

Land-use planning
and the provision of
affordable housing in
Portugal: A study of
Évora

Sónia Alves

João Ferrão



Aims of the research

- ◆ To look at Évora's experience in terms of land-use planning and the provision of affordable housing for different price ranges and tenures
- ◆ To briefly analyse the genesis and development of spatial planning in Portugal
- ◆ To compare two plans of urbanization and expansion: Zone 1 (1940/1950, Etienne Groer) and Malagueira (1977, Siza Vieira)



Why Évora?

- ◆ A medium- sized Portuguese city, considered to be a good example of planning, in terms of
 - ◆ urban coherence
 - ◆ protection of monuments/monumental sites
 - ◆ provision of affordable housing
- ◆ Flows of rural-urban migration led to a difficult trajectory, with housing shortages and the proliferation of informal settlements (developments without infrastructures)
- ◆ The prevalence of a left-wing anti-capitalistic party favoured the development of growth control policies, the protection of Évora's medieval heritage, and the provision of affordable housing

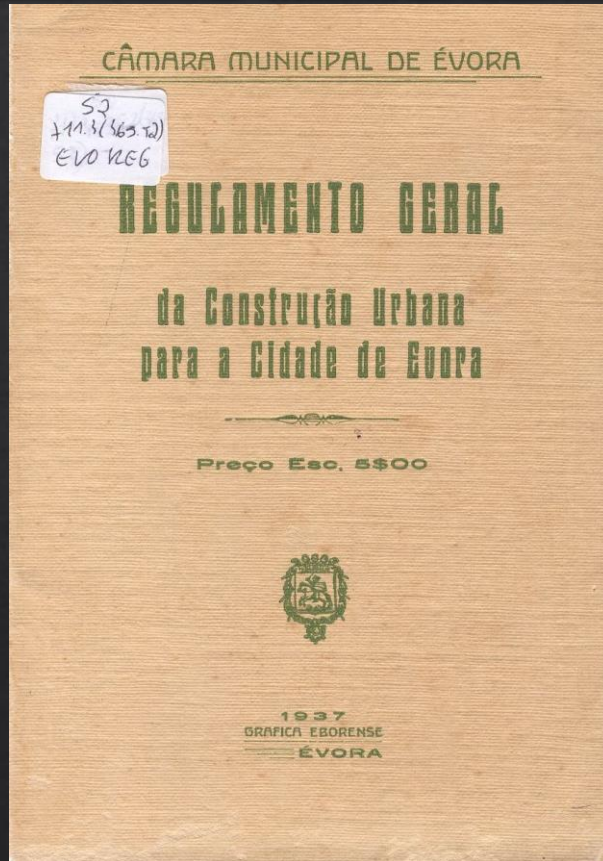


Methodology

Qualitative sources of information:

- ◆ Legislation, historical documents, archived correspondence
- ◆ Unstructured face-to-face interviews (with staff/officials working local authority)
- ◆ Literature reviews

The origins of planning in Portugal/Évora



- ◇ Development of housing needs
- ◇ Severe housing shortages in cities, caused by the influx of rural immigrants
- ◇ Poor housing conditions and overcrowding
- ◇ The need for development control to protect agricultural land, environmental assets, regulate the height and form of buildings, building density
- ◇ To provide serviced, parcelled affordable land to enable the construction of housing

Historical and Policy Background

Estado Novo (1933-1974)

Strong centralization in the Prime Minister **António Salazar** (eg mayors not elected but nominated) and in **Duarte Pacheco**, the Minister of Public Works

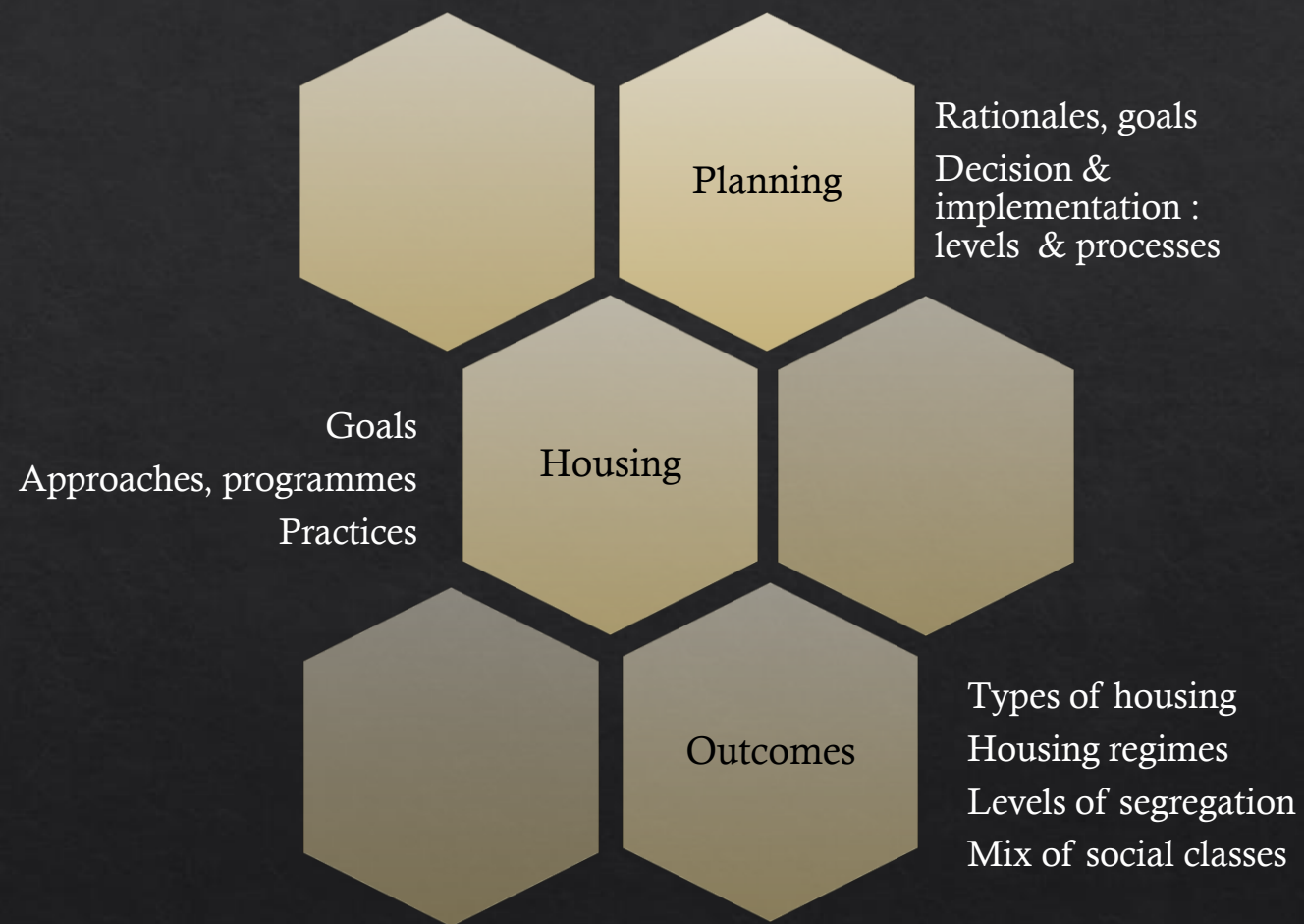
They created laws to the compulsory purchase of land at existing use values (expropriation for public purposes), infrastructure provision, housing programmes to subsidize non-profit housing associations that wanted to build. Serviced land was sold at reduced prices to families and private developers.

Duarte Pacheco, who was also nominated mayor of Lisbon, invited Etienne de Groër to work in Portugal (Porto, Lisbon, Évora....). An urban planner and professor at the Institut d'Urbanisme de l'Université de Paris, he introduced the ideas of the Garden Cities model.





Research design

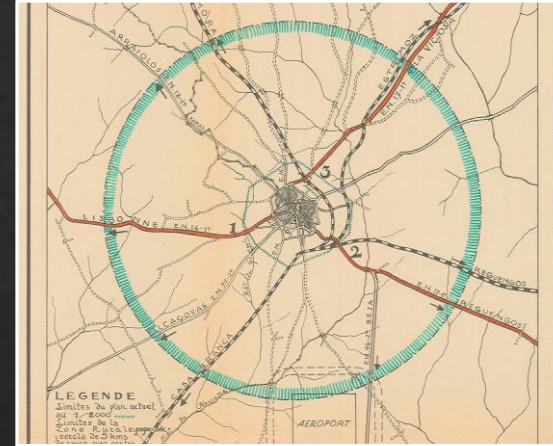


Factors that affect the supply and demand of new housing



Demand

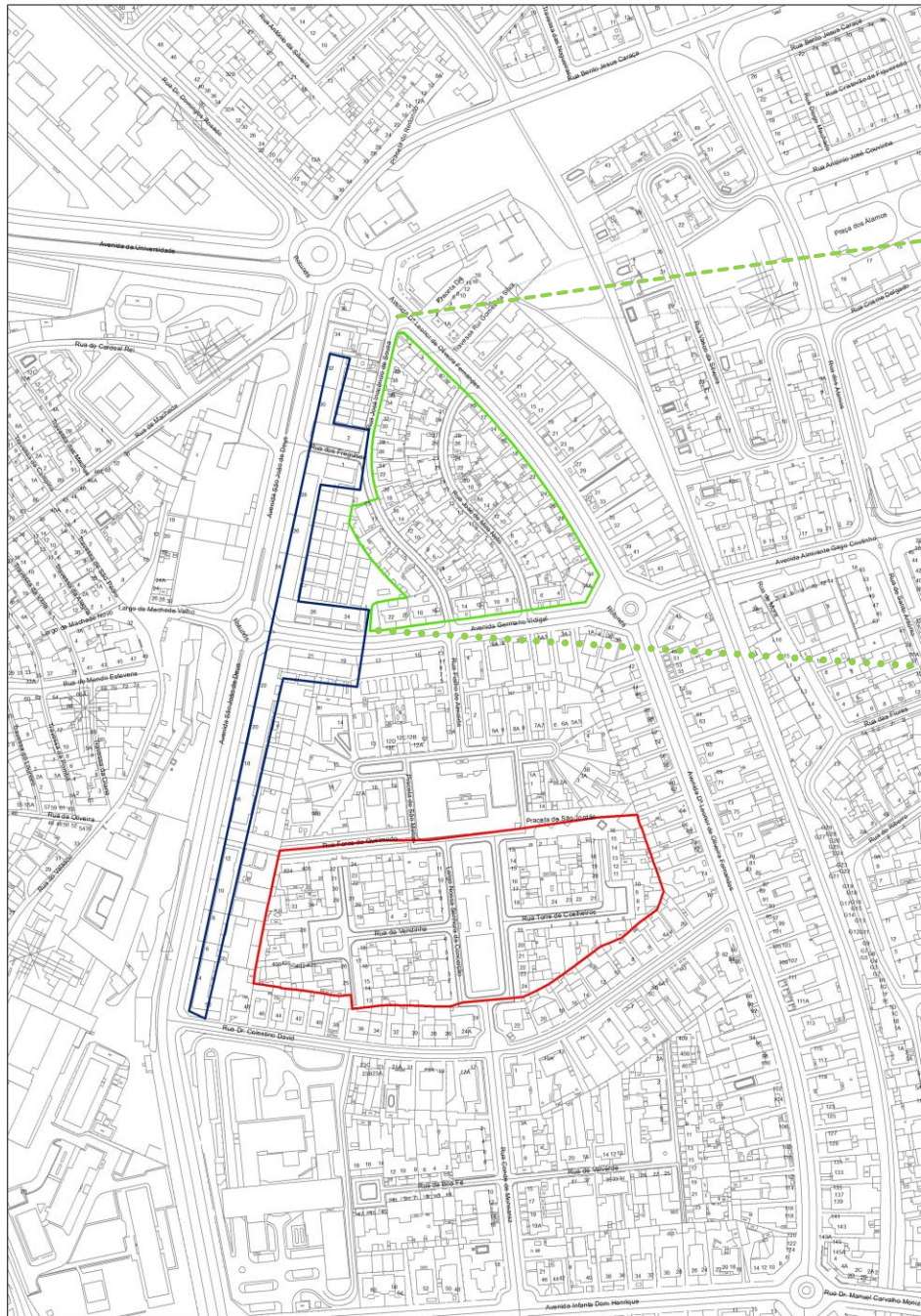
- Household
 - demographics
 - incomes
- Availability and cost of
 - credit
 - dwellings



Supply

- Availability and cost of
 - land
 - infrastructure provision
 - credit
 - materials

Urbanisation Zone 1



Local Authority:

- cost of land plus infrastructure

National Government:

- costs of housing programmes (for ownership and social housing)

Developers:

- public & private
- limited-profit
- philanthropic bodies





Outcome: A mixed housing neighbourhood

A diverse range of housing providers (local authority, private housebuilders, non-for profit institutions) and of housing tenures and types that were mixed in close proximity

A significant proportion of homes for rent, at different levels/schemes, for eg, Rendas Resolúveis (home-ownership after 20 years!), social rents, etc.

Housing types were grouped based on density, size/form, quality. For example the houses for low paid workers (Casas dos Pobres) were placed inside the block, semi-detached houses across the main avenues.

A diverse range of housing tenures and types

Public officials + more
affluent working class



Lower paid working class



Key workers





- ◈ In the 1970s, Portugal had one of the lowest levels of urbanisation in Western Europe. At that time, only 27 per cent of Portugal's population lived in urban areas
- ◈ When the democratic revolution took place in April 1974, about 43 per cent of the total population lived in poverty

Malagueira

the ideals of housing accessibility and social mix

Malagueira

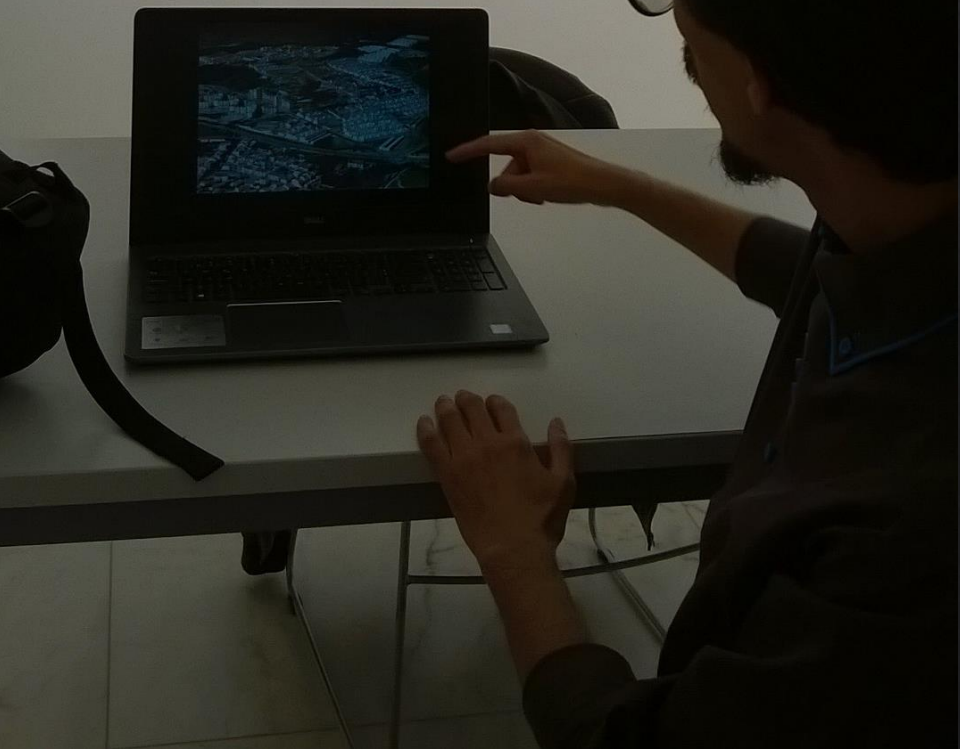
- ◆ The masterplan of Évora provided a broad framework for development
- ◆ After the 1974 democratic revolution, the guiding principles for the area were drastically changed
- ◆ Planners began to actively promote the requalification of pre-existing settlements (informal/illegal), a fine grain mix of different housing tenures and a mix of social classes





Malagueira

- ◆ To realise the Plan, the local authority acquired private land
- ◆ The area was defined as a 'systematic expropriation area'
- ◆ Infrastructures were built, and land was set aside to promote housing by cooperatives and private developers
- ◆ Of a total of 1150 buildings, 641 homes were built by cooperatives, 418 homes for social housing, 91 homes by private developers





Final thoughts / questions for debate

- ◆ According to Fainstein (2005), the object of planning theory should be to formulate answers to the following questions:
 - (1) Under what conditions can conscious human activity produce a better city for all citizens?
 - (2) How do we explain and evaluate the typical outcomes of planning as it has existed so far?

Thank you for your attention !

sa283@cam.ac.uk