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SEGURIDAD CIUDADANA EN LA CIUDAD  
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PROGRAMA URB-AL DE LA COMISIÓN EUROPEA

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# Seguridad Ciudadana en la Ciudad

■ BASED DOCUMENT  
NETWORK 14  
PUBLIC SAFETY IN THE CITY  
URB-AL PROGRAM  
THE EUROPEAN COMMISSION

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The present text in the Network – 14 based document, “Public Safety in the city”, that corresponds at the second stage of the URB-AL program. This is a decentralized cooperative program of the European Commission with Latin America.

Its presentation is the framework of the network’s work and be presented in its launching Seminar, that will be carried out on October 8, 9 and 10<sup>th</sup>, 2003 in Valparaíso.

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We give to all of them our sincerely thanks for all their works.

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<sup>1</sup> This examples come from a study made in the year 2001 by the European Forum for the Urban Security (J.P. Buffat), with the support of the European comisión (General Direction of Employment and Social affaire): “*The cooperative and contractual policies ¿Do they favour a global and integrated focus of the fight against the social exclusion?*”

## **URBAL PROGRAM**

### **NETWORK 14: "Public Safety in the City"**

#### **1. PRESENTATION**

##### **1.1 VALPARAISO, OUR DEVELOPMENT**

The city of Valparaiso is located in the central coast of the Continental Chilean territory, is located in the Fifth Region of Chile, and has approximately 295.000 inhabitants. It is one of the biggest and old cities of the country.

Valparaiso is without doubt a special city, as much by its topographic, physical and city-planning aspect, as by its history and its traditions. From its origins it was defined in the complement of two factors that through the time were determining its profile. These were, their urban character and the harbour activity, reason why it can be said that from its birth, it had been structuring around the duality of being, at the same time city-port, this gave a peculiar development to the town, granting to it fame of Bohemian and cosmopolitan city.

Historically, this city has been the strategic place where have been born the greater innovations that our Latin American societies display in its process of modernization. "In Valparaiso, its history registers numerous events that confirm their nature of being innovators and pioneer. Valparaiso like first port of Chile and of the Pacific, first in having steamed navigation, pioneer in electrical and horse streetcars, first in having telegraphs, telephone networks, drinking water system, the press, the creation of "El Mercurio" newspaper, the first TV transmissions of the country, etc.

In spite of these great achievements, and the accelerated process of development, with its respective migrations, plus the opening of the Panama Canal and the harbour modernization, were gradually triggering social problems that today constitute the high-priority center of intervention at level of the municipal government; like poverty, unemployment, violence and the lack of opportunities to our local population.

Today Valparaiso began to be part of the List of World-wide Heritage, "Valparaiso is an exceptional testimony of the early phase of globalization of the advanced XIX century, when in addition it become the commercial port leader of the shipping routes of the coast of the Pacific of South America."

##### **1.2.- VALPARAISO AND THE PUBLIC SAFETY, ITS STRATEGIES AND ACHIEVEMENTS**

In 1995, the Valparaiso Town Council incorporated explicitly in its Plan of Municipal Development strategic aims that proposed to improve the levels of public safety.

The guiding principles of the strategic aims to improve the public safety in Valparaiso have been the following ones:

- ✓ Support to the institutional and social processes that fortify the relationships of confidence between the police and the community.

- ✓ Incentive to the projects and actions that fortify the relationships of solidarity in common relations between neighbours.
- ✓ Promotion of the local self - management of projects and actions of recovery of public spaces.
- ✓ Creation of instances of citizen participation for the definition of social projects and actions that improve the security in neighbourhoods. A policy of public safety does not acquire the democratic characteristic by the only fact of being generated from a democratic authority. To approach the scope of the fears and the insecurities of the people requires a coordination with the citizens.
- ✓ Understanding that the public safety does not limit the action and evolution of the delinquency, but that involves a complex set of dimensions that demand systematic processes of knowledge production; considering that some of such dimensions are located outside of the citizen visibility, for example: the intrafamiliar violence.
- ✓ Validation of a policy of public safety that demands simultaneous and multiple efforts to constitute itself in a generating intervention of impacts: To the aspects already indicated, it has to be added the necessary intersectorial coordination of the policies and governmental programs; as well as the agreement between public, nongovernmental and social actors.
- ✓ Including the thematic of the public safety in the contents of the training activities directed to municipal employees and leaders of social organizations.
- ✓ Assessment of the experiences interchanges with other cities.
- ✓ Finally, definition of a policy conceived for the group of citizens, considering specially as one of its objectives, the overcoming of any discriminatory or violent attitude that some sector promotes against another one in the name of the security.

As expression of the previous topic, from the year 2001 and to the year 2005, the Town Council of Valparaiso executes, with the support of the Department of the Interior, a Program of Public Safety that has fixed its center in the social or communitarian construction of the public safety.

The Public Safety Program of Valparaiso, explains the criteria exposed in the previous point and, in addition, it assumes the following considerations:

First: The areas of the lack of safety on our streets that have to be faced locally must be expression of effective processes of participation of the citizens.

Second: The lack of safety on the streets is not related only with the occurrence of crimes, and its reduction requires specific programmatic points.

Third: The association of the citizens is significantly valued and the transversal way of the public safety thematic is promoted.

Fourth: It must be generated new and better practices oriented to the pacific resolution of conflicts between the residents, as well as between the inhabitants and the institutions.

In order to assume the direction of the Program, the Town Council of Valparaiso constituted a Municipal Council of Public Safety. This Public Safety Council has been defined as a space of meeting and coordination of the different actors involved in the thematic; at the present time there are the representatives of the police, neighbouring organizations, the Chambers of Commerce, universities, youth organizations, the student organizations, the sport clubs, the NGO's and the Town Council.

The Program considers three stages: the elaboration of cooperative diagnoses, the definition of a Municipal Plan and the administration of a Fund that finances projects.

On the one hand, for the elaboration of the Diagnosis and the Municipal Plan the cooperative methodology has been privileged, operated by systematic meetings to the territorial and functional organizations of the city, with which self-diagnosis workshops have been developed.

Also it has been made the first study of crime perception and victims; survey that allowed to establish previous the subjective and objective conditions at the beginning of the Program and that will allow to evaluate the impacts of the Program after its second year.

With these different diagnostic approaches, it has been technically possible to incorporate in the municipal policy the perceptions of lack of safety in the streets and simultaneously to establish the relationships with frequency indicators of crimes and victims.

### **1.3.- THE NETWORK 14**

Valparaiso is the coordinating city of the Thematic Network N°14, Public Safety in the City of the URBAL Program of decentralized cooperation of the European Commission with Latin America.

The general mission of the NETWORK is to fortify the capacities of management in the field of the public safety, of the local, European and Latin American organizations by the interchange of experiences and the diffusion and application of "suitable practice."

The Network includes Latin American and European<sup>2</sup> cities and institutions that within the framework of the Program, in relation to their territorial urban affinities, and/or thematic, will establish strategic alliances for the formulation, the management and the execution of innovative and common projects.

For the Network N°14, to obtain safe cities with safe inhabitants allows to work on the group of causal or associated factors to the urban violence,<sup>3</sup> among them the related ones to the crimes, noncitizen offence and behaviours.

The Network<sup>4</sup> approaches the problematic of the public safety, from the perspective of the preventive policies that can develop the local governments to improve the objective and subjective security of the inhabitants - people, families, neighbourhoods and community of our large cities, doing of these places heterogeneous of inclusion, respectful and hospitable. From our perspective the security cannot be obtained promoting fanaticisms, racism or discriminatory practices of social exclusion, either young people as drug addicts, immigrants, the poor or ethnic minorities, among others.

The Network is against to the criminalization of the poverty and/or the migration; and it assumes that the social conflicts must be solved at the interior of the community in a pacific way. The Network helps the coproduction of security, where participate altogether, public authorities, police, public and private institutions and the community participate in a democratic way.

#### 1.4.- STRUCTURE OF THE BASED DOCUMENT

The based document about Public Safety in the City has been drafted according to a methodological structure that allows to be developing a logical process. First, it is defined the problematic, it is conceptualize to have a common device of discussion. Later, it is made a brief

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<sup>2</sup> From Bélgica, Amberes and Bruselas Region; from España, Albacete, Viladecans, Barcelona, Bilbao, Santa Cruz de Tenerife, Donostia - San Sebastián, Alcobendas, Madrid, Valencia, Valdemoro, Getafe, Lleida, Granada, Gijón, Badalona, La Linea De La Concepción, Málaga; De Francia, Lyon, Nanterre, Rennes, Marseilla, Lamentin; De Italia, Asti, Venecia, Trento, Monterotondo, Padova, Provincia di Padova, Génova, Región de Sardeña, Region del Veneto, Provincia de Treviso, Provincia de Luca, Region Toscana, Region Marche, Comune de Perugia, Provincia de Prato; De Portugal, Vila Real de Santo Antonio, Loures, Guimarães; De Argentina, Gobierno de Mendoza, Malvinas Argentinas, Buenos Aires, San Isidro, Rosario, Córdoba; De Bolivia, La Paz, Cochabamba, Río Claro; De Brasil, Rio De Janeiro, Juiz de Fora, Goiania, Vitoria, Belem, Piracicaba, Sao Caetano Do Sul, Belo Horizonte, Diadema, Campinas, Uberlandia, Macaé, Foz de Iguazu, Florianopolis, Sao Paulo, Feria de Santana, Juazeiro, Santos, Santo André, Guarulhos, Araguari, Porto Alegre; De Chile, Purranque, Calama, Copiapó, Coronel, Viña Del Mar, San Pedro de la Paz, Maule, Maullín, San Ramón, Lo Espejo, La Pintana, El Bosque, San Joaquín; De Colombia, Manizales, Gobernación de Risaralda Santa Marta, San Juan de Pasto, Barranquilla, Neiva; De Costa Rica, Cantón de Abangares, San José; De Cuba, La Habana; De El Salvador, San Salvador, Nueva San Salvador, Acajutla, Antiguo Cuscatlan, Sensuntepeque; De Ecuador, Sucre Bahía de Carquis, Quito, Guayaquil; De Guatemala, Antigua Guatemala; De Honduras, Yoro; De México, Chilpancingo de los Bravo Guerrero, Corregidora Querétaro, Benito Juárez, Distrito Federal, Guadalajara, Tlalnepantla de Baz, Puebla, Manzanillo, Guanajuato, Cañitas de Felipe Pescador, La Heróica Villa de San Antonino Castillo Velasco, Teziutlán, Tapachula, Teotitlan de Flores Magon, Pihuamo, Oteapan, Oaxaca de Juárez, Carlos A. Carrillo, Ixhuatlan de Madero, Atlequizayan; De Nicaragua, De la Concepción; De Panamá, David; De Paraguay, Asunción; De Perú, Lima, Municipalidad de Barranca, Lince; De Uruguay, Montevideo, Salto; De Venezuela, Maracaibo. Los organismos asociados son: Federación de Municipios de Centro América (Femica), Universidad de Valparaíso, Foro Latinoamericano para la Seguridad Urbana y la Democracia (FLASUD), SUR, Corporación de Estudios Sociales y Educación, Espiral Entitat de Serveis asc., U. Nacional de Rosario, C.de Educ Guaman Poma de Ayala PE, Politecnico de Milano, milano it, dpto de arquitectura y planificación, Forum Europeo para la Seguridad Urbana, Universidad Nacional Del Nordeste, Cord. Para América L y el Caribe del Prog de Ges.Urbana PGU-ALC, Fundación SEPA(Servide Estudios Proyectos y Analisis), Arci Cultura e Sviluppo, Centro de Estudios en Seguridad Ciudadana U. De Chile

<sup>3</sup> It is included, among others, the insecurity product of the danger of the automobile, as well as related to the lack of access to repair or the natural catastrophes systems protection.

<sup>4</sup> In general terms, we adhered to the contents of the "Manifesto of Cities: Security and Democracy "of Naples 2000, the Forum European by the Urban Security, adapted and signed, soon (2001) by the Latin American Forum of Citizen Security and Democracy.

descriptive analysis of the contextual reality that affects the western societies. From that moment in ahead it is diagnosed the situation of the lack of safety in the streets in the Latin American and European region. Later to know the public policies implemented by the local governments with its respective practical experiences. Knowing by this way the strategies used to fight against violence and the delinquency to the interior of the cities. Strategies that finally will conform the subjects of debate and future projection for the implementation of new local practices for the decrease of the lack of safety in the streets.

### **Synoptic chart**

- 1.- Definition of Public safety.
- 2.- Social Phenomena that negatively affect the evolution of our cities.
- 3.- Violence and Criminality in Latin America and Europe
- 4.- Europe, strategies and implemented practices of public safety.
- 5.- Latin America, strategies and implemented practices of public safety.
- 6.- Strategic lines of cooperation.

## **2. AROUND WHAT SOCIAL FACTORS IT HAS BEEN CONSTRUCTED THE DIMENSION OF PUBLIC SAFETY IN THE POPULATION OF OUR CITIES?**

When we refer to a lot of meanings that entails word - Human Security - we must to ask how we constructed the security in our daily lives, around what individual and sociocultural factors we defined our security, the one of our family groups, our works, our city, the territorial place by which we moved daily, how we constructed a social fabric able to respond a joint way, like community, to the needs of security and protection that we required as citizens.

The idea is more or less similar that the definition that almost all we have of security, something like not to fear to a violent aggression, to feel that physical integrity is respected, to be able to enjoy the privacy of the home without fear to be assaulted, to be able to walk calmly along the streets, without fearing a robbery or an aggression, trusting the other members of my community, etc. Apparently, its definition is enough wide – ranging of which we think and it is part of the world-wide report of human development of 1994: "When we speak of public safety or public security we make reference to a wide dimension than the mere physical survival. The security is a cultural creation that today implies an egalitarian form (non-hierarchical) of sociability, a field shared freely by everybody. This form of **civilized treatment** represents the foundation in order to each person can unfold its subjectivity in interaction with the others. It is in game not only the life of the individual person, but also the society."

The fear to the common crime or the violence has a long history, but it reaches alarming dimensions as a result of the urbanization processes and industrialization. The violence is transferred from the countryside to the city, where the uprooting of the emigrants, the social inequalities and the labor instability favour the delinquency. Authors of the beginning of the century emphasize how the febrile work foments the disorganization of the traditional family, the abandonment of children and the massive appearance of stockers and beggars. All of this emphasized by the alcoholism and frequent impunity. The fear caused by the deterioration of the old order of coexistence takes form in the called "dangerous classes". More than the criminality (mentioned) it is the violence (diffuse) the one that prints the virulence of the "social matters".

Our societies have been generating diverse tools and strategies to control the delinquency, the violence (in its different modalities), and generate social systems that assure the social order. We know that historically the strategies of social control have been rather repressive and coercive order. Now our vision of future in the thematic has a new direction, where the prevention, the citizen participation, the opening of public spaces public by the implementation of development programs constitutes the greater challenges to treat the thematic, putting emphasis in increasing the access to justice that most vulnerable citizens of our societies have.

## 2.1 Local Government and public safety

The city is the place where the contradictions and the tensions of modernity are expressed. The Local Government, of cities or municipalities, fulfils an important role in the social and economic development of the territory because it is the instance of government that it is nearer to the people, therefore the one which can gather with greater facility its aspirations and needs, as well as to react with greater flexibility in the presence of its demands, maintaining good communication channels, which assures better levels of confidence and diminishes the conflicts.

The local authorities, that have the democratic legitimacy, have the job in the first place in assuring the social cohesion between the inhabitants and, therefore, between its territories. One of the requirements to make reality the advantages of the Local Governments consists of promoting the participation of the community in all its levels, from the information through the opinion, challenging and evaluation, to exercise of the decision. In fact, the participation is the central dimension in the relationship between the civil society and the State. The participation emphasizes, within other great contributions that are recognized to it at the present time, to constitute one of the pillars of the management<sup>5</sup> and why its exercise is detected by academic and politicians as a form to increase the capital or corporate assets<sup>6</sup> of a locality, region or country.

A policy of public safety developed from the Local Governments, must understand the specific forms that the citizens, of a city or commune, must to include, to feel, and to imagine the violence, unemployment, the diseases, among others. It is from extreme importance of understanding and of acting on the perceptions with the objective to know the aspects that more disturb the citizens, to diminish its fears, and to fortify the credibility of the social institutions.

On the other hand, in the objective scope of the problem is has to take part on the most important factors of risk, for example: the carrying and use of firearms, the excessive alcohol and drugs

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<sup>5</sup> Term that comes from the theoretical tradition of Anglo-Saxon political science and is used like measurement of social development. The World Bank defines it as the way in which the power in the handling of the economic and social resources for the development is exerted, referring it not only to the power of the governments, but who also to the one of the civil society and the market. The stability, maturity and confidence that a certain social system can offer that it observes to him, is related to the form in which this it manages to solve the always present social conflicts. The ability demonstrated by a social system to solve conflicts, is an expression of good government, an approach to one better distribution of the power, and therefore of one better form of final distribution of the benefits and social costs.

<sup>6</sup> It includes a set of uses, customs and norms that define the degree of loyalty, solidarity and interchange between families, districts or regions. One talks about the capacities, abilities of learning, necessary so that a society is developed economic and socially. The share capital, as well as the economic one can stay, be increased or be lost. The share capital and economic very is related. A bad economic distribution affects the possibility of establishing and of fortifying the share capital. When the communities become impoverished, while others become rich their reserve of share capital erodes, diminishes the confidence and the networks of reproduction that facilitate the mutual cooperation in benefit of the community. Social Moser, Caroline (1996) Urban Poverty, policies and sort in a context of economic crisis. Slumses, poverty and sort. Santiago.

consumption, the exhibition to violence in mass media, the education in values and norms of answer to the social conflicts, among others.

## **2.2.- What social phenomena constitute the problematic that determine the development of unsafety, threatened and vulnerable cities?**

### **2.2.1 View and segmented action in the territory**

A common problem of the public and private institutions of our cities, of which the organisms in charged to offer security to the inhabitants do not escape, it is the lack of coordination of the efforts and the lack of a vision of city.

Although the subject of the public safety is common to all the national territory, the problems of increasing citizen insecurity result of the use and abuse of the violence, mainly occur in the great cities or intermediate cities, in many of which an over position of powers exists: Central government, local governments, and of the different public and private institutions that they acts.

The main metropolitan cities and many intermediate cities in Latin America, present/display a significant tendency to the population increase. Consequently, we can assume a tendency of expansion of its urban areas, those that will exceed different territorial limits (in some cases, communal; in others, provincial), creating problems of coordination, superposition of competitions and loss of comparative advantages of the urban build-ups.

In general, the problems of our cities are approached sectorially (house, water, electricity, highways, security, education, health), or are concentrated in smaller units, like the communes. Nevertheless, for cities constituted by more than a commune or in process of conurbation, the management of the city as pluricomunal unit - this is, as metropolitan area does not constitute the common sense neither of the authorities, nor of the public and private institutions, nor of the common citizen. The predominant rationality recognizes the problems by sectors, or in the field of the district or the commune, but not indeed in a greater territorial dimension<sup>7</sup>.

The paradox is that although most of the problems in the city are approached in segments or sectorially in little units of territory is not possible to solve them of that way. The security is a good example of it. Of all it is known, for example, that in the case of the crimes against the property, that constitute more than 70% of the total crimes in the cities, the places where is broken the law, where the objects are commercialized and where the people that commit the crimes reside are not the same. Additionally, the movement of the crimes is a variable that implies the coordination at a greater level than a unit.

### **2.2.2 Privatization of the city**

Our cities lose their public spaces, because they are privatized. In Latin America, we talk about of dual cities<sup>8</sup>, where the cosmopolitan and globalized large city coexists with the poor, marginalized and criminalized. They characterize themselves by their extension, its high socioeconomic segregation, and its monocentrism, or when exists more than one of a center, by the unequal distribution of goods and services.

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<sup>7</sup> Oviedo y Rodríguez (2001), Gestión urbana y gobierno de áreas metropolitanas. Serie Medio ambiente y desarrollo. División de Medio Ambiente y Asentamientos Humanos, Santiago de Chile.

<sup>8</sup> During years 80 and 90, the sociological Literature of the U.S.A. and Latin America used the metaphor of the dual city to describe the effects of the economic polarization in the territory.

In Latin America, to the city of the expensive restaurants, financial centers and luxury hotels, it is the opposite side: the reality of the villages or shanty town. The sporadic crimes of the exuberant city, mainly against the property, contrast with the violent sound of the bullets, assaults, the invasion of the drug and the state violence of the abandoned city<sup>9</sup>.

As much in Europe as in Latin America, the cities, more and more, tend to be functional places to the work and dysfunctional to the needs of social encounter - between heterogeneous people -, relaxation, or rest. The family goes to malls – now the public squares -, supermarkets or chains of restaurants, where they have to conciliate the walk, the recreation, with the consumption. In these places the contact occurs between equal, in a controlled and protected environment.

Our cities are complex. In these cities different human groups coexist with different styles of life, growing the production and distribution of goods and services socioeconomically segmented. The speed and the fragmentation mark the social life.

In almost all the countries of Europe a constant diminution of the number of crimes related to the address is observed; despite proportionally increase the crimes in the public places, in the street, in places destined to recreation and leisure. The public places in the European cities are faced manifestations of aggressiveness and violence more and more opened. Coincidentally with the increase of this type of conducts, the technical and political authorities, designers and executors of the public policies, seem to have left these places. They do not present ideas, they neglect the city and its paper like the place to make possible the social bond<sup>10</sup>.

The cities when losing their spaces of social interaction, of reciprocal determination of their inhabitants, where the collective identity is constructed, increase the perception of insecurity. The importance of the public places has been outstanding by authors like Oscar Newman and Bill Hillier. For Newman, the social control of the public space - defensible space - is basic to solve the problem of the vulnerability of the residential zones, the families, the person. Hillier considers important the existence of a public space of encounter, of co presence, for the development of a healthy community. The natural control of the public space occurs by the presence of the people in the streets, squares and passages, among others<sup>11</sup>.

### 2.2.3 Urban Segregation

The prelude to an important part of the violent attitudes and violent conducts of our countries are the situations of unemployment, poverty, social exclusion, marginality and, all their context, which it causes an indignity sense<sup>12</sup>.

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<sup>9</sup> A good book that relates this reality accurately, by means of ethnographic pictures, is: Wacquant L (2001). *Parias Urbanos. Marginalidad en la ciudad a comienzos del milenio*. Manantial, Buenos Aires, Argentina

<sup>10</sup> Most of the social professions or of those associates to the public maintenance of order in Europe, they are exerted in way reactivated and in closed offices. This must be transformed; a great change in forward edge of the public service is required. It is necessary to reconstruct the esteem by the public, from the entrance of the buildings, happening through the "maintenances", the commerce and the transport, to the cultural centers. The action cannot be reduced to certain districts, but that it must reach to all the city without distinction.

<sup>11</sup> Greene M. (1999). Vulnerabilidad al delito en el espacio residencial: un enfoque configuracional. En Ministerio de Vivienda y Urbanismo (1999). *Espacio urbano, vivienda y seguridad ciudadana*. Santiago de Chile, pág. 20 y 21

<sup>12</sup> In Latin America, the persistent existence of handbags of extreme poverty and misery in the cities, together with economic scenes of inflation, national markets restricted and instability in the rules of the economic game, constitutes one of the main factors associated to the insecurity of the inhabitants.

The ghettos, extra wall places of the city, where inhabit minorities (sometimes very numerous), borned in our cities as result of the triple action of the poverty, the inequality and the social segregation. The life in those conditions has as consequence the crystallization of values, uses, customs and norms, of social disintegration, typically urban character.

The cities are segregated by different causes: physics, functional, economic or cultural, the geographic features, the peculiarities of the economic<sup>13</sup> and residential<sup>14</sup> activities, the differences of personal and familiar income, as well as the age particularities<sup>15</sup>, ideological<sup>16</sup> or ethnic particularities, affect the characteristics of the zones of the city. Although, all the previous it can be assumed as part of the diverse character of the city, in our present world, works as a way to distinguish and to separate the social groups according to its possibilities of access to the group of goods and services that the city provides. The case of “favelas” of Rio<sup>17</sup> shows how a process of insubstantial urbanization, favoured by the winding topography of its “morros”, that took care during decades only of “the formal” part of the city, can cause a physical-social dynamics of tolerated, allowed, whose result is a city divided between asphalt - formal city and morro - informal city -, each one with its own logics, its codes, its laws, that produces insecurity in all the citizens.

Investigations of the area<sup>18</sup> establish that exists correlation between a high segregation and the presence of urban problems of functional order like the distance and accessibility, as well as of social integration, like the offence and crimes. In segregated cities from an economic and social point of view, the fear increases, mainly, in its public spaces. In these places, the insecurity sensation means a low interaction between the inhabitants of different social layers.

Today, the violent crimes have greater visibility in the cities. The influence of mass media - newspapers, radio, television -, in the perceptions of the inhabitants are unquestionable. Nevertheless, it is not either possible to not know the existence of an increase of the insecurity, of the fear, that has affected the adoption of measures of self-protection and defence, like avoiding certain places, buying big dogs that bark strongly, to buy weapons, to surround the houses, to install alarm systems and/or cameras of monitoring, to contract private guards of security, between many others. The insecurity perception also has been accompanied - or like cause or effect -, of great changes in the space form of the cities, within these they emphasize new modalities of ordering of the private and public places.

In many cities around the world, the groups of high income, are living, working, buying and recreating in closed places, no longer have they made use of the streets and public spaces. These are given to people without house, the beggars and the children of the street. The people of high layer mobilize themselves in private cars, between their sophisticated departments or houses and their offices. Each place with parking, and complexes security systems<sup>19</sup>.

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<sup>13</sup> Industrial, financial, commercial activities, among others.

<sup>14</sup> For example, differences between houses of five or more floors.

<sup>15</sup> University, sport districts or for the third age are some examples.

<sup>16</sup> Sects, communities of artists, industrialists, or of those who share a style of common life, among others

<sup>17</sup> Favelas of Rio de Janeiro (Brazil) has its homonymous in the young districts of Lima (Peru) or Santiago (Chile). In European cities, of equal way it is possible to distinguish the urban zones of residence of inhabitants accommodated of the sectors of immigrants, for example.

<sup>18</sup> Sabatini F. (1999) “La segregación espacial y sus efectos sobre los pobres y la seguridad ciudadana”. En: Ministerio de Vivienda y Urbanismo. Espacio urbano, vivienda y seguridad ciudadana. Santiago de Chile.

<sup>19</sup> United Nations Centre for Human Settlements, Habitat (1996).

We can affirm that it is in a socially constructed territory - stigmatized, condemning, rejected of the rest of the city -, where takes place the subjectivism<sup>20</sup> of the individual and its links to specific subcultures. In the cases where the subcultures are mixed with the performance of criminal groups related to the drug traffic<sup>21</sup> and the practice of armed violence - often joint with the exercise of the police violence -, the conditions of progressive confinement for the life of the community are created. This prevents the development of the social participation and solidarity, essential characteristics of the popular districts of many of the Latin American cities. Under certain circumstances, the option by the violence is constituted as one of the only ways of social validation, of obtaining recognition and "professional" alternative for many adolescents and young people.

The inhabitants of the marginalized poor districts, where dangerous delinquent reside are doubly victimized. They are easy victims of its own delinquent neighbours and the society that stigmatized them: they do not have access to work, bank loans and credits of commercial houses, among others.

It contributes to the adoption of the violence in the marginal districts, the degradation of the work as social right. Without a work socially recognized, the individuals lose dignity, the constitution of its subjectivity is negatively affected, and its character is corroded<sup>22</sup>. The work constitutes a way of subliming the drives, a form of insertion of the individual in the society, that confers identity to him, allows him to construct social bows and it provides to him individual pleasure.

In many cases of these poor zones of the city, to the degradation of the work is jointed, the progressive loss of the protective sense and support of the family<sup>23</sup>, it turned, more and more, in a place of provisory and threatened interchanges.

The weakness of the role of the families, the loss of external communitarian support like the Schools, the fragility or non-existence of integrating social norms, generates a context for the development of violent attitudes and conducts. Important part of the predisposition to the crime of the children and popular young people turns out from a tendency to neutralize the effects of the undergone violence, simultaneously to find a place valued by its pairs and a wide social recognition, although it is only by the intimidation.

#### **2.2.4 Individualism and violence: distrust of the other**

We live in an individualistic, hedonistic and without guilt societies. The speed, the supply of the modern world displays as values the success, the courage and the fast triumph. Now it is time in which the feeling prevails to live in a time of fast changes, in a rampant world<sup>24</sup>.

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<sup>20</sup> "the objectives" values and norms in the cultural one of a society are not recognized like own, appear distant and diffuse. In marginalized social sets, the affirmation of the identity is an extremely difficult fact that it is obtained in groups of pairs characterized by his character of not-citizens and unmannerliness, reflected in his access to the work, as well as to the set of goods and services that the city offers: water, electricity, security and justice, among others.

<sup>21</sup> In contexts like the described ones, it is foreseeable that the social conflicts worsen and that factors as the drug trafficking adds new elements of instability. The drug trafficking has impacts on the local economies, as well as on the march of the political systems.

<sup>22</sup> To learn more about this topic see Senett Richard (2000) *The Corrosion of Character: The Personal Consequences of Work in the New Capitalism*. W.W. Norton & Company. EEUU.

<sup>23</sup> The family fulfils, between its roles, the one of being a social institution that offers relational stability to the subjects and it accompanies them in its process by early socialization.

<sup>24</sup> See Giddens Anthony (2000). *Un mundo desbocado. Los efectos de la globalización en nuestras vidas*. Taurus, Pensamientos, Madrid, España.

Part of the inhabitants of our planet benefits from the era of the globalization, the changes in the role of the family and the expansion of the democratic systems; the communication between people of the world become democratize with the use of the Internet, the women joins the labour world and gains equality spaces, the political parties coexists and collaborates more with the social movements, among others. We are in a world that allows living in a second the magician on the importance and the infinite thing. However, the opposed face of our times shows us countries where the democracy as well as other social institutions are fragile and the people are afraid and uncertain by the risk of losing the access to health, education, or to the peace.

The economic and cultural marginalized, as well as the immigrants or racial minorities representatives live in an exclusion world. The violence of the marginalized young people, for example, results from the shock between a society that announces the progress and tolerance, and a daily reality of *ghettos*<sup>25</sup>.

In relation to the individual, the speed of our time is associated to attitudes and conducts of anxiety<sup>26</sup> and addiction<sup>27</sup>. The "liberation of the unconscious", in its negative version, brings with itself the identity disorders<sup>28</sup>.

Many behaviours in the city incorporate greater violence. So it seems to be that after it is at least a common factor: the lower respect by the "other", the different one, the distant one, the other people's one. In some cases it can be the "poor", in others the "foreign", or the "old". The robberies finish with kidnappings, rapes and/or homicides; in the massive meetings like ones appreciated in the stadium and/or the musical concerts, aggressiveness is demonstrated; the dependent strong drug ingestion is associated to violent crimes.

In the West, the crimes become hardened, independently of which in some countries its frequency stays stable; additionally, the criminal conducts become non professional. A greater number of robberies is committed with firearms and the violence is not related necessarily to criminals<sup>29</sup>.

### 2.2.5 Insecurity and fear

The insecurity perception increase<sup>30</sup> and it is related directly to the fear. This restlessness feeling caused by a real or imaginary danger, affects the attitudes and behaviours of the population and in long term have effects in the values and norms of such. The fear, product of the feeling of insecurity in the city, causes that the inhabitants live limit situations with great psychic impact. The exhibition from people to situations that cause fear to them, that threatens them, influences in their quality of life and in

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<sup>25</sup> Lipovetsky G. (1986). *La era del vacío. Ensayos sobre el individualismo contemporáneo*. Anagrama, Colección Argumentos, Barcelona, España.

<sup>26</sup> Feeling to be continuously losing the great number of things that happen through outside of our lives. See Jean – Paul Fitoussi, Pierre Rosanvallon (1997), *La nueva era de las desigualdades*, Manantial, Buenos Aires, Argentina.

<sup>27</sup> The necessity to consume.

<sup>28</sup> The identity disorders are against the disorders of the repression, when in the societies prime the unconscious group, the norms, by on unconscious the individual one.

<sup>29</sup> Lipovetsky G. (1986) Op. Cit

<sup>30</sup> Information exists to support the affirmation of which the perception and the reality on the violence do not agree necessarily. The perception depends on many factors, between which they emphasize the personal experiences, the transmitted ones through the family, groups of pairs, or the mass media of masses, among others.

the adoption of measures little meditated and unsuitable. The self-holed up, the distrust, the support to the State control of the private, public or local fields, the repression, or the use of the violence, is amassed. To the interior of the cities the districts establish evident physical limits with great walls or entrances protected by private guards, while the market of the alarms, of internal phone systems, and arms grow.

### **2.2.6 Distrust in the State's institutions**

A common subject to the reality of Europe and Latin America is the crisis of confidence in the State's institutions. The information in general, indicates bad evaluations for the politicians, justice, and the penal system. In many an increasing negative evaluation stands out towards the action of the police, specially in the popular sectors.

Preliminary results of investigations of America<sup>31</sup> have to place us in an alert status. The distrust in the institutions of the State - justice, police, among others is related to the greater violence of the population. Especially when one is going "to take justice by the own hands". In addition, in these circumstances to support instances of privatization of the security (for example, private guards).

### **2.2.7 Distrust in the police<sup>32</sup>**

One of the main problems of public safety that occurs in the cities, specially the Latin Americans, is related with the role of the police. The increase of the violent crimes, the greater perception of insecurity of the people, join to an emptiness of public policies in the area, has affected the proliferation of private services of security. These, often replace the police work. In the best cases they complement it.

The private police represent a difficult problem to avoid in our cities. The private offices of security represent sources of occupation for retired police and, in many cases, better pays than to which accede police in exercise. This is not a smaller data, the State invests in the formation and specialization of its police, while the private institutions, by their competitiveness in the market, can contract without assuming the cost of that training.

The security cannot become a business where that can pay more; it has greater access to it. The security is a Right of all inhabitants that must be guaranteed to the interior of our cities with a service of equal technical and ethical quality.

In many of our cities the necessity exists to generate plans of intercities or intermunicipal security, in a country or between countries that tie the police. Our globalized world, it is also in the field of the problems of public safety: capital, tourist, financial cities, among others, that tie through criminal

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<sup>31</sup>Organización Panamericana de la Salud (1999). Revista Panamericana de la Salud. Número especial sobre violencia, vol.5., nro. 4/5, Washington.

<sup>32</sup>Oviedo E (2000). Policías de proximidad para las ciudades chilenas. Temas Sociales Nº35, Edic. SUR. Sur Corporación de Estudios Sociales y Educación, Santiago de Chile.

organizations by the robbery of vehicles, traffic of art works or organs, white slavery, child prostitution, or by the business of the drug trafficking, among others.

Despite the necessity to act in network beyond the limits of the city, in the local scope the police require to narrow their relationship with a group of actors in charge to design, to execute, to monitor and to evaluate public policies. In many favelas, young towns or village, the police do not have access, simply, because the slope is not allowed it, closes or the wide of streets: physically do not give capacity to the police vehicles. Together with it, the disdain, the irreverence, the distrust and the fear of the community towards the police cause that certain social groups adopt conducts of open rejection - with use of the force, sometimes with presence of arms -, that make certain zones impenetrable of the city.

One of the most important problems that it must face the police - specifically Latin American -, is the deterioration of its image like institution within the society; situation that, with particular characteristics, shares with the group of public institutions of the State.

In many cases the insecurity situation, has been aggravated product of the lack of suitability of the model of Police and Armed Forces in general - to who many police assign themselves directly to be related to the civil world. Certain reactive answers to the phenomenon of the criminality of the ninety - Tolerance Zero for example - appears like rereads of deeply discredited military doctrinaire models after driving of the apparatuses of repression of the governments in Latin America - National Security, reedition of "intern enemy" - taken ahead among other beings, indeed by the Police.

Many criminal policies have failed by their precipitation, improvisation and lack of respect to the individual rights and guarantees of the people. The previous one has not contributed, by the way, to improve the state of anxiety and sensation of insecurity. In our cities have to be thought tactics to reach a greater citizen commitment with the police; to educate and to give legal instruments to the police that carries out its work in the streets, so that it can fulfil a role of mediator in smaller conflicts, to coordinate the prevention and repression of the crime in a narrow relationship with the justice system<sup>33</sup>, to design and to put in operation innovating solutions, and to establish and to maintain a strong bond with the community, based on the mutual knowledge, respect and confidence. With the previous thing we are alluding to the necessity to promote or to fortify the experiences of the proximity police, that attend, help the victims - for example to present demands - and they show understanding and respect to them.

### **3. WHAT DOES IT HAPPEN TO THE INTERIOR OF THE CITIES IN LATIN AMERICA And EUROPE**

The lack of safety in the streets has settled between the most important restlessness of the inhabitants of Latin America and Europe; and one has become a variable key to examine the situation of the countries, as much for the voters at the time of evaluating his governors, like also for industrialists and international organisms at the time of making decisions - among others, the one to invest with respect to countries that exhibit high criminal rates.

#### **3.1 General Characterization of the evolution of the crime in Latin America and Europe**

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<sup>33</sup> In Spain it has been implemented a local police with functions of judicial police, situation that seems interesting like way to solve misdemeanours and to clear the justice system.

The criminality in Latin America characterizes by the more and higher participation of young people and minors; and it is associated to situations of social exclusion such as unemployment, the greater frequency of children of the street, the illiteracy and the scholastic abandonment. All this, in contexts of strong economic crises and political conflicts.

According to information of the WHO, considers that in the 2000 youthful violence (10 to 29 years), summoned up the life to 199.000 people (9 each 100.000 inhabitants). Latin America next to Africa shares the highest rates of youthful homicide; Western Europe is within the zones with more low rates. The WHO states that except for the case of the U.S.A. the countries with high rates of homicides are developing or live processes on social and economic changes<sup>34</sup>.

In Latin America, the increase of crimes is developed in the context of the growth of the traffic and the drug abuse, as well as the greater possession of cutting and fire weapons, product - among other things of the globalization of the organized criminality.

In Europe, from the Nineties, the delinquency began to diminish in the countries of the West, at the same time that types of criminality acts were transformed. In Great Britain, the criminality, in spite of staying very high in comparison with other European countries, has diminished in an 8% between 1993 and 1995; and more than 10% between 1995 and 1997.

It was different the situation for the countries of the European East. These, product of the deep lived economic and social changes, showed important increases of the criminality that ended up tarnishing their processes of democratization.

In the West, the crimes against the property diminished while it increased the representation - proportion in the universe - of the crimes against the people. In the countries of the East, the crimes against property were added to the crimes against people, which always were very large.

In general, in Europe the young people are much more involved in the criminality than adults, as victims or as authors. In some countries, even, the violence from and towards the minors is higher. The social identification and its consequent increase of sensitivity in the people are emphasizing the problems of prostitution, sexual exploitations, and paedophilia. Nevertheless, there is not hard information that allows confirming the real increase of this type of criminality in the European countries.

On the other hand, the increase of the violence related to the foreign cultures, with ethnic groups and even to sexual conditions, as well as all physical characteristic, of races, it is a constant feature in Europe. This criminality is not very significant in terms of registered numbers, but it is from an ideological point of view. Symbolically, it is very serious for the European societies<sup>35</sup>.

### **PERCENTAGE OF THE VICTIM POPULATION OF CRIME IN CITIES WITH MORE THAN 100 THOUSAND INHABITANTS IN THE LAST FIVE YEARS.**

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<sup>34</sup> Organización Panamericana de la Salud, Oficina Regional para las Américas de la Organización Mundial de la Salud (2002). Informe mundial sobre la violencia y la salud: resumen. Washington, D.C., p. 15 y 16.

<sup>35</sup> The "racist" violence is very important in relation to the fear that causes the victims, who tend to do not denounce these acts. Also they demonstrate a great weakness on the part of the work of investigation of the services of police.

	Theft and damage to vehicle	Robbery at home	Another Robbery	Assault	All
<b>Noth America</b>	43	24	25	20	65
<b>South America</b>	25	20	33	31	68
<b>Easter Europe</b>	27	18	28	17	56
<b>Wester Europe</b>	34	16	27	15	60
<b>Asia</b>	12	13	25	11	44
<b>Africa</b>	24	38	42	33	76
<b>Total</b>	29	20	29	42	76

Source: UNICRI (Crime and Justice Investigation Institute of the United Nations)

### 3.1.1 Criminal Behaviours

The statistics in the subject indicate that the characteristic crimes of the cities of the world are the denominated crimes against the property: thefts, robberies with force and with violence. According to published information on the year 1996 by the United Nations Centre for Human Settlements (HABITAT), based on a study that applied an international survey of victims (1988-1994), to 74.000 people in 39 countries, demonstrates that the numbers of robberies in the world are significant in all the continents. A 29% of people recognized to have been victim of robberies with damages to their vehicles, a 20% of robberies with force, a 29% of other robberies, and a 19% of assaults and other crimes with personal contact. A 61% of the population of the cities of the world said, that at least once they have been victim in the last five years<sup>36</sup>.

According to available information, between the decades of 70 and 80, the criminality grows in almost all the American and European countries.

Latin American investigators<sup>37</sup> consider that the violence in the region is a recent phenomenon, of the last decades. In order to guarantee this information they are based on the observation of the homicide rates of the countries. During the 60 and 70 years it was very similar, and in some opportunities inferior, to the one of the United States - ten homicides by each one hundred thousand inhabitants -. Toward the end of the Eighties and the beginning of the ninety Latin American countries would have experienced a growth in its rates.

Although it is possible to speak of an increase of the homicide rates in the region, this situation is not common to all the countries. In fact, the homicide rate changes significantly in the different countries and cities. Only as an example, while we determined countries as El Salvador and Guatemala present rates of 150 homicides by each 100.000 inhabitants, in Chile, a rate of 3 homicides is registered.

Taking as a reference the international data from the years 1994-95, three groups of countries are settled down, according to their level of violence. The countries with low levels of homicides, such as Argentina, Chile, Uruguay, Costa Rica, with a rate of homicides that could be between 3 and 6 by each one hundred thousand inhabitants. In a high level we would find Colombia with a rate of 77

<sup>36</sup> United Nations Centre for Human Settlements, Habitat (1996). Source: UNICRI (United Nations International Crime and Justice Research Institute) (1995), Criminal victimisation of the developing world, Rome, drawing from UNICRI and Ministry of Justice of the Netherlands, international survey of victims of crime (1988-1994), based on a sample of 74,000 persons in 39 countries.

<sup>37</sup> Roberto Briceño León (1999). Propuesta de formación del Grupo de Trabajo de CLACSO Violencia y Sociedad. Programa de Actividades para 1999.

homicides by each one hundred thousand inhabitants and El Salvador with a rate of 117 homicides by each one hundred thousand inhabitants. In a medium level there would be Brazil, Mexico and Venezuela with a rate between 20 and 25 homicides by each one hundred thousand inhabitants<sup>38</sup>. These data agree with the displayed by the World Bank, the Pan-American Organization of the Health and Habitat, based on numbers of the end of the eighty and the first five years of the ninety.

### 3.1.2 Other violences:

#### Inside of the families

The violence inside of the family, against to the partner and towards the children, with different magnitude, takes place in all the countries, all cultures and all socioeconomic layers. This way of violence is part of the basic violences in Latin America and Europe experienced.

In Latin America, the public concern by this subject arises only in the middle of the Eighties as a product - in first instance - of the studies and work of nongovernmental organizations, many of which were supported by European funds.

A place where many violent acts are experienced inside of the families. In Latin America, it is more probable that a woman is attacked in their house by her partner, that outside of her home by a stranger; at the same time, the information available indicates that the aggressions towards children are more frequently committed by their parents or who take care of them than by strangers<sup>39</sup>. In 48 surveys of population based made around the world, between 10% and 69% of the women indicated that they have been victims of physical aggressions by a masculine partner in some moment of their lives. Most of those who have suffer physical aggression has been put under multiple acts of violence during long periods of time<sup>40</sup>.

In a survey applied during 1997 to a representative sample of 7 cities of Latin American countries and 1 of Spain, it was observed that 4% slapped their partner, whereas 2% beate their partner with a hard object during the previous year of the study. Most of those who hit with a hard object, also slapped their partner. The frequency of physical aggression was more frequent between those who declared to drink too much than those that did not do it<sup>41</sup>. A Latin American study - in Ecuador demonstrates that the aggressions towards the woman in the couple are associated to the alteration of the traditional role of the work, as well as to the labour scarcity of the man<sup>42</sup>.

According to the available information, it is possible to affirm that in most of the countries, the children are the main victims of blows and physical punishments, while the girls have greater risk of infanticide, sexual abuses and abandonment. Between those who take care of children the women

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<sup>38</sup> Idem

<sup>39</sup> Larraín Soledad (2002). Violencia en la familia y transmisión de pautas de comportamiento social. En: Carrión Fernando Edit. Seguridad Ciudadana ¿espejismo o realidad? Flacso Ecuador – OMS/OPS, Quito.

<sup>40</sup> Organización Panamericana de la Salud, Oficina Regional para las Américas de la Organización Mundial de la Salud (2002). Informe mundial sobre la violencia y la salud: resumen. Washington, D.C., p. 18.

<sup>41</sup> The survey was applied to the population of 18 to 70 years of Río de Janeiro and Salvador de Bahía, Santiago, Chile; Cali, Colombia; San José, Costa Rica; San Salvador, El Salvador; Caracas, Venezuela; and Madrid, Spain. For more information see: Opinas Pamela (1999) ¿Quién es violento? Factores asociados con comportamientos agresivos en ciudades seleccionadas de América Latina y España. En: Investigaciones en Salud Pública, Documentos Técnicos 3, OPS, Washington D.C. pag.11

<sup>42</sup> Ernst Miriam (2002). Ser mujer un factor de riesgo. En: Carrión Fernando Edit. Seguridad Ciudadana ¿Espejismo o realidad?. Flacso Ecuador – OMS/OPS, Quito.

resort more than the men to the physical punishment, but men are more involved in situations of children with serious or mortal injuries<sup>43</sup>.

The same survey applied in 1997 in 8 selected cities of Latin America and Spain, exposed that the physical punishment to discipline children is high; a 15% of the men had hit smacks to a boy and a 6% had beaten with a hard object, during the previous month to the survey. Between women, a 24% had hit smacks to a boy and a 11% had beaten with a hard object, during the previous month to the survey<sup>44</sup>. A study of prevalence in the child mistreatment in Chile, made by Unicef in 1994, to children between 12 and 17 years, it showed that a 63% of the children had received some type of violence; a 23% psychological violence, a 29% slight physical violence and a 34% serious physical violence<sup>45</sup>.

### **Self-inflicted violence**

Another subject of present preoccupation in many of our cities is the suicide. In the year 2000, 815.000 people committed suicide in the world, approximately one every 40 seconds<sup>46</sup>.

Although the suicidal is the thirteenth cause of death in the world<sup>47</sup>, international investigations, circulate information that it puts the suicide between the second and third causes of deaths of young people of 15 to 19 years. Its incidence would have tripled in the western countries in the last thirty years, specially between adolescents and young adults, which would constitute an important problem of public health.

The tentative rate of suicide is greater in adolescents than in adults, nevertheless the lethality is lower: the relation is one death between 60 to 200 attempts in adolescents against one death each 13 attempts in adults. The annual rate of suicides for all the ages reaches approximately to 10 by 100.000 inhabitants, with differences between the different countries. The attempted suicides are greater in the women, whereas the completed suicides are greater in the men than in the women. This is explained by socialization guidelines as rage expression and the use of more violent and irreversible methods.

Only from a 20% to a 25% of the suicidal ones they are associated to psychiatric upheavals – uni or bipolar depressions, alcohol and drugs abuse -. The risk factors are the physical and sexual abuses in the childhood, the alcohol and drugs abuse, and the social isolation. A previous attempt of suicidal has great value like prediction factor<sup>48</sup>. From 30% to 50% of the suicidal ones they tend to reoffend. The risk is greater between the three and six months that follow the initial attempt.

### **3.1.3 As a conclusion**

Not only the crimes worry the European and Latin American countries, but that the group of violent conducts to the interior of our societies, from the self-inflicted ones, by which it is experienced to the interior of the families, until they affect small groups of people or the bonds of the community. It worries the group of noncitizen and violent conducts that without being crimes - or that do not get to constitute it because they are not denounced -, generate great malaise in the inhabitants of our cities and decrease the urban life.

<sup>43</sup> Idem, pag. 19

<sup>44</sup> Opinas P, Op. Cit

<sup>45</sup> Larrain, Op. Cit

<sup>46</sup> Idem, pag.23

<sup>47</sup> Idem, pag.23

<sup>48</sup> Idem, pag 23

As it is possible to appreciate, a set of violent conducts in the last years has been growing as much in frequency as in incorporation of violence, amassing in different social groups, specially of children and young people.

#### **4. EUROPE IN THE IMPLEMENTATION OF STRATEGIES TO INCREASE THE SECURITY OF ITS POPULATION**

##### **4.1 European Answer, the local and interdisciplinary work**

From the years 70, the countries of Europe have developed diverse answers to fight against the insecurity: creation of National Councils of the Delinquency in 1971, in Denmark, implementation of specialized structures equivalent in Belgium, such as the Permanent Secretariat to the Policy of Prevention (1992) or later in Germany, the German Forum for the Prevention of the Crime (2001), launching of national programs of prevention of the criminality in a majority of European states and development of the cooperation at the local level.

These answers also correspond to a social demand every time harder as opposed to a situation that can be attributed, in a large way, to the crisis of the systems of regulation related to State-Providence<sup>49</sup> and signals of worry by the public powers. To this also we must add the attitude of the responsible local people of the politicians who often are first in having to respond to the requests of the population and have become aware of the effect of the questions of security in the attitudes, norms and conducts of the society, as well as in their specifically decisions in periods of elections. For that reason the public authorities are in the search of models of action or simply concrete devices that allow to diminish the violence, delinquency and the fear.

Although the slight knowledge and the concepts can be different from an European country from another, the fight against the criminality is a priority as much at the local level, like European or national, without distinction.

In spite of the transversality of all the existing policies, the interest demonstrated by the national and European policies towards the local field, constitutes an important point of the developed initiatives. The appropriateness of the premises in the treatment of the criminality appears from the beginning of the Nineties<sup>50</sup> and it extends during this time. For example, the National Program of Prevention of the Finnish Criminality indicates that the minimum solution concerning to the prevention of the youthful delinquency for the city councils consists of a local cooperation between the social services, the services of the education, the services of youth and the police<sup>51</sup>.

Some governments have introduced programs oriented to the promotion of the local development, related to the public safety. Between these they can be mentioned: 1) England and the Country of Wales, where the Labour government has impelled the strong cooperative dynamics in the scope of the security with the Crime and Disorder Act of 1998 which it ties the attribution of

<sup>49</sup>Sobre las políticas de prevención y de seguridad en Europa ( 2001): réflexions introductives sur un tournant, P. Hebberecht, D. Duprez in Revista "Déviance et Société", vol. 25.

<sup>50</sup> This happens in the "European Urban Charter" (Consejo de Europa, 1992); en el "Relato Salish 'Report on Petty Crime in Urban Agglomerations and its Links with Organised Crime' " (Parlamento Europeo, 1993); en la Conferencia "Petrozavodsk" (Congreso de Autoridades Regionales y Locales de Europa, 1999); y finalmente, en el "Nairobi International Forum on Urban Poverty" (U.N., 1999).

<sup>51</sup> Working together for a safe society,( 1999), Programa Nacional de Prevención del Delito, Ministerio de Justicia, Consejo Nacional para la Prevención del Delito, Finlandia.

governmental financial resources to the existence of an effective cooperation; 2) Belgium, where the first Contracts between the municipalities and the Department of the Interior were signed in 1992. It is a Contracts of Prevention and Contracts of Prevention and Security<sup>52</sup>; 3) Italy, where protocols of security and Contracts of Security have been implemented between the prefectures and the city councils; 4) France, where in 1997 it launched the local Contract program of safety<sup>53</sup> after many initiatives undertaken from the beginnings of the Eighties.

Besides the recognition of the local scope, all the main initiatives have in common the idea of: to increase a interdisciplinary approach, a coordination of security policies and support, the establishment of association between the prevention actors, as well as the development of approaches favouring the proximity with the citizens. These priorities make the security of the individuals and the property, a subject in the present development of our societies<sup>54</sup>.

A landmark in the work on the subject of the European public safety constitutes the *European Forum for the Urban Security*<sup>55</sup> that from 1987 has focused its activities in interchanges between European actors. Among them, "*Safety and Democracy Manifesto*<sup>56</sup>" constituted a step important in the recognition of the appropriateness for the cities of this network to fight locally with the crime, which took to the cities and institutions involved to the formulation of principles of joint operation on the prevention of crime.

The previous work to the *Safety and Democracy Manifesto*, made by the European Forum for the Security Urban and supported by the European Union, allowed to study better the methods used at the local level to fight against the crime, especially with the creation of the permanent organizations of cooperation<sup>57</sup>. These had given importance to the diversity of local and national contexts, as well as the tools to the States and cities.

In the sense before indicated, all the policies made in cities have been innovating and have demonstrated the ability of the inhabitants of a territory to act. Nevertheless, the differences do not prevent - in theory and practice -, to compare and to interchange local experiences because these involve individuals - criminals, victims or citizens - and often similar jurisdictions. In this context, it is not surprising to observe that a considerable amount of the works made in Europe referring to the prevention of the crime, reaches the conclusion of the necessity to develop interchanges of technical knowledge and experiences. This subject of the interchange is now recurrent, therefore it demonstrates the Annual European Prize to the Prevention of the Crime, that compensates local projects.

<sup>52</sup> As of January of 2002, this distinction between Contracts of Prevention and the Contracts of Security and Prevention had to be suppressed.

<sup>53</sup> The device of Local Contracts of Security was restored by inter-ministerial circulating of the 28 of October of 1997.

<sup>54</sup> Las Naciones Unidas, durante el 10th Congress for Crime Prevention and Dealing with Delinquents (Vienna, 10-17 Abril 2000), marcaron la importancia de hacer esfuerzos con vista a 'integrar la prevención del crimen en el desarrollo de estrategias nacionales e internacionales'. De igual forma lo hacen el Artículo 29 del Tratado de Amsterdam (1997); el Consejo Europeo de Tampere (15-16 Octubre 1999), la Conferencia Praia da Falesia (4-5 Mayo 2000) ; en 2001, el apoyo de la Comisión Europea por iniciativa de la Presidencia francesa de la Unión Europea, así como de Suecia para el establecimiento de la European Crime Prevention Network Official (Journal of European Communities (16 December 2000, reference number C 362/15).

<sup>55</sup> Asociación no gubernamental de cerca de trescientas ciudades europeas. Nongovernmental association about three hundred European cities.

<sup>56</sup> Manifesto of the 'Safety & Democracy' cities,( 2000) Foro Europeo para la Seguridad Urbana, Nápoles, Diciembre

<sup>57</sup> In particular: Michel Marcus y Catherine Vourc'h, ( 2001) Outils pour l'action, Foro Europeo para la Seguridad Urbana, Diciembre 1996; y Jean-Paul Buffat, Les politiques partenariales et contractuelles favorisent-elles une approche intégrée et globale de la lutte contre l'exclusion sociale?, Foro Europeo para la Seguridad Urbana, Diciembre 2001.

## 4.2 Prevention of the crime in Europe

### 4.2.1 The design of policies in the European Union

The European policy of prevention of the crime is a relatively recent construction.

In the scope of the prevention of the crime, a precursory document is the *European Urban Charter*<sup>58</sup> proclaimed in 1992, that it gathers a series of principles for an appropriate urban management in these subjects. The text constitutes an important effort in the elaboration of a body of principles of the action to referring the prevention of the crime. In this text is proclaimed the necessity to take the national security policies to the territory, being based on the appropriateness of the programs in the space of the city<sup>59</sup>.

The European Urban Letter, in the subject number 6, of urban security and prevention of the crime, exposes a series of principles for a coherent policy of public safety on local scale. Among them we emphasized that the policy:

- 1) It has to be based on the prevention, the application of law and the mutual help;
- 2) It has to be based on statistics and qualitative, comprehensive and updated information;
- 3) It must jeopardize each member of the community;
- 4) It must mean narrow collaboration between the police and the local community;
- 5) It must consider programs against the drug traffic;
- 6) It must include programs of rehabilitation of the criminal, as well as to prevent relapses and to develop alternatives to the imprisonment;
- 7) It must incorporate help or support to the victims of the violence; and
- 8) It must be recognized like a social priority and to jeopardize increasing financial resources.

### 4.2.2 Objectives and priorities of the prevention of the crime for the European Union

For the European Union, the prevention of the crime involves:

- 1) Decrease the opportunities that facilitate the crime;
- 2) Moderate the factors that favour criminal behaviours in a person, as well as to fall in the case of being rehabilitated;

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<sup>58</sup> European Urban Charter, Congress of Local and Regional Authorities of Europe ((1992) CLRAE, European Council, 1992. For the European Union, the development of a model of the prevention of the crime came later. While Conference Stockholm (1996) examined the relation between the prevention of the crime and the social exclusion, the one was the Treaty of Amsterdam that marked an important time in the area of the prevention of the crime European scale of the Union. In fact, in its article 29, the Treaty mentions the prevention of the crime.

<sup>59</sup> Referring to Gilbert Bonnemaison, in the sixth subject of the European Urban Charter, urban Prevention of the security and the crime, can be said that the security is not foreign to the deliberately local approach and to the principles incarnated in this one.

- 3) To avoid the compassion;
- 4) Reduction of the sensation of the insecurity;
- 5) To Promote a culture of the legality; and
- 6) Prevention of the infiltration of economic structures by the criminal elements.

In order to reach these objectives, the European Union bet to assure a better coordination between the existing public policies. Thus, it suggests uniting the policies of public safety with the social and urban policies. As an example, it is as well as the Parliament, the Council of Regions and the European Commission, legitimize the task of establishing the urban dimension of the policies of prevention of the crime.

In the same sphere of preoccupation, the European Commission has supported the initiative taken by the French and Swedish Presidency, referring to the creation of an European network of the prevention of the crime that worries, in detail, of the subjects raised during the Council of Europe in Tampere. Exactly, between the priorities of the work<sup>60</sup> of this organization we found the related thing to the urban crime:

- a) The events that affect life in the local space, particularly robberies, criminal acts against the automobiles and the people as well as graffiti and vandalism;
- b) The social mediation - resolution of conflicts - the reduction of the crime thanks to the urban renovation and to conclude norms of construction of the automobiles.

From here in ahead, the European thought that tends to favour a model of the policy of the prevention of the crime is no independent - as a good number of national and local actors proclaims it -, but it constitutes a coherent synthesis of initiatives and present practices.

#### **4.2.3 Examples of European local projects about cooperative or contractual devices of fight against the social exclusion and the insecurity**

##### **1.- SPANISH EXPERIENCE<sup>61</sup>:**

###### **1.1 The urban security council of Barcelona**

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<sup>60</sup> The work priorities are, in fact, the fruit of the reflection of the European institutions in their evaluation of the policies of prevention of the crime undertaken by the States members. Others of the priorities are: The youthful delinquency: a) risk factors: economic and social alcohol, drugs, limited resources; b) impact of programs having like objective the modification of the behavior; c) practical judicial and reparativas; d) *partenariado* between the police and the social services to prevent youthful delinquency; Crime related to the drug: a) application of the law and preventive measures; b) prevention thanks to social policies and of health; c) the relations between the organized crime and crime in general; *Partenariado*: a) development of the interdiscipline; b) joint of the policies of security and the support - political social and educative, among others -; c) development of the *partenariado* one between the actors of the prevention - coproduction notion -; d) development of the proximity to the citizens - plans of police and justice -.

<sup>61</sup> This examples comes from the study done in 2001 by the Forum Europeo para la Seguridad Urbana (J.P. Buffat), con el apoyo de la Comisión Europea (Dirección General de Empleo y Asuntos sociales) : "Las políticas cooperativas y contractuales ¿Favorecen un enfoque integrado y global de la lucha contra la exclusión social?"

The Urban Security Council of Barcelona was constituted in June of 1984, having as a base a model of authorities, coordination of policies and communitarian participation. From that date the Council has developed a great work, because it socialized and democratized the subject of public safety, simultaneously that contributed to decrease of the rates of crimes in the city.

An important part of the policy of public safety in Barcelona in its option by the development and protection of the public space, in opposition to a plan based on the only efficiency of the trilogy Police - Justice - Prison.

Some examples of the work of the Council at level of the districts are:

- a) **Ciutat Vell:** City-planning and social rehabilitation. It is a series of actions to reduce activities that take place in the public road: closing of degraded pensions, rehabilitation through courses of formation destined to prostitutes, control of the delinquency and drug addiction in the streets;
- b) **Eixample:** Monitoring and security of the training centers, control of the illegal activities in the public road (street salesmen, cleaning of windshield in the traffic lights, etc.). Additionally the Commission of Control of the Premises of Public Concurrence was created, and
- c) **Sants - Montjuic:** Safety measures in squares and green areas.

## **1.2 Practices of urban security. Lack of conservation of the parks and public gardens, Barcelona.**

Its objective was:

- a) To reduce the levels of decisions and to solve the problems in its origin;
- b) "Conservateurs" is responsible for the maintenance from the parks at level of the decisions and execution, so they control everything in the park;
- c) The head of the zone maintains contact with the services and the municipal police to solve urgent problems;
- d) "Conservateurs" takes part to make fulfil the norms and rules of the use of the park, for example for the offensive use of the games by young people, and
- e) They work every day, even the week ends.

In order to be able to fulfil the objectives, the following strategy was implemented:

- a) The hiring becomes through an application and the later approval of an examination. The first criterion of hiring is a deep knowledge of the department of parks and gardens of Barcelona, to know the characteristics of how conserving a green space, and the capacity to make and to follow decisions.
- b) joint meetings with the police and justice were made, with the purpose of identifying the problems and priorities of the parks.

The result of the implementation of this plan was:

- a) The best use of the spaces public;
- b) Good climate of cooperation;
- c) Employment creation, and
- d) It has had a good impact in the police and justice, by its results.

## **2.- BELGIAN EXPERIENCE<sup>62</sup>:**

### **2.1 PREVENTION OF THE DELINQUENCY IN THE DISTRICTS**

The permanent secretariat for policy of Prevention has carried out a project to reduce the delinquency in the districts, the one that consists of an integral approach of the problems that affect the districts. One becomes jumbled the different parts in conflict and worries to approach the existing problems gradually.

In Belgium local initiatives in lodging matters, work, social integration, cultural health and activities have been promoted. In them becomes jumbled to the inhabitants at the moment for defining the priorities, as well as in the search of solutions. These aim to avoid the causes of the delinquency, such as the existence of young people without occupation, the social disintegration by no inserted immigrants in the life of the city, the bad image of the district, the deficit public facilities, the lack of services, the deteriorated houses, among others.

The initiatives can be classified in:

- a) The ones that they look for establishing bows between the different groups from the population, municipal authorities and police;
- b) Alternative for the free time of the young people and the provision of a headquarter with the necessary infrastructure so that they can meet without bothering the neighbours;
- c) Those that try to increase the forma social control.

### **2.2 An example of action oriented to a target public: The SAMPA<sup>63</sup> device of the Contract of the Town council of Molenbeek**

The SAMPA is a project specialized in the welcome, the integration and the insertion socio-professional of "just arrived" who persecutes the global insertion in the scope of the municipality and in a more general way in the Belgian society, from these public that did not have contact with the classic services of alphabetization. This service is integrated with social, educational workers, psychologists and a coordinator and its missions are mainly: the social accompaniment, the legal information, the psychological support, the accompaniment in the insertion socio-professional and the learning of the French language and the scholastic support<sup>64</sup>.

<sup>62</sup> Paz Ciudadana. Conceptos para la prevención y contención del delito. N°15, Agosto de 1988.

<sup>63</sup> Servicio de ayuda a los habitantes de Molenbeek recién llegados.

<sup>64</sup> The scholastic palliative consists of the implementation of courses of recovery or courses of education awaiting high school.

The adjustment of the device to the evolution of the necessities of the populations just arrive, is allowed mainly because of the participation of the SAMPA in the Social Planning Groups (SPG) that called a meeting every month, by initiative of the municipality of Molenbeek, to all the social actors of a same district so that they reflect about common problematics and they interchange their experiences.

The key advantages of the device are certainly the proximity (territorial competition and accessibility), the polyvalence (global consideration of problematic the relative ones to the foreigners), and the multidisciplinary approach. The fight against the social exclusion oriented to a target population is clearly global. The number of people treated in less of a year, almost 600 individuals, once again confirms the appropriateness of this initiative of the Town Council of Molenbeek that paradoxically does not suffer but by its success since near the third of the users reside in other municipalities, perhaps not so well equipped at its policy level.

### **2.3 An example of a contractual device of a district scale: Cite' du Coq en Mons**

Through the item Urban Renaissance of its Contract of Security and Society, the city of Mons decided to take part in several districts called sensible some of them is La Cité du Coq. This zone is characterized by a diversified group of houses and an elevated rate of no active population. A district of 3.000 inhabitants transformed into dormitory – city, population evolved towards a situation of social exclusion and isolation: a 57% of substitute income, a 7.7% of employments, a 35.5% of high school students. With a situation of space exclusion; insufficient collective transports, few inhabitants who have an individual mean of transportation.

In 1994, it was contracted a team of 6 social workers thanks to the subventions of the Contract of Prevention (then transformed into Contract of Security). Between the agents of the project are counted mainly: the Administration district, the proprietor of the social houses of the community (SO.RE.LO.BO), the Municipal Library, the nursery school, the “Contacto” Radio, the Cultural Center. Eight great axes of work were taken into account: social, familiar, scholastic, economic, and cultural sector, the environment, the physical and the mental health. The groups of inhabitants of the district had an important part in the conception and the accomplishment of the project. According to the organizing equipment, this cooperative device adapted on the scale of this district allowed mainly: an active presence in situ of the in charge workers; a structuring of the district committees; a diminution of the delinquency; the loss of the rate of rotation of the tenants and an improvement in the way of life of the inhabitants. It is possible to be considered that the fixed objective, the fight against the social exclusion in all its forms, partly was reached about this integrated device.

## **3 ITALIAN EXPERIENCE:**

### **3.1 Modena**

In March of 2000, the city of Modena has signed a contract on public safety, where the Department of the Interior transfers to them the prerogative to implement measures for its fight. The idea is to transfer the responsibility and implementation at local level, because it is the city that better knows its problems and how to face them.

The objectives of the contract are defined by the city of Modena, so that they are in agreement with the regional policies of security.

The main actions are:

- a) Control of the territory: Through an agreement between the police, at level of country, an increase in the number of personnel in the local police took place that works in the social service. Being the final mission of the contract, developing control forms through the participation of the citizens in the restlessness resolution;
- b) Drug addiction: A greater preoccupation (on the part of the municipal police and social services), in the coordination of policies of fight and reduction of this flagellum. Measures that tranquilized the public opinion.
- c) Immigration: Integration of the immigrants. Measures were adopted like the lodging provision, incorporation in the scholastic system, qualification in proceedings. Exists a program of education in acts against racism and the discrimination also exists;
- d) Support to victims: Services to victims, as it is the information of their rights, help material and psychological, and
- e) Prostitution: A group exists that works with the victims of prostitution; the accomplishment of investigations on the traffic of women for prostitution aims; and welcome homes, where it is provided support and information.

A reduction of the problematic of prostitution and drug addiction has taken place; in addition, the public opinion has been sensitized in the subject of the citizen security, as a task of all.

### **3.2 Young people, school and minorities, Bologne**

A district of great concentration of population exists, in its great majority are immigrants of North Africa, where most of the children (between 3 and 16 years), has left the scholastic system.

Three actions were implemented:

- a) Scholastic activities (courses of language and culture) and extra scholastic activities, the ones that allow the students to improve their knowledge of the culture and to canalize their energies;
- b) Scholastic Support, with the purpose of restraining the scholastic failure, with the help of all the educative community, and
- c) To encourage and to favour the cultural interchanges between ethnic groups: the organization of games and creation of a place of encounter of children of diverse cultures.

For its implementation coordination between the departments of the municipality of Bologne takes place, specially the one of family and migration. As well, these are coordinated with the department of

education, health, center of documentation of the "laboratory of Intercultural Education", the district of San Donato and his associations.

Some of the difficulties that appeared, are specially related to the entailment between the scholastic families of immigrants and institutions, it has been explained the difficult socioeconomics conditions that they live; the lack of participation of some of the professors; the difficult that it means to give to sufficient answers to the problems and necessities always changing of the students, and the lack of diagnosis and evaluation before the project.

In spite of the disadvantages, there was a diminution of the students who left the school. Extending this project to other districts and minorities.

#### **4.- PORTUGUESE EXPERIENCE:**

##### **4.1 Lisbon**

With the cooperation of the police and justice, it is tried to order, to rationalize and to discipline the motorists (specially, which talks about parking and traffic). The idea is to locate an agent who watches the zones of greater infraction, with the purpose of regulating the action that is generated. These agents are able to sanction, taking contact with the police, if the occasion requires it, and their intervention is made from the back of a protective glass, and only take part during the day.

The implementation was begun with the recruitment that becomes as an application, later interview, being the municipality that decides in the last instance (previous consultation to the police). The agent is contracted on full time, and with requirement of which he is not older than 23 years (which could be redefined).

After its implementation a growth in the urban security took place; a reduction of the presence of people requesting money in the street by the care of the cars; the robbery of cars was prevented, and of course, new jobs were generated.

#### **5.- FRENCH EXPERIENCE**

##### **5.1 Illustration of the "cooperative logic": The doctor-social Network of Rennes**

The doctor-social network of northeast Rennes was instituted in March of 1999. It was originated in the establishment that a great number of people did not have access to medical attention. At first, its creation was facilitated by the existence of several years of a center district that grouped several administrations and an informal association between doctors of general attention. This network meets many local or regional institutional agents like also professionals of the health and to their representative organizations.

The social workers and the liberal doctors of the network were prepared with the support of the different agents, which allowed creating a common culture and a confidence among them. After two years of operation, 92 people signed a Contract of adhesion. There will be three consultations (that group a doctor, to a social worker and the involved person) by each adherent.

In addition to the impact in the target public, the lack of obstacles between the medical sector and the social sector, this action allowed to mobilize financial resources between agents of the Network, which made last the action. The innovation introduced by this initiative registers within the

framework of the actions of the Consultative Committee of the City of Rennes (within the framework of the program "City Health" of the World-wide Organization of the Health) that assures the coordination all the implemented actions in the place, oriented to the people more destitute. From the point of view of the organization, the objective is also to obtain that the cooperative device is not too complicated for a population that needs a flexible system and with capacity of reaction, always adapted to their necessities.

## **6.- ENGLISH EXPERIENCE**

### **6.1 An example of multisectorial approach: The cooperation Health implemented in Stoke on Trent**

The city of Stoke on Trent (250.000 inhabitants) is a territory that has suffered particularly the declination of the mining activity and some of their districts accumulate disadvantages. An audit of health made in 1989 demonstrated the bad conditions of health of sectors of the city in which the populations suffer many factors that favour the social exclusion.

In 1994, a restricted cooperation had formed to fight against this situation but it stayed centered very in the symptoms of the bad conditions of health (the cancer for example). In 1996, an evaluation demonstrated the necessity to reorient the device: returning it more strategist, increased the number of agents, putting to disposition a coordinator of the device of full time, mobilizing the political level of the City and basing the device on the determinants of the health (and not only in the effects of the bad conditions of health).

Starting off of these conclusions, a new cooperation in 1997 was implemented (within the framework methodologic of the network of Health-Cities of the World-wide Organization of the Health).

In ahead the actions of the constituted cooperative device of such a luck they articulate around thematic like the following: the health, the conditions of life of the inhabitants, the economic development, the education, the fight against the poverty, the environment, the fight against the objective and subjective criminality, the policy of housing, transport; on this way each action developed in one of these 8 high-priority axes implies a great number of agents who traditionally did not take part in all these fields.

### **6.2 The local authorities in the center of the cooperative device, the example of the Community and Safety Partnership de Brent**

The *Community and Safety Partnership* of the City of Brent is based on three key principles to take care of the fight against the social exclusion and the insecurities that can be summarized in the logic of the "3 Cs" which it emphasizes the commitment and the paper of the local authorities:

*C like "Councillor":*

The Leader of the Council of the City is in favour assets and has done of the fight against insecurity one of the 5 priorities of the Council. This means that the decisions and it propose solutions by the cooperation can be constructed in the same sine of the political system and that these decisions can be taken on the base of financial allocations. The Council who takes care of the security questions is very active and leads the work with the other advisors and other organizations.

*C like Corporate:*

A local authority will not be enabled to develop to the prevention of the criminality and the fight against the social exclusion unless it develops a common approach. The prevention of the criminality does not have to be considered like a work sector that would have mainly to be assumed by a specialist or one or two members of a team. It must be appreciated like the center of the responsibility of the different departments from the Council. For example, it must be thought about the planning, the education, in the environment, the sports and the relaxations.

*C like "Coalitions":*

According to the "Crime and Disorder Act" (1998), the supralocal authorities make sure that the local authorities take the initiative to develop cooperations of prevention of the criminality that meet organisms such as: the police, the services of approval, the sanitary authorities and the enterprise sector.

**6.3 An example of initiative of a target public integrated in a cooperative device:  
"Scotswood Drug Support for Group the Families of Drug Misusers", Newcastle**

In March of 1997 it was constituted in Newcastle (30.000 inhabitants), England, the "*Scotswood Drug Support Group*" integrated by women whom, all of them, they have in his families someone that has been drug addict.

Each member of the group supports and helps the others. Sometimes there are people who take part and participate in the weekly meetings on thematic power stations relative to the health (like the H.I.V.). This group has worked in close relationship with the Cooperation Health of the City of Newcastle (that groups representatives of the city, the universities, the Police, representatives of means of the associations) and the financial resources of this cooperation allowed the project "Drug Support" to develop their activities and to offer services that before were nonexistent in the district of Scotswood. These funds also allow to finance the wage of an employee of exclusive dedication that works with the inhabitants of the district to implement a plan of coherent action and to develop activities such as: the organization of groups of information, a day of information on drugs, or of a conference that include similar initiatives in the city.

**4.2.4 AS A CONCLUSION**

In Europe the actions are multiple that have been executed in relation to the public safety. Throughout the entire continent, the measures are adapted according to their respective reality (immigration, drugs, recovery of spaces public, etc.). But one of the elements that emphasize by on all the initiatives, are the socialized and democratized the subject of the public safety, where the participation, has to be one of the fundamental pillars, in the concretion of these ideas. It is the incorporation of the triad police, justice and prison, in a coordinated way with the organized community in the city, as a way to face the subject of the public safety.

It is the recovery of the spaces public and the consequent city-planning and social rehabilitation, those that have been transformed into excellent measures to face the increasing rate of crimes. Other initiatives related to this problematic are, for example, the lodging, the work, social integration, the cultural activities and health.

Integration, welcome and the social insertion of the people that just arrived, it is a problematic in Europe and it has faced through the intervention in the sensible districts. It is the fight against the social exclusion, but not from the punitive, point of view, the adoption of measures in social, familiar, scholastic, economic, cultural sectors, environment, physical and mental health.

## **5. LATIN AMERICA, THE SEARCH OF STRATEGIES TO INCREASE THE SECURITY OF ITS POPULATION**

Latin America constitutes one of the urbanized regions of the world, in demographic terms it calculates that three of each inhabitant lives today in cities and hopes that this proportion continues increasing in the next decades (urban management for the sustainable development of the great Latin American cities). Therefore, it is an evident fact that to the interior of the Latin American cities the more serious social problems of our population are concentrated; they are the concentration of the poverty in the cities, inequalities in the distribution of the entrance, the lack of opportunities of productive employment and the precarious access to social services and basic infrastructure.

This social reality is generated from permanent contrast and oppositions between the Latin American citizens, since as opposed to the phenomenon of the expansion of the consumption contrast are generated that can be transformed into a more serious threat for the pacific coexistence in our cities. Forming a great breach between the aspirations and means social and culturally accepted to make reality those aspirations.

To exactly determine the proportions at the problem of the public safety citizen security in Latin America is troublesome, because of "the majority of the countries of the region do not have a national institution that compiles, systematizes and consolidates this type of statistics, that makes difficult the task of determine the proportions of the problem and of constructing series that show the evolution of the violence and the public safety" (magazine Cepal 70).

### **5.1 Policies to generate greater public safety**

#### **5.1.1 Conventional approaches**

Many of the efforts unfolded in the region to face the delinquency and the violence are boarded the problem from a conventional perspective based on the model police-justice-prison, that insists on the adoption of policies of control and repression of the criminality and the criminal violence. The results of this model of high repressive content and little preventive content have not been satisfactory. It has not been managed to diminish the criminality, nor the increasing sensation of insecurity of the population in the main cities. The main critics to this approach indicate that it does not assume the violence like a social phenomenon where several factors come together and that only act repressing to violent individuals without influencing in the familiar and social surroundings.

#### **5.1.2 More integral approaches**

The deficient obtained results have taken to re-examine the conventional approach on the violence and the delinquency. There are tests that this phenomenon is a character fundamentally learned, through the physical abuse or the exhibition to it during the childhood or by the influence of

cultural value and mass media that accept or promote the violent resolution of conflict. However, if the violence is the result of learned answers, more than of innate, tendencies, then the violent conducts can be modified, which has great importance for the elaboration of policies.

Also the interpretation of the violence like multidimensional phenomenon has received relevance that must be faced by integral strategies to affect the individual, familiar, social and cultural factors that generates it.

### 5.1.3 Transversal Criteria

Of the group of actions in the matter of public safety, there is an increasing recognition of the necessity to carry out programs of double direction, that combine measures of control and prevention. One of these criteria is the one of interinstitutional coordination, that aims at the necessary simultaneity of the measures to reduce the crimes and to increase its sanction, that is adopted at different levels: community, local governments, private and governmental organisms, police, judicial and penitentiary organisms, educational and labor organisms among others.

Another transversal criterion is the one of the citizen participation, that consists of the creation of networks, of relations and the organization of the own community (share capital) to improve the prevention and the denunciation of crimes and to even obtain some degree of control on these last ones. It needs to foment the relation between the community and the police bodies. It is precise to foment the relation between the community and the police positions, it can be essential for the perception of security and the legitimation of the political and judicial system in the fight of the criminality.

## 5.2 Generation of networks for the fortification of the public safety

**The Latin American Forum for the Urban Security and the Democracy (Flasud):** With support of the European Forum for the Urban Security, it is created in year 2001, in City of Mexico, the Latin American Forum for the Urban Security and the Democracy. In its birth, the Latin American Forum adheres to the "Manifiesto of the Cities" signed by 250 European, African and American cities, met in Napoles, in December of the 2000. In the Manifiesto, it is alluded to the development of warm, active, safe, propitious, harmonic and developed cities.<sup>65</sup>

**General Plan of Cooperation and Reciprocal Coordination for the Security<sup>66</sup>:** Initiatives within the framework of Common Market of Sur (MERCOSUR), between Bolivia and Chile. The Common Market

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<sup>65</sup> During September of year 2002, in the city of Pachuca, Hidalgo, Mexico, one met for the first time to the group of cities and associate institutions - of Mexico, Colombia, Brazil, Argentina and Chile -, in winch of a denominated meeting: "global Scene, local government and security of the citizens". Within the first agreements adopted by Flasud it is possible to emphasize those related to the generation of knowledge, systematization and publication of information, to the relevamiento and the promotion of good practices of the region, as well as to the development and the support of proposals of policies in the matter of citizen security, in the cities members.

<sup>66</sup> Tudela Patricio (2001) Integración regional y seguridad: desde las estrategias de defensa al crimen organizado y la seguridad ciudadana. Intervención en el Panel II "Hipótesis de Conflicto –Seguridad y Defensa" del Seminario "Nuevos Escenarios de los Procesos de Integración: Desafíos y Realidades.", organizado por la Asociación Chilena de Ciencia Política y Fundación Konrad Adenauer.

of the South is a great project of political integration, that has operated gradually, from an economic instrumentalization, nevertheless tends towards global integration, it is to say social, and culturally<sup>67</sup>. Between its goals as general plan are: To establish a field of joint performance between the Parts and Associated States Parts; to tends within the framework of the security, to the development of procedures and integral systems of control and prevention to resist criminality; to jeopardize the participation of competent organisms in the following scopes of performance: Criminal, Qualification, Migratory, Environmental and of Radiation control.

**Agreement and Declaration of the Ministers of the Interior<sup>68</sup>:** The agreement and the declaration of the Ministers of Interior grant the necessity to institutionalize cooperation mechanisms to guarantee greater security and quality of life to the people as opposed to the risks of the criminality, the violence and insecurity, derived from the organized crime transnational and other emergent phenomena. Between the most excellent points the necessity is to recognize to stimulate the taking of conscience and participation of the society and community organized in the process of prevention of the crime and promotion of the citizen and public security.

### **Agreements and instruments of security in Central America <sup>69</sup>**

In Central America, like in South America, most of the regional instruments in the scope of security and Armed Forces, they are created in the ninety, product of the processes of democratization of the continent.

Initially, the security in Central America was centered in subjects like the control of arms, the term of the help to the irregular troopses - guerrillas and the agreements not to allow the use of the national territories to military units that attacked to neighboring countries.

At the moment, it exists an advance in matters of public safety and police, specifically in doctriny terms that redefine the conceptual and institutional frame. In subjects related to the FFAA and technical and operational aspects, associated to the public safety, the development degree is smaller.

## **5.3 EXAMPLES OF LOCAL PROJECTS IN AMERICA ON COOPERATIVE OR CONTRACTUAL DEVICES OF FIGHT AGAINST The SOCIAL EXCLUSION AND THE INSECURITY**

### **1. COLOMBIAN EXPERIENCE<sup>70</sup>:**

#### **1.1 Program *desepaz*. An integral effort to fight the violence in Cali**

<sup>67</sup> The potential regional instability generated by phenomena like the drug trafficking, the crime organized tie to the illicit traffic of goods and people, the internal conflicts that are militarized and internationalized, the border conflicts, the intervention of the third in the regional subjects or military projection of a global conflict in the region, among others, is matters or aspects that the countries of the region are incorporating in their reflections.

<sup>68</sup> Realized in Asuncion, June 8 of the 2001. In this meeting it was considered that an excellent element in the region is the transformation of the security concept, from the Defense, towards the Inner Security of the State - within the framework of the identification of threats to the Public Security -, until the Citizen Security that binding to the person, its rights and guarantees within the framework of the Modern State of Right.

<sup>69</sup> Los contenidos de esta sección se obtienen de Chinchilla Laura (2002) Estabilidad social y seguridad ciudadana en Centroamérica, en: Carrión Fernando, edit. Seguridad ciudadana ¿Espejismo y realidad?, FLACSO Ecuador – OPS / OMS, Quito

<sup>70</sup> Rodrigo Guerrero. “El programa DESEPAZ. Un esfuerzo integral para combatir la violencia en Cali, Colombia”. En: Instituto de Criminología de la Policía de Investigaciones de Chile. Cuadernos de criminología N°8, Santiago, 1998. Pág. 71.

The program of Development, Security and Peace (DESEPAZ) was created by the Mayor of Cali at the beginning of the Nineties. The Advisors who elaborated it came from different political parties and ideologies from the country, and were approved by the Council of Municipal Government and received wide diffusion in mass media. So that it could have success was celebrated the Social Pact by the Coexistence of the Program, between officials of the army and young people leaders of gangs. In this Pact the authorities were committed to provide to loans and technical qualification for the young people, as well as opportunities of work and legal attendance; and the adolescents, to leave the armed warfare, to stop its illegal activities and to make the dialogue a key strategy to solve the conflicts.

The problem of the public safety faces from 3 fronts:

- a) Application of the law;
- b) Education for the peace, and
- c) Construction of communitarian institutions that foment the coexistence.

The orientation principles established:

- a) The multicausality of the phenomenon;
- b) The necessity of the permanent investigation;
- c) The importance of the policies of prevention on the work in the effects;
- d) The relevance of the citizen participation;
- e) The development of a tolerance climate, and
- f) The promotion of the social fairness.

The considered strategic areas are:

- a) Investigation and systematic study of the violence, the epidemiology of the violence;
- b) Institutional Fortification of the citizen order, the Municipal Councils of security, the improvement of the police, and the judicial system;
- c) Citizen Education and communication for peace, and
- d) Fairness and social development.

Actions of citizen education were made, under the name of "Young Friends of Peace". For example it was proposed that the children laid down their arms of toy, at the front of the municipality, of which a public recognition was made to it and was allowed to access to diverse public spectacles.

Finally, also campaigns by the average have been made to educate people on the tolerance and citizen coexistence.

DESEPAZ also has supported strategically the municipal restriction imposed by town council to the alcohol sale after certain times of the night (for example, the call "carrot hour" in Santafé of Bogota)<sup>71</sup>.

## 1.2 Integral Security, Santa Fe de Bogota

Education and citizen participation, citizen qualification in the matter of pacific resolution of conflicts, qualification to police, social work with gangs and bands; citizen formation in transit; campaigns against the intrafamiliar violence; control of the alcohol consumption, prohibition of the bearing of arms, Local Fronts of Security. The police control is present and strong economic sanctions, of retention and seizure of goods. Having all the preventive, dissuasive and repressive policies.

One of the measures made by the Greater Mayorship, "Days of Vaccination against the Violence" are the calls, where the healthful political calls are framed to face the subject of the citizen insecurity. Those that constitute oriented campaigns to spread to more constructive models of conduct in the relations man-woman and father-son, and pacific ways of resolution of conflicts to the interior of the homes.

## 1.3 CAMPAIGNS OF URBAN WELL-BEING, MEDELLÍN

Campaigns of disarmament and campaigns to increase the use of communitarian alarms; campaigns to prevent the consumption with prohibited substances; program for the generation of coexistence spaces; communal system of monitoring with satellite support. It is made continuous operative for the control of arms and the operation of public establishments in places of greater conflict.

Also the Mayorship has put in practical programs to help to children and young people of poor communities in conflict, through the education, the recreation and the social rehabilitation of the young people, the communitarian participation and the influence of mass media in the prevention of the violence and the improvement of the relations police-community. Measures that have helped to reduce the urban violence.

## 2. ARGENTINA EXPERIENCE<sup>72</sup>:

### 2.1 Alert Plan of Buenos Aires

It is the answer of a sector of the city (the Saavedra district), for the prevention of the delinquency. The neighbours observe signs that suggest criminal activities, before which come soon with an alert of the neighbours from the sector and then to police.

The *Alert Plan* of prevention of the community:

- a) It spreads useful advice to the community;
- b) Define not to physically take part, nor to use arms;

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<sup>71</sup> It is important to remember that measured of this type they must obey to particular situations of each country, without they suppose a limitation to the exercise of the citizen liberties.

<sup>72</sup> Paz Ciudadana. Conceptos para la prevención y contención del delito. N°23, Abril de 1999.

- c) Give to the neighbors the observation role, alerts and opportune request of the police;
- d) Give to the neighbors the responsibility to participate actively in the solution of urban infrastructure problems that make difficult the development of the I plan, it is so illumination, pruning of leafy trees, retirement of left vehicles, and e) It fortifies the reclamation associate and participative of the neighbors, in benefit of the community.

The *Alert Plan* works in a coordinated way with the local police, that was committed to act with honesty, rapidity and responsibility; to develop tactics and preventive behaviours; and to coming with effectiveness in the persecution and putting to disposition from the delinquents to justice.

## **2.2 Program of prevention of the crime and the violence, Buenos Aires**

Program of Prevention of the Crime and the Violence that contemplates to the formation of council prevention districts (9 until the moment), and the accomplishment of educative encounter on prevention and the improvement of the relation between the police and the community. The council prevention districts, that diagnose and control the necessities of security of their neighbourhoods. This program is made up of multidisciplinary measures and includes educational aspects, of health, marginality, police, justice, urbanism and leisure.

## **3 PERUVIAN EXPERIENCES:**

### **Program of recovery of minors in abandonment, Lima**

Program of Recovery of Minors in Abandonment (Jardineritos); service of babysitter; coordination with police authorities and of the Public Ministry. Between the measures it is the taking of blood samples to prostitutes and homosexuals to discard venereal diseases; and the conduction of minors to the Municipal Complex of Child Attendance-COMAIN. To carry out raid with support of the national police, Public Ministry and political health authorities.

## **4 MEXICAN EXPERIENCE:**

### **Program of public safety, Federal District**

Program of Public Safety that increases the presence of the police in specific zones of the city, with support of committees of citizens who watch driving of the police. In addition to specific programs to fight assaults to trucker, banks, and robbery of vehicles, justice centers were created that a coordinate from the police monitoring to the imprisonment; programs of efficiency and cleaning in the Attorney general's office; substitution of personnel.

## **5. BRAZILIAN EXPERIENCE, RIO DE JANEIRO, BRAZIL**

### **5.1 Program favela-district, Rio de Janeiro**

Increase of the effectiveness and range of the Municipal Guard; Program Favela-District that proposes to urbanize favelas like a way to integrate them to the city. Urban control: prohibition of illegal merchandise sale.

## **5.2 Program of education and resistance to drugs in the schools-PROERD, Sao Paulo**

Police monitoring in the schools; Program of Communitarian Police; Program of Education and Resistance to Drugs in the Schools-PROERD; creation of communitarian advice of security-CONSEGs. (820 until the moment). An increase of people of the Metropolitan Civil Guard for the monitoring of schools takes place; increase of the activities of the "Corregedoria" of the police to inhibit the police corruption; implantation of Law of Control of Arms; implantation of Judicial Audit "Ouvidoria" of police. Also the retirement of street salesmen in the central areas of the city (the criminality in the central zone has diminished in a 60%).

## **6. BOLIVIAN EXPERIENCE**

### **6.1 Santa Cruz**

Defence of the green areas and public use (parks, fields); subscription of an interinstitutional agreement with the Departmental Prefecture. A policy of public lighting system settles down (schools); operating in form coordinated with the local meetings, centers of mothers, youthful and civic organizations. Also it is tried to improve the quality of the education and the health as well as its access.

### **6.2 Awareness of the community on the risk of contracting infectious diseases, La Paz**

Awareness of the community on the risk of contracting infectious diseases; organization of advanced training courses; regulation of municipal ordinances to avoid and to control the negative effects of the no certified product sale. It is coordinated the suppression and seizure by National Customs, Prefectures and City Hall of the illegally introduced species and that affect the health. And a sanitary card settled down that forces to register the commerce of medicine sale and used clothes.

### **5.6 AS A CONCLUSION:**

The participation of the community in the solution of its problematic is fundamental, it is for that reason, the best diagnosis and fixation of measures to the solution, it is where we found, the greater concentration of population, and the city. These measures must be dyed of tolerance, fairness, education, application of the law, "political really healthful to face the citizen security. The scopes are multiple in which the community can take part since we have seen through the displayed examples: education, health, marginality, police, justice, urbanism, unemployment. These measures can be preventive, dissuasive or repressive, according to where they come, or towards they goes directed, is to establish and to make a pursuit of the established policies.

It is important to improve the relation between the community and the police that meet them, that recognizes the complementariness of their actions. The support of these beings is necessary; do not conceive independent, strategies excluding the important actors in this complex problem.

The legal attendance of the victims and the criminals are fundamental, the victims brought back to the crime incessantly of which they were object, and the criminals, because they do not have the necessary help, they cannot leave the circle of the delinquency, by the lack of opportunities or the easy thing that it means to live on that way. It is as well as one the flagella of youth in the cities are the gangs, the uncontrolled and the disorder that it generates what can be explained by the lack of spaces where that youth develops its activities. Finally, it is to learn to solve conflicts in a pacific way.

## 6.- STRATEGIC LINES OF DEBATE

- 1) "Public Safety, Public Policy and urban Situation". Subjects related to the urban territory;
- 2) "Public Safety in the Private Field". Subjects associated to the agents of socialization and institutions;
- 3) "Fields and Instruments of proceedings in the Public Safety". Subjects relative to the management instruments and scopes of performance of the local governments in the field of the citizen security;
- 4) "Public Safety and Civil Society". Subjects related to the actors of the community.

**WORKSHOP N° 1: Public Safety, Public Policy and urban Situation.** This workshop has been organized around the subjects related with urban management and its connections with the public safety. This is, the public safety in, for example: the urban planning; the public areas; urbanizations, the public institutions (schools, hospitals, etc), the poor areas of the city and the vulnerable districts.

**WORKSHOP N° 2: Public Safety in the Private Field.** In this workshop will be discuss some proposals of common projects that they deal with different problematics of public safety in the private field (in the family, in the secondary socialization, in the mass media, in the working relationships, in the relaxation and in the settlement of conflicts) but from the point of view of the policies of the local governments to prevent them or to face them.

**WORKSHOP N° 3: Fields and Instruments of proceeding in the Public Safety.** This workshop is oriented to the creation of project proposals relating to the instruments of management and proceeding field of the local governments in the scope of the public safety: Prevention, Rehabilitation, Social Integration, Interinstitutional and Interjurisdictional Complements, among others.

**WORKSHOP N° 4: Public Safety and Civil Society.** This workshop is oriented to work in related subjects with the participation of the civil society in the policies of public safety: People Participation in security programs, city liability in the field of security, public – private programs and projects, the civil society as a supervisor of the public policies of safety, the police and the community, social trends, etc.

### 6.1 WORKSHOP N° 1: "PUBLIC SAFETY, PUBLIC POLICY and URBAN SITUATION"

The first group of interest centers its attention on eight subsubjects related to the citizen security in the city.

#### A. Urban growth

- a) Demographic- children, young people, women, poor people.
- b) Extension urban stains - growth in the periphery.

c) Density - growth inside of the city.

B. Urban segregation

a) Physics - geographic features.

b) Social and economic - income, ethnic groups, an aid package of goods and services, etc..

c) Functional – location, industrial, financial economic activities, etc..

C. Architecture and urban design

a) Design of constructions - social house, houses, banks, offices, etc..

b) Design of collective spaces - communities.

c) Urban Devices - lights, banks, infantile games, etc..

D. Public Spaces

a) untitled places, uncultivated sites, micro rubbish dumps

b) Crossing places – public areas

c) Places for the leisure, the recreation and contemplation - squares, parks, etc..

d) cultural Spaces

E. Vulnerable districts

a) violent Districts

b) Districts related to the drug traffics

c) Districts with concentration of social problems - poverty, unemployment, low education, etc..

F. Disasters

a) Natural - hurricanes, earthquakes, alluviums, overflows of rivers or sea, etc..

b) Danger areas by productive activities - miner, military man, nuclear, etc..

G. Types of cities according to activity

a) commercial Cities;

b) financial Cities,

c) tourist Cities;

d) industrial Cities;

e) Residential cities;

H. Types of cities according dimensions

a) Metropolitan Areas;

b) intermediate Cities;

c) Small cities

## 6.2 FACTORY N° 2: PUBLIC SAFETY IN THE PRIVATE FIELD

A. Family - violence inside of the families, values and violent norms.

B. School - violence inside of the schools.

C. Churches - socializing role of the churches.

D. Work - space of socialization and social insertion.

Traditional Triad. Effectiveness of the system:

E. Police - prevention, control, denunciations and investigation.

- F. Justice - access to justice, sanctions.
- G. Prison - rehabilitation, recidivism.

Other

- H. Health - search of results of the violence, promotion and prevention.
- I. Coproduction of security, partnership "(cooperative work) - intersectorial, integral, with social commitment.

### **6.3 Nº3 WORKSHOPS: FIELDS AND INSTRUMENTS OF PROCEEDING IN THE PUBLIC SAFETY**

- A. Observatory
  - a) Denunciations
  - b) Surveys of Victims
  - c) Qualitative Studies
  - d) Promotion of prosocial behaviours
  - e) Prevention
  - f) Control
  - g) Rehabilitation of the criminals
  - h) Attention to the victims of the violence

### **6.4 WORKSHOP Nº 4: PUBLIC SAFETY AND CIVIL SOCIETY**

- A. Citizen Participation
  - a) Trade Union, syndicates;
  - b) Social Organizations according to type - functional or territorial, traditional or emergent.
  - c) Organizations according to social groups - women, children, young people, old.
- B. Problems of the community Abandonment, negligence and violences towards Young
  - a) Children
  - b) Young people, gangs
  - c) Women
  - d) Old

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