

INITIAL OUTLINE OF THE PROPOSAL FOR AN INTEGRAL PUBLIC SAFETY SYSTEM FOR A DIVERSE CITY

CASE STUDY: Madrid Central District (MCD)

1. Introduction

- **Methodology used**
- **Defined model of organization and management**
- **Implementation process**

2. Flowcharts and organization charts of an Integral Public Safety and Community Management System

- **Organization chart of the Integral Public Safety System in Madrid Central District (MCD)**
- **General – Organization chart of the Integral Community Management System**
- **Model of Institutional Coordination**

3. System elements

Axes of debate and frequently asked questions

1. Introduction

- The following diagrams summarize a series of initial proposals for the integral system of organization between entities optimized to efficiently and effectively respond to the needs and problems in public safety in a socially complex, diverse, and changing urban district such as that of Madrid Central District (MCD) based on the current resources available.



Methodology used

- The elements, bodies and systems included here are based on an **initial diagnosis on the current needs, problems, resources, initiatives and opportunities in MCD in terms of public safety. Various professionals, experts and residents of MCD** took part in determining these factors. The results of a **theoretical** bibliographic research and an **international study of good practices and innovations** were then applied to this diagnosis. Interesting and promising elements and practices which could respond to these needs and problems were selected. All elements proposed here are based on successful current good practices **at national or international level.**
- The diagnosis showed the importance of **creating models of organization and coordination between institutions and neighborhoods** that take into account all the elements involved. We are also trying to reflect the need to advance in broader and inter-agency systems at community level, making it possible to provide a necessary integrated approach to such a territorial field as is public safety.



Defined model of organisation and management

- The model aims to:
 - Rationalize existing resources, reduce overlapping, duplicity and multiplicity of tasks and services aimed at the same identified users,
 - Minimize segmentation, departmentalization and fragmentation of services,
 - Resolve ambiguities and conflicts of roles between agents and entities,
 - Simplify and organize these roles in the processes of community intervention, avoiding overlapping “silos” while also covering social and territorial gaps through generalized approaches.

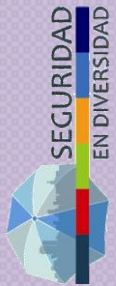
Public Safety Community Program



- We are looking to achieve **synergies** which respond to the needs and problems of the community with an **integral management centered on the integrational relation between community and territory** as a means of development.
- We propose an inter-organizational structure with a **180° turn** with regards to the traditional administrative organization model, in which each organization ramifies its services in “silos” to the citizens. Here the resident and the **community are placed at the heart** of a management model based on the relation with the community as a whole as a means of guaranteeing safety and co-existence.
- The model employs **inclusive integral** strategies which also distinguish and take advantage of the diversity of needs and resources of the territory based on a **systematic concept** of the relation between the various elements present on the territory.
- The management model is based on **strengthening safety value networks and chains**, interconnecting sources, processes, and targets of safety and co-existence at community level.

Implementation process

- This is an initial draft of a series of elements and “**target-models**” to study in order to apply them in the long run. It is not an all-or-nothing proposal and the general outline can be modified as a whole or specific elements of it can be adapted in different phases.
- The model is **based on the current resources and initiatives** in the MCD and in most cases corresponds to an attempt to move forward in current, established systems, roles and professional profiles. **No new eliminations or overlapping of elements or services are proposed, just as few additions as possible. What the model actually brings is a redefinition of services and roles.**
- Once the system has been defined, a feasibility analyses of the elements, projects and systems will be carried out. This may imply **a more or less long implementation process with transitory systems which may require elements to be established at different times** throughout an Setting-Up Program.
- Once the model is analyzed, discussed and finally defined, we will **concentrate on the definition of the professional profiles, roles** and competences required, as well as the training needed to provide these competences.



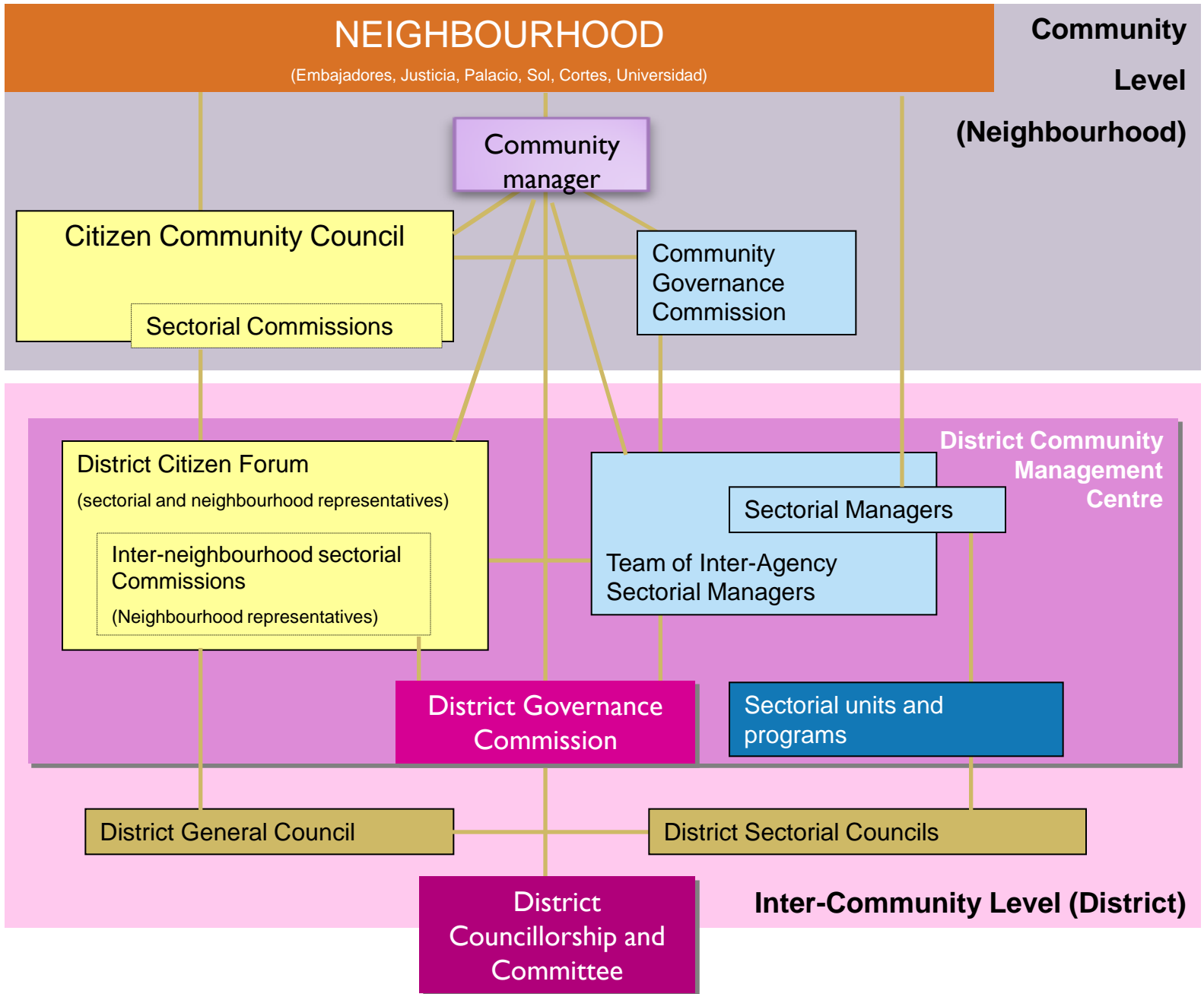
Outlines of flowcharts and organization charts of the Integral Public Safety and Community Management System

Below are schematic representations of the possible ways of organizing the Integral System including the main elements of: (1) An Integral Community Management System; (2) The Area of Inter-institutional Coordination and (3) The Public Safety area.

Followed by a brief description of the main elements of the System to implement in a urban context such as the MCD.



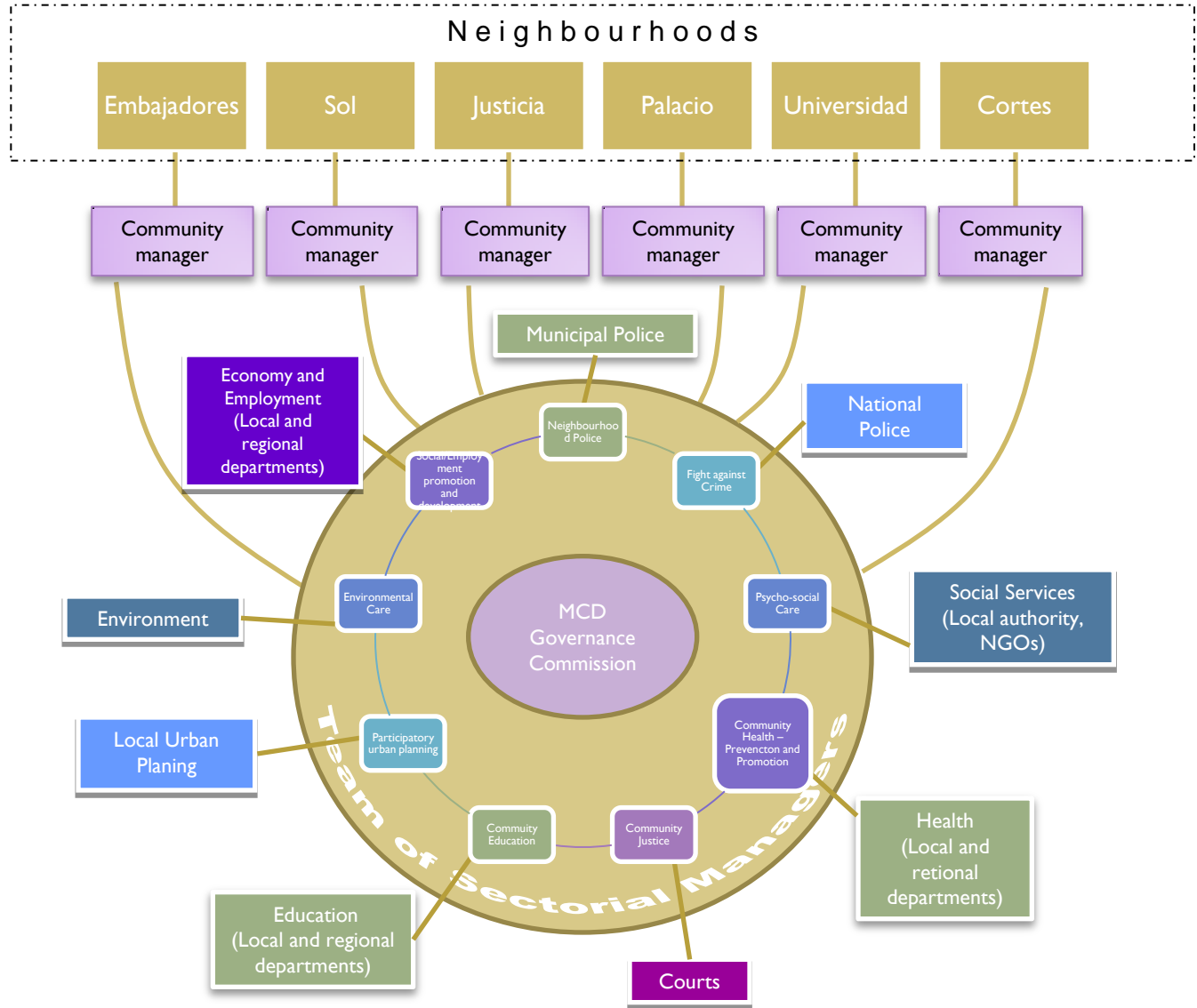
General Model – Organization charts of the Integral Community Management System



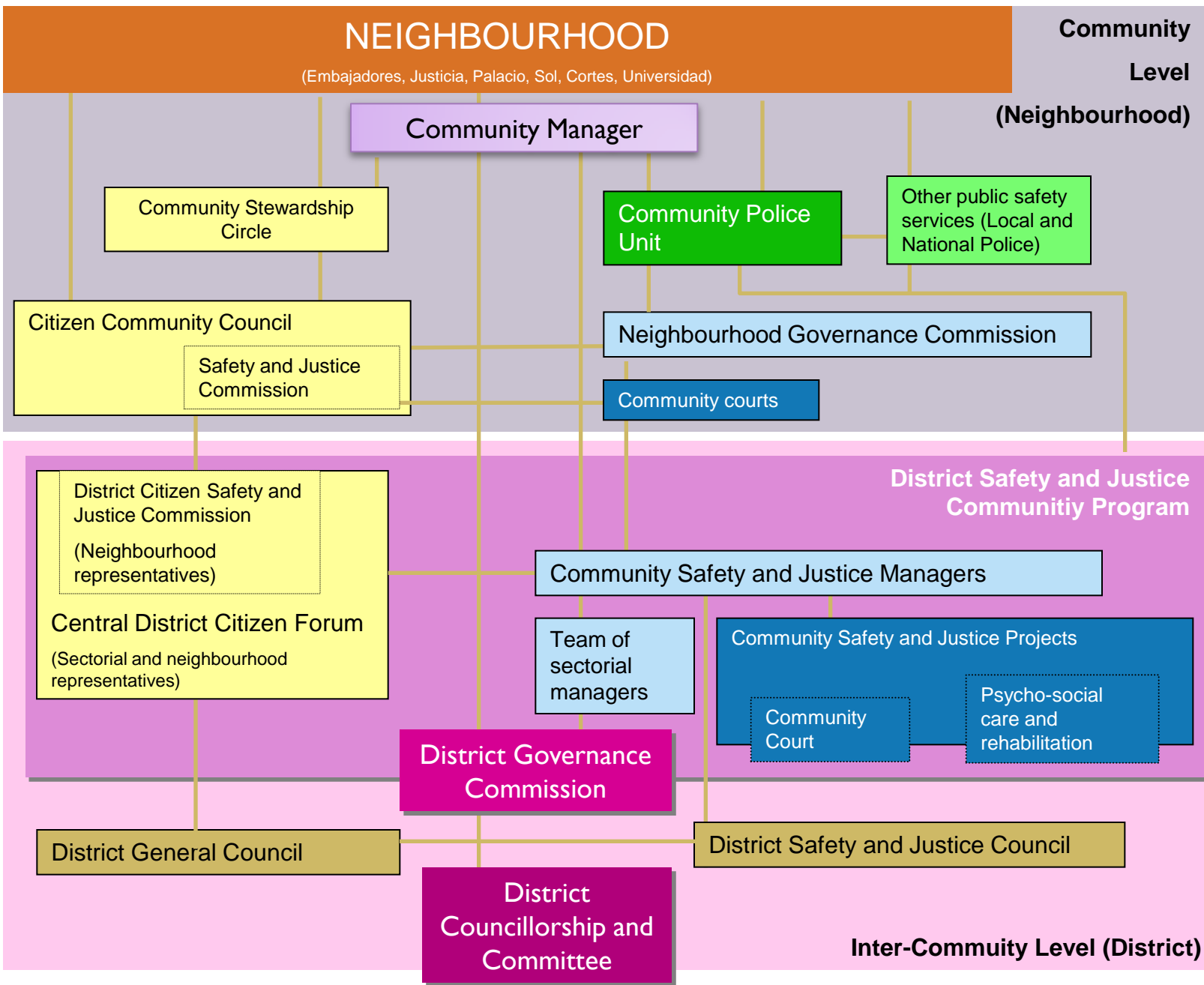
Public Safety Community Program



Model of Institutional Coordination



Organisation chart of the Public Safety Integral System in MCD



Public Safety Community Program



3. Elements of the system

Element	Functions	Feasibility (in MCD)
Community manager (or neighborhood manager)	Professional who works integrally on the ground at community level on its needs, problems, resources and opportunities. Professional who work fostering team work with other community agents from different agencies and with the community as a whole as a means for community development and integration. He/she would be an institutional reference for residents, would refer and supervise services provided by the various institutions in the neighborhood, and follow up on cases. He/she would organize and rationalize the formal resources and would drive the informal resources and social capital. He/she would lead community development processes and initiatives. Without being above the institutions at ground level, he/she would attempt to bring together joint work with leadership skills, while allowing each entity to be independent. A catalyzer, along with the community, of processes for development and social integration with the territory. The Community Managers would form a team around the District's entities.	Effectiveness: The Community Manager would be in charge of essential roles not currently taken on by anyone at MCD. Efficiency: Complete. Would help organize resources and simplify the work of many sectorial social agents currently on the ground, avoiding duplicity and promoting synergies.
Community Police	Roles basically within the body of the Local Police (LP), although there would be a need to address several National Police's functions in a similar way. An agent of reference in the neighborhood, who knows everyone and is known by everyone. Centered on the causes and social dynamics of safety problems in a proactive way including prevention and public safety promotion. Leads public safety, referring, guiding, following-up and assessing the work of other agents from different agencies working on prevention.	Would increase the roles, competences and tasks already present in the LP's Citizens' Advice and Information Bureau and in the NP's preventive police.
Community Stewardship Circle	Combination of the environmental stewardship models, "neighborhood Watch groups" and community justice systems, would involve representatives of all resident buildings around a street, square or park. Would be in charge of enhancing co-existence, environmental care, and human ecology in the area. They would be official delegates for users and institutions.	Most of Spanish "Resident Building Communities" have a formal status which allows them to have an official structure. The Community Manager would be in charge of fostering a relationship among them. It would require some local normative support.
Citizen Community Council	Merger of the various sectorial participation bodies already in existence. It would have a general nature, with sectorial commissions.	The community manager would be in charge of promoting the creation of the Council. The parallel creation of the Community Stewardship Circles as a basis of the council would be key in its medium term sustainability.

Public Safety Community Program

Element	Functions	Feasibility (in MCD)
Community Governance Commission (or Neighbourhood Commission)	Small commission made up of representatives of the main institutions (and 1 representative of the Cotizen Community Council) to integrally address the neighborhood's needs, problems, and issues and to promote community governance as a social integration and neighborhood development instrument.	There are already periodic meetings of the Councillorship. It would need some sort of normative bylaw. It would be managed by the Community Manager.
Community Courts	Courts of neighborhood residents to deal with cases which are not quite offences (misdemeanors, anti -social behaviours...), with the orientation and supervision of the community justice bodies (prosecutor, judge), using methods of restorative and community justice.	The Community Manager, along with the community justice agents (community prosecutor), supported by the community police, would be in charge of training them.
Central District Citizen Forum; Sectorial Commissions	MCD general participation Council with general representatives and representatives of the sectorial commissions of each neighborhood. The sectorial Commissions will meet with a degree of autonomy and their representatives would be delegates for the different agencies.	The group of Community Managers will do a follow up to guarantee its sustainability.
Community Safety and Justice Managers	They would be the agents of the Inter-Agency Community Team in the field of Community Police and the Justice bodies (prosecutor and/or judge). They would work very closely with the Community Managers.	Simple appointment of a person specialized in community intervention by the Police and Justice.
Sectorial community managers	Same role as the community safety manager, but from each institution, department or sector. He/she would work with the neighborhood focusing on community intervention and inter-agency coordination. They would be the links, the connectors and interlocuters of each sector or institution with the other areas and with the community as a whole, as well as with the political leaders of each institution.	There is interest on behalf of different departments, areas and institutions to define this type of community agents due to their ability to reach the citizen and the neighborhood, to improve efficiency and monitor projects.

Public Safety Community Program



Element	Functions	Feasibility (in MCD)
Inter-Agency Team of Sectorial Community Managers	Team of specialists from each institution focusing on community intervention + team of Community Managers. They would provide specialized community services derived from the Community Manager individually, in small groups or as a team. This is the operative decision level of the MCD Community Management Centre.	Simple appointment of a person specialised in community intervention by the sectorial institutions involved.
MCD's Governance Commission	Political level of the MCD's Community Management Centre. Small group with representatives of the institutions involved. Would supervise the work of community management agents and issues, and take strategic decisions to foster governance, integration and development between MCD's neighborhoods.	There are already meetings with these goals, encouraged by the Central District's Councilor. It would be lead by the Inter-institutional Community Team.
General Council; MCD Safety and Justice Council	Bodies representing all social actors and institutions of MCD to allow for dialogue, analysis of problems and to facilitate the decisions of the Governing bodies responsible for the territory.	There are already some sectorial local councils. They would need more normative and practical support for continuous work.
MCD Community Management Centre	Integrated Center for general and specialized services for and with neighborhoods. It would differ from other Centers and services in that it would integrate services focused on the relation with the communities as a whole. It aims to integrate the other already existing services in this relation in order to progress in terms of effectiveness and efficiency of these services. The Centre will basically have two levels: Operative (the Inter-Agency Team of Community Managers and agents) and political (the Governance Council). (The agencies included in the diagram could be added to or modified).	Could start integrating functional areas with a greater need (for example, safety and justice). In the long run, feasibility would increase in line with integration development as it will improve the efficacy/efficiency ratio.
Sectorial units and programmes	Different programs can be created within the Community Management Center from each institution and sector, always with the Center's integral resources.	There are already a few programs which would benefit from the synergies via the connection to this Center.
Community Safety and Justice Program	Would be a sectorial program in the field of safety and justice. There are a few examples of services below.	Within the PSCP, we are directly working on its feasibility.
Community Courts	A service example. Carried out with the direct management of the Justice sectorial management services (community prosecutors and judges). Pre- or extra-judiciary trials with proactive and preventive approaches which avoid may cases going to regular courts.	The joint collaboration of Community Police, community agents, Stewardship Circles, Citizen Commissions, community courts and governance commissions would make this institution possible be fostering synergies across the territory.
Psycho-Social Safety Care	Another example of community service. Support for victims, offenders and professionals in their relation with the community. Community conflict management, neighbor mediation.	Within the PSCP, we are directly working on its feasibility.

Axes of debate and frequent questions:

- *Levels and territorial units of work to select: At what level; individual, group, collective, community (neighbourhood) or district; should we focus the coordination of public services?*

Management should be directly integrated in the relation between community and land. The further the distance from the community and the territory and the broader the territorial level, the more specialized and sectorial the management will be and the more important the role of supervision and evaluation will be.

- *Levels of citizens' participation: To which degree should citizens' participation entities be representative or direct?*

Participation must guarantee being inclusive, including everybody as directly as possible at community level. At District level, participation will be more sectorial and representative.

- *Levels of institutional participation in citizens' participation: What is the role of the administrations and agencies within citizens' participation?*

The Community Manager must have leadership and moral authority (not official authority), be able to take decisions and have direct access to the decision making agencies. On the other hand, he/she should also have strong collaborative leadership skills as he/she will have to respect the independence and the competences of each department or institution. In principle, the team of Community Managers would oversee the different agencies' interventions in the District. They would be the eyes and ears of the District Councilor.

- *Levels of institutional representation in management: To which degree must institutional coordination be representative vs. operative?*

The organization chart foresees coordination management at two levels. Within the Community Management Center, one at operative level with the Inter-Agency Community Team, which would include experts from each institution in community intervention, and another level in the Governance Commission, with the Directors of each institution at District level. There is another simple vertical coordination between both levels and with the other organs.