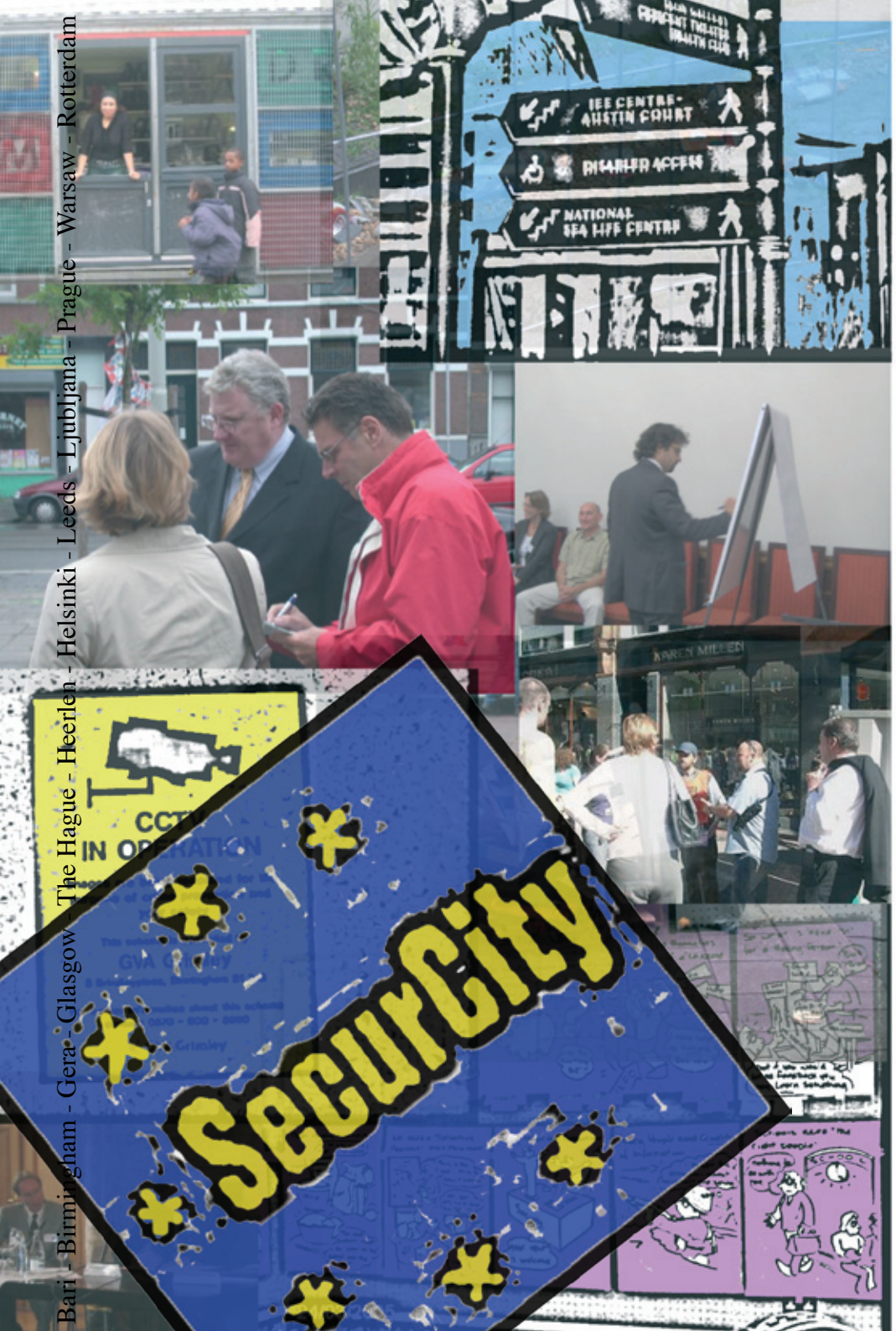

Bari - Birmingham - Gera - Glasgow - The Hague - Heerlen - Helsinki - Leeds - Ljubljana - Prague - Warsaw - Rotterdam

Urban Safety and Regeneration

SecurCity

Experiences and Good Practices of the SecurCity Network

"We cleaned more, faster and smarter. Did it work? No, what we found was that the more we cleaned, the more residents expected us to clean and therefore the more litter and rubbish they dumped. Even worse, our latest survey results suggested that residents' fear of crime had increased over the past 12 months"

"Hypothesis is now that success in reducing crime and the fear of crime will only be achieved through effective partnership working between the statutory agencies and with our local communities, identifying shared priorities, joint planning, delivery and review."

"Not months of meetings to see if it is possible. No, just do it"

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With support of the URBACT programme

For more information about SecurCity project: www.urbact.eu/securcity

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Story from ancient times

There was a village in ancient times that once had been a vibrant and proud community, but now it had sunk into misery. Where neat houses used to be, ramshackle huts could be found. Instead of greeting, the villagers ogled each other with suspicion, even fear. The village was ravaged by mysterious bandits, harassing villagers and brazenly writing their insulting symbols everywhere, to the great anxiety and repulsion of all.

One day the elders had had enough. In desperation they assembled to think what to do.
- *We have tried everything, said one, but the villagers are just getting more and more afraid, what else is there to do*?
- *Maybe we should go to the wise man on the mountain for advice? He has travelled around, and seen a lot of places.*
So that is what they did. A delegation was sent see the wise man. The sage, called Ytic Eruces, lived quite far away on a mountain. After a rather tedious journey the delegation found Ytic, and told him of their plight.
- *We are on a downward spiral*, said one
- *We are harassed by bandits*, said another
- *People don't care,* said a third.
Ytic listened carefully.
- *You are harassed by bandits, what have you done about that*?
- *We have tried to catch them.*
- *Did you catch them*?
- *Well, actually..no.*
- *Do you think it would be a good idea if you actually caught them*?
The delegation looked at each other a bit puzzled. Then affirmative murmur could be heard.
- *But what about the villagers, they really don't care*, reminded one
- *What have you done about this*? asked Ytic.
- *We have tried to get the villagers to clean the village and to participate. We really showed them how to do it.*
- *Did they do it*?
- *Well, actually… no. The more we showed, the less they cared.*
- *Do you think it would be a good idea to really get them to do it themselves*?
The delegation looked at each other a bit puzzled. Then affirmative murmur could be heard.
- *But how could we really catch the bandits*?, asked one
- *And how can we get the people actually to do something, and care*?, asked another
- *I'm not sure,* said Ytic*, but I've heard that in a village called Iknis-Leh, up North, they actually caught the bandits, and in a village called Mah-Gnim-Rib in the West, they actually got the people involved. They just did it. Maybe you could go and ask them.*

So that is what the delegation did. They went to Iknis-Leh, and learned how the bandits were caught. And they went to Mah-Gnim-Rib, and were delighted to learn new ways to get people involved.

How these things were actually done? Well, read the stories in this publication.

(.. try reading the names in the story backwards!)

From a fragmented security culture to a collaborative one
- Short Summary of the Key Findings of the SecurCity Project

Lessons learnt from the individual citizen level

Good results in the security and safety issues can only be reached and sustained if we get the citizens themselves to take responsibility and action. Anti-social behaviour at the citizen level is closely related to the communities the citizens live in. By implication, any social reform or project trying to decrease the number of crime or anti-social behaviour at large, must address the individual citizens through their communities.

Healthy social communities afford its members close and supportive human relationships through which the individuals are empowered to agency, self-determination and growth in their lives. Preventing anti-social phenomena is about building healthy communities. Healthy communities are about healthy and trustful social relationships between its members.

Lessons learnt from the network and project level

Addressing the safety and security issues in a holistic, community building way spells the end of a long history of "silo-culture", separate measures, rigid division of labour, distant professional cultures. Safety and security are not only a matter of safety and security officials. It is a matter of everybody. It is about better collaboration and partnerships between officials. It is, more importantly, about a new partnership between officials and the citizens and the citizens themselves.

This does not come about easily. The projects of SecurCity tell us how they, often through several failures, found their way to the citizens. The projects learned how to listen to the local communities, how to start from the citizens' perspectives and the positions where they stood. The opposite way - imposing the goals and working methods as well as "safety strategies" from above or from the outside - proved out a failure.

The shift towards an authentic collaboration with the citizens was often full of surprises, bewilderment, disappointment and sometimes painful redirection.

The SecurCity experience also tells us a story about the power of a" two strand approach"in safety and security issues: a combination of enforcement, a repressive, tough strand and care, a soft, supportive strand. On the one hand, one needs to be zero tolerant and decisive against professional crime, rooting out core criminal elements with focussed and professional efforts. On the other hand, one needs to be supportive and citizen activity based in order to gain sustainable results.

Lessons learnt from management and policy level

At the strategic level the SecurCity projects were stories about development from a single policy to a policy-mix perspective where the issues of security are now seen as a constellation of housing policies, social policies, health, immigration policies etc. Security must have links to its 'neighbouring' policies.

The cities' security strategies were born in different ways. In some cities the sectorial authorities or local communities took the initiative while in some others the politicians were the champions. In some instances a political turn through elections or among the top City policy makers gave rise to security issues. At the end of the day, good horizontal collaboration, citizen based activity and support from governance and management must meet to get good and sustainable results.

Lessons learnt as a project network

In its effort to build up a more holistic and connected approach to safety and security issues the SecurCity project was a developmental process itself. The development was from a traditional linear project model ('presenting mode', 'tunnel vision') towards a real learning process model. The development was greatly enhanced by adopting methods based on the participants' own doings and makings: field visits, getting first hand impressions, using simulations, making videos, using dialogue methods, using facilitators. Both the project was enriched and the individual city projects were enriched. This means that in tackling complex issues like safety and security, the project as a whole was able to evolve into more complex modes, and to engage in real learning. This could be taken even further in the future by joint-problem solving and even more citizen and resident based collaboration.

SECURCITY
- Promotion of urban security and regeneration

Bari - Birmingham - Gera - Glasgow - The Hague - Heerlen - Helsinki - Leeds - Ljubljana - Prague - Warsaw - Rotterdam

Roadmap

This is a story of the learning experience of the SecurCity network. It is intended as a source of inspiration to anybody interested in developing their cities into safer and better places for people to live in.

Instead of burdening you with formal descriptions of the projects, we want to do something different. We provide you with real life stories of the projects, told by people who actually lived them - project managers and coordinators and the people from the cities themselves. These are not polished-up success stories, but tell you of the real learning - successes, failures and redirections – that occurred in tackling the challenging topic of safety and security.

In order to give you a quick glimpse to these stories, we first provide you with mind-maps and short analytical summaries of the core messages of them. This is intended to whet your appetite to read the full stories, make your own conclusions, and, possibly, to get hold of further material available on the SecurCity website (http://urbact.eu/securcity) and from the cities themselves.

A quick tour to the experience of the SecurCity network

1) Basic information on the project
2) Mind maps and analytical summaries of the project stories, with contact information
- You can get a quick overview of the SecurCity project experience and themes just by browsing through the mind-maps and summaries
3) Summary of key findings from the whole SecurCity project, as interpreted by your tour guides
4) The complete stories, told by a sample of people from the various cities of the SecurCity project. Make up your own mind about the value of the experience of SecurCity in your context.

This report has been compiled by
Robert Arnkil from Arnkil Dialogues (robert.arnkil@armas.fi) and
Timo Spangar from Spangar Negotiations (timo.spangar@kolumbus.fi), both independent experts from Finland.

SECURCITY
- Promotion of urban security and regeneration

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Basic Information on the SecurCity Project

SECURCITY (http://urbact.eu/securcity) was born out of the European Union Urban Community Initiative (URBACT http://urbact.eu/home) within the EU Cohesion Policy and is dedicated to the regeneration of urban areas and neighbourhoods in crisis. Focused on urban areas with high levels of social deprivation, unemployment and above average levels of immigration, the challenges to cities and local administrations to secure extended public and private commercial investment, growth and funded regeneration opportunities are considerable.

Through a network of twelve selected cities working together as partners and tasked with five key areas of challenge, the SECURCITY programme has established a framework of good practice that has enabled many of the member cities to challenge existing methods of approach, re-configure working practice and supported by professional evaluation, achieve a wide range of successful outcomes.

The five key themes of the SECURCITY programme have been:

- Youth Crime and Education
- Commercial Investment in a public setting
- Drugs and Insecurity
- Citizens Participation
- Fear of Crime, Disorder and Environment

The SecurCity network has involved twelve European cities:
Bari, Birmingham, Gera, Glasgow, The Hague, Heerlen, Helsinki, Leeds, Ljubljana, Prague, Warsaw and Rotterdam (lead partner)

T i m e l i n e

Project starts	Project workshops and field visits	End and conclusions
Feb 2004	2004 -2005	June-October 2006

Cleo's story from coordinating the SecurCity project

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Identifying key themes by the participants
> basis of workshops
- youth crime
- safer shopping areas
- drugs and insecurity
- citizen participation
- fear of crime

Baseline study of security in cities by ***European Institute for Comparative Urban Research:*** all have a "reassurance gap" (crime decreases but fear of crime increases)

Workshops

Lively field visits, getting first hand impressions, talking to citizens

Involving stakeholders, citizens, young and adult

Building historic consciousness

Using different methods:
- simulations
- making videos
- drawing cartoons
- cross-using tools
- learning cafe
- Future Dialogue
- Bono's Thinking Hats
- Crealogic..

Success factors:
- individual enthusiasm and commitment
- topic touches participants in a real way
- can be applied in daily work
- learning in real social settings
- shared leadership
- having fun

First operating in a rather traditional "presenting projects" mode: "tunnel vision"

Then switching on to new ways of presenting and learning from each other: "real learning"

What is the SecurCity Project coordinator Cleo Pouw telling us?

"*Probably most of you know the principle going to a European conference or workshop and 'enduring' a list of PowerPoint presentations and at the end you did not really get what was important or what are the elements and lessons learned you can take back to your city from that meeting*."

"*Standing in the little bush in an outskirt of Leeds between the drugs needles was quite an impressive experience (luckily together with colleagues and police from Leeds)*"

"*They said that normally when young people were involved in meetings they acted as a side act, doing some hip-hop or skating and then only the adults talk. But now we did it together!* "

Cleo is telling us

The project operated on three levels:
1) Basic comparative study on the theme of safety in cities made by European Institute for Comparative Urban Research
(Berg et.al: Safe City. See http://www.euricur.nl/)
2) Thematic workshops, which were based on themes agreed by the participating cities (youth crime, investing in public settings, drugs, citizen participation, fear of crime)
3) Field visits - The field visits were very important for the success of the project, because they provided a lively, hands on experience for the participants in the workshops many different methods were used: in Glasgow simulating people with different life situations in the city, having school children joining the workshop as real co-workers and making cartoons of safety with them, in Birmingham, making a video about clean and safe city, in Bari a learning café, in Rotterdam using tools to assess cleanness of the city and also using ICT-method of voting

Dilemmas and challenges in the SecurCity project story

- It was very important to be able to move from a traditional "presenting mode", based only on speech and presentations, to a multi-method approach, using different ways to enhance learning: simulations, experimenting with each other's tools, making videos, making cartoons, using dialogue methods with facilitation…

The intriguing aspect in the SecurCity project story

- The project was a powerful learning experience for the coordinator herself
- The project was able to enrich itself in the face of complicated challenges, to change mode and redirect
- The importance of personal contact, humour and commitment comes strongly through

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Birmingham story told by Kevin Mitchell

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Birmingham a hamlet of 50 residents in **William the Conqueror's** "*Doomsday Books*" in 1086

Birmingham now 1 million people: "largest city council in the UK"

7-8 years ago: "*law and order a police matter only*"

1998 UK government legislation: police and local authorities to form partnerships for reducing crime and use joint audits

Uncertain beginnings: First nobody really interested in partnerships,

Eventually broad partnerships, in-cluding community organisations and not-for-profit

Citizens experience a "reassurance gap" because of degrada-tion of environment: want cleaner streets, away with graffiti, fly-posters, unsafe places..

More refuse cleansing provided: but the more you clean, more people rubbish

Crime rates actually fall.. but people still feel unsafe

Dead End

Rethink

Partnership programme: Promoting civic pride, ownership of neighbourhoods, "street champions", empowerment, partnership support

.."effective multi-agency working is the only sustainable way forward.."

What is Kevin Mitchell from Birmingham telling us?

"*We cleaned more, faster and smarter. Did it work? No, what we found was that the more we cleaned, the more residents expected us to clean and therefore the more litter and rubbish they dumped. Even worse, our latest survey results suggested that residents' fear of crime had increased over the past 12 months*"

Kevin is telling us

- Birmingham local authority has faced a serious challenge: Fear of crime in a large and complex setting
- Legislation demanding partnerships was a necessary but not sufficient factor for success
- A broad partnership and a broad understanding of addressing crime and safety was needed to be successful

Dilemmas and challenges in the Birmingham story

- Building a partnership when "law and order" traditionally seen as a police matter
- Addressing a "reassurance gap": the paradox that crime actually is falling, but citizen's fear of crime is increasing
- The paradox of doing what people want: clean the streets, do away with graffiti and fly posters - the result: people only make more rubbish
- How to sustain a broad partnership

The intriguing aspect in the Birmingham story

- The paradoxes of complex societal processes, which are "wicked" in the sense that sometimes your solutions only lead to further problems, or backfire
- It is impressive that the project has been able to redirect and find a proactive approach, instead of stubbornly continuing on the same path

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Glasgow story told by Ann Fehilly

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Glasgow = "*Glashu*", "dear green place" in celtic times

Transformation from and industrial city to the third most visited tourist city in UK

Now a city of 600.000

Largest local authority in Scotland

Glasgow partnership started: Council Services, Health, Procurator, Transport, Police, Fire Brigade, Housing..

Scottish government: gives funds to those autorities that set up Community Safety Partnership

Crime rates actually fall.. but people still feel unsafe..

Partnership not working: Everybody continues in silos, separately

Mixing the silos:
Secondment
Co-location
Doing together

Community safety forums:
- community engagement
- facilitators
- making sure community services are available

Crime Prevention Pathfinder - creating single, accountable partnerships with responsibility for designated services

Future: Expanding the role of partnership, further steps in single solution services

Benefits:
- single service delivery
- flexibility
- better partnerships
- accountability for joint services
- simplified structures
- better linking to other projects

What is Ann Fehilly from Glasgow telling us?

"*Glasgow's early partnership efforts meant that all the great and good came together under the banner of the Community Safety partnership. They met, they agreed to work in partnership, and they left and continued to do what they always did – work in their own individual silos…*"

"*The Council took the initiative to improve partnership working by seconding Police and Fire personnel into Council Work alongside Council Officers, to be accountable to the Community Safety Agenda. With the co-location of staff came a greater understanding of the real need to work together and the recognition that single service solutions had little impact on the community safety concerns*"

Ann is telling us

- Glasgow has experienced a transformation from an industrial city to a commercial and tourist city
- Legislation coaxing to form Community Safety partnerships (by providing funding for those who do form them) was helpful in getting new partnerships launched
- Despite partnership agreements, remaining in silos and continuing to do things in the old (fragmented) way was persistent and needed a new level of partnerships, secondment and co-location to get the message through
- Transnational learning in SecurCity project was inspiring

Dilemmas and challenges in Glasgow's story

- Glasgow, too, has experienced the "reassurance gap": falling crime rates, but increased feelings of unsafety
- Persistence of working in silos

The intriguing aspect of Glasgow's story

- Once the message gets through and a "de-silo effect" has started, it starts to take further steps, where services are even more profoundly integrated under a principle of single service delivery and stronger supportive structures and accountability for partnerships

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Rotterdam story told by Arjen Littooij

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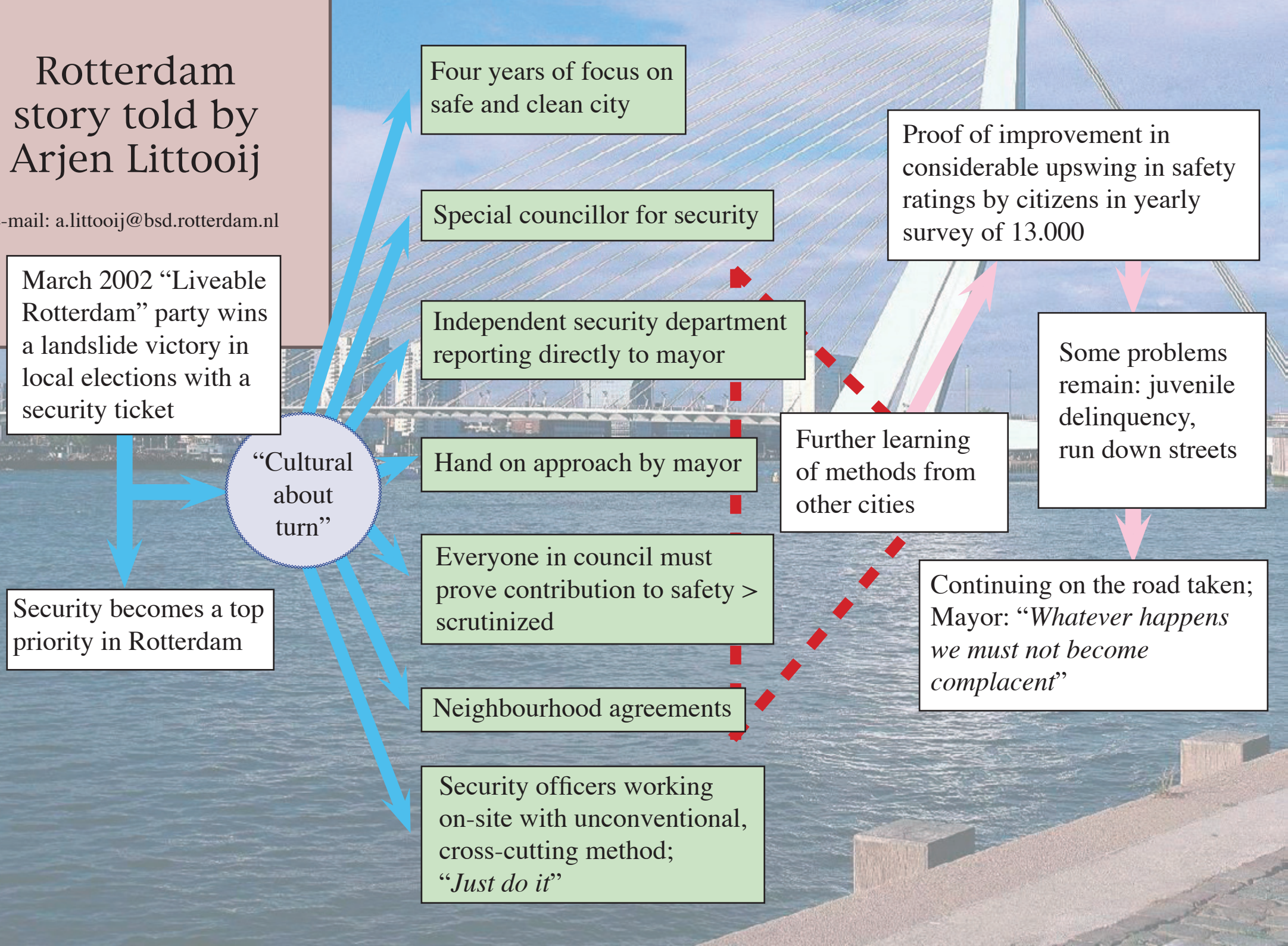

What Arjen Littooij from Rotterdam is telling us?

"'*They, at the town hall, should pull their socks up and start actually doing something…*"

"*Not months of meetings to see if it is possible. No, just do it*"

Arjen is telling us

- A landslide victory on a safety ticket triggers a "cultural about turn" in Rotterdam on tackling safety and environmental issues
- A two strand approach is adopted:
a) decisive organisational and responsibility changes in local government, lifting the safety issue high on the agenda and
b) working in the field in new ways: neighbourhood agreements, focussed and decisive working on-site via security officers and providing comprehensive and timely help for families in trouble and communities making initiatives for refurbishing sites
- Learning from other cities has also been important, for instance an "Anti-Social Behavior Order" was adopted from the UK (Individual orders for problem youths issued by local council)

Dilemmas and challenges in Rotterdam's story

- Securing and "about turn" in local government
- Establishing new cross-cutting and timely interventions

The intriguing aspect of Rotterdam's story

- The decisiveness in making and sustaining a cultural change on the safety issue

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Real life story by Helen from Leeds

Helen, 39
10 years heroin addict,
2 children
Currently on crutches due to heroin

Nearly died of blood infection at 38.
The Rough Sleepers team gave her the option of rehab for which Helen did not have a real motivation until the team gave her a choice: “all or nothing”.
On the 29th September 2005 came to Phoenix House and the real rehab process began

Initially Helen was scared and lonely until she made acquaintance with other three newcomers. The hard thing of **Phoenix House** for Helen was grasping the meaning of the daily structures of the house. She felt treated like a child but now she sees the reasons “*why all these things are in place*.”

The rehab process for Helen was a difficult one as she had forgotten how to be ’normal’. Her whole way of living has been challenged.
However, Helen has decided to go trough all of it as she does not want to go through it ever again.

Despite the difficulties Helen has faced she has made brilliant progress. She now has reached the Senior Resident status having now permission for weekend visits home and she goes out without an escort. She sees the support from the staff, especially from the key worker, crucial in her recovery process. She is now in the next stage of her process, called *re-entry* where she will live independently with her peers getting support from the Phoenix staff. Helen takes now courses in a college and hopes to get a job again.

Helen ends her story by stating that she is extremely proud of herself for what she has achieved. She thanks her care managers and Multiple Choice for a chance to rebuild he life.
Helen has a message for other drug people like her: “*Take the step, make the move and change your life for the better*.”

What is Helen, a former drug addict, and a client of the Leeds project, telling us?

”*I met a guy who was 8 years younger than me and he was addicted to heroin. For whatever reason, it wasn't long before I had tried it, and even shorter before I got a habit. Over the next 2 years I was to end up losing my children, my home, my parents and eventually my self respect.”*
“At 38 I was rushed to hospital with a bad blood infection and nearly lost my life. I knew I couldn't keep going on like this and was fortunate that the Rough Sleepers team came to visit me.”
“The staff at Phoenix are there to help and support you and that is exactly what they do.”
“I am extremely proud of myself for what I have achieved and know that I have good reason to be. I have to thank my care managers and Multiple Choice for giving me the funding that I needed and the chance to rebuild my life ...If you are considering treatment then the only advice I can give is to grab it with both hands.”

Helen is telling us

- The personal process of recovering from drug addiction has to coincide with the building up support structures by the “system” as a prerequisite for mutual encounter.
- The successful recovery is a subtle game for finding the balance needed between personalised support and enforcement.
- The healing process is a continuous struggle between successes and failures where the supporting system must show sustainability and patience.
- The successful recovery process enhances the individual's opening up, re-entry, for the community.

Helen's dilemmas and challenges

- Helen ´s story clearly indicates that there are “critical incidents” in the healing process where there always is a possibility for a disconnection of the healing contact or, as luckily was the case in Helen's story, continuation of the contact.
- Her message for the project seems to be twofold. First, her story stresses the importance of listening carefully to the client's needs and his/her life as a whole. Second, the most important thing for her recovery was the personal support she got through the project.

The intriguing aspect of the Helen's story

- Helen's story as such is intriguing and a brave story. Through her story she gives a voice for those who are “targets” of different safety and security strategies.
- She gives us an authentic perspective for the everyday life of a drug addict. Stories like Helen's could and should be used more widely when different projects and reforms are analysed, evaluated and told to other informed people in the field.

Leeds Story
told by Louise Hackett

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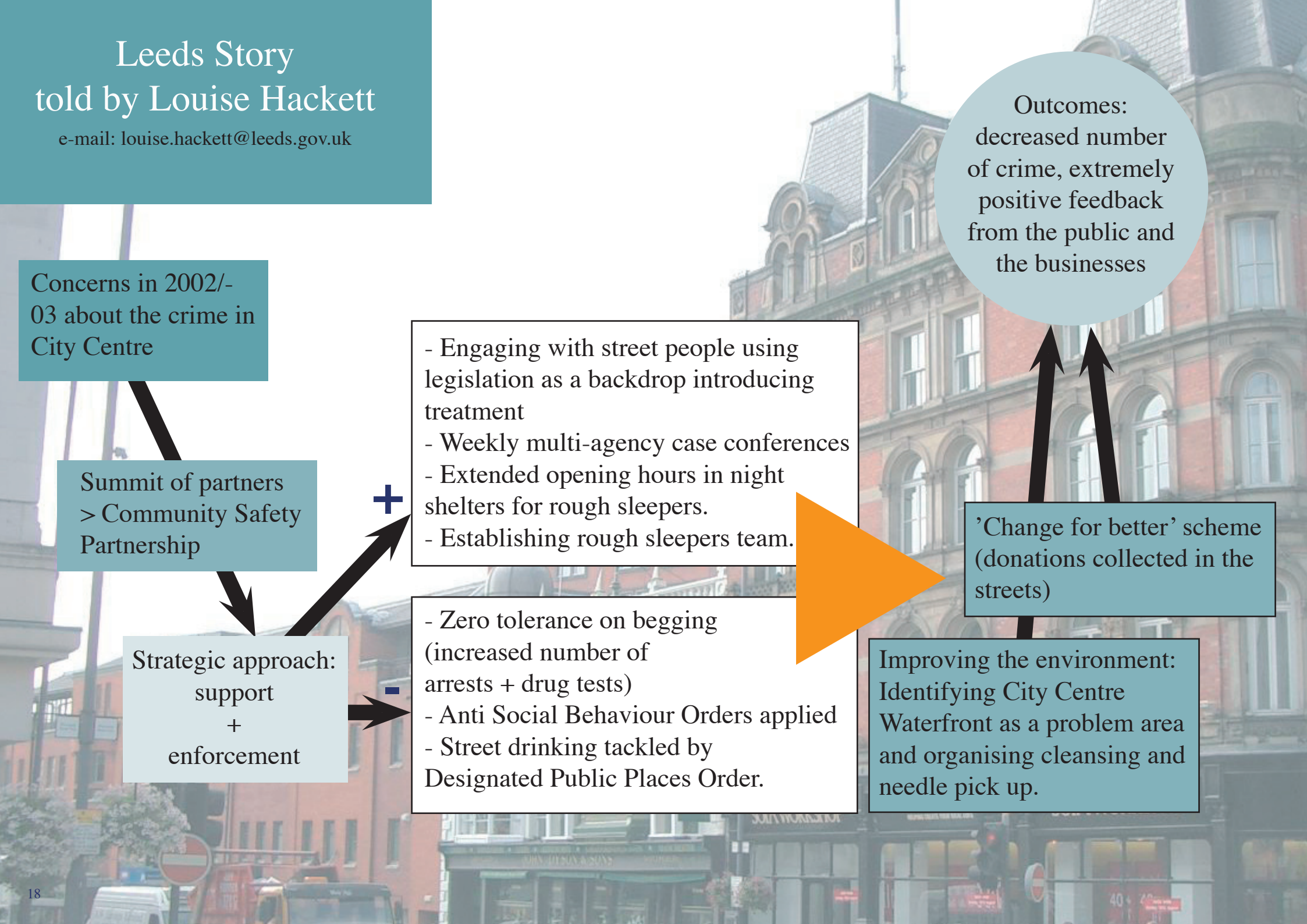

What is Louise Hackett from Leeds telling us?

"Initially much of my work was undertaken to identify and engage with street users, bringing them into services .... For me, the key to increasing access to services has been the establishment of weekly multi-agency case conferences...."
"After a lot of negotiation and arm twisting , a local night shelter was funded ... More importantly we were able to establish and fund a specific rough sleeper team ..."
"Leeds has a zero tolerance approach on begging – due to the links to drug use."
"Increased information sharing has enabled us to identify problem areas within the city centre. We have been able to make clear reductions in anti-social street activity"
"...Of most satisfaction to me is the fact that we are also getting extremely positive feedback from the public and businesses within the city centre who have noticed the real changes in the city centre. Leeds is a much more pleasant place to visit ... The city looks cleaner, feels better and ultimately feels safer."

Louise is telling us

- It was important that the politicians were convinced by the method "seeing is believing" that there is a problem of anti-social behaviour in Leeds City Centre and that something has to be done with the problem.
- The importance of a comprehensive and holistic strategy combining support and enforcement.
- Improving the physical environment has been an important success factor in Leeds.
- There have been many success stories but also failures have occurred due to "lack of action being given to individuals or their unwillingness to grab what is on offer."

Dilemmas and challenges in the Leeds story

- For Leeds it obviously has been very important that the decision makers were convinced of the safety problem at the City Centre giving thus a birth for a joint network and strategy.
- It is important to build systematic feedback mechanisms between a project, citizens and businesses.

The intriguing aspect of the Leeds story

- Besides holistic and overarching strategies - a road to success includes very concrete, "grass root level", matters like installing alley-gates that inspire the local community to take action. The challenge is to integrate the macro-level strategies with the "micro" as well as reaching out for an individual citizen.

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Story of Heerlen
told by Rimone Dielesen

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History of Heerlen: from a slumbering Roman village to a flourishing industrial city rich of culture

The fall of (coal) industrial community

Loss of social cohesion & the rise of crime and drug problem

Operation "Heartbeat" to ensure safety at City Centre

Large partnership involving 15 players in the field

Success factors identified:
- comprehensive approach ensuring the balance between care and enforcement

City (Mayor) leadership

Bringing people together

Integration of strategic thinking and implementation

The road to the future:

1. Introducing a "person-specific recidivist approach" (forcing the most active offenders either in treatment of prison)
2. To "attack" the non-addicted drug dealers
3. "Sector-specific" approach preventing the organised crime from using the legal channels in their actions, enforcement team (Flex team) checking the premises without the owner's consent. The Heerlen ship is still afloat, "no man overboard". Still, there are challenges of ensuring the positive result by structural improvements and re-defining the city-centre identity.

What is Rimone Dielesen from Heerlen telling us?

"*In the middle of this golden age in the 70's, all the coal mines closed down. It was as if a bomb had been dropped; the city fell apart overnight.*"
"*When we lost our means of support, we also lost our pride, our hope, our local culture and the urban identity which had arisen during the 'golden years'.*"
"*However severely injured, Heerlen did not die ... then this patient is now in a stable condition – which is not the same as being cured.*"
"*By setting up a network, a 'partner-ship' in the true sense of the word ...*"
"*As we said before, Operation Heartbeat will not cure this patient entirely. More work lies ahead, and often in fields quite different to that of public safety. But as long as we keep this partner-ship afloat and on course, there is reason for optimism.*"

Rimone is telling us

- There is very clear interconnection between the local economy and the citizens' social behaviour. Ups and downs in the economy coincide with the ups and downs in the number of crime.
- The crucial factor seems to be how much or little there is social cohesion in the community.
- The most relevant key to a change for the better in Heerlen has been the large partnership built around the safety issues.

Dilemmas and challenges in the Heerlen story

- The lagging behind of national legislation and regulations in the light of the needs of Heerlen at the local level. The local level has to take a strong initiative and innovate new actions even if the national level is not yet ready for them.
- The evolution of the large "partner-ship" network was based on hard field work evaluated and discussed carefully among the partners.
- The concept of safety and security developed to a "comprehensive approach" as a result of the project experiences.

The intriguing aspect of the Heerlen story

- While starting from a broad description of the links between crime and the economy in Heerlen, the story clearly manages to identify the success factors in making Heerlen a safer place to live in.
- The story also manages to define the next steps needed for further improvement of the "Heerlen patient".
- A fascinating feature of the story is that it highlights so vividly the close connections between the community culture and the safety issues as well as the continuous interplay among them.
- The metaphor of ship works very nicely as a description of the safety network building process in Heerlen.

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Story of Helsinki told by Ulla Korhonen-Wälmä

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Decession of the 1990ies

Downward spiral of Eastern Helsinki suburbs,
- unemployment
- decaying buildings
- littered surroundings
- unfavourable publicity

First real brush of immigration (Russia, Estonia, Somalia)

City policy: renovate property, make more attractive, "normalisation" of reputation

Residents main concerns: degradation of environment and unsafe shopping areas

Phase 1 (1996 >): Repairs to (high-rise suburb) buildings and partnership with residents

Results: positive feedback for improved external environment, still feeling unsafe in shopping areas

Phase 2: Continuing on strengths (renovation)

Mixed results -
Upside:
- Area had considerably improved in the eyes of the residents

Downside:
- Status on housing market not improved
- Feelings of insecurity in metro- and shopping areas increased (youth substance abuse related)

Bewilderment and rethinking of strategy and focus

Phase 3: Multi level and diversified approach, where safety higher on agenda

Helsinki Security Strategy

Further improvement of environment

Focussed security and safety measures taken alongside environmental

Special measures on shopping areas, metro and commuter trains

The journey continues

How to sustain efforts as unemployment and segregation remain sources of social problems, substance abuse and disturbances

What is Ulla Korhonen-Wälmä from the Helsinki Neighbourhood project telling us?

"*What was wrong? Was the perceived lack of security in a key public area — the shopping centre — so detrimental to the attractiveness of the area that it eclipsed all the positive factors*?...

Ulla is telling us

- A high-rise Eastern suburb of Helsinki was on a downward spiral
- Decisive renovation of both city owned property and private properties was launched, in partnership with residents
- Considerable improvement of the external environment was achieved, together with a new level of resident activity and satisfaction

Dilemmas and challenges in Helsinki story

- Despite clearly improved external environment, condition of buildings, higher level of citizen activity, pride and ownership in the area, and a better image in the media, property value remained in a standstill and feelings of unsafety in shopping areas and metro continued to grow

The intriguing aspect of Helsinki's story

- The safety issue took quite a long time to be incorporated in the project in way that it started to matter and have an impact (and still remains to be sustained).
- The story tells us convincingly that addressing safety issues is a complex one, and calls for a comprehensive and diversified approach

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Story of Helsinki told by Kauko Nygren

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Helsinki STOP - Anti Graffiti Project

1990ies Helsinki one of most graffiti ridden cities in Europe

Unanimous city counsil decision to stop this

STOP-project launched 1998 "Zero tolerance"

Task designated to technical sevices of Helsinki, which starts a broadening cooperation with other departments and players

First wave: Focus on apprehension

- Graffiti surveys
- Quick reporting by resident network and immediate removal (procured from private companies)
- Immediate removal (procured from private companies)
- "**Hard-hard line**": apprehension and conviction of "hard core offenders" (responsible for 90%)
- "**Soft-hard line**": community service for "welfare rebels", first timers, young

Considerable reduction of graffiti

Second wave: Focus on prevention

- Cooperation with social work
- Cooperation with media
- Schools
- Other cities
- Railways, road administration
- International benchlearning

Helsinki one of Europes most graffiti ridden cities in Europe

Reduction of graffiti to less than 1/10
Becoming a benchmarking example of graffiti combating and prevention

What is Kauko Nygren from Helsinki Graffiti-project telling us?

"As the number of graffiti makers and the volume of graffiti have decreased significantly (because of zero tolerance), the focus of the STOP Anti Graffiti Project has shifted towards prevention, a long-term process pursued together with daycare centres, schools, residents' associations, the social welfare authorities, the police and the prosecution authorities..."

Kauko is telling us

- Helsinki was very badly affected by graffiti ten years ago, to the strong resentment of citizens and politicians
- With a decisive project Helsinki was able to achieve a complete turnaround, and becoming an international benchmark for graffiti-prevention
- The project had two phases:

(1) first a clamp-down on offenders, targeting the hard-core with apprehension and conviction and the "adventurers" with a softer community service approach

(2) When clear results were achieved, focus was shifted, zero-tolerance regime maintained, to a multi-level and multi-actor preventive approach, where networks and partnerships were further expanded

Dilemmas and challenges in Helsinki story

- The starting point (a bad situation) was challenging, and finding the right targets and balance of the project under the eyes of the politicians, media and public was very challenging.

The intriguing aspect of Helsinki's story

- The graffiti project illustrates clearly how important it is to launch decisive measures and to find a right balance of hard and soft measures

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The Warsaw Story told by Bogdan Saran

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Safety and Crisis Management Office
Central Office
18 local offices in the 18 districts of Warsaw

Co-operation with local communities

Fostering citizen participation & partnership among residents and authorities, exemplary projects:

Safe Housing Estate:
born spontaneously, open and regular communication between residents and authorities – Housing Estate Teams

Safe Life:
aimed at school children: educational project for good behaviour and minimising risk for health and crises

Street University:
for reaching the groups most at risk of anti-social behaviour, moderators as facilitators and the use of ex-criminals.

What is Bogdan Saran from Warsaw telling us?

"After the war we had a state of "socialistic prosperity" where the activity of local communities was useless because our needs were satisfied by our political leaders ....After 1990 ... the activity of the inhabitants started to recover."
"In 2004 Poland joined the European Union and ... the URBACT program ... it brought an opportunity to make interesting comparisons between the projects we do in Warsaw and the methods applied by other European cities. Our SecurCity meetings were quite a good school."
"How long it took to introduce such a solution. More than ten years? OK, I shouldn't panic... You should realise that solving some problems needs time."
"Nevertheless we have some interesting projects. Some of them are "Safe Housing Estate", "Safe Life", and "Street University".
"Of course, not everything has always been going very smooth ... First ... we assumed that people would be enthusiastic about our wonderful proposal of co-operation. Wrong.... Secondly we believed that the greatest expectation of people is to reduce the number of severe crime. Not true – what they expected most was the improvement in minor but frequent situations of disorder and law-breaking. Thirdly, we were tending to produce one universal pattern of co-operation for all communities. It turned out inconvenient. Each district and even a single housing estate is different and should be treated individually."
"Key for success? The working team... flexibility. We avoided pushing people.. We adopted our programme to their needs, we learned to listen."

Bogdan is telling us

- The Warsaw story emphasises the significance of citizen participation and partnership as pre-requisite for a safe and secure city.
- It is important that authorities build up a close dialogue with the ordinary citizens and their communities. Especially important is to support the actions born spontaneously among citizens.
- The main method for building the citizen partnership is listening to them carefully and start from where the citizens really are, not imposing the project's own goals on the citizens from the outside.
- The Warsaw project seems to be on the right track in that it tries to create a variety of contexts where it meets the citizens and communities like in schools and residential areas people live in.

The Warsaw dilemmas and challenges

- The challenge will most likely keep up the momentum for safety and security issues.
- The story indicates by its historical perspective the importance of democratic political conditions for citizen partnership.

The intriguing aspect of the Warsaw story

- The Warsaw story tells a fascinating story of building up the partnership between the authorities and the citizens and the continuous need for listening to the community and revise the project accordingly.

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Story of Bari told by Angelo Pansini

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Mixed patrols in the streets

Real and shared information

Not enough

The story continues

The Web-radio as a means of fostering a culture of legality

Placing young offenders in an education and job training scheme instead of prisons

So far only temporary results based on the actions of juridical system >
"something more is needed" preventing recruitment to criminal leagues

Fighting the mafia culture as a winning model,
"a country in the country"

What is the Angelo Pansini from Bari telling us?

"... I don't know if you understand me when I say that mafia is structured as a parallel society, a country in the country, in which there are clear rules, behaviour, and beliefs."
"I begun with a strict tour of interviews with all the actors of security-system in my territory. Everybody agreed saying that all the efforts the have been putting in these years have had only temporary effects."

Angelo is telling us

- The Bari project was a continuous self-reflective process where each measure was reflected against the outcomes and the needed corrections were adopted.
- The war against organised crime is a never-ending battle.
- Gaining sustainable results in the battle against mafia requires bringing together national and local police systems.
- The success of the project was based on a sensitive hearing of the local citizens as well as a successful combination of "big interventions" ("system-level") with "minor interventions"(e.g.Web-radio) along the project.

Dilemmas and challenges in the Bari story

- It is vitally important crossing the borders of local and national authority regarding the security and safety issues.
- The war against mafia should be seen as a persistent and a continuous effort. That is why it is important to revise the goals and redirect the course of reforms and projects continuously.
- The anti-crime reforms need to adopt a more (than traditionally) holistic approach integrating the families, youngsters, and schools in the improvement of security.

The intriguing aspect of the Bari story

- The open nature of the story, the story still goes on and will probably also in the future have unexpected turns and outcomes.
- Highlighting the role of mafia as a winning "model" explaining thus the social and cultural challenges the war against organised crime faces.
- Emphasising the need for another winning model and culture: the culture of legality. The Bari project and its results indicate that there is a real possibility to win the battle if a holistic social and cultural concept of crime is the core idea of security reforms.

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Story of the Hague told by Hans Metzemakers

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Increase in drug related violence and youth crime

Security has become a top priority…

Successful repressive action

But a reassurance gap remains...

First wave of good results due to repressive action and better cooperation between security partners and the "security chain"

Continuing on the same path is not enough

More attention to prevention, collaboration and citizen based activity

Key: influencing your own life

"Giving back the neighbourhood to the citizens"

Attention to the quality of social relations and taking responsibility

Ordinary citizens taking responsibility for the community

Local authority in a supportive role

Direct resident contacts and collaboration

Main challenge in the future: strengthen and stimulate actual involvement of citizens

What is Hans Metzemakers from the Hague telling us?

"*It is reasonable to assume that citizens will only be able to feel safe (again) once they realise that they can influence their own life and that the street, the neighbourhood and the city are (also) theirs. As long as this is not the case the citizens will continue to complain and to demand more and more services*"
"*It is not only professional criminals that make society unsafe and unliveable. The 'ordinary' citizen also plays a role. Taking responsibility for your own behaviour, educating and correcting where necessary your own children, tackling anti-social behaviour, solving problems together…*"
"*As a local authority, we shouldn't be thinking up projects that are to be carried out by the citizens. The citizens can do that much better themselves. What we must do is to support them…*"
"*The main challenge facing cities during the coming years is to strengthen and stimulate the actual involvement of the citizens in the approach to improving security and quality of life…*"
"*Giving back the street and the neighbourhood to the citizens*"

The Hague is telling us

- Increase in particular in drug related violence and youth crime rose the security issue into a top priority
- First wave of good results due to repressive action and better cooperation between security partners and the "security chain"
- The Hague concentrated on a number of spearheads, such as the approach to multiple offenders, attention for young people and drugs related crimes, tackling the so-called hot spots and improving surveillance and enforcement.
- Despite success, a reassurance gap remained, and continuing on the same path was not enough
- More attention was paid to prevention, quality of social relations, collaboration and resident/citizen based activity
- Local authority shifting more to a supportive role

Dilemmas and challenges in the Hague'story

- The Hague has also experienced the paradox of dropping crime and increased feelings of unsafety and insecurity
- If local authority does things alone, citizens care less and less
- It is challenging to assess the merits and to argue for a preventive and proactive approach; causal links are difficult to establish and are complex

The intriguing aspect of the Hague's story

- Strong emphasis on community building, "ordinary citizen" responsibility, resident based activity and direct networking of residents themselves

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What is the SecurCity project telling us as a whole?

The SecurCity project aimed at improving the citizens' lives in a set of European cities. The project ran through micro ("grass root"), meso (project), and macro (management and governance) levels containing actions on all these three.

Micro, grass root level messages

The micro level from a victim's perspective and at the individual level is vividly highlighted in Helen's touching story from Leeds of her drug addiction. Helen had ups and downs in her life and her heroin addiction was very difficult. Helen was socialised in her drug dominated life and it was not clear at all that she herself wanted to get rid of her life style although she recognised that it would lead her to an early death which she almost faced at the age of 38. The incident laid, however, a foundation for a new motivation in her life to regain a decent life.

Helen encountered at this stage the rough sleeper's team giving her a forced choice: "all or nothing". The Leeds project adopted a double strategy towards Helen – to give her any support she needed and, at the same time, controlling Helen's behaviour and making her comply with the rules and structures of the service system. The new contact with the helping system enabled Helen to start her tedious recovery. The Leeds approach on the micro-level seems to echo the general experience of good practice of the SecurCity projects: devise a two strand approach, with a combination of "softness and toughness", help and control, and be consistent and firm about these.

The micro level includes also the social dimension. Helen's "drug abuse history" was initiated by her relationship with a heroin addicted man. The Bari story tells us that anti-social behaviour constitutes a firm social system in which the children are socialised in their youth and adolescence. The criminal order of Mafia became in Bari a fascinating "winning model" instead of the official culture of legality.

Anti-social behaviour is at the citizen level thus closely related to the communities the citizens live in. By implication, any social reform or project trying to decrease the number of crime or anti-social behaviour at large, must address the individual citizens through their communities. Healthy social communities afford its members close and supportive human relationships through which the individuals are empowered to agency, self-determination and growth in their lives. Preventing anti-social phenomena is about building healthy communities. Healthy communities are mainly about healthy social relationships between its members. Healthy social relationships are, for their part, about supportive and safe communication.

Meso, measure and project level messages

In order to meet the social nature of anti-social behaviour the SecurCity projects are stories about moving towards a more holistic, de-fragmented and cross-cutting approach in tackling the anti-social behaviour. As citizens live holistic lives in their communities the authorities have to move also to a more holistic position. This spells the end of a long history of "silo-culture", separate measures, rigid division of labour, distant professional cultures, as all examples of the SecurCity projects convincingly tell us. There is clearly a need for better connection between the public safety and security policies and structures and the experienced safety in the citizen communities. The SecurCity projects operated in various dimensions at the meso level for a better reach towards the citizen communities.

The projects tell all their stories about how they, often through several failures, found their way to the citizens. The projects learned how to listen to the local communities, how to start from the citizens' perspectives and the positions where they stood. The opposite way - imposing the goals and working methods as well as "safety strategies" from above or from the outside - proved out a failure. The crucial mediating link seemed to be citizen participation, enabled by more sensitive listening to the citizens that enabled the citizens to act themselves in improving local security.

The shift towards an authentic collaboration with the citizens was often full of surprises, bewilderment, disappointment and sometimes painful redirection. The "reassurance gap" is a case in point, where despite success in combating crime, or improvements in the external environment, feelings of insecurity

remained stubbornly high. The study of European Institute for Comparative Urban Research, Erasmus University*) clearly shows that the "reassurance gap" is a common phenomena in about all the cases. The study and the experiences of the cities clearly indicate that there is no simple causal link between measures and citizens' perceptions of safety and security. it is a complex issue, which calls for measures that can address this complexity.

In order to face the citizens in a more holistic manner, the SecurCity projects are about overcoming traditional reform policies. The safety issues are no more merely a police matter, or a matter of legislation and laws. It now is a concern of urban politicians in their endeavour for safer cities. It is now matter of local businesses. It is now a matter social and mental health workers. And, most importantly, it is a matter of the citizens, the communities as a whole. It became evident for all the projects that improving safety is a joint venture where all the players in the public and private sphere should be included. Improving safety turned out a multi-agency effort. The projects all tell us stories about how they built partnerships for building up the necessary network of security and safety. The road from a traditional single (authority) agency perspective to a multi-agency approach was not an easy one.

The SecurCity experience also tells us a story about the power of a "two strand approach", a combination of encorcement, a repressive, tough strand and care, a soft, supportive strand. The message seems to be that be tough, zero tolerant and decisive where you need to be, rooting out core criminal elements with focussed and professional efforts, and be supportive and citizen oriented where you need to be, in order to get a good connection and a path to community building. The problem with hereto efforts might be that the cities have done something indecisive "in-between", being neither tough or supportive enough. Sometimes the measure has started with a zero tolerance approach, and then moved on to include preventive and softer methods, sometimes vice versa, the beginning has started by improving care.

The experience of the cities also suggests that there should be an element of softness/ support in the tough strand, as new ways of reconciliation, like community service, prove, and, vice versa, there should be an element of "toughness" in the supportive strand, by emphasising also obligations and commitment of the citizens and customers.

Building up wider partnerships at the meso level widened the number of players and the scope of the projects horizontally. It turned soon out that the similar widening up of perspectives were also needed on the vertical, management and governance dimension.

The SecurCity projects teach us that in most cases new relationships between local and national structures must be built. There were projects where national legislation was lagging behind the needs of the local community. Thus, new national "rules" or legislation should be developed that would give support for the necessary local actions. On the other hand, the projects courageously tried out new methods and action models even if they were not immediately supported by the national steering mechanisms. There were, however, also cases where the national level challenged the local level for better co-operation and partnerships at the local even before the local level was ready for it. Thus, there seems to be a need for better top-down and down-top vertical dialogue.

So the roads to better partnerships differ. At the end of the day, in successful processes, all have been able to arrive at broad, community based approaches.

Strategic steering level messages

At the strategic level and the macro level the SecurCity project were stories about development from a single policy to a policy-mix perspective where the issues of security are now seen as a constellation of housing policies, social policies, health, immigration policies etc. Security is not an issue solvable alone without links to its 'neighbouring' policies.

The cities' security strategies were born in different ways. In some cities the sectoral authorities or local communities took the initiative while in some others the politicians were the champions. In some instances a political turn through elections or among the top City policy makers gave rise tof security issues. It seems evident that the support for safety issues is stronger when the top policy level is an integral part of the effort. On the other hand, the SecurCity reports prove that safety issues are on the rise on the political agenda notwithstanding

*) (Berg, Pol, Mingardo, and Speller (2006): The Safe City: Safety and Urban Development in European Cities. Euricur Series, Aldershoot. See: http://www.euricur.nl/)

where the initiative originates from.

The SecurCity experiences also indicate a shift from one-shot attempts towards a more developmental and process-like reform strategies. The key lessons here learned were perhaps the experiences of facing the real citizens and their communities. The unexpected observations and the citizens' own ideas about what is important and what is not, proved that the policy/reform implementation is not a straightforward linear process. Rather, it may be seen as a non-linear, winding and re-iterating process where there are unexpected turns and a growing need for revisions of original project implementation plans and a need for a more process-like orientation. Several project stories here tell about these rethinkings.

SecurCity as a project

In its effort to build up a more holistic and connected approach to safety and security issues the SecurCity project was a developmental process itself. The development was from a traditional linear project model ('presenting mode', 'tunnel vision') towards a real learning process model. The development was greatly enhanced by adopting methods based on the participants' own doings and makings: field visits, getting first hand impressions, using simulations, making videos, using dialogue methods, using facilitators. Both the project was enriched and the individual city projects were enriched. This means that in tackling complex issues like safety and security, the project as a whole was able to evolve into more complex modes.

The outcomes for the project participants were gained enthusiasm, real personal touch with the issues, learning in real social setting and, not the least, having fun –which in turn fuels enthusiasm and commitment. The project stories tell in many different ways that the project was a real learning process and the social relationships developed along the process were of major significance and a source of energy and inspiration during the project. The enthusiasm to continue transnational cooperation and benchlearning beyond the SecurCity project is a clear indication of this.

It seems that one of the most intriguing aspect of the SecurCity project is that it was a learning space for the project participants, a space where social relationships constituted the main backdrop for the joint effort for building up safer cities in Europe. The SecurCity may be seen as an innovative experiment for new project organisation and mode relevant also for the future European social experiments.

A Synoptic View of the key messages coming from the SecurCity Thematic work

For further information, consult full reports and case studies on SecurCity website www.urbact.eu/securcity

Youth, Crime and Education

Youth crime may be considered as one of the most important indicators of social exclusion. Preventing and reducing youth crime is important both for the liveability and safety of neighbourhoods and for the prospects of young people, especially young people from disadvantaged groups. Effective strategies to prevent and combat youth crime make a valuable contribution to social cohesion.

Transferable key messages from Youth, Crime and Education –theme workshops of SecurCity

- Devise a multi-agency approach: Structural co-operation of all relevant partners in the youth crime chain
- Empower young people as an absolutely essential success factor
- Strengthen social relations: Involvement of local community in programmes for young offenders/ youth at risk
- Secure schools as safe places: The school should be a place where pupils and teachers feel secure

Commercial Investment in a public setting

The main shopping areas in the URBAN neighbourhoods have serious problems with criminality, and anti-social behaviour caused by some youth, drug and alcohol misusers and homeless persons. Entrepreneurs have to make extra investments but still lose due to criminality, loss of clients and ambience.

Transferable key messages from Commercial Investment in a public setting –theme workshops of SecurCity

- A Safer Shopping Area project can be the solution for a wide range of area specific problems
- Clear communication necessary to convince businesses that the project will deliver additional services and projects
- Personal contacts are the most important, more than written information or formal meetings.
- Initial activities (before the request of active participation by businesses) increases the chance of a positive attitude because they are a showcase for the strength of the partnership.
- Appoint a Safer Shopping Area project manager – this is a job in its own right and it is difficult for a town centre manager to absorb the additional duties
- Flexibility and change as you consult your businesses
- Ensure a significant change, otherwise do not start

Drugs and Insecurity

Many urban city centres currently experience a high level of drug related criminal behaviour which is committed by persistent and prolific offenders, homeless rough sleepers who are intravenous drug users, and others. Focussed, multi-agency activity undertaken by a partnership approach between local authorities and statutory partners (police, health, education, economic development agencies) is required to formulate a resourced plan to provide a safer environment for city centre communities.

Transferable key messages from Drugs and Insecurity –theme workshops of SecurCity

- Conduct a thorough need analysis to underpin any programmed work.
- Establish good working practices between partner agencies and fully engage with each other..
- Identify funding to sustain the delivery of services from the outset.
- Robust legislation is needed to support the work of politicians and community members alike.

Citizen Participation

Particularly important in the experience of SecurCity work is the activity of the citizens themselves. Without genuine, self-sustained citizen activity and community building, all attempts to reach results and sustainability in the safety issues are doomed to fail. One of the key learning lessons coming out of the SecurCity network experience is that in order to reach such citizen activity, one has to strike a subtle balance between bottom up activity and public sector driven initiatives. One has to work towards a mutually respectful and supportive relationship, and be careful not to stifle citizen's own initiative by meddling too much, or, on the other hand, not providing enough support, education and initiative.

Transferable key messages from Citizen Participation –theme workshops of SecurCity

- Get community involved, build residents network
- Listen to citizen needs, build mutual understanding, involve non-governmental organizations
- Work from fragmentation to coordination
- Help citizens to articulate needs, listening, taking needs as focus
- See the young genuinely as positive resource and work across generations
- Celebrate success
- Strengthen local identity
- Use schools in creatively
- Nurture citizen activity, don't stifle it

Fear of Crime

Cities need to be pleasant and well accessible in order to attract and retain companies, workers, citizens. This is the key to enter the virtuous circle of development. Deterioration of the environment and high rates of crime, resulting in risen levels of fear threaten this. This is one key reason why cities today are preoccupied with finding good ways to address this challenge. Experience points out that this challenge is not a simple one, and is riddled with paradoxes. With decisive measures environments have been improved and actual crime rates have reduced, but the subjective feeling of fear often remains, or even increases. This is the "reassurance gap" that has puzzled and also frustrated combating fear and crime. The complexity of the issue calls for patience, and the same virtues as in any measure addressing societal problems.

Transferable key messages from Fear of Crime –theme workshops of SecurCity

- Devisie a long-term strategic, multi-agency approach
- Gain political, administrative and public support
- Administer a "two strand" strategy: A repressive stand and a preventive/ supportive strand: Use on the one hand preventive and proactive measures.
- These include cleaning and refurbishing the environment and getting citizens involved in the activities. On the other hand use focussed and determined repressive methods to deal with persistent and professional crime and the core troublemakers.

SecurCity project coordinator story

Story told by Cleo Pouw
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SECURCITY, a personal learning experience!

My name is Cleo Pouw. I work for the city of Rotterdam. I am the person of the Rotterdam coordination team that was involved on a daily basis in leading the SecurCity network on Promotion of Urban Safety. The network was part of the European URBACT programme which had invited cities to create thematic networks to organise knowledge exchange between European cities (that had been involved in the European URBAN programme for deprived neighbourhoods). Rotterdam wanted to draw European attention to the Rotterdam security policies, and at the same time was interested in the experiences of other European cities. We combined both these aims. Right from the start Rotterdam has promoted the inclusion of security as a theme in the URBACT programme, and with success. Security has become one of the priorities of the URBACT programme.

Standing in the little bush in an outskirt of Leeds between the drugs needles was quite an impressive experience (luckily together with colleagues and police from Leeds). Another place I will never forget was the former no-go area in Leeds (of which we had first seen impressive video tapes with drugs dealers running the place), with houses build for very temporarily after the war, but still being used. The quality level of these houses was so incredibly poor it shocked me.

I will never forget the authentic atmosphere with old ladies in black cloths praying outside in groups to the many Christian icons on the walls of the medieval complex, or ladies preparing fresh pasta for the restaurants on tables in the little streets. Paradoxically this is mostly thanks to organised crime that had perfectly scared away mass tourism from the Bari ‘old town’.

Probably most of you know the principle going to a European conference or workshop and ‘enduring’ a list of PowerPoint presentations and at the end you did not really get what was important or what are the elements and lessons learned you can take back to your city from that meeting.

The SECURCITY network started in 2004 organising its first thematic workshops. The workshops all had very interesting interactive sessions and field visits BUT the ‘traditional’ part, with a series of cities presenting their good practice, did

not seem to create real knowledge exchange.

In practice we saw that it is difficult for practitioners, while listening to another city presenting (about a project in obviously another context than their own) to take out interesting and useful elements for their own daily practice. Without being disrespectful and backed up by literature, it could be described as 'tunnel vision' or some kind of arrogance, thinking their own way of working is already very good, whilst the other city's good practice has such a different context that it could not be possible to find interesting new elements.

Practitioners presenting their city's good practice often only present their explicit knowledge, which can be put into words. Their tacit knowledge, sometimes containing crucial elements for the success of the good practice, is often not revealed because it is very difficult to express in words and often very personal.

"It is not so much about that there isn't knowledge about good practice. It is about getting access to that knowledge and taking it from one context to another."

A trained facilitator, using innovative methods, can assist in subtracting the important elements of the good practice and help participants reflect on their own projects and ways of working.

Glasgow organised a participation simulation game. The participants were divided over four different neighbourhoods: very rich, rural, city centre and a deprived neighbourhood. So very diverse communities and then we had to discuss within our community how we get people involved, make action plans, we even got (restricted) resources, and we had to decide ourselves within our community where we put our resources on. In between the different steps of the game communities presented their problems and solutions. This produced a lot of laughter because, in a funny way, communities were accusing the others of causing their problems. It was helpful to realise that different area characteristics create different needs. Furthermore it became clear how difficult it is to get people involved.

Another workshop example was the interactive learning experience about Fear of Crime, organised by Birmingham. The session was designed as a participatory interactive exercise to determine what citizens of Birmingham believed to be the main 'clean and safe' priorities for the City, and what the possible solutions were. The group was asked to split into three sub-groups and each got their instructions. The task, in simple terms, was for each of the three groups to make a 15 minute video capturing the essence of the visits that each group were tasked to make – one to a school, one to a group of middle-aged workers and one to an elderly peoples day care centre. This selection of groups represented a broad cross-section of age groups.

Each group selected a group leader, someone to take responsibility for operating the video camera (training was given), someone to ask the questions, and so on. Each group had a short time to prepare their approach and questions before being led down the road to meet with their allocated citizens. These were 'real' citizens who had previously agreed to participate in the exercise and were looking forward to meeting some of the 'finest brains' in Europe.

As it turned out, everybody had a bit of fun, returning to Highbury later in the afternoon to watch each of the 3 videos and, particularly, to laugh at ourselves. It is fair to say that it all went well – but not without a few hitches!
The following morning was to be the real test though – what had been learnt from the exercise?

I felt this was a very strong experience because in my group, interviewing the 'middle-aged office workers, the bitterness in the answers and their reality of living in the city's deprived neighbourhoods touched me very much. We had been talking all morning about clever and innovative projects and how we can react to the citizen needs to tackle fear of crime.

Only by actually having the afternoon part of the programme asking questions and listening directly to the citizen revealed very directly the huge feelings of fear and despair that exists amongst citizens. They felt the police and local authority was not responding to their needs at all.

The workshop "Services for Young people, From Young People's perspective"

in Glasgow was maybe to most special one. It was a workshop about young people and a class of school children from Glasgow age 13 till 15 was invited to join the workshop. In the morning the schoolteacher came in, saying: "You wanted lively ones? You've got them!!" Nobody was really sure what would happen because it is quite a challenge to work together with a class of school children. To appeal to all the participants, including the children, we invited a facilitator who was also a cartoonist. All groups had to use metaphors to answer the questions and the cartoonist directly transferred the metaphors into funny looking pictures. This facilitated the transformation of knowledge and the things the people wanted to say. The young people and the adults were divided in groups and got questions like: "What does anti social behaviour look like to young people" and "What do services look like at the moment?". All these questions were not only answered by young people but also by groups of adults (the workshop participants). On the spot the groups presented their metaphor while the facilitator was drawing it.

We first worked in the present. Questions like, how does it look like now, how do the services directed to the young people work together, etc. For me the funniest metaphor was presented by the young people when they presented their metaphor with the reason why young people not always go the 'right' way and their need for good role models. They explained (and this metaphor was drawn by the moderator/cartoonist) that it is because sometimes you have role models like gangster sheep (with golden necklace and sun glasses) and the other sheep are following the one. So it was a cry for good role models.
After being in the present, we tried the future. What would you like in the future? How could your ideal future look like? And young people and also adult people came up with other metaphors.
And at the end the groups were mixed, young and 'old' together in four different groups. As a last step we were asked, what actions do we need to get from the present to the ideal future. We had to define the action steps going to the ideal future. Every group got footstep-shaped papers to write the actions on it, and together forming a path from the present to the future.

Even at the end of the day the young people were still enthusiastically giving interesting input for actions to be taken. They kept on running and having ideas, going to the board to stick the footsteps with action points on it. They certainly did not want to be the last putting in the footsteps.

It was experienced really useful to discus together how we could better organise services for young people, not only talking about young people but finding solutions together with young people. Most adult participants worked on daily basis with young people, but they were impressed that the young people were actually present at the workshop.

They said that normally when young people were involved in meetings they acted as a side act, doing some hip-hop or skating and then only the adults talk. But now we did it together!

This was a very special experience for everybody present. I felt it was a very brave and very inventive way of developing knowledge, organised by Glasgow. After the workshop the moderator-cartoonist made digital, coloured drawings of all the nice cartoons and the footpaths.

At the workshop in Bari we discussed the "Role of safety in redevelopment plans for deprived commercial areas". We used the World Café method. It is quite a well-known method, used all over Europe in workshops and conferences. We used four groups at small café style tables and organised four rounds of conversation, each 20 minutes. Each table had one specific key question and one "host".

The other participants shifted each round to another table, like "travellers". At each table the 'travellers" had to link and connect ideas using and reacting to what the previous group already put in (As the method describes: focus on what matters, contribute your thinking, speak your mind and heart, listen to understand, link and connect ideas, listen together for insight and deeper questions, play, doodle, draw – written on the tablecloths is encouraged! Have fun!). It was a good try.

One of the very first workshops we organised was in Rotterdam and it focussed on safer shopping areas.

During this workshop we made the participants walk through a shopping street

and as an exercise actually assess the levels of cleanliness and maintenance of public space on dedicated spots using the Rotterdam assessment tool. This tool is a brochure about the cleanliness and maintenance levels of the public space with a five (photo-supported) level system per category.

The 'Clean and Intact' photo brochure was experienced as a clever and useful tool to establish an (objective) assessment for Clean and Intact issues by all participating cities. Using the scale 1 to 5, including photographs for every level can bring the desired objectivity in the assessment of environmental issues. Furthermore this gives citizens a tool to be involved (information/ empowering).
Afterwards Birmingham copied this system and produced a similar kind of brochure. They thought it was a handy system and a good way of having people living in the neighbourhood and also people from their service departments defining the state of the public space the same way, using the same levels of assessment for maintenance or cleanliness.

In another session during the Rotterdam workshop we tried to stimulate the discussion using crealogic software, using a meeting room with a computer terminal for each participant. Reactions could be inserted during the presentations. The software made it also possible to react anonymous, and also towards each others statements. Furthermore the software made it possible to vote to prioritise solutions. First there was a question and all participants contributed because it is anonymous. This way we got a lot of input from everybody, while sometimes in a group discussion one or two people who are the lead persons or who are the loudest do all the talking. This technology made it possible to get all the opinions and afterwards prioritize, using the voting software. This kind of techniques are used more and more, also in citizen participation, especially in large groups of citizens. It is about what people really want and to give all people a voice and the priority about what people want of the majority, not only of those who shout the loudest.

Some think the very best meeting we had was the mid-term meeting in Warsaw. Maybe because the city was new for most participants, but foremost the Polish people and their city impressed us very much. Most striking for me was their sense of historic conscience, which in my country is hardly existing. Besides the workshop our Polish partners taught us a lot about their impressive and sometimes immensely cruel history.
The Warsaw meeting was in the very centrally located Cultural Palace, the most remarkable building in the city, build by Stalin as 'present' to the Polish people. For the Polish people it felt like a Russian watch tower in the centre of their city, and consequently it is not a building they like very much.
During the Warsaw Mid Term Meeting we tried to define strategic guidelines for creating a Safe and secure city. To reach our goal we created the imaginary 'UniverCity'. This city was introduced to the participants by video and appealing music. The aim was to get people thinking 'out of the box' without the restrictions of their normal city context and characteristics. We asked them to be open minded and have a blank sheet and think of the best possible solutions for strategically organising a Safe and Secure UniverCity. We created a specific UniverCity data sheet with the characteristics of this imaginary city and during the 1,5 day meeting we tried to develop a safety and security strategy for this city. Many elements of this strategy can be applied by other cities all over Europe.

Another method we tried was the "Six Thinking Hats". This is a simple, effective parallel thinking process that helps people to be more productive, focused, and mindfully involved. And once learned the tools can be applied immediately.
Workshop participants are asked to separate their thinking into six valuable functions and roles. Each thinking role is identified with a coloured symbolic "thinking hat". By mentally wearing one of the six coloured hats and switching "hats," a moderator can easily focus or redirect thoughts, the conversation, or the meeting; yellow hat=positive; black=negative, red=feelings, green=innovative, blue=organisation and white=facts .
For example, most people have experienced in meetings someone who was always talking from a negative (black hat) view. This person can be asked by the moderator to put on a yellow hat, or a blue hat etc. Using the six hats methods the moderator can direct a conversation and go deeper into the subject. This way everybody is talking on the same level at a certain moment.

Because the workshop session with the six thinking hats was on Friday morning we felt we first had to wake people up. Therefore we asked people in small groups to create the 6 different coloured hats. Before we started the discussion

we voted which group had the prettiest hat. This was a funny start of the day. Real hats are of course not really necessary; the exercise can also be done with virtual hats. Using this method we discussed good practice case studies. The moderator was asking the city representatives to look to their case study from a yellow perspective, from a black perspective, etc. By answering the questions it became easily clear for the participants listening what had been important for the case study. It helped them understand the case study.

One of the last methods, which personally I like very much, is the "future dialogue method". Like the Six Hats method this was also used during the workshop in Prague on citizen's participation. Beforehand we prepared eight case studies from the different cities present. Some of the cities, especially Rotterdam, invited a lot of different stakeholders. We took representatives from citizen's associations, from different levels within the city, and from the university who had been involved in developing the new citizen's participation approach in Rotterdam. Per case study all the different stakeholders had to sit in front of the group. Using the dialogue method, the facilitator who was familiar with the method said:

"Ah, miraculously it is now exactly two years later and I heard your project has been a success!!; Then he starts asking the different stakeholders; but what made it a success? What kind of partners were important to achieve your goals? But you also had worries. How did you overcome the worries?

So it is about being in a positive future, but also very much about listening to one another, that the different stakeholders listened to one another. And also asking the audience to reflect on what they hear for their own situation. We discussed eight case studies, and in the workshop report we distilled the most important elements needed to organise a successful good practice in citizen's participation. These elements can be used by other cities when starting citizen participation projects.

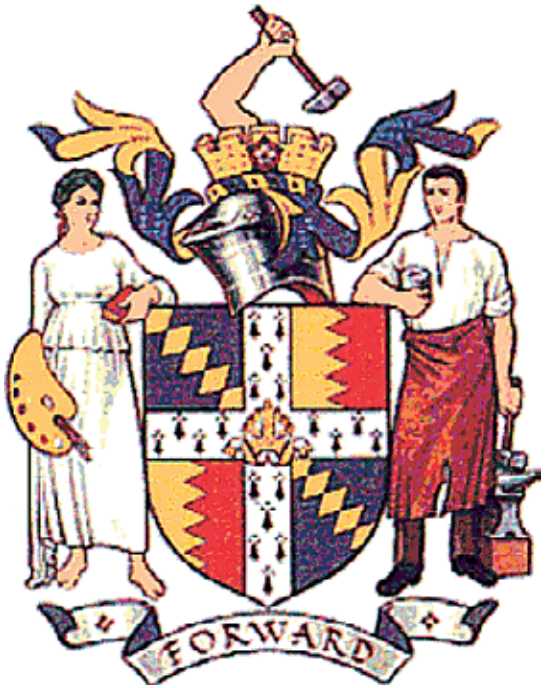
I want to finish with some success factors which I feel were important for this network, and also for myself. I think one of the success factors, and a quite simple one, is the individual enthusiasm that was driving people. It gives inspiration and makes people wanting to invest their time and active contributions, but also to share their experiences and ask questions to others during meetings. Another important factor I think is that the individual enthusiasm can only come about if the subject directly touches the individual participant. I think you all agree, being in a meeting you are not interested in, does not touch you. You do not feel involved.

The third point is that, ideally, what the participant learns in the projects can be applied in their daily work. By applying the input in another city context new experiences (and new struggles), questions and experiences can even result into new input again. This way knowledge can evolve. Another point is that people learn best in a social environment. People have to meet, to be face to face with each other. Luckily we had the opportunity to organise these encounters in the many SecurCity workshops we had. The work only started operating effectively (after digital contact via email etcetera), when people had exchanged and discussed their experiences face to face. At last I feel it is important to have leadership of several active members. It is required, but due to this at the time more passive members will also remain regularly involved and may later become active. So you need a core of active persons providing input over and over again.

And furthermore, very, very, very important in this process is to have fun! I think this important element is often forgotten in all the fuss organising meetings within the context of European projects.

Miraculously all these elements came together within the SecurCity network, and made it a very special experience! I have been working on European projects for over 7 years but within this network it was the first time I felt we realised so many meetings where real knowledge exchange was taken place. Although in my other European projects more focus was laid on implementation, also 'Dissemination of the knowledge over Europe' was always a part of the projects and part of those contracts with the EC. I must admit we did not really get beyond a very standard, powerpoint driven, workshop and some brochures. I always experienced in those special dedicated workshops a lack of knowledge exchange. The SecurCity project gave me the opportunity to focus solely on knowledge exchange, because this was the at the heart of the network. I started reading literature about knowledge exchange and most of all we had the chance to try all kind of methods to improve 'real knowledge exchange" during the workshops. I am very thankful I got involved in the coordination of this project with its very special, clever, active and fun partners! A lot of the

things I learned I am now trying to give as input in new European projects. I already experienced that, very easily, the coordinators of those other project are organising the 'knowledge exchange' in the old fashioned manner, which does no benefit to the partners, but is also no benefit for the coordinator. In my experience it is much easier to coordinate and get things organised together with the partners when they feel the project is interesting and offering them a chance to really learn from others. If not, partners get reluctant and it starts to be a struggle to comply with the EC contract. I must clarify that it is not that many other coordinators are not willing to do things differently; it's just a new step in the exchange process within European cooperation projects, which strongly needed to be modernised!! I realise (and experienced) that changing the way of organising meetings can be scary, but at the end I also experienced it is most rewarding, and makes the life of a coordinator even easier (although at first organising things the old way seems the easiest way).



Story from Birmingham

Story told by Kevin Mitchell
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Kevin Mitchell
Birmingham Community Safety Partnership

Effective Partnership Working

In the year 1066 William the Conqueror invaded England.

In December1085 (around tea-time) he ordered that a book be made containing information on who owned what throughout the country. This record would also tell him what taxes were due to him and because the information was on record, nobody could dispute or argue against a tax demand. Predictably, the book brought further doom and gloom to the people of England. The decision of what tax someone owed was final - rather like Judgement Day when your soul was judged for Heaven or Hell. Unsurprisingly, the book became known as the "Domesday Book" (Doomsday Book).

The first draft was completed in August 1086 and contained records for 13,418 settlements. The original document has survived over 900 years of English history and is currently housed in a specially made chest at London's Public Record Office.

The first official record of the settlement that we now know as Birmingham appears in the Domesday Book. The entry describes Birmingham as having 50 residents in nine households, the best of which was built of brick and fortified against attack.

Things have changed a little. Birmingham is now England's second largest city, with a population of one million people and 400,000 households, all of which are built of brick and fortified against attack.

Our City Council is a large and complex authority – the largest in the UK, employing 55,000 people, including me. Our Police Force, the West Midlands Police, employs some 7,000 Officers in the Birmingham area and with colleagues from the West Midlands Fire Service, these three organisations now form a core of what has become known as the Birmingham Community Safety Partnership - a shining example of partnership working in action with common objectives

around crime and disorder reduction.

However, that wasn't always the way. Some 7 or 8 years ago organisational and social structures in the UK saw responsibility for law and order as being the sole responsibility of the Police, rather than as a shared responsibility.

To redress this, in 1998 the UK Government enacted legislation in England and Wales that compelled police forces to form a partnership with their local authority for the purposes of reducing crime and disorder in their local area.

After establishing a partnership, the legislation goes on to require the partners to undertake a joint audit of local crime issues followed by the development of an intervention strategy to deal with the issues identified.

It's fair to say that Birmingham's initial efforts at partnership working stumbled at the first hurdle. Having been required to establish a partnership, neither the local authority nor the police could agree in whose offices the first meeting should take place. Identifying a neutral venue and bringing our own sandwiches finally resolved this.

Whilst the legislation only requires a partnership between the Police and the Local Authority, Birmingham eventually took this opportunity to embrace a far wider range of organisational partners, particularly those representing community organisations and the not-for-profit sector.

From uncertain beginnings, the membership of the partnership now includes a wide range of organisations, reflecting the belief that effective solutions to crime reduction cannot be delivered by the statutory agencies alone.

At a city level, our most recent audit of crime and disorder showed good and bad news. Overall recorded crime has fallen by around 30% over the past 3 years with significant reductions in burglary and vehicle crime. However, within this trend we see increases in violent crime, alcohol related crime and anti-social behaviour.

Dealing with the issues around people's perceptions of safety has also become important. Against this backdrop of falling crime, our residents increasingly believe that the City is becoming less safe, negating much of the good work carried out in reducing actual levels of recorded crime.

As a local partnership, we resolved to tackle this issue with the Police taking the lead as they saw this as a crime issue. Their first step was to carry out a statistically robust survey in a part of the City seriously blighted by crime, asking residents what sort of issues made them feel that their area was an unsafe neighbourhood.

It's fair to say that the results surprised us all. Instead of burglary, robbery, murder and other serious crimes being major contributory factors, the residents top concern was litter and rubbish – a Local Authority responsibility!

From this point, a series of effective partnerships were truly born. The first, at the local level, resulted from the hypothesis that in order to reduce feelings of insecurity, the Police needed the Local Authority to make the City cleaner. Effective partnership working was needed between both organisations, focussing on priority areas and making environmental improvements. Perhaps by chance, and certainly not entirely by design, we also found out that our colleagues in the Fire Service were also interested in environmental quality – something that had simply not occurred, after all, they just put out fires don't they?

Well, they do and they don't. What we didn't realise was that the biggest source of secondary arson was from people setting fire to dumped rubbish. We hatched a cunning plan between us – remove all the dumped rubbish from the City and therefore make it cleaner (a win), reducing the fear of crime (a win) and reducing arson (a win). Over the next 6 months we picked up over 10,000 tonnes of fly-tipped rubbish that had been accumulating for years, making an enormous impact and improvement for the City's residents but perhaps more importantly, establishing partnership working through joint objectives, shared resources and collective responsibility.

The second partnership I wish to just to briefly touch on – as I'm sure that others will do so in more detail, is the SECURCITY partnership. I came as a novice to the European table with Birmingham's simple hypothesis in mind – getting the

City cleaner will reduce residents' feelings of insecurity.

As it turns out, I now suspect that this hypothesis to be flawed but I'll come back to that a bit further on. The important thing for me was the new friends and colleagues that I made through SECURCITY, exchanging ideas and best practice, seeing how other Cities had tackled similar issues and the difference that it had made. I firmly believe that this bank of shared knowledge and expertise shouldn't be lost and that the programme needs to continue, assisting and advising other partners throughout the EC.

However, I'll never forgive them for helping to disprove my original hypothesis, the slimy toe-rags.

My third partnership arises as a result of my personal failure and my disproved hypothesis. To reduce the fear of crime all I needed to do was to get the City cleaner (no simple task I would have you know). So what did we do? Yes, you guessed it; we cleaned more, faster and smarter. Did it work? Not on your Nelly (a quaint English phrase that doesn't translate very well into Dutch – but then again, does anything?).

No, what we found was that the more we cleaned, the more residents expected us to clean and therefore the more litter and rubbish they dumped. Even worse, our latest survey results suggested that residents' fear of crime had increased over the past 12 months.

With 20-20 hindsight, we now believe that the solution was not to provide additional cleaning services, but through a Partnership campaign, to promote civic pride and ownership of neighbourhoods through information, education, awareness and engagement. We initiated a multi-agency 'Street Champions' scheme giving local people ownership of their local streets and empowering them, with partnership support, to ensure that action is taken to keep the area clean. This is proving to be very successful and very popular with the resident's themselves.

My third partnership, therefore, is between the statutory agencies and our residents, and perhaps this is the most important partnership of them all.

Back in the year 1086, long before anybody had thought of having a community safety partnership, our residents had their own effective partnership arrangements. Faced with attack, crime and disorder, all 50 of our residents would run to the only stone building in the settlement and kill anybody who came their way. As Birmingham prospered, I can only imagine that they were pretty good at it!

We need to learn these lessons all over again. Our communities are part of the solution to crime and disorder, not the problem. Birmingham's hypothesis is now that success in reducing crime and the fear of crime will only be achieved through effective partnership working between the statutory agencies and with our local communities, identifying shared priorities, joint planning, delivery and review.

Whilst we are well on our way, I wouldn't yet say that this hypothesis is entirely proven - but it would be great to have another SECURCITY project to analyse it. Now then, where do I fancy going next? Is Jamaica in the EU yet?

Story from Glasgow

Story told by Ann Fehiliy
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Glasgow Community Safety Partnership

In the start it was an encampment stuck out on the North West corner of the fringe of Europe. The Celts who had called it "Glasghu" meaning 'dear green place', were savages and the Romans had little time for the place or the savages, so they left us well alone. Glasgow is a self made City, nourished by the strength and the adaptability of generations of our people. This aggressive pride of the self made remains one of the main characteristics of the City.

Less than 2000 years later Glasgow had become the second city of a larger empire than the Romans had known, supporting more than 1 million people at one time – the most northerly city to attain a population of a million and we still exported enough of our people to ensure that our skills and our products and our character were universally known.

Glasgow is on the colder edge of Europe and first traded with the world when no national port existed and when the tide turned on mercantile trade the City went on to build ships for other nations, becoming a major instrument of the industrial revolution. The River Clyde did not make the City, the City made the Clyde by sound engineering and hard labour. It put half the world to sea. One of our famous ship owners pronounced that
"Being from Glasgow, I can go where I like. I'd open a line to Hell, if I wasn't sure you did not have an agent already there".

Come the 1950s, the demand for merchant and navy ships had dwindled drastically. The heavy industries could no longer compete with much cheaper labour costs of emerging competitors overseas. One final statement of shipbuilding glory came in 1967 with the launching of the Queen Elizabeth 2, this was the finale of the great industrial days.

Glasgow, Scotland's largest City, has undergone major changes over the last three decades. It has been transformed from an industrial City in decline to the third most visited Tourist City in the UK, with growth in the cultural, business and retail sectors. The City has a population of 600,000 and is the heart of the economic region. Glasgow's economic and social health is crucial to the West of Scotland region and the country as a whole. Glasgow's economy is healthier

now than it has been at any time in the last 30 years.

Our City Council is the largest Local Authority in Scotland, employing 37,000 people, our Police force, Strathclyde Police Force employs 7,000 officers, with around 2,300 deployed in the City of Glasgow, along with the Fire Service and other key agencies this has formed the Glasgow Community Safety Partnership

Unlike the English Cities within the UK, in Scotland the Scottish Government did not compel local authorities to work in partnership with police colleagues. Rather the Scottish Government used a "carrot and a stick" , encouraging Local Authorities to set up Community Safety Partnerships by offering funding to resource the Partnership and Community Safety Action Plans.

Community Safety Partnership

Glasgow's early partnership efforts meant that all the great and the good came together under the banner of the Community Safety Partnership. They met, they agreed to work in partnership, and they left and continued to do what they always did – work in their own individual silos.

The Council took the initiative to improve partnership working by seconding Police and Fire personnel into the Council to work alongside Council Officers, to be accountable for the Community Safety agenda. With the co-location of staff came a greater understanding of the real need to work together and the recognition that single service solutions had little if any impact on the community's safety concerns.

Over the past ten years there have been significant decreases in overall crime rates, but concern about crime continues to grow, our citizens feel that the City is less safe and perceive that the crime rate is on the increase. When questioned about their concerns Glaswegians talk about the level of vandalism, the amount of graffiti, and the number of young people roaming the streets causing problems. There has been a huge investment in the physical regeneration of Glasgow but what is increasingly becoming apparent is that there is a range of people problems that need to be tackled.

European Partnership Working

In joining the SECURCUTY network the Glasgow Community Safety team were virgins to the European information exchange game, we came along eager to learn how European cities had dealt with the problems we were experiencing and hoped to pinch as many programmes and initiatives that we could replicate in Glasgow as possible.

What we learned was that the European Cities that we thought were streets ahead of us, were actually in very similar circumstances to ourselves and were seeking solutions to the same kind of problems. This resulted in a network that became a sharing of ideas that we could implement and share the experience of the impact on the different cultures and discuss what worked what didn't and how it could be adapted to meet differing needs.

Service Development

In Glasgow we have taken a huge step to change the way we deliver services, proposals for greater integration of public sector organisations to achieve better outcomes for citizens and in particular to strengthen our capacity to achieve social renewal objectives has been termed the "Crime Prevention Pathfinder". There is a strong willingness to collaborate across the public sector in Glasgow and find new approaches to tackle longstanding problems in the city. Specifically, the proposals within the Crime Prevention Pathfinder will achieve service improvement through creating a single, accountable partnership with responsibility for designated services; and single service solutions and locality teams.

Particular benefits that the integrated service will achieve include:

- joining services which focus on similar client groups
- integrated service organisations
- a more efficient use of pooled budgets

Expanding the Role of the Community Safety Partnership

The current Community Safety Partnership Company (to be renamed as Glasgow Community & Safety Services) is the platform for joint working and has been restructured to incorporate a range of services.

Our new range of services will design and deliver interventions around the person, family or the neighbourhood, by sharing existing resources and working with local delivery groups to tackle hotspots.

We are currently working at full speed to ensure that the staff we currently have within the service know what is happening why it is happening and who it will benefit – the community of Glasgow.

We also are working to bring in new staffing groups that have traditionally worked in other service departments this includes the graffiti removal teams and the environmental enhancement team. It also includes bringing in up to 60 Police officers to work as part of this organisation but to continue to deliver a policing service in response to the community.

All of this is creating exciting times and scary times, but it is also a time when we need to be able to take stock of what we are doing and how we are doing it. The SECURCITY network has provided an excellent sounding board in the past and we hope that the opportunity exists to continue this.

Story from Rotterdam

Story told by Mr. Arjen Littooij
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On the 7th of March 2002 the man from Rotterdam, known to his friends as Jan (but you can call him John), opened his newspaper and nearly choked on his cornflakes. What was happening in his city? The elections of the previous day had caused a political earthquake. Never, in the whole 660 year history of the city, had such an event taken place. Seemingly out of thin air, a new party, founded by the most controversial politician of the day, Pim Fortuyn, had suddenly become the largest party in the city council. The 'Liveable Rotterdam' party had won 17 of the 45 seats available. I wonder how that will turn out, thought our man from Rotterdam. As long as they do something about safety and security. Jan was more than fed up with the junks loitering in his porch. And it was certainly high time that the dustmen did something about all the rubbish on the streets.

Jan's message, echoed by many other electors, had been understood by the councillors in the city hall. The new party's election theme, one that was later to be adopted by the whole council, was security. Not that the previous city councils hadn't done anything to address this point – after all the outline of a five year program to tackle security had already been drawn up – but it needed to become stricter.

That was the topic of Jan's conversation with his neighbours at their birthday celebrations. 'They', at the town hall, should pull their socks up and start actually doing something. And that was exactly what the mayor and councillors did. Security became top priority. 18 concrete security goals were included in the council's program.

The people of Rotterdam were not disappointed. For four years all efforts were focussed on a safer and cleaner city. With a budget of € 100 million. Nothing was more important than security. A special councillor was even appointed for the task. Together with the mayor, responsible for public order, this councillor became responsible for social security and shaped the new security policies. To Jan's surprise the city council and the police even carried out their promises. The streets were cleaned, public nuisances were tackled and surveillance increased.

Now, four years later, the mayor has come to call. He asks Jan what he thinks about security and whether he has noticed improvements in his own neighbourhood.

As a true Rotterdamer, Jan cannot possibly admit to being completely satisfied, but even he must agree that Rotterdam has indeed become safer. That is not only obvious from the statistics, fewer attacks, fewer burglaries, fewer pickpockets etc, but can also be deduced from the changes in the perceptions of the people of Rotterdam. Each year 13,000 of the 580,000 residents of Rotterdam are asked what they think about safety and security. Has their neighbourhood become safer? Do they themselves feel safer? The majority answer with a resounding 'Yes'. Unfortunately I am unable to say whether Jan is one of the 13,000 interviewees without compromising the confidentiality of the survey.

The statistics couldn't be clearer. Take the security index, an instrument combining statistics from the police, justice and council with the perception of security in Rotterdam to present the security temperature as one value. The scale varies from 1 (unsafe) to 10 (safe). In 2002 Rotterdam scored a meagre 5 but this year the result was 6.9, a definite pass. However, we can not afford to be complacent. If Jan's daughter came home with a similar mark on her report, although pleased with the improvement, Jan would certainly hope for better next time.

So, a city can be made safer. How does Rotterdam do it? I have no intention of bothering Jan and all the other residents with the details. They simply expect us to do our job.

But for you colleagues I will provide a brief explanation. The most important aspect is continuous attention to security, at all levels, and with the accent on implementation. This is a complete cultural about-turn. Everyone within the council is convinced that working to improve security is of top priority. Not only the mayor and the city council, but all the related departments and services. Simply stating "we also think that security is important" is no longer sufficient.
Everyone must show that they are actively contributing to improving safety. Woe betide those whose results are below par. He or she will be called to account by the management. And if not they will certainly hear about it from the locals on the streets.

The progress of this approach to security is continually being scrutinised. The heads of the more important government departments meet twice a month. Chaired by the director of the security department, a department set up a few years ago to kick start the security program. This department operates independently of the existing organisation and reports directly to the mayor. Talk about personal involvement. Each week the members of the steering committee come together to discuss developments concerning security. The committee is led by the mayor and includes the heads of police and justice.

At neighbourhood level concrete agreements are made to improve safety and security. The local council asked Jan and his neighbours what they wanted and, based on this, a concrete program was drawn up for Jan's district. A similar program has been set up for each of the 62 districts in Rotterdam. Jan's wishes are simple and concrete. They vary from more frequent refuse collection to making his neighbourhood and the shopping centres safer, from combating violence to reducing the problems caused by youths.
But that is not all: special civil servants, the so-called city security officers, work in the unsafe districts, areas with many problems: drugs, violence and youth disorder. These security officers use unconventional methods, traversing all existing frameworks, to find solutions to long-standing problems. That too has been shown to work. Jan has already contacted the city security officer several times. For example, could that derelict play area be tidied up at last? And believe it or not, it actually happened. Last week the whole neighbourhood celebrated the opening of the new play ground.

Where necessary, Rotterdam tackles problem using unconventional means. Not months of meetings to see if it is possible. No, just do it. In one of the hot spots, the Old North, Jan's brother complained about the trouble caused by youths. Most of these young people come from families with multiple problems: chaos at home, unemployment, debts, the children do what they want and the parents are desperate.

A new approach based on early intervention has been developed to help these families. Family coaches bring order to the family and get them back on track. The parents are taught to become more responsible for the upbringing of their own children and children and youths are prevented from becoming criminal. Job opportunities are created for both parents and children. In this way, the

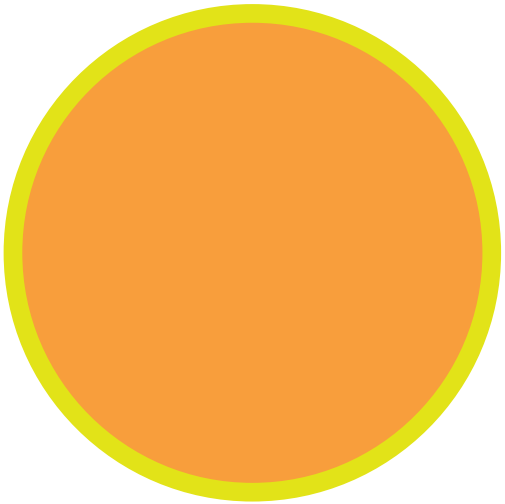
project reduces the social disruption caused by these multiple-problem families. 35 families have already been helped.
The youths who used to loiter on the square in front of Jan's brother's house, are now all receiving some form of education.

In short this is the story of Jan from Rotterdam. It is a never ending story. Jan considers his city in 2006 to be much safer than it was in 2002. He expects it to remain that way and become even safer. And however this seems an success story, there are enough difficulties left. For example juvenile delinquency and the situation in some run down streets. These themes are part of an new five year action program.

In fact, things are going so well in Rotterdam that councillors, ministers and police officers come from far and wide to see it for themselves. However, we realise that there is much that can be learnt from others. Within Europe experiences are being exchanged. We even asked Jan to come with us to one of the residents' participation sessions to relate his experiences. In addition we have copied a proven method from England, the Anti-social Behaviour Order. This is an order which must reduce problems caused by youths. It was interesting for us, because it's an individual approach. Young persons get an obligatory agreement from the city council. They promise to mend their ways. It makes sense to 'pinch' good ideas.

You can be certain about one thing: working towards security will continue. To quote my boss, the mayor: "whatever happens we must not become complacent. That can never be permitted."

And it won't. Even though the council of 2002 has been replaced and there is no longer a separate councillor for security, there is no stopping it now. The perspective may have changed since four years ago, but the goals are still the same. Rotterdam wants results. And if you don't believe it, ask Jan. He is sure to give an honest answer.



Story of Helen

Story told by Helen Jayne Ruston
e-mail: n/a

My name is Helen Jayne Ruston. I was born and brought up in Leeds. I am now 39 years old and I have been a Heroin addict for 10 years. I have 2 children and at the moment my youngest daughter who is 13 years old is living with her father. My eldest daughter is living with my parents.

I was nearly 29 years old and had what I considered to be a good and fairly happy life. I was working part-time behind a bar 5 afternoons per week. This fit in perfectly with my girls' school times. With my wages from the pub, family credit and help from my parents I was managing financially too.

I met a guy who was 8 years younger than me and he was addicted to heroin. For whatever reason, it wasn't long before I had tried it, and even shorter before I got a habit. Over the next 2 years I was to end up losing my children, my home, my parents and eventually my self respect. It was soon after this that I split up with Gary and was left alone with a heroin habit. This was when I began shoplifting. The next five years were to be spent in and out of prison until I realised I couldn't keep going on like that. I came out of prison at 35 years old and began to sell the Big Issue to fund my habit. I then became homeless, was sleeping rough and my appearance went badly down hill. The next step for me was hospital as I had begun injecting in my groin area. All this has left me on crutches which I have now been on for 18 months. I developed septic arthritis in the hip and I still require major surgery to replace the ball and part of the socket of the hip. I was in considerable pain all the time and used this pain to get more opiates I am hoping that I will get the surgery required within the next 12 months that will stop me needing to use crutches. At 38 I was rushed to hospital with a bad blood infection and nearly lost my life. I knew I couldn't keep going on like this and was fortunate that the Rough Sleepers team came to visit me. They gave me the option of rehab. I was in a hopeless situation and would've agreed to anything. They soon got me a bed in a hostel, put me on a methadone programme and began the process of sorting me some funding with Multiple Choice. I was still using the Heroin and taking my methadone. I was going through the motions of it all but deep down I never really had any intention of going to rehab, it was just that I was in a no win situation. If I discharged myself from the Rough Sleepers then I discharged myself from the hostel and the methadone programme. They soon realised the game I was playing and they gave me the simple choice of all or nothing. I made my choice and, in July

2005, I went to a detox centre in Norfolk to come off my methadone. On the 29th September 2005 I arrived at Phoenix House, South Tyneside and took the first step to changing my life.

When I first arrived here I was frightened and scared as I'd not really intended to let things go that far before I stopped it. It was like nothing I'd ever experienced. I was suddenly sitting in a room with 30 people that didn't even know. There were three other people that had come in that week and so we stuck together at first. These are the people I have done my programme with and we will always have a special friendship. Because we were all new inductions we had most of our groups together and were able to find out anything we needed to know about the place and to voice any concerns that we may have had. The induction period is 4 weeks, and although at the time you feel it is too long, you soon realise that it takes at least that to get a general idea of how the structure of the house runs. There was a lot to remember. Everyone was really welcoming and I felt at home fairly quickly. The structure of the house was one of the things I found it hardest to grasp and, at times, I felt that I was being treated like a child, but looking back now I can see why all these things are in place. You have to do things that are the way of the house or there will be consequences. You have to be up and ready each morning by 8 o'clock and 9 o'clock on a weekend. Every morning departments are done depending on which crew you are placed with. Maintenance deals with general cleaning and upkeep of the house, Kitchens deals with the feeding of all the residents and staff and House Management is whoever has the desk job which is where the running if the house is based.

The house is run mainly by the residents as a community and staff are there to oversee things such as money requests and escorts for people with appointments. You have to be escorted wherever you go outside of the house by another resident who have their passes. You can apply for these yourself when you have been in the project for 2 months. This means that you can escort any member of the community, although you still have to be escorted yourself if you have any appointments. You soon realise why all these things are in place for the good and well being of each resident, although, at first it takes does take some getting used to.

Before I came here I was only used to doing the things I did when I wanted to and how I wanted to. It doesn't work like this at Phoenix and it is not as easy as you may think to drop this kind of behaviour. I forgot how to be 'normal' and it does take some time to learn how to do all of this without using substances to get you through. I can not say that any of this has been easy. In fact, this has probably been one of the hardest things I have had to do in my life. I have had my behaviour challenged and my whole way of living questioned and this has been the only way for me to learn. This is something that I never want to have to go through again as I know some who have done rehab before.

I am now at the SRS stage of my programme which is Senior Resident Status, which you can reach anywhere from 4 months to 6 months. Once you are SRS you can have weekend visits home and are allowed to go out without an escort. For my first home visit I went to stay at my parents' house, before I came here I hadn't spoken to them in nearly 7 years. The staff at Phoenix are there to help and support you and that is exactly what they do. You are assigned a key worker and they are there for you to talk to about anything you wish. You may have issues you need to address or any other general problems. They can help you with anything from clearing it for you to go out shopping to building bridges for you between your families and children.

I am now within a couple of weeks of the next stage of my programme which is re-entry. This is still a part of Phoenix House but there you are given the chance to learn how to live independently again. I will be living with my peers who I have done the most part of my programme with, there are 2 to 3 people living in each house. You still have all the support you need and the help from both your peers and the staff and are still beholden to Phoenix House rules. I am now at college studying to gain more qualifications and am hoping to go back into working again. I wouldn't have had any of this if I hadn't taken that first step to come to rehab and, if I am truthful with myself, I would most likely be dead now.

I am extremely proud of myself for what I have achieved and know that I have good reason to be. I have to thank my care managers and Multiple Choice for giving me the funding that I needed and the chance to rebuild my life.

If you are considering treatment then the only advice I can give is to grab it with

both hands. I am not going to tell you it has been an easy ride, far from it, but I don't suppose it ever could be when you have to face things about yourself that you may not like but it really is worth it in the end. I have made some good friends while being here and have received a lot of support from everyone in the house, both residents and staff. Take the step, make the move and change your life for the better.

Story from Leeds

Story told by Louise Hackett
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Background

Leeds, as other big cities, has had problems with begging, street based drug misuse, rough sleeping, street crime and other city centre based anti social behaviour.

In Leeds City Centre residents, local businesses and visitors reported problems with anti-social behaviour. Street drinking was very visible, there was a significant level of street crime and in 2002/3, 47drugs related deaths were reported. A count of rough sleepers in October 2002 showed there were 43 rough sleepers on one night and a begging audit in the spring of 03 found that 62 people begging for money in the city centre area.

In response to these concerns a summit was held in the city. This brought together local agencies, elected members and government officials to discuss the problem and a "seeing is believing " tour of the city centre was organised. It was obvious that action had to be taken. One of these actions was to appoint me as Street User Co-ordinator which was a new role for me as I had previously worked with victims of domestic violence although I did relish the challenge of making some changes and the benefits to the individuals would be apparent if we were to be successful.

By collating information it was clear that there were links between opiate drug use, begging, drinking, street crime and some rough sleeping. Agencies such as Community Safety, Police, the Primary Care Trust (Health), Probation, the Prison Service and Drug Action Teams worked together to agree a joint partnership approach. We adopted a two-strand approach, firstly supporting people through improving the range, accessibility and coordination of services and secondly enforcement measures which would challenge people caught in a street life style and confront those engaged in criminal activity.

Strategic Approach

In Leeds, the Community Safety Partnership has overall responsibility for Street User Issues with the strategic direction being driven by the Street Users Strategic Group. In establishing the two new posts in January 2004; mine within

the Local Authority and one within the Police(Street User Pro-active Inspector), I am pleased to say that I have had the operational responsibility for developing the work.

Main Activities

Initially much of my work was undertaken to identify and engage with street users, bringing them into services and away from a life on the street. Due to the fact that many of these people have spent a considerable amount of their lives on the street and heavily engaged in drinking their desire to change is not always immediate and I had to learn to be patient and progress at a speed slower than I had originally envisaged. I like to think that I have made a valuable contribution to improving the services available to people involved and set up systems to increase an individual's access to all available services..

For me, the key to increasing access to services has been the establishment of weekly multi-agency case conferences where all the relevant agencies share information on individuals and agree joint action. This has also enabled us to identify gaps in services. It was clear that individual street users invariably present multiple problems including health, social and mental health needs and if ever a co-ordinated response is essential in anywhere it is needed here. There have been success stories as well as abject failures and instances where we all get very frustrated at the lack of action being given to individuals or their unwillingness to grab what is on offer.

Other specific services were established for this client group. We broadened the remit of the rough sleeper's contact and assessment team to work with all street users groups. After a lot of negotiation and arm twisting, a local night shelter was funded to extend it's opening hours from 3 to 7 nights and to offer more support to drug and alcohol using rough sleepers. More importantly we were able to establish and fund a specific rough sleeper team within the primary health care trust to provide drug assessment and treatment for the rough sleepers. Dedicated beds only available to rough sleepers were also provided in a local hostel, together with intensive support to enable people to return to independent living. Tenancy support services were also established to support former rough sleepers who obtained tenancies.

Enforcement Measures

However, not everybody who has spent a large amount of their life of the streets is prepared to change overnight or sometimes at all. Where people have not engaged with services, but their behaviour remains a problem for the community we have had little choice but to revert to enforcement options.The police have effectively used powers from a very old piece of legislation to tackle begging and rough sleeping. Our reason to adopt this approach was to challenge any attachment to life on the streets and see what could be achieved for them if they chose to take up services. Leeds has a zero tolerance approach on begging – due to the links to drug use. There have been over 300 begging-related arrests since December 2003. Those charged with begging (or since April 2006 arrested) have been drug tested and this has helped us get more users into drug treatment.

As a result of our actions, a number of Anti Social Behaviour Orders were obtained on the most persistent and problematic individuals. These orders, coupled with a significant efforts from support organisations, have had a tremendous impact on reducing the levels of begging in the city centre and also motivating some individuals to make very positive changes in their lives.

The Leeds Drug Intervention Programme has been important in enabling us to target drug treatment and services to those who have become involved in the criminal justice system as a result of their activity.

Street drinking tackled by obtaining a Designated Public Places Order (DPPO)in the city centre. This gives the police powers to seize alcohol being consumed away from licences premises and a power of arrest if people do not comply.

Publicity and awareness.

Alongside these activities Leeds launched an alternative giving scheme- "Change for the Better" in October 2003. The scheme aims to raise public awareness of the links between drugs and begging and encouraging the public not to give money to beggars, but to use specially designed donation boxes in key places around the city. The money collected is given as grants to local charities working with homeless people. The collection boxes are attached to

lamp posts and other street fittings in areas where beggars used to frequent and the response has been very good from what we can only term as a generous public who frequent the city centre.

Environmental Issues

Increased information sharing has enabled us to identify problem areas within the city centre. We have been able to make clear reductions in anti- social street activity through alterations or improvements to the local environment; such as installing alley-gates or cutting shrubbery back.

Two of the worst problem areas in terms of needle accumulations and rough sleeping were to be found on the City Centre Waterfront. In response the Council's City Centre Management Team have implemented significant environmental improvement schemes for both these areas to remove overgrown vegetation hiding 'drugs dens' and opened up and landscaped the areas to create new attractive public spaces.

Significant efforts are also being made to minimise the impact of street activity upon the environment through street cleansing and needle pick up. Increased information sharing and liaison between the relevant departments has resulted in much improved responses. Improvements in city centre refuse collection has also significantly reduced the availability of materials used by rough sleepers i.e. cardboard.

Outcomes

So what can I say that will make you think that I have earned my money, and hopefully made a bit of a difference. Well,...the last rough sleeper count found just 1 person sleeping on the street and the last begging count showed a dramatic reduction and now stands at 5.

Street crime has definitely decreased and we have also seen major reductions in crimes such as shoplifting and thefts from motor vehicles in the city centre indicating that these measures are contributing towards the overall fall in crime.

We are also getting extremely positive feedback from the public and businesses within the city centre who have noticed the real changes in the city centre. Leeds is a much more pleasant place to visit, shop and enjoy a coffee at an outside restaurant. The city looks cleaner, feels better and ultimately feels safer. I know that we still have a lot of work to do to keep it this way but at least I know that things can be achieved if you have good people working with you and you can offer some real alternatives to improve the lives of individuals who have been considerably less fortunate than the most of us.

And finally, we have had some great success stories told by people who were sleeping rough when I began with this job and are now off drugs, got their own accommodation, have a job and their outlook is looking good for the future.

Story from Heerlen

Story told by Rimone Dielesen
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‘Partner-ship’ in a heartbeat

Once upon a time
Rome and Heerlen weren’t built in a day – that much they have in common. There are other similarities however: although 1,468 kilometres apart, both cities were founded by the Romans. Two thousand years ago, Heerlen was quite literally a ‘trivial’ matter to the Romans, for it stood on a spot where three roads (tri viae) intersected. Upon arriving, exhausted travellers wished to take a bath, preferably all together for that was ‘en vogue’ in those days. The Romans built public thermal baths and all of a sudden Heerlen possessed the northernmost Roman thermae in Europe. ‘Cortovallio’ – that is what Heerlen was called at the time – was on the map.

For many centuries thereafter, Heerlen was a slumbering village, earning its keep from the travellers that passed through. Around 1900 however, we found a tremendous new source of income: coal! In an age when wild wolves still haunted public wells in our barely petroleum-lit village, a true city emerged. And as a city, Heerlen suddenly had a right to exist; it had a future and a spirit of its own.

We were to become one of the first real pan-European cities. From the four corners of Europe they came: Poles, Italians, Germans, even Russians, all of them eager to risk their lives digging for black gold. Communities, plants and supply companies grew up around the enormous mine buildings. The city grew from 6000 to 95,000 inhabitants. In less than fifty years, Heerlen had become a city of national importance, with a flourishing, romantic and unique cultural environment. Urbanisation at turbo speed: ‘turbonisation’! Like the Roman Empire, we too had our golden era. We had a large modern theatre, a cinema, and an impressive city hall. One of seven department stores in Heerlen was the architectural landmark the Glass Palace. It showed the guts, the confidence in the future and the urban philosophy that we were looking for. Money to realise our dreams was not an issue. Today, the Glass Palace still stands as a symbol of those glory days of Heerlen.

In the middle of this golden age in the 70’s, all the coal mines closed down. It was as if a bomb had been dropped; the city fell apart overnight. Tens of thousands

of people had been living off an 'exhausted well', and now there was an acute survival problem. Firms and shops by the hundreds faced bankruptcy, and the rich and educated left the region. History cashed in and the monoculture took a heavy toll. The effects were devastating: massive and long-term unemployment, the loss of social cohesion and Heerlen became the fourth poorest city in the Netherlands,

However severely injured, Heerlen did not die. By making a great strategic effort and with fierce lobbying, we succeeded in creating more diverse employment in the city. Huge institutions – the civil servants pension fund and the national statistical office, for example – moved to Heerlen and we obtained a major regional hospital. Many companies and offices found their way to our town, and our aim was to switch from industry to offices. A true conversion from black to green. Being a regional centre on the periphery of the country, we managed to capitalise on our qualities as a major shopping nexus. If we regard the closing down of the mining industry as great bodily harm done to a patient named Heerlen, then this patient is now in a stable condition – which is not the same as being cured. We have come far, but the patient still needs care and treatment.

Drowning in misery

When we lost our means of support, we also lost our pride, our hope, our local culture and the urban identity which had arisen during the 'golden years'. The 'image' we have acquired instead is one of the reasons for starting a huge project to clean up our city. Heerlen was pronounced the most crime-infested city after Amsterdam and Rotterdam, host to a true Euro-regional open hard drugs scene in the heart of the city. The patient, still in recovery, was diagnosed with coronary disease and heart failure.

Some years ago, researchers claimed that Heerlen was the most unattractive city to live in the country. Read the statistics and you'll find that these statements are not a complete fabrication. In the year 2000, there were 750 addicts and over 200 homeless living in the city-centre. There was a flourishing open hard drugs scene mainly in and around the railway station and, as a consequence, there were fights, threats and drugs deaths. The residents felt that large part of the city centre was being annexed by addicts, dealers and the homeless: Heerlen was no longer theirs. It was necessary to take back the streets and make them ours again.

The Operation Heartbeat 'partner-ship

Something had to be done to restore the heartbeat of the city and save the city from drowning. And so Operation Heartbeat was born. With Operation Heartbeat we developed a brand-new strategy to improve the level of public safety in our city and with it our urban identity and image.
Operation Heartbeat was originally a three-year project wherein the main aim was, and is, to ensure the safety and manageability of Heerlen city centre. The aim of the project is to tackle drug-related crime and nuisance by enforcing the law, but also by monitoring drugs addicts as well as offering them care. Targets were to reduce drug related problems, to get the crime figures down to an acceptable level and to increase the feeling of safety of the residents. Furthermore, prevention of any dispersion effects in the immediate surroundings of the city centre was essential.

By setting up a network, a 'partner-ship' in the true sense of the word was created that makes it possible to propose solutions through different channels, make use of various resources and coordinate their use. A cooperation agreement was signed in October 2001 by all the 'partners' on this 'ship': the City of Heerlen, the Parkstad Limburg region, Netherlands railways, Hermes bus company, the Southern Limburg police force, railway security, the Public Prosecutor's Office, the Municipal Health Service for Eastern South Limburg, the Alcohol and Drugs Consultation Office, the Regional Social Shelter Organisation, Mondriaan Care Group, the Salvation Army, the prison system, businesses and of course local residents. The City of Heerlen has since then acted as captain on this Heartbeat 'partner-ship'.

Keys to the success

The key feature of this project is its comprehensive approach. All the important partners joined forces on the Heartbeat-ship to make sure it wouldn't steer off course. Cooperation and bringing people together on all levels has proven to be indispensable. The leadership of the city council, with a prominent role for

the mayor, has been, and is, most important. The strategic management of the project is in the hands of a committee that meets once a month. Responsible for implementations is the project group which consist of representatives of all the partners involved. Because the project manager is member of the strategic committee as well as the project group, strategy and implementation go hand in hand.

Key success factor is the delicate balance between care and enforcement. This was achieved by building up treatment and other care facilities in the first phase, followed by strict enforcement (zero tolerance) in the second phase. Care was brought to the target group, a day and night shelter was provided, care guest houses were being set up. User rooms where addicts can shoot up under strict surveillance were available, as well as a methadone programme. Follow-up programmes were designed to help people kick their habit and start a new life, with daily routines and even a job.
The enforcement approach consisted of driving back drug tourism, a zero tolerance policy and the installation of a camera-surveillance system (CCTV). In 2003, 130 camera's were installed in the Heartbeat area (3 square km). The effect of this addition to Heartbeat have recently been monitored: the dramatic change in the perception of crime and nuisance related to hard drugs seem to be connected with the introduction of this CCTV-system.

Insights along the way

Most of the problems we have encountered in implementation of the Heartbeat project have arisen at supra-regional level. For example, when plans were made to intensify police action, the national distribution of police capacity was found to be a problem. Another example are the compulsory care procedures. The project partners believe that certain 'problem-individuals' who consistently avoid treatment should be subject to compulsory admission to a drug addiction clinic. However, this requires national law to be amended.

The same goes for tolerating a 'house dealer' at the day shelters. Operation Heartbeat is pushing the boundaries, within the statutory parameters. Privacy rules inhibit data exchange between police, the judiciary and care providers, but practical solutions are sought: if written information cannot be given, it is passed on orally. A final example is the approach taken to kerb crawlers who seek out prostitutes outside the official tolerance zone. The court forbids the municipal authorities to make use of vehicle registration data, as this is against privacy regulations. They now are stopped by police officers, their details are registered for breaching local bye-laws, and as a result they receive written notice of this fine at their home address. This unconventional method has proven to be very effective.

Lessons learned:

• The municipal authorities must take and remain in charge, but employ an non decisive role
• Partners have to give project implementation top priority within their organisations and discuss any intended change with the other partners; mutual respect for one another's limitations is important
• Good internal and external communication is a basic requirement for the success of the project

Continuing on course

Recently, Heerlen introduced three additional measures to further complement the Operation Heartbeat project. We are in the process of introducing a person-specific recidivist approach, which aims to force the most active offenders in either treatment or imprisonment. New is that we switch form a case- or offence approach to a person-specific approach in which the criminal career of the offender is mapped out in court. Secondly, we have implemented a concerted effort to take on the non-addicted drug dealers and drugs runners. By constantly hunting them down or hindering them in their drug selling, we want to make sure Heerlen gets a negative image within the criminal circuit.

Finally we have introduced a sector-specific approach which makes it hard for drug dealers to use legal businesses (like pubs, restaurants or call shops) as a front for their illegal activities (like money laundering). Applicants for municipal licenses get an in depth screening for connections with organised crime. We also employ an integrated enforcement team which enters private residences or enterprises without the owners consent to chek for compliance

with (bye)laws and regulations. This Flex team takes administrative measures against drug- and prostitution- related problems, drug trafficking, sex clubs and organised crime.

Operation Heartbeat was meant to cure the most acute problems of the heart, and it did. But it has not cured the patient completely... yet. Still, there's no 'man overboard': just some difficult questions to answer.

Now that the city centre has been given back to the people of Heerlen and law and order has been restored, how do we make sure we tackle the underlying problems structurally? How can we make sure the achievements will last? How do we restore or create a true city-wide identity among the inhabitants of Heerlen? How do we restore a good balance of city-centre functions and make that area more attractive? And – last but certainly not least – how do we reduce the extremely high level of perceived or subjective public threat that so many still feel?

We are now carefully redefining our city-centre identity and with it the identity of those who live and work in Heerlen. This is an important challenge. Saint Augustine, a wise old man, once said, "When you take a decision that is unimportant, follow your reason, but when it is really important, follow your heart." We try to do both with Operation Heartbeat: rational repression hand in hand with human care.

Keeping afloat

As we said before, Operation Heartbeat will not cure this patient entirely. More work lies ahead, and often in fields quite different to that of public safety. But as long as we keep this partner-ship afloat and on course, there is reason for optimism.

Story 1 from Helsinki

Story told by Ulla Korhonen-Wälmä
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IMPROVING THE ATTRACTIVENESS OF RESIDENTIAL AREAS – IS SECURITY THE KEY?

Neighbourhood Project to improve suburban high-rise areas

My job for the City of Helsinki is to boost the attractiveness of suburban high-rise areas. The city fathers are worried about the threat of a lack of variety in the urban fabric resulting from families with children moving to neighbouring municipalities. Security is an attraction factor for private residential areas and for Helsinki as a whole. Consequently, increasing and maintaining security is a key theme in my work as leader of the Neighbourhood Project.

The capital of Finland, Helsinki, has a population of about half a million and is located on the south coast. The residential areas of the city are set in the midst of nature. People can see forest and open courtyards from their windows, and birds and squirrels often visit their balconies. Children can cycle to school unaccompanied along cycle routes that are separated from motor vehicles. We feel that we live far away from the problems of the world, from crime, war and terrorism. In international comparisons, the crime figures give a distortedly unfavourable picture of security in Helsinki, as the threshold for reporting crime is extremely low — even graffiti is reported as an offence. In domestic violence, however, Finland has the dubious honour of being at the top of the list in Europe.

For decades, the prevention of segregation has been one of the main principles of Helsinki's housing policy. There are people who are comfortably off and people with low incomes living in the same residential areas, yet the residents perceive huge differences between areas. Differences in status can be seen in the prices of homes. Some neighbourhoods have worse reputations than others, and their shopping centres and metro and railway stations are considered not to be safe. The suburbs were forced into a downward spiral during the recession of the early 1990s, when their inhabitants suffered high rates of unemployment. At that time, Helsinki had its first real brush with immigration with the arrival of the first immigrants from Estonia, Russia and Somalia. Unemployed layabouts in the pubs of eastern Helsinki were highlighted by the media as archetypes of social exclusion. The outward signs of recession, decaying buildings and littered surroundings, completed the picture.

Phase 1 – repairs to buildings and partnerships with residents

I started work as leader of the Neighbourhood Project set up by the city administration in 1996. The project group is made up of people from various departments, and our work focuses on high-rise suburbs in eastern and north-eastern Helsinki built in the 1960s and 1970s. Our first job was to create networks and find partners among the residents of those suburbs and organizations in them. We wanted to proceed on the 'grass-roots-up' principle and to concentrate on the issues the residents thought were important. We set up residents' facilities, renovated sports halls and playing fields, and launched arts and hobbies clubs for children, young people and adults. We combated graffiti and planted flowers. The City of Helsinki hired staff, and we applied for and were granted extra funds under the EU Urban I Community Initiative Programme.

We wanted to do away with the signs of decay on buildings and in parks and courtyards, so we launched a major renovation programme for city-owned blocks of flats. We encouraged private housing companies to carry out similar repairs with 10% government renovation grants. Improvements to streets, squares and parks were planned in conjunction with local residents.

Local residents' concerns about security mainly applied to shopping centres, specifically the disruptive presence of men who gathered there to drink beer. In one area, we even built them a special place of their own on the edge of the shopping centre. Social workers and parish workers continue to meet this crowd on a weekly basis in the local residents' facilities.

After a period of four years, external evaluators assessed the results and asked residents what they thought about the improvements. We received a great many accolades: for the renovations, the new residents' facilities and the reductions in graffiti, and for the new opportunities to take part in sports and the arts. There were still some complaints about the unpleasantness and lack of security in shopping centres, however.

Phase 2 – a high-quality environment and partner organizations

We decided to continue our work along the same lines, but in the future we planned to focus on strengths rather than weaknesses. We were keen to bring out sport and youth culture as image-building highlights for the project areas. We converted an industrial building into a sports hall, we fitted out an emergency shelter as the biggest indoor skateboarding hall in Finland, and we built more sports facilities. We also launched several shopping centre projects: the plans ranged from minor improvements to demolition and rebuilding. We renovated all the schools in the area and their playgrounds, we refurbished parks and paths, we brought in art, and generally we cleaned places up and planted more flowers in conjunction with the local residents.

We were aiming for a diversified population structure, and we built new homes on unused land which the residents liked because of the small size of the developments. We also planned larger extensions to housing developments, but they met with fierce opposition and became bogged down at the complaints stage.

We received further funding for our work from the EU Urban II Community Initiative Programme and used it particularly for developing new modes of service and urban culture. With Urban funding, we created a new service concept, 'housing advisors', whose job involves early intervention and disturbance prevention in council housing. Urban funding also gave a boost to the residents' own activities. They published their own newspapers and books about the area, set up websites, produced radio programmes, made videos and TV programmes, and organized rock concerts, festivals and other events at which government ministers and city decision-makers gave speeches.

As far as security was concerned, there were still complaints from residents about troublemakers in the shopping centres, so we continued to develop our approach to dealing with them in conjunction with social workers and parish workers. We abandoned the idea of a separate, covered outdoor space and instead set up a residents' café open a couple of times a week for the men who were causing the disturbances. This group is still together, meeting at the café, playing billiards and going on outings together.

Four years later, our work was assessed again, and residents were given the opportunity to comment. We had made visible improvements, and we expected this to show up in people's evaluations of the area. The reputation of the area had indeed improved in the eyes of the residents, and there was a heightened sense of self esteem. People were proud of the place where they lived. Nevertheless, the perceived lack of security at the metro station and the shopping centre was still there, perhaps even worse than before. New young drinkers had taken the place of the older ones. Untidiness and drinking in public were seen as the worst problems. It was shocking to hear schoolchildren talking about being frightened of going to the shopping centre. The biggest disappointment was learning that the status of the neighbourhood on the housing market had not improved; on the contrary, the price differentials had even increased. What was wrong? Was the perceived lack of security in a key public area — the shopping centre — so detrimental to the attractiveness of the area that it eclipsed all the positive factors?

Phase 3 – problem areas become distinctive districts, and increased partnership brings security

After a certain amount of bewilderment, we launched the third phase of the project by refining the targets and looking for new partners from outside the area. We highlighted the strong points even more, seeing the neighbourhoods as distinct city districts which all had their own special characteristics, such as history, architecture, nature, opportunities for outside interests, urban culture or residents' activities. We are confident that infill building will bring new attractiveness. Environmental improvements will focus on shopping centres, and caring for the environment will be a matter for cooperation with residents. We consider residents' participation to be a major resource and are aiming to make the Helsinki suburbs pleasant places for families with children to live. I was sent to SecurCity to look for new approaches and ideas in the international arena for improving security.

To begin with, my intention in the SecurCity network was to concentrate on youth work and perceived lack of security, but in taking part in SecurCity meetings, I soon realised that the working groups were discussing actual projects with ideas and experiences that would be useful to us in many departments. In fact, I recruited new participants for these working groups from seven City departments. I believe that in this way, information and partnership reach key players more effectively than they would if I were the only channel for information. Helsinki is currently drawing up a new security strategy which, of course, is expected to include concrete measures.

The security aspect is included in the goals of improving the tidiness of the environment. We have done various things, including renewing the lighting and clearing bushes from the sides of footpaths and cycle paths. The metro station renovation which has just been launched will also improve security. The security campaign on metro and commuter trains introduced by Helsinki City Transport after a surfeit of complaints from residents managed to reduce disturbances in spring 2006. We also commissioned a study to examine methods used to deal with disruptive drunks in shopping centres elsewhere in Finland and the results that have been achieved.

Will the reputation of the suburbs improve? Will there be an improvement in perceived security? Will the neighbourhood become more attractive for families with children? How would I assess the results of the project and future work at this stage? Of course, I am happy that the condition of the homes and the quality of the environment in the project area have improved as a result of ten years of effort. I am happy that the residents feel more comfortable and are proud of their neighbourhood. I am overjoyed when I detect a new slant in media coverage and see that interviewees are ordinary families in their own backyards and not always people at the pub with pints in their hands. A new public image of such areas is emerging, an image of a normal neighbourhood with capable inhabitants.

However, in spite of all this I am willing to predict that in the residents' questionnaire next year, drunken troublemakers in the shopping centres and on the metro will still be heading the list of problems. The graffiti have been cleaned up, and litter has now become a problem in the centre of Helsinki instead. I believe that we will be launching projects to reduce disturbances caused by intoxication in conjunction with social affairs and various partners. The top brass in the City administration have promised to address this problem.

Unemployment, poverty and segregation give rise to social problems, intoxicant abuse and disturbances. As long as these are present in our society, there will also be a perceived lack of security. What we have shown is that even a project scraping by with minimal resources can change the external appearance of an area, create partnerships and trust among different stakeholders and boost the reputation of the area in the public eye. However, lasting change will not emerge without nationwide changes in alcohol and social policy that aim for preventative action rather than troubleshooting. All we need to do this is the will to carry it out.

Story 2 from Helsinki

Story told by Kauko Nygren
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Effective combating of graffiti

The purpose of the STOP Anti Graffiti Project in Helsinki, run by PWD-Technical Services, is to combat graffiti crime, to improve the cityscape and to enhance the comfort and safety of residents of Helsinki. The results speak for themselves: the volume of graffiti in Helsinki has dropped to 8% of what it was in 1998. The volume of new graffiti has dropped to less than one fifth of what it was in 1999.

Unanimous City Council decision

In the 1990s, Helsinki was one of the most graffiti-ridden cities in Europe relative to population. Because of this, the City Council unanimously voted to include a separate appropriation in the City budget for 1998 to clean up and combat graffiti. The STOP Anti Graffiti Project was set up with the objective of reducing graffiti by degrees to one tenth by 2008.

Before the City Council decision, the proposal was circulated extensively for comments, and the response was clear: graffiti has several detrimental effects. Residents were really frustrated and angry because of the increase in graffiti. Surveys were also conducted on the attitudes of young people to graffiti, and these showed that 95% of young people did not approve of graffiti; only one per cent approved of it completely.

The STOP Anti Graffiti Project was delegated to the project unit set up for the purpose in the PWD-Technical Division, which is part of the City Public Works Department. The City Real Estate Office, Helsinki Energy (subsequently Helen) and the Helsinki Telephone Company (subsequently Elisa) also came on board at the start.

Graffiti is a crime

The position of the police has been unambiguous from the start: graffiti-making is always a crime. It is criminal damage to private or public property, which under Chapter 35 of the Penal Code renders the perpetrator liable to imprisonment or a fine. The maximum sentence for aggravated graffiti-making is four years of

imprisonment. The perpetrator is also liable for the damage caused. Linking graffiti to crime is the main reason for the zero tolerance principle pursued in the project.

An anti-graffiti operation conducted in Mäkelänkatu provided an encouraging basis for the project. Thanks to a handful of highly active residents, the City Youth Office, the police and the Finnish Property Owners' Association, the 7,000-odd examples of graffiti perpetrated in Mäkelänkatu were almost completely eradicated within six months.

Comprehensive resident-oriented model

After careful preparation, the STOP Anti Graffiti Project was provided with an operating model that has proved efficient and attracted much international acclaim. It involves:

- a resident-oriented and local approach;
- a survey of the occurrence of graffiti;
- cleaning and surface protection;
- surveillance and mediation;
- preventive cooperation and communication;
- national and international cooperation.

From the start, the project has worked closely with local associations and residents fed up with graffiti. City district associations and their umbrella organization HELKA ry have been important partners, together with other local bodies such as local forums. The project was originally launched in four districts: Kallio, Kannelmäki, Lauttasaari and Maunula. It has since expanded to cover the whole of Helsinki.

A good example of fruitful cooperation with residents can be found in Malminkartano, which used to be one of Helsinki's most severely graffiti-ridden districts. Through the joint efforts of the STOP Anti Graffiti Project, the Malminkartano residents' association and the three schools in the district, the volume of graffiti has dropped to one third of what it was. The district has become not only cleaner but safer too.

Thorough surveys, quick cleaning

A network of active residents, with hundreds of members, quickly reports the occurrence of any new graffiti in their area, which is then removed as quickly as possible. The occurrence of graffiti is surveyed not only on public buildings but on all surfaces. For each district, a survey route is chosen, covering 50% to 80% of the street network in the district and also sites such as public buildings, pedestrian and cycle path underpasses and parks. These surveys are conducted twice a year, in the spring and in the autumn. All graffiti is counted, whether on public or private property.

Graffiti is removed as quickly as possible, because uncleaned surfaces attract more graffiti. The STOP Anti Graffiti Project procures the cleaning services from the private companies who perform best in the annual graffiti-removing competition. Cleaning is done using chemical or mechanical means. The method is chosen on the basis of the surface and the time of year.

Protecting surfaces that attract graffiti saves considerably on cleaning costs. The same companies that undertake the cleaning also undertake surface protection. The substances used for this are either washable or permanent, depending on the surface and the site.

Graffiti makers efficiently apprehended

Graffiti makers are a heterogeneous crowd. The core group consists of graffiti makers with gang affiliations and multiple problems who have often been convicted of other crimes too. This core group, which has dwindled to some 50 individuals, was responsible for over 90% of all graffiti damage in 2004. The graffiti makers with the highest public visibility are usually the 'welfare rebels' who come from ordinary families. Only a small number of graffiti makers are little boys looking for adventure and testing their limits; their number has decreased significantly in the course of the project.

Graffiti makers are always apprehended in cooperation with the police. In late 2004 and early 2005, an intensive investigation team assembled from the various police precincts of Helsinki apprehended, arrested or imprisoned some

30 graffiti makers suspected of a total of 1,400 counts of criminal damage. The compensation claims amounted to over EUR 340,000.

Private security companies are important partners. The security companies who perform best in the annual competitions are commissioned to photograph graffiti, file criminal complaints and conduct surveillance on City buildings and structures. Successful surveillance is the key to combating graffiti requiring a far lower level of funding now than at the start of the project. On the other hand, it would be futile for the City to undertake cleaning work if it did not conduct effective surveillance.

Focus on prevention

Effective surveillance and mediation undertaken together with the social welfare authorities are aimed at intervening in the cycle of crime of young graffiti makers at the earliest possible stage. If the claimant agrees, the graffiti maker can compensate for the damage for instance by performing community service. The mediation cooperation with the social welfare authorities has been highly successful: only about 5% of the perpetrators involved in it go back to graffiti. The active participation of parents in the mediation process has contributed to this in a major way.

As the number of graffiti makers and the volume of graffiti have decreased significantly, the focus of the STOP Anti Graffiti Project has shifted towards prevention, a long-term process pursued together with daycare centres, schools, residents' associations, the social welfare authorities, the police and the prosecution authorities. Examples of the cooperation with daycare centres and schools include the CD Lauluja Siistin Stadin Snadeille (Songs for the kids of a cool city), the Naivist artwork in the tunnel at Puistola railway station, and the two environmental artworks executed by schoolchildren in Malminkartano.

Education cooperation focusing on respect for environmental values is highly important in the prevention of graffiti. The message that graffiti is a crime and subject to punishment is essential.

Keeping it cool in the media

This determined campaign against graffiti has been received with some heat in the media. The purpose of the parties behind this negative media attention has been to reduce the project's funding substantially. Publicity has deliberately been sought for mixed messages where the detrimental effects of graffiti are belittled and their artistic values romanticized. The people running the STOP Anti Graffiti Projects and security guards have been threatened and pressurized in a number of ways.

The STOP Anti Graffiti Project has consciously avoided being drawn into this media game. The object is to not give those in favour of graffiti the publicity that they passionately seek.

Cooperation across municipal and agency borders

The STOP Anti Graffiti Project has graffiti cooperation agreements with the various administrative sectors and enterprises of the City of Helsinki, with the City of Espoo, with the railway company VR, with the Finnish Road Administration, and with various private parties. The project also works closely with many other cities, helping them cope with their graffiti problem. This is very important for Helsinki, as roughly half the graffiti makers apprehended in Helsinki come from elsewhere in Finland or from abroad.

Increasing international demand for expertise

The STOP Anti Graffiti Project has actively participated in the network of the capital cities of the Nordic countries. The positive results of the project have inspired other European cities to crack down on graffiti. The project has been in close contact with major German cities and experts from the USA.

In September 2004, the STOP Anti Graffiti Project organized an international Anti Graffiti conference at Finlandia Hall. More than 100 experts and officials from all over Finland, from nine other European countries and from the USA exchanged views and opinions on the combating of graffiti vandalism in different parts of the world. They all agreed that zero tolerance is the only way to achieve

lasting results. This translates into an absolute ban even on licensed graffiti. In the experience of all the participating countries, licensed graffiti invariably generates a flood of illegal graffiti in its vicinity.

Story from Warsaw

Story told by Bogdan Saran
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First traces of a village on the contemporary area of the city of Warsaw are some tea times later than the moment Mieszko the First became the king of Poland and not much earlier than William the Conqueror's invasion to Great Britain.

The village, at its beginning not highly inhabited, had been developing for centuries efficiently enough to become, in the 16th century, a big and important town and a scene for the Parliament sessions, the King's elections and other important political events.

The inhabitants took care of their town, made it safe, wealthy and friendly to newcomers and strangers. They were so good at it that at the beginning of the 17th century the king decided to move from Cracow, the then King's settlement, to Warsaw and to make it a capital city.

Cracow people were not very happy about it and still they are not very enthusiastic about calling Warsaw a capital.

Of course, the inhabitants of Warsaw immediately got exited and proud about the new role of the town. They organised numerous local communities meetings, local parliaments seetings, national parliaments sessions, elections and many useful things like that, making it possible for the king and the noblemen to find pleasure in discussing on the most important problems of the state. Unfortunately, the discussions not always were effective enough. Although they let prepare a wonderful and very modern and, as for that time, democratic constitution of 1791, but it happened a bit too late. Three strong and more totalitary ruled neighbouring imperia performed good cooperation in dividing our territory between them and occupying it until the end of the WWI.

A good example of building local communities responsibility for their place of living and for all the state was given by Warsaw people during the WWII. We had an "underground state" then, with its administration, press, army, and education system. The inhabitants of Warsaw were a very important part of this state and were very well organised.

In those times, for the Community of Warsaw some disturbance in taking active part in solving public order problems were caused by hostile armies marching through the city from time to time, killing everything on their way and destroying of 80% of the infrastructure.

After the war we had a state of "socialistic prosperity" where the activity of local communities was useless because our needs were satisfied by our political leaders. The problem of those who organised local societies was entirely solved by special services.

After 1990, when the socialistic system was over, the activity of the inhabitants started to recover. Warsaw was a union of 11 communities what made it a bit inconvenient to manage. In 2002 by a special act one community was established over all the area of the city. This meant reorganization or establishing new city services including structures responsible for safety and public order. I had pleasure to be involved in this important and complex reorganization task.

Presently the population of Warsaw is about 1 700 000 and this makes it the biggest city in Poland. Life goes on in eighteen districts in many ways different from one another. Safety and public order services (with the part of my modest person) do their best to provide the inhabitants safety and make them feel safe.

In 2004 Poland joined the European Union and the same year Warsaw joined the URBACT program.
For me it brought an opportunity to make interesting comparisons between the projects we do in Warsaw and the methods applied by other European cities.
Our SecurCity meetings were quite a good school.
I remember one of the workshops in Birmingham, it was just after the meeting I had in Warsaw with a group of businessmen. They declared they agree to pay additional tax for providing them higher level of order and safety in the area they have their businesses. Fortunately, during the workshop in Birmingham a model example of solving of such a problem was presented. I asked how long it took to introduct such a solution. More than ten years? OK, I shouldn't panic we haven't apply the solution yet.
The SecurCity network focused on the problem of partnership between the inhabitants and the city administration and their cooperation in solving problems of safety, public order and stimulating activity of local societies.
The authorities of the City of Warsaw complete the tasks by the office I work in. The Office has its central headquarters and local offices in each of the eighteen districts of the City. As its designation suggests: Safety and Crisis Management Office (SCMO), it deals not only with the cooperation with local societies.
Nevertheless we have some interesting projects. Some of them are "Safe Housing Estate", "Safe Life", and "Street University".
The "Safe Housing Estate" project was made spontaneously. At meetings of the city authorities and the inhabitants, there were so many topics to discuss and problems to solve that a need of implementing communication procedures arose.
Each of our local offices in the districts manages the project in a bit different way because it is adapted to the conditions in the district. No doubt one thing is common: the representatives of the societies who want to cooperate with the City know the time table of meetings and know when a competent team of the representatives of the City, SCMO, City Police, State Police and other services will be prepared to talk to them and deal with their problem.
The program is successful, it develops, more and more inhabitants join it and work in so called "Housing Estate Teams". An example of the program results application is recommending placement of the CCTV cameras, based on the information of the inhabitants. The system of meetings rewards the most active societies, who show interest of the public order and safety of the area they live.
Of course, not everything has always been going very smooth and we haven't avoided mistakes. First of all, at the beginning of the project, we assumed that people would be enthusiastic about our wonderful proposal of co-operation. Wrong – they used to take part in some projects and were fed up with ineffective work and useless promises given every four years by new-elected authorities. Secondly we believed that the greatest expectation of people is to reduce the number of severe crime. Not true – what they expected most was the improvement in minor but frequent situations of disorder and law-breaking. Thirdly, we were tending to produce one universal pattern of co-operation for all communities. It turned out inconvenient. Each district and even a single housing estate is different and should be treated individually.
Key for success? The working team. And flexibility. We avoided pushing people to do what they do not care. We adopted our programme to their needs.
I learned that I must listen to people and meet their not my expectations. To communicate well, it useful to start from explaining "who is who" that means what are the responsibilities of institutions involved in the problem (city authorities, police, municipal police, city services state government etc.). It also helps to determine the goals reasonably. It is also important to show as soon as possible that you are effective and you are able to take actions bringing some profit to the community. You should also realise that solving some problems, like noise or pollution caused by pets, needs time.

Other projects?

"Safe Life" is a project aimed at school children, based on educational and informational activities. It is addressed to youngest pupils and its task is to teach them how to behave to avoid or minimalise threats for their health and life in everyday situations and in case of a crisis. I think the goals are similar to those undertaken by the "Child Safety Center" idea I saw in Glasgow.
The youngest child of our office is the "Street University" project. The goal of the project is to get to the most vulnerable for social pathology groups of children and youths. The project is based on meetings of "moderators" with these groups and establishing the moderator's influence and authority to convince the youths that the right stile of life is not against the low and social rules. For this task the Office hires former prisoners, resocialised after even more than ten years of penalization. The team of the former prisoners is led by experienced SCMO workers. Schools and other educational organizations are interested in the project so much that there is a long queue of these who are waiting for getting into it.
The adventure with SecurCity is an important component of the work. Experiences exchanging and discussions during the workshops give me the right distance and help to valuate my work. At the same time its just peeping at what others do. And knowledge is a good investment.

In some ways Warsaw remains free from some difficulties experienced by other cities. It is culturally and ethnically homogeneous, with relatively low drugs consumption. And yet I realize we are not going to avoid nuisances. It is reasonable to check how others are doing. A friend's advise is a help you can't overestimate.
I always leave our SecurCity meetings impressed and with a head full of new ideas. When I am on my way home I think what is most worth highlighting in my report.
In such a moment always a nice question comes to my mind: when is the next meeting..?

Story from Bari

Story told by Angelo Pansini
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I. I have been appointed responsible for security policies in July 2004, when I started to work for mr. Michele Emiliano, a former anti-mafia public prosecutor, become new Mayor of Bari.
He is used to say that police, public prosecutors, judges, trials and convictions are not enough. Our territory needs something more because their work begins when it is already too late.

But in Italy no local authorities tried to start an effort like that before.

Mafia is a strange thing. It means fear, cruelty, hate but also respect, loyalty, and courage.

It could seem an easy, romantic and irresponsible explanation of this phenomenon, and in a way it is. But I don't know if you understand me when I say that mafia is structures as a parallel society, a country in the country, in which there are clear rules, behaviours, and beliefs. And to the eyes of those who live into it, these rules, behaviours and beliefs have much more dignity and strength than the ones we all are used to apply and obey to.

I begun with a strict tour of interviews with all the actors of security-system in my territory: judges, police, public prosecutors, all those who have relation with this phenomenon. Everybody agreed saying that all the efforts they have been putting in these years have had only temporary effects because they just succeeded in stopping for a short period of time the growth of the criminal organisations. But after a while they were again on the their own way, with new chiefs, new soldiers, new victims.

So it was clear that the problem was to try to avoid the recruitment phase by the criminal clans. It is very difficult, criminal organisations are very attractive to some parts of the population (specially youngsters) first of all of all because of the fact that in a territory with high percentages of unemployment and very serious cultural and educational gap in certain parts of the population it is easier to make money committing crimes than trying to find a normal job. And we don't have to underestimate the fact that from a sociological and cultural point of view the status of mafioso is almost fascinating. It constitutes a "winning model".

So we have to tackle the model in the time and the places the model becomes a winning one.

II. First of all in the streets.

Police forces (in Italy police forces are under the direct control of central government) claimed they were not enough to control the territory and offer proper actions in order to guard all the areas of the city to prevent "predatory crimes" (for which Bari, during all the 90's, was sadly famous all over the country). For predatory crimes I mean thefts, robberies, burglaries pickpocketing, and all the crimes related to a violent physical action against the victims.

In Italy municipalities have no formal competences on security. But we thought we could make available the knowledge of the territory.

So the Municipality has offered to the polices forces the auxilium of the municipal police, which is competent basically on traffic issues, but has a very deep knowledge of the territory. We drown the areas in which only national police could operate and the areas in which was possible the use of mixed patrols set up with resources from national police and municipal police together

Mixed patrols have been formed to guard the areas in which were more frequent predatory crimes, and were evaluated less risky the use of municipal police, that is less trained to respond to eventual physical aggressions from criminals (and in predatory crimes, criminals are used to escape and not to face the police forces.
In this way, the part of national police resources not used against predatory crimes have been placed in more risky areas.

Results?

A decrease of predatory crimes by 50% in 2 years. A historical result with benefits for all citizens, tourists and entrepreneurs.

III. In this way small crimes, the ones more affecting the perception of the community about safety and security in our city.

But this was just a part of the problem. The main issue remains mafia.

Many investigations conducted by judges and operations police have affected all the clans of our city. So it is evident this is a very positive moment to intervene. But how? And where?

The models reproduce themselves in the streets and in other places, such as prisons.

The prisons are a place in which the hierarchy of the criminal organisations are perceived very strongly. And if a youngster ends up in a prison for any kind of crime, he/she will learn quickly how to get in contact with the clans and probably will come out from the prison much nearer to criminal realities than he/she was when he/she arrived in the prison.

So we thought it was necessary to build a structure in which the youngster who have committed crimes can go to serve the punishment in a different place from the prison. Today we are refurbishing a villa seized to a criminal organisation and transforming it in a community for these youngsters. A place in which they can finally have an education or learn a certain job, and, first of all, stay away from the dynamics of mafia.

IV. But it is not enough, once again.
We realised what we need are information. Real information on what is going on in the streets.
These data are available only by the police forces and judges. But they are very important because, as it has happened a few months ago, if by a police operation are arrested more than 180 people in two districts of the city, what is it going to happen to the families that have lost in this operation a father, a brother, a son who contributed to sustain all the family?
From a legal, right, due operation of justice can be originated new conditions in order to force people to approach the criminal organisations.
We learned the lesson. And now we are working on a form to share the information

among the institution committed to security issues, even if with very different competences. The most difficult part is to understand how information included in investigations, which are covered by secret, can be shared with other actors. We are working on it.

V. Against mafia the only answer is education and work.

Mafia is a proper culture, with rules and organisation that feed in different ways thousands of people.
So against a strong culture deep-rotted in the territory it has to stand another model, another culture. The culture of legality.

We have clear in our minds we have to work a lot with young generations, in order to strengthen in them the values of legality and respect for the others.
At the same time our kids, young boys and girls have many positive values, like creativity. So we started to think to an instrument that could emphasize their creativity in a positive way.
An instrument able to avoid the transmission of the winning model of mafia. An instrument that could work well with the minors of all ages coming from different realities and social classes.
A radio! Or, better, a web-radio.
We started a project of a web radio conducted, with the help of professional and psychologists, by the youngsters.
We have chosen then 2 schools of a district well known as “not safe”, the “old Bari” district. In that district historically are born, more than 20 years ago, all the criminal organisations of the city.

The youngsters have used the web-radio in order to become familiar with the technological devices, which they didn’t know at all, and to have an excuse to ask questions during the interviews they made to adults and their coetaneous from the same district.

During these experiences they had the chance to think about their realities and to the damages made by the presence of mafia in their territory. They have also seen all together a movie called “I cento passi” about Giuseppe Impastato, a young man killed by Sicilian mafia because he tried to make people aware of what mafia was doing in his town. Giuseppe Impastato founded a radio that used to spread the information he gathered about the mafioso business.

Results?

One for all. Not considering the appreciations made by the teachers towards this experience and the will to extend for the next year to also other schools, I would like to say that T.M., a 9 years old boy born and grown up in a family very near to mafia atmospheres, has learned to read the newspapers every day.

VI. Is something changing? I will tell you next time...

Story from The Hague

Story by Hans Metzemakers,
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Socially aware and active citizens are the key to safer cities

Reflections	Themes

I want to share a number of insights into safety, the perception of security and the partnership between the government and its citizens. These insights have been made more profound during workshops and informal discussions with the SECURCITY partners. I would like these insights to form the basis for further team work, regardless of whatever organisational framework or structure will be chosen.

During the very first SECURCITY meeting, Kevin Mitchell from Birmingham explored the gap between objective security and perceived security. Our cities are slowly but surely becoming safer. However, the citizens' perception of safety does not match the facts. What is the reason for this and what can we do about it? This question has remained a hot item and has been the theme linking all the meetings. It is also the theme of this contribution.

Reassurance gap

Security has in quite a short time become top priority throughout Europe. Fifteen years ago it was a topic that was scarcely mentioned. The rise in criminality and the hardening of crime have stimulated governments to start tackling security seriously. In particular there was a significant increase in violent and drugs related crimes. Offenders were becoming younger and more aggressive. Citizens increasingly felt that safety

Security has become a top priority...

Violent, drug related youth crime increased

and security was becoming the most important problem and insisted that measures be taken. The media embraced the theme and put politicians under pressure.

Governmental, police and judicial departments reacted by increasing their efforts to improve safety and security. Substantial improvements have been made. For example, during the period 2002-2005 the number of arrests in The Hague increased by 47% and registered crime decreased by 16%.

The willingness to report crimes remaining unchanged there was a 23% reduction in the number of crimes reported against persons. The number of crimes against property declined by 33%.

First wave of good results due to repressive action and better cooperation between security partners and the "security chain"

These results were achieved by better cooperation between the security partners and by improving the methods used in the security chain. The Hague concentrated on a number of spearheads, such as the approach to multiple offenders, attention for young people and drugs related crimes, tackling the so-called hot spots and improving surveillance and enforcement. This approach links in well with efforts in other (Dutch and European) cities.

Strengthening cooperation between partners in security and improving the working methods leads to significantly better results. Further improvements to the working methods used by the partners in the security chain should be and are being carried out. The personal approach to habitual criminals is a step in the right direction. Significant gains can still be made in the area of youth assistance and probation and after care services. Local government is continuing to grow in its new role directing efforts towards improving security.

Continuing on the same path is not enough

Unfortunately the end is not yet in sight and statistics show that simply putting in more effort does not lead to an equal increase in the results. More and more investment is required to progress by increasingly smaller steps. Those crimes having the most social impact (violent crimes, and more in particular so-called "pointless violence", grievous bodily harm without a clear reason) are the hardest to keep under control.

The limitations to the judicial system are becoming more noticeable. Criminal justice is continually behind the times and only comes into operation once the evil has been perpetrated. The statistics concerning repeated offenders offer little hope as regards the lasting effect of penal correction. So it comes as no surprise that throughout Europe more and more attention is being paid to prevention. It is always difficult to assess prevention on its merits. It is not easy to judge an institution on what has not happened, or to determine a one-to-one relationship between a particular activity and the non-committal of a crime by a participant of that activity. Preventive activities are mainly carried out by welfare and educational institutions, enthusiastically

More attention to prevention – welfare and educational activities...

...where it is difficult to distinguish one-to-one causal effects...

Reflections	Themes	Reflections	Themes
performing many useful tasks. In spite of this the perceptions of insecurity are not being reduced as fast as we would have expected based on the results of the security policies. Obviously other aspects play a significant part. Frequently it has been suggested that littering, filth and vandalism of public property also generate feelings of insecurity. Various cities have invested in the quality of life. However, this does not appear to have solved the problem.	Cleaning the streets not enough...	It is reasonable to assume that citizens will only be able to feel safe (again) once they realise that they can influence their own life and that the street, the neighbourhood and the city are (also) theirs. As long as this is not the case the citizens will continue to complain and to demand more and more services. To break this trend we must give back the street and the neighbourhood to the citizens. In other words: we will appeal to them to actively contribute to the security and quality of life, while local government, the police and other departments involved provide support. For too long now the pretence has been that the government alone can solve all problems in society. This is not possible, but neither can the citizens do everything alone. Together government and residents can come a long way.	Key: influencing your own life "Giving back the neighbourhood to the citizens" New collaboration between government and citizens
The local authorities brush the streets until they drop but they don't really become cleaner. It only seems to encourage people to make even more mess. More supply creates more demand. The same is the case with police officers: the more there are the more that are needed. Various investigations have explained this by looking at the quality of social relations. Many people no longer know their neighbours and are afraid of people with a different colour skin or from a different culture. Until the sixties, the authority of institutions was a matter of course. This is no longer so: people are taking their own responsibilities and are becoming more critical and more assertive. However, on the other hand the old security (and moral compass) has vanished. Many citizens do not know how to cope with the excessive assertiveness of some people who have elevated the concept of standing up for oneself to the ultimate norm, thereby considering the rights of others to be of lesser importance.	Attention to the quality of social relations and taking responsibility Before: institutions had authority, now: people are more critical and assertive	In The Hague significant developments are already taking place. Projects such as Neighbourhood intervention teams, Night-time prevention and the Moroccan Neighbourhood Fathers show that residents can make a difference by addressing people who are causing a nuisance in their neighbourhood. Trained volunteers mediate in neighbour disputes. Unemployed youths work towards a safer neighbourhood as a step on the way to paid employment or back to school. There are currently 35 such projects in The Hague, involving 700 active volunteers spending 30,000 hours on the streets each year. Results	Good results in the Hague based on citizen activity

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can not only be seen in the reduction in both crime statistics and vandalism, but also in an increasing confidence in the citizen's own power and potential for bringing about a permanent improvement. Some of these projects have been crowned with important national and local prizes.		your own children and those of your neighbours. You may choose not to do anything about the problems or to leave them to the government, but you can be sure that they won't disappear all on their own. Those who are not in any way active for their neighbourhood or their city may conceivably not directly hurt anyone but they do sustain a climate in which no one feels responsible for what happens outside their own front door.	Ordinary citizens should take responsibility for the community and suppressing anti-social behavior
Citizens are diligently searching for a common basis for their cohabitation: for shared values everyone can appeal to. It appears that nowadays the Criminal Code is the only framework social behaviour can be tested against. This lack of a shared "civil code" has been made into a policy. Everyone must be allowed to be themselves as long as he or she doesn't cross the limits specified by law. Anything that is not forbidden is therefore allowed. In practice, this "lower limit"is sometimes stretched even further by tolerating policies, so that activities that are officially illegal frequently remain unpunished.	"Low limit" of shared civil code not enough	It is not only professional criminals that make society unsafe and unliveable. The 'ordinary' citizen also plays a role. Taking responsibility for your own behaviour, educating and correcting where necessary your own children, tackling anti-social behaviour, solving problems together rather than communicating with your neighbour via the police or government, helping each other instead of ignoring each other. These could make all the difference in the long term.	
It is questionable whether this is a healthy development. To achieve and maintain a society as we would like it (involved, stimulating and loyal, with equal chances, rights and obligations) significant and long-lasting efforts are required of the citizens. These efforts are more than simply not breaking the law.		A consequence of this is that we in the local authority should stop to pretend that we have the solution for every problem in our community. By trying to solve everything alone, we stimulate people to make continually higher demands of us. What we as professionals do, we must do well. But, we must learn to know and to accept our limitations. And to recognize and to put confidence into the power and the abilities of our citizens and their organisations.	Local authority can not do this alone > New collaboration between local authority and citizens needed
Anti-social behaviour that is not punishable can be extremely annoying and undermines the efforts of those with good intentions. Disruptive youths do not come from another planet; they are		As a local authority, we shouldn't be thinking up projects that are to be carried out by the citizens.	Local authority should be in a supportive role

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The citizens can do that much better themselves. What we must do is to support them: with money and, where necessary, with expertise. We must realise that the citizens who are confronted daily with the problems in their neighbourhood are more capable of pinpointing the opportunities and the positive aspects. And that they also have expertise: expertise with a different character but no less valuable for that.		as cities and in relation to international residents' networks such as Residents for Regeneration.	
The main challenge facing cities during the coming years is to strengthen and stimulate the actual involvement of the citizens in the approach to improving security and quality of life. However perfectly we do our work we won't achieve anything if we can not win and maintain the confidence of our citizens, and that is only possible if we take them seriously. For me this means: accepting them as full partners with their own responsibilities.	Main challenge in the future: strengthen and stimulate actual involvement of citizens	The question of how to involve, stimulate, activate and help residents is not really affected by legislation, governmental organisation or even the amount of money available. Because of this cities can learn a lot from each other. Perhaps other methods are required: no more gatherings in conference centres looking at power point presentations but instead visiting each other to swap ideas about what you have seen together; Or by simultaneously starting similar projects with a specific way of working in various cities.	Learning from real on-site visits, direct citizen and resident contacts and co-working on projects instead of presentations in conferences
It is important that we as cities discover the positive forces in all sections of our urban society. We must not exclude anyone and we must make it clear that we won't accept that from others either. All forms of 'We-They' thinking or the stigmatising of specific communities are time bombs that will explode in our hands if we don't defuse them in time.	Mobilize positive forces	Most important is that you sincerely wish to learn from each other. That is the essence of a good network. SECURCITY is such a network, with people who know what they are talking about and who love and are involved with their own city and its residents. I have learnt a lot from you, not only during the workshops but especially during informal discussions before and after each session. I hope to continue doing so.	
During the discussions in the final meetings of SECURCITY I sensed that many of us endorse this. This is an area in which excellent opportunities for (further) cooperation lie, both			

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