



# COST

EUROPEAN COOPERATION IN SCIENCE AND TECHNOLOGY

## **COST Action TU1203:**

Crime Prevention through Urban Design & Planning (CP-UDP)





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Crime Prevention through Urban Design and Planning (CP-UDP)

# Lisbon CP-UDP Workshop | Security and Urban Planning

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## Final Report

### Working Group Members:

Clara Cardia, Italy  
Sarah Chiodi, Italy  
Mónica Diniz, Portugal  
Bo Grönlund, Denmark  
Ana Verónica Neves, Portugal  
Umberto Nicolini, Italy  
Miguel Saraiva, Portugal  
Paul van Soomeren, Netherlands  
François Wellhoff, France

### Report Authors

Sarah Chiodi, Italy  
Mónica Diniz, Portugal  
Bo Grönlund, Denmark  
Ana Verónica Neves, Portugal  
Umberto Nicolini, Italy  
Miguel Saraiva, Portugal  
Paul van Soomeren, Netherlands

# Foreword

## What is COST?

COST – European Cooperation in Science and Technology - is an intergovernmental framework aimed at facilitating the collaboration and networking of scientists and researchers at European level. It was established in 1971 by 19 member countries and currently includes 35 member countries across Europe, and Israel as a cooperating state. COST funds pan-European, bottom-up networks of scientists and researchers across all science and technology fields. These networks, called 'COST Actions', promote international coordination of national-funded research. By fostering the networking of researchers at an international level, COST enables break-through scientific developments leading to new concepts and products, thereby contributing to strengthening Europe's research and innovation capacities. COST's mission focuses in particular on: building capacity by connecting high quality scientific communities throughout Europe and worldwide; Providing networking opportunities for early career investigators; Increasing the impact of research on policy makers, regulatory bodies and national decision makers as well as the private sector. Through its inclusiveness, COST supports the integration of research communities, leverages national research investments and addresses issues of global relevance. Every year thousands of European scientists benefit from being involved in COST Actions, allowing the pooling of national research funding to achieve common goals. As a precursor of advanced multidisciplinary research, COST anticipates and complements the activities of EU Framework Programs, constituting a "bridge" towards the scientific communities of emerging countries.

In particular, COST Actions are also open to participation by non-European scientists coming from neighbor countries (for example Albania, Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Jordan, Lebanon, Libya, Moldova, Montenegro, Morocco, the Palestinian Authority, Russia, Syria, Tunisia and Ukraine) and from a number of international partner countries. COST's budget for networking activities has traditionally been provided by successive EU RTD Framework Programs. COST is currently executed by the European Science Foundation (ESF) through the COST Office on a mandate by the European Commission, and the framework is governed by a Committee of Senior Officials (CSO) representing all its 35 member countries. More information about COST is available at [www.cost.eu](http://www.cost.eu)

## **COST action TU1203: Crime Prevention through Urban Design and Planning (CP-UDP)**

The focus of COST Action TU1203 is Crime Prevention through Urban Design and Planning (CP-UDP). The Action was chaired by Professor Clara Cardia of the Polytechnic University of Milan, Italy. Clara Cardia completely unexpectedly died April 30<sup>th</sup> 2015. From then on Dr. Umberto Nicolini of LABQUS Milan chaired the COST action.

The Action comprises country representatives from European countries and some partnership countries. The countries presently involved are: Austria, Belgium, Bulgaria, Czech Republic, Denmark, Finland, France, FYR of Macedonia, Germany, Greece, Hungary, Ireland, Israel, Italy, Lithuania, Netherlands, Poland, Portugal, Romania, Serbia, Slovenia, Spain, Sweden, Switzerland and the United Kingdom. Its objective is to make a substantial advancement towards the goal of building "safe cities". Studies have proved that there is a correlation between the structure and organization of urban space and crime: new criminological theory supports this point of view. The Justice and Home Affairs Council of the EU has underlined that crime prevention through design and planning is a successful and effective strategy for crime prevention and needs to be supported. Despite this, new projects are being implemented all over Europe without considering safety criteria, creating urban areas where crime and fear of crime make life difficult. The Action develops

new knowledge and innovative approaches putting together theoretical thinking and practical experience. Thus the scientific program forecasts to work simultaneously on one hand on the innovative approaches deriving from research and experts, on the other hand on the know-how acquired through best practical experience. It brings together, value and disseminate the local research and experiences of participating countries, thus contributing to building a body of European expertise in the field of CP-UDP. It also uses its wide network to promote awareness, hoping that at the end of the Action more countries and decision bodies will be aware of the importance of incorporating crime prevention principles in planning decisions and projects.

## From the Chair and the Core Group

The activity of COST Action TU1203 is organized along two main courses: producing innovative thinking in CP-UDP on one hand; and consolidating and diffusing existing knowledge on the other.

- The Action achieves the first course - innovative thinking - through working groups and invited experts which will develop new issues of environmental crime prevention, such as theories, private public partnerships, new technologies, new partnerships between police and planners, new implication of local authorities etc.
- It approaches the second course mainly through case studies located in different European cities. Each of the case studies focuses on aspects that are of major importance for the Action, and were organized by the hosting city with the support of the Action Core Group.
- The dissemination goal is considered of crucial importance and it is achieved, starting from the first year, by building networks of communication at international as well as the national levels. These networks are used for diffusing step by step the knowledge acquired by the Action.
- In order to make the results of the thematic working groups and the case studies immediately available to the Cost TU 1203 community and to the larger network it has been decided to produce a series of booklets, which develop the approached subject in short and synthetic form and are conceived so as to be easily readable to persons coming from different backgrounds. This booklet is thus one in a series.

See for the most recent information on this COST-action TU 1203: <http://costtu1203.eu> and [http://www.cost.eu/domains\\_actions/tud/Actions/TU1203](http://www.cost.eu/domains_actions/tud/Actions/TU1203)



Clara Cardia (chair) COST meeting Jerusalem May 2014

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# 1. Introduction

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## Why Lisbon?

The idea of organizing a Thematic Workshop in Lisbon was conceived in October 2013, following a technical visit from the Core Group of COST TU1203. The visit aimed to validate Alta de Lisboa as a potential case study of the Action and it became a frontrunner for the organization of the COST Workshop as foreseen in the COST Action Plan. The Alta de Lisboa is characterized by a ground-breaking project of community policing, implemented by the Lisbon Municipal Police since 2009, in close cooperation with a local community partnership - the Safety Group of GCAL (Community Group of Alta de Lisboa).

The community policing in Alta de Lisboa is focused on two main objectives: i) analysing the causes of community problems as identified by citizens, local partners and the community policing team; and ii) mobilizing the community and police resources to mitigate and/or prevent them. In this sense, the police works together with community representatives to gain a better knowledge of the insecurity concerns felt by the citizens. As a consequence, it engages community partnerships in the process of jointly building answers to solve existing problems, thus contributing to reduce fear of crime and create an environment where citizens can regard their community as a safer and better place to live in.



Figure 1 – Preparatory meeting in the Lisbon Municipal Police with Prof. Clara Cardia and members of the COST Core Group to prepare the technical visit to Alta de Lisboa Safety Partnership (October 2013)

The problems analysed by the community policing team were often strongly associated with building and public space design. Consequently, the Lisbon Municipal Police conducted an awareness-raising workshop on July 2011 on the Crime Prevention Through Environmental Design - CPTED approach, recognizing the already proven advantages for cities and their dwellers of the usage of safety criteria in urban projects.

This early workshop targeted municipal police officers and professionals working in urban planning departments of the Municipality. Its goal was to raise the awareness of these and other municipal services, and involve them

in the discussion of the importance of urban planning in crime prevention. Also, it focused on how approaches like CPTED could contribute to the quality and sustainability of public space and increase citizens' feeling of safety. As a result of the success of the workshop, the Municipal Police proposed to the Municipality Training Department the organization of a training course on the CPTED approach, targeting the different municipality services, and with the goal of increasing technical knowledge on CPTED. The training course took place in 2013, involving participants from the Municipal Police and from other municipal departments such as Urban Environment, Housing, Social Housing, Social Development, Urbanism, Public Space Planning, Rehabilitation and Maintenance.

This training course made clear that it was important to continue to work on awareness-raising regarding CPTED approaches, both within the community and within the municipality. It also emphasized that it was important to start incorporating safety criteria in the planning of urban projects of municipal responsibility.

In this context, the COST CP-UDP Workshop was an unique opportunity to enhance the municipality's capacity and technical expertise in the field crime prevention through urban design and planning. Milestones included the bringing together of COST experts and technical advisors with local urban planners, police officers and citizens; the sharing of knowledge and good practices; the benchmarking of good-practices through the COST European case-studies; and the establishment of a shared sense of co-responsibility in the process of building safer cities.

## 2. Context

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### 2.1 CP-UDP in Portugal

In Portugal, the first mentioning of the expression 'CPTED' dates back to the start of the 21st Century. Before, obviously, the Police Force had an extensive knowledge of situational crime prevention and of other ground-breaking theories such as the 'broken-windows theory'. However, the particular interest in the CPTED, or CP-UDP approach was less perceptible, as an enormous lack of theoretical and practical information existed, and hardly any, if not any, projects acknowledged the inclusion of CP-UDP guidelines. Indeed, like other countries in peripheral Europe, CP-UDP discourses appeared only in the early 2000s, and in the Academia. Heitor's studies (2001, 2007) in the city of Lisbon analysed spatial factors that could contribute to bring negligence, incivilities and insecurity to city areas. The author traces connections to some CP-UDP elements, for example natural surveillance. That same year Machado et al (2007) used the national crime statistics to produce a nation-wide study on the ecology of crimes, which stressed the need to relate criminal activity with the physical and social contexts of urban spaces. A Portuguese book on urban safety also dated from 2007 (Fernandes, 2007) contained a small review of CP-UDP bibliography and major themes; and the first annual security strategy, which included situational prevention, was approved that very same year (see Tulumello, 2014). Some authors have pinpointed precisely 2007 as the year when the concern for urban safety reached a peak, probably caused by an unexpected rise in crime rates (especially in the capital city of Lisbon) which in turn generated unprecedented feelings of fear and a media frenzy (Machado and Santos, 2009, Tulumello, 2014).

The following year, research on CP-UDP witnessed another breakthrough. Saraiva, working at the University of Porto, published the first major comprehensive review of CP-UDP theories and principles, as well as the first 'best practice manual', in the Portuguese language (Saraiva, 2008). Later he tested this manual on four locations in the city of Oporto, and since published in international journals the Portuguese experience (Saraiva and Pinho, 2011; Saraiva et al, 2016). However, at the municipal / planning scale, CP-UDP was still scarcely acknowledged. The Portuguese Institute of Quality officially adopted the European Standard on Crime Prevention when it was published in the mid 2000s, but it was neither promoted nor made mandatory in the approval of new or requalification projects. Hence, it actually fell into oblivion, like elsewhere in Europe (see Grönlund et al, 2014). Fortunately, since 2011, Portuguese Public Authorities strongly assumed the cause of CP-UDP. The EU Council resolution of that same year (CEU, 2011), was one of the major boosters of this turnaround. The other, the appearance of diverse success stories of CP-UDP projects worldwide, and particularly in Europe. Thus, governmental and local authorities of Portugal have in the last few years been keen to encourage police, municipal workers and practitioners to apply CP-UDP principles.

In 2011, the General Direction for Territorial Management and Urban Development (DGOT-DU) published an important special issue on 'Public Safety and Urban Development' (DGOTDU, 2011). This issue re-introduced the concept of CP-UDP to practitioners and municipal workers by discussing the history of the discipline, the main themes, the role of the police and the community, and presenting some case-studies. Concurrently, D. Fernandes (2011), Commissioner of Police, wrote a shorter article in similar terms, making official a theme that had gradually been present in recent research from Police Officials (e.g. Mendes, 2009).

More importantly, two years later, the General Board of Internal Administration (DGAI), published the first official Guidebook/Best-practice manual in the Portuguese language (DGAI, 2013), after the formation of a partnership

with the National Crime Prevention Council of Singapore (Singapore National Crime Prevention Council, 2003). And in 2015 the National Strategy for Housing/Urban-Rehabilitation recommend CP-UDP in public-space rehabilitation and in new project-evaluations (Measure 1.1.4), acknowledging, nonetheless, the country's lack of scientific and professional expertise. Likewise, the new generation of Local Security Contracts (an instrument of cooperation between the Internal Administration, the local administrations and the community), to be launched in 2017, contain a specific mention to the elimination of crime-inducing factors through the "identification of urbanistic elements that may induce criminal activity", in an effort to "give the urban space back to the community"<sup>1</sup>.

In the last few years, CP-UDP principles have appeared in various fronts of Portuguese research and practice. First, they have been present in research projects on security, urbanism and fear of crime, where crime is correlated to specific morphological features of places (Saraiva and Pinho, 2011; Ribeiro, 2011; Cerqueira, 2012; Gomes, 2012; Tulumello, 2014; Carvalho, 2015), including a group of academic thesis (Freitas, 2011; Neves, 2012; Silva, 2013). Second, Portuguese experts from Universities and Police have been taking part of relevant European projects, such as COST Action TU 1203 – Crime Prevention Through Urban Design and Planning, or EFUS – European Forum of Urban Security. And lastly, and most importantly, projects of proximity patrolling carried out by the Lisbon Municipal Police such as the one under discussion in the Alta de Lisboa, have become important milestones in the new CP-UDP paradigm of Europe (see Saraiva et al, 2016). However, despite the appearance of important local-level collaborative projects, and the successful implementation of training and security groups, it is important to acknowledge that in Portugal local police forces and planning professionals still require more efforts in evidence-based research on crime and urban design and management, to be able to support social and design interventions, and local planning policies for urban-safety and sustainability.

## 2.2 The Place

Alta de Lisboa is a mix housing area (social and private housing) located within two Local Parishes<sup>2</sup> in the north of Lisbon – *Lumiar* and *Santa Clara*. The international Airport of Lisbon stands immediately to the east (see Figure 3).

### 2.2.1 Alta de Lisboa then

The conversion of this location's land-use into housing was stated in the 1960s, when the municipality used it for rehousing or for the relocation of victims of catastrophes such as urban fires. In some situations the municipality even provided low quality construction materials for the residents to build their own homes. By this time, the rural exodus had brought a large number of families to Lisbon looking for better opportunities, many of which found their way into this emerging neighbourhood, leading to a situation of overcrowding in a few years' time.



Figure 2 – The Alta de Lisboa before the requalification project

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<sup>1</sup> Quotes from an unpublished document presented at an internal meeting regarding the launching of a New Generation of Local Security Contracts, held at the Ministry of Science and Technology of Portugal in January 2017.

<sup>2</sup> Lisbon is divided in 24 Local Parishes.

The men worked mostly in construction from where they brought materials to finish/make changes to their houses. The women worked as housemaids or in factories nearby. And the schools could not provide a positive response to tackle the needs of a vulnerable population with low income, unstable jobs, low education and low expectations.

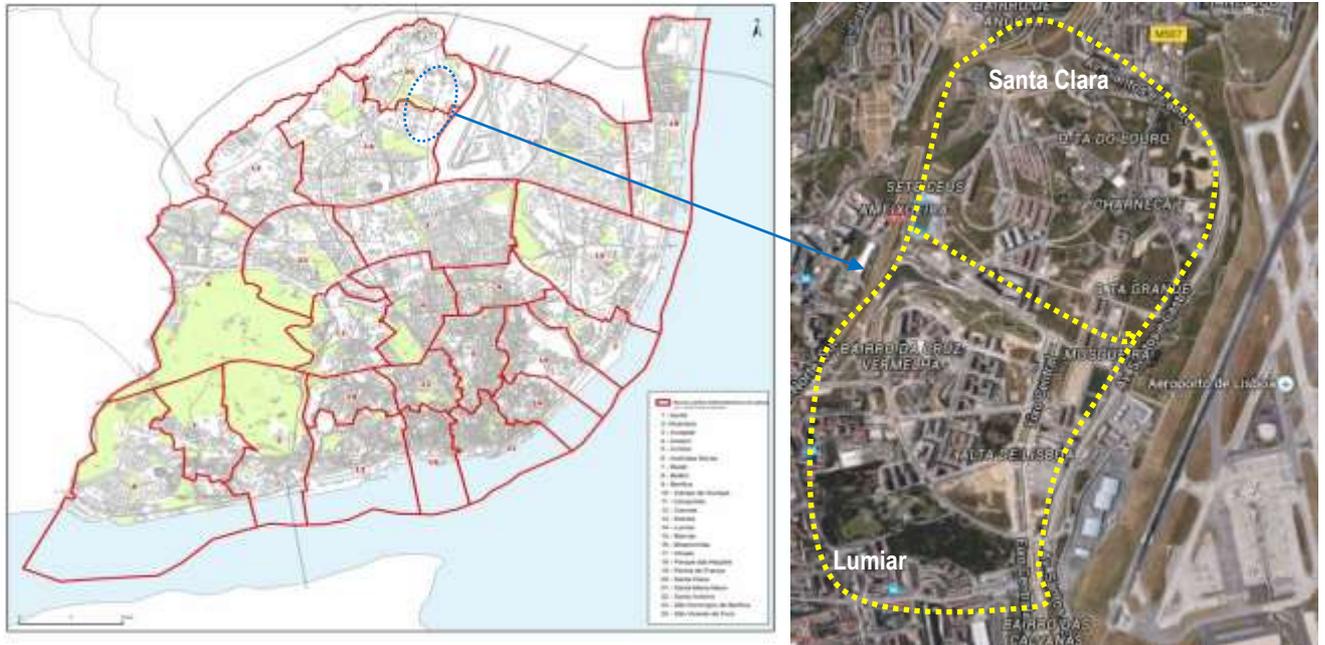


Figure 3 – Location of Alta de Lisboa

Interviews made to former residents, provide an interesting insight of how was living in Alta de Lisboa before the massive rehousing process:

*“(...) every year our house would have something to change, the improvements never ended until we went to the apartments (...)”*

but also show how children played on the street on what they perceived to be a safe environment:

*“to say exactly where our house ended or the public space begun, was difficult. The street was an extension of our house, some houses did not even have a door that closed completely. The children played on the street while their parents were at work. The elderly would provide supervision because they were either on the street too or their houses had the door open. We were a community that could count on the neighbours. The grill by the end of the street allowed us to gather, to socialize, to know about the latest events in our community.”*



Figure 4 – The daily life in Alta de Lisboa before the requalification project

This population was deprived of many benefits urban areas usually provide; dominant life style, right of citizenship, basic public services, access to the labour market. The Alta de Lisboa was considered a poverty hole, a ghetto characterized by long term unemployment, surrounded by negativity and literally forgotten by the municipality (Antunes, 2015). In interviews to community leaders, it was clear that the majority of the families in the neighbourhood were at risk and displayed vulnerable parental skills; namely high levels of anxiety, low levels of tolerance and using violence are a primary form of communication.

Although with a strong sense of community, many conflicts occurred amongst the residents due to different cultures, the existence of different associations and simply because of different ways of thinking. Characterized by social and physical decay, the area was condemned to oblivion. The population lived with no conditions what so ever: no water supply, no electricity and no showers. Poverty, social exclusion and stigma characterized this territory, not even contemplated by a public transport network.



Figure 5 – The new phase of the Alta de Lisboa project

Although several urban regeneration projects included Alta de Lisboa since the 1960s, only in 1982 was a project developed to requalify the degraded areas and benefit from the potentials of the territory. In 1996 the Urban Plan of *Alto do Lumiar* (Alta de Lisboa) - PUAL was approved. And finally the rehousing process; moving residents from shanties to apartments, which had began in the 1980s, finally ended in 2007, not without controversy. Residents mention neglect and the difficulty in maintaining the same social relations and the same social life routines.

## 2.2.2 Alta de Lisboa in the recente past

Even though Alta de Lisboa went through major changes in last 20 years, it still has severe security problems. According to the last population Census (INE, 2001, 2011) it is one of the areas in Lisbon with the greatest number of residents bellow the age of 15, and one which has most increased its number of houses. The social

relocation programme caused social tensions and neighbourhood rivalries. Anti-social behaviours as well as criminality, drug-use and school abandonment at an early age were common; and despite the requalification projects; social deprivation, urban degradation and vandalism still proliferate.

From 2004 to 2008 the number of thefts actually decreased, but vandalism, gun-fighting and bodily offenses all increased considerably (PML, 2010). Nevertheless, a survey at this period attested that the residents were much more concerned with lack of security due to absence of policing (15%), the bad relations with the neighbours (7%) or the degradation of the physical environment (6%), than they were with, for example, drug traffic (4%) (PML, 2010).

According to a recent study on street crimes, for a one year period (2011-2012), a total of 584 people were victims of crimes against property. The crimes took place mainly during the school period, in weekdays and without rain; and targeted more males than females (69% vs 31%), and individuals between 25 and 44 years old (52%). Less than 10% of the crimes used violence, ie., 492 crimes did not involve any type of physical violence.

In Figure 6 it can be seen that crimes are mostly concentrated in the northern part of the territory: *Ameixoeira*, outside the limits of the neighbourhood. The second most intense concentration of crimes occurs in *Charneca*, to the East, particularly around *Tito de Moraes* Street. Even so, the interviewed residents did not mention any territory where they would feel insecure, but strangers should avoid walking freely by *Cruz Vermelha* Neighbourhood, near *Maria Carlota* Street, and particularly in *Vasco da Gama Fernandes* Street, due to the suspicious association of traffic of illegal products such as drugs, gold or arms.

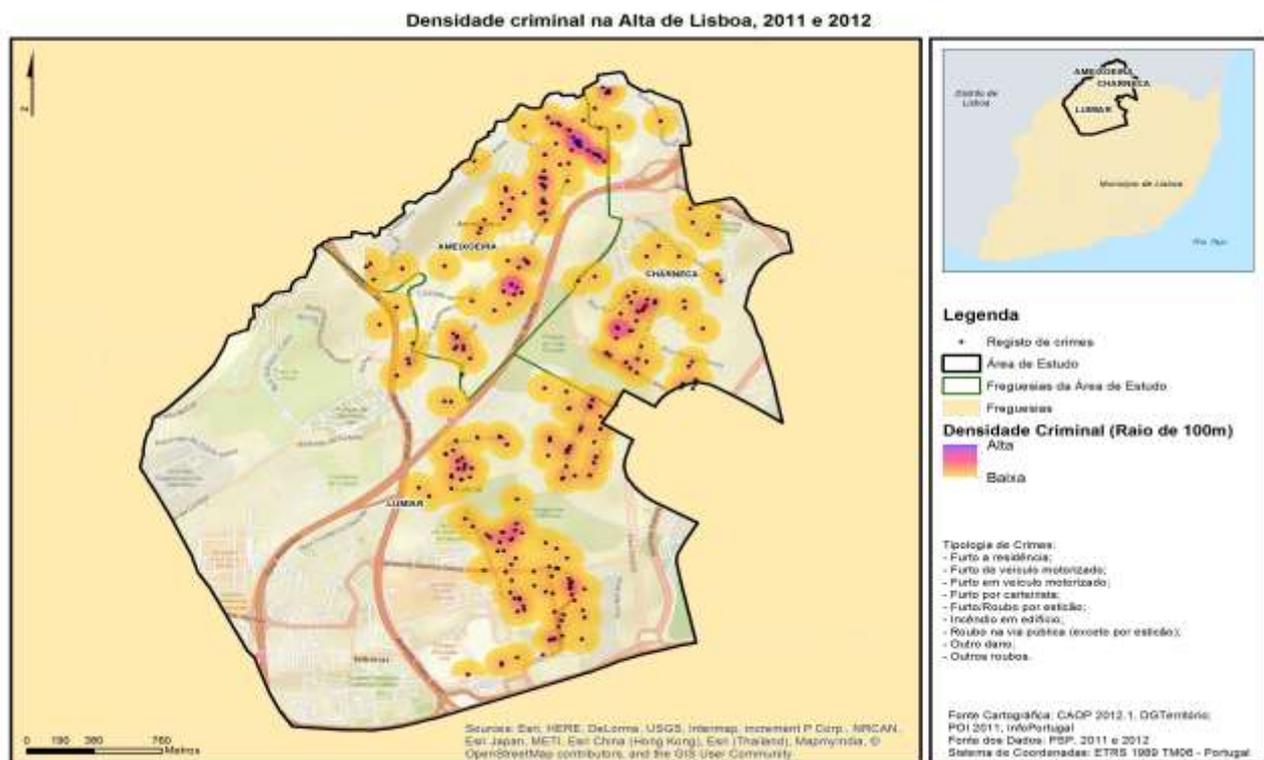


Figure 6 – The location of the crimes in Alta de Lisboa

Alta de Lisboa benefits from the work of many institutions that provide social support regularly. It is one of the areas in Portugal with the highest number of social institutions working daily in the territory, meeting regularly and working together to improve the citizen's quality of life. The Lisbon Municipal Police, through community policing, has gathered a deeper knowledge of the territory, participates regularly in the group meeting of local associations and develops activities for reducing insecurity and provide a positive image of the police. Some minor interventions have been made in the last few years, such as the closing of areas used for illegal purposes

or for purposes different than those they were designed for. As Figure 7 shows, such a solution can actually create other problems.



Figure 7 – Closing of areas

Furthermore, considering the crime prevention thought urban design approaches, it can also be mentioned that the interventions did not have any consideration for the idea of the concept of see and been seen, using types of vegetation that create opportunities for criminals to operate, as demonstrated in Figure 8.



Figure 8 – Vegetation creating opportunities for crime

Different representatives from local institutions have debated the reality of *Alta de Lisboa*, and have consequently identified problems, some of which brought them real discomfort, originating stressful situations:

- **Rehousing process:** Simply put, this population was not prepared to live in apartments. The rehousing process was too long and intermittent, and did not train residents to live in apartments where they would have neighbours at close proximity in all directions; nor did it train them to deal with domestic finances. This was the first time for many of the residents that they had to pay for utilities regularly.
- **Data collection:** Institutions responsible for the territory do not collect realistic information about the status of the apartments, stores or facilities. Some stores or apartments are occupied and the records show them as "vacant". Some tenants have re-rented an apartment to other families without declaring it. An squatting occurs; which explains why many apartments are literally locked with chains.

- **Sharing of common information:** Besides having poor or inaccurate information about the status of the neighbourhood, local institutions do not share information amongst themselves. This keeps them far from the real problems that exist in the area, making it difficult to integrate residents' opinions in urban design proposals.
- **Impunity:** It is a common idea that vandalism goes unpunished, and actions are not taken to catch and convict wrongdoers. Lifts and lighting fixtures seem to be invariably broken in some areas associated to drug dealing.
- **Families at risk:** The social composition of rehousing projects integrates a set of vulnerabilities including the concept of families at risk: associated with drug traffic and incarceration of a family member. Many families lack parental skills which are not transmitted from generation to generation.
- **Public space:** Residents have difficulty in using public space; as it is public and not their own.
- **Maintenance:** Many spaces lack maintenance and look completely abandoned, thus giving opportunities for criminals to act or creating public health hazards. Some areas are completely abandoned because the projects were left uncompleted and the owners don't want to clean them as demonstrated in Figure 9.



Figure 9 – Lack of maintenance of spaces

### 2.2.3 The turnaround: The Safety partnership in Alta de Lisboa – The Safety Group of GCAL<sup>3</sup>

The Community Policing Project “Safer Alta de Lisboa” is a project inspired by the classic models of community policing. It was carried out through a partnership between the Lisbon Municipal Police (LMP) and local partners in Alta de Lisboa. The idea for the implementation of a community policing strategy by the LMP was built from the need of conceiving a model of policing with a preventive approach more open to the citizen’s participation, namely by involving the community itself in the process of finding answers to local security problems. As there already was a very active community group in Alta de Lisboa - GCAL - the partners responded positively to the LMP’s challenge of jointly building a Community Policing project in the territory. Thus, the Safety Group of GCAL was created in March 2010.

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<sup>3</sup> GCAL - Grupo Comunitário da Alta de Lisboa (Alta de Lisboa Community Group): <https://grupocomunitarioalta.wordpress.com/quem-somos/>

The Safety Group was composed initially by representatives from the Municipal Police (with two teams: Social Science's team and Community Policing team); the area's Schools; the Resident's Associations, both from private and social housing; the Day Care Centres; the Child and Youth Centres; the Charities working in the territory; and other Services from the Municipality (e.g. Public Space Maintenance, Social Development, Housing, Urban Hygiene). Later, other partners joined the group, such as the Local Squad of the National Police and the Social and Sports organizations. Since then, the Safety group in Alta de Lisboa has been having monthly meetings to address security issues in the territory. Furthermore raising awareness activities on crime prevention and safety measures have been promoted, targeting the most vulnerable groups in the community (e.g. elderly residents and children); as well as study visits for children and youth to the premises of the Municipal Police, police visits to the schools, and so on.



Figure 10 – Community Policing in Alta de Lisboa - On foot patrol, Safety Group meetings and awareness raising activities

Through these activities, participation of the population was encouraged as a way of developing a culture of active citizenship on security issues, and diminishing at the same time the barriers between the population and the police, in order to facilitate the introduction of the community policing in the territory.

Since November 2011, the community policing team is carried out by two municipal police officers, that patrol the territory daily. They have established a close relationship with the population, participate in follow up meetings with the local partners, and promote a networking response to solve the problems in the field. The Community Policing in Alta de Lisboa works in a problem solving oriented perspective. The Community Policing Team, in close articulation with the local partners and the population, identifies and contribute to solve various problems of insecurity identified in the territory. These include: the strengthening of security measures in hazardous locations; the removal of hazardous vegetation that facilitates illegal practices (e.g. drug traffic / drug use); the referral of people in vulnerable situations to institutions of social support and health care; the promotion of awareness raising actions, targeting the population, on local security issues and self-protection measures; the removal of abandoned vehicles from the public space; the identification and consequent forwarding to the responsible services of unsanitary situations, problems with street lighting, traffic signs and so on. Through this close articulation between the police and local partners, the project is being able to contribute to the well-being of the citizens in this territory, namely through the reduction of anti-social behaviours and the increase of the sense of safety in the community.

## 2.2.4 The selection of the case studies in Alta de Lisboa

In 2014, the Safety Group identified two problematic zones in social housing areas of Alta de Lisboa which, as seen above, had been problematic for some time: the *Cruz Vermelha* Neighbourhood (in *Lumiar* Parish) and *Street Vasco da Gama Fernandes* (located in the Local Parish of *Santa Clara*). Consequently, an Action Plan started to be conceived, in which the first step was to tackle vandalism and littering in public spaces and in

common areas inside buildings. An integrated governance solution was proposed, aiming to change the attitudes and behaviours of resident's and promoting personal and social valorisation and accountability in the use of public and private space.

Following the COST Core Group visit to Lisbon in 2013, where Alta de Lisboa was identified as a potential venue for the COST workshop, it was discussed with the local partners of the Safety Group the advantages such a Workshop could bring to the analysis of the two study case areas, namely the opportunity to learn from successful cases in other European countries. Receiving positive responses from both sides, it was decided that these two areas would constitute the workshop case studies.

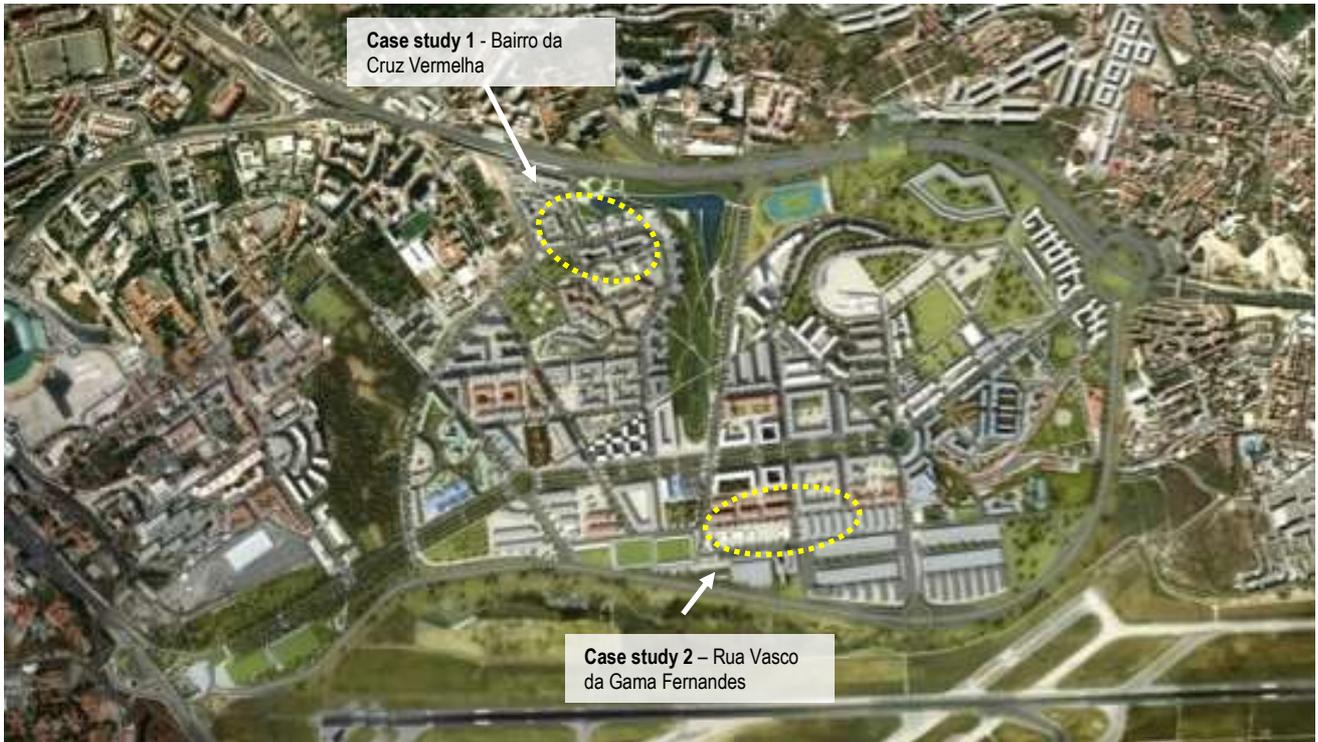


Figure 11 – Alta de Lisboa map

## 2.2.5 The venue of the Workshop

The Lisbon workshop took place at the heart of Alta de Lisboa. This was a natural decision in order to facilitate the community participation and the dissemination of CP-UDP practices to local actors, better articulate with visits to the case study areas and, above all, to ensure the active participation of the local community and the local partners in all phases of the workshop.

The Social Center of *Musgueira* (see Fig. 12), one of the partners of the safety Group, was selected as the workshop venue. The Social Center of *Musgueira* is a non-profit organization located in *Cruz Vermelha* Neighbourhood that works closely with the local community.

The social services provided by this Center include: kindergarten; media library for young people (non-formal education activities); study



rooms; elderly day and social care centre; services of domiciliary support; training and community activities.

Figure 12 – Social Center of Musgueira in Alta de Lisboa

## 3. Planning and organizing the Workshop

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The Workshop was planned during 2014-2015, in two fronts: within COST Action TU1203, between the Core Group and the Portuguese Delegation of the Action; and within the articulation between the Lisbon Municipal Police and the Security Partnership of the Community Group of Alta de Lisboa (GCAL), in local monthly meetings. In the planning phase of the Workshop three key factors were considered in order to facilitate a broader participation of local actors and decision-makers, namely:

- **Duration:** the number of days for the workshop shouldn't be more than 4;
- **Venue:** as previously discussed, the Workshop should take place within the Alta de Lisboa territory;
- **Translation:** a simultaneous translation from the English to the Portuguese language should be available for all participants.

### 3.1 Goals of the Workshop

The main goal of the Lisbon CP-UDP Workshop was to increase the technical expertise in the field of crime prevention through environmental design of a vast array of local actors and decision makers (e.g. municipality technicians and police officers). Consequently, it intended to raise bridges between planning theory and planning practice by encouraging the use of safety criteria on urban projects of municipal responsibility, thus laying the foundations for future regulations and helping to increase the sense of safety and quality of life in this neighbourhood in particular and in the city in general, with a special regard for more vulnerable social groups.

In this context, the main goals of the Workshop were:

- ↘ To **present the scope of the CP-UDP approach** and of COST Action TU 1203;
- ↘ To **transfer knowledge** to, and **support practical training on the CP-UDP methodology** of multiple stakeholders in the two territories of Alta de Lisboa; and identify alternative solutions that contribute to improving local security;
- ↘ Particularly, to **train technicians and police officers** and **promote technical expertise** on planning urban design and management for crime prevention;
- ↘ To **encourage the use of safety criteria in urban planning** projects of municipal responsibility.
- ↘ To raise **decision-makers' awareness on the importance of prevention of criminality and antisocial behaviour** through urban planning;
- ↘ To **share best practices**, national and international, of implementation of safety criteria in urban planning; and rely on COST experts as technical advisers and COST case-studies as benchmarking;
- ↘ To **bridge the gap between decision-makers, municipal technicians, planning experts and police officers** to pave the way to a new paradigm of urban design and management in Portugal that integrates,

in the planning stages, safety contributions from various fields, following the best crime-prevention practices.

## 3.2 Participants

### Workshop local participants

There were two models of participation in the Workshop. The first was a full Workshop attendance (22-25 February) targeting key stakeholders that could provide a wide range of inputs, ensure different visions in the analysis of the territory (community, local, national and international levels), and facilitate the dissemination of the CP-UDP theory and methodology.

The participants that responded to this challenge were local stakeholders from the Community Group of Alta de Lisboa, police officers (municipal and national police), professionals of various areas working for the municipality (e.g. urban planning, public space, social intervention, social housing); members of social organizations, developers, researchers from the Academia and lastly a delegation from Cabo Verde, more specifically from Praia, composed of police officers and Urban planners.

The second model was to attend only the two plenary sessions (morning of 22 and 25 February), targeting a larger group of stakeholders which could benefit from learning more about the CP-UDP theoretical approach and help disseminate the Workshop results. Important decision makers, representatives from several governmental organizations, and professionals from other municipalities of Portugal attended<sup>4</sup>.



Figure 13 – Participants in the Workshop

### The COST participants in the Workshop

The participants from COST Action TU1203 who facilitated and accompanied the Lisbon CP-UDP Workshop's working sessions were the following: Sarah Chiodi (Italy), Mónica Diniz (Portugal), Bo Grönlund (Denmark), Armando Jongejan (Netherlands), Ana Verónica Neves (Portugal), Umberto Nicolini (Italy), Paul van Soomeren (Netherlands), Jan Spousta (Chek Republic) and François Wellhoff (France).

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<sup>4</sup> See Appendix I – List of participants of the workshop.

## 4. Methodology

### 4.1 CP-UDP methodological framework

The methodology of the workshop was presented by Umberto Nicolini (Chair of COST Action TU1203) during the Workshop (see Fig. 14). The participants were challenged, through observation in the field and brainstorming sessions, to identify and analyse the problems and the potentials of both case study areas, and to come up with strategies and solutions for the case studies territories.

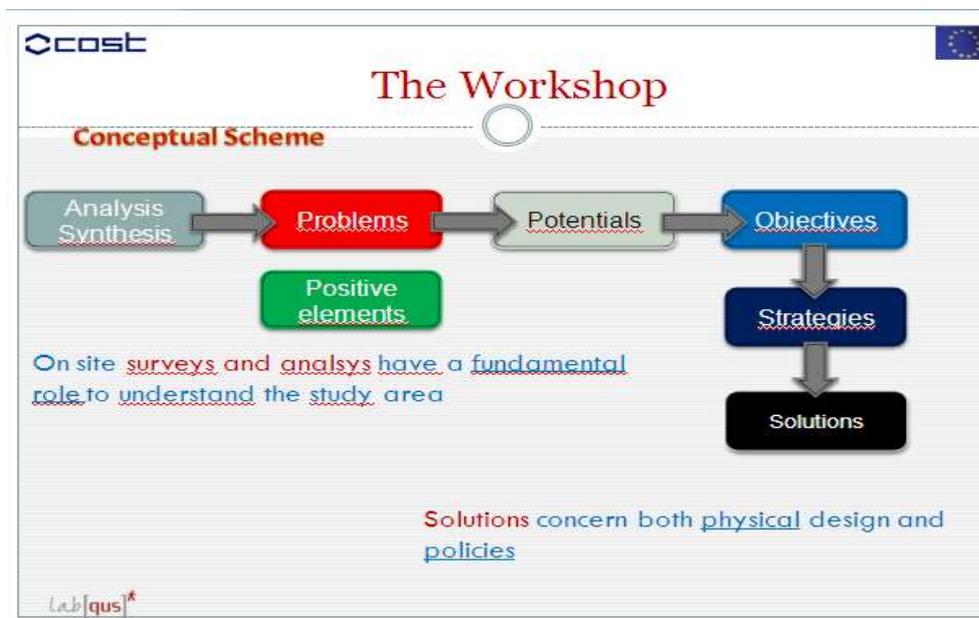


Figure 14 – Conceptual methodology of the workshop

The main working methods used during the Workshop were the following:

- Ad-hoc interviews with residents in the public space
- Brainstorming
- Direct observation (e.g. observation of countless elements such as design, street frontage, land use)
- Document analysis
- Field trips to the two case study areas
- Group discussions
- Internet research
- Map analysis

➤ Photographic documentation



Figure 15 – Methods of work during the Workshop (e.g. field trips, interviews to residents, map analysis).

## 4.2 Working in partnership

The participants representing multiple backgrounds and perspectives, were divided into two working groups (Fig.23), corresponding to each of the two pre-selected case study areas (*Cruz Vermelha Neighbourhood and Vasco da Gama Fernandes Street*).



Figure 16 – Study cases working groups (23.02.2016)

The two working groups, representing a partnership to analyse each territory, discussed the amount of information gathered, and then presented to all the participants their perspectives regarding the safety concerns

of the territory and how to overcome them. By sharing and discussing this knowledge, a deeper understanding of the territory was acquired.

## 5. The Workshop

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### 5.1 Opening Session

The workshop started with an Opening Session in the morning of the 22nd of February 2016. The welcoming words were provided by the Deputy Mayor Carlos Manuel Castro, responsible for Security in the Lisbon Municipality, who highlighted the importance of Safety and Security in the urban planning of the Lisbon City. Then, the Chair of COST Action TU1203, Umberto Nicolini, made a general presentation of Action COST TU1203, of the Workshop Programs, and on the CP-UDP approach.



Figure 17 – Opening session (22.02.2016)



Figure 18 – Opening session (from left to right) Carlos Manuel Castro, Deputy Mayor for Security of the Lisbon Municipality, Umberto Nicolini, Chair of COST Action TU1203, Subintendente Manuel Lopes Rodrigues, Second Commander of the Lisbon Municipal Police

### 5.2 Session 1 – The discipline ‘Crime Prevention through Urban Design and Planning’ (CP-UDP)

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<sup>5</sup> See Appendix II - Workshop Program

In Session 1, dedicated to the CP-UDP approach, Umberto Nicolini introduced how the European Framework and COST ACTION TU1203 tackle the issue of urban safety and crime prevention through environmental design. Later, François Wellhoff, Vice Chair of Cost Action, spoke of the importance of crime prevention and how it relates to urban (European) policies.



Figure 19 – First session: Umberto Nicolini and François Wellhoff, Vice Chair of Cost Action TU1203 (22.02.2016)

The remaining presentations of this session were by Paul van Soomeren (COST MC member/DSP-Groep, Amsterdam) who spoke of the European Standard on Crime Prevention and the future perspectives of CP-UDP; Bo Gronlund (COST MC member/The Royal Danish School of Architecture, Copenhagen) who presented the Nordic approach, and discoursed about different analysis methods and best practices for building safer living environments; and lastly Armando Jongejan (COST MC member/Netherlands Police), who presented the Environmental Crime Prevention program of the Netherlands Police and The Dutch Police Label Secure Housing, a 'seal of approval' given by the police to projects meeting a standard of safety criteria.



Figure 20 – Session 1: Paul van Soomeren, DSP-Groep; Bo Gronlund, The Royal Danish School of Architecture; and Armando Jongejan, Netherlands Police (22.02.2016)

The participants had the opportunity to ask some questions to the panel, namely to clarify the CP-UDP approach and to give their views on how these good practices of planning and urban design and management could be implemented in the Portuguese context.



Figure 21 – Participants commenting the presentations of COST experts (22.02.2016)

### 5.3 Session 2 – Local case study: Alta de Lisboa

The Session 2 was dedicated to the presentation of the Alta de Lisboa case-study. Verónica Neves (COST MC Substitute Member / Researcher from Nova University of Lisbon) presented the main findings of a crime-oriented research in Alta de Lisboa. Nuno Martins (Developer, SGAL - Management Company of Alta de Lisboa<sup>6</sup>), presented the Alta de Lisboa Urban Project. Lastly, Mónica Diniz (COST MC Member / Sociologist in the Lisbon Municipal Police) presented the Community Policing project in Alta de Lisboa and the partnership between the Police and Community through the jointly work of the Safety Partnership of the Community Group of Alta de Lisboa.



Figure 22 – Session 2: Verónica Neves, Researcher from Nova University of Lisbon; Nuno Martins, SGAL, with Géo Graça and Paula Val of the Community Policing Team; and Mónica Diniz, Lisbon Municipal Police with Community Policing Team and Isabel Vaz Pinto, Social Center of Musgueira, local partner of the Safety Group of GCAL (22.02.2016)

<sup>6</sup> SGAL is a private construction consortium with a contract with the Lisbon Municipality to operate in the territory of Alta de Lisboa.



Figure 23 – Participants in the Opening session (22.02.2016)

## 5.4 CP-UDP Practical Training

Following the morning's presentation of the overall theoretical CP-UDP approach, and the methodology to be applied during the workshop, the practical training started and continued for the next two and a half days. During the practical training, the participants, oriented by COST experts, had the possibility to improve their professional skills on the CP-UDP methodology.

### 5.4.1 Macro area analysis

The first part of the methodological analysis process was the case-study site visits. The first site visits occurred in the afternoon of the first day, with each group visiting the case study allocated to them. The participants had the opportunity to observe the physical design of the locations and to talk with residents about the problems and potentials of each neighbourhood.



Figure 24 – Study visit to Alta de Lisboa

After the field visits, the participants returned to the Workshop venue (Fig.25) for an extended discussion, thus initiating the macro area analysis of Alta de Lisboa. Map analysis was further used as a supportive methodological tool.



Figure 25 – Working groups discussing each case study (23.02.2016)

The preliminary overall territorial analysis allowed the participants to realize that:

- Although the requalification/building process started in the 1980s, it will only be finished in another 15-20 years
- Most construction projects virtually stopped with the financial crises in 2008
- There are clearly large unbuilt areas in the territory (see Fig.26)

### 5.4.1.1 Problems

In this preliminary discussion allowed participants to identify a series of problems:

- ↘ The urban project has not been fully implemented
- ↘ Lack of a common development strategy
- ↘ Fragmentation of the territory (empty lands)
- ↘ Lack of transports / accessibility
- ↘ Uneven distribution of basic services
- ↘ Vandalism
- ↘ Drug dealing and consumption
- ↘ Unsuitable management of shops and apartments rentals
- ↘ Unemployment
- ↘ "Stigma" associated to the area
- ↘ Lack of identity and guidance



Figure 26 – Left: Alta de Lisboa - the existing situation with large areas of unbuilt land / right: Alta de Lisboa future plan (both case studies are signalled)

The problems identified, were then divided into three categories:

- a) Social problems
- b) Physical and spatial problems

c) Governance problems

## a) Social problems

These problems have been divided into specifically 'crime' problems and other socio-cultural problems. The **'crime' problems** have been identified as being:

- ✚ Vandalism/damaging of property;
- ✚ Incivilities and anti-social behaviour;
- ✚ Violence and aggression between groups (e.g. teenagers);
- ✚ Dealing, trafficking and use of drugs;
- ✚ Possession and use of guns.

In the analysis it was concluded by the group that crime and feeling of fear / insecurity were not the main problems. They were a consequence of other problems.

The **socio-cultural problems** have been identified as being:

- ✚ Existence of different cultures and lack of relations / integration between different social groups, which can lead to conflict (though all groups speak Portuguese);
- ✚ Unemployment and poverty;
- ✚ Bad image, reputation and stigma of Alta de Lisboa (the former Musgueira Neighbourhood).

## b) Physical and spatial urban problems

These problems have been divided into urban design problems and connectivity, accessibility and transport problems.

The **design problems** have been identified as being:

- ✚ There is a grander design for the Alta de Lisbon project, but implementation is slow (it has been 20 years since it started and still 20 years at least to go before it is finished). It is a too big and utopian scheme; a blue print, empty paper sheet planning with a time horizon which is too long;
- ✚ Consequently, land-use is fragmented; there are too many open lots acting as no man's land. A better phasing and unfolding of the Alta de Lisboa project, part by part, would be a more logical solution;
- ✚ Bad design choices at every level (architectural details, building blocks, lay-out, urban planning, road system and public space);
- ✚ Lack of maintenance and quick repairs resulting in building degradation (also caused by bad design);
- ✚ Lack of basic services in the neighbourhoods (like shops or medical services).

The **connectivity, accessibility and transport problems** have been identified as being:

- ✚ Bad connectivity for pedestrians and bicycles (slow traffic)
- ✚ Area is too much car oriented
- ✚ Not enough metro stations/lines (for 60.000 inhabitants)

- ↘ Alta de Lisbon is a suburb in the city

### **c) Governance problems (communication, dialog, organisation)**

The governance problems cover issues of communication, dialog and organization, and have been identified as being:

- ↘ Lack of organization, speed and commitment in the execution of the Alta de Lisboa project;
- ↘ It is not entirely clear who is managing what and who is responsible for what;
- ↘ There is no connection between different resident groups and between residents and other organisations working in the territory;
- ↘ A general/generic structure for decision-making does not seem to be in place. There is no high level steering group including politicians. There is no connection of high level politics with the different disciplines (social, crime, physical, urban planning and design, transport);
- ↘ Lack of dialog, horizontally and vertically; including at political level.

### **5.4.1.2 Potentials**

Taking into account the field observations and working groups discussions, the participants also identified a series of potentials in the area:

- ↘ Complex environment;
- ↘ Strategic position of Alta de Lisboa in Lisbon;
- ↘ Good quality and design of some spaces;
- ↘ Empty areas and the wideness of the space;
- ↘ Accessibility;
- ↘ Existence of detailed master plan;
- ↘ The right organisation exists for the priority areas identified;
- ↘ Experienced and motivated team with know-how;
- ↘ Consolidated and continuous collaboration with local partners and police;
- ↘ The existence of a precise diagnosis about social situations and problems by areas;
- ↘ There is regular social work done with the residents.



Figure 27 –Study visit to Alta de Lisboa territory – Quinta das Conchas surrounding area

### 5.4.1.3 Objectives of the intervention

The participants thus identified the main objectives for the intervention:

- ↘ To manage the time span of the project;
- ↘ To enhance the perceived and real safety level;
- ↘ To integrate different resident groups;
- ↘ To improve access to services;
- ↘ To have more consensus on the development of the area.

### 5.4.1.4 Strategies and solutions

As a result of the discussions, five main **strategies** were proposed:

- ↘ Take care of the not-yet built areas;
- ↘ Take into account the time factor;
- ↘ Improve communication between different stakeholders;
- ↘ Coordinate the inputs of different actors;
- ↘ Improve the public transportation system.

These strategies led to the proposal of five **solutions**:

- ↘ Create a permanent multi-stakeholder table with decisional power;
- ↘ Regularly re-evaluate the project as the context changes;
- ↘ Design public spaces in order to give identity to the area;
- ↘ Reorganize the management of rentals (particularly of shops);
- ↘ Write and approve a middle-term Common Action Plan (5 to 10 years), based in the Social Development Partnership Contract, with an assessment framework and a precise definition of functions and responsibilities of each actor.

## 5.4.2 Analysis of case study 1 - Cruz Vermelha Neighbourhood

The first case study, The Cruz Vermelha (Red Cross) neighbourhood, is located in the Lumiar Parish of Alta de Lisboa (see Fig. 28).



Figure 28 – Case Study 1 - Cruz Vermelha Neighbourhood

The working group visited the building of the Community Development Support Center, part of the Musgueira Social Center (see Fig. 29), as well as surrounding areas, to get a sense of the neighbourhood. The Community Center represents the core of this area: it is identified by the population as an important and useful space, and accordingly they respect it and don't vandalize it.

The Community Center is used by many residents, mainly kids and younger people, and has a crucial role in the local community's daily activities. At the Support Center, the group talked to an expert working there. Then the group walked around the neighbourhood whilst identifying and brainstorming about problems and potentials concerning the buildings and their surroundings.

The analysis mainly focused on how the physical space of the Cruz Vermelha Neighbourhood related to the building of the Community Center.



Figure 29 – Community Development Support Center, of the Musgueira Social Center



Figure 30 –Study visit to Alta de Lisboa – Cruz Vermelha Neighbourhood

### 5.4.2.1 Problems

During the micro-territorial analysis in Cruz Vermelha neighbourhood, the group identified the following problems:

- ✎ Circulating through the surrounding streets, there is an absence of any form of "communication" for potential targets, whether identifying geographical guidelines, public places or local institutions/services. This is more concerning for those who do not live in the neighbourhood.
- ✎ There are recreational areas that have been totally vandalized and so lost their intended function. Besides, these different areas do not have any connection to each other, both in terms of signage and urban design. Functional barriers do not allow for safe and universal access.

- There is an overall lack of appropriate public spaces; places to sit so as to see kids playing sports, for example, or common spaces to be shared by the local community and the users of the Center.



Figure 31 – Community Development Support Center of Musgueira Social Center surroundings

### 5.4.2.2 Potentials

The main potentials identified were:

- As this is an out-dated Corbusier- like planning, there is the potential to make a positive shift to people (they are the potential) and involve them in the organisation and the planning;
- Residents want to work together to solve neighbourhood problems (through work in neighbourhood groups);
- Community policing in this neighbourhood is working, in partnership with other neighbourhoods and in close association with SGAL;
- There is an underused space that was created for gardening activities with kids in the Community Center. It has a great potential, if properly explored, for underlining the role of the Center in the area and the community;
- The design of the building can/should be improved in order to brake its image as a blind fortress hidden by high walls;
- Many small design interventions can also be done following the CPTED principles (many hidden and dark spaces can be avoided);
- Good amount of social institutions in the area (see Fig.33).



Figure 32 – Analyzing the Community Center surrounding area



Figure 33 – Case Study 1 – Location of social organizations in Cruz Vermelha Neighborhood

### 5.4.2.3 Objectives of the intervention

The working group's proposal is based on the need to work on two fronts:

- a) The **communication / interaction** with the resident population;
- b) The **rehabilitation of public space** – mainly meeting areas and sidewalks.

Before implementation, it is crucial to have an in-between stage where proposed solutions are discussed with, and understood by, the local stakeholders, so that further ideas and proposals can still be integrated into the final intervention plans.



Figure 34 – Working group discussion of case study 1 (brainstorming, map analysis)



Figure 36 – Map analysis of the area surrounding the Community Center

Each of the strategies led to the proposal of several **solutions**:

**a) Solutions for the communication / interaction with the resident population strategy:**

- ✚ Reinforce the weak parental control and guidance of families in order to promote real attitude changes, and healthier lifestyles and daily habits;
- ✚ Promote and improve leisure activities and healthy lifestyles of children and young people (sports, cultural activities, summer camps, etc.);
- ✚ Expand the responsibilities of the community police towards including work with young delinquents of minor offences, in order to take them off the streets and involving them in the community and its work;
- ✚ Regularly promote activities in different areas (culture, sports, business, local street markets) either to bring other types of people into the neighbourhood, or take residents out to meet other people and organizations (e.g. an exchange activities program);
- ✚ Involve people in the renewal of the neighbourhood. A participatory process (including young people and kids) is needed, as inhabitants should have more responsibility in the maintenance of buildings and public spaces, and social mix should be promoted.



Figure 37 – Analysis of the area surrounding the Community Center

**b) Solutions for the rehabilitation of public space - meeting areas and sidewalks strategy:**

- ✚ Occupy and potentiate the use of vacant municipal spaces, particularly shops;
- ✚ Intervene in the public space so as to improve pedestrian paths by creating better pedestrian connection, and introducing some amenities and shops/bars;
- ✚ Include walkways as part of every new and renovated urban design project. Sidewalks or walkways are “pedestrian lanes” that provide people with space to travel within the public right-of-way. They provide places for children to walk, run, skate, ride bikes, and play. Such facilities also improve mobility for pedestrians and provide access for all types of pedestrian travel: to and from home, work, parks, schools, shopping areas and transit stops;
- ✚ Make sidewalks continuous along both sides of a street. Sidewalks should be fully accessible to all pedestrians, including those in wheelchairs;

- ✚ Make strategic minor demolitions in some places. The use of a common design language is suggested (such as using the same building materials of the Community Center) as well as improving lighting (see Figure 38).



Figure 38 – Analysis of the area surrounding the Community Center – The lighting

- ✚ Turn the social/civic buildings (like the Community Center “elderly home”) into a motor for residential activity (e.g. it might be good to integrate the Police in the Civic Centre);
- ✚ Strive to open more physically these buildings in order to potentiate their relationship to the surrounding streets and neighbourhood, with more windows, less concrete and less fencing off (see Fig.39);

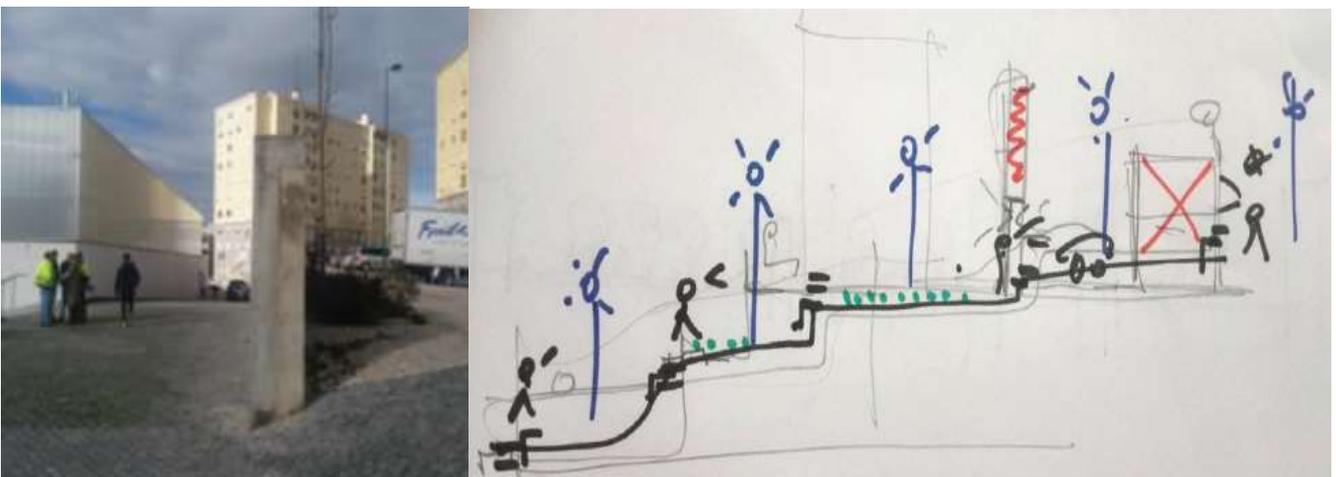


Figure 39 – Analysis of the area surrounding the Community Center – Less concrete and less fencing off

- ✚ Design a little coffee shop somewhere higher up in the neighbourhood with good sightlines/visibility. The design is now mono-functional and catering an older generation. Design for the second and third generations is needed;

- Mobilize young people according to new role models (e.g. a local sports hero). More software focus rather than just hardware focus;
- Intervene in public space and around schools, both socially and in terms of activity support;
- Create several “buffer” zones in the neighbourhood. While sidewalks are typically made of concrete, less expensive walkways may be constructed of asphalt, crushed stone, or other materials, if they are properly maintained and accessible (firm, stable, and slip-resistant). In areas where a separated walkway is not feasible, a wide paved shoulder on a roadway can provide a place for pedestrians to safely walk. The buffer zone will vary according to the street type. In downtown or commercial area, a street furniture zone is usually appropriate. Parked cars or bicycle lanes can provide an acceptable buffer zone. Careful planning of sidewalks or walkways is important in a neighbourhood or area in order to provide adequate safety and mobility;
- Creation of an outdoor “Agora” through remodelling the existing central space (see Fig 38). Structure the neighbourhood around the principal "Agora", the largest public space within the neighbourhood, with capillary connections to the Community Center, the different entrances to the neighbourhood, and other small existing spaces.
- Potentiate the usage of open spaces (e.g. jogging and sports; allotment of gardens for vegetable growing).
- Reduce the physical and mental barrier that people from the neighbourhood have towards the park. The park is seen as mostly a rich people space and thus is only used during evening hours;

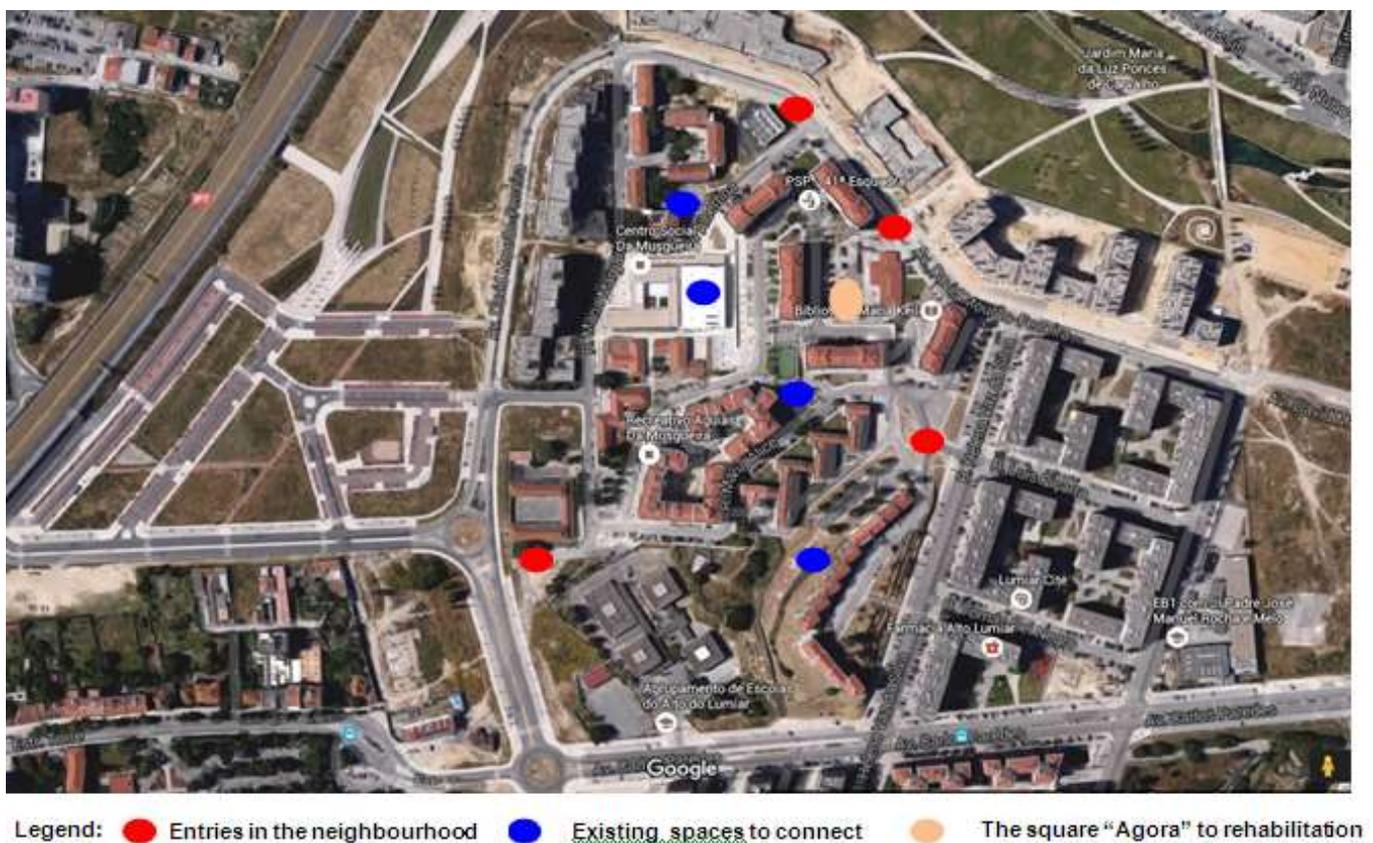


Figure 40 – Analysis of the area surrounding the Community Center – The square “Agora”

- ↘ Break the 'social cocoon' stigma the neighbourhood has, because of having an homogenous population;
- ↘ Overcome the school segregation problem, potentiating youth integration. There are basically 2 schools in the area: one for 'poor' and one for 'rich';
- ↘ Continue the outreaching policy of the social/civic centre, with lots of activities for the residents;
- ↘ What may join/bring together the residents? What activity is done by most residents and could unite them?

### Three ideas for a (fast) "Happy Ending"

1 - **Mobilization Action** – Improve the interaction with the resident population, namely by listening about the way they relate to the public space (for example ask questions as: What do you think of the current situation? What reasons can you give for its degradation? Do you think it is important to rehabilitate? What improvement do you think is the most important? Which sites would be a priority? Which locations do you mainly use or like to walk by?). This should improve the involvement of residents and help to improve the dialogue between stakeholders. An emphasis should be given to age groups between fifteen and thirty, in order for them to feel useful and rewarded for participating.

2 - **Maintenance Action** – Retrieve the square. Improve lighting and cleaning, paint the walls and introduce new street furniture

3 - **Intervention Action** – Create an experimental pathway on the sidewalk, linking one of the entrances of the neighbourhood to the central square, and passing through the Musgueira Social Centre. This should include alterations to the pavement design and the removal of barriers, improving mobility and accessibility.

4 - **Evaluate and monitor** the results with all intervening actors, before proceeding with more profound interventions in the urban design.

### Some final considerations

Although continuous walkways are the main goal, retrofitting areas presently without them will usually occur in phases. Even small sidewalk projects can provide the groundwork for later development of a continuous system. In retrofitting streets that do not have a continuous or accessible system, locations near transit stops, schools, parks, public buildings, and other areas with high concentrations of pedestrians should be the highest priority. Also, street furniture placement should not restrict pedestrian flow. For a proper implementation of sidewalks, it must be guaranteed that:

- ↘ They are continuous; i.e. there are no gaps in the sidewalk network;
- ↘ They are installed on both sides of a street. While a sidewalk on one side of the street is certainly better than no sidewalk at all, this does not mean that a sidewalk should not exist on both sides of the street;

- ✚ They are separated from moving traffic. Parked cars or on-street bike lanes also provide separation of pedestrians from traffic;
- ✚ They are wide enough to comfortably accommodate at least two adults walking side by side, and are clear of obstructions both horizontally and vertically; this includes overgrowth, parked vehicles, and garbage or recycle containers;
- ✚ They are well maintained and free of cracks or lifted sections that could become tripping hazards and barriers to people in wheelchairs.
- ✚ To make the case to install sidewalks in the neighbourhood, we need to convince the neighbours and city officials that sidewalks are important for many reasons:
  - ✚ Sidewalks provide a safe and level walkway, for people using wheelchairs, the elderly, or people pushing a cart or stroller. For these people, it is particularly important that sidewalks have well-designed curb ramps and level driveway crossings;
  - ✚ Sidewalks provide safe places for children to walk, run, skate, ride their bikes, and play;
  - ✚ Sidewalks improve the ability for people to get around by providing ways for them to get wherever they need to go: work, parks, schools, shopping areas, transit stops, and home;
  - ✚ Sidewalks enhance the appearance of individual properties, neighbourhoods, and the entire community.

#### **How can we require developers to construct “new” sidewalks?**

- ✚ Citizen pressure may be required for the sidewalk construction requirements to be enforced. Active and aware neighbours can be an asset in monitoring new development in their neighbourhoods. If there is a certain threshold that developments must meet to require significant off-site improvements (such as sidewalks);
- ✚ Certain widths should be considered in sidewalk design. Buffers zones (also known as the fixtures or planting zones) are often where street furniture, utility equipment, facilities, newspaper and entertainment flyer boxes, transit stops, and other features such as kiosks or sidewalk cafes are located. The frontage zone width should provide space for door openings, steps, architectural features, utilities, window shopping, signs, displays and similar provisions;
- ✚ Keep this spaces as narrow and clear is important;
- ✚ Construct the frontage zone at the same grade and level as the through zone;
- ✚ The surface material may be the same as the through zone, but accent paving or colour can be used to delineate and distinguish the building frontage zone from the through zone. The pedestrian through or travel zone is the predominant, obstacle-free space for pedestrian movement. This zone must remain both horizontally and vertically clear and provide a direct connection along pedestrian desire lines;
- ✚ Add character and enliven the streetscape (Involve local/regional artists; introduce interactive elements, located in special places, that attract pedestrians, help with way finding, etc.);

- Custom designed shade shelters and other elements add unique identity to the streetscape (Wi-Fi in buffer zones, Urban art, outdoor movies, etc);
- Maintenance needs should be considered. Deficient maintenance practices negatively affect safety and security, increasing the level of risk. Poor maintenance practices that allow graffiti, trash, and general disrepair send the signal that nobody cares or is watching. In addition, quality maintenance practices will reduce incidents of litter, graffiti, and vandalism;
- Another important component of security is “eyes,” in other words, the more people present, the less likelihood of criminal activity. To that end, the design of sidewalks and multi-use paths should create a pleasant environment where people want to spend time. Interviewees found that heavily used facilities experience less crime, and have less security issues;
- The positive (environmental) and negative (risk) effects of vegetation should be considered in its implementation/ security / maintenance costs;
- Improve pedestrian safety with a triangulation of efforts directed at decreasing vehicle speed and increase pedestrian visibility. This means taking a comprehensive approach to pedestrian safety: education, enforcement (i.e., speeding drivers), and design;
- Improve Community education efforts on such issues as safe crossing practices. Create a safety committee comprised of local officials that holds workshops and distributes literature on proper community safety movements.

### 5.4.3 Analysis of case study 2 - Street *Vasco da Gama Fernandes*

The second case study, Street *Vasco da Gama Fernandes*, is located in Santa Clara Parish (Fig.41 and 42).

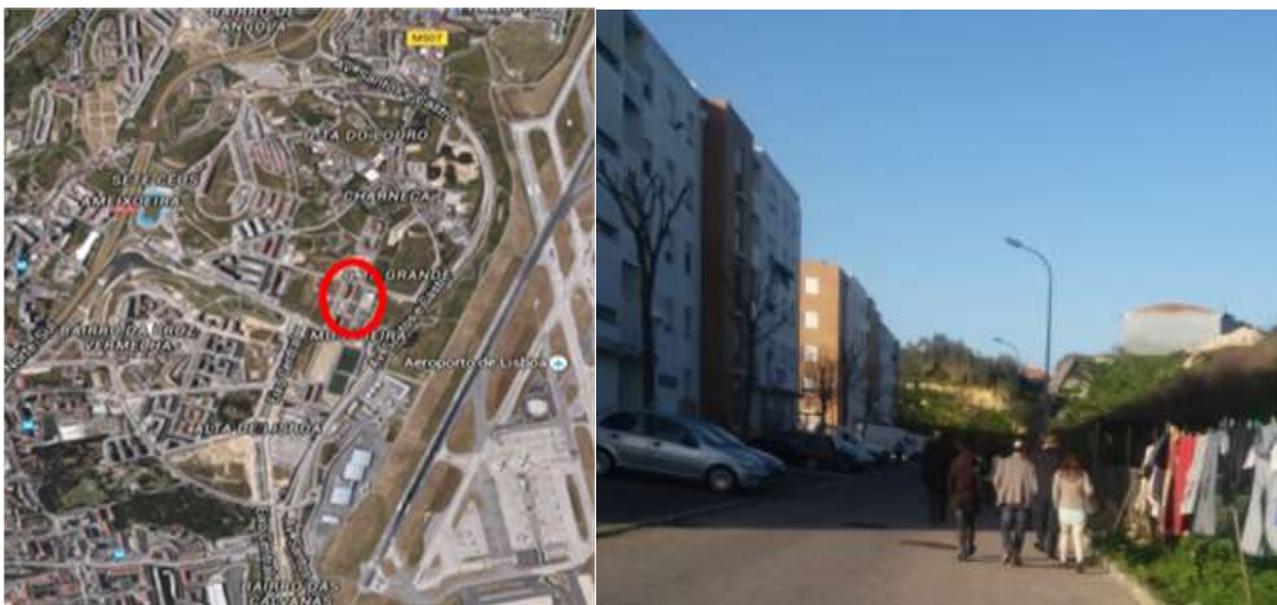


Figure 41 – Case Study 2 – Street *Vasco da Gama Fernandes*



Figure 42 – Location of Street Vasco da Gama Fernandes – Case Study 2

### 5.4.3.1 Problems

During the micro-territorial analysis in Street Vasco da gama Fernandes, the working group identified the following problems:

- ✎ Isolation
- ✎ Lack of a sense of belonging
- ✎ Lack of basic services
- ✎ Lack of support in the process of re-housing
- ✎ Drug abuse and trafficking
- ✎ Lack of accountability by the inhabitants
- ✎ Vandalism
- ✎ Negative vision of the future (particularly in the new generations)



Figure 43 – Street Vasco da Gama Fernandes – Unbuilt areas and close garages



Figure 44 – Street Vasco da Gama Fernandes – Parking areas

### 5.4.3.2 Potentials

The main potentials identified by the group were the following:

- ✎ Young population
- ✎ Presence of schools
- ✎ Presence of sports facilities
- ✎ Sense of community
- ✎ Good design and layout, with perceptible quality

### 5.4.3.3 Objectives of the intervention

The working group's objectives proposal is:

- ✎ To manage the transition to a new way of living
- ✎ To improve access to services
- ✎ To give inhabitants reasons to take care of the public space

### 5.4.3.4 Strategies and solutions

The main strategies that result from the discussions:

- ✎ Provide more appropriate spaces in the neighbourhood
- ✎ Mark the distinction between private and public spaces
- ✎ Educate new generations to urban community living



Figure 45 – Working group discussion of case study 2 (brainstorming, map analysis)

The main solutions proposed by the working group were the following:

- ✚ Create community gardens nearby;
- ✚ Restrict the use of gardens and lawns between buildings only to inhabitants, in order to create a sense of belonging and appreciation, and thus promote their usage (barbecues, etc);
- ✚ Open the ground floor activities to the public space;
- ✚ Modify recessed entrances and design better public illumination;
- ✚ Create "safe paths" to the bus stop and to other relevant locations within the area.

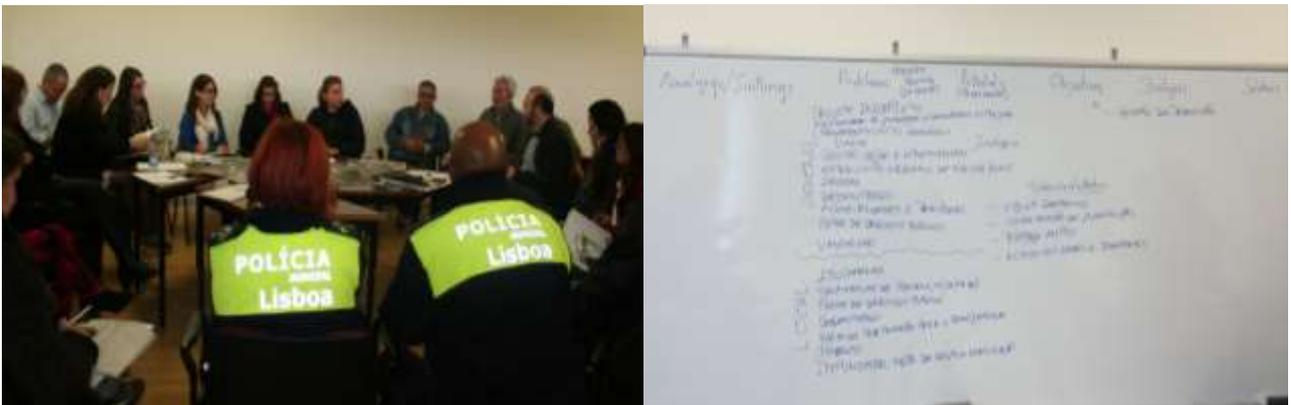


Figure 46 – Working group discussion of case study 2

## 5.5 Final Plenary Session

In the last session (morning 25.02.2016), with a wider audience of participants, the workshop results and main conclusions were presented. The main goal of this last day was the dissemination of research findings and crime-prevention standards, and consequently to propose recommendations for municipal policy on urban design, planning and management for crime prevention.

### 5.5.1 Final Plenary Session 1 – CP-UDP methodology

In Session 1, Umberto Nicolini, Chair of the COST Action and crime-prevention expert, welcomed the participants and presented the working agenda as well as a general overview of the CP-UDP methodology used by the working groups in the analysis of the two case studies in Alta de Lisboa.



Figure 47 – Final Plenary Session: Bo Gronlund and Umberto Nicolini (25.02.2016)

Then, Mónica Diniz, MC Member of the Cost Action and responsible for the Community Policing Planning in the Lisbon Municipal Police, presented the main objectives of the CP-UDP workshop in Lisbon and the desirable outcomes. Following, Joaquim Gordicho, coordinator of the Community Policing team; Isabel Vaz Pinto, coordinator of the Elderly Day Centre of the Musgueira Social Center; and Susana Teixeira, architect from the Planning Department of the Lisbon Municipality presented, as participants in the practical training, the main lessons learned from the CP-UDP Workshop.



Figure 48 – Final Plenary Session: Isabel Vaz Pinto, Susana Teixeira, Chief Joaquim Gordicho and Mónica Diniz (25.02.2016)

To close this session, Paul van Soomeren, COST expert; Sofia Pinto, Architect; and Bo Gronlund, COST expert, presented the first inventory of problems for the whole Alta de Lisboa area, pointing out socio-physical problems, spatial urban problems and governance problems identified in the territory by the working groups.



Figure 49 – Final Plenary Session: Sofia Pinto, Paul van Soomeren and Bo Gronlund presenting the outcomes of the macro area analysis (25.02.2016)



Figure 50 – Final Plenary Session: Umberto Nicolini commenting on the methodology applied to the macro area analysis (25.02.2016)

### 5.5.2 Plenary Session 2 – Preliminary results of the case studies

In Session 2, Bo Gronlund, through a photo inventory analysis, presented and discussed the main potentials and strategies for Case Study 1, as structured by the working group during the practical training. Then, Alvaro Fernandes, sociologist from the Planning Department of the Lisbon Municipality, presented the social strategies proposed by the working group, Osvaldir Rodrigues, responsible for the Urbanism Department of Praia Municipality (Cabo Verde) presented the physical strategies; and Sarah Chiodi, architect/COST Member presented the strategies proposed for the Social Center of Musgueira building and surrounding environment.



Figure 51 – Final Plenary Session: Osvaldir Rodrigues, Alvaro Fernandes, Sarah Chiodi and Bo Gronlund presenting the outcomes of the case study 1 analysis (25.02.2016)



Figure 52 - Final Plenary Session: Osvaldir Rodrigues presenting the strategies for case study 1 (25.02.2016)

Regarding Case Study 2, Umberto Nicolini presented the potentials and strategies identified by the working group, through an interesting role playing dynamic performed by Zilmar Lopes, a lawyer in the Municipal Guard of Praia Municipality; Sofia Pinto, Architect; Claudia Santa Cruz, psychologist of the Lisbon Municipal Police; and Verónica Neves, Researcher and COST MC Member.



Figure 53 – Final Plenary Session: Zilmar Lopes, Sofia Pinto, Claudia Santa Cruz, Verónica Neves and Umberto Nicolini presenting the outcomes of the case study 2 analysis (25.02.2016)

After the presentation of the case study results, a debate ensued. Workshop participants and the audience were able to share and debate different points of view. It was relevant to have different stakeholders with diverse visions of the same territory, particularly the dichotomy between the time perspectives of those that plan the territory for the long term, and those that have to live in it from day to day.



Figure 54 – Final Plenary Session: Fernando Baião, President of the Residents Association of Cruz Vermelha Neighbourhood (25.01.2016)



Figure 55 – Final Plenary Session: Paulo Pais, Director of the Planning Department of the Lisbon Municipality (25.01.2016)

### 5.5.3 Closing Session

The Workshop ended with Umberto Nicolini, Chair of Cost Action, making the closing remarks and thanking all the actors involved in the organization and promotion of the Workshop, as well as those that participated in it. The Second Commander of the Lisbon Municipal Police highlighted the importance of the Workshop outcomes and recommendations; and to conclude, the Deputy Mayor Carlos Manuel Castro stressed the importance of safety criteria in Municipal urban projects as a key element in the construction of safer cities.



Figure 56 – Final Plenary Session: Subintendant Manuel Lopes Rodrigues, Deputy Mayor Carlos Manuel Castro and Chair of COST Action TU1203 Umberto Nicolini (25.02.2016)



Figure 57 – Final Plenary Session: Subintendant Manuel Lopes Rodrigues, Deputy Mayor Carlos Manuel Castro and Chair of COST Action TU1203 Umberto Nicolini (25.02.2016)



Figure 58 – Participants in the Final Plenary Session (25.02.2016)

## 6. Conclusions and recommendations

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### 6.1 Conclusions

#### **Context**

The Alta de Lisboa territory represents different urban policies and different perspectives over time; the result from a long and discontinuous process whose end is still not in sight. Today, it is still an unfinished urban project that in the end may rehouse close to 12.000 vulnerable families, many of which were unprepared for the solution offered to change and improve their lives and living conditions. These families were characterized by low education and high unemployment rates, social dependency, a small capacity to enact social bonds and low perspectives for social, cultural and economic improvement.

The original idea of creating a mixed territory with both private ownerships and social housing projects is not taking place as planned. The price of the square meter in the private sector is much higher than the average in Lisbon, creating an even greater gap between the two populations, that also do not share the neighbourhood's public spaces. In such a socially vulnerable context, the intervention should become essential to guide behaviours and life projects. Since there was never the integration of crime prevention approaches in the various stages of the project, consequently, the prevention of anti-social behaviour becomes much more difficult to integrate at later phases. Simple decisions concerning the green landscape, hearing the beneficiaries' opinions, or defining common areas in the public space could have avoided conflicts between the private and social project residents.

#### **Crime as a result of complex problems**

In Alta de Lisboa, both the physical and the social environment are important and have to be considered. Crime and fear of crime are not the basic problems; they are a result of complex problems. The lack of safety is a strong consequence of a multitude of problems, often longstanding, related to the most diverse aspects of the territory.

#### **The need of an integrated approach**

The environmental approach must be part of a wider integrated approach considering a range of interventions focused on tackling safety problems. In this sense, Crime prevention through Urban Design and Planning could make a great contribution to this neighbourhood. There are simply too many dark corners, there is no visibility, and maintenance and cleaning are notoriously missing. Design can and should be better. Better and more efficient partnerships, including the inclusion of a vast array of stakeholders with clearer goals for each participating organisation, should be established.

## **The dialog process**

The workshop promoted the participation of diverse actors with different visions, to jointly reflect and discuss about the same territory. This joint discussion stimulated dialogue between actors, whilst revealing their different vision and time perceptions; The long term for those that plan the territory and the short and medium term, for those that live in it.

## **Success factors of the workshop**

- The importance of place & people: walks to case study areas with urban planners, local actors and community representatives, stimulated dialogue and interest in working together;
- Participation of local stakeholders with municipal planners and developers to address common problems, discussing different perspectives and make joint urban planning decisions;
- The workshop promoted awareness on CP-UDP, particularly towards the local political level, opening a window of opportunity to develop a CP-UDP strategy in the municipality of Lisbon;
- The workshop allowed the Safety Group partnership of GCAL and municipality services (Planning Department and Municipal Police officers) to gain expert know-how on adopting and applying CP-UDP strategies;
- The workshop allowed participants to have a better knowledge of the vulnerabilities and potentialities of the territory and of how to design and implement more effective crime prevention responses.

## **Potentials risks**

- The negative impacts of a too long urban project implementation and its consequences in the daily life of residents must be addressed in the planning process;
- Although the workshop allowed the opportunity to a closer dialog between different stakeholders in the territory and a common methodological framework to address urban planning and crime prevention, it wasn't always possible to overcome divided issues during the working group discussions. 'Time' and 'partnership capacity building' are key factors that may, or may not, contribute to promote a better knowledge and understanding of those different points of view and therefore to enable the reaching of consensus in the future.

## **6.2 Recommendations**

This workshop was able to highlight many situations that resulted from the lack of institutional communication and knowledge about crime prevention strategies. The opportunity to work together with the police, city planners

and residents proved to be effective in terms of reaching an agreement for designing solutions for particular situations. For example, in case study 2, residents agreed that they would like to do gardening on a neglected public space. Only by “just” having a meeting between the decision makers and the residents could such an exchange of ideas take place and the problem be easily solved. Communication between the three elements - police, city planners and residents - is fundamental to create a participated project. Further recommendations are:

- Efforts should be done at local and national level to disseminate the CP-UDP methodology among key professionals that work on planning and on safety issues (e.g. urban planners, police officers);
- Expert training on CP-UDP Theory and Practice should be given to key professionals that work on planning and on safety issues (e.g. urban planners, police officers);
- It is paramount to go to the territory (field trips) and listen to residents;
- All urban projects should contemplate maintenance sub-projects to prevent neglected or abandoned territories;
- The CP-UDP methodology applied in the workshop should be incorporated in the planning and urban design of other projects of municipal responsibility, from the initial phase of each project.

## 7. References

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# APPENDIX

## Appendix I – List of participants

### Workshop COST "Segurança e Planeamento Urbano"

Alta de Lisboa | 22-25 February 2016

Local: Centro Social da Musgueira - Lisboa

Action COST TU1203-Crime Prevention through Urban Design and Planning (CP-UDP)



#### Lista de Participantes

Nº	Nome	Organização	Email
1	Adérito Rodrigues		rodrigues.ag3@gmail.com
2	Alexandre Marques	Câmara Municipal de Lisboa /DMMT/DGMT/Divisão de Gestão da Mobilidade	alexandre.marques@cm-lisboa.pt
3	Alvaro Fernandes	Câmara Municipal de Lisboa/Direção Municipal de Urbanismo / Departamento de Planeamento	alvaro.fernandes@cm-lisboa.pt
4	Ana Barata	Centro Social da Musgueira	ana.barata@csmusgueira.pt
5	Armando Jongejan	Ação COST TU1203 - Países Baixos	armando.jongejan@noord-holland.politie.nl
6	Ana Cristina Costa	Câmara Municipal de Lisboa/Direção Municipal de Urbanismo / Departamento de Planeamento / Divisão Planeamento Territorial	ana.martins.costa@cm-lisboa.pt
7	Ana Isabel Palma	Gebalis - Gestão de Bairros Municipais de Lisboa	apalma@gebalis.pt
8	Ana Paula Val	Câmara Municipal de Lisboa / Policia Municipal de Lisboa	ana.val@cm-lisboa.pt
9	António Barreto Isabel	Gebalis - Gestão de Bairros Municipais de Lisboa	antonio.isabel@gebalis.pt
10	Augusto Castro	Câmara Municipal de Lisboa / Policia Municipal Lisboa	augusto.castro@cm-lisboa.pt
11	Bo Gronlund	The Royal Danish School of Architecture, Copenhaga / Ação COST TU1203 - Dinamarca	bgron@kadm.dk
12	Carlos Fachada	Polícia Segurança Pública / Direção Nacional	cafachada@psp.pt
13	Carmen Avila	Câmara Municipal de Lisboa / Policia Municipal Lisboa	carmen.avila@cm-lisboa.pt

14	Carmo Franco	Teatro Bocage	carmofranco@teatrobocage.com
15	Claudia Batista	Câmara Municipal de Lisboa / DMU/ DP / GABIP - AUGI	batista.claudia@gmail.com
16	Claudia Santa Cruz	Câmara Municipal de Lisboa / Policia Municipal Lisboa	claudia.cruz@cm-lisboa.pt
17	Constante Rodrigues	Centro Social da Musgueira	constante.rodrigues@csmusgueira.pt
18	Cristina Dias	Junta Freguesia do Lumiar	cristina.dias@jf-lumiar.pt
19	Cristina Rocha	Câmara Municipal de Lisboa /SG/Divisão Relações Internacionais	cristina.alfaro@cm-lisboa.pt
20	Diogo Orey	Junta de Freguesia da Penha de França	diogo.orey@jf-penhafranca.pt
21	Eduardo Pereira	Associação de Moradores do Bairro da Cruz Vermelha Lumiar	ambcvi@gmail.com
22	Elsa Calado	Câmara Municipal de Lisboa / Policia Municipal Lisboa	elsa.calado@cm-lisboa.pt
23	Fernando Baião	Associação de Moradores do Bairro Cruz Vermelha Lumiar	fernandobombeiros@hotmail.com
24	Fidel Mendonça	Câmara Municipal da Praia / Guarda Municipal da Praia - Cabo Verde	fidelmendonca@gmail.com
25	François Wellhoff	Ação COST TU1203 - França	francois.wellhoff@gmail.com
26	Geu Graça	Câmara Municipal de Lisboa / Policia Municipal Lisboa	geu.graca@cm-lisboa.pt
27	Isabel Vaz Pinto	Centro Social da Musgueira	csm.centrodedia@mail.telepac.pt
28	Isabel Serrano	Câmara Municipal de Lisboa /DMHDL/Departamento Desenvolvimento Local / Divisão Planeamento e Desenvolvimento	isabel.serrano@cm-lisboa.pt
29	Jan Spousta	Ação COST TU1203 - Republica Checa	jan.spousta@cdv.cz
30	João Ricardo Tomé	Câmara Municipal de Lisboa /Direção Municipal de Urbanismo/DP/ Divisão de Planeamento Territorial	joao.tome@cm-lisboa.pt

31	Joaquim Gordicho	Câmara Municipal de Lisboa / Polícia Municipal Lisboa	joaquim.gordicho@cm-lisboa.pt
32	José Gaspar	Câmara Municipal de Lisboa / Polícia Municipal Lisboa	jose.martins.gaspar@cm-lisboa.pt
33	José Gil	Câmara Municipal de Lisboa / Polícia Municipal Lisboa	jose.gil@cm-lisboa.pt
34	José Maria Mendonça	Câmara Municipal da Praia / Guarda Municipal da Praia - Cabo Verde	jmjmendonca3@gmail.com
35	Laura Jota	Câmara Municipal de Guimarães / Polícia Municipal Guimarães	laura.jota@cm-guimaraes.pt
36	Manuel Lopes Rodrigues	Câmara Municipal de Lisboa / Polícia Municipal Lisboa	manuel.l.rodrigues@cm-lisboa.pt
37	Maria do Céu Abreu	Câmara Municipal de Lisboa / DMHDL/Departamento Desenvolvimento Local / Divisão Planeamento e Desenvolvimento	ceu.abreu@cm-lisboa.pt
38	Maria Elisa Peres	ANAFS - Associação Nacional Alistados Formações Sanitárias	anafs.uis@gmail.com
39	Maria José Gaspar		mariajosegaspar36@gmail.com
40	Maria Manuel Monteiro	Câmara Municipal de Lisboa / Polícia Municipal Lisboa	maria.monteiro@cm-lisboa.pt
41	Maria Rosália Santos	Câmara Municipal de Lisboa / Direção Municipal de Habitação e Desenvolvimento Local	rosalia.silva@cm-lisboa.pt
42	Maria dos Anjos Soeiro	Câmara Municipal de Lisboa / DMRH/ Departamento de Saúde, Higiene e Segurança	maria.soeiro@cm-lisboa.pt
43	Marta Santos	Gebalis - Gestão de Bairros Municipais de Lisboa	msantos@gebalis.pt
44	Miguel Belo Marques	Câmara Municipal de Lisboa / Gabinete Vereador Carlos Manuel Castro	miguel.marques@cm-lisboa.pt
45	Mónica Diniz	Câmara Municipal de Lisboa / Polícia Municipal Lisboa / Ação COST TU1203 - Portugal	monica.diniz@cm-lisboa.pt
46	Mónica Pereira	Centro Saúde Lumiar	monica-g-30@hotmail.com
47	Natália Barata	Gebalis - Gestão de Bairros Municipais de Lisboa	nbarata@gebalis.pt

48	Nuno Afonso Martins	SGAL - Sociedade Gestora da Alta de Lisboa, S.A.	nmartins@sgal.pt
49	Oswaldir Rodrigues	Câmara Municipal da Praia / Departamento Urbanismo - Cabo Verde	orodrigues.arq@gmail.com
50	Otilia Moreira	Câmara Municipal de Lisboa / Departamento Desenvolvimento e Formação	otilia.moreira@cm-lisboa.pt
51	Paul van Soomeren	DSP-Groep, Amsterdão / Ação COST TU1203 - Países Baixos	pvansoomeren@dsp-groep.nl
52	Paulo Pais	Câmara Municipal de Lisboa / DMU/Departamento de Planeamento	paulo.pais@cm-lisboa.pt
53	Sandra Menezes	Câmara Municipal de Lisboa / DMHDL/Departamento Desenvolvimento Local / Divisão de Apoio a Intervenções Locais	sandra.menezes@cm-lisboa.pt
54	Sara Bragança	Câmara Municipal de Lisboa / DMU/DP/ Divisão Planeamento Territorial	sara.braganca@cm-lisboa.pt
55	Sara Trindade	Direção Geral Reinserção Serviços Prisionais	sara.i.trindade@dgrsp.mj.pt
56	Sarah Chiodi	Ação COST TU1203 - Itália	sarah.chiodi@polito.it
57	Sofia Reis Pinto		sofia.reispinto.arq@gmail.com
58	Susana Teixeira	Câmara Municipal de Lisboa / Direção Municipal de Urbanismo/Departamento Planeamento	susana.oliveira@cm-lisboa.pt
59	Umberto Nicoli	Ação COST TU1203 - Itália	cost@labqus.net
60	Vanda Botelho	Câmara Municipal de Lisboa / Departamento Direitos Sociais/ Divisão Intervenção Social	vanda.botelho@cm-lisboa.pt
61	Verónica Neves	Universidade Nova Lisboa / Ação COST TU1203 - Portugal	veronica9@gmail.com
62	Virginia Branco	Câmara Municipal de Lisboa / Departamento Direitos Sociais/ Divisão Intervenção Social	virginia.branco@cm-lisboa.pt
63	Vitor Carmo	Câmara Municipal de Lisboa / UCT/Unidade de Intervenção Territorial Centro Histórico/Brigada Lx Centro Histórico	vitor.manuel.carmo@cm-lisboa.pt
64	Zilmar Lopes	Câmara Municipal da Praia / Guarda Municipal da Praia - Cabo Verde	zilmarlopes@lawyer.com

## Appendix II – Workshop Programme

## LISBON WORKSHOP ON CP-UDP ALTA DE LISBOA | 22-25 FEBRUARY 2016

ACTION COST TU1203-CRIME PREVENTION THROUGH URBAN DESIGN AND PLANNING



### Programme

Venue: Centro Social da Musgueira (Sala Polivalente)– Rua Maria Margarida, N.º6/6A – Alta de Lisboa

#### 1. Workshop goals:

- Presentation of the scope of COST Action TU 1203 and CP-UDP approach;
- Transfer and practical training on CP-UDP methodology, with multiple stakeholders in 1 or 2 territories of Alta de Lisboa, to identify alternative solutions that contribute to improving local security;
- Encourage the use of security criteria in urban projects planning of municipal responsibility.

#### 2. Target groups:

- Workshop (22-25.02.16): Local partners of the Community Group of Alta de Lisboa (GCAL), police officers (municipal and national police), municipality professionals (e.g. urban planning, public space, social intervention);
- Plenary session – Theoretical approach (22.02.16 morning) and Final session – Presentation of workshop results. Conclusion (25.02.16 morning): general public (e.g. politicians, local partners, police, municipalities professionals, researchers, students).

#### 3. Provisional programme:

##### 22.02.2016

09.30-13.00 – Introduction. Plenary session – Theoretical approach on CP-UDP  
14.00-17.00 – Field visit

##### 23.02.2016

09.30-13.00 / 14.00-17.00 – Practical training on CP-UDP methodology / Field visit

##### 24.02.2016

09.30-13.00 - Practical training on CP-UDP methodology / Field visit

##### 25.02.2016

09.30-13.00 - Final session – Presentation of workshop results. Conclusion.



## WORKSHOP “SECURITY AND URBAN PLANNING” ALTA DE LISBOA | 22-25 FEBRUARY 2016

**COST ACTION TU1203- CRIME PREVENTION THROUGH URBAN PLANNING AND DESIGN**



### Programme

**22 February 2016**

Venue: Centro Social da Musgueira – Alta de Lisboa

#### **OPENING SESSION**

09.30-9.40 – Carlos Castro, Deputy Mayor for Security of the Lisbon Municipality.

#### **SESSION 1 – THE APPROACH CRIME PREVENTION THROUGH URBAN DESIGN AND PLANNING (CP-UDP)**

09.40-10.05 – Umberto Nicolini, Chair of Cost Action - Approaches to safety, environmental prevention, European framework and COST TU1203.

10.05-10.30 – François Wellhoff - Vice Chair of Cost Action - The importance of crime prevention and its position into urban policies.

10.30-10.55 – Paul van Soomeren - DSP-Groep, Amsterdam – The European Standard on crime prevention by urban planning and building design, CPTED and future perspective of CP-UDP.

10.55-11.20 – Bo Gronlund - The Royal Danish School of Architecture, Copenhagen - Building Safe Living Environments - The Nordic approach, analyses methods and best practices.

11.20 -11.35 – Coffee-break

11.35-12.00 – Armando Jongejan - Environmental Crime Prevention and the Police in the Netherlands – The Dutch Police Label Secure Housing.

#### **SESSION 2 – LOCAL CASE STUDY – ALTA DE LISBOA**

12.00-12.15 – Veronica Neves – Researcher, Universidade Nova Lisboa – Crime and Context: Alta de Lisboa a Case study

12.15-12.30 – Mónica Diniz – Lisbon Municipal Police – The Community Policing “Safer Alta de Lisboa”

12.30-12.50 – Nuno Martins – SGAL – The Alta de Lisboa Urban Project

12.50 -13.00 – Debate

13.00 -14.00 – Lunch-break

14.00-17.00 – Case study visit - Alta de Lisboa territory

## WORKSHOP “SECURITY AND URBAN PLANNING”

ALTA DE LISBOA | 22-25 FEBRUARY 2016

COST ACTION TU1203- CRIME PREVENTION THROUGH URBAN PLANNING AND DESIGN



### Programme

25 February 2016

Venue: Centro Social da Musgueira – Alta de Lisboa

09.30-09.40 -Umberto Nicolini – Words of welcoming and agenda presentation.

#### **WORKING GROUPS**

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09.40-10.10 – Working groups on case study #1 & case study #2: discussion as input to strategies/recommendations.

#### **PLENARY SESSION 1 – CP-UDP METHODOLOGY**

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10.10-10.15 – Umberto Nicolini – CP-UDP methodology of work in case studies.

10.15-10.20 – Mónica Diniz - Lisbon workshop objectives and desirable outcomes.

10.20-10.35 – Joaquim Gordicho [community policing]; Isabel Vaz Pinto [Centro Social da Musgueira]; Susana Teixeira [urban planner] – “What we have learn that was new”.

10.35-10.50 – Paul van Soomeren– First inventory of problems for the whole Alta de Lisbon area [Socio problems; Physical & spatial urban problems and governance problems].

10.50-11.00 – Debate

11.00 -11.20 – Coffee-break

#### **PLENARY SESSION 2 – PRELIMINARY RESULTS FOR CASE STUDIES**

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11.20-11.30 – Bo Gronlund – Case study #1 - Potentialities & photo inventory analysis

11.30-11.45 – Alvaro Fernandes- Social activities strategies; Osvaldir Rodrigues- Physical strategies; Sarah Chiodi- Strategies for direct environment of building CSM.

11.45-11.55 – Umberto Nicolini – Case study #2 - Potentialities & case analysis.

11.55-12.10 – Verónica Neves; other group members tbc – strategies for case study #2.

12.10-12.30 – Debate

#### **CLOSING SESSION**

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12.30-12.45 – Umberto Nicolini, Chair of Cost Action – Closing remarks.

12.45-13.00 – Carlos Castro, Deputy Mayor for Security of the Lisbon Municipality – closing remarks.

## Appendix III – Key contacts

Key contacts for further information:

**Sarah Chiodi**

Politecnico di Torino  
Italy  
[sarah.chiodi@polito.it](mailto:sarah.chiodi@polito.it)

**Mónica Diniz**

Lisbon Municipal Police of Lisbon Municipality  
Rua Cardeal Saraiva  
1070-045 Lisbon  
Portugal  
[monica.diniz@cm-lisboa.pt](mailto:monica.diniz@cm-lisboa.pt)

**Bo Grönlund**

Sprydet 59  
3070 Snekkersten  
Denmark  
[Bo.Gronlund@kadk.dk](mailto:Bo.Gronlund@kadk.dk)

**Ana Verónica Neves**

National Institute of Housing and Rehabilitation  
Av. Columbano Bordalo Pinheiro 5  
1099-019 Lisboa  
Portugal  
[vonica9@gmail.com](mailto:vonica9@gmail.com)

**Umberto Nicolini**

Fondazione Politecnico di Milano  
Piazza Leonardo da Vinci 32  
20133 Milano  
Italy  
[cost@labqus.net](mailto:cost@labqus.net)

**Miguel Saraiva**

Faculty of Engineering of University of Porto  
Rua Dr. Roberto Frias, s/n  
4200-465 Porto, Portugal  
[dec08020@fe.up.pt](mailto:dec08020@fe.up.pt)

**Paul van Soomeren**

DSP-groep  
Van Diemenstraat 374  
NL 1013 CR Amsterdam  
Netherlands  
[pvansoomeren@dsp-groep.nl](mailto:pvansoomeren@dsp-groep.nl)

**François Wellhoff**

France  
[francois.wellhoff@gmail.com](mailto:francois.wellhoff@gmail.com)

