

Comparative analysis, in the project partner areas of reference, of the existing legislations in the matter of urban safety;

comparative analysis on the need of training models in the different partner countries.

Methodological introduction:

1. **Purpose of the survey**
2. **Investigative methodology**

Empirical analysis

2. Analysis of data received from the 5 partner countries

France 2.1

2.1.a The scenario of reference: the most widespread crimes and the need for security;

2.1.b The role and formal competences of the Proximity police operator;

2.1 The actors of the local security network .

Spain 2.2

2.3.a The scenario of reference: the most widespread crimes and the need for security;

2.3.b The role and formal competences of the Proximity police operator;

2.3.c The actors of the local security network.

Turkey 2.3

2.4.a The scenario of reference: the most widespread crimes and the need for security;

2.4.b The role and formal competences of the Proximity police operator;

2. 4.c The actors of the local security network.

Italy 2.4

2.5.a The scenario of reference: the most widespread crimes and the need for security;

2.5.b The role and formal competences of the Proximity police operator;

2. 5.c The actors of the local security network.

3. Some comparative considerations

1.a The purpose of the survey:

The aim of the POLIFORME project is to, in theory, contribute, on an operational basis, to design qualifying training paths for the benefit of the local police operators or of any other categories of actors involved to which the functions of proximity operator can be assigned.

Such training paths should represent the synthesis of the theoretical and institutional reflection conducted in the last decades with regard to the operational role and characteristics of such a professional profile in conjunction with what has been developed in Europe specifically with regard to the most appropriate training contents and methodologies in this area.

This aim, however, is supportive of the broader effort that the countries of the European Union carry out with the collaboration of the European Commission and the European Forum for Urban Safety to structure professional development paths and not only the common training ones or at least those inspired by a similar logic.

For the purposes set out the research group found it necessary to consider some of the most recent and significant experiences undertaken in Europe in the training of proximity operators, such as the recent Master in Urban Safety promoted by EFUS in collaboration with the University of Dijon.

The course work designed under the POLIFORME project predicted that the starting point for designing and testing the training schemes, inspired by the most modern visions on the role and the professional content of the Proximity Police Operator was to be the information and the analyses proposed by the project partners themselves. This was decided for two significant reasons: firstly because the concept of urban safety to which the proximity operator must be inspired presents important specifications in different socio-cultural contexts; secondly because the boundaries and the contents of the professional profile that is to be designed must necessarily respect the level of development both of the legal norms and of the socio-institutional context in which the operator works.

The collection of data, through an empirical survey, conducted in the 5 project partner countries was regarded as the technical and methodological expedient to provide an updated and comparative picture of the relevant norms and of the criminal scenario that the proximity operator would have to address. Particular emphasis was also placed on the analysis of the characteristics of the specific national networks of operators who in various capacities share the duties of the Proximity Police operators.

The analysis of the collected data was later used to elaborate, also on the basis of the most recent and consolidated sociological, legal and organizational theoretical contributions, a general and common descriptive model of the skills and competences (technical and relational) of the Proximity Police operator.

On the basis of this analysis scheme, the research group has developed guidelines and principles to design and test an "ad hoc" training format which will be scrutinized and utilized for simulation by the same partner countries.

1.b The investigative methodology:

The analyses hereby presented emerge from the elaboration of all data collected under the POLIFORME project by the project partner throughout the year 2008.

The questionnaire consisting of two parts was intended, in the first part, to collect all information regarding the normative context applying to the role of the Proximity Police operator and, in the second part, by means of an "ad hoc" chart, to collect all information on crimes committed against the right to life, sex crimes and crimes against the individual.

For all questionnaire answers only official information, already available to the partners, was used or provided (for the specific project) by institutional operators linked to them.

In terms of methodology, however, some differences that characterized the detection phase in the different project-partner countries are to be pointed out. Data relevant to France was drawn up by the European Forum for Urban Safety, from the National Statistics of 2006.

Data relevant to Spain was collected in relation to the specific territorial reality of the Autonomous Community of Murcia, located in the southeast of the country and found to be a significant expression of certain aspects of the role of the Local Police in the different regions of the country.

Data relevant to Turkey is related to the legal-formal powers and responsibilities of Proximity Police operators and to the strategic-operational objectives assigned to them by national security policies. There is a lack of data on the criminal scenario and on the composition of the network of actors who share the functions of proximity operators.

Data relevant to Italy was collected by the Campania Region, Regional School of Local Police and essentially relates to the administrative-legal aspects related to the role of local police.

While preparing the final report, it will be possible to integrate data on the institutional network of urban safety especially with regard to the territorial sphere experience and to each partner country Social Zone Plans.

2. Analysis of data from all 5 partner countries:

2.1 FRANCE

2.1.a The scenario: the most widespread crimes and the need for security

The structure, of the criminal facts, that emerges from a data analysis is multifaceted and complex, however, by breaking down the criminal scenario into three macro-areas of reference it possible to analyse the impact of crime on people's perception of their state of security. The framework of criminal conduct should be completed by examining the "identity card" of criminals

using the lens of individual, innate or acquired over time characteristics, such as sex, nationality, gender, age. By so doing, a first definition of security needs expressed by the people may be achieved, also in relation to the common perception on the state of crime reality in France.

Turning to a more in-depth analysis (segmenting, also "forcibly" the criminal context) we can distinguish three macro areas of reference:

a. Crimes against the right to life

Looking from a quantitative point of view and limitedly at the criminal's identity a qualitative analysis is conducted and what emerges is how predominant are criminal actions perpetrated by adult males both in relation to murders and to the deliberate and intentional wounding of the victim. Of the 879 murders recorded, almost 80% were committed by adult men (over age 18) and almost 90% were of French nationality.

In relation to data on crimes involving the intentional wounding of victims, it is important to stress that a good 25% of the authors of such criminal conduct will not be identified (approximately 7% murderers remain unpunished), the identity of the criminal is confirmed: adult male and not a foreigner. With regard to this type of crime, it is important to highlight that youths under the age of 18 account for approximately 20% and with a clear predominance of males.

b. Sex related crimes or against the sexual sphere of individual freedom ²

With regard to crimes against sexuality it may be useful to further break down the offence to three levels of observation: rape, sexual exploitation (prostitution) and child abuse.

Looking at the number of rapes committed evidence shows that of about 10 thousand rapes reported almost one fourth of the perpetrators remain unknown to justice with the strong risk of having a multiplier effect, given that the risk of recurrence of crime is high. Through a qualitative observation of the

1

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offender, it appears that about a tenth of the sexually related crimes are committed by foreign nationals, while, as for age groups, it appears that approximately 20% of crimes are committed by males under the age of 18. Women who commit this type of crime are just over 1%.

The reference to "forcibly" is to be understood in the sense that the criminal fact itself very often, almost always, contains a set of articulated and complex criminal acts. If we wish to exemplify the concept we can refer to a sexual violence preceded by verbal or written threats, stalking restricting privacy and personal freedom, together with psycho-physical injury to which the victim of the criminal conduct is subjected.

² "group" sexual identity, intended for example, as the free right for homosexuals to proclaim their own identity, which is very often violated was deliberately not taken into consideration.

The analysis of data concerning the crime of sexual intercourse with children reveals the prevalence of male criminals, under the age of 18. Moreover, in the category of sex offenses it is the one that occurs most frequently. Sexual exploitation results being once again a crime committed mostly by French adult males (nationals) with a 20% incidence of crimes committed by young males under the age of 18. About 20% of the criminals remain unknown to justice.

c. Crime against individuals

The summative level of data collected does not allow a detailed and accurate analysis of crimes committed against individuals. Nevertheless, one issue is highly outstanding, namely verbal and written threats are, in absolute terms, the prevalent offence, second only to the number of complaints for intentional wounding of the victim.

It is also interesting to observe that the offence of outrage addressed to police officers is around 32 thousand cases and that in about 27 thousand cases of persons who were found guilty of such offence 3.500 of them were perpetrated by youths under the age of 18 and, furthermore, in almost 3.000 cases the perpetrators were adult females. This overbearing issue suggests the need to use mechanisms of social communication that will improve the collective perception of the no longer only repressive role of the police forces.

Finally, with regard to the violation of personal liberty rights, it was observed that almost 30% of the perpetrators of such crime are adult women.

2.1.b Role and formal competences of the Proximity Police operators

The inspirational philosophy behind the action of the French Police Force stems from the "Rights of Man and of the Citizen Declaration" in 1879, in which article n. 12 reads *"The security of the rights of man and of the citizen requires public military forces. These forces are, therefore, established for the good of all and not for the personal advantage of those to whom they shall be entrusted."*

On the basis of this guideline in 1995 the law on security programming and guidance (LOPS) defined the role and mission of the Police, identifying three points:

1. Public security and peace through law enforcement and sanctions, the assurance of protection of persons and goods, the prevention of crime and the maintaining of public order.
2. Criminal Police which is responsible for collecting information on crime, gathering evidence, searching for and arresting criminals and accomplices and the delivery of all evidence to the court.
3. Activities of Intelligence and information, conceived to ensure that government authorities be aware of threats capable of undermining the public order, the stability of the institutions, the fundamental interests of the nation or the national sovereignty.

The fundamental legislation reference, to comprehend the status of the police forces belonging to the French system, is represented in the framework that follows:

- The Code of Ethics of the National Police;
- The Code of Ethics of the Municipal Police;
- The Code of Criminal Procedure;
- The Local Authority General Code;
- The 1995 law on security programming and guidance (LOPS);
- The 2002 law on internal security programming and guidance (LOPSI);

- The 1997 legislative measure (a sort of legal text) concerning the implementation of the "local security agreements";
- The 1999 law concerning the organization of the Municipal Police;
- The 2005 Decree on the general organization of the National Gendarmerie;
- The law 297 of the 5th May 2007.

Since 1995 with the enactment of the Law on security programming and guidance (LOPS); a concrete evocation of the proximity police could be observed. The guidance policy regards the national police force (for cities with more than 10 thousand inhabitants) and the national gendarmerie (for small cities with less than 10 thousand inhabitants).

Article 3 of the Law announces the most important security policies, extending the presence of the proximity police to the whole country in order to respond to the expectations and needs expressed by the people on the issues of urban safety, respect of public institutions and of the law.

This new organization has five main objectives: the correct geographical disposition of the policing action, knowledge of places and people of the place where the proximity police acts, but also the decentralization of missions and a more important presence in the streets.

The areas in which the proximity police forces act are established and periodically reviewed on the basis of statistical data on crime and insecurity. Another parameter used to identify areas at great risk is the rate of unemployment, this was the case for the area south of Lille where the unemployment rate is 40% of the population within working age.

The most important targets of proximity policies are young people and children, and for this reason many speeches have been made in various schools where the crime rate is considered to be high.

The legislation has undergone in recent history, several innovations, in particular in 1999 with the law 2215-5, the municipal police was conceived as a preventive service to help people in their everyday life. The proposition was

designed to ensure direct contact with people in order to make more efficient the security service and the prevention of crime.

Following the general elections in April 2002, Nicolas Sarkozy (Interior Minister at the time) drew up a new strategy with the subsequent restructuring of the police system. The national police force was re-oriented towards a systematic strategic control on investigations, to the detriment of the everyday life mission which is of the proximity police. Therefore, with the election victory of Nicolas Sarkozy, important steps were taken to reform the law on the programming and guidance of the internal security (LOPSI). In formal terms the proximity police continues to be one of the most important objectives for the general policies of security, consequence of a political choice, focusing on forms to control policing. Several new types of crimes were also introduced together with new penalties for prostitution, begging and the contraband of weapons.

It is interesting to read through the Decree n. 735 of August 2003, namely the ethical code of the Municipal Police Officers which, in general terms, ensures the respect for human rights irrespective of social, ethnic origins or gender. The code has no direct relationship with the proximity police; it is in fact merely a code containing some general rules of conduct, which submits the proximity police to the municipal hierarchy of the Mayor. The concept of proximity policing is absent, while action of political control have been privileged together with the possibility of preventive actions or a policy of proximity decided by the mayor.

The regulatory framework was completed by the Law n. 297 – 5th March 2007, on crime prevention. In article n.1, to the words: “*public safety*” were added the words “*and the prevention of delinquency.*” The change is of great importance because “*prevention*” becomes a central objective of local politics. This norm specifies that the Mayor must receive information on crime in his territory by the responsible of the local police or gendarmerie. It is the Mayor who detains the policy of crime prevention.

Cities with over 10 thousand inhabitants are required to create a Local Council for Security and Crime Prevention (CLSPD). If several municipalities agree to be part of an intercommunity they are obliged to create a local Council and if there is already an existing one then they can create one “*ad hoc*”. It is interesting that the CLSPD may constitute one or more theme-oriented or territorial groups. The importance of such law, for the proximity police, is that

it gives the local community the possibility to actively participate in the political and strategic decisions concerning the prevention of crime.

The actions taken by the territorial authority must clearly be compatible with the prevention plans established by representatives of the various government departments.

According to the above illustrated framework, conceived at its time, it is necessary to observe how much more the importance of the Municipal Police has increased, not only because the problems related to security are becoming increasingly important for both government and political issues, but also because there is a growing demand for greater decentralization so as to better implement security policies, and also because of the growing demand for decentralization in the management of intervention policies.

After having briefly traced the framework of the current norms attention must necessarily be focused on the composition of those players who operate in the French security system, which provides three police force categories, the National State Police, the Municipal Police and the National Gendarmerie, which is part of the Armed Forces.

The three institutionally appointed actors with the task to ensuring and satisfying all needs of public safety, maintaining, in the meantime, their skills to meet and confront new requirements emerging especially in the urban context and taking (in accordance with the rules) the responsibility for the below indicate issues.

The National State Police Force has the task of ensuring the safety and security of persons, things and institutions, it also deals with immigration control and combating illegal immigration. The legislation re-assigned to the National State Police the tasks of dealing with organized crime, serious crimes, detention, use and selling of drugs; homeland security, terrorism besides the more ample and general mission of public order.

The tasks the National Gendarmerie has to perform, in order to ensure the satisfaction level of social welfare expressed by the French community, primarily consists in support missions to judicial and administrative activities and in maintaining public order. The Gendarmerie still has the responsibility of participating in international defence programmes such as the monitoring of borders, the activation of instruments, structures and systems capable of enabling the interchange of information together with the participation in the Council of Europe and Europol activities.

The Municipal Police, has a wide variety of tasks to deal with ranging from assuring public order and safety all the way up to the very significant concept of wellbeing.

The accomplishment of such conferred social role inevitably involves the inclusion of more activities. In fact, the Municipal Police as well as ensuring the safety and tranquility of people moving on public roads, squares and along the streets it also has to ensure public peace and order, by intervening on fights, gang fights, disputes and disturbances in general. The Municipal Police also ensures tranquility and safety during meetings in public areas, it monitors the crowds, it intervenes in the case of disputes between neighbours and it ensures tranquility in the case of public night events which can turn out to be very disturbing for the residents. In brief, it can be said that the Municipal Police is involved in practically every activity that tends to ensure the population from any event that might disturb the public peace. The Municipal Police, in compliance to its role, has also the task of maintaining order in occasion of public performances such as festivals, ceremonies of various kinds and in public places like bars, shops or arcades and even in places of worship.

Even the guarantee of public health falls within the sphere of competence of this actor whose responsibility is to inspect and monitor that all food shops comply with the relevant norms in the matter of hygiene standards. This activity of repression is flanked by the pro-active and preventive role carried out thanks to the presence of appropriate prevention and assistance services able to cope with emergency situations in case of accidents, disasters of various kinds such as fires, floods or epidemics. Furthermore, with regard to the concept of health, the Municipal Police also provides in organizing appropriate measures of repression against actions carried out by people with mental health problems who can jeopardize public safety and morals, or undermine property rights. The Municipal Police also provides in implementing precautionary tools or solutions for events of accidental damage caused by wild or otherwise harmful animals.

Among the many other activities of the Municipal Police there are also the regulating of closing times for bakeries, these closures are decided upon after consultation with the trade unions of workers so as to maintain a continuous public supply.

The Proximity Police

The figure of the proximity policeman - "Police de proximité" - appeared for the first time in France in 1995 in the aforementioned law on security programming and guidance (LOPS). However, before 1995, there was already a form of proximity policeman called "Ilotage."

This figure was confirmed in 2002 by the law on internal security programming and guidance and by the 1997 circular norm regarding the implementation of "Agreements on local security." However, the development of this figure launched in 1999 suffered a setback in 2003 following the change of government.

It is, therefore, necessary to stress that the proximity policeman no longer exists in France on a national level.

Nevertheless, it is useful to analyse the competences historically allocated to the proximity police. The proximity policeman project was launched to improve and strengthen contact between people and the policeman (operator) whose mission consists in accepting the people and in supporting the victims of criminal events, since he is often in the first line also in areas at risk.

Consistent with its mission and its role, the proximity police collects a great amount of information on the victims, on the population resident in its area of reference, on groups at risk and on the population of youths present in its area of reference. It is also thanks to this activity of close contact with the "territory", intended both physically and as a settled network of social relations, that the proximity police is able to lessen the feeling of insecurity, of urban degrade, forms of social exclusion or of victimization.

A French sociologist, Virginie Malochet, is conducting a study on the municipal police in different regions to see if they are carrying out an effort that re-conduces back to the original guidelines of the proximity police or if they are simply providing in replacing the posts left free by the national police.

In general terms, the municipal police is responsible for maintaining social order, safety and health of the community at the local level but, in a certain way, we can define it as being a proximity police because in some areas of the country they have personal relationships with people of the local community and they implement prevention policies.

However, the municipal police depends directly from the Mayor and his decisions, so it is possible to identify different types of relations between the police and local public administration according to their actions and strategies.

The municipal police is, first of all, a heterogeneous organization, in some cases approaching the concept of proximity police (when it's at the

community's service), while in other cases it carries out typical activities of repression through parking or road infractions, in this case is it at the service of the municipal administration's policy.

In this situation it is possible to observe the growing influence of the municipal police, not only because security issues are becoming increasingly important for the government and political issues but also for the increase in the demand for a greater decentralization of political choices.

The current staff consists of more than 17 thousand municipal policemen (6% of total police institutions), representing more than 3 thousand Communes.

It is important to clarify that Communes are not obliged to have a municipal police force, and often they do not have one, mainly because they are obliged to pay the costs of this type of police.

According to our information it is not currently possible to calculate what the proportion is of municipal police who play a real role of proximity police. There is an ambivalent situation between the different models of police.

The first model is the proximity police, and according to Virginie Malochet, it is the original direction of the local police. A police that implements prevention, that seeks to ensure direct contact with the population and that seeks to establish a dialogue with the younger generations, shopkeepers and elderly people. While the second model of municipal police tends for social control and maintaining the distance from the community, this because personal relations can promote the creation of corruption systems.

Accordingly, at present, it is difficult to consider the municipal police as a genuine proximity police as there is no clear definition and action strategy of proximity. The municipal police has not received training in relation to formal skills necessary to perform as proximity police, but in practice in different areas of France is possible to find that it exists.

However, this particular service cannot be described as that which existed in the biennium 2000-2002, in particular because now the proximity police (municipal police) depends directly from the Mayor, so it is not clear whether the proximity police is at the service of the people or whether it's a political instrument.

In December 2007 the Government announced a return to a territorial policing action and strategy. It is important to clarify that this new policy regards the National State Police and Gendarmerie. In political terms it is obvious that we cannot talk of a Proximity Police as it was the current President Sarkozy who halted, in 2002, the general strategy of implementation.

2.1 The actors of local security network

As prefigured in the previous paragraph the French system provides three categories of police forces, the National State Police, which depends on the Ministry of Interior and is present in cities with more than 10 thousand inhabitants, the Municipal Police and the National Gendarmerie, which is part the Armed Forces.

The identification of the local security network actors necessitates a chronological criterion that allows to differentiate the period from 1997 to 2002 and from 2007 to present days because, as mentioned, in 2002 there was a proximity police reform. In general there is no institutionalization of relations and therefore those existing between the proximity police and other social institutions are sporadic.

According to shared views of several players both of the political scene and of the civil society, from 2002 to 2007 the proximity police has lost its structures; in five years several proximity police centres were closed down (police stations) and in more general terms the relations interwoven with the institutions and the local community were interrupted.

Starting from 1997 Agreements on local security were activated followed by the activation of Local Councils for Security and Crime Prevention (CLSPD). This tool ensures a lasting practice of agreements between various social institutions and the proximity police.

Currently there are 550 CLSPD and 650 Local Security Contracts (CLS), but it is necessary to clarify that only some contracts are to be considered real progress for the proximity police. The first CLS were not really interesting because they only dealt with quantitative surveys, while starting from 1999 they have become more and more professionally equipped for qualitatively more significant tasks.

Looking more closely at these local agreements on security, we can say that they are signed by the Prefect, by the Prosecutor of the Republic and by the Mayor, and in some cases by other local actors, with the aim of establishing a Police, Gendarmerie and Justice action plan. These agreements are at the basis of the proximity police's work and have as their main objective the creation of acquaintances and channels of cooperation between security services and the people.

The CLS are composed of 9 members, the Director or municipal councillor plus 8 member experts in the field or proximity police officers. The agreement does

not provide for the existence of an operational structure, as it is only a consultative organization.

For example, in Sénart (Seine-et-Marne), through local agreements new forms of consultation were invented, department meetings organized by volunteers to redefine every time the borders of their action.

In other cities and difficult areas schools for parents were created and vocational training and guidance courses were held. The idea was to strengthen education in general and in particular that of young generations because they are the most vulnerable and likely to be attracted by violence and crime.

The social institutions exploit the work of other professionals such as teachers, social service educators and consultants who work in difficult areas and vulnerable suburbs, acting mainly on young people.

It is very important that the CLS have close relations with the Committees for the expansion of Communes (CVD), because the proximity police and the integrated security policies involve various actors of the civil, political, administrative society as well as the security actors themselves.

To analyse the current situation of relations between the proximity police and the social institutions one must enter into a hypothetical field, nevertheless, we can make some assumptions in the light of some recent norms on safety and crime prevention. With the new law signed in March 2007 several agreements were concluded between social institutions and those of safety however, this cannot be said to be a general rule because in practice these agreements in many cases are not operational.

The second article of the law regards social action and the family. A convention was signed between the State and the departments, or occasionally with the municipalities. The Commune can programme the conditions for the participation of one or more operators who directly cooperate with the Police and the Gendarmerie by conducting activities of prevention and by acting on poor people. This kind of intervention is most important because it makes possible a balance between actions of controlling, actions of social content and actions of prevention. Currently, the coordination between the Police and Socially Useful Operators (S.U.O.) is very sporadic, but the rule has been almost institutionalized, and we can assume that it will be an accomplished fact if the government makes the political decision to confirm the rule with various measures.

The law also predicts the conclusion of an agreement with the Departments which gives the local population the possibility of directly establishing part or

all of the skills needed in the region. This is unusual, because a community can have a direct responsibility on security matters; this system represents a very positive point for the implementation of co-produced safety strategies.

It should be noted that the review of the existing legislation concerning partnerships between the proximity police and the social institutions, highlights the absence of the possibility of concluding agreements with other non-governmental organizations. It is therefore not known, if the various institutions dealing with safety work with other ONG's in the implementation of social policies.

It appears rather interesting to have a look at the prediction of article n. 30 of the 2007 Law according to which a police service is to be created on the basis of voluntary participation of citizens. This reinforces the link between the Nation and the National State Police Force, creating solidarity, social mediation and awareness to compliance with the law.

It is plausible that the first experience of Proximity Police in France in the years 2000 – 2002 failed because of a wrong system of integration between the National Police and Local Police system.

The current status of the French normative situation makes it impossible to frame what will be the future and which will be the objectives to be achieve since the action plan is currently still in the process of structuring.

The main objective of the Proximity Police is to create a link between the population and the police operators. This achievement, as a first step, requires the knowledge, on behalf of the police, of the needs of the local community. It is obvious that a high presence of the police force in the suburbs increases the sense of safety among the population but to actually reduce insecurity it is crucial to confront the urgent need to change the bad perceptions that the population have of the police, especially in the violent suburbs. It is equally obvious, that change is possible only with a great deal of work among the various police forces and social organizations. It is essential that all actions of proximity be coherent with the needs of the community, this implies a continuous activity of information both on the main objectives pursued by the political policies and on the risks of the various actions; concepts should be expressed in a positive manner rather than through repressive and prohibitionist images.

2.3 SPAIN

2.3.a The role and formal powers of the proximity operators

In Spain the norms governing the police have their origin in the Organic Act of March 13th n. 2/1986. According to Article n.5, the Body of Local Police is an armed institution with a civil organization and with a hierarchical organizational structure under the authority of the Mayor of the area of reference who delegates operational command to the Corps Commander. While exercising their functions the members of the local police forces are officials of their respective Municipalities of belonging for which reason they, in all respects, have the character of agents representing the authority.

With the enactment of Law n.5 of 11th July 1988, in order to increase the Local Police's competences the possession of a university degree or equivalent, was required to access executive level careers.

The minimum organic number of officers for the proper functioning of the Body of Local Police is defined by using as a determining criterion the population resident in the municipality. At the same time and in exceptional cases, to facilitate the creation of the Body of Municipal Police, to smaller municipalities a more flexible interpretation of the minimum criteria is granted.

The above mentioned Law is composed of five titles, the first of which is dedicated to "General Provisions" where the objective, the scope and conditions necessary for the creation of the Body of Local Police are determined. The law specifies which members should necessarily be career officials, as the implementation of their functions as authority representing agents necessitates of a previous training that integrates into the selective process. It regulates the figure of the auxiliary police officer by determining their functions, the minimum requirements to access the career and dictates norms relevant to the uniform and to the weaponry.

The Law n.2 dated March 13th 1986 unified the Corps of National Police and the Superior Police Corps into the National Police Corps and this is the reason for which today in the country there are two organizations of State police: the National Police Corps and the Guardia Civil.

The range of action of the NPC includes prevention, investigation and the persecution of crime that occurs in the large cities of Spain and in some territories identified by the Interior Ministry. With its civil character, its mission is to ensure safety and to protect the free exercise of rights and liberty.

The second police force in importance is the Body of the Guardia Civil. Its range of action covers prevention, investigation and the persecution of crime in rural areas and in certain territories determined by the Interior Ministry.

Moreover, it controls the interurban road traffic and carries out the function of customs police at the borders.

The Guardia Civil Corps depends directly from the Interior Ministry, although in various circumstances is placed under the Defense Ministry as it participates, as a military force, in various missions - especially humanitarian - entrusted by the Spanish Government. From a military point of view it deals with homeland protection, the guarantee of free exercise of rights and freedoms, as well as guaranteeing the security of minorities in towns and places determined by the Interior Ministry.

In Spain, in addition to these two national forces, there are autonomous police forces, as the Mossos d'Ésquadra, the Ertzaintza and the Police Foral de Navarra, together with the Local or Municipal Police Forces. To complete the map of the Spanish police forces we necessarily have to include the police units assigned to the National Police Corps of the Autonomous Governments of Galicia, Valencia, Andalucía and the Asturias. As planned, these units will soon be created also in the Autonomous Communities of Aragon and in the Canary Islands.

The Proximity Police fits into the police model created by the Organic Act as a development of the system envisaged by the Constitution and is based on two pillars:

- social peace
- participation of citizenship on the theme of safety.

The activities of the Proximity Police are directed to ensure the citizens' protection, enabling them to freely exercise their rights and to guarantee proximity safety. These requirements are mostly felt by the civil society and the only forces able to restore confidence and reduce crime rates, at this moment, are represented by the Safety Corps and Forces.

The bodies of local police act by implementing the basic principles established by the Organic Law with regard to Police Forces and Corpse.

In particular, Article 1 of the Law defines the purpose of policing, how to implement coordination and other activities by means of the local police forces within the territory of the autonomous community of the Murcia region, acting in conjunction with Articles 148.1.22.^a of the Constitution and Article 10.21 of the Statute of Autonomy. Article 2, specifies the activities of coordination, meaning by this term the determining of the necessary criteria for the fine-tuning and up-dating of training, organization, equipment and activation of the

Local Policing system. It also defines the general purposes of public safety within the legally established obligations, it sets the principles to standardize the local police in the region so as to improve the effectiveness and professionalism, both in individual and joint actions, in accordance with the Organic Act of safety Forces and Corpse and the basic laws of the local government.

The Organic Law n. 2 /1986 provides:

- Article 1.1 " The State has exclusive competence in the matter of Public Safety and its maintenance lies with the Government of the nation";
- Article 1.2 "The autonomous communities participate in maintaining public safety under the terms established by the respective statutes and within the limits of this Law";
- Article 1.3 "The Corporaciones" Locales participate in maintaining public safety in the terms and within the frame established by the Local Regime Regulation Law ".

Inside this macro-system is inserted a police model with the basic objective to create a police force whose mission is to provide a public service for the full protection of the community.

In such system, some police officers will have the mission to implement an intense cooperation with the community on which their success or failure depends.

The above mentioned model can be defined according to three principles:

1. proximity to the citizen, offering a personalized response to the various needs;
2. interaction between the police and the citizen, so as to identify and resolve problems related to safety;

3. the principle of decentralization, according to which the traditional vertical command structure has given way to a more horizontal organization, with the subsequent shift of the decision-making process, towards the basic units.

This model of police responds to a greater demand for safety by the Spanish society, where an integrated and proximity policy are able to respond in terms of quality in a personalized, efficient and integral way.

The Proximity Police is a new operative approach on behalf of the CNP which, operating within existing laws, seeks to obtain a better approach to citizens through the full resolution of safety problems that may be encountered daily.

The Organic Law n. 2/1986 dated March 13th, among other issues regulates the fundamental functioning and organisational aspects of the Local Police; it establishes the precepts that affect the exercise of the jurisdictional autonomy of the Local Police, the modalities of coordination, the legislation relating to its creation and the statutory scheme of cooperation, as reported in the Constitutional Court Judgments 50/1993 and 51/1993.

Article 53 of this law establishes that "The of Local Police has to exercise the following functions:

- perform a prevention scheme and activate all procedures to ensure that crimes are not committed within the framework of cooperation established by the safety board;
- monitor the public area and collaborate with the State Safety Corps and Forces;
- Monitor the safety of persons and property;
- Assist the wounded and victims of accidents;
- Ensure compliance with public order;
- Intervene in the event of bothersome, unhealthy, dangerous or harmful activity;
- Monitor the urban coexistence collaborating with other safety forces;

- Monitor the local traffic;
- Give information and assistance to all citizens;
- Conduct preventive patrol activities;
- Conduct preventive criminal detention activities;
- Conduct surveillance activities at school entrances and exits;
- Rapidly activate the competent public services in case of emergency (ambulances, fire brigades etc.);
- Monitor school children playing truant and trace the parents of those at risk.

The command of the Local Police lies with the Mayor, or a delegated municipal councillor, who exercises his authority over the members of the Special Units through the Corps commanders.

The rules governing the activities relevant to the implementation of the concept of urban safety can be found in the Spanish Constitution in which article 149.1.29 establishes that "the State has exclusive jurisdiction on Public Security without excluding the possibility of the creation of police forces, bodies, corps for the Autonomous Communities in the form they themselves establish in their respective statutes and in the framework of what is established by the Organic Law (Organic Law 1 / 1992, February 21st , on the Protection of Citizen Security, as amended by Law 10/1999 of 21st April).

The statutory scheme and working conditions will be determined in accordance with the general law for the members of local police corps while for the officials of the Body of local police they will be determined by the existing rules in the township where they operate.

Municipalities will continue to maintain their role in determining employment conditions, in agreement with the trade unions, and in applying changes to the organic plan. The special units will adopt the uniform currently in use in their respective municipalities in accordance with the provisions of the Local Police coordination Law of the Community of Murcia.

To identify the police participation in the project, the supplied resources, the equipment and the police stations will be noticeable by means of a sign bearing the inscription "UNIDAD DE SEGURIDAD CIUDADANA", with the emergency number "112". The special units will have a certain number of vehicles assigned to them, they will be funded and equipped with tools of communication and information, in addition to the personal equipment such as weapons and uniforms, for a maximum total of € 2,350 per effective unit per year.

In each municipality the specialized units will be included in accordance with the proportion of one unit every ten municipal police officers, but exceptionally, in municipalities with a population of less than 5 thousand inhabitants, the special units will consist of only two elements.

The number of special units will be adjusted taking into account certain criteria, such as conflict on behalf of the local political authorities, the stable and variable population, the extension and characteristics of the territory, and the number of officers of the Guardia Civil, of the National Police and of the Local Police already serving within the municipal territory. The Municipality is obliged to maintain in service at least the same amount of Local Police officers for 1,000 inhabitants, as those serving on the date of the Agreement signing, albeit excluding from the calculation the effective members of the Murcia region Urban Security Plan.

If the number of staff results being below the regional average of policemen for every 1,000 local residents, the Municipality is committed to reach at least the minimum number within a maximum period of 3 years starting from when the Agreement was signed.

By analyzing the activities of prevention put into practice by the Proximity Police we can observe that the Proximity Police officer is dedicated primarily to relations with the citizen trying to settle on a "friendly basis" local disputes, revealing the constant presence of the police in the territory. Furthermore, the Proximity Police officer provides in contacting associations and organizations in the area, in assisting victims of crime also by receiving complaints directly on the street or by telephone, in performing the detection and control of delinquent actions paying particular attention to areas with the highest risk, in implementing a timely supervision of spaces where there is greater concentration of foreigners in order to prevent the risk of xenophobia and in ensuring that no acts of vandalism may disturb the social peace.

In brief, the Proximity Police officers' priority is to find a concrete and immediate response to the citizens' request for safety.

It is interesting to note how the so-called "good practices" have been adopted in Spain by applying the model of urban safety, intending, in particular, the Proximity Police as Tutor Agents. In San Pedro de Pinatar a plan to introduce tutor agents into schools was implemented. This figure was created with the intention of stirring up compliance with the rules of civic education, of protecting the welfare of minors and of promoting positive activities to avoid conflicts in school communities as well as prevent anti-social conduct.

The areas of development of such activities concern road and civic education, school dropouts and safety.

The tutor agent's role is to channel communication, contacts and to promote education in the various departments so as to improve the security forces' activities. As the tutor represents an important reference point he/she provides in establishing contacts with specific associations (parents, teachers and workers) present on the territory with the aim of preventing cases of juvenile delinquency and avoiding aggression between pupils.

It is possible to view the personal experience of the Madrid Tutor Agents by logging onto their website:

<http://www.elmundo.es/papel/2003/08/31/madrid/1465888.html>.

Proximity Police patrolling city buses can also be considered a positive experience due to "good practices" The service is carried out by two pairs of agents organized on two shifts, one in the morning and another in the afternoon to ensure the police service on various urban routes. One of the main objective of the city of Torrejón of Ardoz was and is to become a safer city, so the Proximity Police began patrolling buses especially during the rush-hours, at night but mainly on the busiest routes. In addition, while the buses are stationed at the terminus the Proximity Police officer patrols the nearby Shopping Centre. The objective of this implementation is to eliminate situations of conflict that may occur in city buses and to reduce the number of threatening episodes for urban safety.

2.3.b The actors of local security network

The achievement of safety implies the need to establish alliances with the local political authorities - the municipalities, the communes, etc.. - with the existing social bodies in the area or in the district, with private companies, community groups etc.. so as to identify the problems, set priorities and

propose actions duly shared, ensuring the sustainability of the coordination and collaboration process of Proximity Police Force activities.

Through the promotion of associative mechanisms and of cooperation with local authorities, public and private institutions, the media and the community in general, the police ceases to be an isolated entity, which operates in a "secret world" against delinquency and becomes an institution that undertakes dynamic city initiatives seeking to prevent the happening of crimes and to improve the surrounding environment.

The Proximity groups of each police station work in coordination with the officials of the Public Relations Offices whose task is primarily to promote channels of communication and contacts with the associations of the territory, to foster mutual relations and knowledge between the police and the existing associations.

In Spain we have many permanent examples of collaboration between the Proximity Police and both public and private social institutions. The results of this collaborative work are the "specific devices" that apply in the field of general violence, immigration and other social and economically vulnerable environments.

The creation of a safe city, in Spain also passes through the prevention of early school leaving implemented in secondary schools and extended to primary schools in the year 2007, with enthusiastic results. The project, launched in April 2006, and developed in collaboration with the NGO "Beccaria" (Leganés) through conciliation between schoolchildren, educators and families, tries to prevent and avoid early school leavers.

Another most significant collaboration is one initiated by the Interior Ministry together with Amnesty International to train members of the Police and Civil Guard on legal and operational aspects related to the theme of human rights and their subsequent implementation.

Police training in Spain

The creation of proximity groups inside the police organisation necessarily implies the acceptance by all actors to interact with a culture and certain organisational values which boost the employment of such model. The training strategy is essential to support this organisational change, it is therefore

necessary to differentiate training into general, specific and specialized. In particular specialized training must be directed and oriented towards the decentralized organizational model.

The Law 4/1998 dated July 22nd, regarding the Coordination of Local Police in the Murcia region, Article 13.1.d, includes among the functions of coordination, the necessity to standardize Local Police training by developing basic level training courses for the newly recruited together with specialisation and upgrading courses to be implemented during the working life span, through the regional School of Local Police. In this sense, the Local Police Training Scheme of the Murcia region is the instrument through which, the General Directorate of Local Administration pushes towards the homogenization of knowledge/know-how, contributing to the professional formation of the Local Police both in terms of selection and upgrading.

Following are some examples of the Murcia region training modules:

- *Intensification of urban safety, new manifestations of crime*

Objective: to enlighten the current situation, in the Murcia region, related to organized crime and the possibility of implementing prevention plans.

Programme: Organized crime in the Murcia region. Preventive actions to neutralize it. Rules of cooperation with the FF.Y CC. of the State Security in the fight against actions perpetrated by organized gangs.

Addressees: Local Police Force and Urban Safety Units

Professional skills to be developed in training: learning of techniques and tactics to combat organized crime.

- *Safety in public spaces and buildings*

Objectives: to acquire knowledge on safety devices in public areas, in various situations, during all public events: concerts, elections, sporting events.

To update knowledge on the applicable legislation. To Analyse the coordination between Security Force and Corps and the Local Police Functions.

Addressees: Local Police.

- *Monitoring of conflicts, negotiation and the exercise of authority*

Objective: to be able to denounce, punish and mediate in disputes and conflicts, while contemporaneously transmitting the sensation of exercising authority in a non-hostile way.

Programme: resolving of conflicts. Aggressive and violent conduct. Police intervention in conflicts. Communicative skills.

Addressees: operational levels of the Murcia region Local Police Forces.

- *Attention to female victims of gender perspective violence*

Objective: to have awareness of gender perspectives.

To update knowledge on the applicable laws in the field. To have awareness not only of the incidence of such crime in the region but also of the resources and of the co-ordination procedures established to assist the victims. To establish models and procedures for police intervention.

Programme: gender construction: gender identity, roles and stereotypes. Violence against women: concepts, types and characterisation. Myths and errors on victims and aggressors. Resources and devices of the Local Administration. Collaboration between the different security corps: protocols of implementation.

Addressees: Murcia region Local Police Forces.

- *Urban Special Security Unit police intervention*

Objective: to conveniently train the personnel of the Urban Special Security Unit so as to carry out its tasks effectively.

Programme: techniques for police intervention. Implementations in case of mass gatherings. Identification and proper search techniques.

Addressees: members of the Urban Special Security Unit.

- *Coordination between school and Local Police to combat bullying in schools*

Objective: To acquire knowledge on youth gangs, on gratuitous violence and especially on bullying in schools.

Addressees: Commanders and intermediate executive of the Police.

- *Domestic violence and safety*

Objectives: To know the legal framework of the subjects being studied. To establish procedures and models for police intervention.

Programme: domestic violence in the perspective of the Criminal Code. Police Intervention in case of crimes affecting sexual freedom and those against life and the physical integrity of persons. Legal protection of the children. Domestic violence. Police intervention. Measures to be taken. Protocol implementation. Police Certification. Crimes against the ecosystem. Legal Frame on environmental safety. Technical and legal aspects. Police actions in the matter of ecosystem safeguard. Crimes against the community security. Crimes against traffic safety. The omission of giving aid to the injured. Crimes against public health. Latest traffic and road safety rules. Withdrawal of driving licence and offences that cause the loss of license points. Critical aspects to be considered in relation to foreigners and non-EU nationals.

Addressees: Local Police Forces.

- *Police Interventions: Level 1*

Objective: To analyse patterns of implementation of the most frequent case of police interventions. Improve the quality of attention dedicated to the citizen.

Programme: The Local Police. The Role of the Local Police. Principles of police intervention. How to intervene with the mentally ill or retarded, the elderly, the disadvantaged and those in need. Police Intervention in situations of domestic violence. Police intervention on children. Police intervention in cases of crimes against property. Police intervention on foreigners. Police intervention in cases

of robberies, bomb scares, kidnappings, disasters. Detention. Performances in the event of detentions. Housebreaking. Assistance to victims.

Addressees: Members of the Murcia region Local Police Forces.

- *Protocol implementation in case of child abuse*

Objective: To standardize the protocol adopted for cases of child abuse so as to have identical procedures in all the Local Police stations of all the Municipalities in the region of Murcia.

Programme: children's needs. Concept of child abuse. Types of child maltreatment. Risk and compensation factors when dealing with child abuse. Myths and false beliefs on child abuse. Legal frame. Protocols and their implementation in cases of child abuse: case studies.

2.4 TURKEY

2.4.a The role and formal competences of the Proximity operators

To comprehend the role of the Proximity Police within the Turkish reality it is advisable to start from the general definition that the law gives to the police: "The police is a public force which ensures public order and the respect of the laws, it prevents crime, makes arrests and delivers criminals to justice, it ensures respect for life and public property, it helps people and children who need care and people who do not have the capacity to protect themselves (.....) it is the armed force appointed to make respect the law.

The action range within which the municipal police operates is clearly defined in the "Turkish National Police Community Policing Service Standards", transmitted by the Interior Ministry - Circular n.49

In Turkey there are different types of police departments: administrative with functions of public order, ant-terrorism and the anti-smuggling departments.

The main objectives of the Turkish Police in accordance with current standards are the following:

- Maintaining public order;

- The prevention of crimes and the provision of preventive measures;
- The prevention of recurrence of crimes during court proceedings;
- Other activities related to protection of public safety.

From the regulatory point of view it is necessary to distinguish the rules governing the status of the State Police from those referring to the Proximity Police.

In particular, those referring to the State Police are the following:

- a) Constitution of the Republic of Turkey in 1982;
- b) Law on the duties and the role of the police nr. 2559;
- c) Turkish Penal Code nr. 5237;
- d) Code of Criminal Procedure nr. 5271;
- e) Law on the organisation of the police nr. 3201;
- f) Provincial Administration Law nr. 5442;
- g) Law on Family Protection nr. 4320;
- h) Law on Child Protection of nr. 5395;
- i) Anti-Terrorism Law, nr. 3713;
- j) Anti smuggling Law nr. 5607;
- k) Law on Firearms, knives and other weapons nr. 6136;
- l) Law on declaration of identity nr. 1174;
- m) Law on the protection of children from pornographic publications nr. 1117.

As regards to the rules governing the Proximity Police it is necessary to refer to:

- a. Constitution of the Republic of Turkey in 1982;
- b. Law on duties and powers of the police nr. 2559;
- c. Law on the police nr. 3201;
- d. Law nr. 5442 on the Provincial Administration;
- e. Law on the Protection of the family nr. 4320;
- f. Law on the Protection of Children nr. 5395.

The departments of municipal police units are created to provide services relevant to order and public safety of the whole community. However, to be able to provide such services it is clear that the approach necessarily differs in relation to the various categories of people at risk or marginalized with particular reference to the elderly, to persons with disabilities, to those who need care and assistance, to communities affected by internal migration, to children and women suffering from domestic violence, to the homeless, to

tourists, to drug addicts, namely to the “socially weak” that require preferential treatment and attention.

Each Local Police work group (CP) takes responsibility upon a small geographical area and undertakes the various tasks to be performed. The areas of responsibility of the Police are divided into sub regions. The sub-task area are territorially defined according to the population, the structure and the characteristics of crime. In brief, the risk factor determines the areas of influence of the police.

The determination of the risk factors, within the areas of reference, takes into account the structure and the mobility of the population, the average crime rate, calculated by reference to one thousand inhabitants living within the area of competence of the Local Police Station and the allocation of facilities. The sub-task area can be changed only for operational service reasons. They are defined in accordance with general safety criteria such as conditions of risk, crime rate higher than the average of the country, a population mobility rate exceeding 10%, etc.

The activities conducted by the Proximity Police enable the acquisition of an enormous amount of information not only on the characteristics of local crime but also on those of the local society, on people who need help, on the emergency situations that put at risk the safety of persons and property. In order to maintain public order and urban safety regular periodic contacts together with casual and informal ones are implemented with the people. One of the fundamental activities of collecting information, essential for the effective functioning of the Proximity Police, lies in the ability to pick up rumours and gossip.

The range of action of the Proximity Police is a wide one. It is, therefore, necessary to analyse and list its numerous roles so as to have a complete picture.

Policing takes form primarily in the collection of complaints of crime through all legal means.

The basic activity of the Local Police is to inculcate the community, through the dissemination of information, the concept of safety and the prevention measures to be adopted maintaining the focus on the micro aspects linked to local issues and studying measures to resolve the peculiarities of local problems.

The proximity Police maintains close ties with the local community by joining

small groups of friends so as to reduce the comprehensible sense of unease and mistrust. It operates within the framework of defined strategies but also seeks to find solutions constructed in accordance with local characteristics together with the participation of the local institutions that are better able to identify the problems and crimes. In order to better maintain close contact and ties with the local community the Proximity Police officer moves on foot; this allows him to better communicate with people, to identify and trace the suspects, to control the areas at highest risk of crime and to envisage problems of public order.

The Proximity Police Force, in exercising its functions, has the same powers and rights as all other police forces, the only differences being the employment conditions and the uniforms.

The specific objectives of the Proximity Police in urban safety can be considered to belong to two areas:

1. Strategic objectives: comprehensive approach to the concept of security.

The strategic objective is expressed through the will to create a police model which is closely connected to municipal participation, integrated with the social and environment structure, close to the local community, that performs a qualified security service and satisfies the community's demand for safety at all times and conditions.

2. Operational objectives

The implementing objectives of the prefigured strategy are determined by the socio-cultural, demographic and economic structure together with other local conditions.

The Proximity Police endeavours to reduce the individual perception and the common sense of mistrust, consequential to a crime rate increase detected by statistics, by helping to improve the quality of life, by reducing the fear of becoming victims of criminals, by cooperating with local citizens in finding solutions and by giving priority to issues of hardship mostly felt in the territory.

To support crime prevention activities, appropriate studies analysing crime and the target areas are conducted, security service promotion campaigns are

launched and integrative (with other police forces) patrolling activities are carried out.

Given that the Proximity Police Force's objective is to be part of the local community and that this implies a profound awareness of the social and physical environment in which it operates, face to face relationships are strongly implemented. The efficient and effective achievement of the set goals, from an organisational point of view, can be promoted through the creation of task teams conveniently trained and equipped with technologically advanced equipment able to provide an immediate response to the need of security expressed by the citizen. Under this aspect appropriate, periodic training and upgrading courses for the Local Police officers should be implemented.

On a daily basis, the Proximity Police operator comes into contact with the local community which expresses its needs for security and which lives in conditions of risk, while in the long term, the Proximity Police operator, becomes a consultant who guarantees the respect of rights within the community.

The activities of crime prevention carried out by the operators are attributable to the following areas:

1. collection of useful information for complaints, information on crimes committed or that are being committed at the time;
2. complaints collection service via telephone, via Internet or by means of other legally accepted systems;
3. Public information service to inform the local community on the Local Police officer's duty, role, areas of competence, responsibilities and powers together with those of other police corps;
4. organize meetings and events, as part of the service performed, designed to prevent crimes or other threats;
5. Activities that try to incorporate the Local Police into the social context so as to implement security measures by creating understanding of the methods adopted;
6. focus attention on local and regional issues by adopting measures and solutions tailored to the reality of the territory;

2.4.b The local security network actors

The Law states that the Proximity Police Forces are to operate in close cooperation with the social institutions of relevance in the region, and it is equally essential to stress how necessary it is to improve the existing relations.

In such regard, no protocol has yet been signed but the institutions have offered to become an active part in the implementation of security services and to cooperate through the Chief public Provincial administrators.

The achievement of the Proximity Police's objectives contains in itself the need to establish a contact and a cooperation with public institutions, local governments and municipalities, but also with non-governmental organisations.

2.5 ITALY

2.5.a The role and the formal competences of Proximity operators

The first organized forms of Urban Police can be traced as far back as the time of the Romans. In fact, in 29 A.D., the Emperor Augustus Caesar instituted two distinct surveillance bodies, or *Cohortes*, one of which was to maintain order during the night (C. *Vigilum*), while the other was to defend the city walls from external attacks. The interesting thing is that these *Cohortes* were not formed by members of the military, and they exercised their functions exclusively only within the city and in the interest of the city, to protect public order and the respect of civil life rules. During the Feudal period the Police responded directly to the feudal Lord, through a hierarchical pyramid. Since then, no other forms of Local Police are to be found until 1852 in Pisa where traces of a Local Police can be found in the Grand Dukedom of Tuscany, then in 1853 in Genoa where the first Municipal Guards Corps was founded, followed by Turin in 1861 when the first Municipal Guards Corps appeared. For truth's sake it must be said that there are traces of previous non official similar forms of surveillance groups. Towards the end of the 18th Century there is a consistent presence of "Municipal Guards" on the national territory depending directly upon the Mayors and on the Municipal regulations. It is only in the early 1900's that we find first evidence of the name "Vigile Urbano" (Urban Onlooker), a term of which they are proud of because they consider it to be more responsive to their institutional role and duties. In 1986 a first authentic law was entirely dedicated to the Municipal Police Forces.

By monitoring the Ministerial activities of the Italian Government it is possible to note that there has always been, even in the remote past, a certain interest with regard to the Local Police Forces, viewed, a little as they are nowadays, as a potential response to the desire of security on behalf of the local population, in consideration of an insufficient presence of the State Police. With the approval of the Constitution of the Republic of Italy, the Local Police Forces find space in art. 117 which delegates the discipline of urban and rural police to the Regions.

Since 1986 every elected Government has taken into consideration the possibility of reorganising the various Local Police forces, but no substantial changes, in the regulatory framework, have ever been made. Unfortunately, the interests of the Local Authorities, who do not want interference in the management of their employees by those who would want to integrate the municipal police with other police forces so as to increase urban safety and, furthermore, by those who wish to limit the "Vigile Urbano's" competences only to the administrative sphere are too far apart.

The Local Police service depends on the local administration and its jurisdiction is limited to the territory on which it depends. Such service is usually carried out by employees of the local administration organized in corps or services according to the local necessities; nevertheless, this is not always the case, in fact, in some cases the service may be entrusted to authorized institutions. The decision on behalf of the Municipalities to provide or less the municipal police service is regulated by the principle of discretion in accordance with the rules regarding the -Provision of Subsidiary Services- by the Government of Autonomous Areas Legislative Decree n. 267 dated August 18th , 2000.

The designation of " Vigile Urbano ", was used in Italy to indicate those who today provide the service of Local Police, and who should more appropriately be called "Vigilant local police operator" ("*Vigile Operatore di Polizia Locale*") as explicitly defined by Article 7. of the framework law on the Municipal Police March 7th 1986, n. 65. The clear division and distinction between the roles and competences of the State Police and those of the Local Police can be found in the Public Security reform and implemented with the R.D. (Royal Decree) 1st August 1907 n. 690 which is still in force.

The Local Police Service, delegated by the local authorities as by law n. 59 dated March 15th 1997, carries out forms of prevention and repression of administrative nature, notwithstanding its particular attitude to problems regarding the respect of local regulations, of the Mayor's and other local bodies' orders together with the respect of the rules governing urban road traffic, businesses, restaurants, private clubs and problems relevant to pollution and illegal building. It also ensures the execution of the TSO (Compulsory Sanitary Treatment) and provides in checking dwellers' personal identity especially in big towns - if necessary with the help of specialized police units - when the matter requires specific professional competences. The local Police may also carry out Judicial (Crime) Police investigations on behalf of the court. In such cases, according to their personal grade, the officers will be called upon as "judicial agent" or as "judicial officer". The national Law that governs the Local Police is the Framework Law n. 65 of 7th March 1986 which states that the organisation of the Local Police Forces is a matter of the relevant Regional Government, which must provide in making and promulgating the necessary regional laws.

Local Police operators, within the territory of competence indicated by Article 6. of the Road Code, have the status of Traffic Police strictly within the territory of the local administration for which they work and the status of Judicial Police as established by the Criminal Code, article 57 comma III which refers to Law 65/1986 art. 5 comma I° letter a) - strictly within the limits of the matter to ascertain - with the rank of "Agent" (NCO's -non commissioned officer-) or "Officer" (*second Lieutenant, Lieutenant, Captain, Major, Colonel, General*)

notes:

- Ordinance of Local Autonomy: see Legislative decree n. 267., art.3/4-5. of 18th August 2000;
- The Code of Criminal Procedure (art.57) entrusts the local administrations the responsibility of assigning the grade of Judicial Police Agent or Officer to the Local Police operators: the State law rules that the only permanent Judicial Police Agent and officers are those serving in the State Police (P.S.), Carabinieri (C.C.) and in the Finance Guard (G.F), while all others are Judicial Police Officers and Agents only and strictly when dealing with matters expressly attributed to ascertain.
- It must be borne in mind that it is the "Act of Local Self-Government" that establishes which local services are to be considered subsidiary to the State ones.
- The term "Officer" corresponds to the rank of: second-lieutenant, lieutenant, captain, major, colonel, general while "Agents" are N.C.O's

- Region, Province, Communes, Municipalities are political/administrative institutions.

The Municipal Police Forces carry out activities of prevention and repression in the administrative, the criminal, and the Public Security areas, with a particular attitude and attention to problems concerning the respect of laws, norms, regulations, rules and local ordinances of the Mayor in the matters of road traffic; inspections of shops, restaurants and private clubs, and problems regarding pollution and illegal building. They also provide in implementing the TSO (compulsory sanitary treatment) and in checking people's personal identity. In big cities, the Municipal Police Force usually has specialized task forces (sanitary, veterinarian, environmental etc.) which intervene accordingly. The Municipal Police operator may also carry out Judicial (Crime) Police investigations (limitedly to the matter to be ascertained) by being assigning the role of Judicial Police Agents or Officers, according to the rank possessed

Depending on the choices and operational policies of each municipality, the Municipal Police operators (at the Mayor's request to the Prefect) can be entrusted the role of Public Security Agents as Auxiliary State Police Force, according to the rules laid down by the Law 65/1986 article n. 3. The Prefect, assigns such role by means of a decree. When all three roles (Traffic, Judicial and Auxiliary Police Agent or Officer) are performed by a single municipal police operator he/she is entitled to an indemnity equivalent to 80% of that provided by Article 43 of the State Police Law. The Municipal Police operators, exercising the functions of Judicial Police, and Auxiliary Public Security Agents are made available by the Mayor to the competent judicial authorities or to the State Police from whom they operationally depend unless there are specific agreements between the State authorities and the Mayor.

The Provincial Police or, in some regions, the Local Police, may be incorporated in official bodies or services directly depending on the Province of competence. The Provincial Police has jurisdiction throughout the whole provincial territory and in which it can perform functions and investigations of Criminal Police. The provincial police has specific expertise and competence in the supervision of fishing, hunting, environment, structures such as hotels and driving schools and it also exercises the role of traffic police within the provincial territory.

To understand the functioning and the entrustment of competences to the

Local Police is necessary to observe the evolution of both the national laws and the local ones of the Campania Region of the last century.

Evolution of the national legislation

- Regulation approved by Royal Decree n. 297 dated 12/02/1911 and subsequent amendments and additions;
- Act of municipal and provincial law approved by Royal Decree n. 148 dated 04/02/1915 and subsequent amendments and additions;
- Act of municipal and provincial law approved by Royal Decree n. 383 dated 03/03/1934, and subsequent amendments and additions;
- Law n. 65 dated 11/03/1986, "Framework Law on Municipal Police";
- Law n. 142 dated 08/06/1990, "Types of Local Self-Governments";
- Law n. 241 dated 07/08/1990, "New rules on administrative procedures and the right to access administrative procedures";
- Law n. 59 dated March 15th 1997, Government Pronouncement regarding the provision of functions and missions to the Regions and the local authorities, for the reform of the Public Administration and the administrative simplification;
- Law n. 127 dated 15/05/1997; "Emergency measures for the simplification of administrative activities, decision-making and control procedures";
- Legislative Decree, n. 112 dated March 31st 1998 "Conferral of State functions and administrative tasks to the Regions and the local authorities in accordance with Law n. 59 - Chapter I, dated March 15th 1997;
- Law n. 265 dated August 3rd 1999, "Rules in the matter of autonomy and the sorting of local institutions and amendments to Law n. 142 dated June 8th 1990;

- Legislative Decree n. 267 dated August 18th 2000, "Single text of the laws on local authorities";
- Law n. 131 dated June 5th 2003, "Provisions for the adjustment of the Ordinance of the Republic to the Constitutional Law n. 3 dated October 18th, 2001, see G.U. (Official Gazette) n. 132 dated June 10th 2003);
- Decree Law n. 50 dated March 31st 2003, converted with amendments by Law n. 116 dated May 21st 2003, (see Official Gazette n. 122 dated May 28th 2003), "Emergency provisions relating to the budgets of local authorities";
- Ministerial Decree n. 318 dated September 1st 2000, "Regulation determining the criteria for the allotment of Treasury funds for financing merger procedures between municipalities and the exercise of associated municipal functions";
- Interior Ministry Decree dated September 4th 2003, "Approval of funds relating to the request of financial assistance on behalf of unions of municipalities and mountain communities for the year 2003, for the implementation of shared services, managed in an associated form ".

Evolution of the Campania region legislation

- Regional Law n. 12 dated 13/06/2003, "Rules on the Regional and Local Administrative Police and Security Policies";
- Resolution of the Regional Government n. 4792 dated 25/10/2002, "1st call for access to regional funds for the implementation of associated municipal services";
- Resolution of the Regional Government n. 5267 dated 31/10/2002, "Call for the allocation of funds to local authorities for projects of urban safety";
- Resolution of the Regional Government n. 3461 dated 28/11/2003, "Aimed Act" to address the second call for access to regional funds for the exercise of associated municipal services;

- Resolution of the Regional Government n. 3694 dated 11/12/2003 "Aimed Act" to address the second call for access to local funds for regional projects of integrated urban security in compliance with the regional law n. 12 dated 13/06/2003;
- Regional Law n. 23 dated 12/12/2003, "Intervention in favour of Communes (municipalities) to which confiscated assets of organized crime have been transferred, under the Law n. 109 - art.3 dated 7/3/1996, ".

The Law n. 65 dated 11/03/1986, "Framework Law on the Municipal Police" without doubt represented a big step forward by putting precise poles to the Municipal Police. Unfortunately, there has been no subsequent law to properly harmonize the existing legislation which has never implemented those which were the principles of Law n. 65/86.

The real turning point for the Local Police was in the 90's with the Law 142/90; the direct election of the Mayor leads to a base push process: the citizen sees in the Mayor the person who must solve the community's daily problems and therefore, it is to the Mayor that all requests for urban security on a 360° basis are addressed.

Thanks to the 1997 Law, the Mayor of Modena on 28/02/1998 stipulated with the local Prefecture the first "Memorandum of Understanding" to which, a little throughout all of Italy, various others followed. By so doing, birth was giving to a new method of addressing and discussing problems".

The local Order and Public Security Committees start collaborating with the Mayors giving birth to Quarter and Neighbourhood Committees. On February 19th 1996, on the initiative of a group of Italian cities and regions members of the European Forum for Urban Safety, the Italian Forum for Urban Safety was founded in Rome. The Presidency was initially assumed by Mr. Saro Pettinato (Councillor of urban matters at the municipality of Catania). On July 1st 1997, in occasion of the annual meeting, Mrs. Lalla Golfarelli (Councillor for social policies and safety at the Municipality of Bologna) was elected president and at the expiry of her mandate, the presidency was taken in November 1999 by Mrs. Maria Fortuna Incostante, Councillor for human resources of the Campania Region.

The Italian Forum, similarly to the Europe one, was founded on the principle of refusal of exclusion, the belief that security is an asset and a fundamental right of all citizens, and that prevention strategies are one of the ways of making available such common good.

The claim is that security is the result of coordinated intervention between and among the various players with the active participation of citizens in the planning, the implementation and the evaluation of security policies.

Hence the central role of towns and cities and in particular of the Mayors to integrate the different institutional levels, to redefine the services and to build new tools able to link prevention and repression. In this context the Italian Forum is primarily intended to ensure that the National Government acknowledges the objectives and determines the tools for an urban safety based on local government. It is also intended as an instrument of cultural and political development, of training, of support to local actions and of the exchange of experience between the Italian towns and cities.

The European Forum, founded in 1987, is a place for dialogue, discussion and cooperation on policies and practices for urban safety. By promoting the exchange of ideas it has implemented programmes of cooperation between cities on individual issues and has contributed to stimulate and guide the local, national and communitarian policies in the matter of urban safety.

The Political requirement of the European Forum is that security policies respect human rights, do not reinforce exclusion, do not increase inequalities and the sentiment of injustice.

The main objectives underlying the action of Italian Forum for Urban Safety are:

1. To promote cities as protagonists of policies aiming to reduce insecurity, since the growth of a sense of insecurity in cities is a significant issue of the last decades. Ensuring the safety of persons, goods and spaces today, for Mayors and the heads of local authorities, represents the common challenge because they, as local politicians, must take care of the people's daily preoccupations also by creating all the necessary conditions for safer and more dynamic cities through preserving the

- quality of life, solidarity and local economic development in the awareness that security is a life companion that must be more and more developed and improved starting from the streets of the neighbourhoods.
2. To develop cooperation between cities by giving them competence and credibility as protagonists of the reduction of insecurity, by implementing communication and contacts, by increasing the exchange of know-how relevant to new experiences tried out so as to build a common culture on urban safety and generalize the use of research-actions and practices that have borne positive results.
 3. To be a centre for crime and security policy analysis. All policies of territorial planning, social development and environmental management must integrate safety concerns to ensure that people do not become victims or offenders. All decisions must be thought upon so as to have the most efficient impact on organized crime.

The legislative change determined by the 1986 Framework Law together with the strong social change which started developing in those years, led the Local Police to deal with their towns and cities more and more in an impersonal way, putting in place activities increasingly complex and with high degrees of specialisation and professionalism. This transformation, while effectively responding to the real needs and priorities, on the other hand denied human closeness that was however experienced as a reassuring element by the population. An analysis of what has been said indicates the necessity to ensure a quality and livability level in towns and cities through policies that protect against deterioration, and inciviliation, even when the conduct is not a criminal issue. The efficient and effective response to the needs of the territory and the social structure become an essential part of the citizen's satisfaction, who will increasingly consider the institutions not just as inescapable element of everyday life but as valid, nearby and necessary interlocutors. Hence the construction of a new and different relationship between the governing institution and those who are governed. An equal relationship between service providers and end-users, where everyone contributes to achieving the same objective: the considerable increase in those conditions that determine a good quality of life. This is a totally new way of being Local Police, composed, in part, by operators with a wide but not specialist knowledge, with a particular sensitivity to relational problems and conflict management and in part by other operators with a specialist

knowledge and expertise which enables them to have an appropriate understanding of the various issues and the capability to propose adequate, definite solutions. As a consequence, the current "notary / bureaucratic" attitude which, up to today, has characterized the relationship between Local police and citizens will inevitably be overcome. The citizen, no longer regarded as a "mere administrative performance", but as a subject bearer of needs and that is to be assisted. The Local Police operator, no longer seen just as a "Uniform representing the Corps," but as a person who wears a uniform that becomes the instrument of identification of the important liaison between the institution and the people, a sensitive person who lives with the people, for the people and that shares their same problems.

In brief, the guidelines of the Local Police operator can be determined in four points of equal importance:

- Authentic and human contacts with people;
- Authentic acknowledgment of problems;
- Rapid response and solutions (where possible) to problems;
- Debureaucratization of relationships, which should end with a handshake or a telephone call, instead of the tradition and impersonal letter of reply.

In general, it can be said that the close bond created between Local police and residents will act as a rudder for the continuous correction of the route: the Local Administration necessarily must guarantee adequate and updated solutions to the changing needs and problems of the community. The Local Police will therefore have the role of being the watchful eye and the sensitive body able to give birth to such synergies that represent the true starting point to concrete and resolving solutions.

The Police Forces, and primarily the Local Police Forces, formed on the basis of an objective, tangible conception of security, today seriously risk being inadequate in meeting the need for security expressed by the citizens. It is therefore necessary to invest in the upgrading of staff, resources, equipment and premises, but above all to redefine a role that appears standardized on the frantic endeavor to suppress illegal actions, within the many areas of competence, with the illusion of being able to force people to lawfulness. This strategy, a duty and partly useful, has proven, in time, to be inadequate if not associated, at various levels, with integrated actions involving all areas of

reference. In particular, the focus must be on culture, on educating people to lawful behaviour and on the most incisive, effective means of communication.

It is, therefore necessary to restart from the rapport with the people and enhance communication and contacts by directly explaining, educating and also by an assuring physical presence, in other words by producing security. The Local Police Forces, conceived from the beginning as a civic guard (the police closest to citizens) subsequent to a global pressing request for security has today become a European issue. The well known experiences of the "Policia de Proximidad or of "Community Policing", have paved the way, launched a message and proposed models of intervention (physical contact, on foot patrolling, volunteer-partner).

The perception of safety must be encouraged and this can be obtained by constructing of a network of connections that put the citizen at the centre of territory-control strategies with the result of an unprecedented surveillance on soft-crimes and the so-called street crimes; obviously, without distorting the very essence of the Municipal Police which must remain the main actor as a Local Administrative Police Force and without creating unnecessary duplication with the State Police Forces. More than in the field of common crime, the Local Police Force should operate in the so-called "grey area" where competences have always remained indefinite, and even more it should become specialized because this particular area consists of facts relating to the "civil society", an area that includes acts and situations such as incivility, discourtesy marginality, degradation. Not always true illegal acts, but facts that might well be defined as pre-criminal. It is indispensable that the Local Police Forces focus upon and exercise the role of *incivility police*, as well as local administrative police, traffic police and the functions of judicial (crime) police and public security police, roles that are instrumental to maintaining local security, which essentially must be obtained through prevention.

Following are the functions carried out by the Local Police operator together with a substantial number of rules and regulations.

1. Standards and activities of the Administrative Police (D.P.R. 24/07/1977 n. 616)

- Identity ascertaining;
- Crafts and trades control;
- Advertising and public billboards control;

- Violation of rules and norms;
 - Issuing police license;
 - Work accidents control
 - Building control;
 - Lost property
2. Standards and activities of judicial (crime) police (art. 55 Criminal Procedure Code), with the completion of documents relating to:
- Crime Briefing;
 - Receiving complaints;
 - Criminal police inquiries delegated and / or on initiative;
 - Confiscations;
 - Competences delegated by the Legislative Decree 28/08/2000. No 274 – Peace Judge;
 - Monitoring of foreign nationals;
 - Verification of statements (legal statements allowed by law with the intention of reducing bureaucracy).
3. Rules for Commercial Police activities (Legislative Decree n. 114/98 and Law n. 287/1991), with capacity to take action in relation to:
- Supervision on private clubs;
 - Supervision on commerce in fixed place;
 - Supervision on itinerant trade and in public areas with permanent position;
 - Control fairs and markets;
 - Supervision on public commercial activities;
 - Supervision activities D.P.R. / Decree of the President of the Republic) n. 616/77; Control surveillance of public commercial activities;
 - Supervision on crafts and trades;
 - Supervision on farmer products
4. Rules and hygienic - health surveillance activities (05/02/1997 Legislative Decree n. 22), with expertise in the field of:
- Supervision on public hygiene;
 - Execution of mandatory health treatments;

- Supervision on pollution;
 - Civil Protection;
 - Control on noisy activities;
 - Supervision on waste and landfills;
 - Prevention on forest fires;
 - Stray domestic animal control.
5. Morgue Police standards and activities of (D.P.R. September 10th 1990 n. 285) for the completion of:
- Support activities and control of functions (D.P.R. n. 285/1990).
6. Standards and activities of traffic police (Legislative Decree n. 285 dated 30/04/1992; D.P.R n. 495 dated 16/12/1992)
- Supervision on road traffic;
 - Control of road signs;
 - private driveway permits;
 - Transit and stops permits;
 - Parking permits for disabled;
 - Verification of stolen and abandoned vehicles;
 - Management of Road Code violations;
 - Management of appeals to Road Code violations;
 - Role management;
 - Road Code Statistics;
 - Road Code Education;
 - School watch service;
 - Road accidents;
 - Ordinance making.
7. Various laws of decriminalisation approved throughout the years (Law n. 689 dated 24/11/1980; Legislative Decree n. 507 dated December 30th 1999) which are vital for:
- Ascertaining violations;
 - Management of de-penalized fines;
 - management of appeals;
 - Litigations;
 - Ordinances, archiving and payment of injunctions.

8. Standards and activities for the Building Control Police
(New single text D.P.R. n. 380 dated June 6th 2001) to:
 - Determine building activities;
 - Report unauthorized work;
 - Supervision upon unauthorized employment of public land;
 - Collaboration with the Municipal Technical Department.

9. Rules and Tax Police activity - Local taxes:
 - Inspection and supervisory activities, payment of local taxes;
 - Property and capital inspections.

10. Information and Communication Service:
 - Dissemination of information.

11. Urban security policies to:
 - Ensure the law on the territory of belonging;
 - Approach, and bring closer the local people through co-participatory projects.

The work of the Local Police operators essentially consists in maintaining social relationships and contacts. The relationship between local residents and Local Police, however, is not always a good one and has a strong tendency to become conflictual for a number of factors. In particular, people are no longer prepared, as in the past, to be told what they should or should not do, also because often the public does not have a clear idea of the functions of the Local Police within the social context of reference, considering it the tip of a pyramid formed by the many daily problems. These considerations are accentuated by the fact that the municipal administration, which should represent people's needs within the technical bureaucratic structure of which they are a part of, for various reasons, is not yet accustomed to the new relationship management/political body, so rather than indicating the objectives to be achieved and ensuring that they are by assigning the appropriate technical structures, the necessary equipment and human resources they tend to worry on how to achieve the objectives and by so doing interfere with the technical instrument thus taking upon themselves the

technical role. As a direct consequence, the Local Police operators live in a perpetual identity crisis due to the fact that a law has never been made to put them on the same level of the other police forces and that the legislation does not provide a well-defined and precise role.

The first objective is therefore constituted by the harmonisation of the relationship between the Local Police and the local residents in order to:

- provide better services in the knowledge that the relationship with the people is an integral part of the service provided;
- Obtain the best working conditions.

Only by so doing The Local Police will be able to represent the true "Proximity Police" by applying the principle of subsidiarity also in the context of security hence boosting the sense of perceived security. This will ensure "Urban Safety," one of the modern rights of city residents.

It is necessary to activate a real marketing plan on Security Policies in general and on Local Police Activities in particular. This plan should detect, investigate and carefully analyse the needs, requirements and expectations of the customer/ citizens. The key strategic point of public marketing companies is to consider citizens as customers. The marketing plan, will have to look upon the customers as through macro-lenses and be followed-up by customer relationship management in other words, a process through which the public company manages interactions with users of the service. Through this instrument the rapport is personalized and citizens get a "tailored to fit", feeling that there is an effective response to their needs. The customer relationship management will manage the front office, which today, in most cases, is left to the greater or lesser professionalism of the individual on duty, and will provide in collecting data, in listening to the citizen's needs and in organising the most efficient, effective and economic instrumental and human answers.

The Local Police, having to deal with administrative irregularities, the most common ones, those considered "less" illegal, encounters enormous difficulties having to face the changed attitude of users, less and less respectful of rules and regulations.

It should be noted that the tendency to comply with certain behaviours on

behalf of citizens (such as those imposed by the Rode Code) is due to several factors, among which:

- A personal behaviour predisposed, in general, to the respect of rules and civil coexistence;
- A real awareness of the rules to respect;
- The existence of a positive social validation (mechanism by means of which we adopt behaviours similar to those of most people - if everybody follows a rule we will too, if no-one follows a rule neither will we);

The first factor clearly derives from a received education, and therefore cannot be changed in adulthood; behaviour patterns of human beings are in fact set when they have a young age and we can say that at the age of six years a child is already substantially formed under this aspect. With regard to this factor the Local Police has a minimum margin of intervention through actions of teaching respect for legality conducted within schools; such margin diminishes accordingly to the rise of the student age group.

The second factor, although better approached at a young age with actions such as road safety education (actions in which it is necessary to invest) is also approachable on a general level, with information and training aimed at adult citizens.

As for the third factor, which instead derives from a social truth, and is the most powerful factor to influence human behaviour, we must ask ourselves whether there might be a way, other than repression to be able to manipulate it.

We must ask ourselves whether we can act on the mechanism of social validation in order to ensure that this can help in enforcing the rules. In other words, is it possible to change the behaviour of individuals in adulthood also by using ways and means other than repression?

The answer is: "*social marketing*".

Thanks to "*social marketing*" it is possible to induce effective, pervasive and persistent changes in human behaviour, reducing the need for repression. "*Social marketing*" as a use of "*marketing*" principles to influence human

behaviour in order to improve society or certain aspects of it, unfolds through the organisation of information campaigns able to modify the behaviour of the users. In particular people more easily adopt changes in their behaviour if such behaviour exhibits the following characteristics:

1. easily detectable advantages;
2. compatible with social standards;
3. not too complex;
4. can be "tried out" before finally adopting it;
5. If there is already someone else who has adopted it (better if a famous "testimonial").

For example (very trivial): the behaviour of wearing a seat belt can be increased by a communication campaign, which shows that:

1. if you don't wear a seat belt, in the event of an accident, insurance companies will not pay;
2. Wearing a seat belt is easy and doesn't disturb your driving ;
3. a famous formula one pilot claiming he always wears a seat belt.

It is in the hands of skill of the Local Police to put into practice institutional communication measures aimed at changing the behaviour of users, these actions can use traditional channels such as:

- Internet;
- Monthly Journal (issued by the municipality)
- Pamphlets (illustrating the various specific initiatives)

and also non traditional, innovative channels such as:

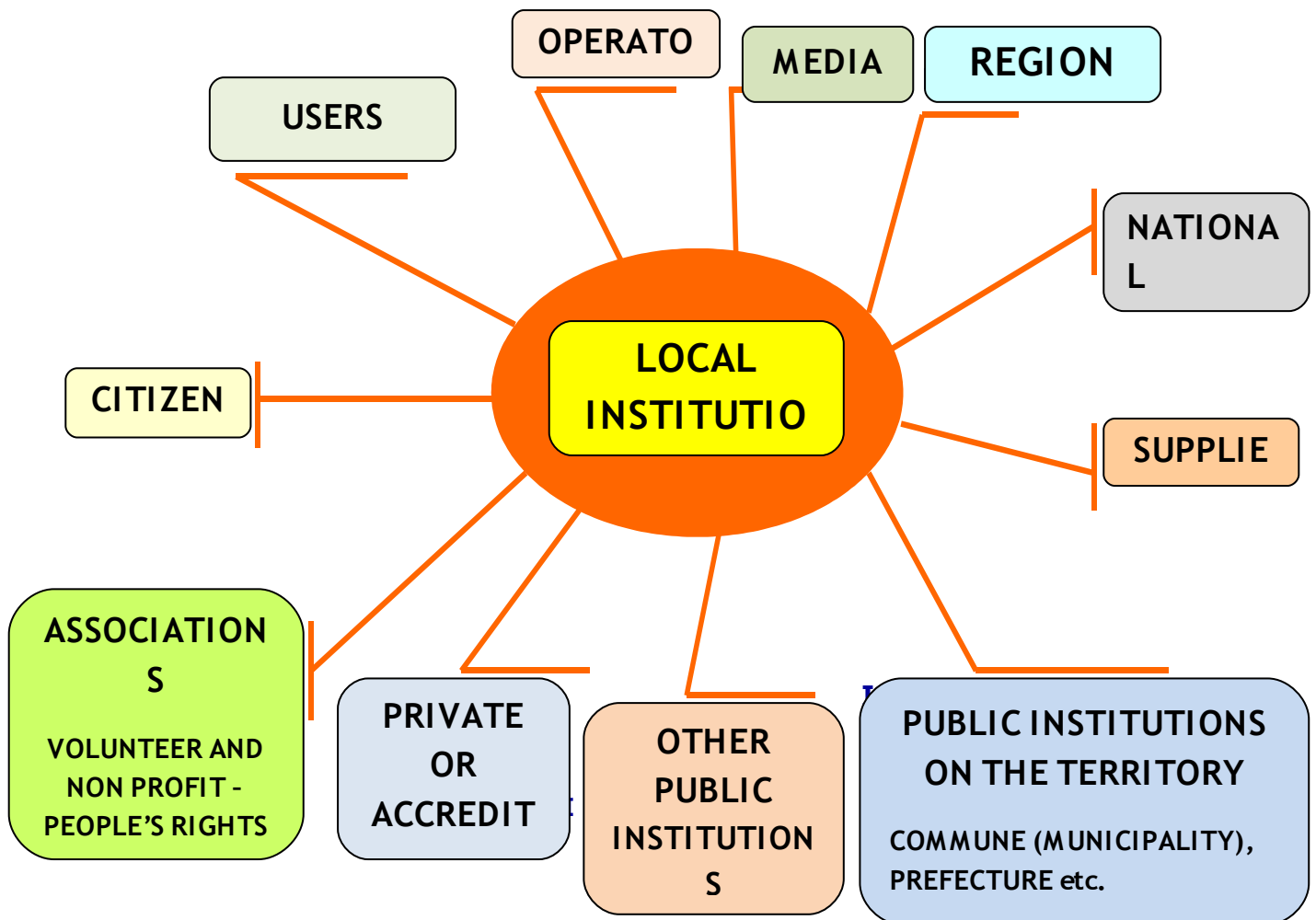
- Stands and info-points in occasion of public and theme events;
- Advertising at cinemas and on T.V.;
- Gadget distribution.

Moreover, these operations of "social marketing", to have greater effect, should be conducted on a national scale, or at least inter-communal (among a number of municipalities), especially when they concern the adoption of general behaviour, valid not only for the single municipality.

The advantages of such model aimed at creating partnerships between institutions can be summarized as follows: firstly, every institution is directly accountable for resolving its own problems in a specific context and secondly, in case of similar problems, each institution must mutually make available and agree upon the solutions considered to be best (creating synergies of knowledge). Thirdly, in the presence of common problems, a standardized, shared system is activated seeking economies of scale and / or specialisation. An institutional and administrative model based on the concept of "shared system" may represent the solution to ensure flexibility and autonomy of action to local authorities and at the same time be adaptable to specific single needs and therefore useful to everyone. Such model can be applied to certain services carried out by the Local Police because it is capable of safeguarding the autonomy and at the same time able to create synergies, this is possible through the creation of professional skills and the adoption of instruments such as:

- the specification of roles, the definition of operation rules and especially of the "functional" responsibilities of everyone with respect to their objectives;
- the introduction of tools that foster collaboration (e.g. conventions, agreements);
- access to information;
- possession of tools to measure results related to the effectiveness of operations, efficiency in the use of resources and cost management.

The Local police Forces have launched their own process of change through the creation of a network of institutional actors characterized by shared goals and values.



Comparative considerations:

1. The collection of data relating to the criminal scenario, conceived as background to a more general analysis defining the need for security expressed by the community, was conducted to identify which (in their own contexts of reference) may be the peculiarities and which the points

in common existing among the POLIFORME project partners. However, an accurate comparison on the typology of crimes committed, although appropriate for a deeper understanding of the role to be played by the proximity operators, has not been conducted since it is not strictly instrumental in defining the competences and professional skills possessed.

2. Given this, it may be interesting to note how the analysis of the data presented in the French questionnaire reflected a criminal profile well detached from the emerging, recent and common sense of insecurity that today increasingly binds to the presence of foreign nationals on the territory. The French data allows us to envisage, with the limits of a research carried out using data only of the year 2006, the identity of the criminal. They are in fact criminals of national origin (without the possibility to distinguish whether local residents or not), in most cases males over 19 years of age. Of particular importance may be the observation of a high incidence of such profile relevant to the perpetration of serious crimes as murder. This is "confirmed" by an absolutely not statistically* significant element, present in the questionnaire on crimes in Spain.

* recognition of the year 2007 presented by the Policia Local de San Pedro del Pinatar.

3. By comparing the various realities of the POLIFORME project partner countries it is possible to observe that in France there is a deep and rooted attention regarding the tradition of Proximity Police. In fact, in France where the action of policing was inspired by the Declaration of Man and the Citizen Rights in 1879 for some time there was among its police the "Ilote" while the figure of proximity policeman - "Police de proximité" appeared for the first time in France in 1995 with the approval of the law on Programming and Security (LOPS) which defined the role and mission of the Police. The French legislation, on the matter of proximity police, has suffered a setback following the April 2002 elections, Nicolas Sarkozy (at the time Interior Minister) developed a new strategy with the subsequent restructuring of the police system. However, by decree n. 735 (August 2003) The Code of Ethics of Municipal Police Operators was issued which, in general terms, ensures respect for human rights regardless of social, ethnic origins or gender.

The code, which has no direct relationship with the Proximity Police is, in fact, only a code containing some general rules of conduct, and submits the Municipal Police to the municipal hierarchy of the Mayor.

4. The experience of Spain is interesting in relation to the presence of a major decentralization of powers. In fact, besides the presence of the two national Corps the National Police Forces and the Guardia Civil, there are some autonomous police forces, as the Mossos d'Esquadra, the Ertzaintza and the Police Foral de Navarra, together with the Local or Municipal Police Forces. The map of the Spanish Police is completed with the police units ascribed to the National Police Corps of Autonomous Governments of Galicia, Valencia, Andalucía and Asturias. The creation of such bodies has also been planned in the Autonomous Communities of Aragon and the Canary Islands. The legislation rules referring to the Spanish security system are to be found in the Organic Law n. 2 of March 13th 1986 which, among other issues, rules on the fundamental aspects of the organisation and the functioning of the Local Police, it establishes the precepts that affect the exercise of autonomous competence in connection with the Local Police Corps, the coordination arrangements, the legislation relating to its creation and the statutory cooperation scheme. The strong connotation of the Spanish legislation heavily based on principles of decentralisation of the security activities may appear to be peculiar. However, there are also local norms which provide in regulating activities related to safety standards as local Law n. 4 of July 22nd 1998 on the "Coordination of Local Police Forces in the region of Murcia".
5. In Spain, local ruling has placed particular emphasis on the need to standardize Local Police Force training and for such reason wide-ranging training courses have been elaborated and adopted. Following are some of the most successful training modules: "*The prevention of violence against women*", "*The fight against organized crime*", but also efforts to acquire knowledge on safety devices to be adopted during public events, concerts or other public happenings together with the acquisition of appropriate "*conflict resolution and public relations techniques*". These activities are carried out by the School of Local Police of the Murcia region and represent the means through which, the Directorate General of Local Administration pushes towards the homogenisation of

knowledge/know-how, contributing to the formation of the Local Police in the region both in terms of selection and in terms of upgrading/modernization.

6. In Turkey the range of action of the Municipal Police is clearly defined in the "Turkish National Police Community Policing Service Standards", (Interior Ministry Circular n. 49). The complexity of activities carried out by the Local Police is particularly evident in the legislation reference with the great variety and variability of activities that the Local Police is called upon to perform, this is particularly evident in Italy, France and Spain.
7. The Italian legislation on local security is rooted in the Law n. 65 dated 11/03/1986, "Framework Law on Municipal Police" which represented a big step forward by putting precise poles in the matter of Municipal Police. Unfortunately, the law has never been followed by an adequate harmonization of the existing legislation which in turn has never implemented the principles of Law n. 65/86. The turning point for the Local Police was set up in the 90's with law n. 142/90: the direct election of the Mayor leading to a base push process, the citizen considers the Mayor the contact person for the solution of everyday life problems and addresses him his demand for urban security in its broadest sense. The centrality of the Mayor's role emerges also from the French report in fact, Law n. 297 dated March 5th 2007 on "The prevention of criminal activity" specifies that the Mayor must be informed on crime in his territory by the responsible of the Local Police or Gendarmerie and in putting particular emphasis on prevention envisages that the policy of crime prevention is directly dependent on the Mayor. The institutional role of the Mayor is also fundamental within the reality of the Spanish legislation, since he (or a delegated councillor) is the commander of the Local Police Force and he exercises his authority over members of the Special Unit through the Commanders of the Force. A peculiar feature in the French system is the periodic review of the places where the Proximity Police operate on the basis of statistical data on crime and insecurity, while in Turkey the sub-task areas are determined on the basis of general conditions criteria for example conditions of risk, higher crime rate with respect to the national average, a mobility of the population exceeding 10% etc.

8. The study of the various realities shows the strong emphasis placed by all project partner countries on the need/necessity to train operators able, through the most possibly direct relationship with citizens, to collect and interpret an enormous amount of information indispensable for an appropriate management of the critical areas of intervention where the strengthening of population support activities and the repression of crime result being most necessary. However, among the partner countries, Spain appears to be the country in which Local Police training schemes are most formalized.
9. The POLIFORME project partner countries underline the universal need to involve in the creating of the Proximity Police operator the local institutions and the citizens, particularly important in this regard appears to be the French prediction of Article 30 - Law n. 297 dated March 5th 2007 according to which a police service on the basis of voluntary participation of citizens is created, by so doing the strengthening of the tie between the Nation and the National Police Force will be promoted creating solidarity, social mediation and awareness towards compliance with the law.
10. To pursue the objective of a increasingly wider and multifaceted concept of security necessarily leads to doing research, on behalf of the relevant institutional actors, to a proactive and indicative cooperation with other institutions on the territory. However, what emerges most prevalent is the need to create a connective tissue with other organizations and institutions that do not have the express role of promoters and guardians of security, but which nevertheless occupy an important position in its promotion. In this regard the Spanish experiences appear significant where the creation of a safe city also passes through the prevention of early school leaving implemented in secondary schools, and extended to primary schools in 2007. The project, launched in April 2006, was developed in collaboration with the NGO "Beccarla" (Leganés) and through the conciliation between schoolchildren, educators and families, it tries to prevent and avoid early school leavers.
11. Another significant collaboration is one between the Interior Ministry and Amnesty International to train members of the Police and Civil Guard on legal and operational aspects related to the theme of human rights and

their implementation by the police. The French experience, in this regard does not appear to be of particular interest, where generally there is no institutionalization of relations between the Proximity Police and the other social institutions. However, there is a strong culture of agreements, in fact, since October 1997 Agreements on Local Security (CLS) have been activated later followed by the Local Councils for Security and Crime Prevention (CLSPD). This tool enables to ensure a lasting practice of agreements between various social institutions and the Proximity Police.

12. It is important to respect the necessity of establishing lasting relationships between CLS and the Committees for the expansion of Communes (CVD), because the Proximity Police and the integrated security policies engage various actors of civil society, political, administrative and security role players.
13. Also from the analysis of data provided by Spain emerges the necessity to establish alliances with local political authorities - the municipalities etc.. -- with the existing social bodies in the area or in the district, with private companies and enterprises, community groups, etc.. The Proximity groups of each Proximity Police Station work in coordination with the officials of the Public Relations Offices whose prime task is to promote the channels of communication and relations with the associations on the territory.