope with illegal housing, on the other side of the municipality boundary.

The green corridor will offer a good recreational zone with risking to be neglected as being narrow it will be transparent on the urban fabric and linked with its urban activities.

A big urban park will appears when the solid waist site would allow it to be implemented, linked with the Green Corridor. This corridor will be also linked with an ancient garden, "Monteiro Mor", and as much as possible with other greens of the city and of surrounding municipalities.

The alleys, the squares the moderate volume, the mixed use, the attractiveness of the zone and its identity will bring something familiar, a Lisbon-space.

The 5 towers (not more than twelve storeys) will be designed in order to become a land-mark.

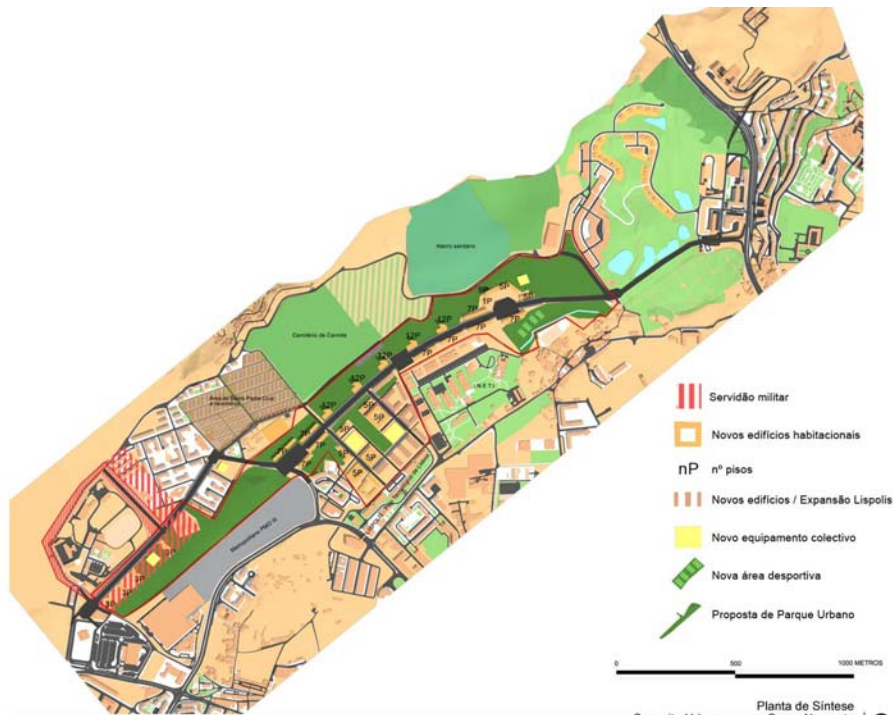
From the wind flow point of view there will be almost no impact as the buildings are quite apart.

The following drawings document the new 3rd solution plan.





Situação existente - envolvente
 Conceito Urbano para a Coroa Noroeste | **2**
 CML - Departamento de Planeamento Estratégico Abril 2006 (Prof. Manuel da Costa Lobo)



Planta de Síntese
 Conceito Urbano para a Coroa Noroeste | **3**
 CML - Departamento de Planeamento Estratégico Abril 2006 (Prof. Manuel da Costa Lobo)