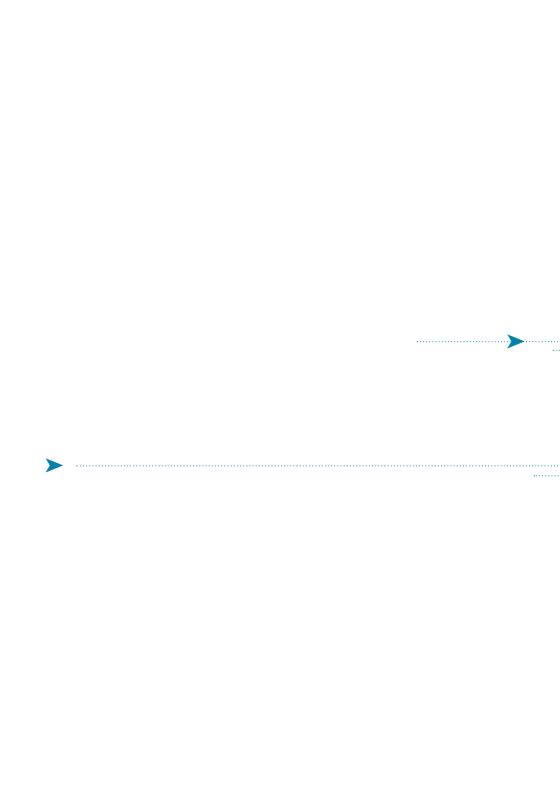


Security, Democracy and Cities:

The Manifesto of Aubervilliers and Saint-Denis

European local authorities are choosing to invest in prevention in order to guarantee that the security of future generations, indispensable to the quality of life in cities, is a basic right for all.





Security, Democracy and Cities:

The Manifesto of Aubervilliers and Saint-Denis

adopted during the international conference *Security, Democracy and Cities: the Future of Prevention* on 12, 13 and 14 December 2012 in Aubervilliers and Saint-Denis, France.



Introduction

At a time when Europe and the world are going through an economic crisis that may jeopardise the social and cultural heritage of the twentieth century, local authorities, institutions and civil society representatives came together at a conference organised by the European Forum for Urban Security (Efus) in Aubervilliers and Saint-Denis, wishing to reaffirm that facts show that social prevention policies are especially effective in terms of the fight against violence and crime. Let us be reminded that prevention is less expensive than other policies, both in terms of costs for our economy and our society.

This has led Efus to choose "the future of prevention" as the theme for its fifth international conference in Aubervilliers and Saint-Denis, following Montréal, Paris, Naples and Saragossa, during which more than 900 people, including representatives of 200 cities and 40 countries of the five continents, gathered on 12, 13 and 14 December 2012.

This conference was concluded by the adoption of a manifesto, published below, which is followed by concrete recommendations from the thematic sessions of the conference.

This manifesto expresses the conclusions drawn from the conference and the principles advocated by its participants, setting out the principles and values of the Efus community. It is designed to be a source of support and inspiration for local authorities in designing and promoting their security policies. It also aims to carry the voice of local authorities towards national, European and international institutions.

It is a means to promote citizen participation in matters of safety and security, encouraging debates with citizens across Europe.

We invite local authorities from all over Europe to demonstrate their engagement to safer and fairer cities by adopting the principles of the manifesto, defending and promoting them in their local policies.

Guilherme Pinto. President of Efus

Challenges for Europe

The current state of global upheaval means that we face tremendous environmental, social, economic and financial challenges in the future.

Europe is suffering from disparity and inequality, particularly through an outburst of unemployment, which has plunged European citizens into a state of anxiety, weakening the social fabric and diminishing confidence in the future. Faced with uncontrolled globalisation, the opportunities of which are not always fully exploited, Europe has a tendency to become fragmented and withdraw into itself. The crisis threatens Europe's social cohesion and solidarity, giving rise to selfishness and individualism.

Feelings of insecurity have reached unprecedented levels and citizens have become mistrustful of politics, fiercely contesting its ability to change the course of events.

Organised and financial crime, relatively absent from public policy preoccupations, present threats to social balance and to our democratic bases.

Europe is not keeping pace with these challenges because its social and economic programme does not sufficiently correspond to citizen expectations and does not facilitate their support.

Although considerable progress has been made, first and foremost in ensuring peace for 65 years, Europe does not elicit a strong sense of belonging from its citizens, which prevents collective investment.

The risk of authoritarianism

Faced with these challenges, there is a major risk that only the most visible signs of these imbalances will be addressed: manifestations of poverty, urban riots, human trafficking, increasing addiction and substance abuse, gender-based violence, youth violence and anti-social behaviour.

In the short term, authoritarian responses to such challenges are appealing to acting authorities because of their visibility. In the long term, this approach has major social and economic costs and seriously jeopardises our rights and freedoms.

Let reason prevail

Taking into account the social, economic and environmental challenges in the near future forces us to think in both the short and long term for each of our decisions concerning the future of our communities. It forces us to re-examine our priorities, reinvent our methods of action and offers us an opportunity for innovation.

Democratic debate, nourished by science and knowledge, allows us to better evaluate the financial and economic consequences of our decisions for the future.

Our reactions to the current disorder must follow this difficult and demanding route. More than ever before, security policies should be built on the balance between sanction and prevention.

Cities must ensure that public authorities respond coherently to the smallest as well as the most important criminal activity.

Prevention: a choice for the future

By choosing to focus their work at the conference on the future of prevention, Efus cities are promoting an optimistic dynamic to counter the paralysing sense of fear. Rejecting the fatalism linked to times of economic crisis, it is our responsibility to identify where leeway can be made and invest in development opportunities.

The prevention option must be promoted as a rational, strategic option that has the best cost-benefit ratio. In the context of budget restructuring and restrictions in the coming years, stakeholders in security need to be able to think both creatively and pragmatically. In order to maximise efficiency, it is necessary to emphasise the importance of partnership and the working relationship between stakeholders, both public and private, within a collective project.

Security and sustainable development

Applying principles of the Aalborg Charter, Efus cities seek a high quality of life for all. They refuse short-term emergency management and promote policies of sustainability.

Local authorities are choosing to invest in prevention in order to guarantee that the security of future generations, indispensable to the quality of life in cities, is a basic right for all.

Citizens at the heart

Security policies should be designed and constructed around the individual and collective needs of citizens, and not according to public institutions. To do this, citizen participation must be universally promoted and civil society must play a role at all stages of the policy-making process, from conception, to implementation, to evaluation.

Future prevention can only be designed and achieved with the full participation of young people, who are all too often stigmatised and victims of violence. Concrete goals and means of expression need to be restored to the common political project that unites European citizens. This active form of citizenship includes the involvement of citizens in security, particularly through civic education and through promoting the values of justice and democracy.

Informed policy

All policy should take into account the latest technical and scientific knowledge and promote research and development.

To do this, cities need to find ways to ensure that their policies are defined and guided by both qualitative and quantitative data, and not founded on prejudice or ideological stances. They must commit to systematically assessing their prevention actions, in order to increase efficiency and therefore bring prevention to a new stage of professionalisation.

A Europe of cities

European cities are characterised by the existence of public spaces that are shared by diverse population groups. They wish to preserve and develop this urban characteristic. Priority is given to the creation of social ties and conviviality: security does not seek to alienate citizens from each other but rather to create shared spaces in which the safety of all is ensured. Public space embodies social cohesion and symbolises the relationship between citizens and their city.

European and national institutions now recognise cities as essential partners. Being the closest to the citizens, they possess skills in prevention, sanction and solidarity and expertise in the management of everyday problems. The allocation of financial and human resources should reflect the distribution of competences and recognise the partnerships and collaborations between states, cities and civil society.

Cities of peaceful coexistence

Cities advocate a Europe that is open to the world, respectful of laws and regulations, a Europe that seizes the full potential of the diversity of its populations.

Cities express their desire to make security a public good, based on the respect of fundamental rights, to be guaranteed in both public and private spaces, and guaranteed for both individuals and groups.

This security is complex and must be based on a widereaching partnership. It is designed and implemented through the combination of prevention, sanction and solidarity policies. The promotion of women's rights and gender equality must be systematic and constant. Proactive policies promoting peaceful coexistence and conviviality are vital for our societies, otherwise tempted by withdrawal into themselves.

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Thematic recommendations

Safety audits, programmes and evaluation

Considering that:

- The financial budgets of local authorities are decreasing; it has become increasingly important for local crime prevention policies to be cost-efficient. It is necessary to consider potential actions of prevention carefully before implementing them. Previous recommendations and publications¹ have stressed the importance of security audits acting as an aid in the decision-making process and providing rational justification for investments. They offer an understanding of a wide range of issues so that appropriate and integrated crime prevention strategies can be designed.
- In recent years, the scientific debate concerning methodological instruments to benchmark crime prevention has produced various concepts, methods and programmes. However, the problem remains that scientific demands do not always conform to the expectations of local stakeholders. Knowledge remains untapped and local strategies still lack foundations built on solid evidence.

- It is necessary to investigate the evidence on which actions preventing crime are based.
 - > Problems must be analysed in terms of their local causes, as well as being contextualised at the regional, national and European levels;
 - > Sanction measures must be proven to be effective;
 - > The outcome has to be evaluated according to the defined purpose;
- Community coalitions and partnerships between researchers and local authorities are key for the implementation of this systematic process. In order to achieve the objective of widespread crime pre-

vention based on evidence, the support of national authorities as well as the European Union is required.

- Raising awareness of the necessity for evidence-based crime prevention strategies;
- Reviewing local crime prevention policies according to their target orientation and efficacy;
- Working out the requirements concerning methodological tools that respond to the specific situation of local authorities;
- Implementing techniques that provide a systematic approach to crime prevention;
- Initiating partnerships between researchers and local authorities.

¹⁻ Saragossa Manifesto, Efus 2006; Guidebook on Local Safety Audit, Efus 2008.

Shared public spaces

Considering that:

- Public spaces can be utilised as a tool for peaceful coexistence. They are essential in providing a good quality of life for a city's inhabitants:
- Public spaces are collective heritage, a place for meeting, for dialogue, for coexistence, for a range of diverse and public uses as well as cultural enrichment. Thus they should be valued, they should be accessible to all, they should be a place where people feel safe and comfortable:
- Due to poor planning or an unequal occupation of the space, public spaces can be affected by safety issues, antisocial behaviour, crime or feelings of insecurity, leading to conflict between those who use it:
- There is a direct link between the way in which the public space is designed and the safety of that space;
- Well-designed public space corresponds to the needs of citizens. residents and users. The safety of public spaces depends on many actors and professionals who contribute to its layout, operation or activities. Different spaces require specific layouts and therefore "tailor-made" solutions:
- Public space can become a space for mediation and a means to foster peaceful coexistence, through the way it is managed daily and used for activities.

- Citizens, residents and all those who use public spaces should be involved in designing and managing them;
- Safety issues should be taken into account when designing public spaces and prevention should be considered in terms of urban planning. In order to achieve this, there must be a dialogue between the designer and the user/manager from the very beginning of any project;

- Peaceful coexistence in public spaces should be promoted, insofar as it contributes to social cohesion. Security should be considered as one parameter among many;
- It is necessary to curb the increasing privatisation of public space, and security should not result in the exclusion of certain groups of people;
- Changes in the use of public space over time should be taken into account, as well as the different ways it is utilised and occupied at daytime and nighttime;
- The issue of public space must be addressed with regards to the gender issue;
- It is necessary to develop the ways in which public spaces are managed with those who use it, based on the idea of sharing and appropriating places - while avoiding dominant occupations - and reaffirming human presence;
- The training of different stakeholders must be reviewed, particularly architects, urban planners and council officials, in order to include their know-how in the quality criteria of public spaces.

- Better defining public policies regarding the various users: residents, businesses and other people that traditionally use public spaces, etc.;
- Developing citizen participation and using more tools that enable residents and users to get involved, for example safety audits;
- Developing the potential of trades that are performed in public spaces for crime prevention policies;
- Developing cooperation partnerships between municipal services, the various trades that perform in public spaces and other local stakeholders for even more effective local urban management.

Mediation

Considering that:

- Cities, schools, families and businesses are all formed of positive relationships that create bonds through multiple emotional commitments or interests: it is necessary to consider that negative incidents can occur in these institutions, whether they be disputes, tensions, conflicts, the development of feelings of insecurity, or even violence;
- In these situations, mediation can contribute to restoring positive communication, creating and repairing those bonds, preventing violence, and peacefully managing and resolving conflicts;
- Mediation is considered to be both a powerful response to negative incidents and a culture in itself. It is a free, direct, rapid process that is inexpensive and effective. It can take the form of social, familial or legal mediation;
- Mediation is one of the solutions that many cities have chosen to implement.

We, European local authorities, make the following recommendations for the future of prevention:

- Local officials should affirm their political resolve to support and facilitate the implementation of mediation;
- The necessity for systematic partnership should be stressed along with the involvement of civil society in actions and reflection concerning mediation:
- It should be recalled that training and awareness of mediation are essential for its efficacy and are at the heart of its success, particularly in local communities and in schools:
- An international initiative should be launched to promote mediation, which could be initiated by the United Nations, such as an international year of mediation.

In the coming years we are committed to:

• Creating spaces for mediation and peaceful resolution of conflicts at the local level, accessible to all in the presence of trained and qualified mediators (paid and voluntary) with the ability to meet the demand that mediation requires.

Citizen participation in security

Considering that:

- Cities are not only sites for economic production but also places of movement and mobility, and public spaces for discussion and debate:
- Citizen participation is a source of sustainable democracy and cohesion, which are particularly needed in times of economic and social crisis, as security affects everyone;
- Although, for a long time, the institutional culture of security has ignored the voice of citizens, their participation has become key to modernising public policies, particularly those regarding urban planning. Consulting residents on their opinions is a factor that aids the decision-making process of local authorities;
- There are numerous groups of residents, local associations and voluntary organisations that have raised hopes for citizen participation in security policy-making. However, there are also concerns about the dangers of drifting to populism.

- Insofar as governments cannot always predict the needs and expectations of citizens regarding security issues, new ways of solving problems should be found through the process of citizen participation;
- Local authorities need to encourage this participatory process, for it not only helps citizens to feel a sense of belonging to their community, but also creates bonds between members of that community and helps to dispel the crippling logic of fear;
- Local authorities should promote, through constant and creative dialogue with citizens, a shared social responsibility in making decisions related to security, which starts with a collective definition of the term "security";

- This dialogue should be led and organised by institutions including all citizens and not just over-represented groups, without excluding more spontaneous forms of mobilisation, even protests;
- Exchange should be a long-term process to ensure the continuity of the action, which will be through the follow-up of participation schemes and reporting:
- The solutions offered by this dialogue should fuel public action in a process of co-construction, and not be considered as mere services rendered; furthermore, information coming from the population must be taken into account and should not in any way be subjected to being distorted due to administrative and management constraints:
- The security matters discussed with citizens must be wide-ranging and must include social policies, youth issues, culture, urban planning and cleaning, since all these themes are tackled by security policies and management;
- Citizen volunteers must continue to be engaged in public security measures, including citizen mediators, neighbourhood representatives and activity leaders, without replacing the police force, and insisting on a number of safeguards which are at the very minimum clear attributions based on written protocols, supervision, equipment and appropriate training provided by the community;

- In our cities, encouraging and promoting citizen participation in different aspects of security policy and in the planning of strategies for the implementation and ongoing evaluation of concrete actions;
- Creating a work group within Efus to exchange best practices in participation, to be defined and following the recommendations above:
- Promoting the process of "pacts" or contracts between citizens and institutions to promote the sharing of a strategy in which each action is integrated into a shared document that can be seen by all.

The police as an agent of prevention

Considering that:

- Most urban areas deal with multifaceted safety and security challenges, local authorities need to collaborate and coordinate with the police in order to find solutions by sharing local knowledge and strengthening police relations with the population;
- They must strive to ensure a safe urban environment while also addressing the diverse demands of citizens; expansion of territory and growth of informal areas; management of public space; emergency responses; limited resources; inequality; the inclusion of immigrants, refugees and minorities; the vulnerability of women and children; and also complex transnational crimes such as cybercrime, drugs, weapon and human trafficking, and terrorism.
- Local authorities play an important part and must collaborate with the police to find solutions. This requires local knowledge to be shared and relations between the police and the population to be strengthened.

- Local authorities should be recognised as an intermediary between the police and civil society, with a role to help improve and strengthen relations between the police and the population;
- The local level should aid the exchange of information whilst respecting human rights;
- Local authorities should cooperate with the police when designing integrated approaches to security and prevention that address the complexity of urban areas and urban crime;
- The police must respect the law and human rights in order to build trust with citizens and conduct their work in an effective manner:
- Governments should adopt, modify and/or promote strategies, in-

cluding policing strategies that are based on prevention, informed through evidence and designed, implemented, monitored and evaluated through multi-agency collaboration.

- Developing and strengthening formal urban security partnerships between local authorities, the police and other agencies to enhance prevention and safety plans based on evidence;
- Formally integrating prevention strategies and codes of conduct into policing structures and training;
- Organising regional and international events for the police and local authorities from different urban areas to share their experiences and to develop joint initiatives;
- Building action programmes aiming to bring together the police and the population, especially younger age groups.

Prevention of reoffending

Considering that:

- Societies that are built on the principles of social inclusion best protect communities from the harm and distress caused by crime; it follows that imprisonment should be considered as a last resort in the criminal justice system;
- Alternative solutions to detention should always be favoured;
- It is necessary to recognise that the role of cities is essential both in the search for alternatives to imprisonment and in the process of reintegrating ex-prisoners into society, in coordination with judiciary institutions, as mentioned in previous recommendations²;

We, European local authorities, recommend for the future of prevention that:

- Services and institutions of civil society should be easily accessible to ex-prisoners, as social inclusion reduces the risk of reoffending. Motivation, and opportunities for ex-offenders to make reparations to society and to experience citizenship positively should be strongly promoted;
- · Local governments should favour multi-agency cooperation between the police, probation services, victims' organisations, providers of restorative justice and other municipal and local agencies. This multi-agency cooperation should strive to meet the complex needs of ex-offenders in the process of being reintegrated into society, as well as those of the victims and of communities;
- Given the current tendency prevailing in many countries towards harsher punishment, local authorities must explain that it is necessary to invest in multi-agency rehabilitation of offenders. They must also explain that probation plays a key role. This must be done at a political level, as well as at the level of the general public, in order to gain the confidence and trust of the community;

• In order to monitor progress in these areas, baseline studies should be conducted as soon as possible, which would be evaluated after five years.

- Raising awareness amongst local authorities on the importance of enhancing and taking part in multi-agency approaches that deal with offenders in the community and provide attention and support to victims of crime;
- Engaging in partnerships with European professional organisations in the field of probation, prison, restorative justice, victims, the police etc., in order to promote further the idea of multi-agency work:
- Forming a work group to write a concrete proposal of how this can be achieved.

^{2- &}quot;The role of cities in the fight against insecurity," Efus Executive Committee resolution, Nantes 2011.

The gender approach and the prevention of violence against women

Considering that:

- Femicide has become one of the main causes of violent death among women3. Femicide is often the consequence of a series of harassments and assaults:
- Women are at risk, both in private and public spaces. Violence by men against women in the public and private spheres are to be considered as two manifestations of the same phenomenon: in both cases the violence is based on the inequality which characterises relationships between men and women⁴;
- Local authorities can play an essential role in the prevention of violence against women and in increasing women's general safety. Reinforced sanction in this matter could be useful but this phenomenon - perhaps more than other forms of crime - is more effectively addressed through a preventive approach.

We, European local authorities, recommend for the future of prevention that:

- Violence perpetrated against women by men is recognised everywhere by law, and condemned. Efforts towards a more standardised European legal framework should be reinforced;
- Greater efforts should go into research at both local and national levels - including carrying out dedicated victimisation surveys and ensuring that the data on femicide is complete and up-to-date. Currently in many European countries, the available data is not reliable or useful for policy makers;
- Repressive, preventive, criminal and civil or administrative means to protect women should be further developed and better coordinated;

• Local authorities must be involved in strategies against gender violence. Their role in the field of prevention and assistance to victims must be recognised and strongly supported by national governments and the European Union.

- Continuing to raise awareness amongst local authorities, national governments and international agencies in order to ensure that decision-makers are held accountable for the implementation of legislation based on these recommendations;
- Ensuring that the prevention of gender violence is a priority on the agenda, and developing and improving new and existing tools to fight gender violence. This should include joint professional training of policemen and social workers;
- Promoting a gender approach in all urban security policies, which are not to be regarded as specific, separate policies;
- Setting up a work group within Efus on gender violence to help local authorities monitor the phenomenon at the European level, exchanging best practices and finding solutions that may be adapted to the local context:
- Working on the prevention of violence against women from an early age, in particular concerning relations between boys and girls.

³⁻ Report on priorities and outline of a new EU policy framework to fight violence against women, Committee on Women's Rights and Gender Equality, European Parliament (2010/2209(INI)).

⁴⁻ Building Inclusive Cities and Communities: The Delhi Declaration on Women's Safety, 2010

Violence at school and school dropout

Considering that:

- School encourages learning about life in society and respect for rules and authority, but also reflects our society, including its violent attributes. Verbal and physical abuse, anti-social behaviour, harassment; all occur both at school and around the city;
- School fails in its mission when it does not take care of school dropouts:
- Violence in schools and school dropout cannot be treated as isolated phenomena;
- Schools are part of the city and must be taken into account in local security policy-making:
- The future of prevention, in other words sustainable prevention, is unquestionably linked to schools.

- Schools must be inclusive rather than exclusive, aiming to cater to everyone and to establish a peaceful atmosphere, therefore seeking the welfare of students as well as the school personnel;
- The school is a stakeholder in a culture of prevention which should enable students from a very young age to learn about citizenship, legality and peer mediation, which should work on gender issues, and should support personnel through helping them to develop skills to manage everyday conflicts and crisis situations;
- The concept of alternative sanctions as part of the educational process in the schools should be carefully thought over, especially regarding the fundamental issue of victim support and repairing damage caused;
- Local authorities should be involved in schooling and education, working on improvements in collaboration with schools

- and parents: the city is indeed a part of the educational field, notably through the issue of citizenship;
- The child should be apprehended in their entirety and to do this, written protocols organising shared responsibilities should be implemented by different actors in the educational chain, including politicians, teachers, parents, associations, social workers, and police officers, thanks to strong and durable partnerships;
- Best practices based on scientific research, particularly victim student and staff surveys, should be promoted;
- School attendance policies based on the needs of young people with a view to professional integration should also be promoted.

- · Assisting, in any way possible, with supervision and monitoring schemes for young people who are at risk of dropping out of school;
- Within Efus, developing and exchanging best practices and existing schemes in Europe;
- Improving staff training so that it responds appropriately to violent situations and developing effective prevention that can elicit positive behaviour and attitudes.

Sport and prevention

Considering that:

- Active participation in sport represents an important tool for social cohesion and for criminal prevention, in addition to being a valuable means for leisure time and a platform for personal achievements:
- Major sport events represent both challenges and opportunities for local authorities:
- Numerous measures were successfully adopted since the Saragossa Manifesto to make sports events safe, secure and enjoyable;

We, European local authorities, recommend for the future of prevention to:

- Undertake to develop accessible sport facilities in order that all citizens, including young people and minorities, make full use of them:
- Combine the development of amateur sport with an education in civic values in order to dispel violence, racism and hate among athletes, parents and spectators;
- Establish links between professional sport, amateur sport and the community through "open stadium" initiatives;
- Understand that supporters and their organisations are an important part of local communities and that sports events are organised not only for them but also with them;
- Facilitate open dialogue between sport supporters, their organisations and clubs with sport organisation management, (for example through "supporters charters"), and local authorities and the police;
- Consider the need and interests of local inhabitants when organising sport events and strive to involve them in the event;
- Ensure security forces enforce risk assessment and adopt a gradual response strategy.

- Establishing fair and sustainable relations with local supporters' groups, allowing them to assume some responsibility for the safety and festivity of local sport events;
- Providing the necessary training to relevant staff responsible for sports events and developing a culture of sport in the city, making full use of the best practices collected within Efus network;
- Reinforcing the collaboration between Efus' "Goal" thematic work group and the Standing Committee of the Council of Europe, as well as other initiatives carried by the European Commission.

⁵⁻ GOAL: Preventing Violence in Sport. A Guidebook for Cities. Efus, July 2012, chapter 9 "Public viewing areas."

⁶⁻ op. cit.

Art, culture and prevention

Considering that:

- Art and culture play a role in prevention and urban security because they are an essential part of human development;
- Art and culture are linked to the prevention of crime as they help to prevent isolation and social fragmentation, and create favourable and fair living conditions - as well as employment opportunities;
- Music and the visual and performing arts play a central role in the work carried out with children and young people, especially in their ability to foster new social practices that enable children to feel they belong to a group with whom they share a common goal, encouraging them to take part in the life of the community;
- Art and culture can also be crucial elements for criminals and victims.

- Our public policies should provide adequate financial and human resources so that culture can form part of an overall strategy, in which it is used as a means for individual and collective development, peaceful coexistence, social cohesion and inclusion, and democracy;
- Cultural and artistic practices must be considered as a way to recognise and value the skills of vulnerable, precarious and marginalised populations;
- Our public policies must contribute to presenting the results of artistic practices and evaluating what they bring to the community;
- Cultural actions and projects should not be reserved for a time when all other schemes have failed, but should be carried out as part of a long-term prevention strategy;

- Experimental practices and examples of success should be promoted at an international level thus inspiring large international and national organisations to take up legitimate prevention policies;
- It is necessary to take into account the ideas and perspectives of target groups in order to prevent them from being marginalised;
- Local schemes should be initiated to rebuild intergenerational bonds in communities and to enhance the quality of life for all inhabitants.

- Linking the cultural policies of communities to their overall prevention strategy and integrating the issue of prevention into cultural policies:
- Fostering a partnership that will allow objectives and resources to be shared at local levels. Such a partnership would include institutional and associative cultural stakeholders, and gather the talents and skills best suited to the objectives;
- Creating and continually contributing to an internet platform that will enable an international exchange of evaluations of actions and policies.

Tourism and security

Considering that:

- Europe is the world's top tourist destination. The tourism industry represents a massive volume of commercial and social exchanges, making it one of the pillars of our economies and a powerful means for social development;
- The success or failure of a tourist destination depends partly on the ability of the city to ensure that it is safe for tourists: if a city is reputed to be safe, it has a great advantage over its competitors in the tourism industry;
- Local authorities share similar issues across Europe regardless of the type of tourism the city attracts. Tourists can be easy targets for some criminals: as victims, they require immediate support and specific services. Tourists can also be perpetrators of antisocial behaviour, even themselves committing certain types of crime.

- Local prevention and security policies of tourist destinations should include strategies for high quality, safe and sustainable tourism, which are created as the result of a shared audit process at the local level, informed by scientific research;
- These strategies should take into account that tourists are nonpermanent citizens with rights and responsibilities, who may become victims or perpetrators of criminal activities during their stay;
- Solutions adapted to tourists' mobility should be created;
- Local partnerships should be developed, jointly led by the city's security and tourism services, including in particular police organisations, victim support units, the private sector, etc.;

- Mutually beneficial public/private partnerships should be sought;
- The participation of the local population should be encouraged, citizens should be made aware that they have a role to play in the prevention of crime and anti-social behaviour linked to tourism;
- International cooperation should be promoted on issues related to security and tourism: between cities, police organisations, international institutions such as the European Commission and the World Tourism Organisation.

- Developing and promoting the best practices for safer tourism in cities:
- Developing and promoting common indicators to evaluate the degree of safety of a tourism policy;
- Drawing up a series of governing principles for safe tourism.

Addiction and drugs

Considering that:

- Members of our society consume psychoactive substances, both legal and illegal; this consumption should be supervised to prevent substance abuse that is both detrimental to the health of users and to social cohesion:
- This objective cannot be achieved without a balanced and interdependent application of security and public health policy;
- Repressive policies should focus on illegal, trafficking markets and not on users:
- The local level has its role to play in implementing strategic actions and experimental schemes, both for users and the population in general;
- Local authorities should have the financial means to deploy new tools and to be able to sustain successful practices;
- It is necessary to reaffirm the principles of the Saragossa Manifesto (2006), the Vienna Declaration (2010), the Prague Declaration (2010) and the Democracy, Cities and Drugs II resolution (2011).

- The approach taken towards drugs and addiction should be based, not on ideology or morals, but on the reality of drug consumption and on factual analyses, in particular on the results of the scientific assessment carried out by the European Commission through the European Monitoring Centre for Drugs and Drug Addiction (EM-CDDA):
- The right balance must be struck between care, prevention, integration, risk reduction and the prevention of trafficking;
- A process for regulating consumption of legal and illegal substances must be implemented. This process must be grounded both in the public health and security sectors;

- The population should be involved in all stages of these policies, in particular substance users;
- European cooperation must be strengthened.

- Innovation through social, civil and legal strategies to combat the drugs trade and the violence that stems from it;
- Training social and cultural actors to develop global, coherent and focused policies related to addiction.

The city at night

Considering that:

- The city is occupied differently at nighttime: the needs and demands of citizens are not the same as in daytime and thus, the issues and possible solutions must reflect those differences. Citizens often have a sense of insecurity and an underlying anxiety about their city at night, yet these are only partially based on real crime;
- The creation of festive spaces and the excessive consumption of alcohol has consequences both in terms of health and security;
- A large number of European cities, particularly student cities, face major challenges when managing nightlife in a context where public services are operating at a reduced level;
- However, these cities need to emphasise that their nightlife scene is beneficial, as it draws in tourism and can have a significant impact on their local economies;
- Cities must be well organised, striking a balance between sleep, work and play for their citizens, whilst maintaining the quality of their nightlife scene.

- A shared vision for nightlife must be sought with all actors involved, particularly between the community and night clubs and bars, in order to create mutually beneficial situations;
- This shared vision should be carried out, for example in a Charter on nightlife, through commitments on shared objectives. An action plan providing solutions that can be globally applied must be drawn up and a communication strategy needs to be defined:
- Prevention and risk-reduction actions in the field of health and security should be undertaken, and defined in terms of regulatory and legal actions:

- From the beginning of projects on public spaces, urban planning and architecture should be designed and managed taking into account both their spatial dimensions and the ways in which they will be used and occupied during the night;
- Agents should be deployed in order to initiate or supervise cultural and entertainment activities, raise awareness and mediate. They will help defuse tension, reduce feelings of insecurity, reduce risks, improve the quality of nightlife and link with daytime services;
- These agents, whether they are professionals or volunteers, should have access to appropriate training and equipment;
- Specific training for personnel in night clubs and bars should be carried out to help them deal with the health and security problems caused by customers whose behaviour presents risks;
- Issues specific to public transport should be dealt with in order to control the movement of people at night and reduce the number of traffic accidents due to alcohol.

- Developing at the European level a culture of risk prevention in the field of health and safety linked to nightlife in public spaces, through a permanent exchange about the most promising initiatives;
- Within a work group of Efus member cities, defining a set of objective assessment criteria for labelling a sustainable and high-quality nightlife, which is part of an overall strategy for public order and health:
- Encouraging debate on the price of alcohol at the European level and involving the alcohol industry, night clubs and bars in preventative actions.

Collective violence

Considering that:

- Collective violence occurs in many European cities. Here, collective violence is to be defined as street violence caused by groups of young people, including anti-social behaviour, harassment and incivility. This phenomenon is quite separate from problems of hooliganism, political violence, terrorism and organised crime;
- The feeling of insecurity caused by these acts of violence has resulted in a tightening of the legislative framework and an increasing number of jail sentences being pronounced against perpetrators of group violence;
- Collective violence is committed by more or less organised groups and can manifest itself in different forms, such as harassment and antisocial behaviour. The phenomenon is no longer concentrated in urban areas, but also in rural and suburban areas;
- Violence is caused by a multitude of factors. When accumulated, they increase the risk of joining gang-like groups and participating in collective violence:
- Problematic groups mostly bring together young people from disadvantaged backgrounds for whom participation in a gang is often a compensation strategy in response to one or more deficiencies (identity, material, self-esteem, recognition, etc.) and to social exclusion:
- These problems cannot be dealt with in the long term without preventative measures to respond to these deficiencies.

- A comprehensive response to these challenges should be implemented, which is not restricted to judicial response but also integrates a civil, social and spatial dimension;
- It is necessary to be vigilant on the dangers of escalating penalisation, especially in times of crisis and imminent threats;

- It is important to continue to invest in prevention, even in times of budgetary crisis as cutbacks in this field have a higher long-term cost for society:
- Strategies responding to the phenomenon should be drawn up with the input of local partnerships, including all institutional and community stakeholders:
- Stigmatisation of these groups of youths should be avoided, for it would contribute to strengthening them. Rather, they should be involved in seeking solutions, their skills should be valued, relations between boys and girls should be taken into account, and they should be supported in finding their way in society.

- Identifying intervention methods within the field of restorative justice, community and family-based approaches, individual as well as collective approaches, as well as early prevention, while avoiding systematic repressive solutions;
- Finding means for action through the notion of "reputation", image, social networks and the media;
- Encouraging partnerships and "informal and daily diplomacy" with these groups of young people in their areas, with the aim of inclusion, not social control:
- Providing opportunities to escape from gang culture, particularly through employment as well as using opportunities within the social economy.

Urban risk management

Considering that:

- Increased urbanisation and a high population density in cities expose citizens to risks that must be prevented and managed, whether these risks are natural or man-made, and whether they occur episodically or as a one off;
- Urban risks and daily insecurity are both dealt with by local authorities, and the Mayor is most often responsible for civil protection;
- These urban risks require crisis management procedures that are different from daily security management;
- It is necessary to adopt the principles of the International Strategy for Disaster Reduction (UNISDR) campaign "Making Cities Resilient - My City is Getting Ready!", which supports local communities in strengthening their capacity for withstanding disasters, including tools for measuring their progress⁷.

- Methods of integrated management and strategies for prevention and development of the more resilient cities should be developed, starting at the local level but working in close collaboration with the national and international levels:
- This integrated approach to risk management at the individual city level should be regularly evaluated;
- A structure unique to each city should be implemented for risk and disaster management such as a local crisis unit, with the aim of ensuring good coordination and management of resources;
- This integrated approach should be developed, not just whilst managing risks, but also when planning for them;
- Resources should be pooled at the local level, but also at the regional level, as shown by the example of cross-border cooperation;

• Civil society, private partners such as transport companies, SMEs, businesses, as well as residents, should be involved in the prevention and management of these risks and threats.

In the coming years we are committed to:

• Finding ways to inform and train local authorities to become stakeholders in the reduction and management of risks.

⁷⁻ How to make cities more resilient: a handbook for local government leaders http://www.unisdr.org/campaign/resilientcities/toolkit/handbook

Using technology for prevention

Considering that:

- The increasingly widespread use of new technologies has changed our lives and our cities, which are becoming "digital" and "smart" cities:
- Cities are open to the opportunities that new technologies provide to improve coexistence, security and the life of citizens, but are also aware of the risks posed to fundamental civil rights and ethics;
- Technology provides new tools for cities, which must be chosen to complement existing resources and according to their usefulness and efficacy in relation to a given situation;
- Freedom and security are closely linked in an approach based on respect for human rights;

- It should be ensured that the use of these modern tools does not lead to complex causes of underlying insecurity being ignored and does not reduce the prevention of crime solely to the management of technical tasks:
- The principles of the Charter for a democratic use of video surveillance should be observed in the general use of surveillance technologies. These include the principles of legality, necessity, proportionality, transparency, responsibility, independent monitoring and citizen participation;
- These principles should be taken into account at the onset of a project that includes the use of new technologies, and at all stages of its implementation; measures for the protection of privacy should be included in the actual design of surveillance systems;

- Opportunities that new technologies offer to citizens should be benefitted from, particularly as regards assuming responsibility and participation;
- The cost-benefit ratio of technologies should be taken into account also in terms of protection of privacy, and the solutions that are less intrusive in such circumstances should be chosen:
- The human factor in the use of new technologies should not be neglected and the training of the personnel who use them should be carefully considered;
- Know-how should be developed on the actual efficacy and efficiency of security and surveillance technologies.

- Implementing the Charter for a democratic use of video surveillance in new projects that use surveillance technologies;
- Better evaluating the use of surveillance technologies and contributing to developing knowledge in this field;
- Making use of the potential of new technologies for better security management, to strengthen social cohesion and to enable citizens to become more involved in the life of the community.

⁹⁻ Charter for a democratic use of video surveillance, Efus, June 2010.

Public-private partnership

Considering that:

- Increasingly, the public and private sectors work together in partnerships that are mutually beneficial in terms of exchanging knowledge and cooperation;
- The private sector (local businesses or large enterprises) is a key actor in the development of a city and can contribute not only financially but also in terms of human resources and expertise;
- Partnerships with the public sector also benefit the private sector, since the latter can profit from a safer environment. However, such partnerships are sometimes difficult to put in place because of differences in professional cultures and operating modes.

We, European local authorities, recommend for the future of prevention to:

- Reinforce the collaboration between the public and private sectors, building on each other's strengths without challenging respective responsibilities;
- Identify common goals and priorities based on the needs or shortcomings in different areas such as institutional strength, intervention projects or the production of information in order to set up short, medium and long-term programmes;
- Establish clear and transparent rules for partnerships, which will help build or strengthen trust between public and private sector actors:
- Ensure that safety is viewed as inclusive, taking into account the needs of the whole community and not only those of potential clients. The private sector must be part of a strategy of security for the common good.

- Engaging with a broad range of private sector representatives to explore their potential contribution to and expectations from local safety strategies;
- Sharing information about public and private projects regarding security strategies in order to identify areas for cooperation;
- Building cooperation projects around public-private partnerships with roles and responsibilities matched to the nature, powers and potential of the entities involved;
- Supporting, when necessary, the establishment of intermediary structures that help to coordinate and facilitate partnerships between the public and private sectors.

Interaction between local, regional and national levels

Considering that:

- Coordinating actions among cities, regions and national governments is a key factor for efficient and successful policies that cater to local communities:
- Cities play a direct role in crime prevention but they are often too small and national governments are often too far removed from local problems to come up with policies that fully meet local needs. Regions have an important role to play in their capacity as intermediary between the local and national levels;
- Despite these considerations, in many countries interaction is weak: institutional resistance and lack of effective means of coordination present obstacles to local, regional and national cooperation. The trust of citizens in public bodies is often low due to the unclear assignment of tasks and responsibilities;
- Furthermore, these last years have seen many central governments underestimate the importance of the involvement of local governments in crime prevention especially with regards to society and community;
- The current financial and economic crisis only serves to exacerbate these problems, through challenging the major role that local authorities play. Consequently interaction between the different levels of government on crime prevention policies is further weakened.

We, European local authorities, recommend for the future of prevention that:

- The European Union should be more involved in the local, regional and national levels and should support efforts to improve cooperation and coordination among these various levels of governance;
- The role played by local authorities in crime prevention policies should benefit from greater recognition and a wide range of tools to improve their policies should be developed;
- Social policies, security policies and land management policies should be on par: in order to achieve this it is necessary to implement legislation encouraging integration, not simply collaboration but joint responsibility, which engages all actors involved;
- Regions should engage with their role as mediators between national government and cities. They should also fund specific actions, promote research, and provide means by which local authorities can implement analysis and observation programmes. They should also support lifelong learning and training throughout their territory.

- Strengthening our efforts to raise awareness amongst European institutions on the need of specific programmes aimed at improving cooperation between the different levels of government in matters of crime prevention;
- Adopting a resolution focused on the problems and issues related to institutional cooperation;
- Increasing awareness amongst citizens of the different levels of responsibilities and the importance of coordinated action.

Cities and organised crime

Considering that:

- Organised crime has never been restricted to one country, European mayors and citizens have now become aware of the impact of mafias on cities and regions that until now have not considered themselves to be under threat.
- Today, criminal organisations operate in different ways:
 - > In regions known to be historical mafia strongholds, mafias have gained direct control of the territory through the use of violence and threats, but also through offering support, jobs and assistance to their "affiliates".
 - > In other European regions, criminal organisations are not yet as visible but they have penetrated the economic sphere, for instance by infiltrating public procurement markets, and by operating in illegal markets such as trafficking drugs and human beings, prostitution, gambling, etc.
- Citizens demand solutions from local officials to problems of neighbourhood security, including the most alarming ones such as material damage, drug trafficking and street prostitution. The negative impact that criminal activity has on the local economy must also be addressed, as it is often at the expense of legitimate competition.

- European institutions should take more decisive action in the fight against organised crime, not only through the action of the police, but also through prevention policies and by supporting local communities:
- A European directive should be approved on the confiscation of criminal organisations' assets;

• Cities should develop tools for the analysis of territories and risks; for the control of public markets; for the establishment of a network of institutions that would monitor the transparency of local businesses, and ensure that these are supported when approached by criminal organisations.

- Cities managing public procurement, as well as any other schemes or services under their responsibility, with more transparency and democratic control:
- All institutional levels working together to define integrated strategies against organised crime in the economic sectors that are most profitable for criminal organisations, whether they be traditional or more recent:
- Making citizens aware of the risks so that rather than seeking immediate gain, they participate in the fight against organised crime by communicating relevant local information;
- Enhancing the culture of legality and promoting initiatives involving the whole population.

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Cities helping cities

Created in 1987 under the auspices of the Council of Europe, the European Forum for Urban Security (Efus) is the oldest non-governmental organisation of territorial bodies working in the field of urban security and crime prevention. The aim of our network is to strengthen crime prevention policies and promote the role of local elected officials in national and European policies. Efus works on all topics related to urban security, forging links between European local authorities through the exchange of best practices and knowledge, cooperation and training. It also serves as a link between local communities and institutions at national. European and international levels. It is run by an executive committee of 33 local authorities elected by all members of the network (around 250 cities and local authorities). It has inspired the creation of seven national Forums, established in Germany, Belgium, France, Italy, Spain, Luxembourg, and Portugal.

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"Security, Democracy and Cities: The Future of Prevention" international conference organised on 12, 13 and 14 December 2012, in partnership with the cities of:





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