

# Local Action Plan of the Lisbon CHL



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## Executive summary

The mission of Lisbon CHL is to revitalise and adapt Marquês de Abrantes palace in the district of Marvila (Lisbon), owned by Lisbon Municipality (CML), to promote and sustain a Housing, Cultural and Social re-use of the site, creating a local equipment to empower community's resilience over the urban and economic transformation of the area.

The neighbourhood in which Lisbon CHL is located (Marvila Velha – “Old Marvila”) was identified in 2010 as Priority Intervention Area in the BIP/ZIP municipality program (BIP ZIP map identifies 67 deprived areas in the city and it's included in Lisbon Masterplan). The municipal Local Partnerships Program (which is an instrument of public policy to ignite local partnerships, active citizenship and self-organization capacities to promote local development and social territorial cohesion) was the trigger for this process of adaptive re-use and its later inclusion on OpenHeritage Project: through participatory processes and a local diagnose it was possible to understand the needs and wills of the local community towards the site and propose the development of a sustainable model to allow its use.

Meanwhile, this (former to be) complex and marginalized area became attractive to private investors, due to its position near the river, availability of construction area and physical rehabilitation potential, which caused a heavy real-estate pressure.

After a very strong negotiation between three different political portfolios of Lisbon Municipality (Housing, Culture and Social Rights), it was proposed to keep the property within the municipality and, furthermore, to adopt the re-use model: the strategy is now to use the site as an anchor to support community resilience.

This process of negotiation took time and effort from all the involved parts, which, in one hand, ended up causing a significant delay in the start of the project (namely the LAP definition – from the CHL co-governance model to the actions to undertake – and the establishment of the Local Action Group) but, on the other, will hopefully allow us to save time in the near future, considering that the community will be able to use the whole property much sooner than we've anticipated.



# 1 Mission, Objectives and Strategies

## 1.1 Mission statement – for the entire project period

The mission of Lisbon CHL is to revitalise and adapt Marquês de Abrantes palace in the district of Marvila (Lisbon) to promote and sustain a Housing, Cultural and Social use of the site by the local community.

More specifically, Lisbon CHL use will be (find details under development):

**Housing and Local Development:** All integrated temporary & emergency housing, students housing, migrants and refugees housing, artistic residencies, and community equipment for local associations & organizations;

**Culture:** Ateliers and small craft business, Theatre, complementary rooms for Marvila Library, Training facilities for “traditional popular parade”, etc.;

**Social Rights:** Migrants and Refugees welcome and integration center.

Given the poor condition of the property, the revitalisation and adaptation of the building will be made with two approaches: the first will be the physical rehabilitation of the building (by the municipality), and the second its effective re-use and “reintegration” in the community. The process is expected to last up to 3-4 years, which means that during this period CHL’s activities and usage will be progressive and mainly temporary and/or of *pop up* type; these activities will be focused on keeping the local community engagement and to identify and bring local stakeholders together. At the same time, a community contract for development and future CHL co-governance planning will be established.

## 1.2 Objectives and strategies

The Lisbon CHL is located in a complex and marginalized area in Lisbon, currently under heavy real-estate pressure due to its attractive location near the river, availability of construction area and physical rehabilitation potential. It was originally occupied by houses of aristocrats, and in the 19th century by industrial compounds, which is why many workers settled there. In the 20th century, the area was gradually abandoned, being left with many unused warehouses and factories. Today this area is (still) characterized by degraded buildings and a vulnerable, aging, low-income population.

The area was identified in 2010 as Priority Intervention Area in the BIP/ZIP municipal program (BIP ZIP Map, which identifies 67 deprived areas in the city and it's included in Lisbon Masterplan). The municipal Local Partnerships Program (which is an instrument of public policy to ignite local partnerships, active citizenship and self-organization capacities to promote local development and social territorial cohesion), was the trigger for this process of adaptive re-use of the site (and its inclusion on OpenHeritage Project): through participatory processes and a local diagnose made by two municipality funded projects, it was possible to understand the needs and wills of the local community towards the site and to propose the development of a sustainable model to allow its use.

Those two projects ran between 2014 and 2017 with a total support of €100.000 from the Municipality, and gathered a group of partners from cultural associations to social architects and from local schools to informal groups of residents: Xerem, Amigos de Marvila Velha, ArqMob, Ateneu Madre Deus, Externato Camilo Castelo Branco and APELAV Association (please refer to point 2).

The aims of those projects were precisely a) to empower the community towards local intervention – through art and education, making use of their local memories to strengthen their collective identity - promoting a common reflexion about the territory, decision making capacities and the finding of solutions to influence and interfere with the future of their neighbourhood and b) to make a local diagnose of the territory, which was abandoned, segregated and isolated in between two train lines; the projects were called “Desenhar Redes” (Drawing networks), and “Construir Redes em Marvila” (Building Networks in Marvila). This last project was based on Marquês de Abrantes Palace and, among other activities, promoted the exhibition “Entre Linhas” (In between lines) which included an architectural survey of the building, which called the attention of both the community and, mainly, the Lisbon Municipality, to the need of designing a participatory process of adaptive re-use of the building which, in the end, lead to its inclusion on OpenHeritage Project.

Meanwhile, the economic context of the city was changing very fast, and the area that was once abandoned became very attractive to private real-estate investors, leading to a progressive loss of its “old” residents.

So, after some back and forth internal discussions, and a very strong (and long) negotiation between three different political portfolios of Lisbon Municipality (Housing, Culture and Social Rights), it was proposed to keep the property within the municipality and, furthermore, to adopt that re-use model. The strategy that is under development is now to use the site as an anchor to support community resilience and development.

In this sense the main objectives and deliveries for the next two years are:

- To define and close the rehabilitation functional program for site (under development);
- To development the rehabilitation projects;
- To define the Co-governance model (under development);
- To promote community initiatives that empower and enhance the local participation and citizens awareness (under development);
- Start the rehabilitation of some areas of the building and the “pop up” uses the other areas;
- To interact with other city and local initiatives that could help the promotion of this area Local Development;

The Co-governance approach of Lisbon Local Development Strategy for Priority Neighbourhoods (BIP/ZIP) will be a tool that will create the necessary interaction and cooperation between the different (public and private) stakeholders. This means that the community and local partners are key players on every stage of the process.

As previously referred, the rehabilitation and adaptation of the property will be made in two areas: one will be the physical rehabilitation of the building, and the other its effective re-use and reintegration in the community’s daily life. All of the process will be supported with the community involvement and direct participation.

### **1.3 Participation and Decision-Making Processes**

Participation of local communities and stakeholders in the decision-making process is one of the goals of Lisbon CHL. To achieve this, we will make use of



the participatory platform designed within OpenHeritage project, among other (offline) participatory tools.

The long term solution for the Lisbon CHL management is still to be defined, but it will be supported by a strong co-governance model based on participatory processes which will link Lisbon Municipality, as the owner of the property, and the stakeholders – Cooperatives, Associations or Social Companies, etc. - that may apply / be willing to participate in CHL management.

This Co-governance model will be defined and tuned with the different stakeholders, based on "GABIP" experience. Normally under this framework the decision making is made by a collective consensus and in some cases by voting. The managing model for the local activities will consider some local partners contracting.

The requirements to participate in the CHL decision-making process are still to be defined, as it will depend on the co-governance model to be implemented

As in previous point, the recruitment of new members is still to be defined, depending on the co-governance model to be implemented.

The transparency of the project is based on the direct participation and involvement of citizens, local partners in every stage of the process.

Lisbon Municipality is very committed with equal opportunities in compliancy complies with national and European legislation concerning gender equality in the labour market, the example of this is that more than 60% of managing roles in the municipality are women. For the project co-governance model this will be a based point. We don't have any specific strategy defined at this point.

Lisbon Municipality has a long experience in the development of strategies either to include or to empower deprived communities and territories: the best example of these strategies are the BIP ZIP Map of Priority Intervention Territories and the Local Partnerships Program (now on its 9<sup>th</sup> edition), promoting capacity building of these communities to enhance social territorial cohesion; both these instruments are part of a wider Local Development Strategy that has been awarded with a Good Practice City label by URBACT and, for that reason, is now being adopted by seven more European cities within URBACT Transfer Network Program (under the designation of com.unity.lab).

This Local Development Strategy, as well as the one concerning Social Rights and social integration, will be the basis of the inclusion of local communities and potentially marginalized groups.

## 2 Creating the heritage community

### 2.1 Main stakeholders

The OpenHeritage Local Action Group (LAG) is still under construction, with contacts being made with the associations and groups that are working (or intend to work) on the territory; the LAG will hopefully include all the partners responsible for the two referred BIP/ZIP Projects, given their specific contribution to this project and great knowledge about the community, the design of solutions through participatory projects and heritage:

- Xerem, a cultural association for local intervention through art; responsible for art education and artistic residencies' creation.
- Amigos de Marvila Velha, which includes residents, former workers of the Soap Factory and wine distribution companies and actual local commerce workers, acting as mediators and facilitators on the neighbourhood;
- ArqMob, a group of social architects that promoted the diagnose and the analysis of the territory (both material and immaterial), and conducted small rehabilitation actions in one part of the palace, in order to use it for workshops on public space use and capacity building actions, aiming to strengthen the ties between the community and local entities to create a Residents' Association.
- Ateneu Madre Deus, responsible for disseminating the projects among the academic community (both students and teachers); works also as a facilitator on the territory.
- Externato Camilo Castelo Branco, responsible for the creation and implementation of strategies to bring the "school community" into the artistic program; worked also on the pedagogical materials' conception.
- Associação Musical 3 de Agosto de 1885, a cultural, sports and recreate association that is a long term user (as tenant) of (part of) Marquês de Abrantes palace, who plays a very important role in the community in the promotion of sports, cultural and popular activities (like Lisbon annual "Folk Parade", among others);
- "4Crescente", a communitarian group which includes private and public entities (like CML) working on Marvila territory since 2008; its main goal is to create a local network of community intervention to find the most appropriate answers and solutions for the identified problems, and its mission is to promote

communitarian development and quality of life by community empowerment, making them the agents/actors of their own change.

- Marvila Municipal Library, one of the most dynamic local “player”, that goes beyond its specific cultural responsibilities; in fact, Marvila Library has been hosting several projects ran by local associations, offering the community different kinds of capacity building activities;
- Marvila District, as the (elected) executive for local governance that, as well as the municipality, has the responsibility to apply and supervise local policies;
- Lisbon Municipality, as OpenHeritage project promoter, CHL’s owner and responsible for the urban municipal legislation compliance in the city of Lisbon;
- There will also be a “technical team” specialized in heritage rehabilitation and re-use using participatory design, who will develop the rehabilitation project of the building, together with Lisbon Municipality and the other stakeholders.

All these stakeholders share a common concern with this community development in all its aspects (from *people* to *places* to *potential*, quoting OpenHeritage tagline), which makes them the most appropriated to be part of OpenHeritage Local Action Group.

The involvement of these stakeholders is fundamental to find the most adequate CHL management and co-governance model and, consequently, the project sustainability: they all share not only a big knowledge on the territory and its community (in a wider sense) as also a high level of awareness and recognition among them.

## **2.2 Heritage community engagement activities**

Lisbon Local Development Strategy (for Priority Intervention Territories) will be the basis of the approach and activities to be implemented within the CHL.

Lisbon Local Development Strategy is an integrated tool to guide and sustain effective intervention in deprived territories. It’s co-designed, co-implemented and co-monitored with a local emphasis, in order to permanently engage all the relevant community players in a participative approach to promote a sustainable urban quality of life for all.

Participation and engagement of civil society in urban development projects – in which we include OpenHeritage - is the benchmark of this strategy: for the last eight years, the municipality has promoted this new approach, inviting civil society to participate in the definition and execution of local policies.

The main activities to engage our heritage community will come mainly from the a) BIP/ZIP Local Partnerships Program and b) the GABIP Local Offices structure and model:

- a) BIP/ZIP Local Partnerships Program finances and supports local community projects aimed to respond to local needs and empower local organizations partnerships under an annual competition cycle; this program promotes the active participation of communities and other relevant players in local development processes. It is a tool to ignite local initiative, developed by Lisbon Districts, Local Associations and NGOs, aimed at fostering social and territorial cohesion.
- b) GABIP Local Offices develop specific local plans for Priority Intervention territories; they're a co-governance structure that gathers the Municipality, Districts and all the relevant local and citizens' organizations, the academy, NGO's, etc. Each GABIP comprises a Coordination Structure, an Executive Commission and an Extended Commission, having as their mission the local development promotion through the empowerment and boosting of local initiatives, following cooperation principles, active participation and transparency.

## **2.3 On-line activities to engage heritage community**

Our partner Marvila Library has several on-going projects to tackle digital, technological and functional illiteracy, so we'll work together on the best ways to communicate with the community. Moreover, we plan to use the OpenHeritage Platform as much as possible (even off-line, to submit proposals from those unable to do it online).

OpenHeritage Local Action Group includes territorial "facilitators" and "influencers"; as stated before, the project for the CHL adaptive re-use foresees migrant, creative/artistic and emergency housing, community equipment for local associations/organizations, community and sports' events and also

complementary rooms to Marvila Library; all these new uses will necessarily promote new users, i.e., to reach more people in (very) meaningful ways.

## 2.4 Complementing activities

As referred before, we plan to use online tools (such as social media – mainly facebook), OpenHeritage platform and the CML institutional website (in case of external activities, i.e., open to a wider audience) to communicate all activities related to Lisbon CHL, OpenHeritage Project and also the ones conducted by ROCK Project in Lisbon on the same territory. By doing this we want to:

- raise citizens' awareness about the added value of OpenHeritage Project and all the different perspectives on heritage;
- boost local community's engagement in the development of their neighbourhood;
- discover, produce and spread local stories and memories on the territory which can inspire actions beyond local reach.

## 3 Financial model

### 3.1 Revenues and expenditures

Planned **expenditures** during the use of the site include:

- Home Services / Utilities
  - Water
  - Electricity
  - Gas
- Security services like alarm, fire alarm and emergency
- Management services
  - Repairs
  - Cleaning
  - Management costs.

The **revenues** from Lisbon CHL will income mainly from public funds. However the project might consider other revenues.

The OpenHeritage project funding (60,000 euros) will have this focus:

- Community events, with the participation of the surrounding neighbourhoods
- Implementing the local Co-Governance model
- Costs for supporting the activities to be developed inbound the site
- Volunteer subsistence
- Press/PR

### **3.2 Tools to provide financial sustainability?**

The *financial sustainability* will assured by the balance between public funds and the revenues mentioned above.

Since Lisbon City Council is a Local Government entity, it's possible that the National Government might participate with some resources. Some private Foundations might participate also. Within this project, at this point, we are not considering crowdfunding or match-funding.

## **4 Regional integration and territorial integration**

The site is located in a complex and marginalized area in Lisbon, which is now under big real estate pressure. It was originally occupied by houses of aristocrats and then, in the 19th century, by industrial compounds, which is why many workers settled there. In the 20th century, the area was gradually abandoned, being left with many unused warehouses and factories. Today this area is (still) characterized by degraded buildings - right next to several social housing neighbourhoods - and a vulnerable, aging, low-income population.

The area was identified in 2010 as Priority Intervention Area in the BIP/ZIP Mapping (BIP/ZIP 53 – Marvila Velha); the general urban fabric is old and in poor condition, settled among tiny streets that, nevertheless, are the living memory of the *place*.

## 4.1 Territorial connectivity

The site is located in between two rail tracks, which “disconnects” it not only from the city but also from the surrounding neighbourhoods, adding to the perception of abandonment and segregation.



**Figure 1. Lisbon CHL location and surrounding area**

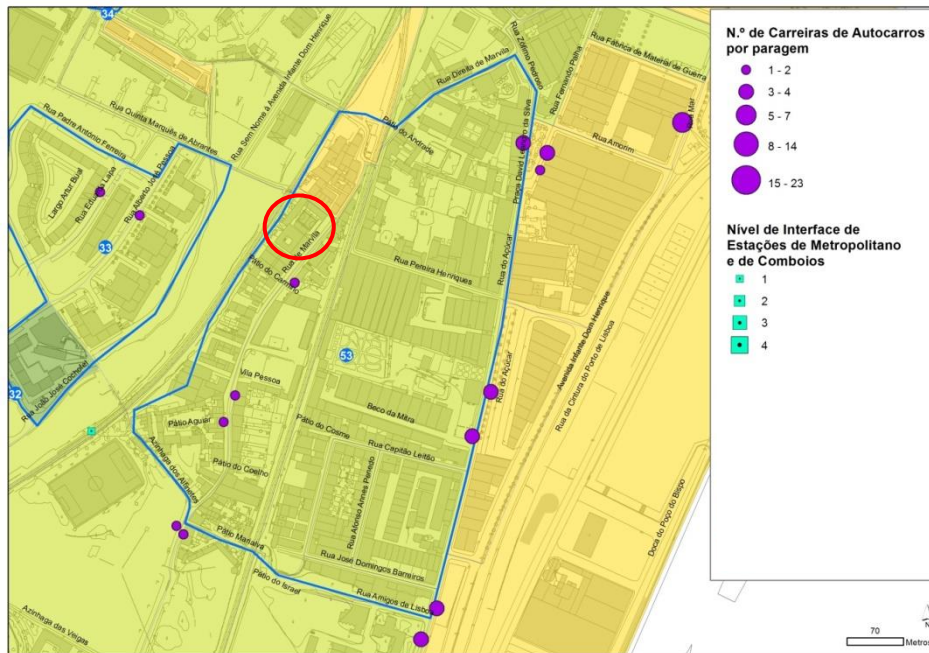
**Source:** ©2018 Google, Inst. Geogr. Nacional.

## 4.2 Transport and visitors

Public transportation in this area is very poor, which makes it hardly accessible from/to the rest of the city. There’s a train stop nearby (although not all the trains stop there) and one bus stop; the lack of public transports and, also, of local attractions make this an almost unknown neighbourhood for people not living/working.

One of the goals of Lisbon CHL is to help reducing this segregation, connecting the surrounding territories (in a first phase) by promoting pedestrian accessibility and soft mobility. In a second phase, the goal will be to connect this territory to the city, to achieve a full social and territorial cohesion. By doing this we expect to promote resident’s resilience, to tackle real estate pressure.





Nr. of bus routes per bus stop

Connection level between train and subway

**Figure 2. Public Transport in Lisbon CHL area and surroundings**

**Source:** Municipal Registry, Lxi, 2018 / Survey by Local Development Department, CML.

### 4.3 Population



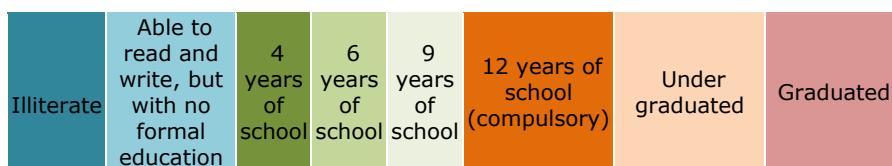
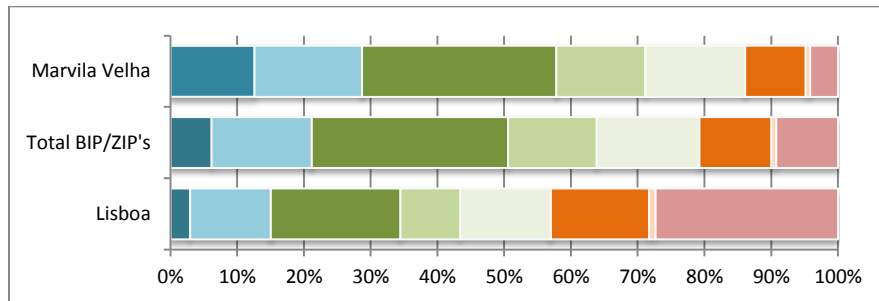
**Figure 3. Population Distribution (by statistical sub-section)**

**Source:** Municipal Registry, Lxi, 2018 / Survey by Local Development Department, CML.

Total: 1296 (0,23% of Lisbon Population).

Residents by gender: 720 women (56%) / 576 men (44%)

Residents by age: 0-13: 12% / 14-24: 8% / 25-64: 46% / 65+: 34%



**Figure 4. Education**

## 4.4 Services and Equipment:

In the old part of Marvila District there are many abandoned and unused warehouses and factories that were unable to compete with city centre's development. There are, however, a few proximity shops (like coffee shops and small grocery stores) and public sports and cultural equipment resulting from municipal investment on the district.

In the diagnose made on social housing neighbourhoods that surround the CHL area, we were able to identify a great difficulty in keeping those proximity shops open, due to the low income of the majority of families (which keeps investors away of the area).

The lack of youth and the low qualification of the population have also contributed to this lack of development.

The Local Partnerships Program has been pointing many social problems that still subsist among the population, such as poor neighbours' relationships, difficulty in getting jobs that enable families to get out of their poor condition, a low sense of "belonging" to the place, etc.

The Program / Management model that we'll implement on the site aims to help solving the problems identified in the local diagnose made for this territory, which means that its sustainability comes also from an efficient problem solving. We believe that this project will evolve in a way that the community, together

with Lisbon Municipality, will find the necessary means to the CHL sustainability, based not only on the referred former and on-going BIP/ZIP projects, as also on the good example of “Largo Residências” Observatory Case, which is a successful outcome of a project supported by Local Partnership Program that was able to grow and become independent from municipal funding.

This CHL will be based on participatory and co-governance processes, which means that both the municipality and the population will work closely to discuss and find the best and most appropriate activities to be implemented. In this exploratory phase, and as referred before, we’re still defining which are the most suitable (and possible) actions for the CHL. Furthermore, we intend to integrate all the existing projects for this territory and surroundings (such as ROCK Project, for instances) in the same local development plan, in order to create synergies and, by doing that, explore their connectivity potential for both the community and the territory.

This CHL site is property of the municipality, which means that its main *profit* will be of immaterial nature: its main aim is to assure that the foreseen goals and outcomes are accomplished and that, in the end, we’ll have a more aware, active and participative population, that will certainly be able to find the way to CHL’s sustainability. The CHL will be the anchor for the local development of this territory and their community.

## 5 Actions

The Actions to undertake will mostly depend on the co-governance model that will be defined for Lisbon CHL (namely the number, kind and responsibility of the stakeholders involved); so, at this point, we’re still unable to list them.

## 6 Monitoring Progress

The monitoring strategy depends both on the co-governance model that will be defined for Lisbon CHL (namely the number, kind and responsibility of the stakeholders involved) and on the Actions undertaken; at this point, both are still to be defined.