



International **Congress**
on Public **Safety in a**
Diverse Society

Symposium on Community Governance

International Congress on Public Safety in a Diverse Society

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2nd Draft of

International Guidelines for Governance in a Diverse Community

Introduction

The International Guidelines below aim to provide elements of analysis on the resources, tools, and strategies needed to advance in managing citizen services to effectively address the challenges of a complex, diverse, and changing society. These Guidelines are also aimed to be applied and shared by different cities, countries and cultures on the basis of a diverse society.

1. Principles

The fast social changes in most cities and countries in the world are more clearly bringing to surface common problems related to traditional management and organizational models for public services in many public and private agencies. More and more social experts, agents, and citizens are discussing the direction of the necessary changes, pointing to advancing in integral community approaches based on real joint collaboration of all services and community participation, including its rich and complex diversity. However, different sectors of community services (security, health, education, urban planning, environment, culture, economy and employment...) keep planning their actions and execute their initiatives in an isolated manner, in “silos” or compartments. Services frequently reach only those groups of users who have the highest ability to gain access to these resources or who only show focussed



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problems narrowly targeted within a sector of services. As a result, often only the less needy individuals and groups receive multiple services while those with multifaceted problems, the most needy often remain invisible, falling through the “cracks” of the system. As a result, resources fail to reach effective and tangible outcomes as they just face isolated and superficial symptoms of otherwise complex problems possible to prevent in a more comprehensive way. Services often end up lacking in efficiency and in people’s satisfaction and high in agents’ frustration . All this leads to a great need to advance in proactive, preventive methodologies, centred on the inclusion of all members of the community’s social diversity, in order to improve efficiency, effectiveness, and quality of services.

The fast changes in most societies also bring new opportunities to social diversity, as well as new challenges and risks. These changes bring a positive link between technology and increased connectivity, with citizens being better informed and consulted. But there can also be a down side, if the advances are not managed well and shared across groups – that is to say, there are some people who are not able to enjoy the benefits of new technology – and this can lead to disrupted, disconnected citizenry, further exclusion, and unsafe /unjust public arenas. Therefore, we need new, more inclusive governance models that recognise the diversity of people and their issues, capture the complexity of local, regional and national processes, and allow us to leverage off the capacities being brought together. This is increasingly a global as well as local condition and it is therefore pertinent that both local and international lenses be applied to the interrogation of the issues and the development of new governance models, systems and operating principles to inform/guide their development, implementation, management and evaluation/monitoring.

The need for diversity-based approaches is more and more present in public services, partly due to an increasing complex, open, global, and inter-connected society, plus the increasing demands by individuals to distinguish their needs and singularities in order to have true access to the same rights as other people. Citizens demand that institutions be more present in their social contexts and that they better understand their differences and specific needs, providing close and effective answers adapted to their circumstances, making better use of , also increasingly diverse resources. People having easier access to information find current services insufficient, cold and distant from their reality, mostly reactive and only responding when the problem has occurred. Traditional public safety services are an example of this. There is an increase in citizens’ demands for more preventive, proactive, local services centred on the roots of problems and linked with the other services and resources. Public institutions and agents are more conscious of the need to adapt their services to the territorial and people’s context, knowing better their differential needs and problems while at the same time identifying tangible and intangible community resources and making them more useful.



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Diversity in the work place is also an increasing issue of interest, facing the challenges and resources of the diversity of practitioners working together. Too often the joint work of social agents is hindered by an inability to take advantage of this diversity in competences, views, roles, ideologies, corporative identities, and even gender, cultural background, or age. It's no use expecting agents to collaborate together to address the challenges of a diverse society if within their work they are not able to address their differences, overcome their discriminations and prejudices, and use their different contributions properly.

In a more international scope, we are in a momentum of debate about the great need to develop methods of collaboration within the different public services agencies and with local communities. A need to coordinate local, regional, national and international agencies in increasingly complex, open, interconnected and mobile societies is also a matter of increasing concern among experts and practitioners. At the same time, it is fundamental that, in this more global world, cities and countries come closer together on criteria concerning the rule of law and rights in the context of social diversity, integration, and co-existence. All this makes it the right moment to enhance international debates on principles and guidelines for the coordination among local, national and international entities to foster better governance of our diverse society on the basis of international consensus.

A diverse society is a universal value that brings us an opportunity to exchange experiences, reach better understandings, and establish local and international collaboration through common criteria and models of governance based on the protection of human rights, democracy, and the rule of law for all and among all .

2. **Objectives**

General:

To promote international debate and define guidelines for the governance of diverse communities that may be shared and extended among the cities of the World.

Specifics:

- To have a space of international analysis and consensus on services to guarantee citizens' rights to coexistence in an open world of increasing social mobility.



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- To define systems for joint agency, citizens' and community services to improve efficiency and efficacy in order to allow the true satisfaction of basic needs, access to universal fundamental rights, integrally dealing with and promoting the citizen in their social context.
- Define shared models of citizen implication and community organisation for the respect and protection of human rights which allow for a civic culture adapted to a diverse society.

3. **Background**

The limits in the way public services are managed and provided has increasingly been the object of analysis by various experts at international level, focusing particularly on the structure of these services, which are excessively ramified and specialised when they reach the citizen and community. Experts are becoming more and more aware of the need to overcome certain “empty” or “silo” services, with large pockets of people, groups, and communities needing integral and inter-agency services in order to face multifaceted problems. Concepts such as community networks and partnership, inter-agency coordination teams, collaborative leadership, and community governance are more and more common in the analysis of methods and processes aiming to overcome common obstacles in many cities across the world.

The experts' debate is gathering significant momentum due to the growing social complexity of our cities both in diversity and technology. Societies are becoming more open and cosmopolite and there is also mounting social mobility at local, national and international level. At the same time, public administrations and citizenship itself have changed: local services have evolved over the past decades, to offer new resources adapted to different situations and issues, while management structures have become more professional and technological. There are also new technologies, strategies and tools in public communication, and citizens have easier access to information and participation.

Addressing diversity of practitioners in the workplace is also becoming a common issue within many organizations, and is slowly being included in the more needed field of inter-agency collaboration. Effectively managing the joint contribution of the diversity of agents from citizen services may centre the working framework in terms of collaboration and coordination among institutions, agencies and departments to allow them to work at ground level in synergy, and overcome the multiple difficulties of multi-professional and inter-agency groups and teams. This should render better results when it comes to improving efficiency and efficacy and a make for more flexible adaptability in light of a mounting diversity of situations and cases these



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services face. In turn, this facilitates and provides opportunities in the organisational exchange among cooperating entities, making it possible to simplify, de-concentrate, and flatten their structures and processes.

In general terms, recent successful practices and innovations in public services are showing us the great potentials of community services centred in diversity, allowing us to move forward in improving professionalism and quality of services to citizens in a comprehensive approach for all and for each member of our society. This goes for all types of services, particularly in fields such as public safety, by definition, a service carried out in the context of the relations between citizens. These approaches also allow social agencies an increased exchange of knowledge and ability to innovate in order to develop good practices and success stories in a variety of territories and countries facing different realities, by means of improving normative frameworks, territorial structures, management models, intervention methods and orientations of their public policies. This might bring tools to overcome limitations, resistance and divisions seen in traditional public services.

In conclusion, this is an exciting moment in which the academic debate is increasingly shared in discussions among social agents and citizens in general, in many cities and countries. This is why now it is the time to open new spaces of debate at international level to come to consensus for a new culture of management and governance centred on a complex and changing society.

4. Preparatory Process

The preparation process of these Guidelines arose from in the convergence of a series of studies, analyses, and activities:

1. Analysis of needs and proposals on public service methods and management practices within a participatory study for the advancement in public safety methodology in Madrid's Central District. Public service professionals from different agencies (local police, national police, social services, educational services, health, urban planning, environment, NGOs...) took part in this study along with experts from different fields and countries. Also, a Citizens' Participation Forum participated, made up of residents and business owners from the district. This study defined an "Integral Community Management System" which is continuously being improved thanks to feedback from experts, professionals and citizens (accessible on our website: <http://safetyinnova.ie.edu>).
2. An international study of good practices in terms of managing local public services. The study was carried out within the research of the Public Safety Community to which Spanish and International entities and experts contributed.



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3. The Working Group on community governance comprising various experts from national and international organizations, including the *Wijkaanpak Office, City of Amsterdam*, the *Flintridge Center* (Pasadena, USA), *PPA Consultores* (Madrid, Spain) and the *Public Safety Community Programme* (Madrid, Spain). This group is in charge of defining the draft of this International Guidelines.
4. The Symposium on Community Governance, at the International Congress, a meeting organised by the Working Group participants. At this meeting, international challenges, good practices, and the International Guidelines will be discussed for approval.
5. Presentation and dissemination of the Guidelines among national and international institutions.

5. Guidelines

1. Definitions.

1.1. Principle: Community governance is understood as the community's capacity to use and articulate current and potential formal and informal resources available to them to optimally cover the various basic needs of its members and thus guarantee the real enjoyment of the same fundamental rights for all.

1.2. Community governance ensures resources meet the needs of citizens, adapting them to the differential characteristics of each individual and group while paying particular attention to the most needy, vulnerable, at risk or invisible persons.

1.3. The development of community governance should be led by public administrations, whether or not the local community is also capable of leading it themselves or through private organisations.

1.4. Community governance must be based on the management and development of an integrating relation between people and their territory.

1.5. Community governance must be based on joint management among public and private administrations and people, explicitly defining roles, structures and procedures regarding the relationship among them.

1.6. A public administration leadership process should enable the progressive transmission to the community of the tools for organising themselves in those roles and tasks which do not require professional intervention.



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2. Quality and service management mechanisms

2.1. Principle. Public service management must be centred on models of continuous quality improvement based on the relation with citizens as a whole in their social and community context, being differentially adapted to the needs of each person and group according to inclusive and extensive criteria to reach true equality and fairness in terms of access to basic rights.

2.2. Public service management should be centred on the integrated relationship between individuals and their community and with the community as a whole based on the integration of all its diverse elements.

2.3. Public service management must be based on methods allowing services and resources to be converged, integrated, and ordered in the relational service process with citizens in their social context, built around criteria of efficiency and efficacy.

2.4. The structure of public services must place the relation between persons and community at the summit of the organisation chart. Agents should work with users directly as integral and integrating managers of services and resources along with more specialised working networks at medium level and with policy management entities forming the base. These latter should have orientating and coordinating roles of broad territorial policies, planning of resources, general supervision, supplying of external resources and reporting.

3. Inter-agency collaboration

3.1. Principle. Administrations guarantee integrated services based on the citizens' socio-spatial context; reaching each and every citizen by addressing the relationships among causes, influences, and consequences as a whole. They should do so via interdisciplinary, inter-area and inter-institutional approaches and with specific procedures to address the processes of relationships between citizens and their social context.

3.2. Institutions in charge of managing public services define and implement systems and methods to guarantee individual and community services at primary, general ground level as well as at specialised levels when referred by the primary ones. All agencies should take leading roles in overcoming the difficulties of the different agents working together by enhancing their diversity of resources and competences for effective, joint inter-professional, inter-area and inter-institutional work. In order to do so, all agencies should make an effort to clearly define the role and tasks of each agent in inter-agency groups and teams.



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3.3. Primary public services must be based on agents with roles for integrating management of services in the local community, as general service providers. These community agents should take into account all the community's formal and informal resources and services, be able to take independent yet coordinated operative decisions, and lead community governance processes with collaborative leadership competences facilitating means to services, agencies and the community for their own management. These community managers should work in teams at inter-community level and lead the establishment and development of inter-agency management teams and formal and informal community networks.

3.4. Each specialised service should also have integral area managers in direct communication with the citizens and communities and working in coordinated, multidisciplinary, and inter-agency teams with general community managers.

3.5. Every administration, agency, and service should have a leading role in developing coordinated inter-institutional groups of area managers at community and inter-community level which maintain close ties with general community managers as well as with the community itself.

3.6. Public administrations must empower the relations between formal and informal networks at community and inter-community level, establishing joint working procedures in the community services processes. Empowerment must be led by general community managers and inter-agency teams.

3.7. Administrations promote the development of community organisational processes via community managers, inter-institutional teams and the relation between formal and informal community networks in order to obtain, enhance, and use both formal and informal resources.

3.8. Public and private administrations should make good use of the opportunities offered by inter-institutional coordination and effective governance to address internal organisational development processes to make them less complex and more horizontal, decentralized, and flexible in their structures and processes which will in turn facilitate inter-agency coordinating and working in a network.

4. Information, transparency, auditing and accountability

4.1. Principle. The administrations with public and community services must be based on sound principles of information, transparency, auditing and accountability via clear, rigorous and verifiable systems of evaluation, while maintaining confidentiality of



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citizens' personal information, aiming to gain the trust and participation in decision making processes of informed citizens with full knowledge of the facts.

4.2. Community service agencies collaborate by sharing information enabling them to provide services to effectively meet people's needs. This collaboration must be based on various levels on confidentiality. Each agency or service must only process the information proven necessary for the effective provision of their services.

4.3. Public and private agencies obtain people's information on a voluntary basis based on citizens' trust that this information will only be used to provide them better services. Agencies must supply accurate and transparent information to citizens in order to guarantee their independence, decision making and expressed consent on the services based on their own criteria established by informed reflection and solid foundations.

4.4. Public services and agencies are responsible of obtaining sufficient and necessary information to guarantee services to all those citizens who require them.

4.5. Public agencies and services incorporate implicative and participatory systems to identify needs, problems, and resources, and for service assessment, auditing, and accountability of budgetary spending, including citizens and practitioners from their own organisation and from other services. The results of service assessments should be published, excluding personal confidential information and that protected by public regulations.

5. Citizen participation and governance

5.1. Principle. The development of a participative culture on community governance must be led by both people and social agents. The final aim is to transfer to the community the capacity and autonomy for decision making to be able to benefit from formal and informal resources optimally, equally, fairly, and in solidarity, to differentially meet their needs in order to guarantee the access to the same rights for all citizens, and to move towards a better social integration and development.

5.2. Community agents must lead the enhancement of community participation without hampering the initiative or participation of other agents.

5.3. The extent of citizen participation will depend on the degree of difficulty to satisfy a need themselves or to resolve a problem requiring professional intervention. In any case, professional intervention should always maintain an advisory role accompanying the users throughout the whole process, working to enable the return of responsibilities and



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autonomy to individuals and the community as the problem is solved, and following up on the impact of the outcomes. Professional work will ensure that participating up until the end of a program will benefit and not hinder them.

5.4. Citizen participation management must create and maintain structures and processes of participation independent from professional and institutional entities, and at the same time in joint bodies with institutional agents at operative and political levels, making all accountable for effective and tangible results of their activity.

5.5. Community participation management enables, facilitates, and promotes the active implication of all citizens (with inclusive and extensive criteria) avoiding messages of exclusion of different categories of social diversity (cultural, origin, gender, age, beliefs, ideology, knowledge, economy, housing...).

5.6. The promotional processes of citizen and community participation themselves are not enough to develop community governance, which requires the enhancement of formal and informal networks, which in turn, will not be enough either. Community participation and social networks should also be boosted by inter-agency teams, rendered effective by the collaborative leadership of community managing agents. On the other hand, an aim of community managers' work will be to reduce their leadership role in favour of larger agents' levels (teams and networks), which should eventually cascade towards the community as a whole. This should lead to the development of a civic culture or proactive citizenship and governance.

5.7. As a final objective, community governance should include the local community as a whole composed by the complex relationships of its social diversity, placed at the top position of the structure of services, and directly linked to general community managers, collaborative leading inter-professional and inter-agency teams of area managers. These in turn should promote a close relation among formal and informal community networks to empower the participation of the diverse society as a whole within the local community, without excluding different groups and nested communities living in it, as social capital for community governance aimed at social integration and development.