INTEGRATED ACTION PLAN

Leiria

Portugal, Leiria, 2022

INTEGRATED ACTION PLAN

IAP

SAFER LEIRIA

A COLLABORATIVE INTERVENTION METHOD

Acronyms

APN, Action Planning Network

CPTED, Crime Prevention Through Environmental Design

EC, European Commission

ERDF, European Regional Development Fund

ESF, European Social Fund

ETC, European Territorial Cooperation

EU, European union

ERDF, European Regional Development Fund

ESF, European Social Fund

IAP, Integrated Action Plan

ISO, International Organization for Standardization

LE, Lead Expert

LP, Lead Partner

NUP, National URBACT Point

PAMUS, Action Plan for Sustainable Urban Mobility

PEDU, Strategic Plan for Urban Development

POSEUR, Operational Program Sustainability and Efficiency in the Use of Resources

PP, Project Partner

SSA, Small Scale Action

TN, Transfer Network

ULG, URBACT Local Group

URBACT III (2014-2020)

URBACT III is a European Territorial Cooperation programme (2014-2020) co-financed by the European Union, through the European Regional Development Fund (ERDF) and covers all 28 Member States of the European Union, as well as the two partner countries, Norway and Switzerland. The program is managed in France by the Commissariat General à L'Egalité des Territoires, in Portugal the DGT – *Direção Geral do Território* is the responsible entity as the National Dissemination Point.

As an instrument of the European Cohesion Policy, this program finances the establishment of a network of cities for the development of common solutions related to contemporary urban challenges, reassuring cities and local communities' key position in face of the increasing complexity of society changes. Partners such as Regional Authorities, Universities and Research Centres can also join this network.

URBSECURITY

Within the range of matters delt with by the URBACT program, URBSECURITY is a network led by Leiria that involves 9 participants, where there are 6 cities (Longford; Madrid; Mechelen; Michalovce; Pella and Parma) and 2 associations of municipalities; Szabolcs and Unione della Romagna Faentina.

This Planning and Action Network aims to analyse strategies and concepts of urban design of cities, which can help to prevent segregation and antisocial behaviour and consequently improve cities' liveability and their citizen's perception of urban security. The main goal is to implement an integrated and participatory approach to urban security, including all relevant actors in the process.

Project partners

Leiria, Portugal (NUTS III–PT16F)

Longford, Ireland (NUTS III–IE012)

Madrid, Spain (NUTS III–ES300)

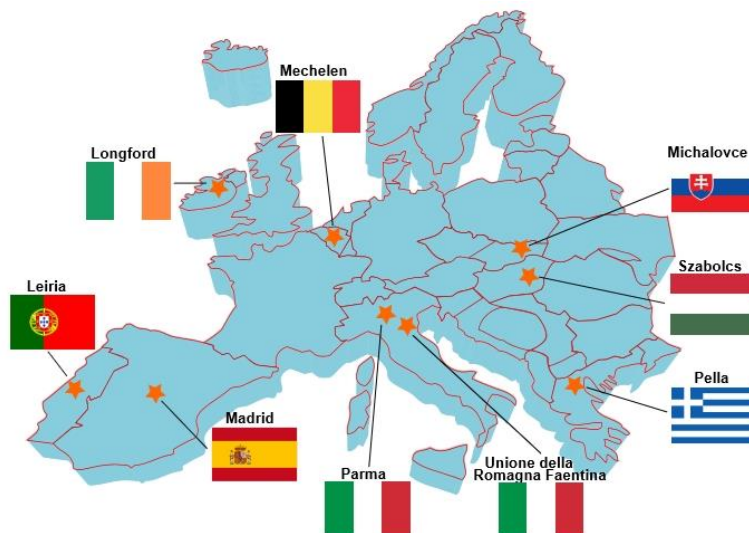**Mechelen,** Belgium (NUTS III– BE212)

Michalovce, Slovakia (NUTS III–SK042)

Parma, Italy (NUTS III– ITH52)

Pella (Giannitsa), Greece (NUTS III–EL524)

Szabolcs 05 Regional Development Association of Municipalities, Hungary (NUTS III–HU323)

Unione della Romagna Faentina, Italy (NUTS III–ITH57)

Work development

The work developed by each city or region within the network was based on experience sharing, during transnational meetings, with different themes, although these occurred online due to the pandemic. This process led each team to find, within its context, solutions and tools to better deal with security problems in a process of exchange and learning.

In this collaborative process, Urbact Local Groups (ULG) were created in each city, to gather the most representative members of the local society through active participation in identifying problems and finding solutions.
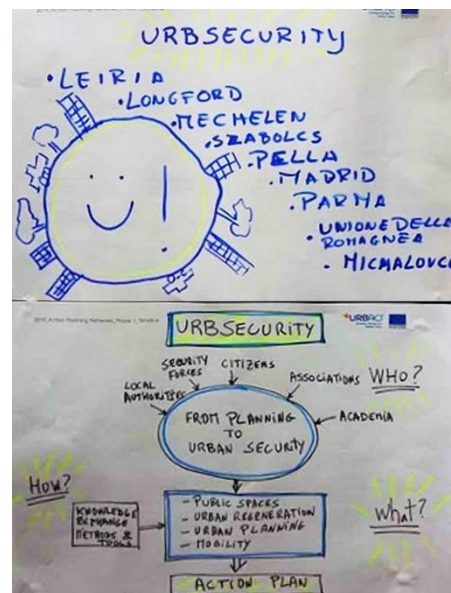
Main actions developed by the cities within the network

Leiria, Portugal — Definition of a methodology to stimulate public participation and collaboration in urban planning solutions, through the so-called "serious games" and implementation of CPTED, Crime Prevention Through Environmental Design.

Longford, Ireland — Improve the public space security through works of art.

Madrid, Spain — Involvement of the security forces in addition to the urban design of the "Puerta del Sol".

Mechelen, Belgium — Influencing the behaviour of public parks users, through "smartbench" urban furniture

Michalovce, Slovakia — Development of "Opinion Map" mobile app, to promote public participation and collect information on the various aspects of city safety amongst the population and develop the "Creating safe public spaces" manual.

Parma, Italy — Stakeholder engaging solutions for the urban design of the "Palazzo Ducale" public garden.

Pella, Greece — Involving the school's participation to identify street safety problems and solutions.

Szabolcs 05, Hungary — Improve the feeling of security using sustainable lighting and urban street furniture to increase the use of a public park "Keygyeleti Park" (Mátészalka)

Romagna Faentina, Italy — Campaign and disclosure of information and co-operation between the decision makers on different levels of urban policy

Leiria – The Team

A multidisciplinary team included city council technicians in in the areas of planning, architecture, design, communication, and finance.

Project Coordination - Luísa Gonçalves (1st phase), Luís Pinela (2nd phase)

Communication officer - Patricia Moital (1st phase), Marlene Costa (2nd phase)

Financial officer - Graciete Campos (1st phase), Nelia Pascoal (2nd phase)

ULG coordination - Rita Coutinho (1st phase)

Local Team - Maria João Vasconcelos, Vitória Mendes

External Experts – Micael Sousa (Serious Games), Verónica Neves (CPTED)

Design – Samuel Ramos

The work developed by the network was guided and supported by the URBACT lead expert Pedro Soutinho.

Urbact Local Group – ULG

Only with a close cooperation between public institutions, private companies, citizens, industry and local government, can successfully be defined and implemented actions towards more effective security policies on the ground.

The Urbact Local Group were constituted by the following entities and stakeholders

ACILIS - Commerce, Industry, Services and Tourism Leiria Association; **IPL** - Polytechnic Institute of Leiria; **PSP** Leiria – Public Safety Police, District Command; **GNR** – National Republican Guard, Detachment of Leiria; Portuguese Association of the Disabled - District Delegation of Leiria, **IPJ** - Portuguese Youth Institute; **CIMRL** - Intermunicipal Community of the Region of Leiria; **ACAPO** - Association of the Blind and Visually Impaired of Portugal - Delegation of Leiria; D. Dinis Schools Grouping, Domingos Sequeira Schools Grouping, Nossa Sra. de Fátima School, Marrazes Schools Grouping; Local press newspapers: Diário de Leiria, Region of Leiria and Jornal de Leiria; **NERLEI** – Leiria Business Association; Union of Parishes of Leiria, Pousos, Barreira e Cortes, Union of Parishes of Marrazes and Barosa, **ADLEI** - Association for the Development of Leiria, **InPulsar** - Community Development Association; **NEL** - Leiria Speleology Center; Colectivo A9))))), Parish of Leiria, Parish of Marrazes, Evangelical Church, Leiria Mosque, Athletic Club of Sismaria, Volunteer Firefighters from Leiria, Sapadores Firefighters from Leiria, Plastidom/domplex, Casa Iglesias, Atlas Hostel, Crossfit from Quinta do Alçada, among others.

LOCAL

VIGIADO

PARA SUA SEGURANÇA
ESTE LOCAL É OBJETO
DE VIDEOVIGILÂNCIA COM
CAPTAÇÃO DE IMAGENS.
FINALIDADE NOS TERMOS
DA LEI N.º 1/2005:
SEGURANÇA DE PESSOAS E
BENS E PREVENÇÃO CRIMINAL.
ENTIDADE RESPONSÁVEL
PELO TRATAMENTO DOS
DADOS: POLÍCIA DE
SEGURANÇA PÚBLICA

SAFER LEIRIA

A COLLABORATIVE INTERVENTION METHOD

1. Executive Summary

The UrbSecurity - Planning project Safer Cities, have the general objective of developing and analysing different methodologies to improve security in public spaces, involving citizens and encouraging their participation in collaborative processes.

2. Statement by the President
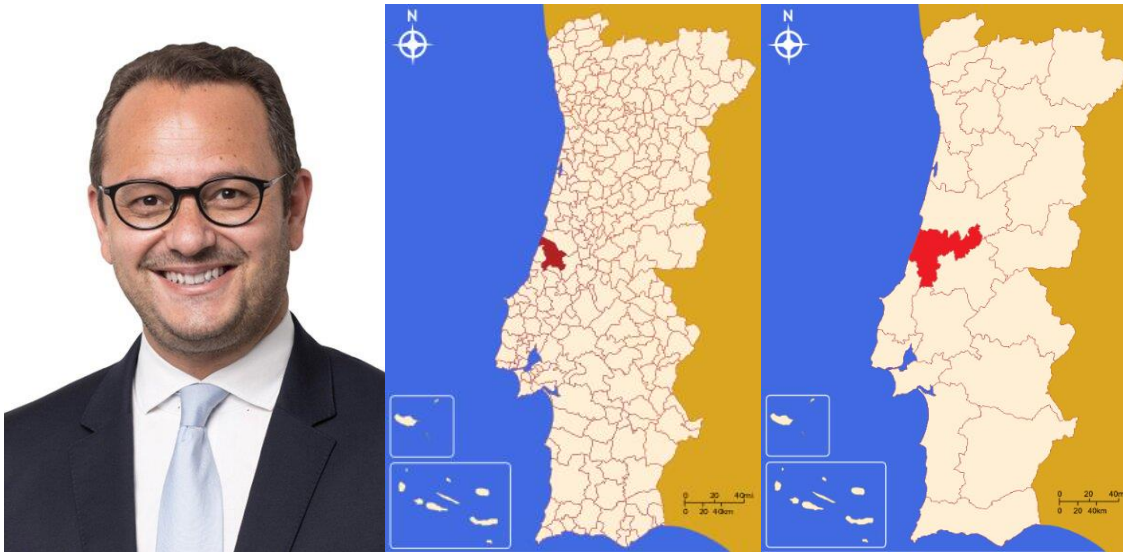
Gonçalo Nuno Bertolo Gordalina Lopes

He has been, since August 26, 2019, president of the Municipality of Leiria, being also president of the Intermunicipal Community of the Region of Leiria in the center of Portugal.

Leiria City Council (cm-leiria.pt) , CIMRL (cimregiaodeleiria.pt)

UrbSecurity is a network of 9 cities which proposes an innovative approach to urban security and safety by integrating it with urban planning, social cohesion, and other urban policies, following the recommendations of the works published within the project of the future *Urban Agenda on Security in Public Spaces.*

This is a challenge that Leiria and the partner cities embraced with the determination and courage of those who see urban security as an essential pillar to the dynamics of a community.

As we all experience in these challenging times, urban safety and security are fundamental components of the modern democracies of the EU. Quoting Pedro Soutinho, Lead Expert of the programme, UrbSecurity intends to make sound contributions to these policies and provide guidelines for other EU cities to pursue their strategies in safety and security in an integrated and participative way.

This URBACT programme experience is of major significance to middle sized cities like Leiria, enabling these cities to work together to develop solutions to major urban challenges and allowing the "contamination" of new paradigm in the process of planning and management of urban environments, not only in the municipality staff, but also in other stakeholders and the citizens that will get in touch with the experience.

It was difficult to accomplish the proposed tasks, looking back to the years of 2020 and 2021, with the lockdowns caused by COVID pandemic. We must thank all the participants on the programme for the will and courage to overcome the difficulties. They believed in the importance of the challenge and on the value of the programme outcome.

Gonçalo Lopes

3. The Context

3.1 The City Profile

Leiria is located next to the Atlantic, in the Central Region of Portugal (NUTS II-PT16) and belongs to the Leiria Region (NUTS III-PT16F). Leiria is the capital of a district, covering 3506 km2, and comprising 16 municipalities with less than half a million residents according to national statistics.

The city of Leiria is located on the west coast, halfway between Lisbon and Porto, and its location is a main contribute to its growth and development.

The origins of the city of Leiria date back to the 12th century to the castle construction in 1135 on a hill at the confluence of the Rivers Lis and Lena by the time the territory was conquered from the Moors. Leiria gained the city status on June 13th, 1545.

Until the middle of the 20th century, Leiria was a small town with less than 10,000 inhabitants. In the 70's and 80's decades, it began to grow as a result of industrial development and improved accessibility.

With the accelerated expansion, Leiria went beyond its limits as a consolidated city, extending to the peri-urban parishes and involving part of that territory.

In the Municipality, the elderly population increased in between 2011 and 2021, as the younger and working age adult population decreasing, following the trend of population aging in the country. However, foreign population has increased significantly over the last decade. The foreign population with legal resident status in 2008 was 4.0% of the resident population and in 2021 it is 5.8%.

3.2 The main problems of insecurity

Leiria is a safe city, following the security standards of most of the Portuguese territory that presents itself with a high security index, without serious security problems such as terrorism, robberies, or vandalism.

Public data released in the 2020 Annual Report on Internal Security indicates that in the district of Leiria, compared to 2019, the general crime reported decreased by 14.85% and the violent and serious crime registered, decreased by 17.5%, showing these values have a downward trend since 2012. In the district of Leiria, the most reported crimes snatch robbery and street robbery, however the indicators show Leiria as one of the Portuguese municipalities whose crime ratio per 1000 inhabitants presents the lowest index. In the opposite direction and in relation to 2019, the district of Leiria in 2020 showed a slight increase in the number of fatalities due to road accidents.

SISTEMA DE SEGURANÇA INTERNA
GABINETE DO SECRETÁRIO-GERAL

Distrito de Leiria
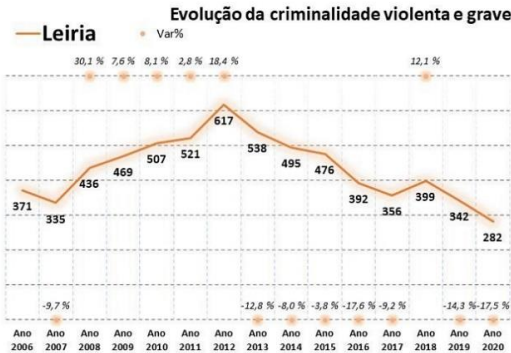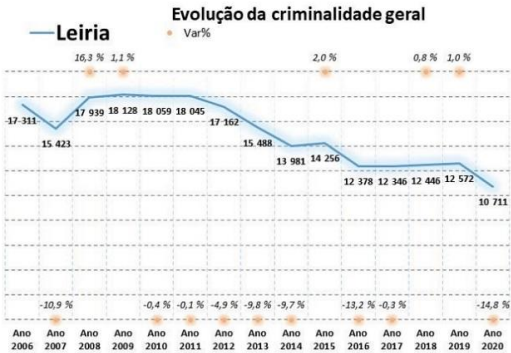
Over the last thirty years Leiria has had an enormous growth and urban development, which has had its impact on safety and security. However, crime rates in the county, per thousand inhabitants, have been decreasing since 2001, from 36.7 % to 24.9 %, according to national statistics data.
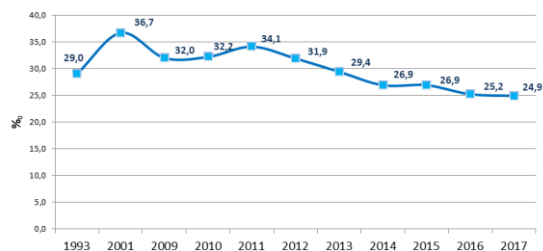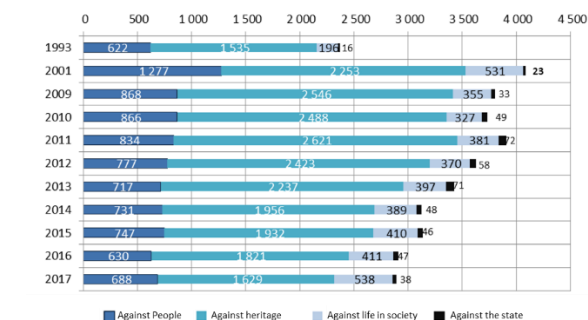
Crime numbers in Leiria by type and crime rates per thousand inhabitants.
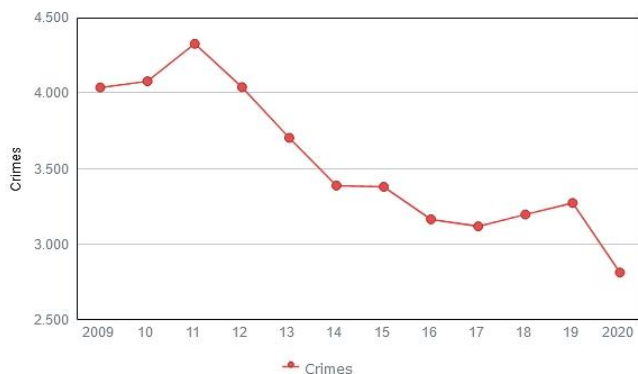
Fontes/Entidades: DGPJ/MJ, PORDATA

Between 2019 and 2020, crimes recorded by the police in the municipality of Leiria decreased from 3,274 to 2,814 (a decrease of 14.1%).

It appears, however, that the way the city has been developing presents some problems that contribute to the inhabitants' feeling of insecurity, caused by urban voids, vacant buildings, poor lighting, that promote illegal activities, (occupation of abandoned buildings, vandalism, lack of hygiene). The abusive car parking becomes an excessive occupation of public space and is another factor interfering with the inhabitants' safety, making mobility and access of ambulances or firefighters difficult in emergency situations.

Main insecurity factors

- Decline in population in the historic centre of the city and large peri urban city growth
- Lack of an integrated urban planning strategy.
- Absence of a strategic mobility plan (bike path, path for the disabled, etc.)
- Lack of police on the streets that contributes to the perception of lack of security.
- Lack of integration of the small and isolated neighbourhoods occupied by minorities (Rome), which can develop or create replicas in the territory.
- Groups of drug addicts occupying vacant buildings, especially in the Historic Centre.

4. The vision and expected results

It is intended to implement a collaborative method for interventions in the city that promotes safety in public spaces based on a better articulation of the various municipal departments and through the participation of citizens, based on a guide of good practices in accordance with the CPTED (Crime Prevention) principles. Through Environmental Design).

According to the defined strategy, the IAP must relate to the structural projects, namely those financed within the European framework, introducing security aspects based on an articulated method that allows everyone to collaborate in a transversal way.

In this sense, it should promote the citizens involvement in the public space security, in articulation with the municipality and the security forces, contributing to more vigilance, a sense of greater security, reduction of discomfort and complaints.

It is expected to contribute to a participative process of designing the city and public space maintenance, by promoting the interaction of all stakeholders, contributing to the creation of safer, more attractive, comfortable, and accessible spaces for all.

4.1 The studied areas

To develop the IAP, two areas of very different genesis were chosen to study, that raise specific urban problems, namely in aspects related to safety. These two areas are intended to serve as models for implementing the results to other areas of the municipality.

One studied area focuses on the city centre, including the medieval core, where has been a significant loss of its inhabitants.

The other studied area concerns an expanding part of the city, by the successive occupation of old farms driven by access to the railway station, lacking urban planning. This area´s inhabitants, namely the ones in *"Quinta do Alçada",* have different cultural backgrounds.

4.1.1 The Historical Center

This zone aggregates 3 areas of distinct origins with different layouts.

The oldest nucleus, of medieval origin, presents itself as an urban grid strongly conditioned by the relief, and is formed by a set of narrow and winding streets coming from the castle hill down the river Lis.

A part on the right bank of the river, the *"Bairro dos Anjos"*, of old occupation, has much altered over time, and remains of old buildings subsist alongside recent and different buildings.

Contiguous to the historic core, the expansion areas of the first decades of the 20th century, are constituted by the axis of Av. Heróis de Angola, from the 1950s and surroundings.

4.1.2 The Train station area

The study area maintained rural characteristics until the mid-20th century.

It is a peri-urban area, developed through the connection of the city centre to the train station (1891) lacking urban planning. Scattered around the area, there's a mix of single-family housing, 4 to 5-storey collective housing blocks, small industrial units, and dispersed equipment, with no road system hierarchy nor urban design.

5. IAP co-production

5.1   Description of the methodology

Phase I - ULG Formation

During phase I the elements that would integrate the ULG were selected, one for each study area, including the resident representatives, schools, commercial and industrial associations, churches, security and civil protection forces, local newspapers, parish councils, association for the disabled and cultural development associations.

Phase II - The collaborative method- *Serious Games*

To promote participation in the ULGs, it was used a collaborative process based on the principles of the games.

Civic participation is essential for sustainable urban development, but few practical tools and solutions are available. One of these new approaches is to use elements of serious goal-oriented games. *UrbSecurity* has implemented such an approach with surprising results.

We live in complex times of urban growth, overlapping and multidirectional flows. Public space plays a fundamental role as a place of aggregation and dissipation of conflicts, as long as the population participates in decision-making process. Technical and political decision-makers have found it difficult to implement processes in which populations actively participate on a large scale, even in the closest issues.

Many participatory processes can suffer from distortions, participated by few people stating biased needs and priorities of the inhabited territories. Playable approaches are one way of motivating for participation, trying to reach collaboration, to meet the needs of all stakeholders in a participatory urban planning process. It is possible to learn from the games dynamics to build more interactive planning processes, more effective and capable of providing enjoyable experiences for users, thus generating collective results and decisions.

A collaborative process was implemented, creating a cooperative tool in which multiple stakeholders worked with analogic games (serious games) to discuss, identify problems, and find joint solutions to improve urban security in the city of Leiria, focusing on two distinct urban areas.

The process was created specifically for the two urban realities in question, led by Micael Sousa. The guest researcher acted as a trainer for the municipality's technicians, preparing them for the process of facilitating the games, but also as *designers* of the adaptation and development of the games.

During the first stage, the participants interacted through game dynamics that took place in several *round tables*, each one accompanied by a technician from the municipality. Some modern *storytelling* board games and creativity enhancers were used to collaboratively identify problems and solutions that lead to increase the security in the urban area in question. Afterwards, the participants were invited to vote on what could be the main problems, and a group work process was followed, to fill in preliminary proposal sheets for the main problems encountered. These proposals were again put to the vote. One session was held for each urban area, with a duration of about 3 hours and more than two dozen participants in each session. From the sessions, solutions were identified to increase police surveillance, public lighting, the improvement of spaces and public transport, urban regeneration programmes and social programmes.

During the second stage, already more conditioned by the effects of the pandemic, it was necessary to reduce the groups and work with a maximum of six participants per session. Four such sessions were carried out, two for each study area. In this second session, participants continued to identify problems and solutions, interacting with maps of several sites. The playable approach consisted of graphical and oral expression games, with information restrictions and levelling of participation.

The second phase was preceded by exposing additional technical information to the participants to support decision making. Data and videos of the intervention areas were presented. The pandemic context prevented any visits to these areas.

In this phase, during *online* sessions, in which the facilitator simulated some of the drawing games through *online collaborative tools* with the support of streaming video *platforms.* Despite the limitations, the *online process* also generated debate, identifying problems and some priorities. It was a way to compensate for the restrictions that impeded the level of interaction that took place in the first session.
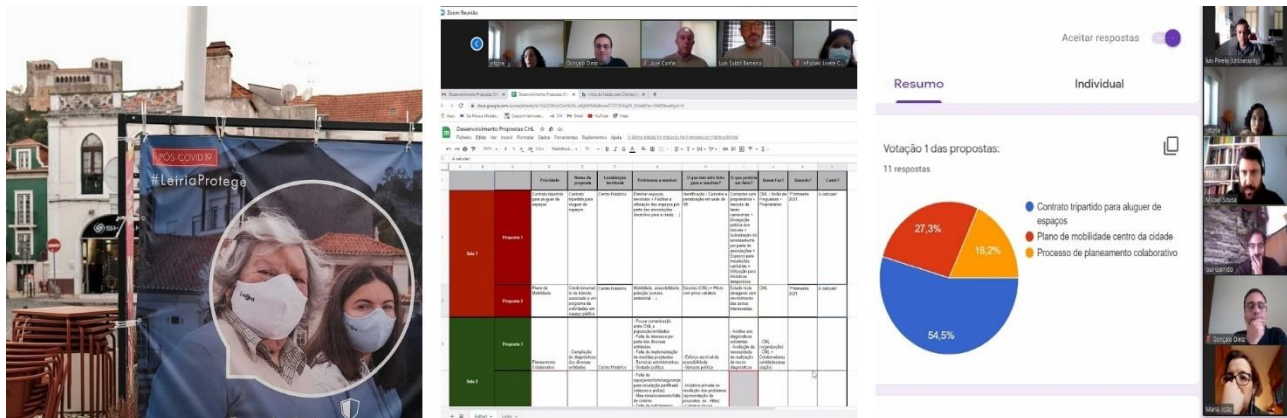
The third stage resulted from the culmination of the two previous stages. The previously collected data, on problems, priorities and proposals, allowed to build the game to be the desired collaborative planning tool.

This collaborative playable tool consists of two stages, a first interaction where participants locate the main problems that condition the safety of the urban area in question. The second stage proposes a decision-making narrative, in which participants assume the role of members of an executive of the municipality, that must manage a 4-year budget, making investment decisions to improve the urban security of the area. The options available result from the first and second stage of the process.

The third stage also suffered from the restrictive effects of the pandemic. Four sessions were held with six participants at a time, two for each urban area. The same strategy as the second was chosen. Four proposals then emerged, two per zone.
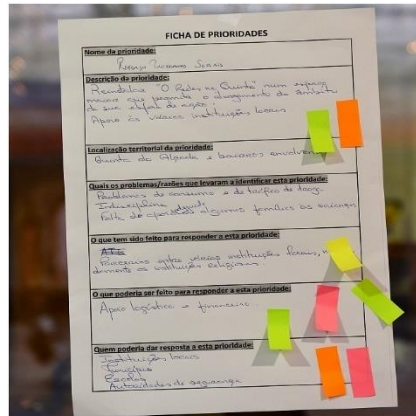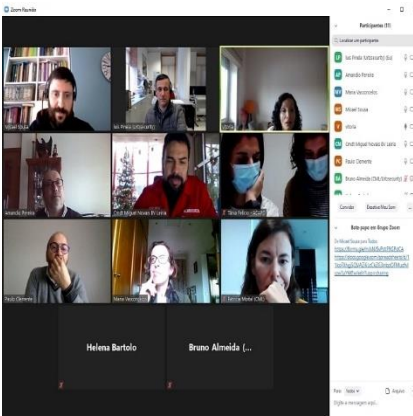
Historic Center

Amongst the identified problems during work group (map1), the following were considered priorities:

- Artificial Lighting
- Accessibility and Transport Systems
- Building Maintenance
- Validation/ expediting mechanism for archaeology issues
- Disclosure of degraded buildings for investment
- Collaborative planning
- Risk of flooding
- Awareness and civic mindedness
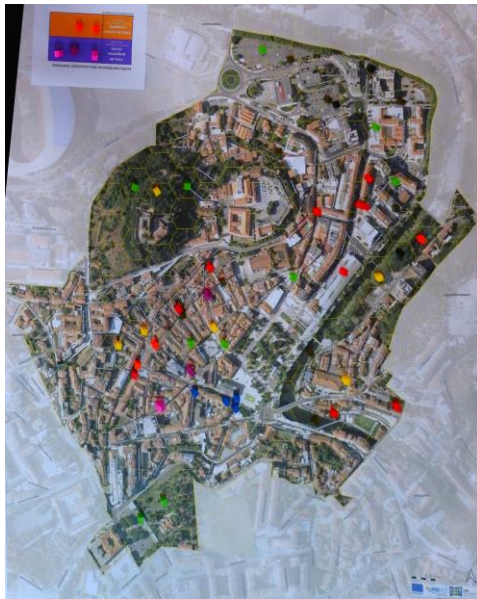
Map 1   Identified problems   **Map 2**   Proposed solutions

Note – example of a proposal made by one of the stakeholder groups (see attached sheet)

Proposed solutions (Map 2)

- Improve sustainable street lighting
- Transport system dimensioned to scale
- Investment in urban regeneration programmes
- Increase the number of green and leisure spaces
- Open *Quinta da Portela* to the general public (enclosed green space)
- Building rehabilitation
- Public infrastructure improvement (maintenance, sidewalks, water supply and drainage, etc.)
- Increase bicycle and pedestrian paths (roads without motorised vehicles)
- Increase policing and surveillance
- Improve cleaning and sanitation
- River fruition – maintenance and cleaning
- Accessibility
- Awareness campaign, investing in marketing, signposting, and information
- Combining car parking with the public transportation network
- Revising parking prices.
- Mobility plan for the historical centre of Leiria.
- Tripartite contracts for building rentals.
- Civic programmes and social intervention
- Collaborative planning

Train station area

Amongst the identified problems during work group (Map 3), the following were considered priorities:

- Green and leisure spaces
- Infrastructure maintenance and requalification
- Lack of social programs (integration and social support programs)
- Public transport system (including timetables on all days), mobility and accessibility

- Lack of green/leisure spaces (gardens, playgrounds, leisure, sports, etc.)
- Need to restore degraded areas and urban voids
- Improve urban and rural connectivity
- Signposting

Map 3 – Identified problems   Map 4 – Proposed solutions

Note - example of a proposal made by one of the stakeholder groups (see attached sheet)

Proposed solutions (Map 4)

- Increase the number of green and leisure spaces
- Improve public transport system
- Strengthening of Social Programmes
- Social/Community Building
- Velocity control and signposting
- Build a Playground, leisure activities
- Increase policing
- Establish bicycle and pedestrian crossing paths (link to the Polis path, Almuinha, green park)
- Create Civic and educational programs (social/cultural/juvenile sports)
- Develop Local digital social network, WI-FI hotspots
- Improve/increase public transport (buses, other shared, etc.)

We concluded that, despite some similarities, the proposals were different, very dependent on the participants and the dynamics that were generated between them. This leads us to conclude that the processes of participation must be extended to include as many participants as possible, ensuring that there is diversity and representation of the various social groups.

5.3.   CPTED method – Crime Prevention Through Environmental Design

Following the work with the *Urban Agenda for the EU* and the conclusions of the European Council, we incorporated the CPTED (Crime Prevention through Environmental Design) in our actions. (ISO 22341-2021). Connections were established with the municipal police of Lisbon services, in order to collaborate and exchange of experience on the method, already in use in the capital of our country.

One of the goals is to adopt the CPTED practices by the municipal services of Leiria, not only in the evaluation of spaces and standardization of surveys to be carried out, but also in designing urban planning solutions.

Actions to implement:

- Municipal technicians training, in the process of local safety diagnosis according to international standards and practices.
- Production of a Good Practices Guide on Criminal Prevention through the Built Space.
- Applying the principles in public space interventions.

The guide will propose a methodology to implement solutions to prevent risk situations on a design and conception level, for the adequate use of the built space towards reducing the opportunities for insecurity inciting behaviours, as well as for the reduction of the sense of insecurity, thus influencing the use of public space and improving citizens liveability.

The four principles are of method,

1. Natural surveillance
2. Natural access control
3. Territorial reinforcement
4. Maintenance and management

These four principles can be expressed into various planning and design strategies, in order to provide site security.

This methodology can be used not only in the analysis of already built projects, providing local indicators, and serving as a learning pattern with the good and bad examples of space design, but also providing indicators for the construction of new spaces suitable for preventive security, thus influencing citizens wellbeing.

Strategies can be categorized as follows:

Wide Fields of Vision	A field of view is the line of sight in terms of dimension and depth. The impossibility of foreseeing the entire route may contribute to a reduction in the feeling of security.
Proper lighting	From a security perspective, strategically programmed lighting can have a substantial impact on reducing fear and perception of crime. Adequate lighting is necessary to see and be seen.
Reduction of isolated paths	The passage through hidden, shady or isolated streets is often predictable because they do not offer pedestrians any alternatives.
Reduction of vulnerable zones	Vulnerable zones that are normally adjacent to regularly used routes. Adoption of measures to reduce confined and reduced spaces, covered by some type of barriers, such as walls or vegetation.
Reducing isolation	Most people feel insecure in isolated spaces, especially if they show signs of abandonment, or if visitors have the notion that they will not be seen or heard. People tend to move away from these types of spaces and this isolation can generate a perception of greater insecurity.
Promotion of the Mixed Use of Space	Balanced mixed use is important for environmental, economic, aesthetic and safety reasons. The uses must be compatible with each other and meet the needs of the community.
Creation of Activity-Generating Poles	Activity-generating spaces facilitate uses or provide services that attract people and bring places to life, thus reducing opportunities for crime and delinquency.
Creation of the feeling of Belonging, Maintenance and Management	The feeling of belonging or ownership of space is often considered to be a vital factor in providing security to a place. Showing responsibility and concern for the environment helps to make the place safer.
Signage/signposting and information disposition	Well-designed and strategically placed maps and signage, using the creativity and technique of communication design specialists, contribute to the feeling of security.
Improvement of the Global and Architectural Design of the Built Spaces	The design and management of space influence human behaviour.

5.4   Small Scale Actions (SSA)

These small-scale actions with limited resources are intended to test the actions to be implemented with the IAP, in order to determine whether or not they meet the intended objectives.

Actions on the collaborative method Serious Game with municipal decision makers

(Study Area I)

Since the aim is to implement a collaborative method to intervene in the city, that promotes safety, by coordinating the various municipal departments and promoting the municipality and various local stakeholders coordination, two test actions were developed on interventions to be carried out in the study areas, based on the serious game methodology, that involved, both political decision-makers (Municipal Executive) and, leaders of the municipal administrative units, more directly involved in the intervention in the public space.

It was considered that the success of these actions will enhance the collaborative process development, in the initiatives promoted by the municipality in favour of security, by involving the main actors/decision-makers within municipal departments, in a more plural and complete understanding of public space related problems, contributing to achieve balanced and coherent public space management solutions.

For this purpose, the Historic Centre was selected, and 13 subjects were considered, based on the identified problems by the ULG within the study area, to reach collective decisions on the solutions to implement, engaging municipal decision-makers.

Action with municipal head administrators and the municipal executives

Actions evaluation

Indicators for evaluating the results:

- Level of participation - number of participants in relation to the invitations sent.
- Level of compatibility of the proposals made between the two groups. - percentage of compatibility.
- Level of satisfaction on the methodology adopted - percentage of satisfied participants.

Action with the municipal executives

Level of participation   100%

Level of satisfaction on the methodology adopted

	Level of satisfaction 0 – not satisfied 10 – very satisfied											Average
They were able to put forward their ideas and opinions	5	7	6	7	5	6	7	4	6	5	5	5,73
The session correctly explored the local problems	6	6	6	7	5	6	7	5	6	6	7	6,09
The proposals form a coherent solution	5	6	6	7	5	6	6	4	6	6	6	5,73
The playful dynamics improved the planning process	5	5	6	5	5	6	7	5	6	6	6	5,64

Action with municipal head administrators

Level of participation   83%

Level of satisfaction on the methodology adopted

	Level of satisfaction 0 – not satisfied 10 – very satisfied										Average
They were able to put forward their ideas and opinions	7	6	7	5	5	7	7	5	4	6	5,90
The session correctly explored the local problems	6	6	6	5	4	6	7	6	4	6	5,60
The proposals form a coherent solution	6	6	6	5	6	5	7	6	4	5	5,60
The playful dynamics improved the planning process	6	6	7	6	6	6	7	7	7	6	6,40

Level of compatibility of investment proposals
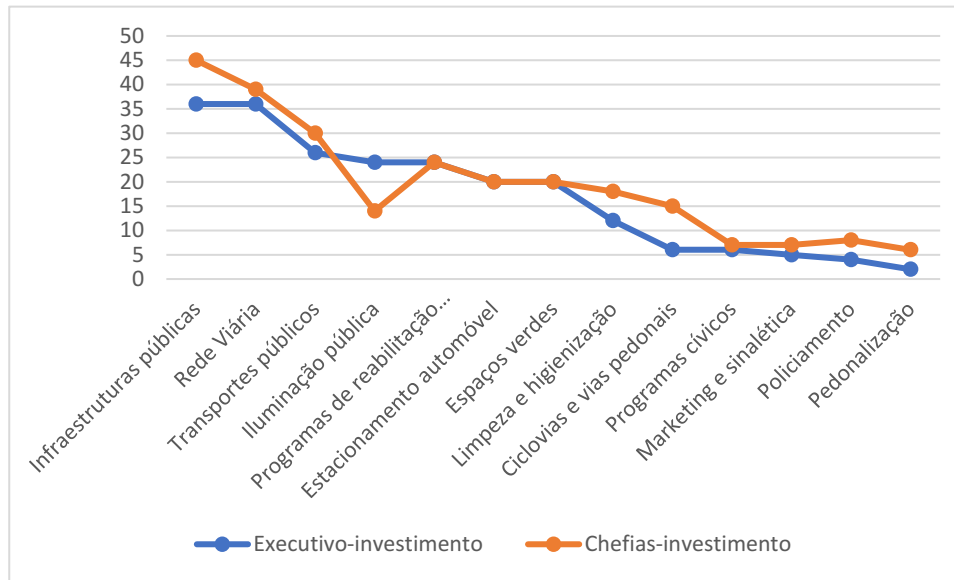
Conclusion

The level of participation was higher than 80%.

The compatibility of the options of the two groups regarding the amount invested in the 13 themes is higher than 50%.

The level of satisfaction was positive (more than 5 on a scale of 0 to 10).

This participation methodology can be considered a useful tool for problem solving, in a context where participants interact, despite their different roles.

Serious Games collaborative method actions with the school community in Leiria

To test the collaborative method (serious games), amongst the local school community participation, two actions were carried out to identify and solve urban problems: one for a study area II neighbourhood (Quinta do Alçada) -- and another one for the study area I historical centre.

Action with students - Elementary School of Quinta do Alçada

(Study area II)

The action was developed by local associations (Asterisco and InPulsar - Association for community development) and with the collaborative process mentor, Micael Sousa, with the participation of 4th grade students and teachers of the Quinta do Alçada Primary School.

Project with the school community in Leiria

In this action, each student was given a kit consisting of an A5 drawing pad, a set of coloured pencils and a Urb Security project presentation with the proposed challenge. The participating students, with their parents' help, drew a picture on the topic of their street or local safety.

A session will be held with the municipal executive and those responsible for the UrbSecurity project, to pick the drawings with the best safety proposals, which will later be publicised and awarded school supply vouchers.

Action with students - 7th grade at the *Colégio Nossa Sra. de Fátima.*

(Study area I)

For this action, involving students and teachers at a school located in the Historic Centre, a similar methodology was followed as that applied in the school in zone II Quinta do Alçada) developed by the association Asteriscos and Micael Sousa.

CPTED Training - Actions with the local community

(Study Area I)

In the scope of IAP a CPTED course training was carried out by Verónica Neves, addressed to municipal technicians responsible for the management of public space and based on the methodology developed by ICA - International CPTED Association.

The aim was to raise the professionals' awareness of the potential of urban design to address safety and comfort issues in public space. The trainees learned how urban design and its management can influence behaviour and how it can reduce opportunities for undesirable or anti-social behaviour, increase citizens' safety and improve the quality of life in an urban environment (liveability).

The training session took 20 hours, lasted 4 days and was attended by professionals from several municipal departments. The training included two street actions called Safety Exploratory Walk, carried out by two groups, one including students from two local schools, and the other with senior citizens and some local shop owners.

The action included students from Domingues Sequeira Secondary School and from the College Nossa Sra. de Fátima on an exploratory walk through the historical centre of Leiria,

In this action, students identified the points where the perception of safety is lower, as well as the critical points, often related with abusive parking, vacant buildings occupied by the homeless, as well as the smelly areas denouncing the lack of public toilets.

Action with the senior resident community and local traders

The community that lives and trades in the historical centre was also included in this action, by visiting the main streets of the historical centre. The lack of security related to drug trafficking and prostitution in dark, poorly lighted places, was often mentioned.

After site visiting, the members of the two groups had an indoor discussion, and had the main problems identified.

Projects developed by the trainees

In addition to the theoretical, strategic, and operational framework, the main goal of the CPTED training, was the promotion of multidisciplinary work and the acknowledgement of the importance of different services, in order to reduce one of the main obstacles in implementing CPTED projects: the difficulty in dialoguing between departments and with the community.

In this way, the trainees developed group proposals, for resolution of problems found in selected city locations, where they applied the CPTED principles.

Evaluation

The multidisciplinary teamwork proved to be very efficient in the development integrated proposals, starting with the knowledge provided by the members of the intelligence services of the Security Forces (GNR and PSP), to the different departments of the Municipality of Leiria, providing a more realistic idea with a higher probability of success.

How SSA results were incorporated into the IAP

The results of the SSA allowed to validate a participation methodology that can be implemented either in the articulation of different departments of the Municipality or in the participation and involvement of local communities, towards the development of future projects and actions, to implement measures based on CPTED principles, that promote safety and comfort in public space.

Collaboration with the Urban Agenda for the UE project

The Urban Agenda for UE project aimed to address the problems that cities face, establishing partnerships between the European Commission, European organizations, national governments, local authorities, and various stakeholders, such as non-governmental organizations.

In January 2019, the partnership " Security in Public Spaces " was established including the members of the " Urban Agenda for the EU" and the partners of the Urbact network (UrbSecurity project), Eurocities, UN Habitat and the "Fundamental Rights Agency " from France.

Following this partnership, action plans were put to scene aiming to approve better laws, increase funding programmes, sharing knowledge (data, studies, and examples of good practices). Our project partners from Italy (Romagna Faentina) and Belgium (Mechelen), common members of the Urban Agenda for the EU and Urbact, participated in several UrbSecurity project transnational meetings, sharing the work and the results achieved. Six actions were developed and some of the results were presented at the last EFUS conference that took place in Nice at the end of 2021.

As a result of this work, in June 2021, the European Council approved 34 conclusions on the protection of public spaces and shared them with the European Commission bodies and the member states.

https://futurium.ec.europa.eu/sites/default/files/2021-09/ST_9545_2021_INIT_en.pdf

The last of these conclusions encourages the incorporation of the CPTED methodology on local level through public-private partnerships and projects, as a mechanism for protecting public spaces.

The main pillars of the IAP – Integration Action Plan were identified from the work carried out with the participation of the stakeholders that constituted the URBACT Local Group (ULG):

1. Implementation of a collaborative process to promote safety in public space.
2. Involvement of the population in the identification of problems and intervention in the public environment.
3. Use of the method CPTED – Crime Prevention Through Environmental Design.

To achieve the purpose, a set of actions has been identified as listed below.

Action 1
Implementation of a collaborative process for public space interventions involving the different city departments

What it is intended to achieve

Safer public spaces through articulation between the different city departments that are responsible for the projects in public spaces, considering the physical, social, and cultural aspects that must be included in urban design.

Expectations

With this process it is intended that the aspects related to interventions in the public environment will be treated, not only by urban planners or architects, but also by technicians and agents involved in the various areas of the municipality (planning, architecture, traffic, accessibility, green parks, lighting, social area, education, culture, etc.). It is expected that this participatory process may gradually change the way of intervening in the public environment, to promote the safety of spaces, comfort, universal accessibility, in articulation with the CPTED approach (action 3).

Key activities

Activity 1.1

Setting up a working group to promote the collaborative method in municipal departments.

dates	leader	partners	related activities	constraints	funding
Oct. 2022	UrbSecurity Project team	Municipality Executive Heads of Municipal Departments	ACTIV. 2	Service inertia Lack of time to complete these tasks. Lack of commitment from decision-makers	be appraised

Activity 1.2

Setting up inter-departmental meetings to tackle and ensure compatibility of the main aspects that interfere with the perception of safety in public spaces, focusing on the study areas (Historic Centre and Train station Area) intended to solve priority problems identified in the ULG.

dates	leader	partners	related activities	constraints	funding
Start Out 2022 Setting up 1ºsemester of 2023	UrbSecurity Project team	Municipality Executive Heads and workers of Municipal Departments	ACTIV. 1	Services Inertia Lack of time to complete these tasks that may be considered non-essential Lack of commitment from decision-makers	be appraised

Urban dimensions
Governance
Perception of safety

Timeline
Medium term – period of 9 months

Resources
Technicians and heads of the organic units involved.

Risks
Team and departmental leadership resistance to change in relation to unusual practices - **High impact.**

Action 2
Citizen involvement in the identification of problems and intervention in the public environment

What it is intended to achieve
Increased awareness of local problems through information provided by residents, shopkeepers, or visitors to act more effectively in public space interventions, whether based on new projects or to solve problems.

Expectations
More satisfaction for the inhabitants and users of public spaces by improving comfort, the perception of safety and attractiveness.

Key activities

Activity 2.1
Implement meetings with the local population

dates	leader	partners	related activities	constraints	funding
Start JAN 2023 Setting up One year	UrbSecurity Project team	Residents, shopkeepers, local associations, and municipal technicians	ACTIV. 1.2	Lack of time allocated to these tasks on the part of the technicians involved Difficulties in involving the population due to lack of representativeness and/or lack of interest	be appraised

Activity 2.2
Identification and GIS mapping of security-related "hot spots" with community participation through an interactive system - (based on Michalovce's experience)

Phase 1. Development of an interactive platform

dates	leader	partners	related activities	constraints	funding
JAN-FEV 2023	urban and spatial planning unit - GIS	UrbSecurity Project team	ACTIV. 1.2	Lack of involvement of community members Lack of human resources	be appraised

Phase 2. Promoting and encouraging the use of the platform

dates	leader	partners	related activities	constraints	funding
JAN-FEV 2023	Communication and Public Relations Unit	UrbSecurity project team Municipal Departments (GIS, Planning, Projects)	ACTIV. 1.2	Lack of human resources	be appraised

Phase 3. Testing and problem solving

dates	leader	partners	related activities	constraints	funding
APR 2023	GIS Team	UrbSecurity project team Municipal service with competence in historical city centre	ACTIV. 1.2	Lack of human resources	be appraised

Urban dimensions
Governance
Perception of safety

Timeline
Medium term – period of 12 months

Resources
Municipal Technicians

Risks
Lack of human resources and/or lack of interest from the departments involved lack of interest from the target population – **Medium impact**

Activity 2.3
"The eyes that watch over" - creation of a communication platform between the inhabitants of the historic centre, the municipality, and the security forces.

Phase 1. Implementation of a communication platform

dates	leader	partners	related activities	constraints	funding
Start May2023 End Out. 2023	UrbSecurity Project team	Information Systems and Technologies Unit, Communication and Public Relations Unit, GIS Team, urban regeneration Unit and Police.	ACTIV. 1.2	Lack of involvement of community members Lack of human resources Communication barriers between the municipality and the police.	be appraised

Phase 2. Promoting and encouraging the use of the platform

dates	leader	partners	related activities	constraints	funding
Nov 2023	Communication and Public Relations Unit	UrbSecurity project team urban regeneration Unit and historic centre associations	ACTIV. 1.2	Lack of human resources.	be appraised

Phase 3. Testing and problem solving

dates	Leader	partners	related activities	constraints	funding
Nov/Dec 2023	GIS Team	UrbSecurity project team Municipal service with competence in historical city centre	ACTIV. 1.2	Lack of human resources.	be appraised

Urban dimensions
Social cohesion
Perception of safety

Timeline
Medium term – six months

Resources
Human resources and technological means available in the organic units assigned to the action

Risks

Limited human resources and technological means. Absence of adherence of residents/users (lack of information and/or difficulty in accessing new technologies). Difficulty of articulation between partners. - **High impact**

Action 3
Using the CPTED method

What is to be achieved

The implementation of CPTED principles in public space interventions through a continuous process of consolidation, dissemination, and application of knowledge.

Expectations
Enhance safety in public space by sharing knowledge and experiences in terms of effectiveness of CPTED interventions.

KEY -Activities

Activity 3.1
Establishment of a group to implement the CPTED Method

dates	leader	partners	related activities	constraints	funding
Start Oct. 2022 End Dec 2022	UrbSecurity Project team	CPTED specialist. Local community representatives or others	ACTIV. 3.2 ACTIV. 3.3	Lack of human resources No political recognition	be appraised

Activity 3.2
Development of a project guide based on CPTED principles

dates	leader	partners	related activities	constraints	funding
Start Jan 2023 End Dec 2023	UrbSecurity project team	CPTED specialist. Communication and Public Relations Unit,	ATV. 3.1 ATV.3.3	Lack of human resources Disengagement of the technicians to be involved Funding not contemplated in the municipal budget	be appraised

Activity 3.3
CPTED principle's introduction in public space requalification projects

dates	leader	partners	related activities	constraints	funding
Start Jan 2023 End Dec 2023	UrbSecurity project team	CPTED specialist. Communication and Public Relations Unit,	ACTIV. 3.2	Lack of human resources Disengagement of the technicians to be involved Funding not contemplated in the municipal budget	be appraised

Urban dimensions
        Crime prevention
        Security perception

Timeline
        Medium term – 12 months

Resources
IAP implementation team, CPTED technical specialist, technicians from the municipal departments linked to the project (DIPIU) and to urban regeneration (URU).

Risks
Lack of political recognition, reluctance to change by teams in municipal services regarding unusual practices, non-inclusion of projects in the business plan, lack of funding for execution.

7. Financial Resources

7.1 Required Resources

The proposed actions do not require investment initially. The focus of the work was firstly the introduction of a methodology aimed at improving public participation and the active involvement of citizens in security issues. And secondly, the production of a practice guide on crime prevention through the built environment, introducing the theme of passive security in the work methodologies.

The materialization of the final proposals requires the adequacy of solutions to execution projects, that will necessarily have to be framed within the new cycle of European funds and the exploration of opportunities beyond the OP Centro - Operational program of the Centre.

7.2 Potential funding sources

The different proposals resulting from these collaborative actions have a very wide scope. In some cases, solving the identified problems on the ground involves very comprehensive and highly complex projects, that do not fit the focus and duration of this Urbact project.

This working group wants to leave open the possibility of promoting solutions that solve the identified security issues and frame future proposals within the scope of the axes of the 2030 Strategy of the municipality of Leiria and of the "Region of Leiria 2030".

As in the previous program, we identified the main source of funding as the Regional Operational Program for the Centre, however, in the new multi-annual programming cycle, funding opportunities might arise, such as:

- New European Social Fund Plus (ESF+),
- ERDF – European Regional Development Fund
- POSEUR

Leiria Region Intermunicipal Community

Based on previous projects, it is intended to increase interventions, namely in the areas highlighted by stakeholders.

UrbSecurity objectives are in line with the purposes of the Strategic Plan for Urban Development (PEDU), intending to establish a set of actions that allow to promote the physical, economic and social regeneration of disadvantaged communities and implementing integrative strategies for the rehabilitation and revitalization of urban area approach also meets one of the ten objectives of the Sustainable Urban Mobility Action Plan (PAMUS), namely the "Promotion of public participation through awareness, information and involvement of local, municipal and inter-municipal entities.

As safety is a cross-cutting issue, we also see other complementary actions within the scope of PAMUS related to the concerns of stakeholders, namely the implementation of urban cycling networks, and the creation or maintenance of pedestrian paths and measures to facilitate pedestrian travel.

The Municipality financed previous urban intervention projects in the Centro2020 programme, which helped to improve urban security and the perception of security among citizens. With this UrbSecurity project, security issues were analysed in more detail in two continuous areas between the train station and the historic centre of Leiria.

In the study area next to the train station, the neighbourhood of Almuinhas has already benefited from funds from Centro2020, FEDER with the aim of promoting social inclusion and fighting poverty, namely in the creation of conditions in some social housing buildings in the municipality to accommodate families on rent support, and in the rehabilitation of public environment by creating leisure space for the community and improving infrastructures intended to enhance the quality of life of the resident population.

The study area of the Rehabilitation Area of the Historic Centre of Leiria, has also benefited from the funds of Centro2020 in several projects, one of the actions of PEDU being the requalification of the urban system of the commercial axis and the surroundings (Heroes of Angola Avenue). The rehabilitation of the Municipal Market building will also contribute a lot to the security in the city since it is not only an important economic centre but also a magnet for the community, whereas before was referred to as a night meeting point for marginal activities. However, in this area and mainly in the historic centre, several problems continue to be signalled, namely improper parking despite the offer of under concession parking lots.

The connection area between the train station/ Almuinhas neighbourhood/ Quinta do Alçada and the city centre; which includes the banks of the river Lis (Polis path) and the recent Almuinhas garden; was also identified as problematic in terms of security. During various meetings with stakeholders, the problems existing in this connection area were discussed.

We believe that the rehabilitation project of the "Polis" path, also financed by Centro2020, complemented with the project to build a bicycle lane on the river Lis, will be complementary to the studied options, since the introduction of the smooth mobility solution between territories, could be an opportunity to mitigate some of the highlighted problems. The increased activity in these areas will bring natural and social surveillance, in addition to promoting the legitimate use of adjacent areas, territorial reinforcement, as well as space maintenance and management activities.

The analysis of the execution of these projects will serve as an example and indicators for the UrbSecurity project and encourage the participation in complementary projects within the scope of the 2030 Center in partnership with the strategies of the CIMRL (Intermunicipal Community of the Leiria Region).

8. Final comments

The execution of the project was affected by the pandemic situation associated to COVID-19 considering that, given the initiatives were based on proximity actions, such as group meetings for publicity and awareness raising, or even community activities, our local authority found it difficult to successfully engage the population in a social distancing context or even during lockdowns.

The pandemic situation also affected the collaborative work with the network partners, reducing the positive effects of networking. However, through remote working tools and cloud-based data sharing, the UrbSecurity network was able to produce some interesting results in each of the participant cities and paved the way for the implementation of a safety and security policy in those regions.

We expect that the project results can be an example and inspiration for other municipal services to pursuit the development of their own integrated action plans through an active engagement of citizens in the decision-making process. In that sense, the UrbSecurity team at Leiria will continue to look for ways to expand these methodologies across other municipality technical services in a cross-fertilization process to integrate the Urbact method in their daily work.