

# Musseques 2.0: Approaches to conversion of urban space

Fábia Neogreth Cardoso Pina Swart

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## Abstract

In Angola increases the challenges to tackle the problems and the needs linked to the increase of the urban population living in informal settlements – shanty towns. This work presents the research on how to progress towards an improved version of the neighborhoods called "Musseques 2.0", in order to propose intervention models that can contribute to solve urban problems and give the quality of life to people who live in them. To this end, it is necessary to understand the structure of occupation of territory of Luanda, the origin of slums, and their main features, understand and analyses housing policy and land use planning, strategies and models adopted in the process of urbanization of the city of Luanda and identify the principal attempts to solve the urban problems of musseques. Applied research is presented on the neighborhood of Madeira, municipality of Cazenga, in Luanda, classified as an unstructured economy. Given this, there is a high population and housing density, substandard housing, lack of necessary infrastructure (water, sewage, sanitation, electricity) and streets; lack of green areas, afforestation and environmental pollution, public spaces unappealing socialization; the degradation of leisure and entertainment buildings; various types of housing and housing construction in a state of risk. This specific situation imposed the need to elaborate approaches that fit together with each other to create intervention models to the slums, suited to the political, administrative, economic, social and environmental context in the city.

## Keywords

Musseques; reconversion; housing; Luanda; urban models.

## 1. Introduction

The urban population worldwide and in Angola, in particular, has increased considerably in recent times causing the accelerated growth of the cities. With this growth increases the number of people living in informal settlements, as the musseques, characterized by the persistence of various forms of poverty, inequality, and environmental degradation, lack of necessary infrastructure, housing poor as well as the socio-economic exclusion and spatial segregation.

According to the United Nations to provide " (...) *housing, infrastructure, essential services, food security, health, education, decent jobs, safety, and natural resources, among others* (...) " (New Urban Agenda-UN HABITAT III: 3)<sup>1</sup> is an essential aspect for the sustainable development of cities to ensure minimum living conditions for the population. Currently, there are several challenges to resolve the problems that have been undertaken, as the goal of ODS 11<sup>2</sup>-sustainable cities and communities, which

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<sup>1</sup> New Urban Agenda: The document that sets out the principles and commitments for Nations, urban leaders, donors, United Nations programmes and civil society around the urban transformations for the next 20 years (Habitat III, 2016)

<sup>2</sup> 17 ODS - Sustainable Development Goals, set by the United Nations with the intention of creating a new global model for eradicating poverty, promoting prosperity and well-being of all, protect the environment and combat changes climactic (UN 2015),

establishes the goal "ensuring access for all to safe, adequate housing and affordable price, and basic services, and improve conditions in the slums." (United Nations, 2017). To achieve this goal, it is crucial to take into account the role of culture and cultural diversity for sustainable development of cities and that through the design of the public space, symbolic references, communicative and evocative and the identity of places can contribute to the valorization and innovation of the cities. (Barrow, 2008).

The musseques of Luanda (Angola) are neighborhoods that resulted from the social and spatial segregation in the colonial period. Today they are big "spots" of occupation in the urban area and surroundings characterized by the self-construction, the absence of infrastructure, high population density and constructive, and high risk of life and environment, the lack of public transport, and is living more than 80% of the population of the capital (DW, 2017). Despite several interventions in the field of housing and urbanism under the "Policy of the Government to the Housing Promotion" that condition "(...) create new urban spaces for the population resettlement, based on planning processes and (re) urban and territorial planning (...)" (Resolution No. 60/06 of September 4:1702), much of the city remains with features of informal settlements and slums.

However, is it necessary to create tools to respond to the need to develop "(...) entreaties urban space, including planning and urban design instruments that support the management and sustainable use of natural resources and soil, compactness and appropriate density, polycentrism and mixed uses (...)" (UN-HABITAT III, 2016; p. 19). For this reason, the choice of this theme is based on the need to interpret the Angolan legal framework on housing policy and planning for the affirmation and expansion of musseques as well as typify the different forms of spatial organization and intervention in the territory of Luanda. Also, understand the elements that characterize the musseques, whether and how it is possible to turn, qualify the musseques and identify a set of possible approaches to confer upon the musseques, a suitable, safe environment and sustainable.

## **2. Methodological approach**

The methodology used combines descriptive and exploratory research. In the study was a descriptive literature review and on exploratory research field research. The literature review consisted primarily of research in books, official documents, scientific articles and internet sites, as well as, maps, photographs, and drawings. The field research was held in Luanda and had two stages.

The first consisted of the collection of bibliographical material and confirmation of data. The data collected were used to complement the literature review. Besides, they have also carried out interviews and informal conversations to confrontation and acceptance of the acquired data in the literature review. Had the aim of giving the initial data, status, challenges and future perspectives on housing policy and programs and the system of land use planning about the musseques. Also, check out the vision of the State to solve the problem, the difficulties in the implementation of programmes and projects of urban development. The second was the "in locu" finding of the urban reality of the neighborhood of Madeira, Cazenga municipality.

The survey allowed to have contact with the urban reality of the neighborhood, do the photographic record of the area and have direct contact with the population by way of informal conversations and surveys. It should be noted that for safety reasons (high level of crime in the neighborhood) could not remain in the neighborhood as long as it takes to make data collection and the number of people ask else desirable to analyze the data. That data collected was not for statistical treatment, allowed only, to understand the current dynamics and guide the proposed models, on the

one hand. On the other hand, the unavailability of contact people with more in-depth knowledge about the cultural aspects and the social life of the population of the neighborhood also was an embarrassment in the conduct of field research.

The approach used was the qualitative approach. Using this approach got caught in need of first, analyze the information available on the housing problem and the slums at the global level and specific, second, understand the process and models of space occupation in the urban area of Luanda. The lack of detailed information and up-to-date urban characteristics of the neighborhood made it necessary to produce maps of the study area, to facilitate understanding of this component of the approach. To this end, it was used as base maps collected about the plan Director General of Cazenga and Sambizanga. According to the diagnosis of the study area was used the hypothetical-deductive method to propose models of intervention for the musseque, based on different approaches, which served for the preparation of the conclusion of the study.

### **3. Urban Development in developing countries**

#### **3.1. Growth of cities in developing countries on the African continent**

Currently, in developing countries, more specifically in Africa, much of the population has been to migrate to the cities in search of better living conditions. According to the World Bank report, in 2016, the urban population was about 472 million people, which will increase over 178 million until 2025. It is estimated that in the next 25 years (till 2040) this double value reaching one billion people. (World Bank, 2016). This increase in population has led to the accelerated urbanization of the towns resulting in areas of high poverty levels called "slums", "musseques", "taudis" or "township" which are characterized by the lack of essential services, health, education and public spaces that combine with the lack of work and the high rate of crime and lawlessness. The lack of infrastructure and conditions also are caused by several factors: political and economic instability, an accelerated process of urbanization with the disarticulation territorial planning models, low investment in infrastructure; the lack of governance strategies and the economic weakness of the population.

The acceleration of urbanization has generated problems associated with the type, configuration, and issues of legal and institutional issues. In the kind, the cities problems are overcrowded, disconnected, and expensive as the urbanization occurs in expansion and jumps (which has provoked consequences of development, difficulties in isolation movements and deficient infrastructures) and padding (Felkner, Lall and Lee, 2016, cited by the World Bank, 2016). Legal issues and institutional problems of lack of transparency of land rights, the lack of a proper registration system and the administrative system model of land, which have hampered the intervention on ground and to elevate the inherent costs.

#### **3.2. Informal settlements**

The informal settlements, depending on the country, are called differently, but the term "Slum", was adopted by the (Cities Alliance, 2017) as common international vocabulary. The slums are

considered as "the poorest and excluded forms of informal settlements, characterized by poverty and large agglomerations of dwellings in ruins, often located in urban plots more dangerous" (Habitat III, 2015, p. 1). Currently, despite the urban population that lives in slums of developing countries has decreased (from 39% in 2000 to 32% in 2010) still, more than 800 million people live and work in them, with higher incidence for Sub-saharan África.

Since 2003, the UNITED NATIONS Member States, defined what a household living in a slum is one who lives deprived of one or more of the following: "(1) access to drinking water; (2) access to improved sanitation facilities; (3) sufficient housing surface – not overcrowded; (4) structural quality and durability of housing; and (5) security of possession "(Habitat III, 2015, p. 3), but currently there is a consensus that it is necessary to revise the criteria for the definition of ' slum ' (Wekesae et al., 2011; Smit, et al., 2017; Khalifa, 2011) by the fact that there are qualifiers attributes that need to be incorporated into the analysis of slum, by the need to categorize them according to the severity of the risks, intervention priorities, and avoid the problems of generalization Khalifa (2011) that Smit et al. (2017), argue that the conventional categorization of slums round between the formal and informal; legal and illegal; planned and unplanned, with different categories.

### **3.3. Housing Policy**

Housing policies are very much associated with the context that many countries are (Ribeiro, Moreira, 2014; War, 2008;) and the Government of the Portuguese Republic (2017), and that despite the public housing be considered a fundamental element for "affordable housing". It has suffered severe criticism because of bureaucracy and restrictions on resources (financial, human and material), corruption and political instability (Mukhija, 2014; Amado, 2018), that are associated with the design and the location. These factors significantly affect the public housing projects that the public sector be fully responsible for them. Also, in África "(...) Some assumptions constants appear to govern the formulation of policies, but that may be far from the truth. (...)" (Tipple, 2015, p. 413) being the lack of resources and the enormous financial effort lead to approaches that rely on exclusively economic premises to reduce costs (Beloved, 2018), but that the problem of housing in developing countries is not the cost of construction and infrastructure, but the accessibility (Tipple, 2015). Therefore, a comprehensive housing policy should be one in which the State does not act alone, but rather is the facilitator instead of provider (Amado, 2018; Amado et al., 2016; Mukhija, 2014; Wekesa, Steyn, & Otieno, 2011), to encourage the "autonomy" and "self-determination" through policies, regulations and incentives (Amado, 2018; Tipple, 2015).

## **4. Luanda, demographic development and evolution of the occupation of the territory.**

Luanda is a province and the capital of Angola, is located in the Northwest of the country, has a total area of 18,826 km <sup>2</sup> (UCCLA, 2018), and this divided into 7 cities (Luanda, Cacuaco, Viana, Cazenga, Belas, Icolo e Bengo and Quiçama), 6 urban districts and 47 municipalities/districts, and the city of Luanda this consists of Ingombotas, Kilamba Kiayi, Maianga, Rangel, Samba and

Sambizanga. The people belong, in your vast majority, African ethnic groups, including Kimbundos, Tchokwé, Umbundos, Ovimbundu and Bakongo. (PDPL 2013-2017).

#### **4.1. System of regional planning and Housing Policy to Luanda.**

The planning system is composed of various instruments designed to address the need to accommodate people displaced from war, then because of rural exodus, associated to lack urban plots in infrastructured cities, towns, and villages, to the establishment of the population (REOTN, 2014).

The National Program of Urbanism and housing (PNUH) is the instrument used the housing policy of the country. It was released in 2009 and had a goal to implement 1.000.000 houses divided into six subprograms of different models of housing promotion. However, the solutions were implemented on time and contributed to the creation of a city in many places, disconnected, expensive, characterized by a growth in expansion. In heels as well, it did not reduce to a great extent the housing deficit Luanda, but contributed to the degeneration of the urban fabric of the city, creating new dynamics of life for citizens. Therefore, the new vision of the State for the sector goes through preparation of territorial plans of municipal level suited to the General Plan of Luanda (PDGL) and, in the zones occupied by slums, implement two actions, one is to stop the growth through the land reserves to host self-construction projects addressed, another upgrade/renew the areas occupied by them.

#### **5. Case study – Madeira neighborhood, Luanda**

The neighborhood of Madeira is located in the municipality of Cazenga in Luanda. It has an area of approximately 720.044,20 m<sup>2</sup> (source) and an estimated population of 18.315 inhabitants and a population density of 25.437,5 inhabitants/km<sup>2</sup>. It's a neighborhood that is close to the city center, has direct links and access to the Center, has railway stations nearby and is located in an area that is strongly marked by the presence of wholesale trade and industries. Features a high population density and scarcity of necessary infrastructures, constructive and streets, buildings, little degradation soil permeability, laundry conditioning spatial continuity, public spaces unappealing to socialization (e.g., State of the roads, the absence of street lighting); and loss of neighborly relations; shortage of public transportation.

#### **6. Contributions to the construction of models of intervention for the musseques.**

Considering the source of, the form of occupation and socio-economic and urban characteristics that the musseques of Luanda, the aim is to adopt a methodology that promotes urban conversion areas occupied by them. These models are based on approaches that combine time and space to give rise to intervention models that suit the legal reality, administrative, financial and economic, social and cultural areas that fall, and allow the involvement of the public sector, the private sector, and the community.

## 6.1. Approaches to intervene in the musseques

Approach means the way to intervene in the urban space according to a specific objective. The intention is not to propose a form of intervention that depends on a standard process of transformation in the urban area, but rather propose several approaches, separated or together to present solutions to the risks and intervention priorities present. Thus, it is believed that it is possible to ensure the qualification of urban space progressively, avoiding the negative consequences of the process of demolition and construction total of such settlements, for the community in general and the State. However thus it is intended to introduce models that will contribute to the minimization of environmental and personal risks, the promotion of infrastructure, the provision of decent and diverse housing, the creation of rehabilitation spaces and public facilities, and the environment protection, lessen the impact of noise pollution, preservation of the cultural habits of the population, as well as the resolution of the problems of evolutionary form depending on the financial availability and the severity of the issues. In short, make the musseques, a space appealing to live.

Based on these intentions has developed a set of 5 approaches, namely: risk, infrastructure, public spaces, housing, environment.

**Risk:** consists of mitigating the danger to safeguard human life, of communities, of economic activities and buildings. In this sense, environmental hazards (e.g., flooding, mass movement, and geotechnical mean sea level rise) and the risks for precarious living conditions involved (an e.g., advanced state of degradation). To do so proceed as the relocation of families and convert the affected areas.

**Infrastructure:** is the creation of conditions for providing the musseques of basic services and essential to the life of the population. These conditions are based on the development of an integrated system which includes the roads and necessary infrastructure (water, electricity, sewage, telecommunications, sanitation), create points of deposit and collection of solid waste and the stops transport, construction of buildings housing promotion. To do this, create a functional road network, which will open channels to create streets and corridors of development.

**Public space:** is the use of areas and public facilities to promote the transformation of the urban area of musseques. Also, contribute to strengthening the social and community life, appreciation of culture, identity and collective memory, as well as serve as an engine of the economy and encourage entrepreneurship and provide ecological, social and economic benefits. To this end, it proposes an intervention based on the terms "hard and soft" (Marques, 2015), to re-qualify the gaps and existing public spaces, rehabilitating the degraded public equipment, create squares, parks, multipurpose areas, sports and green areas.

**Housing:** is to create conditions to provide decent housing, and accessible to all residents of the slums adapted to the economic, social, environmental context and appropriate response and efficient territorial in the long run. To this end, it is proposed the (re)urbanization of the slums, urban rehabilitation-oriented, in that the urban redesign (definition of a functional zoning and urban development) and the various forms of housing provision, establishing the intervention priorities according to the environmental risk and insecurity.

**Environmental:** is the creation of conditions to mitigate the physical risks (for people and the environment) inherent in the lack of planning or incorrect development of the elements of the landscape and critical areas occupied by urban slums. Also, improve the quality of life of people and the environment and mitigate the impact of the "collapse" of the city in those portions of the territory. To this end, it is proposed to improve health conditions; promote community awareness to environmental issues; create green infrastructure; reduce the problems of noise pollution, air, water; reduce the physical and psychological health problems.

## 7. Intervention models

The following is considered intervention models the way that how the approaches are applied in time and space according to a specific context (political, administrative, economic, social, geographic and cultural/natural). The approaches were developed to be modular, flexible multi-level allowing the creation of various intervention models that can be applied individually, together of two or more, or by combining them all.

**Model 1 - The individualized problematic resolution:** considers the application of approaches separately. The fact that each approach dealing with a specific problem, is regarded as a necessity and for every need your way to intervene. **Model 2 – The combination of approaches (partial integration):** considered the combination of various approaches according to the identified needs of each space and available resources. One can consider the combination of two, three or even four approaches. **Model 3 – The integral model:** it is the desirable model that brings together all the approaches, that is, the one that over some time, it will be able to promote the total conversion of musseques sustainably.

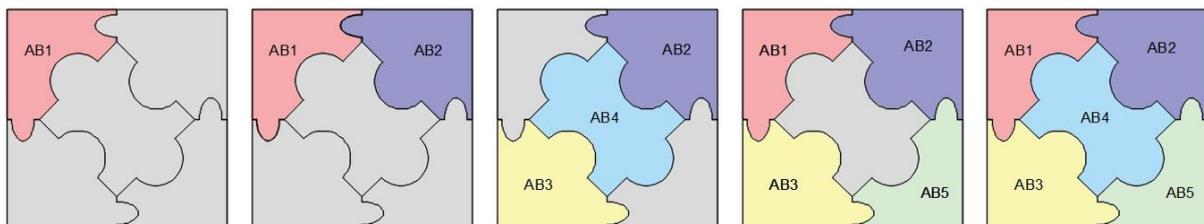


Figure 1- examples of intervention models to the musseques. Individual application model (risk approach). A model with two (risk + infrastructure). A model with three approaches (Infrastructure + space + public housing). Model with four approaches (risk + public + environment + space Infrastructures). Model with all approaches - Ideal (Risk + Infrastructure + public space + housing + environment). Source: Author, 2018.

## 8. Application of the approaches in the neighborhood of Madeira - Luanda.

For the neighborhood of Madeira was adopted the model comprises the 5 approaches, articulated in the form of a gradual process set to diagnosis draws up the neighborhood.

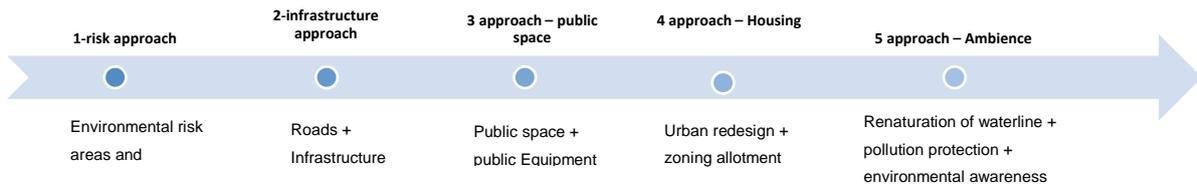


Figure 2 — the process of implementation of the intervention model to the musseque. Source: Author, 2018

### 1 - Risk approach



Figure 3 - Housing units to demolish. The area's location and model of the batch to the relocation. Proposed public spaces resulting from the demolished areas source: Author, 2018.

### 2 - Infrastructure approach

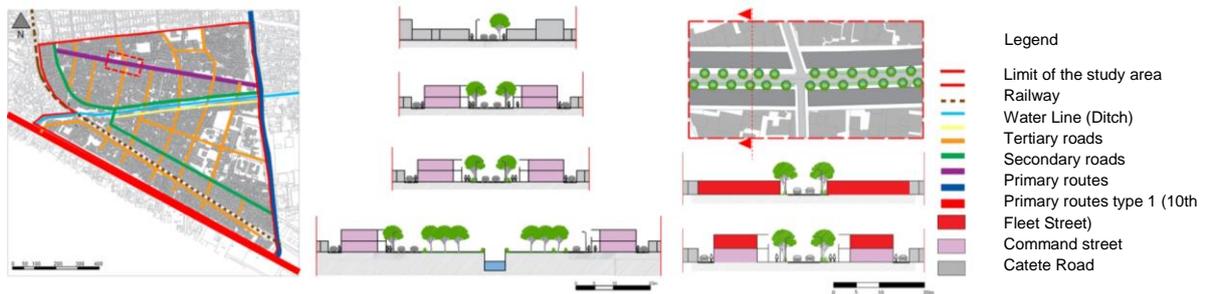


Figure 4 - Proposal from the roads to the neighborhood. Proposed Street profiles. Detail of the composition of the enlarged canal and forms of compensation. Source: Author, 2018.

### 3 - Public space approach



Figure 5 – Proposal to link routes with the surroundings and general proposal spaces and public facilities

#### 4 - Housing approach

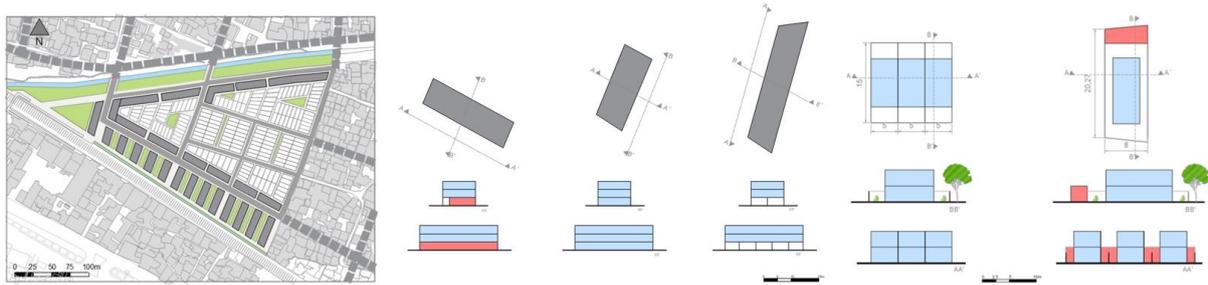


Figure 6 – detail of the urban zone 6 redesign the neighborhood. Example of multi-family and single-family houses. Source: Author, 2018.

#### 5 - Ambience approach



Figure 7- Reference: project of rehabilitation of waterline in Aqualva/Cacém (Lisbon Metropolitan area) within the framework of the POLIS. Source: IST, school of urban planning, 2017.

#### 9. Conclusion

The increase of the urban population and the rapid growth of cities has led each comes more people living in slums. Despite the efforts (projects, programs and policies in the areas of housing and spatial planning and urbanism) that have been made in developing countries and in Angola, the problems of lack of housing, infrastructure, essential services, food security, health, education, decent jobs and safety of cities and human settlements still existing.

When it comes to an understanding and analysis of the strategies and models adopted by housing policy and land use planning in urbanization processes and resolution of the housing deficit in the city of Luanda was found that the actions implemented under the National Program of Urbanism and Housing (PNUH) were isolated to a town in many places, disconnected, costly, with an expansion in heels.

As to the identification of the main models and intervention strategies and significant attempts at resolving urban problems targeted to the areas occupied by musseques, it was noted that the results of implemented solutions for the informal settlements (the economy) were small and punctual, with the character of emergency housing programs. Resume to the construction of projects for relocation, and that did not contribute to a comprehensive settlement of the problem. The research carried out has identified a set of approaches that correspond to major issues affecting slums, and that can be combined in various ways as the context of the particular situation and the ability to manage this type of

intervention. It is a set of 5 approaches called "Risk", "Infrastructure", "Public Space", "Housing" and "Environmental" (R, I, EP, H, A).

In the case of the Madeira, the neighborhood was developed an intervention model based on these five approaches outlined that articulate with each other, eventually in the form of an evolutionary process.

On this basis, it is concluded that to intervene in musseques to improve urban conditions and provide to the population quality of life it seems necessary to develop a set of actions, more or less integrated, where the State has an essential role as the promoter of the interventions. The result of the study seems to have an interest in as in that configures a variable configuration tool, with some flexibility to adapt to various situations and it can serve, if nothing else, to provoke reflection on the level of integration and the priority level. The State should not act alone in the provision of housing, it may also be a mere facilitator and should ensure the inclusion in the system of families by the self-construction.

For these reasons, for future research, the structuring of a methodology for the preparation of models for intervention, with criteria that fulfil all the necessary requirements (e.g. economic, social, political, administrative, social, technicians, environmental) to intervene in every type of economy or in each specific neighborhood (with more than one type of economy).

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