

TOOL #1 MAPPING



What is a mapping of priority neighbourhoods?

It is a cartography that identifies the priority intervention territories of the city, according to the overlapping of social, economic, urban and environmental deprivation indexes, that express the fractures of the city.

The Lisbon experience

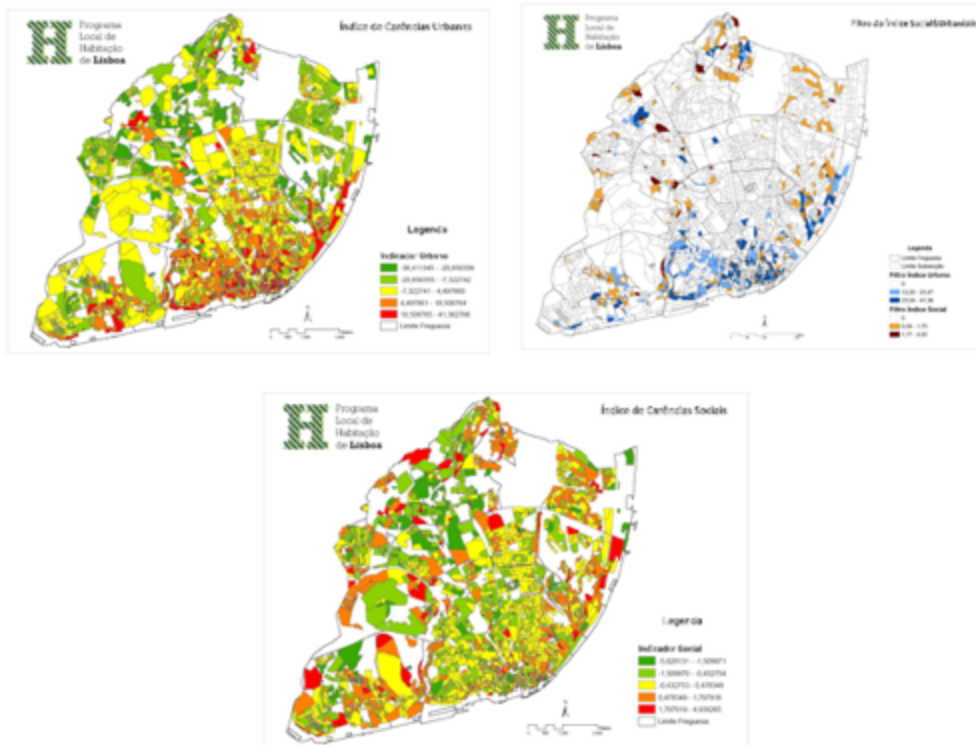
Ambitions of the mapping



This [BIP/ZIP](#) strategy aims to promote social and territorial cohesion, active citizenship, self-organisation and community participation. The city of Lisbon, as any city in the world, is not always in balance throughout its territory, as there are fractures due to many issues. Therefore the main concept in 2010 was to identify areas, neighbourhoods that were lacking the minimal levels of cohesion in terms of urban, social economic, and environmental conditions, lacking connection between the voices of the local citizens and the local authorities.

Statistical data

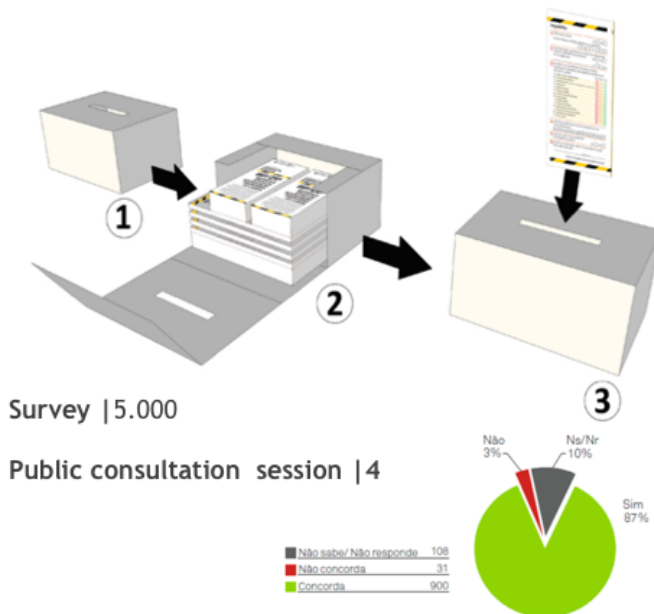
The map initially integrated data from different sources (such as census data as well as information from the social services and tax offices) that are very detailed, using the basic unit of a housing block.



The city collected statistical information about social, economic, urban and environmental factors to see which areas were the most deprived in the city and surveyed these areas; identified and mapped the city's social and territorial fractures. This kind of mapping was a

first in the city and in the country: a truly innovative concept in 2009-2010, using a scientific and mathematical approach to identify the real problems of the city and its citizens. The mapping used national census data (that is generated once in every 10 years) and other municipal and government data that is more recent. The city crossed many datasets and maps in order to understand social and territorial dynamics.

Participatory approach



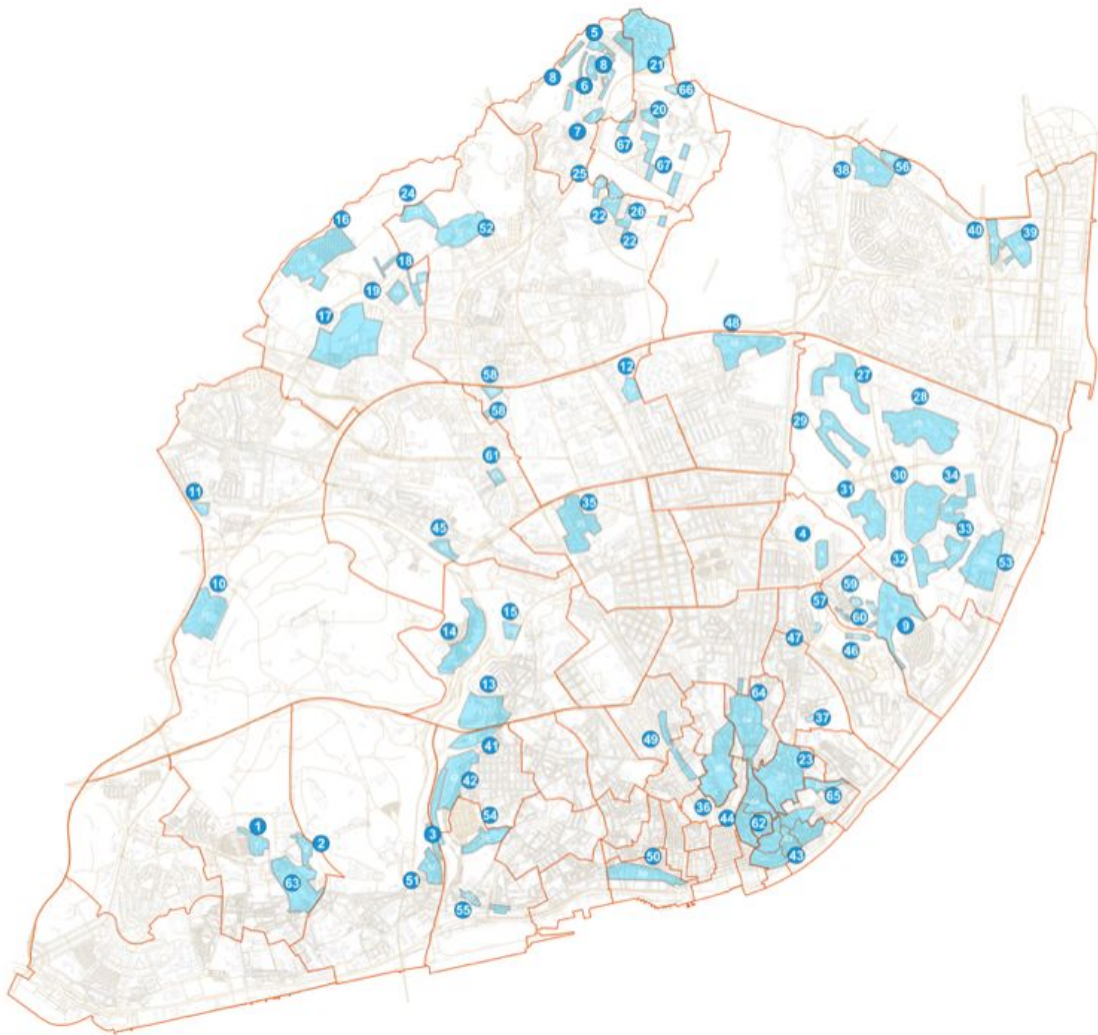
The integration of the different data resulted in a map which was then enriched by qualitative data coming from inhabitants through a survey delivered with the support of local NGOs.

Participation is another benchmark of this process: we discussed these findings in a very intense public consultation with the participation of all kinds of stakeholders. We worked closely with the selected areas and connected the people active there to local authorities and organisations. Through public consulting and surveys, we received feedback about the local perception of the social,

economic and environmental issues we mapped: this helped us refine our priorities. As we identified the BIP/ZIP areas, we gave them flexible definitions, because it is not easy to give a neighbourhood a boundary: a neighbourhood is a culturally, historically and administratively defined area, a dynamic concept.

Mapping result

The BIP/ZIP map is a municipal political instrument with 67 neighbourhoods all over the city, not only in the peripheral areas, but also in the historical centre. The City identified problems of cohesion and deprivation or issues of elderly people with limited mobility in the hills, in downtown areas as well. In terms of the whole city, if you add up all these areas, there is approximately a third of the city's population living in deprived or BIP/ZIP areas. There are in fact 150.000 inhabitants living in Bip/Zip areas, covering 8% of the city's territory. This is a problem that generates an immense opportunity for the city, as the BIP/ZIP results in these past few years have demonstrated, so it is important to empower the stakeholders in the community and to reinforce partnerships, networks, informal connections that help these communities to have an active role in their city.



The map comprises a variety of sizes and typologies of areas and neighbourhoods. There are in fact illegal urban areas, social housing, cooperative housing as well as historical neighbourhoods. Each typology presents some common characteristics but the Bip/Zip map has an in depth analysis of the local needs of each specific Bip/Zip area.

The map is included in the Urban Development Plan of the City of Lisbon, therefore supporting the decision-making process over the future of the city not only for the Department promoting it but for all the city administration. The map was developed with in-house human resources of the Municipality who gathered the data from the different public authorities, created the GIS map and ultimately provided a technical analysis of the data. An important aspect was the semantics: by calling the neighbourhoods priority rather than disadvantaged, there was more local and political support in getting the neighbourhoods mapped. The combination of these elements ultimately resulted in a strong participation of the Bip/Zip map, even more than for the Masterplan consultations.

Monitoring and updating

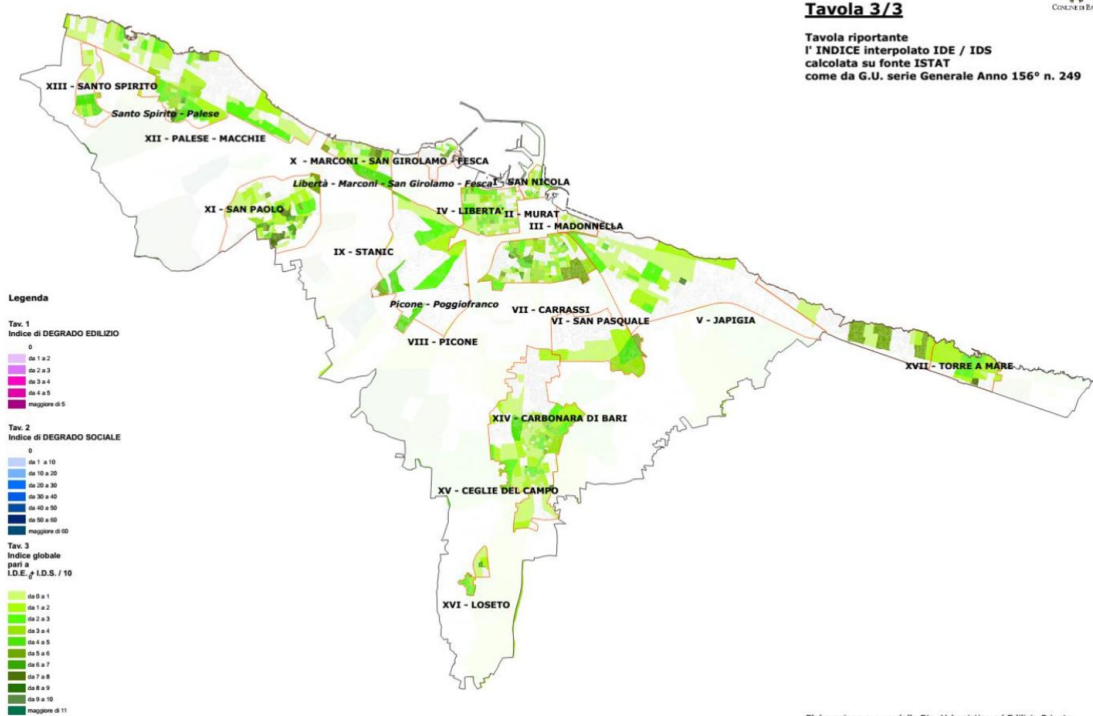
The map is currently being updated, and the main features are that the map will be an online interactive map, that it will show data from the entire city and not only the priority neighbourhoods.

Experiences from other cities

Bari

The Local Strategy for 2015-2020 has mapped 16 priority areas, on which it has on-going integrated investments of a physical nature (urban regeneration, reuse of unused public buildings, redevelopment of old industries, greening, playground, etc.) and intangible (promotion of youth work programs, strengthening of the association and third sector, incentives for new commercial enterprises, start-up grants, etc.). Furthermore, the city has included in the City Zoning Plan the results of the participatory process that also took place in the priority areas, therefore allowing to track the local needs similarly to the Lisbon Good Practice.

TARGET AREAS



Lille

Since 60 years, France developed an urban policy targeting deprived areas (priority districts), called "Politique de la ville", whose objectives are to reduce the development gap between districts or cities within the same urban area, to restore the republican equality in disadvantages districts and to improve the living conditions of the disadvantages districts inhabitants (5.5 millions of people living in priority districts). This policy defines 3 types of perimeters, whose characteristics, potential actions and financial issues are different.



1) Priority districts (quartiers prioritaires)

There are 21 areas in Lille Metropole that interest 200.000 inhabitants. The identification criteria is based on a minimum number of inhabitants (1.000) and on an inhabitants' low-income, with a concentration of population having resources lower than 60% of the national average reference income. The Commissariat Général à l'Égalité des Territoires - CGET - (General Commission for Equality of Territories) lists and defines the priority districts perimeters. Local elected representatives are then consulted to ensure the coherence of the perimeter with the situation on the ground.

2) Active monitoring districts (Quartiers en veille active)

There are approximately 20 monitoring districts in Lille Metropole with 160.000 inhabitants. The identification criteria for these districts is that they were concerned by the previous urban policy (2007-2014) but do not fit any more with the new priority districts' criteria (the low-income rate). They can therefore benefit from a transition phase.

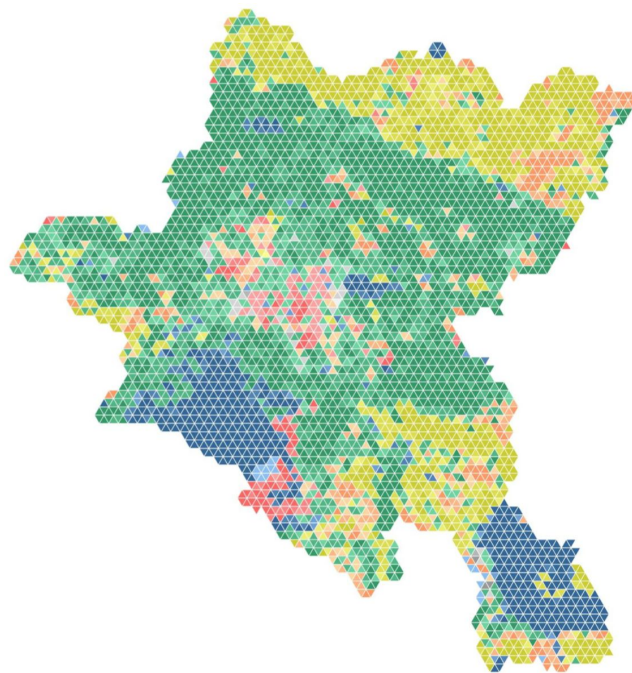
3) Districts benefiting from the urban renewal national programme

There are 9 districts among the 21 priority districts in Lille Metropole. The identification criteria is that priority districts are presenting the most important urban dysfunctions. The identification method is that the Ministry in charge of urban policy sets the list of districts concerned by this programme. Inhabitants, NGOs and economic stakeholders are associated with the definition, implementation and evaluation of urban renewal projects. The urban renewal national programme adds a large amount of subsidies to the concerned areas.

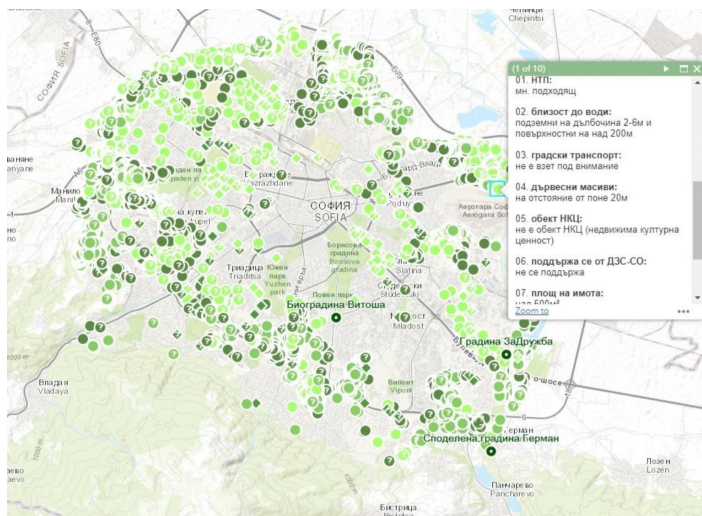
However, this identification method of the priority territories does not perfectly adapt to the EML where disadvantaged population is scattered throughout the Metropolitan area. Only half of the people living in poverty inhabit a priority district.

Sofia

The City of Sofia has a geodata system which provides relevant information in terms of the definition of priority areas.



To start with, an overview of the property within the city is available, with an algorithm that takes data from several properties that are within a predefined grid.



Furthermore, the City has an online mapping system presenting information on civic initiatives, as in the case of the green areas, which can be overlapped with other indicators, as type of land property, near to public transport, near to water, near to trees...

At neighbourhood scale cadastral maps show a series of information related to the type of property, green areas, trees and streets, which come from different data sources.



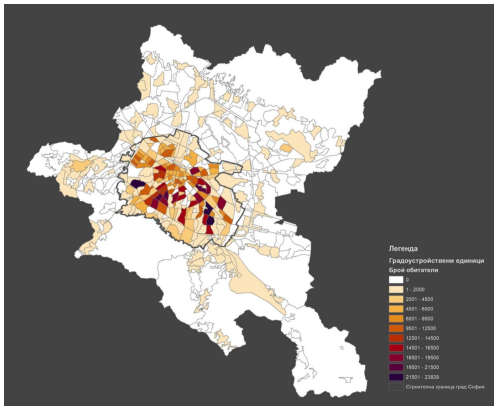
Types of property
Official data

Green areas
Copernicus - The European Earth Observation Programme

Trees
Field work

Streets
Official data + expert analysis

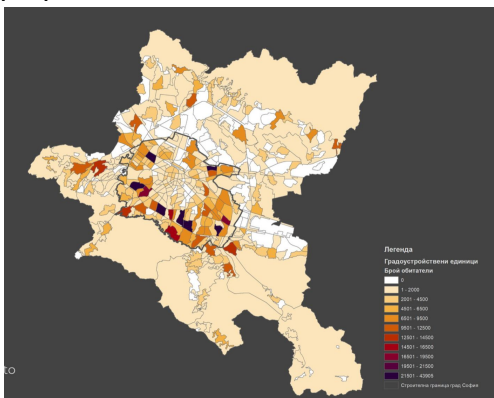
Built land
Analysis of the capacity of the existing residential building stock



Methodology

The area of every apartment (place with a residential status) is calculated and summed
The total area is reduced by 20%(service area) in order to get the total usable/living area.
An average comfortable living area is identified based on several local and international researches - 30 sqm per person
The total area of the apartments is divided into 30 sqm/p

Unbuilt land
Analysis of the capacity of unbuilt land designated for residential purposes



Methodology

Particular categories of residential properties are selected from the cadastre
The selected properties are intersected with the specific urban zones from the Master Plan allowing housing
For these properties the maximum parameters of the Master Plan were applied
Based on the various parameters the sum of the maximum living area is calculated and divided once again into 30sqm in order to get the total number of potential inhabitants.

On top of statistical data, the City of Sofia is also collecting qualitative data through participatory events and stakeholder interviews. In order to build the Vision Sofia 2050, the City of Sofia has promoted the collaboration between different stakeholders from public, private, civic and knowledge fields in order to co-create solutions for a wide range of urban issues.

Reflection points

SEMANTICS

The definition of the areas from deprived to priority has a strong impact on inhabitants as well as politicians.

CRITERIA

Physical, social and environmental criteria need to be overlapped. There are different approaches: Lisbon integrates different data sources whilst France only refers to the low income level, as it is expected that this is directly connected to social and physical ones. Environmental conditions are often the hardest to assess due to qualitative nature of the information or even lack of data.

DATA

The data sources for the mapping need to be recent and very detailed, down to the block, in order to assess the perimeters of the areas needing intervention.

PARTICIPATION

It is hard to get people involved in the debate around a map, but as the case of Lisbon shows, the possibility for people to identify also their needs in qualitative terms is essential to ensure accuracy of the information and the real uptake of the map in the territories.

CONNECTION WITH CHANGE

The map must be an opportunity for change, therefore it is essential for it to be connected to local policies and funding schemes.

MONITORING

The mapping shows the conditions of the territories at the time of the data collection, therefore always being slightly out of date. For this reason real-time data collection through online portals offer nowadays a more accurate vision of the neighbourhoods.

EFFECTIVENESS

It has been seen that in terms of monitoring neighbourhoods, these often don't come out of poverty due to a number of reasons, this being because of the low price of private real estate or the presence of social housing, which automatically bring people with a lower purchasing power. This does not mean that policies on such neighbourhoods are useless, as they often improve the living conditions of individuals who then move out of the neighbourhoods, not impacting on the data collection.