

The European Forum for Urban Safety

Public safety is at the top of citizens' concerns, at times more important than employment or social questions, as a recent Eurobarometer survey has shown. It is also on the top of European policy makers' agendas. This text aims to give an overview of new challenges, present the answers provided by the European Forum for Urban Safety (EFUS) and sum up current positions on a few of key policy fields in urban safety, such as youth, migration, police issues, drug prevention and similarly interlinked questions.

While overall crime is continuously going down in most countries, urban and Community Safety in Europe is currently facing a number of serious challenges that are not easy to confront: riots in several European cities (UK, France) occurred involving serious violence, hate crimes and violent crimes are on the rise, new forms of terrorism have reached the European continent (Madrid, London). Increasing social cleavages and continued difficulties on labour and housing markets for marginalized and disenfranchised parts of society remain a troublesome background for crime and urban unrest. There is thus a clear need to improve our societies capacities to confront growing tensions between groups of people, between generations, different neighbourhoods or regions. Prevention has become ever more important. In all local crime prevention policies, mayors are often directly responsible in the eyes of the citizens to guarantee the safety of individuals and of the community. Successful community safety efforts therefore need the implication of political representatives and decision makers, who in turn need the possibility to exchange, develop ideas and strategies and learn from what the others have done.

This is exactly what the European Forum has been doing ever since its establishment, by organizing concrete, real person encounters and bringing people together over space and time, despite cultural and language barriers. Following its founding motto that "Cities Help Cities", the EFUS is beginning its third decade of existence with a fresh look at things, and with expanding its programmes and project activities to the new member states of the European Union, and most of all Poland.

ORIGINS & ORGANISATION

The European Forum was established in 1987, in Barcelona, under the auspices of the Council of Europe in order to link cities and local administrations on the issue of urban safety. The Forum is an international non-governmental organisation of European local authorities (about 300 members), established under French law. As all international Non-Governmental Organisations (NGOS) The Forum has a President –represented by the mayor of Zaragoza, Alberto Beloch Julbe, Mayor of Zaragoza – and four Vice-presidents –, the cities of Roubaix (France), Budapest (Hungary), Modena (Italy) and Loures (Portugal). The Fo-

rum is directed by an executive committee composed on 21 member cities. The Executive committee is elected every year all the members by direct vote. National Forums have been established in Belgium, in France, Italy, Spain and Luxembourg. A Portuguese Forum was created in 2007.

AIMS

The Forum is founded on the principle of rejection of all forms of exclusion which can turn a marginalised person into a potential criminal.

The safety definition used is very broad on purpose which has allowed over the years to address violence and crime prevention from the many different angles that it might take: reaching from protection against serious crime, to safe public transport, prevention for domestic violence and support for victims to the reduction of risks related to drug-consumption and abuse, the safety definition must include an aspect of well-being for all in order to achieve a balanced approach in local policies. The dangers of too repressive and authoritarian approaches as well as of ignorance and over-relaxed inactivity as regards crime and urban safety must both be avoided.

In order to achieve this goal, the European Forum serves as a think-tank and a place for dialogue and discussion. It provides opportunities for exchanges of positive experiences, on the basis of inter-city co-operation. This contributes to stimulate and orient policies at local, national and European levels, in the areas of prevention of urban insecurity and crime management, with a view to the progressive development of an international approach. These actions should never threaten democratic freedom in cities, and certainly not in Europe where recent history has shown that social and citizens' movements can triumph over authoritarian regimes.

Because we do not want our cities to be at the mercy of extremists who try to exploit insecurity, petty crime, racism and fear; we want to offer concrete solutions in response to our citizens' safety needs. It is therefore that we insist on the importance of linking prevention and repression in our streets, our districts and our cities: the Forum, a network of cities striving towards safety and democracy tries to balance these two in its daily work.

EUROPEAN AND INTERNATIONAL COLLABORATIONS

On the international level, the EFUS acts as an expert to the Council of Europe, the European Parliament and the European Commission in the area of crime prevention.

It participates in the European Union's Crime prevention network (EUCPN)¹, and is a member of the EU expert group on Trafficking in Human Beings² and well as of the expert group on policy needs for data on crime and criminal justice.

On February 23rd 2006 the EFUS organized a debate on the subject of drawing up a scheme for a European prevention policy, in partnership with the European Parliament Commission on Civil Liberties, Justice and Home Affairs. This meeting marked the first stage in defining an integrated vision of safety in Europe, which was to come to its conclusion with the "Security, Democracy and Cities" conference³ that took place in Zaragoza – Spain on November 2, 3, 4 of 2006. The meeting was presided by Mr. Jean-Marie Cavada, president of the European parliament Commission on Civil Liberties, Justice and Home Affairs, Commissioner Franco Frattini, Vice-president of the European Commission, and Freddy Thielemans, former president of the EFUS and mayor of the City of Brussels.

To further link it's crime prevention activities to the international arena and to participate also in academic exchanges,

the EFUS is the co-founder and secretary of the International Centre for Crime Prevention (ICCP)⁴ in Montréal.

The EFUS acts as a consultant to the United Nations, from which it received in 1998 an honorific award for its work from the HABITAT program.

The EFUS extended its activities to South America by taking part in the launching of the Latin American Forum for Urban Safety (FLASUD), which brought together representatives from Mexico, Argentina, Chile and Brazil, with the aim of reinforcing the co-operation and facilitating the exchange of expertise between Latin American institutional representatives from the judiciary, the police and the research sectors, and their European counterparts. The EFUS regularly collaborates with the Brazilian Forum for Urban Safety.

HOW DOES IT WORK?

The EFUS works as a network of European cities, who share their knowledge on policies, projects and strategies in all areas that are relevant to the prevention of crime and urban conflict on the local level. It has a membership base, an executive committee, and a technical secretariat which is based in Paris (France). The Forum offers to its members and partners:

Training and expertise

The EFUS contributes to the strengthening and concrete orientation of local, national and European policies of the fight against urban insecurity by providing training seminars on

¹ See the website for background information: <http://www.eucpn.org>.

² For overview on EU activities against Trafficking and the Expert Group, see: http://ec.europa.eu/justice_home/fsj/crime/trafficking/fsj_crime_human_trafficking_en.htm.

³ The conference programme and results are available at: <http://zaragoza2006.fesus.org/index.php?lang=en>.

⁴ See the website: <http://www.crime-prevention-intl.org/>.

a regular basis and conducting punctual missions of technical expertise upon request from local authorities or States.

So far, training programs have mainly concerned

- the management of urban safety
- the prevention of drug-addiction at a local level.

The EFUS regularly contributes to training programs of its National Forums (on varied themes, including police/community relations) and of its partner organisations. In order to pursue its training efforts in the field of crime prevention policies, alliances with universities have been passed and a network of European and international universities and training centres involved in this field is being formalized. The aim is to set up a European Master in Urban Safety, based on the expertise both of the universities and of the cities and institutions involved.

Technical assistance and expertise requests have mainly concerned the organization and management of Eurofoot 2000 (in Belgium and the Netherlands), the sharing of information in *partnership schemes* (France), the undertaking of local crime analyses (Belgium), and the setting-up of a European Crime Observatory (Council of Europe).

The Canadian government has commissioned EFUS to produce a guideline on local safety audits, based on international practice. The objective of this project is to draw up a practical guide containing guidance for local actors on producing an audit, in order to design and implement effective crime prevention action plans. The guideline will be soon available on the EFUS site www.fesu.org.

Security related research and studies

The EFUS is a think-tank that is constantly trying to look deeper into the causalities that lead to threats to urban security, and all types of factors are being tackled. Some of these factors should be given particular attention, because they can become the starting point for a conflict. They concern the places of insecurity, the victims of insecurity, but also the actors that can have a word to say in the reduction of insecurity rates and the way in which this can be done.

1. Places of insecurity

City districts

A certain number of urban zones in many European cities concentrate housing in questionable conditions and a lack of infrastructure equipment. These zones are subject sometimes of priority policies and prevention of criminality is one of them. However, the social cleavages that cut across the European urban landscape is often the background for growing violence and troubles that can not only be addressed by prevention projects, but must also be tackled interdisciplinarily by addressing the root causes of poor housing, need for urban redevelopment, stimulation of economic activities in disenfranchised areas, and training for local residents with fewer perspectives.

Schools

The schools became the mirror of social violence. Attacks, bullying put in failure the teaching role of the school.

Transports

Attacks against the staff and the users contribute to slow down the development of collective transport, which remains, however essential for the development of our cities.

Sport fields

These places are subject of disorders not only violent, but also racial. Football became particularly a target for this violence, not only during large scale sports events.

Social housing

Badly controlled town planning led to an accumulation of residences whose maintenance is increasingly difficult and is thus rejected by the whole of the population.

2. Victims of insecurity

To give effectiveness to our reduction of insecurity policies, one must know better the victims of the insecurity. This knowledge can bring to set up a better participation of the citizens in these policies.

The poor

The poor are the first victims of insecurity. The mechanisms of protection (like insurance for example) cover them little.

Young people

Young people are the main victims of insecurity. Adults make them the privileged target of their psychic, sexual and physical violence.

Women

They are the object of a very important hidden victimisation.

Ethnic minorities

The major problem arises more for the young people of the second generation often victims of little developed policies of integration.

The Elderly

The ageing of the population, the insulation of the individuals contributes to the feeling of insecurity of this category of the population.

3. Actors of the policies of insecurity reduction

Who can act against insecurity?

The inhabitants

To associate the inhabitants with the development of the actions, to keep them informed about the evolution and the results of the policies is a condition for the success. This can be done by regular meetings between citizens and local policy makers, in a joint decision approach.

Local councillors

The mayors are placed in the role of guarantor with respect to the population. The extent of their power to act doesn't matter, they must have a partnership policy to fight against insecurity. Local safety partnerships as example, established in almost all European countries

The police

Police must be in a close relation with the population and serve the inhabitants. Its effectiveness is measured with the degree of satisfaction of the inhabitants. Community policing, as it has been developed in the UK, has proved to be much more efficient than regular police forces..

The justice

Confronted with a transformation of criminality, the Justice must vary its answers, to make them faster and adapted to the problems of the city. City councils can choose to open mediation offices, run by experienced mediators that can make the link between inhabitants and justice services.

Teachers

The social workers are obliged to create new ways of intervention to collect the interest of young people. Their presence in places attended by young people is not enough anymore.

The new safety-related jobs

Many cities created new functions to follow the evolutions of the ways of life, the changes of the city.

4. The governance of the local policy of safety

Urban safety is transversal with many sectors of the social, administrative and political life. It requires the implementation of complex policies.

One speaks more and more about the **governance** of security. It concerns mainly:

Safety audits

Knowing insecurity does not mean only knowing the figures of criminality. One audit of all the forms of insecurity in the city must be done.

Local partnerships

To have a overview and global solution of the insecurity requires the constitution of a partnership whose extent can be variable, but necessary.

Training of the actors

Training the actors together so that the objectives can be shared. To set up a local co-ordinator to maintain the partnership is another need.

The evaluation

Evaluation makes it possible to the actors to know the accuracy of their analysis. And more important, this evaluation must make it possible to the citizens to know the relevance of the policy carried out.

Exchange and co-operation programs

The EFUS promotes the sharing of experience by means of work and research seminars which bring together the actors of urban safety policies, whether from the public, the private or the voluntary sectors.

Within the framework of SecuCities programs, the members of the EFUS participate on a regular basis in European and international programs of exchange and co-operation, mainly in the fields of local partnerships, youth, migration, violence, drug abuse, conflict resolution, policing and prevention of terrorism.

Here are some examples of projects lead by the EFUS:

Drugs: "Democracy, cities and drugs"

Among the different institutional levels, cities should be one of the major frontline responses to drug use and misuse. They are responsible for, or have the potential to organise a co-ordinated response between the various agencies and stakeholders involved in the area of drug use. These include social and health care fields, various social justice agencies, the police force, non-statutory and non-profit sector, i.e. NGOs, other community members and users, club owners and many more. The cities which implement local partnerships in order to manage in a integrated way the drugs issues, often feel isolated in their action and need to exchange their know-how with other cities involved in such programmes. Moreover, locally concerned actors have an increasing need of exchanges and complementarity aiming to provide the best services to their targeted public. But the types of interventions are numerous (primary prevention, harm reduction, public security...) and it is useful to find a consensus between various actors. Sharing practices in this matter is more and more necessary, particularly towards the cities and actors within the new Member States of the EU.

The "Democracy, Cities and Drugs" project (DC&D)⁵ is an alliance of 300 European cities and organizations involved in 7 European civil society networks. This alliance aims **to promote local and democratically participative responses to the issue of drugs use.**

⁵ Complete documentation on the project is available at: <http://www.democitydrug.org/>.

Based on the comparison between the experiments undertaken by an open Network of Cities and NGOs, the project intends to support the creation of local partnerships and to set up a **sustainable resource network** based on the mutual exchange of relevant knowledge and expertise.

Terrorism: "Cities against Terrorism"

The Cities against Terrorism project (CAT) proposes to elaborate communication training for local representatives, to help them improve their capacity to publicly confront terrorist threats, develop public solidarity, build partnerships with civil society, lead information campaigns on victim support and more generally mobilize the public opinion against terrorism in all its forms.

The objective is to create a training package developed during four seminars involving experts in communication, security specialists and contemporary research on the terrorist threat.

The seminars produced answers to four thematic challenges addressed by the project: emergency response, crisis management and communication, solidarity and public support and prevention of terrorism/ community relations. Each of the seminars follows the same methodology bringing together city representatives, universities and experts in each thematic field. All results of the project including recommendations for training are presented in a large dissemination conference in September 2007 in Brussels⁶.

Immigration: "Immigration and prevention: a training manual for local actors"

The aim of this project is to produce a training manual for local actors in crime prevention and community safety policies that relates to the challenges in integration/immigration.

The starting point for this training manual should be a more detailed understanding of the difficult and complex situation in which local administrations are asked to develop efficient integration policies and at the same time counter racist stereotyping and scapegoating.

In many European cities, local crime prevention officials are challenged on two sides. On the one hand, immigration and integration is a burning problem in the urban context, and more or less efficient integration policies have been put in place. These include rather classic approaches of social insertion (such as language classes, professional training, education, and support of cultural or other social activities). However, the problem of social exclusion of immigrants remains a problem across Europe.

On the other hand, politicians and media reports sometimes point the finger at immigrants' implication in crime. While it might be true that foreigners run a higher risk of being implicated in crime (both as victims and as perpetrators), no clear answers or policies exist as to what to do in order to counter this link. Some research has pointed out that delinquency is linked to social exclusion which would explain why immigrants, often marginalized within European societies, are more implicated in crime than other groups of the population.

⁶ More information on the conference can be found on: http://www.fesu.org/fesu/secutopic_art.aspx?id_sec=61&id_art=2460.

The project, therefore, unites partners from several European cities to investigate the supposed or real links between immigration/integration issues and crime prevention policies, and aims to support local actors in finding balanced approaches that support integration and crime prevention at the same time, without running the risk to oppose one to the other.

A manual giving recommendations on how to set up and run training measures that are suited to improve local administrations' relations with immigrant groups has been produced and disseminated among the European network.⁷

Organization of events of a European and international dimension

The EFUS organises events of a European and international dimension on a regular basis. The target themes for these events concern organized crime, local crime prevention policies in Europe, the fight against drug-addiction or partnership strategies.

After large conferences in Montreal, Paris and Naples in the 1990 and early 2000s, having demonstrated its mobilisation capacity and its determination to encourage the emergence of a common approach to the tackling of crime in urban areas, the EFUS organised an international conference in Saragossa (Spain) on Nov. 2, 3, 4th 2006. It gathered more than 800 participants coming from 230 cities in 40 countries around questions of crime prevention, safety, cities and democracy. Organized with the support of some of the most prestigious international institutions, the three conference days allowed for an exchange of positions and good practices and tackled different policy aspects such as housing and safety, technologies and liberties, youth and violence, violence against women etc. The Conference Manifesto expresses in 12 general points and 12 recommendations from the thematic workshops, the recommendations and strong ideas carried forward by locally elected representatives.

SARAGOSSA MANIFESTO

The participants in the Saragossa Conference of 2–4 November 2006 adopted the Saragossa Manifesto on urban safety and democracy:

- 1 Safety is an essential public interest, closely linked to other public goods such as social inclusion and the right to work, to health care, education and culture. Every strategy using fear is to be rejected in favour of policies furthering active citizenship, an appropriation of the city's territory and the development of collective life. Access to other rights also favours the right to security.
- 2 Conscious of the profoundly worrying stakes caused by crime in all its forms, weighing heavy on the maintenance of social, legal, cultural and political balances, the participants wish to see effective integrated global policies set up, aimed at fighting the effects of crime as well as its causes such as social exclusion, discrimination in rights, and economic inequalities.

⁷ Project description and manual: http://www.fesu.org/fesu/secutopic_art.aspx?id_sec=58&id_art=1594.

- 3 In particular, conference participants made sure that the right of women to full professional and social participation be recognised and that positive initiatives be developed in this regard in this overall policy of the fight against insecurity. The violence of which they are victims is an expression of the inequality of male/female relations and cultural prejudices. Women's Rights must be the subject of programmes promoting equality and an approach by gender.
- 4 Despite there being dialogue amongst people and cultures at the local level, there is considerable risk that the forces supporting the 'shock of civilisations' prevail, creating an apocalyptic framework for the safety and future of citizens. In this situation, our commitment as administrators and representatives of our communities is to create a place for dialogue and encounter between populations of different origins, and an alliance between civilisations.
- 5 Encouraging the European Union to set up common rules on conditions for the admission and repatriation of foreigners, we confirm our commitment to ensuring reception conditions respectful of fundamental rights as well as integration measures and rules for the sharing of rights and duties, especially for immigrants whose papers are in order.
- 6 Terrorism tries to exploit social and cultural inequalities existing in our societies. Any response favouring discriminatory actions, designating scapegoats or encouraging aggressive, racist attitudes is to be banned.
- 7 We affirm the necessity of maintaining civil liberties and appeal to countries and international institutions to respect fundamental rights.
- 8 We ask that the role of cities be recognised by the European Union and individual countries and that this recognition be backed up by financial instruments. Cities and local governments must provide themselves with local safety plans integrating prevention and the consequences of organised crime and human trafficking in particular. The role of the media must be taken into account and all ideological or religious instrumentalisation avoided.
- 9 Providing a safe environment for their inhabitants, one favouring social cohesion, is the primary duty of elected officials. By means of urban regeneration and reconstruction strategies, by providing basic services in the areas of education, social security and culture, cities have the ability to act on the causes and effects of insecurity. By developing integrated, multi-sector approaches, and with the support of regional, national and European authorities, urban policies are innovative if they do not put security solely in the hands of justice and the police.
- 10 The involvement of cities and communities in sustainable safety policies must receive support from national, European, and international authorities. A 'bottom upwards' approach must guide the elaboration and unfolding of action programmes of the European Union as much as other international authorities. Priority must be given to experimentation with innovative practices, the development of evaluative and diagnostic methodologies, exchanges and cooperation between cities, multidisciplinary training of local players and the dissemination of practices such as those concerning public-private-partnerships.

- 11 It is the role of local councillors, in crisis situations as well as in their daily action, to encourage bringing together all inhabitants of their city regardless of philosophical or sexual orientation, ethnic, cultural and religious membership or legal situation. This role is ensured by the vigilant respect for the equality of all in access to city services.
- 12 Our efforts must encourage community awareness of our problems and our ability to resolve them in cooperative fashion with a view to maintaining the dialogue between cities on all continents based on mutual enrichment, tolerance and the respect for civil liberties.

4 November 2006

Recommendations issued from the various workshops in Saragossa

Youth facing violence

Young people must occupy a central place in our local policies. They must not be considered a danger nor designated as scapegoats for insecurity, especially as they are the first victims of violence in all its forms: suicide, abuse, road violence, social insecurity and lack of perspectives. They are also subjected to more muted violence, sometimes resulting from our institutions (school, police, social services...).

These various types of violence hinder their development, their capacities for learning and proper insertion into society, which can generate new violence. In order to avoid this spiral, prevention must be as comprehensive as possible.

Responses must at once:

- Take all aspects of the life of the child and adolescent into account: emotional, psychological, academic and family life, as well as legal status...
- Develop the dialogue and listening skills between generations,
- Be based on the participation of young people themselves and the mobilisation of their life energy,
- Be viewed as long term and aim at lasting solutions.

The effectiveness of responses depends more on the quality of dialogue and coherence than on the increase in the number of police, judicial, social or academic measures.

If the local level of cities allows for stable, community, reactive and multidisciplinary policies, a trans-national approach is also indispensable in face of developments in migration and trafficking, and must consider the child as a minor to be protected and the foreign child as holder of rights benefiting from this protection.

Migrations, Minorities

Today, immigration is an inherent fact of life in our countries and city neighbourhoods. Economic life and its growth require that new generations of immigrants enter Europe, and we want our cities to continue to be hospitable and improve their capacity for integration.

At the local level, we must recognise the positive contribution of the world's cultures and see to it that their participation in the representation and administration of our cities is organised and promoted. This multicultural reality must be reflected in their overall policy

and especially in the recruitment of new public employees, more particularly in social services, education and safety.

Cities must perceive immigration above all as an opportunity for our development. It is evident today that effective management of the integration of immigrants calls for a clear and secure system of rules for admission, settling and family reunification. But no country by itself can resolve these problems requiring a common European policy on rules of entry, stay and, if need be, repatriation. For all that and, more particularly, for the policies of development aid to the country of origin and for agreements on emigration and repatriation, action of the European Union towards each country of emigrants' provenance or transit is necessary.

Immigration also poses safety problems. The fight against human trafficking is a priority, especially when the lives of men, women and children are put in danger. It is also necessary to pursue conducts aiming at the illegal employment of foreigners, which sometimes verges on slavery. Current imbalances create concentrations of immigrants in certain urban areas and difficulties with the traditional inhabitants who sometimes find themselves in situations of economic crisis, and they get worse on racial or religious grounds. The fight against racism and discrimination is the guarantee of equal rights for all as well as a precondition for a successful integration policy.

New conflicts, new solutions ?

Nowadays, cities are confronted with numerous phenomena of violence, insecurity – whether real or subjective –, and other conflict situations. These situations are often the source of misunderstandings, fears, violence and turning in on oneself, as well as a loss of confidence in institutions and their ability to provide answers. Cities are constantly on the lookout for mechanisms favouring the reception, confidence, support and the bringing together of inhabitants. This is a most important issue for our societies.

On that subject, public laws and institutions, in spite of their unifying, regulating role, reveal their limits and difficulties in adapting to the profound changes in our societies. Mediation in conflict-management is one answer. As a first step in new relations between the Law, institutions and citizens, mediation is a prevention policy as well as one of mending social cohesion and encouraging inhabitants to take on greater responsibility.

Mediation can apply to fairly wide-ranging domains by taking the form of legal, social or family mediation, to name only those. It constitutes a full-fledged discipline and is therefore subject to very precise rules of professional ethics. As a partnership project, it must be considered as much a culture as a technique.

We wish to:

- Develop mediation competences at the city level;
- Create conditions in the cities that will favour a mediation service and amicable conflict regulation that are accessible to all;
- Recommend and support the inclusion, within the European legislative framework, of access to mediation as being a right for citizens and an obligation for public authorities.

Urban planning, public spaces and insecurity

The phenomena of crime and, perhaps even more, forms of incivility in public spaces have a tremendous impact on citizens' feelings of insecurity. For 21st-century cities, management of these public spaces, out of concern for reducing anxiety and fear, is a priority challenge. Elected officials are thus asked by citizens to produce their first responses, which require close collaboration with national and international institutions. Conflicts regarding the use of public spaces (such as the deterioration of historic centres), are only one example of this segmentation of the city and are the fruit of erroneous management that did not take into account socio-economic aspects such as urban development, use, management or monitoring of urban space. Over the past few years, European cities have been forced to develop projects to meet citizens' expectations and to prevent problems of crime, vandalism and urban degradation, on the basis of orientations linking urban rehabilitation with the use of public spaces as meeting places for social contacts and exchanges between generations and cultures. Urban planning and architecture have an acknowledged impact on security: they must be instruments capable of resolving existing problems, avoiding the outbreak of new problems, recomposing existing divisions and creating links between the city's various spaces.

The conference participants recommend integrating, in every intervention aimed at modifying the development of cities, instruments allowing for both a preventive diagnosis and the evaluation of results. Public spaces are a reflection of vital forces and of the confrontations and conflicts present in cities. From the urban planner to the police agent, the notion of 'city' must be understood on several levels and necessitates a dialogue between different forms of knowledge and know-how and between all the players (from residents to the various users), taking into account their interests and the conflicts that sometimes oppose them.

Management of urban crisis

Cities are subject to crises caused by social happenings, natural catastrophes, terrorist attacks or else because of problems in public management facilities. These crises subject all services and institutions to emergency imperatives of effectiveness for repairing damage or restoring calm in the streets and public areas. Prevention and the coordination of interventions are the norm for reducing the vulnerability of property and persons.

These crises are revealing the drawbacks and the lack of prevention policies.

New phenomena arise, such as the simplicity resulting from uncontrolled use of the Internet; vandalism and lack of civic spirit in cities; increasingly important natural phenomena that go beyond borders; the risk of social exclusion of a large portion of the population; the difficulties of access to decent housing, etc. These are but a few of the challenges that local officials must confront, in addition to their own traditional competences.

The current scale of these problems, the globalisation of terrorism, major catastrophes, etc., make it indispensable that the various administrations tackle them in a cross-disciplinary manner, with special commitment on the part of the local authorities.

With the intention of obtaining the best coordination and effectiveness possible in these policies, it is necessary to improve training and better inform the population regarding risks and prevention, as well as strengthening and encouraging coordination at the Eu-

ropean level on the topics of Civil Protection and, more particularly, in promoting international voluntary work.

Large events

Cities regularly host large sports, cultural or festive events that necessitate concentrations of means raising the question of safety management. These events are also revealing as to existing situations of insecurity. In addition to manifestations of hooliganism or violence, they generate concentrations of crime to be handled, such as human trafficking for sexual exploitation, drug trafficking, excessive consumption of alcohol, illegal employment or thefts.

However, the event also represents an opportunity to bring out positive social policies and a lever for catalysing energies to carry out social or pedagogical programmes, and can be a special vector for the diffusion of democratic values. The wager is to establish an equilibrium between the event's necessary conviviality and the indispensable safety for the participants as well as for the inhabitants of the host city. Cities want the accumulated experience to be mutualised so that prevention arrangements accompany the organisation of events. The better prepared they are with the participation of the city's kinetic energy, by including the underprivileged populations in the form of jobs, training programmes and access to the activity, the more will safety be ensured for the whole community.

Given the scope that football has attained in all countries, related events warrant particular attention, especially in policies for violence prevention organised on that occasion, and in particular for fighting racism. The fan clubs constitute key players in this prevention and, with the support of the clubs and the UEFA, can develop positives trans-national actions in partnership with the cities, whilst associating amateur football at the local level.

The European Union must help local authorities to produce a mission statement and, above all, to adopt structural measures in order to implement these preventive initiatives during large sports and cultural events.

Organised crime and trafficking

Cities are concerned with organised crime and the trafficking in human beings, phenomena that constitute a terrible violation of human rights and undermine the fundamental principles of democracy and the supremacy of the law.

It is at the local level that many manifestations of organised crime occur, finding a favourable terrain in social exclusion and the destruction of human and social fabric in certain neighbourhoods. Life in those neighbourhoods comes progressively under the sway of criminal networks, serving as relays to entities that are sometimes international. Young people are recruited into these networks, families settle into the criminal process, and social policies are put into a no-win situation by such phenomena.

The responses to these situations must be total and not involve only the police. Furthermore, they must be sustainable and constitute policies adapted to each specific situation, based on a precise diagnosis. Local authorities have a fundamental role to play as promoters of these complete policies, which aim at social cohesion and the safety of all their citizens.

Victims must be at the centre of local policies aimed at persons subjected to trafficking for sexual ends or illegal work. As such, these persons, regardless of their legal status, must benefit from services to which all victims of crime are entitled.

The information of public opinion on the nature of trafficking must be ensured, and cooperation with the country or city of origin developed. On this point, the association of cities for the definition and enactment of European Union policies is keenly desired. Cities support the fight against human trafficking waged by the Council of Europe with the double objective of making public opinion more aware of this problem and inciting all member States of the Council of Europe to ratify and sign the agreement on the fight against human trafficking.

Drugs

The local level is confronted with citizens who are drug users, and it is at this level that national and international strategies take shape.

Faced with the complexity of situations and the obligation to find responses, local officials have the responsibility of giving coherence to the various strategies implemented by players in the field.

This level thus turns out to be more appropriate for collecting information and experiments likely to enrich the discussion concerning the adaptation of legislation and regulations at the national and supranational levels. Consequently, and in order to support the development of integrated local policies that are both balanced and innovative, we affirm that:

- The issue of drug consumption lies within the health sector;
- Repressive policies towards drug users turn out to be unsuitable to the evolution of cultures and practices and maximise risks, whilst accentuating a stigmatisation that undermines their civil rights (human rights including the right to health, education, respect...).
- countries and regions must develop regulations and financing mechanisms favouring local inter sector co-operations;
- The dividing-up of public expenditures in the area of drugs must be coherent with the stated desire for balance between the reduction of supply, reduction of demand and reduction of damage;
- The reduction of demand and reduction of damage must be recognised by international agreements on narcotics at the same level as the reduction of supply;
- Local authorities must be given the means and leeway necessary for the experimentation with innovative responses respecting individual freedom and taking the diversity of situations into account.

Prevention tools

In the eyes of the public and of political decision-makers, the credibility of prevention policy can exist only at the price of adopting specific, standardised methods giving a rational foundation to the investments realised. The multidisciplinary, integrated nature of prevention policies imposes thorough knowledge of reality and analyses allowing for taking into

account the many causes of crime, the diversity of delinquents and the different forms of victimisations.

Cities promote the setting-up of local multidisciplinary coalitions bringing together all the partners concerned by crime. Amongst these partners, the central state and regional authorities must agree to commit themselves in the framework of their responsibilities alongside the cities. The recourse to diagnostic tools, in the form of audits, victimisation surveys and self-reporting schemes; as well as the implementation of local research institutes in particular, must be used to achieve the objectives. The definition of indicators – quantitative as well as qualitative – for monitoring policies and results constitutes the basis for a necessary policy evaluation. In the diagnostic and evaluative phases, the partners and local prevention coordinators must be able to rely on the scientific expertise of university researchers.

Aiming at assessing the effects – beneficial or harmful, expected or unexpected, direct or secondary – of actions undertaken, evaluation must be less an instrument of supervision than an aid in decision-making, a tool for the smooth running of democracy.

Partnerships can exist only after considerable exchanges of information on persons and situations; something which has to be done in accordance with the European agreement on Human Rights and European and national legislation regarding protection of personal data as well as the professional ethics of the various partners.

It is up to countries and the European Union to favour the training of partners and new professionals in the prevention professions, to encourage and support the exchange of practices between cities and to let players in the field share in defining their prevention plans at the central and European levels. This local policy must remain in constant touch with citizens and be the subject of an active communication policy presupposing participation of the media.

Public Private partnership

The involvement of the private sector in the area of safety is more and more visible. Private security businesses have an increasingly important part to play in contributing to the development of strategies on European, national, regional and local level for creating safer neighbourhoods, dealing with serious cross-border crime or reducing the risks of terrorist threats, for example.

The business sector can also support crime prevention work by supporting social and community crime prevention measures including the reduction of risk factors such as poor living conditions, poverty, unemployment etc. The private sector can help to create and maintain a safe environment by contributing their know-how about crime problems, business management, creativity and ingenuity, human resources, and support partnership projects that tackle the root causes of crime.

The role of the private sector in crime prevention has broad implications for social change. Therefore, it is recommended to bring together the best of what the public and business sector can offer in packages that deliver effective, efficient and economically viable services that reduce crime, crime risks and create safe environments for everyone whilst protecting common human rights.

Whereas public authorities are involved in the development of policies for crime prevention, private parties could be more engaged in their implementation and execution.

The complementarity in roles as well as in responsibilities between public and private partners should be clearly defined in order to reduce crime and enhance community safety with the involvement of other partners such as police, voluntary organisations, industry, civil society and citizens.

The development of the private sector should not lead public authorities to abandon their control over public safety. Privatization of security should not increase existing inequalities by favouring those who can afford to pay for their personal safety.

Technologies and liberties

It is unavoidable for cities to resort to technological means for ensuring the smooth running of facilities accessible to the public and video surveillance systems in particular, although the results remain mixed. On the other hand, even though its effect in crime prevention has yet to be proven, video surveillance can be useful in criminal investigations provided the images are of satisfactory quality. Whilst they can help in reducing the feeling of insecurity, there remains the fact that these technologies are ineffective as regards persons in a position of social or institutional difficulty or in cases of provocation.

An expensive tool, video surveillance makes sense only if used to fight all urban problems. On the occasion of the rehabilitation of social housing or the protection of a commercial area, video surveillance can help in the regeneration of public space.

Faced with the risks linked to the respect for private life and the heavy investments involved in the use of the new technologies, cities affirm the necessity of:

- developing regulations and financing mechanisms favouring local cooperation between public institutions or even private co-financing by certain beneficiaries (chambers of commerce),
- evaluating their impact and optimising the expense,
- guaranteeing a code of ethics and training of the operating personnel,
- respecting European and national texts regarding the protection of personal data and storage of images in accordance with four principles: functionality and proportionality in view of the stakes; limiting storage time; citizen information concerning the existence of the system; and identification of the person in charge for asserting their rights,
- involving inhabitants as widely as possible in the code of ethics of surveillance systems.

The rapid development of new technologies (biometry, multiplication of databases that can be interconnected, thermometry...) imposes heightened vigilance in face of the risk of automatic profiling based on the correlation of imperfect criminological data, it being understood that human behaviour cannot be standardised.

Police and Communities

The police forces are an additional player in the community but a player that must perform a service to ensure safety for the whole community. In providing this service, the police forces often find themselves faced with obstacles that local institutions must know and analyse in order to obtain a harmonious insertion of the police in their communities.

The police work on a principle of legitimacy issuing from the democratic sovereignty that holds sway in their social communities. This legitimacy gives them the power to apply the laws and guarantee citizens' safety.

However, local authorities must use all means so that the legitimate power of the police is based on a social recognition of their value, recognition issuing from the integration of the police in their community, integration that is translated by an authority conferred by the citizens themselves. In this sense, we must mention the role of the independent arbitrator in the resolution of conflicts that the police must have in their communities starting from the exercise of this legitimate authority conferred to them by the citizens.

The police must exercise their authority in close collaboration with citizens, starting from a precise diagnosis of needs. The principles on which they must base their acts are the preventive vision, first of all complete and balanced, of citizens' problems, from proximity and collaboration with the citizen and support for victims of crimes, who are the least protected element in the criminal equation. Finally, they must integrate parameters of code of ethics and quality evaluation in their acts, upholding high standards of ethics and effectiveness in the provision of the social service of safety within the community and for the community.

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