

THE GOVERNANCE OF PUBLIC SAFETY AND JUSTICE IN A DIVERSE SOCIETY

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The Governance of Public Safety and Justice in a Diverse Society

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PRESENTATION OF THE BOOK

The Governance of Public Safety and Justice in a Diverse Society marks a historical landmark in the way we make the city. This book gathers a compendium of reflections, ideas and proposals resulting from a thorough analysis of the local reality and a long community intervention work carried out in different territories of this country and other cities in the world. They point to innovative processes that local policies should take to face our present challenges.

Since our institutions are devoted to the territory and its inhabitants, we believe that a local management close to the neighbours is essential to understand the direction the public sector is taking and the role of the different actors participating in the city. The governance approach is a basic element for that and the proposals of the authors in this book show the importance of merging objectives and resources in order to improve justice and safety, providing greater value to the decisions that transform our territories.

I would like to highlight that the effort and the quality shown in these reflections are the foundations to study the new opportunities for cities. This is especially true if we are to reinforce the planning and evaluation processes of the governmental agendas and the public local services. It is only with technical rigour, learning from others and exchanging visions, that we will be able to go on innovating and improving local administrations.

Having opened up our administration to the watchful eyes of international experts from different fields, we hope the model of governance for the diverse safety implemented in Arganda del Rey will inspire future reflections. Thus we hope that the contribution of the project *Sustainable Safety Governance* will be useful for experts and public managers, who are responsible for developing innovative approaches in the framework of public policies.

Pablo Rodríguez Sardinero
Mayor of Arganda del Rey (Spain)

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PREFACE

Integrating diverse good practices for a diverse society

Miguel Ángel Gandarillas¹ Ángel Cueva²

This book describes the implementation of innovative models for public services to guarantee the protection of everybody's rights in our open and complex society. We believe this is possible based on the two values highlighted in this book: the diverse society and the evidence.

The book describes the implementation of a governance model for the diverse community which was designed after an extensive international participative study. The best examples of good practices and innovations developed in different countries were chosen on the basis of the evidence gathered. The book has been structured to help us better understand this model and its implementation. **The first chapter, Challenges and opportunities of public safety and justice, by Ángel Cueva and Miguel Ángel Gandarillas,** summarises our motivations to go forward with proposals and models such as the one described in this book, approaching some of the limitations that public safety and justice show when facing the challenges of our current societies. **The second chapter, Local Governance: challenges and opportunities, by Pilar Mairal, Gema Pastor and María José García,** taking the limitations and challenges of public services as a point of departure, introduces the main paradigm of this book: the model of governance, which tries to face these challenges and overcome these limitations. Governance is defined and explained in the chapter, and also the reasons why it has become so popular lately. **Chapter 3, A governance model for safety in a diverse community, by Miguel Ángel Gandarillas and Ángel Cueva,** describes a model of public safety based on these approaches. **Chapter 4, Governance assessment, has been written by international experts from Brazil, the USA, the United Kingdom, France, Germany, Portugal, Italy, Morocco and Spain,** who are participating in the implementation of innovative models in their countries similar to the one presented here. All of them were members of the Evaluation and Monitoring Commission, an external commission which aimed to analyse the implementation of this governance model for public safety and justice. They participated in the design of a tool to evaluate the implementation of the model. The tool is based on the concept of public safety understood as a multifaceted and multilevel system which requires an analy-

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sis from all the existing points of view and the participation of all the actors. **Chapter 5, Examples and good practices in the sustainable safety governance programme, summarises the implementation of this model in Arganda del Rey (Spain)**, describing its achievements and difficulties. It also includes synopses of other projects developed in the framework of the Safety Governance City Network, following the same aim and similar approach, considered here as good practices and innovations on community governance for public safety and justice. That Network provides a crucial international support for the success of the Sustainable Safety Governance (SSG) project. It is the hub of exchange of information and experiences to discover together the opportunities and hopes the future holds, and also the limitations, resistances and challenges we will have to face. We should underline that these similar models of integrated management and governance have been developed starting from different departments and agencies (urban planning department in Vila Clara, Sao Paulo; justice in New York; prevention in Pasadena, Loures and Lisbon; social inclusion in Berlin; or community intervention in Madrid), but reaching the same integrated approach.

It is also worth mentioning the projects of Barcelona and El Vendrel, which implemented elements of the defined model as partners of the SSG programme. We are encouraged by the similar successful results obtained in all the projects, focused on the public agents working together with citizens in the community. **In chapter 6, Epilogue, we wanted to share with the reader our enthusiastic feeling for a better future awaiting for us.**

This book seeks to be a message of hope in our belief that the best of our society is yet to come, and it will come. We hope the book will contribute to this aim, not only providing a critical analysis of current problems but also offering feasible proposals, both effective and efficient, based on scientific evidence to overcome those problems and for every citizen of our diverse society to achieve a better quality of life and welfare.

We would like to thank all the authors of the book, also to all the participants in the Sustainable Safety Governance project, framework for this book, for their collaboration. We should also thank the following people for their trust and support: all the public officers from Arganda del Rey, Barcelona and El Vendrel; the neighbours involved in the project in those cities; the councillors of Arganda del Rey, and especially María Fernández, councillor of Childhood, Family, Youth and Promotion of Health, and coordinator of this project; and finally to the whole government team of this council.

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CHAPTER 1

Challenges and opportunities of public safety and justice

Ángel Cueva¹ and Miguel Ángel Gandarillas²

1. Introduction

In our democratic societies, citizens are more and more aware of their rights and increasingly demand that the Administration effectively address their problems, which are more and more complex and diverse, in our increasingly open and global cities. They also want them to be solved promptly, with no ambiguities and once and for all. However, most frequently the response given by public administrations so far has not built the necessary confidence in citizens to fulfil their expectations. In many cases, solutions either are not final or arrive late, so problems become entrenched and the neediest people are particularly hit. It is an administration's mandate and responsibility to have a thorough knowledge of the social context, so that its actions will be proactive and adequate to the diverse society.

Only then, the most visible indicators of social imbalance will be known. That means that public administrations do not only try to solve problems, but also analyse their causes in order to tackle them at the grass roots and look for consistent solutions to improve citizens' quality of life. This is undoubtedly a constant challenge for the Administration which, in a democratic state, is legally and socially compelled to equitably provide its services to all citizens in need. Besides problems must be studied not in an office but on the ground, which is where worries can be listened to and the reality learnt. Thus an adequate solution can be provided in the framework of transparency and public ethics.

However, the future is uncertain. Social challenges include an important economic element: Unemployment and political corruption make people mistrust the representatives of public institutions. This means people feel unsafe and away from the institutions, which limits the possibilities of social transformation and safety becomes an important worry for citizens.

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2. An approach to the concepts of public safety and justice

2.1 The concept of public safety

Every society needs order for its normal development so the illegal behaviours of its members must be regulated. In order to conduct their activities and reach their full potential, citizens must be protected by a legal framework which, at the same time, guarantees a peaceful environment. However, some human behaviours go against others' rights and society's progress. Citizens need to be free in order to develop themselves in full; and freedom is closely related to safety: 'Without safety there is no freedom.' Safety implies conditions to ensure social coexistence and quality of life.

According to Patricio Tudela (2007, p 8) '*Safety has a character of public good. In a democracy, safety cannot be understood as a goal in itself but as a guarantee that citizens' rights will be exercised and public good achieved*'. Safety was defined more precisely in the Seminar for the scientific reflection on Crime and Public Safety held in Costa Rica in 1995: '*A wide and inclusive concept of public safety in a constitutional state governed by law must include the confidence that you will not be the victim of a crime and that you can enjoy benefits such as health, education, housing, leisure and welfare in general. The concept is based on equity principles and on a sustainable human development*'. The Naples Manifesto was likewise a result of the European cities Conference on Crime Prevention and Safety held in Naples in 2000: '*Safety is an essential public good for sustainable development. It is both a sign of and a condition for social inclusion; and fair access to other public goods such as education, justice, health and the quality of environment. The promotion of security means the development of a public good*'.

As we can see, citizens must be the core element in the design and implementation of safety policies. They must also be able to participate in those policies that concern them, and not only to demand safety. An inclusive concept of public safety –in its historical, political, cultural, economic and environmental context– should reflect both citizens' needs and the responsibility of the state to guarantee safety.

We think Patricio Tudela's definition (2008, p 10) is appropriate: '*Public safety is a socio-institutional state or condition which can be considered ideal for the free exercise of individual and collective rights. It depends on social, cultural, legal, institutional and political conditions, which make it possible a normal and proper functioning of public institutions and state bodies, and the correct development of the community and the individual*'.

Quoting again the same author (2008, p 11): *'the problem is not the definition of the concept –which can be very wide and vague– but its capacity to develop processes which, on one hand, strengthen the factors that make security possible; and on the other hand, limit the ones that alter it. These are risk and protection factors related to the building, preservation, access and promotion of safety.'*

2.2 The concept of justice

Throughout history, the concept of justice has been studied and discussed at different levels: philosophical, legal and theological. According to Hans Kelsen (1966), justice is a social order under the protection of which the search for truth, sincerity and science can prosper. Justice is the justice of freedom, the justice of peace, the justice of democracy and the justice of tolerance. Norberto Bobbio (1958) considered justice as a cluster of values, goods or interests protected by human laws. Justice is an idea resulting from the legal rules of a particular time and civilization, so some actions are permitted and others are prohibited. It is considered as a common good by society. Nowadays, justice means the respect for a set of rules that establish a framework for human relationships between people and institutions. It is a synonym of ethics, equity, honesty and it is also a model of integrity governing behaviours. It compels us to respect the rights of others. In everyday language, the concept of justice implies that people must be treated as they deserve. In line with that, the definition of the Roman jurist Ulpiano is still relevant: *'Justice is the constant and perpetual will to render to every man his due.'*

2.3 Public safety and justice

Some conclusions relating both concepts can be drawn from what we have seen until now. They both:

- Regulate behaviours and relationships between individuals and institutions;
- Must understand the society where they operate;
- Jointly help to develop social wellbeing and quality of life;
- Encourage social inclusion;
- Are core values in a society;
- Have the citizen as their final recipient.

There are therefore clear links between justice and public safety. They are both referents of a state governed by law and of public administrations rendering a public service. This implies an evolution of both concepts to look for new forms of the public sector in order to improve our society and citizens' quality of life.

3. Diagnosis of the present situation

In our global world, transformation and change are constant in most countries and cities. The diverse society grows stronger in all its complexity. At the same time crimes are also more complex, affected by the increase of social injustice, extreme needs, lack of job opportunities, etc. Exclusion, segregation and social fragmentation are further aggravated and they cause social imbalance. These structural problems, along with violence and crime, threaten public safety. This is not only a police matter because other social, structural and political factors occur. All this increase the perception of insecurity and people think public institutions cannot improve prevention policies.

On one hand, we see that although social demands have increased, state governments and their administrations cannot meet those requests. Citizens are now better informed thanks to new technologies so they demand faster and more effective solutions from their governments. However, administrations react slowly and experience difficulties in adapting to the real needs of the community. On the other hand and in the context of public safety, short-term approaches and reactive policies are still in use, even though communities and public services need better prevention, proactive actions and an integrated approach to tackle their problems in the short and long term.

As we point in Chapter 3 of this book, traditional public safety services still use working systems poorly adapted to the new circumstances. The most common methodology used by the police, the legalist or reactive method, does not help to solve current multifaceted safety problems. Many other public services (health care, social services, housing, environment, justice, etc.) also have this approach and inter-professional cooperation, which is essential to solve so complex problems, is then more difficult to achieve.’

The global comparative study on public safety carried out by Miguel Gandarillas and Lorena Gómez (2014) points out that *‘the main constraint of safety services in all the countries studied is related to working structures, which are poorly organised and isolated from other services and departments in the same territory. Most of the entities providing public services (health care, education, social services, environment, justice, urban planning...) suffer from this limitation. All of them are specialised services that reach citizens unilaterally. Services work in silos and only citizens with good personal resources and skills have access to them. Most needy citizens and groups with complex problems are left to one side. Services duplicate for some citizens whereas many others are not aware of them or are not able to have access to any service at all. An example of this is the service rendered by the police in the different public administrations (local, regional and national). In many countries they overlap when*

trying to solve flagrant crimes; while a high proportion of cases of domestic violence are rarely detected by any of them unless a serious crime has been committed.

Spain is a clear example of what we have mentioned before because there are different administrations with jurisdiction over public safety. Every administration has its own police force and they either have similar functions or share them. Thus there should be a compromise and joint responsibility between the administrations in order to implement adequate safety policies and to optimise the scarce resources.

Short-term actions on an ad-hoc basis, usually carried out to assuage public concerns, are generally just authoritative responses that are good for exposing certain symptoms, but that are often inadequate to address the roots of the problems, even if they do not look that way. In the medium and long term, problems get worse and social and economic costs increase risking rights and freedoms.

Another important question is the design of safety strategies. Citizens are hardly ever asked about their opinions or problems and consequently they see safety far from their reality and their real problems. General safety strategies are usually designed by regional or national institutions without consulting local governments although they are closer to the citizens and know their situations. Scenario and circumstances for an intervention remain therefore unknown. The situation obviously worsens when local administration seeks the collaboration of European or international administrations.

On the other hand, in many cases public administrations operate on the basis of biased ideological dogmas which prevent them from having an ideal situation to look for effective policies that should be based on objective data and evidence. It seems that, on the grounds of the shortage of resources, administrations do not address all the elements of social imbalance in depth, focusing only on the visible ones or on those which may cause more conflicts.

That explains the existing gap between citizens and public institutions. It sometimes generates criticisms and condemnation of the actions taken by the administrations .

4. Citizens demanding and participating in safety and justice

We have already mentioned that societies demand fast final solutions from the administration; that they also require universal equal access to public services; and that safety is

one of the main citizens' concerns. The question is how we can make citizens feel safe, a complex issue with complex solutions. Safety implies feelings, as Patricio Tudela (2005, p 14) points out *'it lies in the feeling of being physically, emotionally and materially protected through the recognition of individual and collective rights'*.

Everybody has their own perception. According to Albert Buitenhuis, *'people think, feel and act in a different way what means that not everybody has the same skills. In fact, there have always been differences among people, this is normal. At the most, we can conclude that our society is progressively becoming diverse'*. (Quoted by Brotat i Jubert, 2002, p 1). Citizens need a guarantee that social peaceful coexistence will develop in a tolerant and diverse environment. In the Seminar for the scientific reflection on Crime and Public Safety held in Costa Rica in 1995 the following was stated: *'policies should include wide primary prevention in every field of welfare; and benefits should reach all sectors of the population, promoting the inclusion of the poor and alienated groups. Because social problems come with corruption, unemployment, underemployment, violence, loss or replacement of values, etc.'*

Ricard Brotat i Jubert (2002) says *'the police must try to optimise its work, not only enforcing laws against crime but also preventing it and solving community problems. Police forces are asked to do other things'* (p 9). According to this author *'it is ordinary crime, and not major crime, that usually causes the perception of insecurity among citizens. So we can say that crime is not the only factor causing the subjective feeling of insecurity. This is affected by ordinary crimes (against life, property or sexual freedom) on one hand; and on the other, anti-social behaviours (noise, non-compliance with timetables, etc.) which do not constitute a crime'* (p 16).

In relation to justice we can say that, together with safety, freedom, equity, education and health, among other things, it is part of the conglomeration of public goods essential for the development of societies and democratic states. Citizens view public safety services with its emphasis on its malfunctioning and slowness; the failure of its reforms; and the fact that it is not enough to reduce the crime rate. They also perceive it as distant from social problems; very difficult to be reached, especially by vulnerable people; and ineffective in solving most of the offences, either because many of them are not reported (as people do not trust public institutions, are afraid of the criminal or have socio-economic problems) or because it is difficult to track down the culprits and prove they are guilty. Furthermore, in solved cases justice has applied traditional forms of punishment that will not usually solve the initial problem. Recidivism is very high, so victims or witnesses are again afraid to report an offence or crime.

Citizens therefore demand a significant change in the administration of justice. Their request is clear: justice system should become a public service with more flexible resolu-

³ As an example, see the case of the neighbours of Gamonal (Burgos) who caused serious riots in 2014. In protest against the works to make a boulevard, people camped in the neighbourhood for several weeks. The 'Gamonal Assembly' rejected the urban policies and demanded more social benefits. In other Spanish cities, a wave of social movements emerged to support them. The neighbours of Barceloneta area also protested against the irregular apartments for tourists and their uncivil behaviours.

tions while getting closer to social reality to deal with the real causes of problems in order to solve them. Since citizens are involved in the problem, they must be involved in the solution. This means, on one hand, preventive actions at different levels –families, schools and neighbourhood– through preventive mechanism of intervention such as mediation. On the other hand, adapting administrative structures to allow a greater understanding of social conflict in order to avoid their negative effects.

5. New trends and proposals to improve cooperation between public safety and justice

Since citizens are the final recipients of public safety and justice, any policy designed for them that aim to cover any kind of problems should consider individual and collective needs from an integrated perspective. The operational structures of justice, safety and related areas such as social services, education, health, employment, housing, urban planning, economy and public management must also be modified.

However, public bodies and public officers are usually opposed to changes. In the case of the public bodies, it is because political strategies are normally implemented in the short run to address concrete, urgent problems, setting aside the whole, relevant picture. In the case of public officers, because they are resistant to change to new working methods. But the main challenge, common in every city and country, is the coordination between institutions. All entities involved need to become aware that they need to adapt to the new diverse society and its constant evolution, because otherwise the distance between the citizen and the administration will not been reduced. Since safety and justice concern societies, and greater participation and cohesion are essential to get a sustainable democracy, adequate mechanisms should be implemented to ensure the change.

Evidence shows that preventive policies and strategies to promote safety achieve significantly positive outcomes in these areas. Prevention is socially and economically less costly in the long term, so it is usually the right strategy to choose. In any case, it must be combined with full participation, especially of the most vulnerable and alienated people (young, immigrants, minorities, etc.). Prevention, balanced with reaction and sanction, must be taken into account in any public, sustainable and proactive action on public safety and justice if we want to improve social coexistence in the future.

Prevention stakeholders (local and regional governments, the administration of justice...) and the officers that develop the actions must design and implement programs for the prevention and promotion of safety and justice. They also must become part of bodies of horizontal cooperation, focused on the citizens in their community, and actively

participate in them so they can come closer to citizens, make them feel more confident and encourage them to get involved. New approaches to real problems will derive from dialogue, participative processes and social inclusion. And a community will be built with everybody's collaboration.

Interesting experiences have been carried out in different cities in the framework of local community policing, justice and governance. All those approaches address social and institutional factors of insecurity problems. They also aim to use, organise and coordinate formal and informal resources related to social capital and networks for mutual support and protection in order to include safety and justice as values in our societies.

Mediation has proved to be a good solution when conflicts have appeared. Social, family and judicial mediation is a fast, efficient and economical way to solve problems. According to the statistics, mediation usually provides positive results. However, before implementing prevention programmes and mediation, officers need to be properly trained. In the field of the administration of justice, mediation is an alternative tool which does not compete with judges' control of legality. It has some advantages: flexibility to adjust to the evolution of the conflict, stakeholders taking their responsibilities, the end of the dichotomy winner/loser, improvement of social relationships.

6. Conclusions

The citizen must be the core of the design and implementation of public policies and must also be able to participate in them when directly affected. In our global world, transformation is constant in most of the cities and countries. Citizens' demands in our increasingly diverse and changing societies are growing, while the capacity of the states and administrations to meet them decrease. Thanks to new technologies, citizens are nowadays better informed and prepared, so they demand fast and effective responses from public administrations, which should work together and be committed. Otherwise, distance among citizens will grow up, risking criticism and rejection towards incorrect actions, and further social gaps and exclusions. All citizens (including young, immigrant, minorities and more vulnerable people) must fully participate in public matters.

Justice and safety are a benchmark of democratic states and public administration when providing a public service. Hence these concepts must be thoroughly studied to find new forms of public matters and improve societies and citizens' quality of life. In relation to public safety, short term approaches and reactive policies are still in use. However, what communities demand is more prevention and proactive actions so the causes of problems may be tackled with a global, integrated approach, and with the coordination of all the

areas and institutions. At the same time, justice services are very much rooted in the past and cannot provide adequate responses to current social reality, so a significant change in management approaches is required. Justice bodies, like the rest of the institutions, must make a great effort to get into citizens' context and understand their problems. Future implications suggest the need for awareness, proactivity, training, coordination and capacity to adapt to ever-changing societies.

Preventive policies in relation to safety and justice are positive, more profitable and adequate to improve citizens' standards of living. But we need the participation of every single service and resource, formal or informal, including social capital.

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CHAPTER 2

Local Governance: Challenges and opportunities

Pilar Mairal ¹, Gema Pastor ² and María José García ³

1. Introduction. The development of a new government and administration model for public issues in the local sphere

In the last decades, the local sphere has become a laboratory to encourage and implement innovative experiences, mainly inspired by the paradigm of governance, in order to emphasise and value local public services and policies. A combination of different factors has made public governments and administrations commit to innovative actions and methods. We can mention economic and financial causes (shortage of public resources as a consequence of the economic crisis, and cutbacks in social spending because of the fiscal deficit); management causes (inefficient and ineffective public services and polices that do not meet citizens' needs); social causes (social problems are bigger, more complex and interconnected so specialised knowledge is needed to solve them); and political causes (citizens mistrust politicians and public agents, who have lost their legitimacy).

In order to face all the problems mentioned above, political and administrative authorities had to revise or reinvent their traditional model to manage public issues. The new management model of public administration has received different names: 'inclusive open government' (OECD, 2008), 'open administration' (OECD, 2002), 'relational administration' (Ramíó, 2009) or 'collaborative public administration' (Vigoda). All these names emphasised how government and public administration relate to citizens under this approach. It implies that the public institutions become more open aiming to engage reliable allies or partners to jointly solve the many complex social problems of our time. Social actors become active agents who create positive appraisal for the public results (Bourgon, 2010). They combine their own resources (skills, experience, competence, ideas, time, etc.) with political and administrative resources (management, funding, staff, etc.) in order to meet social needs and arouse public appreciation (Pastor Albaladejo and García Solana, 2012a, 2012b). This new *modus operandi* of governments and public administrations in their relation with societies is based on the theoretical paradigm of Governance (Kooima, 1993). This tendency clearly opts for networking management and in general is ruled by the three Cs: cooperation, coordination and collaboration (Pastor Albaladejo, 2014).

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In this chapter we will explore the concept of governance (its definition and the elements of its theoretical approach) and we will also analyse the challenges and opportunities that public officers and managers will have to face in the framework of this model.

2. The concept of Governance

The idea of governance appeared in the context of and as a response to the so-called 'crisis of governability'. This discourse about efficiency emphasised the interactions between states and societies and the horizontal coordination among social agents in the policy-making process (Natera, 2005, p55). Michael J. Crozier, Samuel P. Huntington and Joji Watanuki (1975) wrote about the factors of the crisis of governability in western democracies in the *Report on the Governability of Democracies to the Trilateral Commission*. According to the authors, the fact of putting welfare state into question due to the fiscal crisis derived from the democratic development itself. This happened because governments were unable to exercise their authority to face dispersed interests, the financial management of their activities and also increasing social pressures (Valdés 2008).

In the last two decades of the 20th century, western countries understood that the only way to get out of the crisis of governability was to implement structural changes through an adjustment of the dimensions of the state and the introduction of new management tools in the public sector. They would aim to improve its performance and results, and ultimately, to guarantee the capacity of the system to deal with social demands in the diverse society (Ruano, 2002). This way the concept of governance includes other institutions and cross relations in the political and administrative scene (Natera, 2005). So the idea of modern governance appears in the context of a contemporary debate on the transformation of the role of the state in public management. The traditional model of monocentric state is turning into a fragmented polycentric state by letting private actors participate in the definition of the public space (in the 'core'). The role of the state is therefore updated because it takes over the management and the organization of stakeholders' networks and their interactions when rendering public services. The state also becomes an active agent because it provides the necessary conditions for the interactions.

Although governance has been defined in different ways, it is important to highlight the one given by Jan Kooiman, one of the most important authors of this theory. He defines governance as '*the emerging pattern arising from governing activities of social, political and administrative actors...*' (1993:2). Despite all its meanings, governance mainly refers to the use of a new style in the art of governing and managing. It implies a change of

the institutional organisation to include the collective values existing in the interaction between the public sector, the private sector and the society (Cerrillo 2004; Prats 2010). From this point of view, the focus is on both the actors and the interaction process.

Luis Aguilar (2006, 2014) defines governance as *'the process by which the actors of a society take decisions about the kind of coexistence they want to obtain and the way in which they need to coordinate in order to succeed (their sense and capacity of direction)'*. He even identifies the exogenous and endogenous factors of the constraints and weaknesses of governments. Esther Del Campo (2014) defines it as *'the combination of political management and social coordination, being different from the logic of markets and hierarchies. It is based on the interaction between the different social actors (both public and private) that aim to achieve social goals of general concern in a participative, collaborative and responsible way'*. This concept emphasises the method to exercise power, manage institutions and coordinate different actors who collaborate with the public administration. It combines collective interests and also resources and capacities.

In view of all the definitions and scenarios of governance, these are some of the main elements of the model:

- An active civil society (social capital): An active society, involved in governing actions, is essential for governance. This factor is related to the democratic aspect of governance: citizens' participation, legitimacy and authority.
- Public leadership: It is a basic element to successfully steer and promote effective governance structures and create the necessary conditions for its development, where the leader will be able to face either perfectly normal situations or others with a high degree of uncertainty (Natera, 2005).
- Network creation: governance requires formal and informal networks so the actors can consolidate their bonds of confidence. This is a way to promote cooperation for the different models of dialogue, coordination and horizontal and vertical organization.
- Coordination and cooperation to solve collective problems: Governance is a model based on the cooperation and coordination of many public and private actors aim to share resources and capacities in order to jointly resolve collective problems.

3. Governance at the local level

Studies in the local sphere (especially in the area of urban policies) have been very important in governance approaches. Most of the case studies have been carried out in this context (Natera, 2005) because they tried to connect good governance with citizens' welfare. For this reason governance development has been influenced by two phenomena: the municipalism fostered by globalisation (glocal); and the development of the institutions of local administrations in a multi-level context. This is especially important when we study big cities.

Power relationships between regional governments (Arenilla, 1991), together with the increase of political and institutional power of local governments, have strengthened the role of local administrations. This has favoured different innovations: the creation of new frameworks for intergovernmental dialogue and cooperation; the normalisation of tools for institutional and political communication; the development of mechanisms to guarantee transparency, responsibility and cost-efficiency (O'Donnell, 2001); and finally, the promotion of spaces for citizen's participation in the institutions. A good example of this is the role played by the citizen (as voter, subject, client or user) in the design, implementation and assessment of the political strategies and local services. These factors are also related to decentralisation processes, adaptation to regulatory changes, deconcentration of the administration and adaptation to municipal structures.

In summary, new processes have appeared and they have resized local governments, their functions in a multilevel context and their position in the territory. The following is a list of the most important processes:

- **Proximity in the interactions:** Local level is a reference point for citizens, from a political and administrative point of view. It emphasises the effectiveness of proximity in the new services focused on the community. The model of local governance also means being close to people's needs and demands. The idea of proximity, in the framework of public services and policies, comes from the combination of different factors. Although proximity is a complex construct, as it is the global society, it is based on the economic theory of development and the idea of the territory as a strategic factor. Its actors (economic fabric) can highlight shared assets and promote the advantages of a particular physical space (Mairal, 2009). From the point of view of local governments and administrations, this concept is translated into more integrated public services based on the interaction between public resources and citizens.

- **New profiles of the social actors:** Municipality becomes a diverse territory which has experienced social changes. This defines the new roles of the collective and individual recipients of public action and makes it necessary to adjust dialogue and attention to diverse needs. In this sense, the citizen has become an agent of change (Bresser and Cunill, 1998) who demands and supervises the efficiency of local actions through three aspects: the cycle of public policies and management; political actions; and a close and more participative administration.
- **New actors appear in the process to provide public services and resources:** the new stakeholders (businesses, social entities, associations and public institutions providing services to other institutions) have changed the duality between public and private management of public services. They have new roles and functions which are sometimes complementary (coordination, design, counsel, assessment, implementation of actions, staff management, attention to citizens, etc.).
- **New relationships and new shared resources:** The paradigm of local governance is based on creating networks of actors who account for interests and resources and who participate, at a different degree, in public decision making and in the design of public policies. Both in rural and urban contexts cooperative processes, developed through commonwealths, consortiums or any other collaborative space, have fostered the management of new resources for citizens and the awareness about the elements of public policies.
- **Development of new intergovernmental relationships** through fostering municipalism and cross-cutting policies. Spaces for coordination and flow of resources have been created in order to tackle with problems not limited to the territory or that demand a supra-local approach (public safety, environmental sustainability, health, etc.). New work spaces, interaction protocols and financial tools have been created to support local administration as relations between administrations progressed.
- **Decentralization of power and deconcentration of administrations** have made governability possible because different actors have been able to participate in public policies. Local governmental actions have been successful because they have adapted their resources to the real needs of the territory and its population. There are now new ways to organise technical structures; citizens' participation and the evolution of procedures and planning methodologies, management of the information, coordination and assessment.

- **The introduction of technologies in public administrations** has changed the scope of public services and policies and has given citizens access to public resources. Technologies have modernised public services, however there are still some pending questions: the updating of procedures, the training of public workers, the participation of citizens to improve processes and the implementation of real procedures.

Several elements, taken from the combination of all these processes (adaptation to a global world and society; actors' engagement, development of networks in the territory), demarcate the implementation of the governance approach:

- a) From the point of view of local governments, the concept of governance means that political management structures become more open towards specialised analyses of social needs and collective demands. A local approach makes institutions and political managers more flexible. The idea of governance defines a way to exercise power through closer and more collaborative methods.
- b) Citizens make demands, contributions and propositions while political and administrative structures understand them and facilitate relationships. Neighbours sense that local administration, which is the closest to them, is a link with public services, and eventually, with institutions managing collective issues and resources shared in the territory.
- c) Local structures have been adapted to these new interactions with other actors. A diagnosis involving the population (at a different level) is present in almost all inter-departmental and cross-cutting policies (strategic plans). Besides, tools to assess the services have been standardised and new technological resources have been introduced to manage internal information and to broaden the channels of communication.
- d) Coordination processes are seen as a strategy to improve local organisations; and cross-cutting strategies as a way to obtain effectiveness and cost-efficiency in public policies, either departmental or integrated.
- e) In relation to the two previous points, organisational charts of local administrations have developed areas and departments aimed to integrate local resources in order to meet citizens' needs in the framework of horizontal integration.
- f) Local administrations have developed inter and intra-organisational networks involving other public administrations (European, national or regional) and different

social actors (business and professional associations, non-governmental organisations, private companies and citizens' associations). These networks, which have a different degree of visibility, promote initiatives and projects led by both the public sector and private organisations.

- g) The territory occupies its rightful place and the public and private agents working in it enhance its values to attract investment, economic activities and resources. These convergence processes provide a new collaborative scenario to promote the economic sector, cultural and environmental resources and actions with specific groups, etc.

It is not difficult to give a name or put a face to what we have mentioned before, especially if we think of our town, either as a neighbour, an employee of the public administration or a member of a public entity. Therefore, the governance approach lies beneath everyday activities such as making a complaint about an incidence related to a public service (for example, public transport, street cleaning or insufficient lighting in our street); inter-agency committees that monitor socio-educational programmes to combat school absenteeism; participatory citizens' councils; and other work spaces where municipal managers, unions and businesses can promote employment or tourism, and agree fiscal benefits and incentives for SMEs and entrepreneurs.

In summary, local governance suggests a more interactive and collaborative model of management in towns, beyond the performance and impact of municipal policies and services. This new approach to local government modifies the management of public resources combining collective interests, decision-making processes and actors of the territory.

4. Challenges and opportunities for the development of local governance in the 21st century

Local governance tailors municipal services and policies using collaborative strategies. This shows the transformation of local governments' role and vision (Brugué and Comà, 1998). However, the resizing of local administration derive from two key moments in the design of its structures and services: on one hand, the increase of its establishment plan and the scope of its actions, thanks to public revenues coming mainly from real estate and construction; and on the second hand, the subsequent end of this dynamic and the management of the financial crisis.

Although the crisis has exposed the consequences of the lack of a strategic overview and financial planning tools necessary to implement some services and projects, local approach must recover its value in this new situation of shortages. The criteria of effec-

tiveness and cost-efficiency must be adjusted to real needs while rebuilding co-responsibility in networks involving rulers, politicians, professionals, non-governmental institutions and citizens. Quim Brugué, Joan Font and Ricard Gomà (2003) mentioned authors like Jeremy Bentham or John Stuart Mill to highlight the role of the local framework for public actions where effectiveness can be improved and democracy enhanced. It is very eloquent that these ideas from the 19th century are now fully valid to face the uncertainties of the beginning of the 21st century.

4.1. Limitations of the new scenario

Although the economic crisis has remodelled local administration and adjusted its activity to provide budgetary stability, according to constitutional criteria the main limitation to encourage innovative initiatives in relation to governance is not economic. There are also other factors that must be studied as a variable that affects these processes:

- **The unbalance between timetables and deadlines of public administration, citizens and social and economic entities** alters the planning and implementation of programmes, which demand flexibility to be efficient and obtain visible results for participating actors and recipients of the public services. Despite the introduction of technical and technological mechanisms to improve coordination, information management and internal and external communication, administrative procedures (from a policy and technical perspective) have not been adapted to the real needs of the territory and its citizens, or the groups that participate in the networks.
- **An excessive fragmentation of the traditional structures of local administrations working in silos.** The design is basically sectoral supported by departments focused only on financial management and control. Even though governance models mainly appeared to solve these problems, and modernisation experiences have sought the integration of services and the improvement of inter-department coordination, the excessive fragmentation of services slow down the development of strategic projects that require a cross-cutting approach to obtain a better performance. Information management, coordination, integrated planning, economic management or multi-disciplinary work have yet to be dealt within the processes of change and improvement related to local governance.
- **Resistance to change among actors.** Citizens, local governments and officers of public administrations very often resist new projects and initiatives so they become an obstacle to improvement. In most of the cases the problem is either they distrust objectives and results or do not get involved in the proposals, recommendations and

monitoring of the activities carried out. As a result, good ideas and practices lose their value and people become frustrated.

It is obvious that it is difficult to reverse the impact of the economic crisis in local administration, especially because citizens demand a wider attention from public services now that resources are limited. However, scarcity must be taken as an opportunity to soften resistance to governance models that improve effectiveness and efficiency, take profit from what has been learnt and optimise resources.

4.2. Challenges

Innovation is present in our everyday vocabulary of public sector, however in many cases it does not result in successful initiatives. Although the idea of social innovation is quite vague, the Europe 2020 strategy specifically refers to social innovation and the implementation of social policies. Some recommendations are related to inclusive approaches, such as 'one-stop-shops', or specialized approaches through case managers or innovation partnerships based on a combination of interests and of public-private resources. This encourages the role of civil society through the implementation of the necessary tools to develop sustainable cooperation.

These approaches are connected to social policies and can also be applied to other fields of the municipal actions. In this sense, we would like to highlight some challenges that should be borne in mind:

- a) Local governance approach is conceived as a strategy to project public actions in a territory. This implies a recognition and appreciation of the networks created around public policies. If we add to all this the normalisation of advanced tools for the diagnosis, planning and assessment of public services, and the role played by private entities (either for-profit entities or non-governmental public entities), it will be possible to exploit our experiences and the good practices implemented in other territories which have recognised the value of leadership and the collaborative management of public resources.

In respect of that, awareness-raising is vital and an exchange of experiences becomes a tool for making previous specialised experience profitable. On the other hand, establishing networks promote citizens participation beyond occasional involvement in politics or public services. Hence there is a need for a more active role of the different social actors and citizens in order to enhance the public sense of the co-management structures, co-decision and social dialogue.

¹Europe 2020 is the European Union's ten-year growth and jobs strategy that was launched in 2010. It is also about creating the conditions for a smart, sustainable and inclusive growth to improve employment, productivity and social cohesion. The strategy is based on the efforts of the EU and the national authorities in five big areas: employment, innovation, education, social inclusion and climate/energy.

b) Integrated management of problems and situations that occur in a territory through an inclusive strategy designed to minimise the fragmentation and division of services. In this regard, it is important to have different points of view to address the causes and factors of the situation to deal with. Although citizen participation is essential to get more information to identify the existing needs, officers and practitioners handle this information with limited resources and in isolation, without having formal channels of communication and horizontal coordination.

Public safety policies, seen as cross-cutting but managed within a department, are a good example of the model we present in this paper. Another example is the environmental policies and sustainability: natural heritage, pollution, energy efficiency, waste management, environmental education, etc. (Mairal, 2014). For this reason, we should work on remodelling organizational structures and decision-making processes, establishing multidisciplinary teams with feasible assessable procedures for communication, coordination and information management, especially because new technological solutions are being implemented to improve the effectiveness and performance of actions.

c) It is necessary to take into account non-financial resources of the local administration and social entities. In many cases, the networks of actors involved in the territory provide human and technical resources, information, equipment along with a diffusion and mobilisation capacity, which are not usually considered. These resources add value to the initiatives and can be used according to the objectives, programmes and conditions in the implementation of public services. Rationalising the resources avoid the duplicity of interventions in similar situations, which otherwise would be addressed in an isolated and uncoordinated manner.

d) Accountability is a tool that enhances political legitimacy and improves general confidence on specialised competence and rigour, and the dialogue with the network of civil society. Apart from providing information about financial results of a particular policy or public service, accountability means creating the tools to socially control public action and to take on responsibilities and consequences. Besides, it is important to involve all actors in the accountability when developing models of co-decision and co-production. Accountability is a tool to improve management and the quality of public services; and it offers opportunities to redirect policies towards the community, to take decisions and to strengthen the new networks.

e) Local leadership: It is necessary to create a political and administrative leadership that can exploit the resources existing in the territory and can bring together all the social leaders oriented to co-responsibility. In this respect, leadership is basic

for adaptation aimed to improve effectiveness and efficiency. A shared leadership, sharing tasks and commitments, will be essential to fulfil objectives and coordinate resources with real needs.

5. Conclusions

Local government plays a new role of leadership to implement collaborative strategies among different actors, and to respond to the needs of the territory and citizens in a diverse and changing context. Citizens are not mere recipients any more, and take active part in new strategic and operating processes (diagnosis, planning, assessment, and accountability). In political and administrative structures, the coordination of resources and equipment, along with the organisations of the demands according to a multidisciplinary approach, become key elements to promote new processes. These factors create a new framework to develop public policies under a local governance approach. In this context, different processes coexist: change and adaptation, search for effectiveness of resources and social actors' involvement to create networks.

In the last decades, local governments and administrations have revealed their capacity to establish strategies of shared and collaborative leadership which have laid down innovative processes in public sector. It is necessary to recognise the contribution of different local initiatives based on a governance approach to the progress of a democratic, collaborative and participative culture. Technological solutions have also been applied to processes of communication and information which have modernised local administrations and have improved the knowledge of citizens' needs.

However, there are still many challenges to face: integrating services with multicausal and multidisciplinary approaches; combining resources with coordination structures and procedures to get effectiveness, cost-efficiency and quality of services; and creating co-responsibility parameters for agents and accountability. It is also necessary to emphasise the results of the projects implemented in the framework of governance, finding out their strengths and their contributions in order to use that knowledge and methodologies in subsequent projects.

In summary, governance can renovate efforts to improve welfare of citizens, not only providing services, but also developing a culture for participation in the territory and in the community. Public management and public service values should support the interventions and interactions because they are principles that can guarantee legality (respect for law and order), freedom, equity, and subsequently, participation without labels.

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CHAPTER 3

A governance model for safety in a diverse community

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1. Introduction

We describe below the theoretical basis of a governance model for safety and justice focused on social diversity in a neighbourhood, district or city. It is based on the combination of the best practice and current trends in safety and public administration management discussed in previous chapters.

2. Integrating good practice and innovations into governance management in a diverse community

In Morocco, there are 40.000 Spaniers. Spanish people must understand that nowadays everywhere there are people from everywhere.

Moroccan neighbour chatting with other neighbours in Madrid

Complex society

Global cities all over the world have gone through accelerated changes in the last 20 years. Some of these changes are here to stay:

- An increasing social and cultural diversity, along with a higher complexity in social profiles and characteristics;
- A greater geographical mobility of citizens, resulting in a floating population increase in cities;
- A more technological and interconnected society (locally and globally);
- Citizens with a higher capacity for information and participation;
- Citizens increasingly demanding a differential treatment when their rights are being protected.

Current cities provide (i) more social resources and greater social capital, due to social diversity; (ii) more capable citizens, thanks to new technologies; (iii) and better potential to achieve development and social wellbeing, thanks to participation. Fast technological changes culminate in a positive link between technology and social connectivity, so that more knowledge and social capital may be achieved in a diverse society.

At the same time we live in a more demanding society. Public services have recently had to respond to social diversity. This is due not only to the fact that societies are more complex, but also because citizens demand their needs and singularities to be recognised so that they can truly enjoy the same rights. Citizens urge institutions to be present in social contexts and to understand their specific needs in order to effectively respond to their problems using diverse resources. Those who have a better access to information and communication with public administration find services management to be cold and distant from their reality, because actions only occur once the problem has appeared and without taking account of the citizen. An example of this is the traditional service related to public safety. Citizens demand more preventive and proactive actions focused on the causes of problems and linked to other resources and services. Institutions and public agents are more and more conscious that they need to adapt their services to individuals and groups in a more personalised way, while better using the different formal and informal resources existing in the community.

Traditional methods in the current society

Despite all this, traditional public safety services still use systems that are not well adapted to the new circumstances. Their diagnosis and intervention models are based on cultural and social homogeneity principles which define methods to face cultural or social criminal prototypes, so they will have the same results. The police mainly use a reactive and legalist model that does not help to cope with nowadays multifaceted safety problems. With the traditional method, actions start once the problem has appeared and they are always applied on a sectoral basis. This is also the main working method in many services in the country (health, social services, housing, environment, justice, etc.). Thus, the inter-professional collaboration necessary to solve complex problems is more difficult to achieve. All public services still plan and implement their actions in watertight compartments. Services usually reach those groups of people who better accede to them or who have problems in a specific area. As a consequence, people and groups who receive numerous services are those with fewer needs. More serious problems are multifaceted. The people and groups most in need are nearly invisible and their problems are only partially tackled. In the end, problems leak through the cracks in the system.

An international study carried out by the author of this chapter (Gandarillas and Gómez, 2014a) showed that the main constraint of public safety services in all the countries studied is related to an isolated working structure. Services and departments in the same area are not connected and it is difficult to solve these restrictions due to a complex vertical structure. These difficulties are present in most of the bodies rendering a public service (health, education, social services, environment, justice, housing, etc.). All of them provide specialised and unilateral services. Some citizens can receive duplicated services,

while there are many others who do not know how to gain access to them. An example of this is the service rendered by the police in the different public administrations (local, regional and national). Whereas in many countries they overlap when trying to solve flagrant crimes; it is very common none of them identify a high proportion of serious cases, such as domestic violence, until a serious crime has been committed.

When answering to these difficulties, traditional structures tend to divide and multiply their services even more, trying to paper over every specific problem. These measures are insufficient because they just cope with symptoms and partial problems, so new limited solutions are added to the previous ones, and resources become more and more sectoral. These structural processes contribute to fracture the social and territorial situation even more. As a result, the very structure of the services in a same territory is increasingly fragmented, turning into a huge system of public and private services. The proliferation of more specialised public and private organizations deriving from the administrations creates a dispersed and chaotic labyrinth of resources and services, which reduces cost-efficiency and effectiveness when facing complex problems in an integrated way (See Graph 1 for an example of traditional structures and processes).

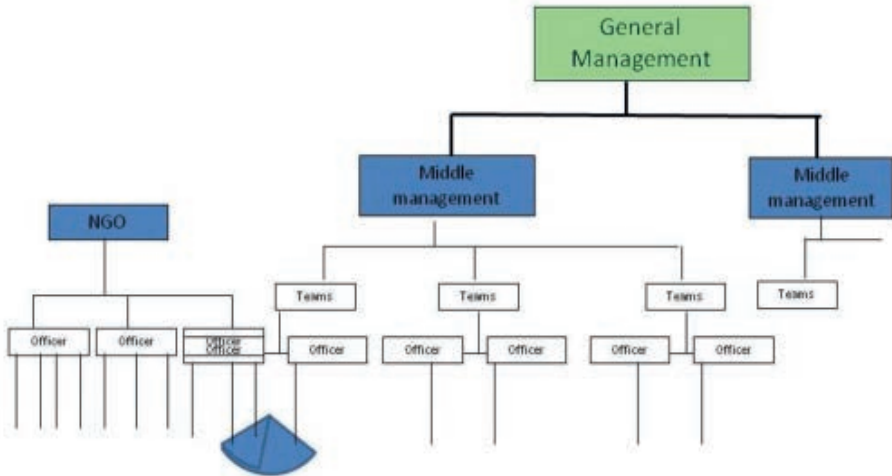
Another key factor is that most of the resources are implemented on request. Agents wait in their offices for the claimant. It is the citizen who must approach the resource if he or she knows about it and how to do it; therefore, the agents will have a shallow and narrow approach to the case and the area where it occurs, and their actions will be based only on claimant information. Not many integrated services work in the citizen context to know and identify correctly all the problems and be able to better plan their interventions on-site. In this sense, it is the police that usually know firsthand social problems in the district because they are more present on the field. However, services do not usually share information about these problems (see Gandarillas and Gómez, 2014a, for an empirical study about these phenomena).

Many authors from different countries have recently studied these difficulties as one of the main problems in public sector management, not only in issues such as public safety, policing and justice, but also in any other service, both public or private, concerning citizens (for example, Arenilla, 2001; Boston et al, 1996; Connelly, 2007; Cooper, Bryer and Meek, 2006; Crawford, 1999; Denhardt and Denhardt, 2000; Garcia, 2007; Jung, 2010; Kearst, Mandell and Brown, 2006; Klijn, 2010; Martin, 2010; Natera, 2004; O'Toole and Meir, 2010; Pollitt, 2005). We need methods in public services able to ensure extensiveness (reaching everybody) and inclusiveness (discriminating nobody); to recognise people diversity and their diverse problems; and to understand the local, regional and national complexity. These methods should be able to incorporate all the contributions and capacities that a diverse society and its social capital can offer.

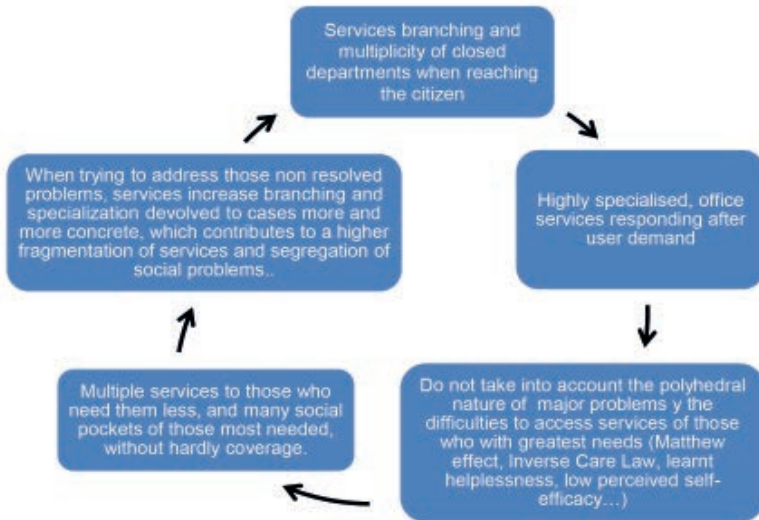
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a) Traditional and functional organizational charts cannot implement integrated solutions (going right to the heart of the matter) to multifaceted problems, so they try to fill their gaps by branching and specialising the services they offer to people. At the same time, most specialised services are redirected to other organizations, dispersing and fragmenting solutions even more.



Graph 1. Examples of structures (a) and processes (b) of services in the traditional model.



b) Traditional structures generate processes in vicious circles that become bigger when trying to solve problems.

Current methods in the diverse community

In the last 20 years new public sector management approaches, paradigms and models have emerged trying to overcome the limitations of traditional models in the current society. New concepts such as community governance, communicative leadership, inter-organizational teams and public-private networks have appeared (see previous chapter). There has been a growing debate among experts about the new models, not only because our cities are becoming more complex and are going through social and technological changes, but also because new information and communication technologies (IT) are offering new opportunities for management and services in public sector.

The results of our international comparative studies about good practice in public safety (Gandarillas, 2011a,b) partially support the idea that these concepts are useful because effectiveness, cost-efficiency and citizen satisfaction improve. In organizations where these models are used, interventions are more proactive on-site, more preventive and more inclusive (see Table 1). However, the study also shows that once the models have been implemented they are known especially through institutional communication, and not because services structure has been changed. Old structures and working models show great resistance to change. One of the elements which is more difficult to implement is the inter-organizational collaboration in teams working on-site with the whole community. This is the result not only of the traditional organizational charts but also of the officer working on request, in an office, with compartmentalised services offering a reactive, specialised assistance on demand, instead of implementing a preventive work and comprehensive promotion on-site.

Reactive methods	Proactive methods
Short-term effectiveness in emergencies.	Mid-term objectives.
Action once the crime has been committed. Police action is 'guided' by the criminal who 'leads' insecurity initiatives.	Advanced planning before crime. Police lead security in the district.
'Breakneck speed'. Police action depends on urgency; what is important is postponed. A planned action is more difficult.	Management of cost-efficiency through planning on-site. Higher autonomy of agents, headquarters can devote to a good planning.
Action on the consequences of public insecurity.	Action on triggering factors with a scientific approach.
Specific actions on elements of the tip of the iceberg of insecurity.	Strategies and tactical actions can be defined to face key relations among main insecurity factors and to reinforce key relations in public insecurity.
Legality is guaranteed. More simple, although more confusing evaluation.	More complexity when guaranteeing civil rights. More complex, although more efficient and precise evaluation.

Table 1. Reaction versus pro-action in police action.

In our international study (Gandarillas and Gómez, 2014a), results show that this kind of resistance occurs in every country studied. All managers interviewed mentioned that they were already networking, but most of them were just reproducing the stovepipe model. If we understand the idea of network as a bilateral procedure of communication where agencies derive their actions from each other, it is true that almost every service and public entity network. However, the concept of network involves a more systemic and planned joint effort, where all agencies and organizations work together in order to enhance means of development and public security (Diamond and Mead, 2004; Keast and col., 2004).

In accordance with these theoretical and empirical results, we need to develop:

- General integrated models of organization and coordination of different institutions and communities so that they can guarantee the inclusion of every citizen. Community-centred inter-institutional systems.
- Work planning in every public service of a given territory.
- Rationalization of existing resources, reducing overlaps, duplicities and the range of tasks and public services involved.
- Ways to solve role ambiguities and conflicts between agents and entities.
- Methods to identify and meet people most in need of our services, ensuring the coverage to all citizens.
- Methods to minimise the division of services and the watertight compartments.
- General interventions focusing on the community as a whole system. In relation to public safety needs and problems, negative factors should be studied and tackled with, while positive factors should be strengthened (formal and informal resources).
- A general organizational development of the institutions including more simple vertical and horizontal structures by strengthening teams and replacing processes and individual directions.

There is a need to go even further in order to spread the approach to every structure and

organizational and inter-organizational process. We outline next the basic elements of a general integrated system aimed to generate a community methodology, which will be proactive and common for every organizational and inter-organizational process, and for every structural level focused on a diverse society.

3. General structure in a community governance model

In order to address all these needs, challenges and opportunities, we established the basis for a new governance methodology focused on a diverse community. The resulting Integrated System of Community Governance was designed using a progressive method where members of the community, professionals and experts from different countries took part (see Gandarillas and Gómez, 2014a for a whole description of the study). Using an approach focused on social and cultural diversity, the model was selected to be implemented in any city or country, especially those with high social diversity and complexity. The system structure defined here (see Gandarillas and Gómez, 2014b, for a detailed description of the method) can be implemented in every sector of public services (public safety, justice, health, education, social services, urban planning, environment...). However, we will focus here on public safety, which is the object of this study.

We propose an inter-organizational structure which means a U-turn in relation to the traditional administrative management model. Here citizens and community are at the top of the organizational chart, and management combines not only services for the direct integrated relationship between citizens and the community, but also the means to guarantee safety and co-existence (see Figure 1 for a T-relational management model). This model uses integrated inclusive strategies taking advantage of the diverse needs and resources existing in a territory whose elements (problems and solutions) relate according to a systemic model. This system allows an inter- and intra-organizational development aimed to simplify complex vertical and horizontal structures through the exchange of levels for work teams (see Figure 2 for an example).

The model includes all the basic elements existing in community management and organization. They are implemented progressively starting with: (1) general community managers using collaborative leaders' skills to stimulate (2) inter-organizational teams which will promote (3) community networks of partnerships among private and public entities, both formal and informal, in order to revitalise (4) the community fabric organization expressed through citizen counsels. Many studies (Brown and Keast, 2003; Diamond and

Mead, 2004; Frederickson, 2005; Galaskiewicz, 1981; Keast, Mandell and Brown, 2006; Klijn, 2010; Linden, 2010; Martin, 2010; Natera, 2004; O'Toole, 2010; Osborne, 2010; Pedraja and Rodríguez, 2004; Schermerhorn, 1975; Wells, 2009; Gandarillas and Gómez, 2014a) show that a citizen-centred service system, when citizens are taken in their contexts, needs at least these 4 levels of leadership.

The strategic model tries to strengthen networks and chains of sustainable values on public safety. It links sources, processes, security objectives and coexistence aims at a community level (See Figure 3 for an example). Management system will be based on strong values and elements which can offer a better potential, both tangible and intangible, as a processes source. At the same time, it will concentrate on identifying and reaching users in greatest need. This management tries to increase its values progressively so that they will reach worst situations. Finally, the improved governance will provide the community with welfare and quality of life.

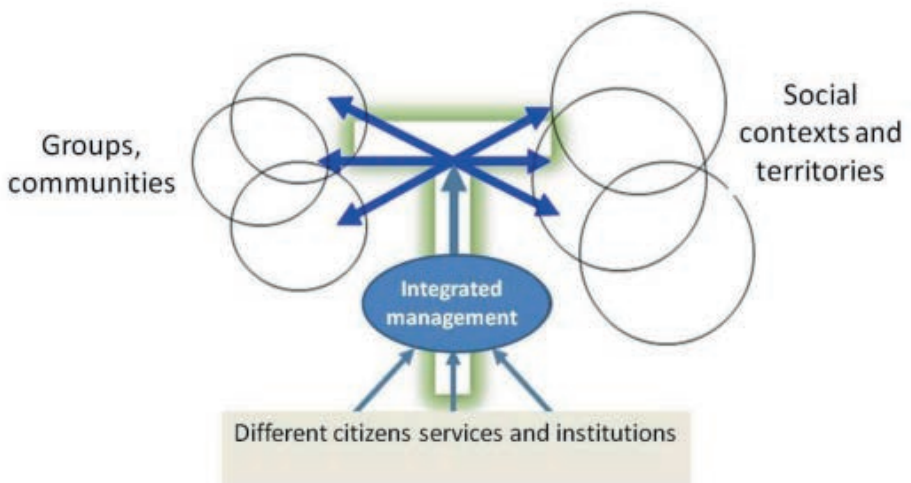


Figure 1. T-relational management model for public services.

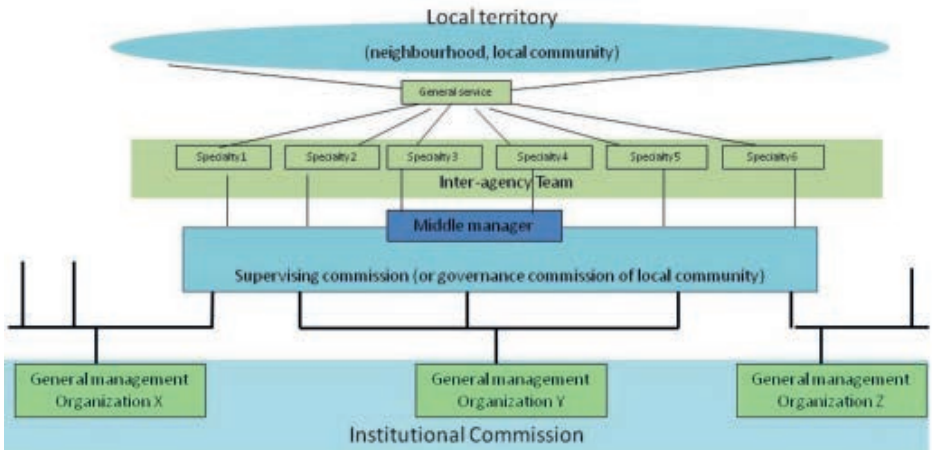


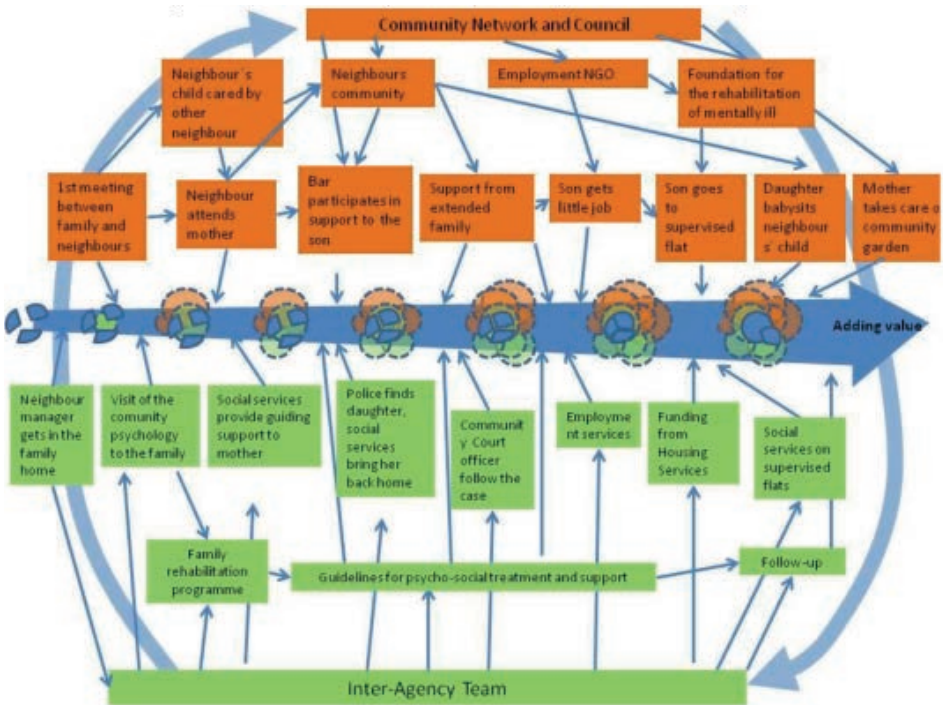
Figure 2. The diagram shows the structures of the system that allow inter- and intra-organizational change through both complexity reduction and decision-making deconcentration in the organizations. Inter-agency or inter-organizational teams lead to greater simplicity, organizational defragmentation and social integration, supported by a new work order based on horizontal and vertical integration.



Figure 3. Example of a dysfunctional family attended by public services based (a) on the traditional method; and (b) on a model with chains of community values. This example has been inspired by a real case which was referred to the Safety and Justice Community Service in Madrid.

Case description. Local police received repeated complaints by the neighbours in a building about a family with aggressive and anti-social behaviours. The family lives in a small apartment, being composed by a 74-years-old mother with a 45-years-old son and a 42-years-old daughter. The son, treated by a psychiatrist, urinates and burns papers in the common patio and shouts to the neighbours. The mother spends a lot of time in a public bench at the street. She has a problem in the hips (so she is attended by social services), and her daughter is frequently missing from home, perhaps as homeless. The family does not seem to keep contact with their family and social environment. Police has problems contacting them, as they seem to hide any time police appear. The apartment does not have light due to non-payment.

- a) Traditional, prevalent system of family services. The outcomes increase intra-family fragmentation and from its community context.
- b) Example of system based on planning of community value chains. The outcomes re-structure the family and empower community cohesion, enhancing the value of social capital.



Shift towards an inter-organizational structure

A U-turn in structures means that the community is placed at the top of the organizational chart. For a supracommunity structure (a whole district or city), the model provides an area for interinstitutional coordination (See Figure 4). Later in this book, we will show a design, implemented in a district of Arganda del Rey (Spain), which illustrates this kind of organizational charts.

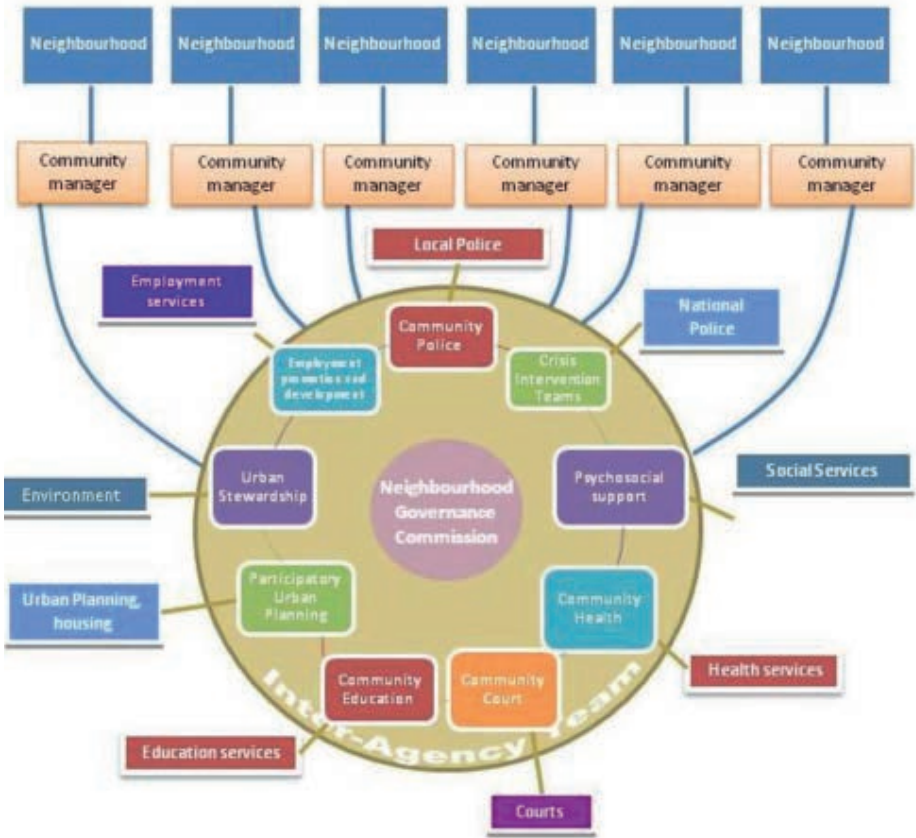


Figure 4. An example of a model based on inter-institutional coordination and on a supracommunity structure.

4 Implementation processes and challenges

Implementation procedure

The model proposed here includes elements and objective models to be studied individually and to be implemented in the long term. This is not an 'all or nothing' model. The general design can be either fully or partially implemented (only specific elements and organs) or it can be adapted in different stages. The new model is based on a number of minimum criteria without adding any new elements to the existing ones. This model redefines and simplifies already existing services and roles. Placing the citizen at the core of our job, we aim to rationalise structures, to optimise services and to improve its cost-efficiency. The deployment procedure requires an implementation programme, whose restrictions, constraints and opportunities of implementation should be studied. Such a programme to manage threats, obstacles and contingencies should always be included. The duration of the implementation process may vary before the objective model has finally been achieved. In the meantime, transitory systems with different elements may be implemented at different paces.

Change and development processes

One of the objectives of the inter-organizational development is to facilitate the development and change of every institution through the reduction of horizontal and vertical structure of organizational charts. Inter-organizational teams, which promote community governance, working together to increase community self-effectiveness.

Resistance and obstacles to change

We may meet resistance among workers of the public agencies threatened by changes. For the new roles, we need to choose and trained the best professionals with a true vocation. New posts must be highly valued in the organization. However, the biggest obstacles may be found in inter-organizational teams work. Some authors know these problems exist so they emphasise the need to develop collaborative leadership strategies (Linden, 2010). The great complexity of organizational structures in public services will be another constraint of change. We need to simplify and deconcentrate decision-making processes using inter-organizational teams. As regards as crime prevention, Gilling (2005) points out certain guidelines in order to make this inter-organizational collaboration work:

- To define together a clear common mission or objective;
- To use leaders to allow processes to move forward and to maintain enthusiasm;
- To build up clear structures with small inter-organizational teams. Their roles and their strategic operative functions will be clearly defined as well as their communication channels;



Figure 5. Community governance - A tool for inter- and intra-organizational change

- To clearly define the resources that every organization allocates to collaborative tasks, time resources included;
- To bear in mind the cultural and professional knowledge of every institution, along with the individual initiative of every collaborator;
- To give teams and inter-organizational structures time to develop;
- To accommodate strategies to any ideology and knowledge of every officer.

Any possible complication should be foreseen and taken into account when designing the strategies for the implementation plan. Although final models can be similar across the diverse community, the implementation procedure will be different for every case because it depends on the initial structure we start from. Thus again, we will need to define the strategies and implementation procedures for each case. The best strategy is usually the result of a detailed study of the threats, constraints, strengths and internal and external opportunities planned for every particular case.

Governance assessment in public safety

Crawford (1999) points out that less transparency and higher opacity in accountability and in work assessment in every institution are some of the main limitations of the inter-organizational work and governance models. This is due to the fact that part of the work is performed by officers from other entities, so it is more difficult to make evaluations with the regular methods. This might even lead to the slackness in accountability, especially political, so as to avoid conflicts with other entities. And finally, democracy quality may be undermined because services lose their control ability, their legitimacy, and consequently, their capacity to attend the whole society. At the same time, inter-organizational coordination can be a source of opportunity to improve work assessment processes in every institution or department because it can facilitate:

- Transparency in procedures and results because agents will be constantly interacting.
- The implementation of formal methods and procedures for officers to evaluate each other, and also comprehensive inter-organizational assessment systems (where all stakeholders, including the community, participate).
- Joint objectives and common assessment indicators based on them.

This last point will be studied in detail in the next chapter of this book.

Results of the system

As an overall result of the implementation of the model or system, we can expect an improvement in the services of a city or town, and in particular:

1. Proactive, inclusive methods used in every public system of the diverse community.
2. A comprehensive service with inclusive criteria that treats every citizen as a unique person with their own needs and values.
3. A higher participation of public sector and citizens, and a better use of informal resources and social capital.
4. Better cost-efficiency and less public expenditure.
5. A better assessment of the quality of the service and its monitoring based on models of social auditing and transparency management.
6. An improvement on satisfaction levels of citizens and officers.
7. Better compliance with democratic mandates of public administrations.
8. Full achievement of a democratic constitutional state.
9. The development of every organization towards more simple and operative systems.
10. Public administrations being placed at the international forefront with innovative models of organizational management.

BEFORE

Care services
User at the bottom
Reactive attention
Sectionalised attention
User seen as costs
Based on dogmas
Focus on services

LATER

→ On-site action
→ Community at the top
→ Proactive attention
→ Comprehensive and relational management
→ Citizen seen as a resource
→ Based on evidence
→ Focus on the citizen in his/her community

The role of the community officer is to lead so that the community can lead.

5. Conclusions: an international opportunity for a diverse society

In conclusion, the diverse society approach provides a differentiated attention to the citizen in order to get universal equal rights and to prevent discrimination against cultures or social groups. Being a method based on social diversity, it can be implemented in any culture or society, as it avoids cultural-based discriminations, which reduces resistance to change –very common in officers working within frameworks adapted to a specific culture,. Bringing individual singularity to the centre stage give us a universal approach to our work.



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CHAPTER 4

Governance and safety assessment

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Assessment is essential in any public policy or service in order to move forward, to improve on and to find out which practices and methodologies are the most adequate for our objectives. There are many methods and tools to assess public safety and local governance. However each method is based on different concepts, and many show limitations when used in the wide and integrated framework of community governance and public safety. It is also important to know the objectives of the practices and of the working

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methods to evaluate. Since we want to know the causes of insecurity problems and the sources of safety values in a community, the evaluation method must be interdisciplinary and be focused on individual, social and institutional factors. And finally, we want a scientific method that provides the maximum degree of reliability, validity and accuracy. We wonder if current evaluation methods meet these objectives so in the following pages we will briefly review them.

1. Limitations of the classical methods for public safety evaluation

There is a wide variety of methods to evaluate public safety, not only the level of security in a neighbourhood or city but also the services aimed to this purpose. All methods are based on a particular idea of safety. For that reason, classical evaluation methods, which are still the most common, usually focus on the impact of crime intervention with a positivistic approach, that is to say, observable and quantifiable. They often include quantitative indicators of variations in the criminality rate and crime clearance rate. The most common crime impact indicator is the number of crimes reported to the police.

However these evaluation tools do not offer accurate information when we use integrated and wider public safety concepts, such as those considering the causes and consequences of crime. Reported crime rates measure intervention but not the reality of the phenomena. They include neither the many factors and elements that affect and explain the development of crime nor the work carried out in relation to crime.

Alvazzi (2010) highlights how important is to improve the mechanisms to collect and process data and to obtain more reliable statistical indicators that can be used in cross-national comparisons. She considers that most of the countries should improve the following areas: data collection methods, adapting them to the local territory; training specialists; engaging the departments involved; overcoming fears about the use of the information; a better inter-agency participation and coordination; a better use of information technologies; a higher number of surveys; a better dissemination of the results; and a greater effort to use indicators that permit cross-national comparisons. Aebi, Aubusson, Barclay et al. (2010) pointed out a series of limitations that should be taken into account when using police reports to make comparative studies of crime rate:

- Police comparative statistics do not show how varied or exhaustive the measures against crime are.
- Victims can decide not to report the crime to the police for different reasons: fear of the offender (even of the police in some countries); lack of confidence on the usefulness of reporting; or just because they are not aware of having been the victim of a crime.

- Reporting a crime can be humiliating or self-incriminatory (if the victim has also committed a crime).
- Police may not include some complaints in the statistics.
- Minor crimes are more likely not registered.

Apart from that, we should add that the complaints used in statistics do not always reflect a crime. When comparing crime among countries using police reports, we should also consider that complaints are filed in different ways depending on the country, which affects the information the citizen provides. For example, in the United Kingdom a citizen can confidentially file a claim with almost no legal consequences for him, whereas in Spain a formal complaint is needed, with legal proceedings and a notification to the defendant, which refrains victims from reporting the crime.

Crime clearance may provide more valid information than claims. However, we are not completely sure a crime has been 'cleared' until a final sentence, and even then figures can be biased due to the guaranteeing practices of justice that can produce false negatives or false positives. Justice and public safety scopes are different so justice indicators cannot be direct criteria to measure public safety. In addition, countries have different penal laws and classifications of crimes.

Another bias in assessment is related to police methods which are different in every country. In many countries figures about crime impact are difficult to separate from those about the impact of public safety practices, so in the case of an increase of the crime rate it is difficult to know if it is caused by a crime increase or by the capacity of the system to detect it. Learning about procedure changes is not enough information because crime detection depends on a lot of factors with effects in the medium and long term. The main common bias in most countries comes from the fact that police procedures are mainly based on reactive actions. Thus the assessment of public safety practices usually focuses on the fight against crime, and areas such as prevention are forgotten. Therefore, police hardly gathers contextual information regarding causes and consequences of crime behaviour, so it will only register the commission of a crime.

Sagant and Shaw (2010) carried out an international research on the assessment of public safety prevention practices. They found that 21.5% (11 countries out of 51) did not evaluate crime prevention, while 45% (23 out of 52) did. These authors also pointed out that there are many countries where only partial aspects of public safety are assessed (for example, operational actions to respond to crime), or only specific projects are evaluated, or there are poor transparency and dissemination of the results. Most complex programmes, which count on citizens and community participation, are the least assessed. Besi-

des, evaluation results have such a limited impact that many programmes continue even though they have been proved to be ineffective, whereas positively assessed programmes are ended. They noticed that in general there is a lack of objectivity and impartiality both in the interpretation of results and their dissemination and use. Systematic, methodical and exhaustive assessment tools have little presence in many countries.

These authors reviewed eleven evaluation guides on prevention practices. They found positive elements in most of them: cost-benefits analysis was frequently cited; and interesting methods such as proactive evaluation, which actively seeks for the root of the problems identified in the evaluation, were sometimes mentioned. However the guides gave little information about assessment methods, being mainly focused on impact indicators, which echoed a classic positivist vision of evaluation and public safety models. Few handbooks openly referred to evaluation strategies and resources. In most of the cases there were insufficient indicators included, but too many references to crime or victimisation rates.

In their conclusions, Sagant and Shaw (2010) recommended to make a greater effort to use multilevel assessment with multiple indicators from different actors. Citizens, social agents and the community participating together in collaborative and action research programs is a basic strategy which has proved to be more efficient, precise and useful, not only for the design of the programme and the definition of the indicators, but also to collect the information about the processes and their impact on public safety. According to these authors, it is important for the improvement of the evaluation processes to empower the communities so that they can participate in the evaluation with an action-oriented approach.

Apart from the limitations mentioned above, Gandarillas and Gómez (2014), in the framework of an integrated model of public safety, found that many classic methods of evaluation focusing on crime indicators also have the following limitations:

- They do not take account of the information about the citizens, either of their needs and problems or of their resources.
- They do not include many basic factors from different areas (urban planning, economy, family, education, culture, psycho-sociological areas, etc.) which would help to identify the causes, consequences, triggers and other questions that affect the crime.
- They only mention the crime and do not include positive factors related to full safety (versus insecurity).
- They do not differentiate between public safety in a territory and public safety services.

- They do not include significant information from different sources (citizens, practitioners from different areas, experts...).

All this provides a narrow and limited diagnosis of a very complex and multidimensional phenomenon, which hinders the design of actions, strategies and measures to improve security. It also entails self-satisfied conclusions because they use the same concepts of public safety that the services they want to assess.

2. Current evaluation methods

In the last decades, other methods have appeared to collect more accurate and scientific information, without having needed to change the classic concept of public safety. Victimization surveys, which ask people if they, or somebody they know, have experienced any kind of crime and how they feel about their security, are increasingly used (García et al., 2010; Van Durmen, González and Durán, 2011; Vuanello, 2006). Thanks to victimisation surveys it was known that about half of the crimes committed in the USA are not reported to the police (Plant and Scott, 2009). Crime Victims Surveys (ICVS), carried out by the UN Interregional Crime and Justice Research Institute, are an example of the effort made to compare levels of victimisation across countries (EFUS, 2007; García et al., 2010). Victimization surveys usually ask about crimes. We can also add items asking about public safety in a positive way, including questions about informal elements and resources related to safety and protection in the community or about the social environment of the victims.

Although victimisation surveys let us know the degree of validity of the crime information provided by the police force, their main limitation is the difficulty to do comparative analysis due to the different types of existing questionnaires and procedures. Apart from that, the subject is so delicate that it is difficult to make a questionnaire which can avoid a validity bias because citizens have different ideas of safety in their environment. In any case, victimisation surveys are still an essential tool which should be used by every public safety service (García et al., 2010; Van Durmen, González and Durán, 2011).

Tilley (2009) enumerates a long list of problems related to the internal and external validity of the most common evaluation methods used to assess public safety intervention. These problems are mainly caused by a scientifically poor design of the research: little methodical accuracy in the formulation of the hypotheses; lack of systematisation which would guarantee the inclusion of all the significant factors; absence of control groups; insufficient information collected before the intervention; bias in the samples due to lack of a random sampling; and research bias in the action research projects. Tilley concludes

that all these limitations can be solved with solid and ethical designs. Crawford (1999) states that surveys should be taken very cautiously for different reasons: their limitations to reflect the complexity of public safety and its causes; the difficulties to identify certain crimes (like corporate crime); the ideological bias of the questionnaire; and the shallowness of the methods used to collect citizen's perceptions.

The United Nations, worried about the limitations existing in the assessment of public safety and the impact of the fight against crime, in 2003 created the United Nations Evaluation Group (UNEG) which made a list of eight basic criteria for a good evaluation:

1. Transparency of the evaluation processes
2. Specialised knowledge and experience
3. Independence
4. Impartiality of the evaluators
5. Intentionality (planning, objectives, real utility of the results)
6. Commitment and capacity to be evaluated
7. Quality of the evaluation
8. Take note of the recommendations arising from the evaluation

The United Nations Office on Drugs and Crime (UNDOC) drew up a handbook on the crime prevention guidelines (UNODC and UN-Habitat, 2009). The handbook includes a number of factors and criteria that should be taken into account when defining evaluation indicators, so that the assessment can address prevention with a multi-causal and integrated approach. Criteria should be related to a thorough research and include: the needs, risk factors and vulnerability of the population and the territory; the training of the agents on preventive strategies; the planning at a national, regional and local level; management and operational systems; and inter-agency coordination and wide partnership.

Current trends entail new challenges for the evaluation of public safety because many prevention objectives can hardly be measured (Crawford, 2009). For this reason, new indicators of safety are added to the existing ones (Barchecheat and Sansfaçon, 2003; Pérez, Antolinez, Cabrera and Peligero, 2010) and the new methods to collect data are more qualitative, participative and multilevel (Eck, 2005). These methods should also study the qualitative information obtained in the meetings with the community (Reanauer, Duffee and Scott, 2003). Eck (2005) pointed out that generalisation is a basic element if we want to reach valid conclusions. Situational prevention, for example, cannot be easily generalised because it focuses on the characteristics of a particular place. A good theoretical formulation is very important for the validity of the evaluation (Eck, 2005).

Recent models are focused on obtaining precise results and products. Their approach to security is based on evidence, performance and accountability. These positivist trends are reflected in the reports about 'what works' and 'what does not work', forgetting questions such as 'what has to work', 'why something works and why not' or 'what can function better'. According to P. Ekblom, a good method to assess public safety must include the 5 Is: intelligence, intervention, implementation, involvement and impact. The diversification and contextuality of the information are essential for a preventive evaluation (Sagant and Shaw, 2010). Contextuality of the information, comparison of the results and transferability to other territories should go hand in hand and be included in the planning of the evaluation.

There has been a proliferation of Safety Observatories, which is a proof of the difficulty of evaluation. Sagan and Shaw (2010) found out that more than half of all the observatories were in Latin America. They derive from police departments, so impartiality is affected, and do not include data mapping. The report of the European Forum for Urban Security gave good examples of evaluation and social audits (EFUS, 2007).

An integrated evaluation model: Based on an integrated and interdisciplinary approach to public safety (understood here as a systemic relationship among factors that enable the protection of citizens' rights), and trying to overcome the limitations of other methods mentioned above, we define an integrated framework for the evaluation making a distinction between the situation or level of public safety in a territory and the public safety services that address safety in its full complexity.

The framework to study the situation of public safety should include indicators such as risk and vulnerability which will help us detect and prevent the multifaceted factors influencing insecurity. It should also consider positive factors which naturally encourage safety and peaceful coexistence. That way, a wide range of indicators should be taken into account to make a general diagnosis of public safety in a particular community.

The following groups of factors should be taken into account to obtain indicators about public safety using modern participative methods:

- Urban, architectural, environmental and social factors can give us information about the risks for developing insecurity (Canter and Shalev, 2008; Canter and Youngs, 2008; Clarke, 2005; Shaftoe, 2008, 2011; Tilley, 2005).
- Factors related to the quality of the relations between people, groups, associations and the community in general can provide information about the level of conflict, cohesion and social peaceful coexistence (Montero, 1998; Mooney and Neal, 2009)

- Factors related to education, socialisation, childcare, intrafamilial relationships will be a key element in the models of developmental criminality (Kury and Woessner, 2002; Redondo and Pueyo, 2007).
- Factors related to the psychological and behavioural understanding and development of safety in the social context of citizens, groups, associations and community (Canter and Hodge, 2008; Gómez and Navas, 2008; Lott, 2010; Moya and Rodríguez, 2005).

Besides, indicators of planning, management, implementation and outcomes in relation to the factors previously mentioned will give us extensive information about the satisfaction of citizens and workers and about the efficiency and effectiveness of the different strategies and practices carried out by the public safety services in their fight against crime and also in crime prevention and public safety promotion. Our planning will be then more comprehensive and multilevel. If we address public safety with an interdisciplinary approach, including causes and consequences, and with services based on interagency collaboration, public-private partnership and community participation, means we are also including the evaluation of the local and community governance in our methodology.

R. Jaffe (2013) underlines the importance of also including criteria of transparency, accountability and specialists and citizens' support. He thinks it is essential to focus on the strengths of the local community, that is to say, to analyse the potentialities of a community instead of its needs and problems. In his opinion it is also important to measure the collective effectiveness for planning problem-solving strategies and the mechanisms and resources used for that. There are other elements that should be included when analysing the level of community governance: community manager's skills and competences, community spirit, community involvement, and an appropriate training programme. The system this author recommends to evaluate community resources includes 10 elements:

1. Community ownership
2. Community development
3. Access and equity
4. Advocacy and social action
5. Leadership, collaboration and sector linkage
6. Compliance, reporting and acquittal
7. Staff and volunteers
8. Strategic planning
9. Risk management
10. Financial management

It would be interesting to include here the concept of corporate governance, that is to say, the capacity of an organisation to collaborate and involve other organisations and citizens in the management and implementation of services. Governance International has included the following criteria in their assessment system:

1. Degree of orientation of the organisation towards outcomes
2. Collaborative work with partners
3. User's commitment
4. Effective political, organisational and community leadership
5. Learning and innovation

Within the framework of public safety, Diamond and Weiss (2009) include the following elements to assess:

1. Partnerships among municipal agencies: Operationalising partnerships; the role of leadership; the quality of the relations between agencies; the history of previous relationships between agencies; and the interest of departments in developing relationships.
2. Partnerships with the community: Operationalising partnerships; the role of leadership; actions to engage citizens; interest among the community; attention to community concerns.
3. Collaborative problem-solving efforts: Operationalising collaborative actions to solve problems; the role of leadership; community's interest; proper use of technologies.
4. Organisational change: operationalising organisational change; the quality of the organisational management; transparency; accountability; the change of organisational structures; personal skills of the community agent; training; communication and information technology; the role of leadership, allocation of resources; and political support.

The European project 'Security in Diversity' included a scientific deliberative process to define new frameworks for public safety in the diverse society. This process used a model of governance designed by experts, practitioners and citizens from different countries. It concluded with a set of international guidelines, including those related to community governance in the diverse society (Gandarillas, 2011). The guidelines highlight some elements that should be taken into account in the process of governance for public safety and justice, and its assessment:

1. Mechanisms for services and quality management, using criteria such as the capacity to reach every citizen; the ability to draw together all the resources and services for citizens and their contexts; and the role of community managers as generalist agents.
 2. Interagency collaboration according to criteria such as an adequate definition of the role of every agent in inter-agency teams, the role of community managers in the framework of the collaborative leadership, the role of departmental officers as specialists, the empowerment levels of the governance system, and the processes of simplification, deconcentration and horizontalisation of the organisations.
 3. Information, transparency, auditing and accountability according to criteria related to confidentiality levels and public information about public safety and accountability results.
 4. Citizens' participation under criteria related to a clear definition of participative roles (versus professional roles); level of independence in the decision-making spaces; transparency and accountability of actions and results; inclusiveness and quality of network structures; advice; and community, cohesive and extensiveness leadership.
- In order to overcome the limitations of the assessment procedures of public safety, and to use the opportunities provided by governance approaches, we carried out a study to design and test an evaluation system of public safety in the framework of governance for public safety.

3. Methodology and procedures

Geographical area: the main study area was Juan de la Cierva neighbourhood (Arganda del Rey, Spain. See map in the Appendix). Similar projects of the Safety Governance City Network were also included for the comparative analysis, including those implemented in El Vendrell, Barcelona, Lisbon, Berlin, Pasadena, Brooklyn, Madrid and Enschede.

Study population: Neighbours of Juan de la Cierva neighbourhood (350 households); and members of public and private entities who develop some of their activities in this neighbourhood (200 entities in total).

Design of the research project: the scientific design of the project combines participative and hypothetico-deductive methods, in an epistemological frame both integrative and constructivist. Information is being built through the integration of the wideness of the quantitative information and the deepness of the qualitative information, along with the creation of new more proactive information towards participative strategies. The project was constantly under evaluation according to a participative action-research methodology. Researchers collected qualitative and participative information in the meetings and

group interviews held during the implementation of the project (there were more than forty meetings and interviews). The information gathered in the field visits to Berlin, Barcelona, El Vendrell and Lisbon was also included, alongside the information collected in the home interviews and from the entities.

Apart from all that, a summative evaluation was done at the end using the information collected through the questionnaires that neighbours, traders and social agents answered. A wide range of evaluation criteria were chosen after having done an international bibliographic research on evaluation methods (Gandarillas and Gómez, 2014). The multidisciplinary criteria included were related not only to the commission of crime and offences but also to other issues such as environment, architecture, urban planning, health, education, finance and public management.

In the list of assessment criteria of public safety, 71 negative criteria (related to insecurity) and 118 positive (related to safety) were included. The list was studied by a group of 32 experts in different fields (public safety, justice, urban planning, economy, public management, psychology and sociology) from Spain, USA, United Kingdom, France, Portugal, Italy, Germany and Brazil. They made up the external assessment commission of the project (they are included as authors of this chapter). It was also provided to the community agents in the Interagency Team of the Project Sustainable Safety Governance in Arganda del Rey, made up by police officers, social services, education, health, citizens, youth, employment and public management. All of them were asked to select 20 negative criteria and 20 positive that, in their opinion, should be included in an evaluation questionnaire on public safety, understood as the conditions that support a peaceful coexistence based on the respect for every citizen's rights. Among the criteria most commonly cited, the researcher team chose those better representing all the areas. They then made a questionnaire with items reflecting those criteria. The questionnaire was again sent to the experts and to the community agents for a final adjustment. The final questionnaire is included in the appendix of this book. Eventually 65 people answered it: neighbours, traders, business people, workers and public agents of the study area.

Quantitative, qualitative and participative studies were combined in a constructivist process in which the qualitative and participative results provided a deeper meaning to the study.

4. Results and discussion

We would like to highlight the capacity of the method to detect a group of public safety elements that usually remain hidden in the traditional methods. This method provides wider, deeper and more extensive information about safety and insecurity in a given te-

territory, which helps us to design a planning more focused on prevention and promotion. At the same time, it provides information about the impact of the work on prevention, something that is hidden with traditional methods. Including factors related to environment, architecture, housing, economy, education and society make it easier for us to agree with neighbours and workers on objectives focused on the improvement of the quality of life and social welfare as a strategy to promote safety based on the strengths, the resources and the social capital of the territory. That way these evaluation methods become tools for the participative and collaborative analysis and accountability. They improve the transparency and the validity of the results because they compare their evaluation according to a 360° evaluation approach (which includes users, officers from different departments and managers).

In conclusion, the preliminary results of this study suggest that an assessment method based on an interdisciplinary concept in the framework of governance work and with the involvement of the diverse society can allow us to address public safety and justice as positive values in the territory, and not just as the absence of crime.

Main results of the evaluation process of the SSG project in its community implementation

Although the final evaluation of the project is not available on the date of this publication, we can establish several main conclusions on the preliminary results the assessment process.

- According to neighbours and traders, there had been an improvement of safety and peaceful coexistence indicators in the study area in the two years of implementation of the project.
- The project facilitated awareness raising, sharing of knowledge and consensus of the public agents, entities and neighbours on the direction to improve public services.
- The proposed governance model was widely acclaimed by neighbours, entities and public agents.
- As the main limitation we can mention the difficulties of and resistance from most of the public departments and institutions to change their usual departmental way of working in their offices, towards an inter-agency team work carried out on-site where the problems can be found. This was an important factor that prevented us to reach more citizens and get greater citizens' involvement and participation. This seems to be related to the fact that it is difficult to move from a culture based on users' demands to a more proactive one. A related limitation derives from the characteristics of officers' jobs, based on office work waiting for the user to appear, and the formal structure of services, specialised and focused on particular citizen's demands.

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CHAPTER 5

Examples and good practices in the Sustainable Safety Governance Programme

Live your neighbourhood in Arganda del Rey

Verónica Barroso Testillano ¹ and Elena Villa Henche ²

'Public safety is the social situation in which everybody can freely enjoy their fundamental rights while public institutions have sufficient capacity, in the framework of the rule of law, to guarantee them and to respond efficiently when they are infringed... In this way, the citizen is the main object of the state protection... Therefore, institutional interventions aimed to prevent and control crime and violence (public safety policies) can be considered an indirect, but significant, opportunity to both support the sustainable economic development and strengthen democratic governability and human rights validity.'

Inter-American Commission on Human Rights

1. Context of the project

Arganda del Rey is a municipality with 55.981 inhabitants (National Statistics Office, 2013) located in the south east of Madrid (Spain). The number of children and immigrants, especially from Romania, is very high. There are big differences within the population so every person has his own idea of safety, what reveals how subjective the concept is. According to some studies (Naredo, 1998) the sense of insecurity is related to factors as varied as personal conditions (sex, age, etc.), social conditions (environment, work), socialization networks or lifestyle. All these factors can trigger serious social conflicts and coexistence problems, being necessary a police intervention in order to restore public order and peaceful coexistence.

However, safety does not necessarily mean repressive measures applied by the police force. On the contrary, alternative measures, prioritising crime prevention and safety understood as social cohesion, are available. They are based on promoting principles such as freedom, social justice, citizens' participation and equity. A Sustainable Safety Governance (SSG) pilot programme called 'Vive tu barrio' (Live your neighbourhood) has been developed since 2013 in this framework of public safety. The main objective of the project has been the implementation of an Integrated Governance System for Safety and Justice which involves the following points:

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- Developing a community programme for public safety in order to prevent crime and to improve peaceful coexistence in the whole town, and especially in Juan de la Cierva district (study area). The main elements of the programme are the community officers from the Local Police and from other local departments.
- Defining and promoting a new public safety model based on human-rights, which addresses both town and citizens' needs and resources and highlights more vulnerable groups.
- Integrating the promotion of safety, social equity and peaceful coexistence into the new public safety model through inter-agency team work, private-public networks and citizens' participation.
- Improving effectiveness and cost-efficiency of public safety services along with citizens' standards of living.

2. Selected territory and recipients

The chosen territory to implement this project is located in the heart of the town, next to the municipal premises and in one of the most important historic and commercial routes of the town. The geographical study area comprises 355 households in the following streets: Juan de la Cierva, Los Huertos, Puente del Cura, San Juan de la Cruz, Matadero, and the Plaza del barrio (see Appendix 2 for a map of the area). Due to its social and cultural diversity, Juan de la Cruz neighbourhood is a unique complex place shared by more than twenty nationalities (mainly Romanian and Pakistani). There are 1,333 people living in the area, 47% of them are Spanish, the other 53% are immigrants (Municipal Register, June 2013). Romanians account for 77% of the migrant population, while Pakistanis do for 11%. Another relevant figure comes from the fact that Spanish population is the oldest in the place with 59% of people over 44 years old, while 87% of the migrant population is underage.

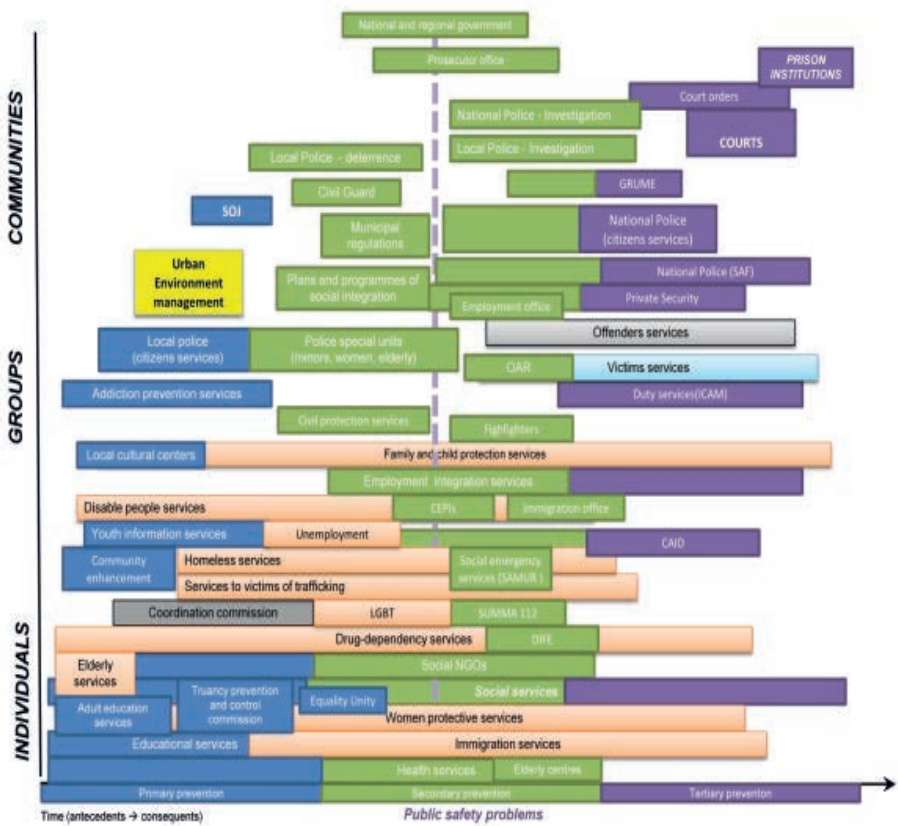
All these factors have been decisive in choosing this territory to implement the pilot project SSG.

3. Diagnosis of the initial situation

The governance area of the Council carried out a preliminary study of the neighbourhood in the three first months of the project implementation. Both private and public services and resources in the three different administrations (local, regional and national) were analysed. See a diagram of the services and resources of Arganda del Rey below. Diagram of resources and services regarding public safety (prevention of and fight against crime)

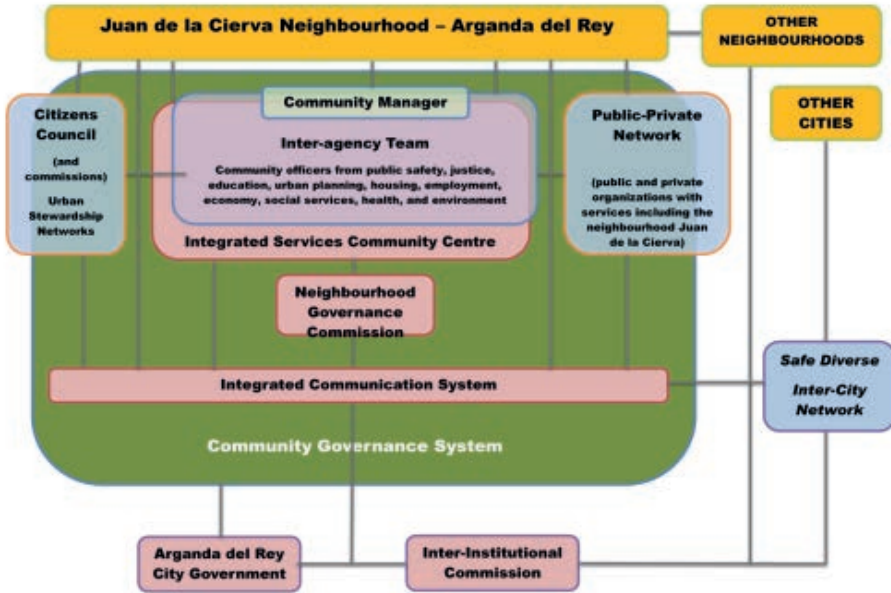
4. Development of the project

Methodology: The main objective of the project is the implementation of a simple and innovative governance system for public safety and justice in order to improve effectiveness, cost-efficiency and citizen's satisfaction (see graphic with the governance structure of this model).



Community governance structure deployed in Juan de la Cierva neighbourhood (Arganda del Rey)

The project has been implemented in different stages. As we have mentioned above, a preliminary study was carried out at an **early stage** in order to define the implementation process, tailored to the needs, resources and opportunities of the neighbourhood. Once the main needs of the area had been defined, the following actions were carried out:



- **Dissemination of the project** through its submission to the Municipal Council meeting and through an informative letter sent to the neighbours.
- **Analysis of the resources and services** at a local, regional and national level.
- **Informal interviews** with the different community officers.
- **Partnership** with the different entities and organisations working in the town, such as the Red Cross, Caritas, Dor Román, Manos Unidas and ASEARCO.
- **Creation** of an Inter-Agency Team (IAT) consisting of different departments of the Council (Childhood, Youth and Health; Citizens' Participation; Social Services; Education; Town Services; Employment and Equal Opportunities; and Local Police). The IAT holds a meeting once a month to deal with Juan de la Cierva neighbourhood issues.
- **Diffusion work and awareness-raising** to foster citizens' integration and participation.
- **Leisure activities** to promote stakeholders' participation. An example of this is the 2nd Street Beautification Contest, held in the framework of the town festival in 2013, in which local traders and children participated.
- **IAT technicians' participation** in regular meetings with the neighbours to tackle most important issues affecting the community.
- **Outreaching services** have been provided by Local Police since October 2013. Poli-

ce have been working closer to citizens through the following actions:

- **Regular patrols** of the Community Policing in morning and afternoon shifts.
- **Attendance** at the regular meetings of the participatory bodies.
- **Intervention in neighbours'** conflicts in relation to non-compliance with the municipal bylaws about having dogs and other pets; daily town cleaning; rubbish disposal; and drug use on the streets and public places.
- **Assistance to the victims** of a crime or administrative abuse.
- **Information** about crimes and administrative abuse.

At a **second stage**, the **training programme Integrated Methods of Citizen Services Management and Governance** was organised. It was intended for municipal officers participating in the project, and also for practitioners and managers of community services. The main purpose of the programme was training community officers working in new models and frameworks. Forty-three practitioners, with a varied range of professional roles, attended the course: policemen, social workers, educators, instructors for leisure activities and sociologists. The programme included the training on community governance, collaborative leadership, citizens' participation, team work skills, and the roles of community officers. This programme meant a great opportunity to exchange experiences and to open a space for dialogue among the practitioners participating in this project or in similar ones.

The work that had started in the previous stage continued at this one with actions especially focused on disseminating the programme:

- The creation of a web page (diversitygovernance.net).
- The design of the corporate image.
- The publication of articles about the Project in the local Magazine of Arganda del Rey.
- The creation of accounts with social networking sites (Twitter and Facebook).

At the same time, different cultural and leisure activities were organised in order to promote citizens' participation and social integration. This was done through the municipal resources network, and especially in the framework of the activities programmed by the following local government departments: Citizen Participation; Childhood and Youth; and Education, Culture, Leisure and Heritage.

At a **third stage** different **participatory bodies** were created in order to empower the community fabric. **The Citizens' Council** was created in June 2014. It is a participatory body made up exclusively of neighbours, with none public or private institution in it. The

Community Network is also a participatory body for local public and private entities. It was established on 24 April 2014 with nineteen public-private entities to promote peaceful coexistence, wellbeing, quality of life and social and economic development in the neighbourhood. This body has also brokered between the Council of Arganda del Rey and other institutions in questions related to safety, development, and social and economic welfare of Juan de la Cierva neighbourhood.

A quantitative **field study** addressing the needs, problems, resources and opportunities of Juan de la Cierva households and entities was carried out in June. To this end, 355 households and 99 public and private entities were visited, getting information from 50% of those households and from 100% of the entities. All of them answered a questionnaire collecting information required by public services.

The whole project has been submitted to a continuous, participative, interdisciplinary and 360° evaluation process. All the implementation processes converged in the **International Conference** held on 19-21 November, in which international experts, community agents, neighbours and political managers validated the model.

5. Results

We would like to highlight the following problems and needs identified in the preliminary study before the deployment of the model:

- **Coexistence problems** as a result of the great social diversity.
- **Integration problems** of the migrant population, especially those from Romania and Pakistan.
- **Discrimination and racism** from Spanish people to migrant population.
- **Consumption of alcohol and other substances** on the street by young people, between 16 and 30, who have dropped out of school and have little hope of finding a job.
- **Perception of insecurity** in the district square.
- **Anti-social behaviour:** rubbish and animal excreta in the street.
- **Lack of litter bins and of cleanliness.**
- **Lack of recreational spaces and green areas.**
- **Lack of community participation and associations.**

The **field study** carried out a thorough diagnosis through visits to entities and households, mainly Spanish, Romanian and Pakistani. We would like to highlight the following questions:

- There are **two types of neighbours**: the Spanish one, owner of their flats and having lived in the district for many years; and the migrant one, tenant and relative newcomer to the area.
- The main complaints of neighbours about **public safety** are anti-social behaviour, drug consumption on the streets, environmental offences (noise and dirtiness) and coexistence problems in general.
- Most of the households suffer from **environmental problems** such as damp and infestation of vermin.
- According to the information given by the neighbours themselves, their participation in **cultural, social, sportive and leisure activities is very low** (around 15-20%).
- On the contrary, there is a strong **support network**: most of the neighbours are willing to help each other.

As regards the impact of the project, most of the neighbours and traders felt that cleanliness, safety and coexistence in the neighbourhood have improved since the implementation of the project two years before. The positive reaction towards the project was general and other districts are requesting its implementation.

6. Evaluation of the project: advances and limitations

A new structure of community governance has been created during the implementation of the project. It consists of partnerships and participatory bodies such as the Inter-Agency Team (IAT), the Community Network and the Citizens' Council, led by the community manager (a generalist figure of the integrated services in the neighbourhood).

Problems and needs were more easily identified and analysed; joint solutions were found; and the actions performed by the municipal officers of the different departments were coordinated and monitored. Meetings were very successful because, thanks to the commitment of the practitioners, problems were tackled from a global and coordinated point of view. Problems and needs were identified in group dynamics built in the Community Network meetings.

The creation of the Citizens' Council also helped to monitor the progression of the project impact on the neighbourhood conditions and the level of citizens' satisfaction. This follow-up let us adapt the project actions to the unsolved problems. As a consequence, the two-year-old project was a great success and citizens were satisfied. The partnership and effort of the other two bodies (practitioners of the IAT and members of the Community

Network) also improved general confidence so that nowadays communication between the Council and stakeholders is better and there are greater opportunities for dialogue to address the problems that concerned them most.

We would also like to emphasise the excellent political willingness to implement the system. The political bodies in the Council have always showed a great interest in the objectives of the project and in getting closer to the citizens, making it easier for them to participate in the solution of their problems. The project was directly coordinated by the Family and Social Affairs Department along with the chief of local police, what meant a direct participation of the political bodies. They expressed their interest in spreading the model to other districts in case of obtaining positive outcomes. Although neighbours, traders and partners' involvement in the project was uneven, a part of them were interested in participating in actions such as taking care of public areas and solving coexistence problems. Neighbours and social agents (from private entities) agreed that strong public leadership is needed to achieve their goals. And neighbours and social agents (from private and public entities) also agreed that one of the main driving forces for change would be a greater participation and coordination.

The implementation of this community governance system (with the partnership of a community manager, an inter-agency team, a public-private community network and a citizens' council) was widely acclaimed. Neighbours welcomed the services and the attention they received, and noticed the improvement of the district conditions in the two-year period of implementation of the model.

Limitations

We should point out some foreseeable limitations to the project. The low level of participation made it difficult to implement formal internal structures in the participatory bodies, and migrant population was under-represented. Therefore, the needs and interests of all the stakeholders were not adequately represented. Measures to improve the participation of citizens and public and private entities should be taken in the future.

The project only reached 50% of the households in the study area. We know that it is basic to get to those homes that did not provide any kind of information, because they may be the most vulnerable and uninformed citizens. The challenge for the community agents in the future will be to make a greater effort to get information from these households and to engage them with the project.

In order to reduce the number of 'invisible' households it may be useful to establish procedures and protocols for the exchange of information with the help of telematics systems. Although the project intended to create an Integrated Communication System (to allow bodies to exchange information and to plan joint actions), it is still in the process of development. Despite political readiness, administrative and technical processes progress slowly.

Comparing Arganda with other locations where the SSG project has been implemented

If we compare our results with those that have been obtained in the other cities participating in the project (Berlin, Lisbon, Barcelona, El Vendrell) we can see that our goals and limitations are very similar. In general, and with the exception of the police force, the main approach to public services in all cities is still reactive (acting after the problem has appeared), with little penetration in the community context.

In relation to the governance for justice and safety, Barcelona has the most proactive and inclusive systems. It has community workers and inter-agency work roundtables (although they are not work teams). Berlin has implemented its programme Quartermanagement in the most sensitive districts with teams of community managers. Lisbon has tried a Local Safety Contract (with inter-agency teams and councils). Lisbon Municipality is also promoting Community Groups that include Safety Groups consisting of public-private partnerships. Finally, El Vendrell and in particular Arganda del Rey are developing a complete integrated system, in the framework of the SSG project, based on community managers, inter-agency teams, community networks and citizens' councils, which could be at the forefront of innovation in integrated public management.

There are some differences in the proactive, community policing approach. The model of community policing patrols is more developed in Berlin (every officer is in charge of about 6,000 neighbours). They also have community connection units and preventive units. Although Barcelona also has community policing, its deployment is lower than in Berlin. Lisbon has national community policing with specialised units. Local police has started to develop community policing with two officers in every patrol, similar to the model implemented in Germany or Holland. The smallest cities such as Arganda del Rey and El Vendrell are making progress in community public safety with integrated projects in which community policing work is combined with the support of a whole local governance system.

7. Conclusions

Even though we know there is still a lot of work to be done, we consider that the main goals, defined at the beginning of the project, have been achieved. We must emphasise the fact that neighbours and local traders have perceived improvements in the area, in relation to cleanliness and safety, with less drug consumption and more police patrols in public places. This perception is in line with police figures showing a decrease of problems in the neighbourhood since the beginning of the project. Main local worries about safety and peaceful coexistence (anti-social behaviour, environmental offences, noise and dirtiness) have significantly decreased.

As regards limitations, the most important one is related to the lack of participation. This is a question that should be solved in the future. It is expected that as the system consolidates, community agents, entities and neighbours will take increased responsibility for a more proactive and participative role in the community. We know that it takes more than two years to get this, so these are long term objectives.

In general, the project and the governance model have been widely acclaimed in the neighbourhood and other districts are requesting for its implementation. The Council is willing to spread the model once it has been completely assessed. From an international point of view, the project has been welcomed by other cities, and there have been spaces for debate where all the experiences have been shared. It has been a very rewarding experience.

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Community Governance for public safety.
Pilot project for social cohesion in Ca l'Escori
neighbourhood (El Vendrell)

Núria Morral¹

Introduction

This article shows the results and proposals of the pilot project developed in the city El Vendrell (Tarragona), more specifically in the area called Ca l'Escori, a neighbourhood with a wide cultural diversity. The project has been based on a participative diagnosis to assess the needs and initiatives of different social agents in order to implement a participative inter-agency action plan. It aimed to improve cohesion so as to obtain social empowerment and public safety. Our objectives have been based, firstly, on analysing the resources and partnerships in the Council in relation to public safety; secondly, on studying social perception of safety, cohesion and sense of belonging in the neighbourhood; and finally, on formulating proposals to turn the initiative into joint actions.

This project has been coordinated by CEPS PROJECTES SOCIALS and has been implemented simultaneously in Ramon Casellas square, Can Baró neighbourhood, Horta-Guinardó district in Barcelona

Social context of Ca l'Escori neighbourhood

El Vendrell is a town of 36,747 inhabitants (Catalan Statistics Institute Idescat, 2013). It is the capital of the Baix Penedès region, in Tarragona, and it is 64 km south of Barcelona and 28 km north of Tarragona. In the last twelve years, El Vendrell has grown substantially by 42.43% (from 21,097 inhabitants in 1999 to 36,747 inhabitants in 2013). From a socio-economic point of view, the unemployment rate in the district is clearly higher than the Catalan average (34% in El Vendrell versus 25.74% in Catalunya) (Idescat 2013). In relation to the educational levels, figures show lower rates of education than in the rest of Catalunya. Only 37.03% have finished primary education; 12.61% have not finished it and 6.72% have no education at all.

Urban form

This project has not been limited to Ca l'Escori district, the core of which is Ca l'Escori square, but it has expanded to a wider and more complex context. Planas neighbourhood, placed north of Ca l'Escori, is an area of small flats inhabited by mainly foreign population. El Vendrel, a historical neighbourhood located east of Planas and Ca l'Escori, is mainly a pedestrian area with traditional and family shops.

A population of 3,681 citizens lives in the small buildings of Planas district, known as Pisos Planas (Planas flats). These flats, mostly built in the 50s when people from other parts of Spain came to the town, are now in a state of dilapidation. There are no squares or shops in the district; streets are narrow and, apart from some bars with regular customers, there are nearly no places for neighbours to meet. The housing market in the neighbourhood (affordable selling prices and the lowest rents in the region) has favoured the concentration of foreign population, especially from Morocco. Many of these families came to the district attracted by the construction industry boom and have been living here for more than 10 years. In general, the economic and educative level of the population is low. Ca l'Escori has 2,819 inhabitants. It was built 10 years ago following a kinder urban planning model than the one used in Planas district: there are wide streets, parks and playgrounds. These elements have led to the opening of shops frequented by neighbours from both districts. Due to their affordable prices, flats in Ca l'Escori were bought mainly by families moving from Barcelona. From a demographic point of view, families living in this area are low-educated; many of them are unemployed and have chronic economic problems. Beside they do not have family support because they do not come from this district. Population density in both neighbourhoods, with 6,500 inhabitants living in 2,000 flats, is high and sociocultural characteristics are very varied.

Why this neighbourhood?

Planas neighbourhood is perceived by its population as decadent and in risk of becoming a ghetto because of its structure, its social complexity and the lack of a feeling of belonging. The flow of people between districts does not cause conflict but some neighbours from Ca l'Escori consider it intrusive. The idea of implementing this public safety project comes from all these factors. The project is based on defining security perception and identifying the community mechanisms that will help to encourage governance. Our intervention is aimed mainly to promote participation and to develop the feeling of belonging to a community.

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² www.asceps.org

³ Since figures on education levels come from the Municipal Registry and are not updated, they should be taken cautiously. Despite this, they are still the best source to approach education level in the population.

Methodology: project management and participation

This project has been implemented in several stages. The first one, developed between October and December 2013 was aimed to collect information from Social Services, Local Police and from a field study, carried out through direct observation and numerous interviews, which brought us closer to the reality of the neighbourhood. Sixteen in-depth interviews were held with people from different sectors and with different profiles: the state school (CEIP Teresina Martorell); the charter school (Sagrat Cor; a practitioner working in Pla de Barris; an intercultural mediator; municipal officers of the local employment office and the local government departments of education, youth and social services (social educators, area managers); the Catalan regional police force Mossos d'Esquadra (the inspector and the community officer); local police (the inspector and community officers); and local entities.

In the second stage, three participative workshops were organised. Two of them with women collaborating in local associations and the third one with cultural groups made up of men and neighbourhood associations. In order to approach main groups and get them involved in these neighbourhoods, we ensured the participation of the cultural Arab organisations in the town (Cultural Arab Association of El Vendrel, for men; and Al-Manar women's Association). They are qualified groups recognised as social partners by the administration which bring together Moroccans' needs and interests.

The main goal of the workshops was to create a work space for dialogue in order to identify the spaces where they meet and relate to each other, their perception of safety in public areas and how they use public spaces, especially in Ca l'Escori. Current mechanisms for communication and cooperation with the Council were identified and assessed, and proposals to improve communication among neighbours, associations and the administrations in relation to public areas were made.

The workshops have been a pioneer experience: such participative spaces to discuss actions to improve peaceful coexistence and public safety had never been created before. Real life in the neighbourhood was addressed with a wider and more sensible approach thanks to these workshops which provided a trustworthy space where a number of ideas and activities were proposed and organised.

At the third stage, explained below, the action plan was implemented. We have been developing actions since spring 2014 and we could say that we are building up the project as we are moving forward.

Analysis of the neighbourhood

Since the project is focused on public safety, we could have limited the diagnosis to the problems arising in public spaces; however, we wanted to include the many relevant factors related to them: occupation, relationships among neighbours, the role they play or could play, facilities, and entities for future actions.

Low community spirit and little sense of belonging

The increase of population in the last 10 years has caused a feeling of alienation in some groups of El Vendrell, and especially in Planas neighbourhood and in the historic town centre, from where many residents who had been living there all their lives have moved. At the same time, the urban characteristics of Planas neighbourhood (with no shops or public areas) do not help to develop a sense of belonging to a place. Most of its residents use services provided in other close areas, mainly in Ca l'Escori square, so this public space has become one of the few where people can entertain and women can meet (especially Moroccan mothers living in Planas).

Sensitive public areas

This flow between neighbourhoods cause trouble when the use of public spaces and the time they are used come into conflict. The fact that the places are always busy makes neighbours who have lived there all their lives and those coming from the metropolitan area feel unsafe. They complain to the media and require police presence, bringing about social rejection, stigma, difficult coexistence and prejudices.

We cannot talk of an open conflict, but of a latent one among some neighbours of Ca l'Escori and the women meeting at the square. The following problems are directly related to the public space:

- Intensive use of the public space (especially in summer and until late at night)
- Excessive noise (caused by children)
- Anti-social behaviour and dirtiness.
- Drug use and traffic.
- Perception of insecurity in some areas of the neighbourhood.
- Lack of police presence.
- Stigma and difficult relationships between Moroccans and Spanish.

We should underline the fact that those more concerned and having a worst perception of insecurity are people who do not live in Ca l'Escori or in Planas, whereas, residents in these neighbourhoods do not completely share those feelings.

Lack of social fabric

Social alienation, with little neighbours' and local traders' involvement, results in very little social fabric. There is only one neighbourhood's association, not very active. There are no reference people for safety and social cohesion issues. According to some interviewees, only the police force is seen as a reference, so containment actions are more common than preventive actions.

Lack of facilities for the neighbourhood

Apart from the lack of entities in the neighbourhood, the second most important factor preventing social cohesion is the lack of public facilities or social premises. This deficiency was already detected when the Neighbourhood Plan, a project to refurbish and socially revitalise the historic area and the Planas neighbourhood, was implemented in 2006. A property was purchased in order to have a meeting place and a space for training. However, according to interviewees, the expected goals have not been achieved, so this space is now rather underused.

There is a charter school (Sagrat Cor) and a primary state school (CEIP Teresina Martorell), which have no connection with the neighbourhood. 80% of the students of the public school, located in the outskirts of the neighbourhood, are foreign children living in the neighbourhood. The integration problems of immigrant families in El Vendrell are seemed to be the result of this distribution of students in centres according to their place of living. Thus this school is having difficulties in working with families, many of which cannot speak the language: there is neither parent's involvement nor parents' association or extracurricular activities. All of this results in staff's demotivation and turnover. Therefore, in the 2014-15 school year an important strategic internal transformation is taking place and it will let us turn the school into a key agent in next stages of the implementation process as we explain below.

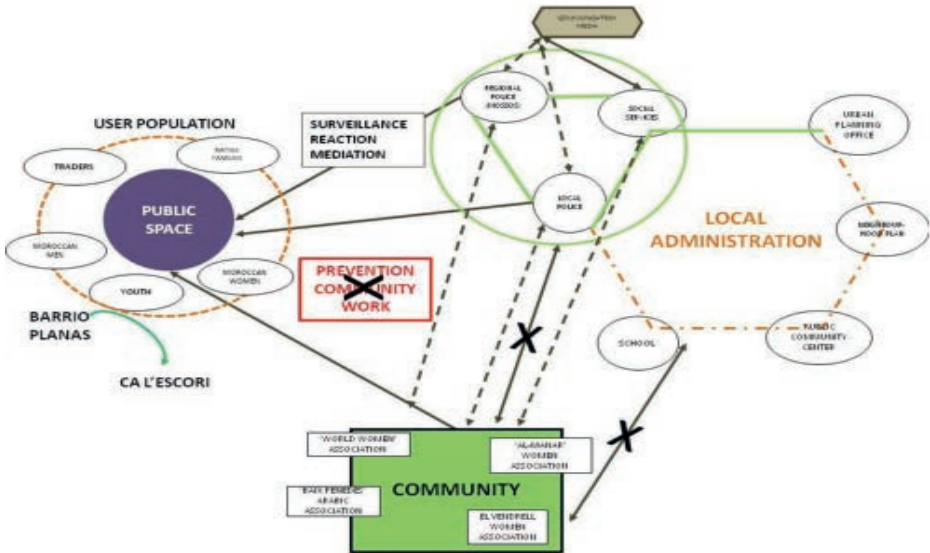


Figure 1. Map of the social agents working in Ca l'Escori and Planas. Strong, weak or non-existent connections between the different parties. From our own source.

Ideas into action: creating participative spaces to build a community

Some of the key points appeared in the exploration and diagnosis stage: on one hand, the need for inter-agency cooperation because there were no participative spaces for internal and cross-cutting coordination in relation to safety. On the other hand, there was a lack of stable participative spaces and of a body working as a link between both lines of work. Nowadays, both police forces, local and regional, along with social services, cooperate closely on a permanent basis. So we profited from these synergies and the work of the participative workshops to improve cooperation and to create an innovative participatory body, the Prevention Roundtable for public safety and social cohesion. The roundtable seeks to establish and strengthen links among the different local institutions, social agents and neighbours to work together in specific preventive actions. This roundtable has been created with the following aims:

- **Observation and analysis:** to identify risk situations and elements of rupture and social exclusion in relation to public safety.
- **Cooperation:** to foster inter-agency cooperation to optimise resources and carry out actions or programmes to tackle public safety problems.

- **Intervention:** to network with local agents, creating a community spirit through boosting local entities.
- **Assessment:** to monitor and assess actions derived from the Roundtable.

Actions under way

El trabajo conjunto entre servicios públicos, asociaciones y vecinos del que partimos nos permite tener un marco de trabajo que nos facilita abrir cada vez más el proceso a nuevos agentes y equipamientos. Estas son algunas de las acciones que se han propuesto en la Mesa de Prevención y sobre las cuales se ha empezado a trabajar en la fase 3 del proyecto.

- Campaña informativa sobre los derechos y deberes en las comunidades de vecinos. Esta iniciativa se llevará a cabo con la colaboración entre la Policía Local y los vecinos para su difusión y convocatoria a nivel de comunidades.
- Campañas de sensibilización para dar a conocer las diferentes culturas que conviven en el Vendrell: jornadas de puertas abiertas de la mezquita, charlas informativas, organización de actividades lúdico-festivas con otras entidades de la ciudad.
- Iniciar una línea de colaboración con las entidades lideradas por hombres y poder cooperar con el Imam.
- Crear comunidad en la escuela con las madres y abrir la escuela al barrio (y a la ciudad). Talleres de formación y empoderamiento con las mujeres como agentes de convivencia. Actividad para las vecinas y madres que se encuentran en la plaza de Ca l'Escori. La finalidad de este trabajo con las mujeres, muchas de ellas marroquíes, es generar autoconfianza y dotarlas de herramientas autoorganizativas y generar comunidad hacia el barrio, entendiendo que todas las acciones de carácter preventivo que se trabajen a nivel personal y colectivo puedan revertir en la mejora de la cohesión social.

Podríamos considerar que un buen indicador para evaluar el resultado de esta acción sería la creación de una Asociación de Madres y Padres (AMPA) en la Escuela Teresa Martorell, que hasta ahora ha sido inexistente o con una capacidad de trabajo muy escasa.

- Implicar a comerciantes y nuevos vecinos en este proceso. Esta estrategia debe desembocar en la puesta en marcha de acciones comunitarias concretas a nivel de barrio en los que los protagonistas y organizadores de las mismas sean los propios vecinos, las madres, los comercios y las entidades implicadas.

Thanks to the council's involvement, all these initiatives are implemented through the years 2014 and 2015.

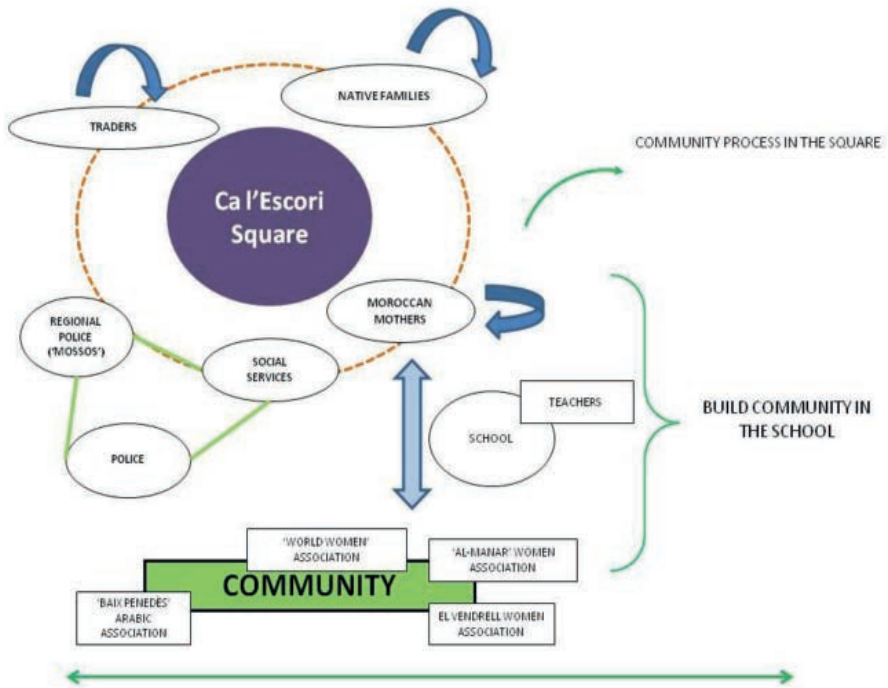


Figure 2. Work scheme for the next stage of the community intervention in Planas and Ca l'Escori. From our own source.

Assessment and considerations

From a public safety point of view, it is clear that containment actions are more common than preventive community actions. Currently there are no reference people in relation to peaceful coexistence and social cohesion (there is not a street educator). We have also noticed that neighbours believe that public safety concerns only the police, so police officers, both regional and local, are seen as the main reference in this matter and their presence provides safety. The possibility of empower people to improve safety is not shared by neighbours, so we will focus on this factor on the third stage.

In the process...

The need and relevance of developing permanent spaces for the participation of and the communication between entities and public administration has been made clear, since it will improve the exchange of experiences and opinions. The willingness and capacity of adaptation showed by local administration throughout the process have strengthened existing mutual understanding and fostered new relationships based on mutual trust. In this regard, we think that adequate participative spaces for expressing ideas have been established.

Interviews and work groups in the preliminary steps have given information about what profiles and roles practitioners should have and play in the prevention roundtable for safety; and also about the participative criteria according to them. On the other hand, the work previously done with women and the role played by the mediator as a reference person, who helped to establish connections and ensure their continuity and follow-up, has been very important. Citizens appreciate the possibility of participating in these work spaces and the opportunity given to think over the problems that affect them.

Prospects

Apart from those mentioned in the diagnosis, we enumerate below other elements which have been discussed in the process and will require future attention:

- In Ca l'Escori, one of the areas where action is most needed, the work has been carried out at a general level.
- Moroccan women's worries have come to light: their children's education and inclusion in order to have a better future; the practise of their religion; anti-social behaviour on the streets; or the attitude some Moroccan men have towards their problems.
- More information about the roles of safety agents and practitioners, along with citizens' rights and duties, is needed. Citizens should be given more confidence so they could be jointly responsible for peaceful coexistence in public spaces.
- There is not a reference communication system which periodically informs citizens about the activities organised in relation to safety, peaceful coexistence and cultural diversity.
- There are no premises for women's meetings and activities (the only mentioned are the centre Casal Familiar and the school).

In relation to the Prevention Roundtable for Public Safety and Social Cohesion:

- The Prevention Roundtable has been created as a space for information, debate, exchange and commitment for all the stakeholders. It must be made up of a permanent core of members of the local and regional police, and municipal managers from the

local government departments of social services, youth and education, and peaceful coexistence.

- Representatives of other departments can be invited depending on the matters to be discussed. A neighbourhoods' roundtable with Social Services, Police, Education, Urban planning, Youth, and women's representatives.
- Once this Prevention Roundtable has been fully consolidated, a more open meeting with traders and presidents of the neighbours' associations can be held yearly.
- The Prevention Roundtable should tackle particular problems and summon everybody involved, that is to say, topics for discussion should be adapted to the participants and the correct representatives should be called. Otherwise, there will not be common points to be discussed.
- This participative space should be established as a reference to discuss issues regarding the community, not the individual citizen.
- It is evident the importance of getting the legal system involved.
- The solutions given or the actions taken in every meeting of the roundtable should be monitored and revised in the next one so effectiveness can be guaranteed.

Some doubts arouse about the need and the possibility of developing the Prevention Roundtable for Public Safety and Social Cohesion. Some questions should be taken into account: Who will be the leader? Who will be the representative? How will the citizens' representative be chosen? How can more entities be involved? Will it be possible to create a neighbourhood's council every year? Which role will mass media play in a sensitive area?

In conclusion, we think most of the objectives set forth at the beginning of the project have been met:

- To identify local needs and problems regarding safety and peaceful coexistence.
- To gather information throughout the process in order to implement the model in other areas.
- To encourage the dialogue between entities and neighbours to better know the neighbourhood reality and carry out joint actions.
- To create collaborative synergies to foster the continuity of the actions.

One of the main objectives has not been studied yet: from the result of this pilot project and using the procedures of the prevention roundtable, new ways to study public safety models should be sought. A key aspect for the success of this project is to ensure the continuity and follow-up of the decisions taken by and the actions carried out by the Prevention Round-table.

CO-safety-LAB: the collaborative safety laboratory in Plaza Raimon Casellas (Barcelona)

Delphine Boghos¹

Safety is both a state and a set of actions: it is a state of well-being and development and a set of mechanisms to preserve this state by keeping it and controlling possible risks. Safety is usually confused with insecurity and identified with repression due to its main characteristic: when safety works, it is invisible. This fact makes it more difficult to experiment it, to be aware of its mechanisms and to suggest improvements that integrate diversity while adjusting itself to a changing society.

The CO-safety-LAB was born as a response to this difficulty. It provides an opportunity for experimentation and collaborative learning that enhances the innovation capacity of citizens and other stakeholders in the neighbourhood in relation to safety. The collaborative safety laboratory, which boosts a shared maintenance of public areas, is based on inter-agency cross-collaboration (multidimensional and multi-actor partnership) to foster preventive and restorative safety.

The Co-safety-LAB in Plaza Raimon Casellas (Barcelona) has been coordinated by public administrations using an innovative methodology in order to obtain cross-collaborative safety and to promote citizen innovation.

Citizen innovation regarding safety: collaborative safety led by the community and coordinated by public agents in the territory

Initial approach: European project and local research

The CO-safety-LAB is born in the framework of the European project Sustainable Safety Governance which has as its main objective the implementation of horizontal coordination models and public participation according to the needs and resources given by the social diversity of the community. In Cataluña, CEPS PROYECTOS SOCIALES is carrying out two experiences: the first one, in Ca l'Escori neighbourhood in El Vendrell; and the second one, coordinated by the author of this report, in Plaza Raimon Casellas in Horta-Guinardo district in Barcelona.

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² <http://www.diversitygovernance.com/> project led by the Council of Arganda del Rey (Madrid).

³ www.asceps.org

The experience started with a research stage in which the needs and characteristics of the area were studied and the most urgent starting point was set. We carried out an analysis through participative observations, readings of public reports and sixteen multidimensional interviews at different levels (square, neighbourhood and district) with public agents (Police, Culture, Education, Participation and community agents); public facilities, entities and neighbours. We included the information gathered in the group sessions held throughout the process: meetings with neighbours and with the interagency roundtable (see below). These sessions started with a graphic definition of public safety (see Figure 1 below). Information was processed: speeches and positions were classified in main categories, and the social roles related to such categories were identified.

In the research, we identified the sociogram about the interpersonal relationships between groups, organisations and entities related to Plaça de Ramon Caselles square (see Graphic 1) and the flowcharts of the existing collaborative group dynamics (see Graphic 2). The main needs in the neighbourhood were also defined (see Graphic 3).

We discovered Can Baro, a fragmented neighbourhood with a high population density and few public resources (there is not a health centre, a state school, a main square or a public library). The community spirit is very low. The square, with residents economically vulnerable and stigmatised, has a high level of social capital. Its inhabitants, who came from rural areas in 1960s, used to live in the old El Carmelo slums, where the residential area is now. First neighbours waged a long campaign to get their present flats built. Their proactive attitude took form in the Community Centre, a place for neighbours' meetings and community organization, which is unfortunately finding difficulties in integrating the different generations and adapting to changes.

Participation has decreased and the leaders of the Community Centre, a small group of historic leaders aged between 55 and 75, are risking its permanence. Generational gap is hampering peaceful coexistence causing problems in the use of the square, what erodes the social capital.

Hence the future of the Community Centre is threatened, along with its partnership with public agencies and other actors in the territory (neighbourhood and square): an inter-agency roundtable (community local and regional policing, prevention and participation, facilities for social and cultural activities, community officer and community centre) and specific mechanisms for urban planning (urban planning/community centre) and culture (facilities/community centre) in the square.

Intergenerational dialogue is urgently needed in order to guarantee the continuity of the collaborative safety body of the square, to encourage social capital and to provide new

development models for a community at risk of exclusion. Thus it is very important to strengthen community leadership and foster all agents' involvement.

Community leadership: inter-generational dialogue and empowerment

The centre Casal l'Anec, a non-formal educative centre for children that is located in the square was our link with younger generations (adults over 25) who had never participated in the maintenance of the square. The educative staff played a key role due to its close relationship with families. They made our interviews with some mothers possible at the research stage of the project. We also met them in order to make it easier to establish dialogue spaces in the community.

In our first intergenerational meeting, with an educator, two mothers (previously interviewed) and four members of the community centre, it became clear that younger generations needed a more proactive attitude. Cooperation should be based on their clear proposals. We summoned three more sessions with eight mothers from the neighbourhood to suggest and study proposals in relation to collaborative safety led by them.

The result at this point of the process was a proposal to create the Committee for Everybody in the community centre. It would be a body for collaborative safety aimed to include diversity and promote transparency in the centre. This model of organisation seeks to be flexible and collective to let people participate according to their pace of life, needs and limits. Therefore collaboration in the community will increase. Social networks could be used as flexible tools to increase involvement.

Involvement of territorial agents in the diverse community: expanding the interagency roundtable

The Committee for Everybody is thinking of expanding the inter-agency roundtable. They would like to participate in it and also to include the educators who have so far refused to get involved in the roundtable because they think that being linked with the police could damage their current relation with the families. They aim to get an integrated cross-collaborative space to bring together all the stakeholders in the territory to carry out public safety actions. There are three main strands of action: the dialogue between the community and the police; participative urban planning; and innovation in education and culture.

Mothers want to promote better acquaintance between families and the police force by sharing activities (briefings on police protocols, workshops and visits). Thus their chil-

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2 <http://www.diversitygovernance.com/> proyecto liderado por el municipio de Arganda del Rey (Madrid)

3 www.asceps.org

dren will not see the police as a threat but as a protection. In relation to the participative urban planning, the committee wants to call a briefing on the urban scheme for the square with the participation of the Public Works Committee Raimon Casellas. There will also be a dialogue and a community agreement on the possible uses of the square (delimiting a playground area, painting a mural on the walls or making a climbing wall). Finally, they would like to carry out educative and cultural actions to encourage collective learning; community spirit and self-management (exchange of skills in the framework of a time bank, finding out jobs in the area according to children's interests, a music list for a party for everybody, Zumba for everybody, etc.).

The Co-Safety-LAB of Raimon Casellas has succeeded to involve many people in the maintenance and care of the square, people who had never done that before or had ever participated in an association. The laboratory enabled the change from non-participation to managing collaborative safety actions in a collaborative learning process based on methodology innovation.

2. Methodology innovation: safety, public leadership and graphic facilitation for cross-collaboration

In the research stage, we defined the starting point of the experience and created an innovative methodology. In order to clarify this process aimed to safety and cross-collaborative learning, we developed a methodology based on graphic facilitation and visual thinking using a 'collaborative safety laboratory'. It included what we call Cross Compass, a compass to plan cross-collaboration for future actions to solve problems. The creation of a graphic space for dialogue and cooperation encourage public innovation. The collaborative safety laboratory is a space for innovation and sustainable development for collaborative safety proposals.

Innovating in safety: a process in three stages. Diagnosis-challenge-action

We foster innovation in relation to safety with a three-stage process: diagnosis-challenge-action; based on two pairs of aspects: knowledge/action and vulnerability/pleasure. A creative diagnosis promotes a proactive search for choices based on the analysis of the needs and existing capital (resources, skills, motivations).

In the 'challenge stage' we set the starting point to share a common challenge. We focused on the main needs, opportunities and challenges; and established the major objectives and proposals for action. Then a strategic plan was designed including the steps and partnerships that will allow us to meet our goals. Once the starting point had been set, we shared it with the rest of collaborators that would help us at this stage.

The 'action stage' started with preventive or restorative actions. Preventive actions refer to the mechanisms of and the basis for cooperation or peaceful coexistence. It requires a flexible organization including the diverse needs, limits, roles and pace of the collaborators. Restorative actions address needs identified in the creative diagnosis process. They aim to restore justice and social balance, and to open ways for development.

The CO-safety-LAB will also provide a space for experimentation and assessment where mistakes will become a chance for learning and improving the mechanisms of collaborative safety.

Public innovation: incremental development and flexible pace

We usually think that how is more important than what when developing a process of sustainable safety innovation. In order to foster public innovation and public administration engagement, the CO-safety-LAB provides spaces for collaborative learning aiming to increase shared responsibility and community empowerment. There is a core group which progressively involves the community and the agents in the territory in the search for collaborative learning in the three stages of the process.

A key element to favour sustainable collaborative learning is the pace of the process. The facilitator must have a clear and flexible mind to adapt the rhythm of the mechanism to the needs and habits of the participants. For example, although the intergenerational roundtable called a single meeting with parents from El Casal to get clear proposals, three sessions were needed to build a desired proactive stance, which is essential for cooperation. The timetable for the meetings was also adapted to daily life requirements.

Cross Compass: a compass for cross-collaboration: graphic facilitation and collaborative learning

Finally, our most innovative proposal was the creation of the Cross Compass, a methodology based on the use of graphic facilitation in cross-collaboration and joint deliberation processes used when planning actions to improve welfare and peaceful coexistence in the neighbourhood. A second key point has been the analysis of the cross-cultural characteristics of the territory and the relationship among the main actors. That helped to study the situation and to get collaborative spaces (see Figure 2 as an example of the graphics used in the sessions). Thanks to the cross-cutting scope of the intersectionality, we addressed collaboration from the point of view of the interactions and intersections between:

- Knowledge and action: guardian
- Dimensions of the territory or sectors of the public administration: flower
- Social and geopolitical circles: circles

These tools can be used in different ways and can guide (compass) collaborators:

- To find their place both in the territory and in the web of social relations, and then to make a diagnosis.
- To project themselves in the process of cross-collaboration. To build a common future thanks to the planning of the starting point, a strategic plan and the necessary partnerships.
- To move forward with collaborative steps and in a progressive and flexible way.

We chose a more neutral terminology to get a more proactive response and to identify prospective collaborators in the territory and in the public administration (Urban planning, Education, Participation, Police, Work and Vocational Education, etc.). Talking about resources instead of about money stimulates innovation in economic models different from the existing ones.

3. Conclusions and Prospects

The approach used and the development of a laboratory for collaborative safety have provided very promising results: leaders who had never before participated in the neighbourhood, diverse shared community leadership, cooperation with public agents, etc. Ultimately, new spaces for dialogue and cooperation try to maintain the Plaza Raimon Casellas square. They provide new areas of development in the community and boost the existing resources and social capital.

We hope this pilot experience will carry on promoting collaborative safety in the neighbourhood and in other areas. The CO-safety-LAB has a long way to go. We hope to participate in other projects related to preventive and restorative safety, collaborative learning and cross-cutting approaches in order to build a more sustainable future.

Reference

For further information about the CO-safety-LAB and the Cross Compass:
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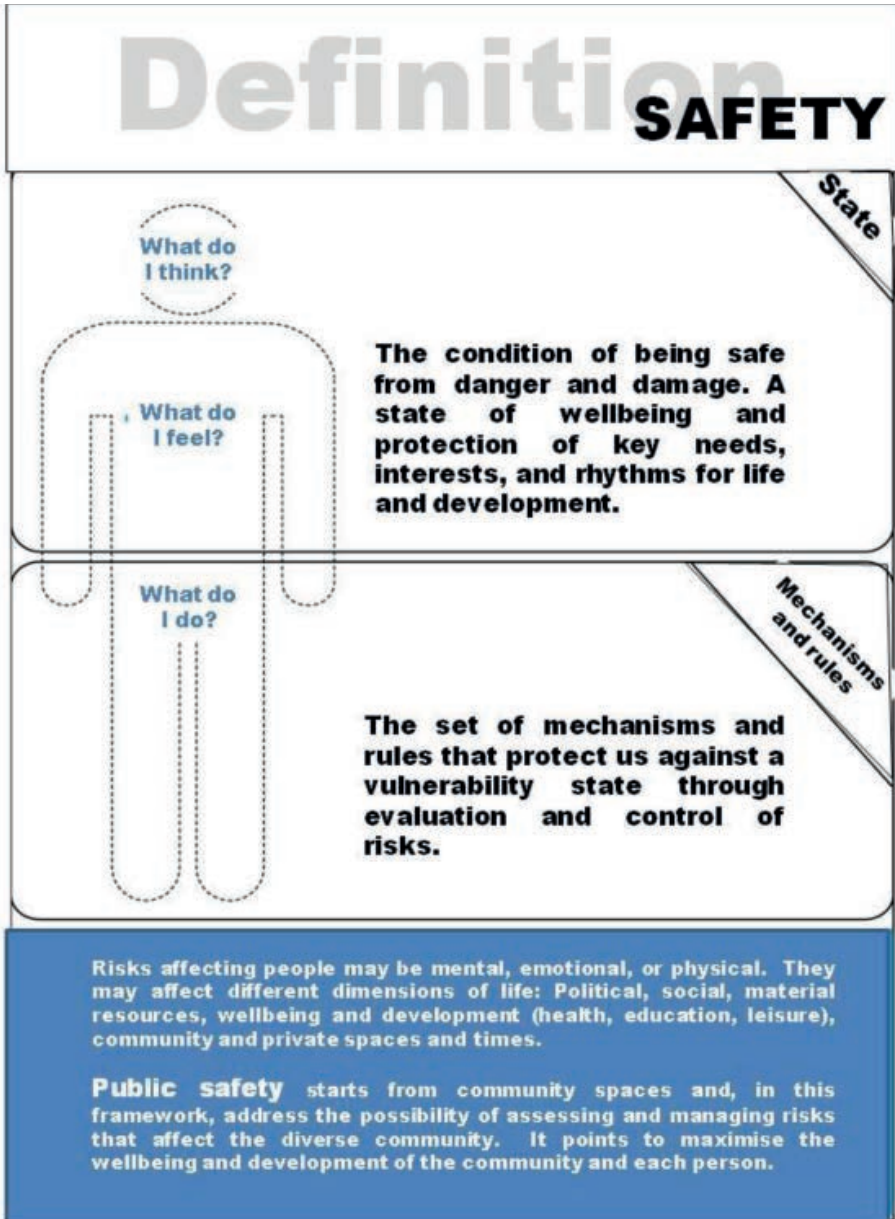


Figure 1. Graphic definition of public safety used in the group dynamics of the project.

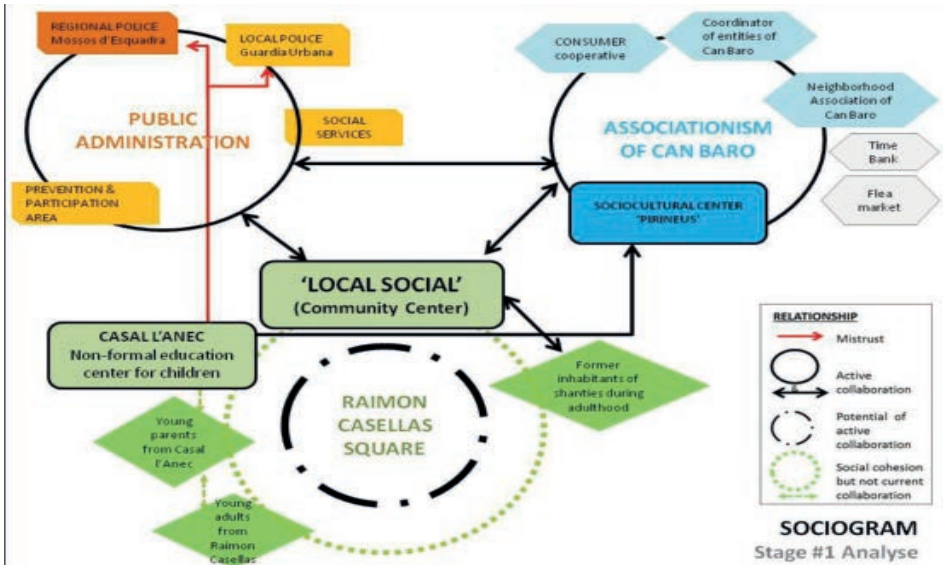


Figure 2. Sociogram of the Plaça de Raimon Casellas community.

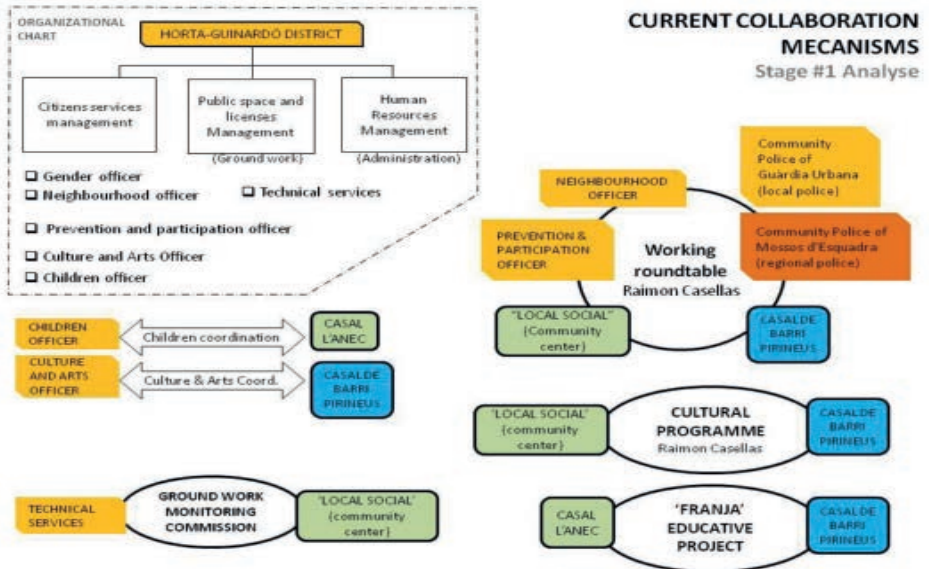


Figure 3. Flow-chart of the relationships of the main stakeholders around Plaça de Ramon Caselles

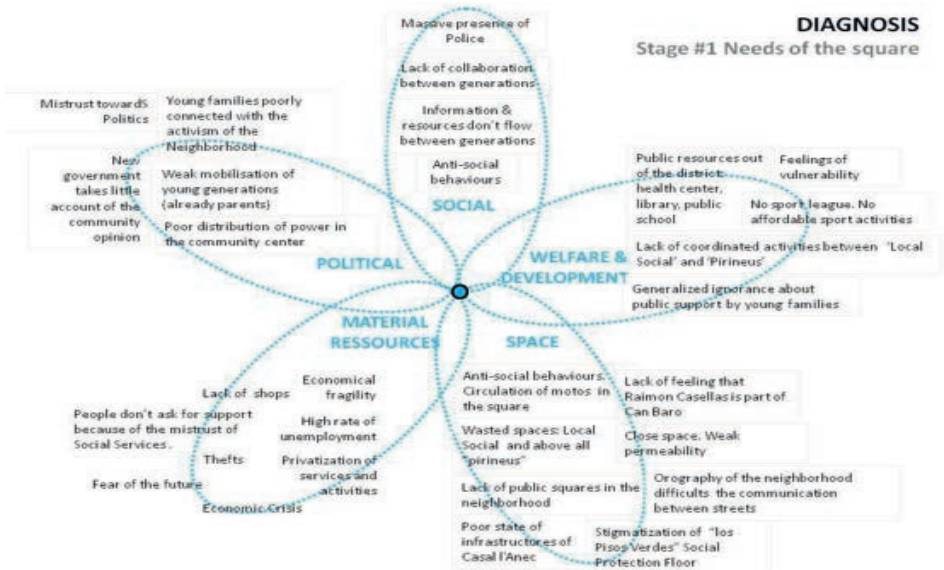


Figure 4. Participatory needs diagnosis of Plaça de Ramon Caselles community, grouped in a graphic form of a flower, with the petals representing “social”, “wellbeing and development”, “space”, “material resources”, and “political” categories.

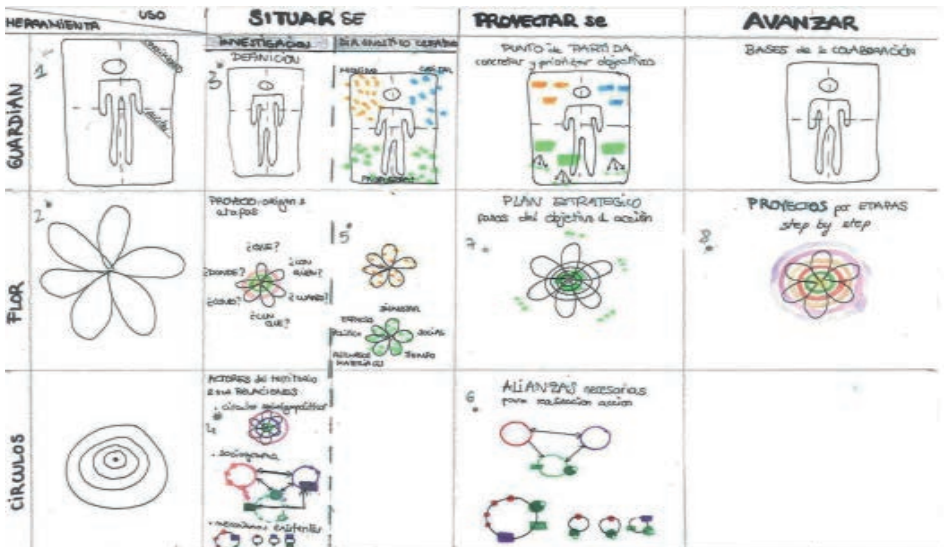


Figure 5. Graphic used in the group dynamics based on the “Cross-Compass” technique.

Governance for safety in Enschede, Netherlands

Bernardus J.M. Beuvink¹, Mohamed Aatil², and Miguel Ángel Gandarillas³

The role of Community Policing

In the Netherlands, the community policing model is similar in the whole country. Neighbourhood police is based on teams of one single officer who is assigned a small sector in a district of about 5,000 inhabitants. The Dutch neighbourhood officer does not perform a specialised work but a generalist multipurpose one. They carry out all kind of actions in relation to safety and co-existence and must thoroughly know all neighbours in the area and their safety problems.

Neighbourhood officers need to attend a four-module training course with exams, getting a diploma at the end. They have connections with all residents, local traders, associations, organizations and agencies (justice, social services, education, health, environment, urban planning, etc.). Their aim is a collaborative work to improve citizen safety and life quality in the district. Neighbourhood officers work as coordinators and supervisors.

In order to develop a preventive work, police needs to know everything happening in the area. Their tasks include: monitoring, keeping the area safe, upholding public order, detecting crimes and assisting citizens. Neighbourhood officers focus on safety and quality life in the district and often participate in meetings with local stakeholders in order to work together towards sustainable solutions, looking for counsel and referrals when needed. A wide range of activities for residents, such as multicultural days, are organised in multicultural neighbourhoods and districts with numerous social problems in order to improve resident connections. Neighbourhood officer helps to make problems more visible and anybody can provide help to find a solution within the framework of a common approach.

Brief police actions solve a problem temporarily. However, a joint approach is more effective and provides sustainable solutions. A reactive police action to address problems has a limited impact. Being aware of their limitations, neighbourhood police seek the assistance of partners to tackle the roots of the problem and solve them in order to prevent a recurrence. Neighbourhood officers and partners design plans to eradicate the causes of insecurity and the disruption of public safety.

In Enschede and other cities, there are specialized units such as Community Networks (focus on a collaborative work with local groups supporting the Neighbourhood officer)

and Crime Honour Units. In relation to the latter, the Hague Police Department implemented a publicly financed project which spreaded to Enschede. Specialized teams must be prepared to prevent honour killings. In case of risk, they will have to intervene in order to protect the victim and to arrest the criminals through a mediation work with families and communities. A centre of national experts (LEC EGG) assists police departments in relation to honour issues. They analyse and investigate these matters, give advice to justice and immigration services and also to refuge centres for battered women. It organises courses for police officers and create networks with different institutes and local services. There are local cooperation partnerships among police, justice, childhood protection and other social services fighting against this kind of crime to reduce honour victims. The system has proved its effectiveness and cost-efficiency in the medium and long term.

Apart from that, community police coordinates with other services (health, education, social services, housing, urban planning, environment, etc.). There is a group coordinator in every district. However, it is in Velve-Lindenhof where the project has made more progress.

A good practice: Community Governance in Velve-Lindenhof (Enschede)

Country:	The Netherlands
Category:	Consultation, mobilization, problema-solving
Problem:	Everyday Crime and disorder
Established:	Since 1995
Location:	Local level / one neighbourhood

Problems addressed

- Safety in the neighbourhood
- Violence
- Nuisance cause by a number of coffee shops, grow shops, and café's
- Social circumstances in the neighbourhood

Approach:

In this multi agency approach there are three major parts; at first there is a maintenance team (cooperation between police, fire brigade, welfare, municipality etc.). They are responsible for an integrated approach of safety in the area. Secondly there is a Neighbourhood corporation which buys problem property in the neighbourhood and gives it a new destination. Thirdly there is a multi agency team which delivers a sometimes outreach, sometimes more normative approach to individuals or families in the neighbourhood, coordinated by a neighbourhood manager.

Objectives

Increase social safety in the neighbourhood, by;

- Reduce the number of coffee shops, grow shops, and caf  s,
- Improve social circumstances in the neighbourhood

(The objectives are in a detailed action plan in which is clear who is doing what).

Description

The district Velve-Lindenhof, with approximately 4700 inhabitants, is located in the municipality of Enschede. It is a district with a large social problems. In the mid-1990s came across this area of interest by the so-called Miro-riots: an expression of frustration of the residents by years of ignoring the (political) attention to the various problems.

The regional police of Twente decided to use a bottom-up approach to address the problems in the district. Together with the citizens of the neighborhood a reconciliation agent consultation was set up, including meetings with almost all relevant stakeholders in the district on a monthly basis. Developments were tailored to the problems and a future policy took shape. Also the municipality joined the concert. The Task-force Velve-Lindenhof was born. The starting point was a three-track approach: Integral control and enforcement actions, real estate interventions (NCE) and interventions in extremely multi-problem families. Capstone on these efforts was the appointment of a "neighborhood coach" (besides the neighbourhood manager, in charge of coordinating all services in the neighbourhood). In order to achieve a process-based and results-oriented approach to problem buildings in the neighborhood, the Neighbourhood-Corporation Enschede B.V. was established, based on a public-private partnership form of housing corporations, the municipality and the Rabobank, which enumerates the problem properties, buy, eliminates functions and properties after harassing renovation process-oriented commitment. In addition, extremely multi-problem families were addressed based on integrated management approaches.

Evaluation

The external results are evaluated every year by Saxion Highschool (neighbourhood safety monitor). The effect on safety feelings is evaluated every two years (Police Monitor). The process evaluation is carried out every year by the Municipality.

Results

The project was very successful. The reconciliation concert in the District still functions well. Further, trust between residents and between residents and police/politics greatly improved. It forms an important pillar under the district initiated specific improvements. The enforcement and control actions were also very effective. They are also applied in other areas of Enschede. The real estate company has built up a strong position in the

area with more than 250 objects. The approach is in accordance with any decision of the Council. There are appointments around the district regularly performing evaluation. Sustainability is guaranteed by the policy department and the project Organization. Key success factor for this approach is the community support. This occurs when they realize what the problems are, who causes them, and which are parties to be involved in the possible solution. In situations like this it is important that citizens be self-reliant. For example, they know at which bodies they should go for any problems. The distance between municipality and citizens is smaller. When citizens themselves called upon politics with good arguments it activates the political levels to take action.

Key lessons learnt to achieve an improvement in the neighbourhood were:

- A good communication between the community, politicians, partners and third parties.
- Counting with the community. Ask the people in the area what the problems are (even though you think you know it). After alignment you get a problem-oriented approach that, after it has examined it, can be carried out within the municipality.
- Free up budget to evaluate joint check, etc. Both executive and managerial level.
- Take time; results are not important in the beginning, the mutual link though. Measurement of the process via externals.
- Take advantage of research funding opportunities.

The Area Velve Lindenhof in Enschede still is socially relatively weak, but the project over the years made a big difference in terms of social safety and the relation between the neighbourhood and the professional partners (trust, reliability)

Recommendations

Parts of the project can be copied, but it will need to be adapted to suit different locations and situations. Important in that case is to rebuild it from the bottom.

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Neighbourhood Police and Neighbourhood Management Programme in Berlin

Miguel Ángel Gandarillas¹

Neighbourhood Police

Neighbourhood Police in Berlin is based on teams of one single officer patrolling specific sectors and coordinating with rapid response units. Their approach is focused on community problems. The base unit consists of a neighbourhood officer who is assigned a small sector of a district (of about 5,000-7,000 residents). Since they are responsible for the safety in the sector, they must thoroughly know all residents and their problems. The rest of units do not deploy surveillance patrolling because they work within the framework of a community approach and focus on specific needs and problems.

Major planning, previous work programme and problem-focused management are needed in order to achieve their objectives. Neighbourhood officers schedule their meetings and select the problems to deal with on a weekly basis; and every Friday they submit these schedules to their superior for approval. Although a direct surveillance of the area is rarely carried out, neighbourhood officer's permanent presence in the district produces such effect. The neighbourhood officer has a great autonomy, decision-making capacity and an intense flexible schedule. In case of problems, the officer can call either an emergency patrol from the police station or other neighbourhood officers from adjacent sectors.

Neighborhood Management²

A study on the social development within the districts of Berlin after the reunification of the city compiled on behalf of the Berlin Senate in 1996 revealed social segregation and serious social issues prevailing particularly in certain areas of Berlin. These socially disadvantaged areas were found to be affected by a demonstrable neglect of public areas, roads, squares and green spaces, as well as social infrastructural deficits. Families who could afford to relocate from these areas did so, at the latest by the time of their children's primary school enrollment. In response to this situation, the Berlin Senate introduced intervention strategy to support social urban development in the affected neighborhoods. The Berlin Neighborhood Management is at the heart of this strategy.

Since 1999, the program has worked towards the stabilization and development of areas facing social discrimination. Unemployment, dependence on state aid and the issues arising from a lack of social and ethnical integration affect the everyday life and the future prospects of the people living in those areas. Based on socio-demographic indicators, the



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² This section was extracted from the brochure, "Neighborhood Management in Berlin", http://www.stadtentwicklung.berlin.de/wohnen/quartiersmanagement/download/qm_broschuere_en.pdf, on August 24th of 2014.

neighborhoods were initially classified as either prevention areas or areas for medium to large-scale intervention and are now provided with technical and financial support at different levels. The classification is reviewed on a regular basis within the scope of a special dedicated monitoring system and adapted as necessary.

An essential prerequisite for stable communities is to create ownership in the community by involving its members into the improvement and development process on an ongoing basis. The establishment of “Neighborhood Councils” and their constructive involvement in the overall Neighborhood Management on the one hand and in the decision-making process related to the use of program funds on the other hand is therefore of vital importance.

The knowledge of the people living in the neighborhoods is pivotal for the development of a sustainable stabilization and improvement strategy. Close cooperation between the residents, the administration and the facilities in the neighborhoods lays the groundwork for a new community life in a spirit of solidarity. The change process resulting in social urban development takes place on various levels. Since 2005, the program has particularly concentrated on improving the future prospects of the people living in disadvantaged areas; accordingly integration, education and employment became the main areas of focus. Flanking construction measures are expected to have a positive impact on stability in the areas as well. Main objectives include health promotion, image enhancement mobilization and participation of residents, and more involvement of local businesses.

The components of successful Neighborhood Management:

- Teams as main actors in the area. In each neighbourhood (“Quartier”) an interdisciplinary Neighborhood Management Team runs the programme. It is the one diagnosing needs, problems, and resources, coordinating integrated strategic plans, selecting or defining projects, and promoting interdisciplinary networking of administrative bodies. The teams belong to private companies specialized in citizen services, selected in public contests in each neighbourhood.
- Empowerment, “helping people to help themselves” - Neighborhood Councils and Juries, participating in the decision taking on Neighborhood and Residents’ Funds;
- A multitude of small projects tailored within the different focus areas;
- Civic commitment to work towards socially integrative neighborhoods.

A vital role is played by our strong partners, the housing societies, neighborhood centers, schools, local businesses and trades people represented in the areas. The co-operation with them in our efforts to improve the living conditions in the neighborhoods have

resulted in valuable synergy effects in many instances: Supporting schools to become “special places“ in the area, refurbishment of public roads, squares and open spaces and the promotion of the neighborhood culture are also important factors to improve the quality of neighborhood life.

The program has not only mobilized the residents of the participating neighborhoods but also the competent administrative bodies. Co-operations across administrative divisions and mutual respect have become natural. A particular plus worth highlighting here is the huge commitment of the many volunteers from the active neighborhood communities. The communication within the local community, face-to-face or via the internet, has created or strengthened neighborhood networks. Social urban development has become a new form of interdisciplinary urban management based on using and pooling local resources. After a first decade of the program“, the overall impression is very good. The successful approach of the Neighborhood Management in Berlin will therefore be followed up in the future.

For Perspectives and Against Violence Project

The Quartier Management Programme tackles specific problems in the neighbourhood designing specific projects. Some of these problems are related to public safety and justice. Next it is an example of project addressing a conflict between young groups affecting public safety.

PROJECT NAME

For Perspectives and Against Violence

TYPE OF PRACTICE

Network approach in the neighbourhoods Weiße Siedlung/ Dammweg und High-Deck-Siedlung

CITIES AND/OR COMMUNITIES, COUNTRY/IES

Berlin-Neukoelln
Germany

IMPLEMENTED SINCE...

September 2012 (Neighbourhood Management since 1999 / 2005)

BRIEF DESCRIPTION

Networking of relevant local stakeholders.

Services for more education and vocational orientation: low threshold learning services for students and youth aimed at better coping with failures and a pro-active stance toward success

Without violence and for a better community: Street work and workshops to foster non-violent behavior, conflict management and an understanding of equality, primarily aimed at children and youth, but also partly offered to parents.

PROMOTING OR LEADING ENTITIES

- Berlin-Neukoelln – District Administration and QuartierManagement program (Social Services Department, “Soziale Stadts”) (funding)
- Protestant Church District of Neukoelln (project management)

PARTICIPANTS

Local stakeholders (projects and institutions of both neighbourhoods which support children and teenagers): schools, youth centers, “neighbourhood mothers” project, neighbourhood management teams, police, housing associations, district administration

MAIN GOALS

- Prevention of violence and better understanding among the residents.
- Better access of local institutions to (not well-integrated) teenagers.
- More opportunities for youth on the labour market.

SPECIFIC OBJECTIVES

- Building up a network of local stakeholders (across both neighbourhoods).
- Streetwork to access teenagers which haven’t been reached yet by local institutions.
- Training of nonviolent communication.
- Promote values of equality (men / women).
- Offer support to teenagers to get better school results and when looking for a job or vocational training.

MAIN RESULTS

- Better networking among the youth facilities in both neighbourhoods.
- Better school results of those students supported by the Project.
- Youth without or with low-level school graduation got orientation on career opportunities.
- Better nonviolent behaviour of youth in the public space.
- Local institutions got more access to teenagers.
- Qualification of parents on nonviolent education.
- Activities keep being carried on after the initial project ended (in april 2013)

METHODOLOGY

Mix of streetwork, workshops, individual coaching and support, seminars for parents.

EVALUATION INDICATORS / METHOD

Focus group discussion with local stakeholders.

DEGREE OF SUCCESS (EVALUATION RESULTS)

Project objectives have been reached. Continuous efforts needed to keep access to teenagers and to improve job opportunities.

CONTACT

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- Protestant Church District Neukoelln:
- Volker Maerzke - v.maerzke@kk-neukoelln.de

PROJECT LINKS

www.high-deck-quartier.de

www.weisse-siedlung.de

SIMILAR PROJECTS

There are other projects which carry on some of the project components; the overall perspective, though, is not part of a single project, but realized by the local network and the neighbourhood management.

Among those continuing local projects are:

Plan@Work: career perspectives and job motivation

Youth centers “The Corner” and “Sunhsine Inn”: learning support ; streetwork

Justice and Safety Community Programme - Madrid



Miguel Ángel Gandarillas¹

An integrated community service for the prevention and promotion of safety and justice in the region of Madrid.

The Justice and Safety Community Programme (JSCP) was born in June 2009. It aims to promote and develop a close relationship and confidence between citizens and public institutions to encourage safety and justice in neighbourhoods, towns and cities. It also seeks to strengthen the public-private partnership with the participation of citizens.

The JSCP provides community services for the management and promotion of safety and justice. It studies the resources and services of a territory to order and rationalise them. It defines more effective and cost-efficient ways of public-private partnership and community participation which generate greater citizens' satisfaction. It promotes and carries out support services and general and inter-agency community management in relation to safety and justice issues. The model is based on a combination of the best and more innovative practice in the world. It defines general management systems for the direct communication with the citizen in order to organise specialised services.

The JSCP works using a public-private partnership model. InNODS is currently the institute in charge of the management and coordination of its services and resources. The Programme is grounded on a public-private partnership involving the administration at all levels (local, region, federal and national). The partnership is not only about funding but also about partners identifying local problems, offering and monitoring community services, and managing public participation. Hence the JSCP promotes a better governance of safety and justice thanks to its alliances.

The CPSJ has achieved a significant progress in interagency cooperation, a reduction of management and services costs in the territory, and a better organisation and rationalisation of the services, avoiding duplications and groups of needy people without access to any service. It relies on the specialist team of InNODS to carry out comparative and evaluative researches combining quantitative, qualitative and participative techniques. It uses different indicators for planning, operational management and performance in the fields of public safety and justice, but also health, environment, education, social inclusion and socio-economic development. As the initial version of the Programme was assessed, it was considered excellent and necessary by local and national entities, and also by the European Commission.

¹ Miguel Ángel Gandarillas is the Director of the InNODS and Professor of the Pontifical University of Comillas.

² International Institute of Innovation in Organizational Development and Society, <http://innods.es>

RENOVATING VILA CLARA

Interurbano¹

Conceptual Framework: RENOVA SP

The programme Renova SP comprises the Programme for Urbanizing and Regularising Favelas, which is included in the Housing Municipal Plan (HMP) developed by the Housing Secretariat of Sao Paulo city (SEHAB) in Brazil. The plan aims to regularise and urbanised about 209 favelas in the municipality. Using the database of its information system for social housing (HASIP), the SEHAB has developed a set of indexes to prioritise actions according to social vulnerability, geotechnical risks and access to sanitation infrastructure. Using the references of the Córrego Limpo - SABESP national program of basic sanitation, the indexes were chosen and confined according to the hydrographic basins of the programme, obtaining 22 priority perimeters of integrated action. They were included in a National Contest for Architecture and Urban Planning Projects in 2011.

The contest aimed to provide a broader vision of the favelas which included both social and environmental contexts. The projects submitted sought to improve the area globally offering solutions for drains, mobility, urban vitality and natural environment. Our team was selected to work in the PAI Cordeiro which comprises Vila Clara neighbourhood and part of Americanópolis, both of them in the Jabaquara region located southeast of the town.

Renovating Vila Clara proposal

From our point of view, the project could only succeed with citizens' cooperation. For that reason, we developed the platform Renovating Vila Clara, which would help us get close to the community and the experts of SEHAB with participative actions throughout the different stages of the project. Our aim was to learn together how to plan and design the neighbourhood wanted by everybody. In this context we think that the role of the architects is far from the romantic idea of 'a dream translator' and becomes a figure for change who promotes social relationships. Instead of working in our studios on the plans for the territory, we preferred to create the conditions for neighbours to design the spaces. After a long process working together with the with the SEHAB preparing the different projects (PAI Cordeiro 1) and after having develop a strong social fabric in the communities, we set up the project Renovando Vila Clara and created a web site with information about the projects we meant to implement together. Then we started the participative actions in the territory.

1 Interurbano comprises the architects and urban planners Paloma Siqueira, Raúl Alonso and Valentina Tanese (<http://interurbanoestudio.wordpress.com/>)

2 Sistema de Informações para Habitação Social na Cidade de São Paulo (System of information about Social Housing in São Paulo). For further information see www.habisp.inf.br

3 Córrego Limpo - SABESP. For further information see: [http://www.sabesp.com.br/sabesp/filesmng.nsf/61DE181E78FA31AD832572FA00757E0F/\\$File/situacao_corregos.pdf](http://www.sabesp.com.br/sabesp/filesmng.nsf/61DE181E78FA31AD832572FA00757E0F/$File/situacao_corregos.pdf)

4 Results of the Contest Renova SP, PAI Corderio 1. For further information: <http://renovasp.habisp.inf.br/concurso/publico/resultado/visualizar>

The first actions

Our first participative action was carried out in a preservation area of headwaters channelled in a section limited by the streets Estrada Antiga do Mar, Luís Vicente de Simone and R. João Xavier de Matos, going as far as Travessa Fluorita. In our urban plan for the perimeter of this area, that we called Eixo da Nascente, we considered that public spaces (streets and squares) should be reassessed so they would merge better with the social, natural and built environment.



The action aimed to combine the knowledge of architects, municipal officers and neighbours in order to jointly design the redevelopment project in Eixo da Nascente. We used the Elos Institute's methodology Oasis Game as a tool for citizens' participation. We started up creating a local support group called 'cuidadores del proceso' ('process stewards') made up of architects, members of the neighbours' association Vila Clara em Ação, teachers from the local nursery Cei Carmem Rodrigues (connected to Eixo da Nascente), municipal officers from the SEHAB and from the regional administration of Jabaquara (Subprefeitura). This group suggested and prepared different activities and even created resources because the Council did not have any budget for Renovando Vila Clara.

1 www.renovandovilaclara.com

2 For further information about Oasis Game see Elos Institute webpage: <http://institutoelos.org>



A set of activities were scheduled to involve neighbours and help them to appreciate their environment positively, drawing up a proactive propositional and setting aside the bad habit of seeing only the negative side. The first two activities were appraising walks. In the first one, couples of adults walk together, one of them blindfolded and the other guiding. The objective was to awake the other person's senses and use them to recognise the environment. Eventually everybody's vision became clearer, confidence between strangers was built and we had the chance to know the area and the neighbours. We sought to know local stories, curiosities, beautiful things and people's talents. Finally we gathered all the information and images taken during the activities and it was the base for the next meeting. Cards were made with the beautiful things we had found and they were used to invite other neighbours to participate in our next meeting, so the group was bigger and bigger and more people get to know the project.

The second walk was with children and teachers from the close nursery CEI Carmem Rodrigues. We could find out what children consider beautiful things. For them, with their short legs and small feet, strolling in the streets is a challenge in itself, and their mere presence changes the life of the streets. Some neighbours got out to see them and took pictures. There were a lot of smiles and curiosity because no school in the area takes children out to play. Teachers, reluctant at first to take so many small children outside the protection of the building, finally enjoyed the idea of expanding the playground area because children's experience would be richer. At the same time, the neighbourhood would be livened up and perceived as a safer place.

Once the group of 'stewards' and neighbours were more involved in the action or felt more curiosity, we organised a day party in the street with different activities so citizens can expose what they expected from the intervention. In the Fiesta de los sueños (party of dreams) we architects offered our cooking skills; neighbours, their musical skills; and all of us, along with children, drew our dream neighbourhood. Later on, collected information was classified and used in a round of talks to find out real collective dreams.



We used the information from the Fiesta de los sueños to look for reference images in the social networks with other architects. We prepared scale models and different materials



and organised the workshops *Talleres de proyectos* ('project workshops'). In the first day of the workshop, neighbours cleaned the square in the morning so we installed the tables and panels in the nursery garage and showed the scale models we have made. All the groups could see the impact these ideas could have on public spaces and then share their ideas about them.



The second workshop was conducted by architects who had gathered all the information

from the previous workshop and had made a 3D model of all the Eixedo da Nascente and the square opposite the nursery (at the request of neighbours and school community). At this meeting participants got a clearer idea of their own proposals and could suggest changes. After this meeting we mounted an exhibition of the process in the CEI Carmem Rodrigues. Suggestion boxes were placed in different stores and buildings and even in the nursery so more people could participate and offer their thoughts before concluding the designs and putting them before the SEHAB as an official project in the framework of Renova SP.



Final considerations

- *What is the role of citizens' participation?*

In this action in particular, citizens' participation has contributed to adapt the project commissioned by the Council to citizens' needs and true interests. We tried to guarantee a participatory space in the designing stage and we have strengthened ties with the local community and the authorities.

- How can the project improve safety and peaceful coexistence?

We noticed that some neighbours of local communities, who do not usually share objectives with other people, little by little, approached the project process. Some individuals, who had been alienated because of their anti-social behaviours (having noisy parties and dumping litter in the square) approached the community and participated in the actions. Some conflicts that affected safety started to change thanks to the children of participants who started to be together in the activities. Parents' attitude and interest changed seeing their children so committed. This may have been one of the most rewarding experiences in the process and has reinforced our idea that being together in pursuing a common goal is an important seed to build safe coexistence.

- What difficulties and resistance were found in the development of the initial model, especially to preserve its innovative character and main values?

The initial resistance to participate and the mutual suspicion between authorities and population have been a great challenge that delayed the implementation of Renovando Vila Clara. However, children and adults being together in the activities has been a great help to break down barriers among adults. The presence of SEHAB officers has been very positive in some cases and source of conflict in others because there was not enough information about housing projects of Renova SP. These conflicts have revealed the need of improving communication in relation to the programme as a whole, even if it damage citizens' efficient participation and, as a result, the project in the city and in the neighbourhood.



Red Hook Community Justice Center:



An Innovative Justice Service

The Center for Court Innovation

Brief description

Red Hook Community Justice Center works since 2000. At Red Hook (Brooklyn New York USA), a single judge hears neighborhood cases from three police precincts (covering approximately 200,000 people) in an isolated neighborhood of Brooklyn that ordinarily would go to three different courts—Civil, Family, and Criminal. The courthouse is a hub for an array of unconventional programs and partnerships, including: mediation, community service, a youth diversion court, housing resource center, and citizen volunteers.

The Center is aimed at enhancing public trust in justice, reducing incarceration, increasing accountability, and ameliorating fear within the community and promoting procedural fairness.

It is managed by a private foundation, the Center for Court Innovation, which promotes the collaboration of a large amount of institutions such as: Kings County District Attorney's Office, New York State Unified Court System, Legal Aid Society, the City of New York, Advocates for Children, Bridge Back to Life, Brooklyn Waterfront Greenway Initiative, Community Counseling and Mediation, Counseling Services of the Eastern District of New York, Exalt, Fifth Avenue Committee, Groundswell, Community Mural Project, New Pathways to Counseling, New York City Department of Education, New York City Department of Probation, New York City Housing Authority, New York City Law Department, New York Peace Institute, Opportunities for a Better Tomorrow, Realization Center, Red Hook Initiative, Resource Counseling Center, Sanctuary for Families, Safe Horizon, Sunset Park Promise Neighborhood, The Door.

The Justice Center is a unique public-private partnership engaging all levels of government—county, city, state, and federal. The partnership is more than just funding—it relies on an array of institutional partners to identify local problems, supervise community service, and offer social services.

Methods. The Center uses a variety of research methodologies. Social scientists perform quantitative and qualitative studies that evaluate the Center's success in meeting its objectives.

Targets. The Justice Center handles low-level criminal cases (including some felonies), as well as selected Family Court and Civil Court matters. While the court directly serves the three police precincts in Red Hook, social services are open to anyone.

Evaluation results and accomplishments

The Justice Center has reduced the use of jail at arraignment by 50 percent. Compliance rates with court orders average 75% –a 50% improvement over comparable courts. Evaluation indicators include, but are not limited to: citizen approval ratings of police, prosecutors and judges; compliance rates with court orders; rates of incarceration; surveys of defendants on the fairness of outcomes; surveys of public support.

A door-to-door survey revealed that 94% of local residents support the community court. Before the Justice Center opened, only 12% of local residents rated local courts favorably. Since 1999, the percentage of Red Hook residents who say they are afraid to go to the parks or subway at night has dropped 42%. More than 85% of criminal defendants report that their cases were handled fairly by the Justice Center—results that were consistent regardless of defendant background (e.g. race, sex, education) or case outcome.

Similar projects

Midtown Community Court (New York, USA); Liverpool Community Justice Centre (UK); Vancouver Downtown Community Court (Canada); Melbourne Neighbourhood Justice Centre (Australia)



PROJECT LINKS

<http://www.courtinnovation.org/project/red-hook-community-justice-center>

Loures Local Safety Contract (Portugal)

Miguel Ángel Gandarillas¹

The Local Safety Contract (LSC), which started in 2008, is a participative practice aimed to encourage residents to work with the LSC team through permanent consultations. It aims to envisage problems and combat juvenile delinquency, petty crime, domestic violence, antisocial behaviour and insecurity. The LSC, promoted originally by the Portuguese government and Loures Municipal Chamber, was created because some neighbourhoods with a high level of insecurity run the risk of becoming ghettos of social alienation.

This practice is a contractual obligation for public authorities (government and police force), civil society actors and citizens to freely cooperate. In order to prevent problems, the parties have committed to pinpoint and report them. The LSC is made up of a council consisting of agents from different entities such as local police, social services, associations and institutions in the neighbourhood and in all the community. In its regular meetings, the council analyses the cases and work of the LSC teams. There is a team of two street workers and a coordinator in every neighbourhood.

The LSC tries to enhance synergies and community cooperation in fighting against petty crime, violence, antisocial behaviour and insecurity in general. It also encourages a culture of responsibility in which rights and duties go hand in hand, improving self-esteem and the sense of belonging to the neighbourhood. In the areas where the programme was implemented, 61% of the population think it has been useful to reduce crime. 14% of the population (under 70) have participated in any of the initiatives of the LSC, which has received many awards such as the European Crime Prevention Award in 2010. Council funding of the project has significantly dropped since 2012. Apart from the adjustments induced by the economic crisis, the change of government made this project be seen as a work of the previous ruling party. Instead of three teams of two street workers, there are now only one team of two agents for the three neighbourhoods where the project had been implemented.

¹ Director of the InNODS and Professor of the Pontifical University of Comillas.



Community Policing Safer Alta de Lisboa

Mónica Diniz¹

The idea for a community policing strategy by the Lisbon Municipal Police (LMP) was built from the need of implementing a model of policing with a preventive approach and more open to citizen's participation, involving the community itself in the process of identifying and building answers to local security problems. The Community Policing "Safer Alta de Lisboa" (see Figure 1) is carried out in a residential neighbourhood of Lisbon, with around 27.000 inhabitants¹, in close partnership between the LMP and local partners of the community group of Alta de Lisboa (GCAL), a very active community group that respond positively to the LMP challenge to jointly built a Community Policing in the territory.



Fig.1-Location of Alta de Lisboa

Planning the community policing

In order to design the Community Policing in Alta de Lisboa, the Security Group of GCAL was created in March of 2010, composed by several local partners (e.g. Residents' Associations from private and social housing, Day Centres, Child and Youth Centres, Charities and other Municipality Services). In this early phase, through monthly meetings and focus groups in the community (see Figures 2) the work of the security group was focused on diagnosing and prioritizing the main security problems and places of the territory to be addressed by community policing and the profiling of the community policing team to be selected.

¹ Lisboa Local Police Department

Jointly awareness raising activities on prevention and safety measures were also promoted, targeting vulnerable groups in the community. This included visits for children and youth to the premises of the Municipal Police, as well as police visits to the schools (see Figures 3). Through community activities, the participation of the population in their own safety was encouraged, seeking to contribute to the development of a culture of active citizenship on security issues, allowing at the same time to diminish the barriers between the population and the police to facilitate the introduction of the community policing in the territory.

Fig.2 – Security Group planning meetings and focus groups in the community



Fig.3 – Awareness activities plan jointly between the police and local partners



Implementing the community policing

Based on the results of the diagnosis, police officers for the community policing team were selected and a training program was designed, organized by the Municipal Police. It focussed on five key areas: the theoretical model of community policing; interpersonal relationship skills; intercultural competences; knowledge of the territory and problem solving techniques.

Since November 2011, the community policing team, composed by two police officers, started the daily on foot patrol in the territory (se Figures 4), establishing a close relationship with the population, participating in follow up meetings with local partners and promoting a networking response to solve community problems. The community policing team in Alta de Lisboa started also to participate in the monthly working meetings of the Security Group⁵, discussing the main security problems identified in the territory and building jointly answers to their resolution (e.g. referral of people in vulnerable situation or identifying public space up keeping needs). Together, the police and the local partners continue to promote regular awareness raising actions on local security issues and community self-protection measures⁶, encouraging the involvement of all population in the discussion about how to create a safer community.

Fig.4 – On foot patrol in Alta de Lisboa



Fig. 5 – Security Group meetings



Fig.6 – Community awareness activities on safety issues



Main results of the Community Policing in Alta de Lisboa

The overall results of this model of policing allows a better understanding and knowledge about the territory vulnerabilities and potentialities, and the design and implementation of more effective crime prevention responses, namely: a better police knowledge about insecurity problems felt by the population; an increased sharing of knowledge amongst partners, enabling the creation of more effective responses to meet the citizens concerns; a better awareness of the population for adopting safety measures and an improvement of the relationship between police and local community.

The steps taken so far suggest that the success of this approach lies in key factors such as:

- i) Community policing philosophy - openness of the police organization to integrate citizens contributions and adaptation of the community policing team working schedule to the specific priorities and needs felt by citizens and partners;
- ii) Police organizational support - the support of the police hierarchy to the community policing team and the involvement of all police organization (police officers and civilian staff) in the community policing training;
- iii) Profile of police officers- the development of personal, social and relational skills, particularly in terms of assertiveness, communication, conflict management, team work and problem solving, in order to improve police-citizens relationship;
- iv) Community policing team - the same police officers patrolling the territory and interacting closer to all groups of the population, particularly in cultural diverse communities;
- v) Community engagement – the participation of the community on security issues, namely the police training needs assessment and the introduction of the community policing team in the territory through local partners.

Although this close articulation between the police and local partners contributes to the reduction of anti-social behaviours and the increase of the sense of safety in the community, its important to always keep in mind that developing an active participation from the community on security issues, and working with the police as a partner, is a challenge for both the community and the police organization. The trusting relationship required, from both sides, takes perseverance and takes time.

Mobilizing Community Change through Strategic Partnerships



Brian Biery¹

Project description

In Pasadena (California) a community governance approach tackles problems regarding social exclusion, crime and antisocial behaviour based on strong inter-agency partnership with successful results. This system encompasses a series of entwined innovative community-centred programs and institutions, each programme being tailored to a specific type of problem in the community, such as:

- Pasadena/Altadena 20/20 Vision Intervention Institute. The Institute is an alliance of diverse neighborhood and community representatives who are committed to working collaboratively to prevent and reduce gang and community violence. The Institute provides 36 hours of community violence prevention-intervention education and community outreach training. The course provides a public health approach to violence and a broad overview of its root causes.
 - Neighbourhood Connections is a department of the City of Pasadena in charge of boosting and promoting inter-agency cooperation, community participation, and community governance through programs such as those here mentioned.
 - Community Police Units. Pasadena police department was one of the first ones to use community approaches, and their already long experience is a reference for other cities in California.
 - Apprenticeship Preparation Program. The APP is a pathway to careers in the construction trades for unemployed and underemployed men and women, with a special program for ex-convicts.
 - Pasadena/Altadena Reintegration Council – The Council is a broad-based, grassroots collaborative that provides effective and comprehensive services and resources to formerly incarcerated individuals in order to assist them to successfully reintegrate back into the community. The goal of the Council is to support the formerly incarcerated sufficiently, so that they become positive, contributing members of society.
- There is a large series of public and private entities actively involved in these programs, with leading institutions such as the City of Pasadena, Police Department, and Flintridge Center (a private foundation).

PROJECT LINKS

http://www.ci.pasadena.ca.us/HumanServices/Neighborhood_Connections/

<http://www.flintridge.org/>



Conclusion

An exciting future for public safety and justice in the diverse society

Miguel Ángel Gandarillas¹ and Ángel Cueva²

We are undergoing exciting times, at a turning point in the difficult progress of public services such as justice and public safety. At the beginning, there was a boom of innovations at a local level in many cities and towns around the world, which was widely disseminated thanks to the new communication and information technology. And now we are experiencing a more dynamic situation in which we will be able to share all this good practices, catalysed by a consensus on the elements that cause effectiveness, efficiency, transparency and citizens' quality of life.

This book was aimed to be a contribution to this new situation with proposals that can be implemented in different social, cultural and political environments. On one hand, we defined and implemented a general model of safety and justice governance focused on the diverse community. On the other hand, we shared and contrasted the model with similar experiences in other cities all over the world. We think the results have been very fruitful in terms of the analysis of the applicability of the models designed for other territories; and we believe that they can be implemented in many other cities of the world due to the criteria we followed in their development. We made an effort to include elements that have proved to be necessary to maximise the equation inclusiveness/extensiveness. In other words, we tried to reach all citizens (extensiveness) while addressing their needs and problems individually (inclusiveness). To this end, we tried an approach based on the positive side of the system, enhancing the development of resources and values existing in the territory, instead of just responding to problems once they appear or preventing them through the traditional 'model of deficit'. Community governance models allow us to promote socio-territorial structures in which the synergies of collaboration and coordination among the stakeholders (private and public entities, citizens...) let us obtain better results than the isolated work.

There are two key elements which enable us to state that the approaches described in this book can be used in different contexts and countries. The first one is the stress on a change of the current work culture, overcoming the resistance to use new methods to render public service. If we want to respond to citizens demanding better understanding of their needs and problems in order to exert the same rights as others, we need to **get out of our**

¹ Director of the InNODS and Professor of the Pontifical University of Comillas.

² Chief of the Local Police of Arganda del Rey

offices and work together with citizens and the community. And for that, it is essential 'to believe in what we do'. All citizens must be included, both as part of the problem and as part of its solution; and the singularity of their needs and potentialities must be understood. Therefore citizens must be involved, and in order to get it, we need to reach the person who is inside every citizen. We need to know the citizens and empathise with them, and the only way to achieve that is through the work in their contexts.

Information and communication technology (ICT), paradoxically, will help us to achieve our objectives because it will permit us to connect with all the households; to process big amounts of data; and to plan, schedule and implement actions very precisely depending on the needs of every family and using their own resources. At the same time, thanks to ICT we can take our office with us wherever we go. There are no excuses any more.

The second key element is the paradigm of the diverse society. If we succeed in adapting to the diversity and peculiarities of every citizen, our methods will be free of any kind of bias: social, cultural, political, gender, status, economy, beliefs or age. All practitioners know that any kind of discrimination against a customer or user must be avoided, however this is not always the case due to the nature of the prevalent methods and procedures, which are rigid, specialized, culturally-biased, and "method-centred". We usually define and study the cases according to our methods, instead of adapting the methods to the singularities of the case. For example, it is very common in many countries that the police forces or a judge define a problem in a family or between groups in the community as a conflict. We then apply a mediation or conciliation model, but doing this we risk introducing a methodological bias which could easily hide a cultural prejudice if finally the problem is that the head of the household is abusing other member of the family or a group is bullying another weaker group in the neighbourhood.

The only way to see the whole picture and avoid biases is to use methods which include the multifaceted nature of problems in order to work from different points of view and engage all the people involved. It will be more difficult to cause a case to be biased if we understand problems in the diverse community as a system of different needs, problems and resources interacting, and if we pay attention to all that. If we take into account all the diversity of a community when diagnosing and working in it, we will be able to work in any context and in any territory no matter the community. Therefore, **addressing the singularity of every single person and community, we can work universally with all of them in any context.**

The diverse society is now, and will be in the future, a universal value and the key for our methods to become more easily widespread in other territories. Using the same methods,

we can share them and collaborate more easily with other cities and territories to promote governance in our services and thus contribute to protect human and civil rights so they will truly become universal rights. Public administrations will have to lead for the diverse society to lead.

We are living a special moment, in which experts, leaders and citizens from many different countries, cultures and ideologies agree on how the future of public management must be. We still have to follow the path and overcome the difficulties, understanding that we all need to lead the collaboration and not wait for others to lead.

Appendix 1.

Public safety evaluation questionnaire

Dear neighbor or worker in Juan de la Cierva neighbourhood at Arganda del Rey:

We would appreciate if you could spend 15 minutes on filling this questionnaire. It will help us to know better the levels of public safety in the neighbourhood and thereby to improve our services.

Thank you very much.

Are you

- A neighbour?
- An employee or businessperson?
- A worker in the public sector?

Age: _____ City and country of birth: _____

Date: _____

Now, please assess the extent to which the following factors, related to safety and social life in the neighbourhood, **improved over the last two years**. You can rate factors on a scale from 1 (it did not improve at all) to 10 (it fully improved).

If you are completely unaware of any of the factors or elements, you can leave the question unanswered.

It not improved at all
It improved a little
It fairly improved
It improved very much
It fully improved

-
1. The number of antisocial behaviours, offenses and crimes in households and in public areas decreased.

 2. The number of detected and solved crimes increased.

 3. There are fewer offenses or crimes committed by the same type of people at the same places and moments to the same type of victims.

 4. Neighbours and families' involvement in reporting antisocial behaviours and crimes has increased. Offenders are better known. Fewer cases of abused or neglected people remain unknown by neighbours and public agents.
-

It not improved at all
 It improved a little
 It fairly improved
 It improved very much
 It fully improved

5. Recidivism has decreased. That is to say, offenders repeat their actions less frequently.

6. The number of offenders from the neighbourhood in prison decreased.

7. Re-education and rehabilitation programmes for offenders increased. Offenders carry out supervised community and restorative orders.

8. Neighbours take better care of streets, squares and architectural elements in the neighbourhood. The quality of the environment and green areas has improved. Dirtiness and noise decreased. Vandalism and environmental damage and aggression decreased.

9. Economic situation of poorest families improved. There are more jobs and new successful businesses in the neighbourhood.

10. Fewer young people feel frustrated or angry at the lack of future prospects. The number of young people with future prospects increased. Young people's effort is better rewarded, either tangibly (money, work) or intangibly (social recognition).

11. Drug and alcohol abuse decreased.

12. More neighbours know, help and protect each other. More neighbours help disadvantaged, neglected, vulnerable or at-risk people. More neighbours help other neighbours with problems. More neighbours get involved in local problems. More people take care of public areas.

13. More people use public spaces for social and leisure activities. There is less conflict when using public areas. Spaces are better organised and there are more spaces for different uses (playground, sport, social life, cultural or civic activities, etc.). There is less appropriation of public spaces by particular groups. Public places are safer and friendlier. Fewer public places are neglected or abandoned.

	It not improved at all	It improved a little	It fairly improved	It improved very much	It fully improved
14. Relationships among the different groups in the neighbourhood have improved. Neighbours' groups are more diverse (different age, beliefs, economic status, ideology or origin). Newcomers are better accepted and welcomed.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. There are more people in the neighbourhood with different backgrounds, beliefs, economic status and forms of family. There are more varied shops and establishments in the neighbourhood. The neighbourhood is more open to the city.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. More neighbours are involved in improving safety and justice in the neighbourhood, supporting most vulnerable and at-risk people, and ensuring that nothing bad happens. More neighbours respond in a positive and assertive way (no passively or aggressively) when somebody infringes a rule and reward those behaving properly. More neighbours cooperate with the police and the legal system.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. More people organise social, cultural, sporting and leisure activities. More people promote cooperation among neighbours, care for the neighbourhood, coexistence rules and mutual respect.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. More people feel connected, proud of and attached to their neighbourhood. More neighbours organise activities in the neighbourhood and meetings with the Council's services.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19. There are fewer interpersonal problems (conflicts, abuse, aggressive behaviour, neglect) at work and in the neighbourhood.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. Fewer groups remain excluded from or openly confronting the rest of neighbours. The number of situations aggravating conflicts has diminished.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21. Fewer groups or citizens in the neighbourhood are labeled as criminals or bad people.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22. Standards of living and wellbeing in households have improved.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	It not improved at all	It improved a little	It fairly improved	It improved very much	It fully improved
23. Housing habitability in the neighbourhood has improved. Fewer households are overcrowded. The organization of public and private spaces is more suitable for the number of neighbours and their needs. There are more places for neighbours' meetings.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24. The number of families and household with internal conflicts (violence, aggression or neglect) decreased.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25. There are more adult neighbours using educational resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
26. Disruptive behaviour, absenteeism and failure at school decreased.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27. Neighbourhood police officers are better known and their relationship with the neighbours has improved. Officers are more interested in neighbours, workers and traders' problems, taking part in activities in the neighbourhood and meeting neighbours regularly. Reactive police patrols have decreased.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
28. Neighbours regularly receive detailed information about safety in the neighbourhood. Neighbours and entities are more involved in the evaluation and accountability of the neighbourhood safety.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
29. Police respond more swiftly to the commission of a crime.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
30. Residents', workers', and businessmen's perception of safety in the neighbourhood has improved. Neighbourhood is perceived as a more open place with fewer problems and fewer unattended and excluded groups.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
31. More neighbours feel they can improve the neighbourhood with their effort. Fewer neighbours feel helpless or resigned.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
32. There is better communication between public officers (social services, education, health care, environment, urban planning and housing, economy and employment) and neighbours, workers and traders. Public officers are more interested in all neighbours, workers, business people and traders' needs and problems. Neighbours are satisfied with the work of the public agents.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	It not improved at all	It improved a little	It fairly improved	It improved very much	It fully improved
33. Public officers (social services, education, health care, environment, urban planning and housing, economy and employment) have clearer and more differentiated functions. They coordinate better and take decisions on-site. Cooperation between public agents, businesses, NGOs and neighbours has improved.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
34. Public officers are better trained and prepared to tackle problems in the neighbourhood.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
35. The political heads of the different public administrations are more committed to change and improve public services in the neighbourhood.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
36. Social justice standards have improved in the neighbourhood. Injustice, discrimination, abuse and neglect are better identified. It is more common now to see how the damage is repaired after an offense or crime was committed. There is a greater effort to restore justice, not only by detaining offenders but also by working on restoring victims their physical, psychological, economic and social state.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
37. Neighbours know better and use more the public resources (social services, education, health care, work, public safety, justice, housing, etc.).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
38. Communication and relationship with public administrations are easier thanks to information and communication technologies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
39. Public administrations develop more sustained long-term intervention plans (for more than four years) which are implemented and evaluated with neighbours' collaboration.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
40. The number of neighbours leading a healthier lifestyle (physically and psychologically) has increased.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
41. There are less bad news in the media criminalizing some groups or the whole neighbourhood.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Thank you very much.

Appendix 2- Arganda del Rey and the neighbourhood of the project



Arganda del Rey

Pilote area where
the SSG system
was deployed



“Local governance approaches are drawing the path of change in the paradigms of public management at international levels. This book describes innovative models and good practices for a more cost-efficient and effective, integrated management of public services, especially focused on public safety and justice. A new way of understanding the relationship with citizens is here described from an enthusiastic as well as rigorous, realistic, and scientific view, conveying a future society of full democracy based on the peaceful coexistence of our diverse community.”

PROGRAM >

SSG SUSTAINABLE
SAFETY
GOVERNANCE
SEGURIDAD,
SOSTENIBILIDAD Y
GOBERNANZA



FINANCIADO POR
LA COMISIÓN
EUROPEA
Programa Europeo
de Prevención y
Lucha contra la
delincuencia

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Arganda del Rey