

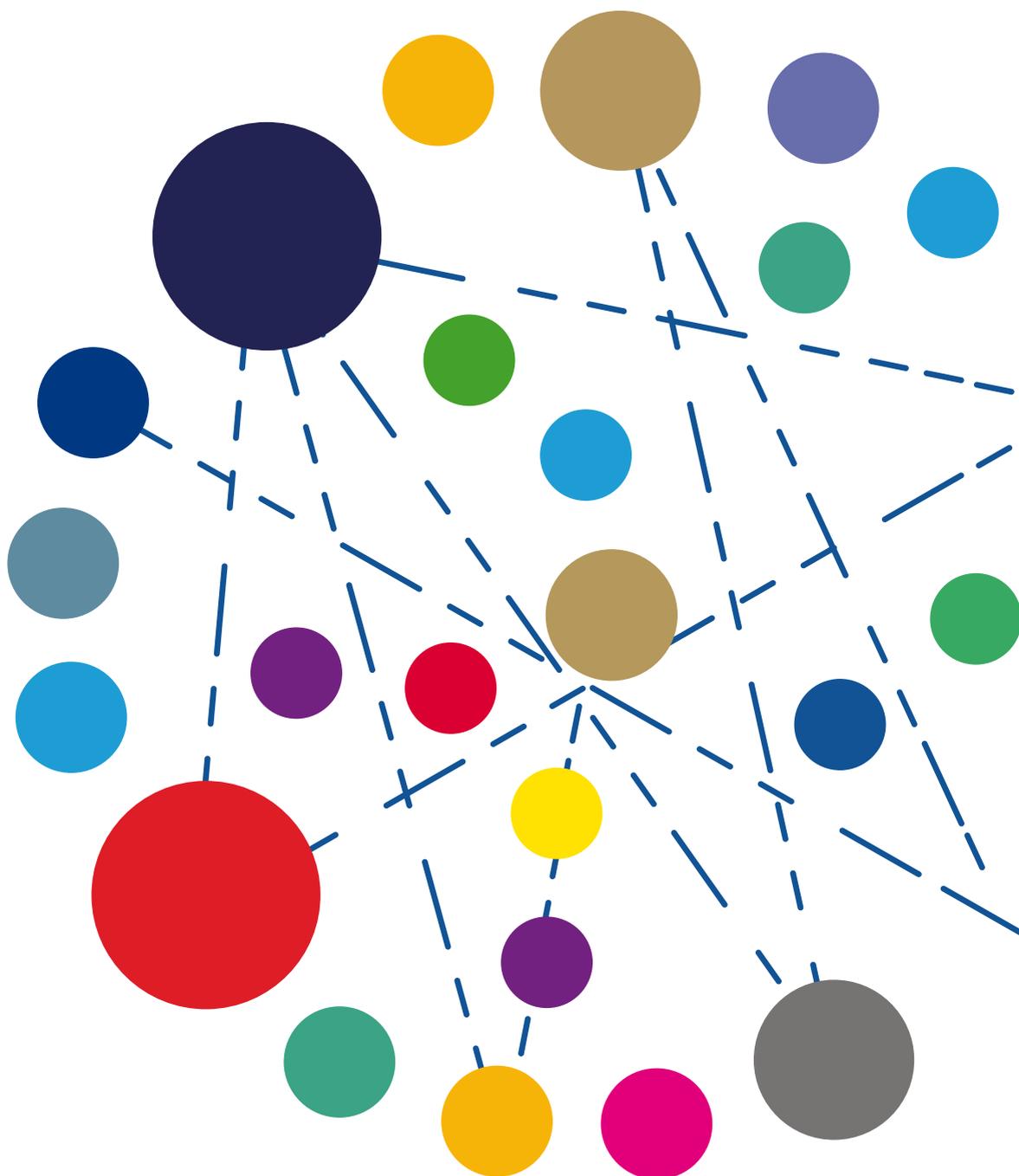


Regione Toscana



toscana sicura

White Paper on the Regional Policies
of Urban Security



The annexes referred to in the document can be downloaded at > <http://sicurezza-toscana.it/documenti>

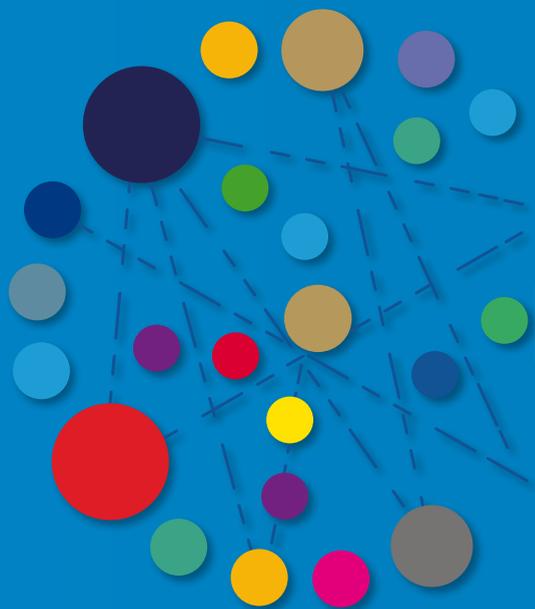


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A moment of the participatory process #ToscanaSicura. Urban security pathway.
Photo: Open Toscana. 2018



Introduction



Introduction

TUSCANY'S POLICIES WITHIN THE NATIONAL AND EUROPEAN FRAMEWORK

Defining urban security

Tackling the issue of «urban security policies» involves consideration of the activities of different institutional and social stakeholders that operate in different areas but with the same purpose of promoting and developing the quality of life of the local community, to ensure the highest possible degree of safety. But what is meant by «safety»?

The law defines the public safety as the «*preventive and repressive measures aimed at maintaining public order, understood as the complex of fundamental legal assets and primary public interests that form the basis of orderly and civil coexistence within the national community, as well as the safety of institutions, citizens and their property.*» (art. 159, para. 2 of Legislative Decree no. 112 of 31 March 1998). The functions of public safety or of the security police are attributed exclusively to the State, which, therefore, is exclusively responsible for them.

The concept of urban security concerns a broader scope than that of public safety; **contemplates**, in fact, **it considers** the defence of personal wellbeing and the protection of possessions (referring in this sense to state functions), but also concerns in a more general sense the development and improvement of the quality of life of local communities.

This issue has also been introduced in regional legislation that shapes operations in the areas of social security, law-related education, vocational training, urban renewal, public housing, the local police as instruments for promoting orderly and civil coexistence in the community and the prevention of crime and its causes and promotes the creation of local integrated safety systems. This integration is

determined on the one hand by the multiplicity of the operators involved in creating security and their different areas of expertise, and on the other by the cross-cutting nature of the policies implemented.

In summary, safety policies are supported by different kinds of operations and different institutional stakeholders (State, Regional Authority, Local Authorities, the various police forces, educational agencies, private individuals with volunteer associations etc.) and the coordination and integration among all these elements contributes, with a system logic completely antithetical to emergency interventionism, the creation of a veritable local governance of safety.

And in this local governance of safety, the priority area of action for the Regional and Local Authorities is that of prevention: by acting on crime factors even before there are danger signals, or by intervening in situations that are already at risk.

As concerns issues of urban security, here, it is a question of interventions of situational prevention (surveillance and control, including by means of technological measures), social prevention (general promotion of social welfare: interventions for young people, urban planning policies, labour policies, social integration policies in general), local community prevention (which includes both situational and social preventive measures, but sees the citizens themselves as main players and stakeholders, accountable in new associative models and in new forms of solidarity).

This forms the basis for the policies put in place by the Region.



Introduction

The legal context

A partnership has been initiated with the Scuola Sant'Anna with the purpose of ensuring scientific and legal support for the analysis and conclusions **made with** this White Paper. The School's analysis, annexed to this document, examined the issues relating to security from a regional and municipal point of view. First of all, it emerged that there is an area, definable as of «safety in the broadest sense», on which attempts to construct regional models have mostly focused, through the development of integrated policies that combine, mainly, aspects of planning, participatory control, social security, cultural investments and **care of the territory**. The regulatory evolution of the constitutional order only partially reflects this renewed concept. The idea of non-state security therefore has ended up being defined «negatively», primarily as everything that couldn't be included under the term «public order and safety». The initiatives of the Regional Authorities have had the merit of emphasising the fact that the answer to the problems of safety cannot be provided in a unilateral and one-dimensional manner but instead requires the involvement of multiple institutional bodies that, through coordinated intervention, aim to respond to the demands of both safety and social inclusion. These trends have been encouraged and endorsed by the Minniti Decree (Leg. Decree no. 14 of 20 February 2017) and by the agreement reached during the Unified Conference on the guidelines for the promotion of integrated safety, requiring the reconsideration of the role of **the** regional and local authorities in safety policies, looking towards increasing the primary role taken by these bodies and the proposition of autonomous strategies more in line with recent international studies and guidelines mentioned above.

The Regione Toscana has proposed a model whose objective is to coordinate the fight against crime and individual safety, with the development of measures of social and territorial integration to promote the «development of the orderly and civil coexistence of the regional community».

The Tuscany Legislation is particularly in line with the need to exceed the safety-public order model, establishing a set of actions that promote the dimensions of ideal and collective safety. The recent opportunities of developing security policies even through agreements permit and encourage a new leading role by the Regional Authority, which is also intended to create a specific model, including by means of recommendation, coordination and support of local government.

The European context

Despite the fact that Europe still represents an extraordinarily free and stable space for its citizens, global terrorism has changed the perception that Europeans have of personal safety. The pressure of migration has brought to the fore the issue of external borders even in a situation in which Europeans enjoy greater freedom of movement than ever. Security has become one of the top issues on the political agenda, not only in Italy. The sense of insecurity is also combined with an unprecedented crisis of confidence in national institutions.

The European Union has intensified its interest and action on the issues of safety over the years, providing regulatory and financial instruments in support of member states and local authorities. We need look no further than the importance of the funding programmes for the



Introduction

2014-2020 cycle referring to the areas of security and legality: Rights, Equality and Citizenship Programme, Justice Programme, AMIF, Internal Security Fund, Horizon 2020 and Europe for Citizens. There are many projects in which the Regione Toscana and ANCI Toscana (National Association of Italian Municipalities) participate or for which they have applied to participate.

In the European Agenda on security that the European Commission published in 2015, in addition to identifying the three priorities for action consisting of the fight against terrorism and the prevention of radicalisation, the disruption of organised crime and the fight against cybercrime, **attributes** a fundamental role to local players, i.e. municipal and regional authorities. A role that is played, for example, through the prevention of criminal infiltration in administration, the fight against corruption and participation in the European on security, support for education, training, employment and social inclusion, in order to prevent the creation of **fertile** ground for violent radicalisation.

The Region and some Tuscan cities participate in the European dialogue through the main associative players on the issue, i.e. the Italian Forum for Urban Security and the European Forum for Urban Security. These are the most relevant contexts of discussion on the issues of national and European safety, whose reflections are condensed into documents and political manifestos that guide and influence national and European policies on the theme.

The Regione Toscana intends to participate in the thematic partnership for Urban Security, which will be initiated by the European Commission in the course of 2019 as part of the urban agenda for the European Union, adopted on 30 May 2016 and better known as the «Pact of Amsterdam». The urban agenda has the purpose of launching a process of participation in the definition of

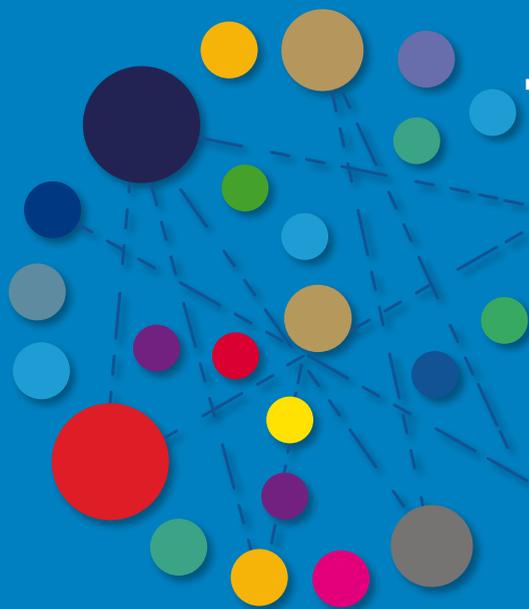
European policies on safety within the framework of a shared vision that makes reference to the concepts of balanced, sustainable and integrated development. Through the urban agenda, European cities and regions contribute to the formation of European legislation, the definition of the funding and the gathering of knowledge and experience. Therefore, it is a place of discussion that is also significant for urging a greater role for regions on safety in the 2021-2027 programme cycle.

At the same time, reflection on the future of the structural funds owned by the Region (ERDF, ESF, EAFRD, to name the main ones) must also take account of the needs that arise in the area of safety and legality: on the issue of the re-use of assets confiscated from the Mafia, for example, a synergy is required that has already been trialled in the regions of Southern Italy.

Thus all the conditions are in place to ensure that, in the years to come, Tuscany has a leading role in Europe even on the issue of safety.



A moment of the inauguration of the spaces reopened in Prato during the Regeneration Pop project. Photo: Marco Badiani for Flod. 2017



Toscana Sicura

Safety as taking
care of places
and people



Safety as taking care of places and people

THE PRINCIPLES

The issue of safety is increasingly at the centre of public debate even in Tuscany: it is evident that, notwithstanding the quantitative data on crime, which is in decline nationally and not on the increase, there is a widespread sense of fragility and greater exposure to insecurity.

This perception is linked **to the** to the impoverishment of living conditions, the effect of a long period of economic crisis but also to the fact that, in the span of a few decades, the nature of local communities has changed profoundly, with the weakening of social bonds and **changes** to the relationships that people have with the city and with its spaces. In this context, it is important to distinguish between degradation, which is often associated with social hardship, and criminal behaviour: indeed, we must act with welfare and hospitality policies on the hardship, and with the safety policies on prevention and on the sense of protection.

For the Regione Toscana and ANCI Tuscany, safety policies must therefore necessarily be integrated policies that take account of different dimensions: control of the territory and the prevention of crime, quality of urban space and the safeguarding of society, culture and trade.

Our policies on urban security are inspired therefore by four key principles, from which are derived, downstream of **what was an** structured path of listening and dialogue, the Guidelines recommended to Municipal Authorities and the actions promoted directly by the Region:

There is an unbreakable link between safety and legality. The principle of legality is based on the acknowledgement, shared by all local people, of a system of rules that balances individual freedoms, guiding behaviour towards the common good. The existence of clear and legitimate rules of coexistence and their full and correct application guide us towards the creation of a fair society, which is not subject to the arbitrary management of power. For this reason, the existence of a **state of legality** is a prerequisite for the existence of safe living conditions for citizens and is, in turn, a necessary condition for the harmonious development of society. The respect of the rules forms the basis of every community: legality is the indispensable foundation of democratic life, social welfare and economic prosperity. Whereas legality is the primary responsibility of the institutions, the contribution of civil society, the local culture and the awareness of operators and professionals are decisive elements for establishing strong roots and increasing the degree of cohesion surrounding the goal of a more free and safe society.

On the basis of this principle, within its area of competence, the Regione Toscana takes responsibility for certain direct actions: on the one hand, actions to promote knowledge and awareness of the mafia and corruption and to raise awareness among the younger generations on these issues; on the other, active policies for the prevention of crime, through direct investments aimed at the control of the territory and the strengthening of local police forces, both in numbers and through the training.

Principle #1 Recognizing legality as a value and responsibility of all the social stakeholders



Safety as taking care of places and people

Principle #2 Promoting safety through care of urban spaces and buildings

Urban security is produced by a complex series of factors, which include the way in which cities are planned, designed and built, the way in which people identify with the environment in which they live and the way in which urban spaces are maintained and managed. The careful planning of public spaces and their proper maintenance contributes to feed the urban security by acting as a preventive and perceptive measure to generate a quality urban environment. Safety is not just a question of public order: as demonstrated by broad scientific literature on the theory of «situational prevention», the organization of urban space can have a decisive influence on preventing, or facilitating, criminal activity. From this follows the importance of prevention based also on environmental design that should minimize phenomena such as urban fragmentation, isolation, degradation and the existence of monofunctional districts.

This principle translates into investments in support of local interventions for urban regeneration and the recovery of disused buildings, on the basis of guidelines for encouraging social and functional mixing and to promote the innovative recovery of spaces and buildings.

Principle #3 Promoting safety through care of the community and relationships

Safety is created by active and interested communities that see the public space as their own and take care of it. It is created by strong social bonds that promote social solidarity and spontaneous control. It is created by commercial and cultural activities that ensure «natural surveillance» because they allow an almost continuous occupation of urban spaces. «Natural surveillance» creates spontaneously the conditions for the prevention of crime and also encourages the human contacts that cities need. Therefore, we need to provide cross-cutting cultural and educational interventions and in support of small businesses, capable of providing urban spaces with symbolic potential and

promoting the cohesion of urban identity, responsibility and participation of the community.

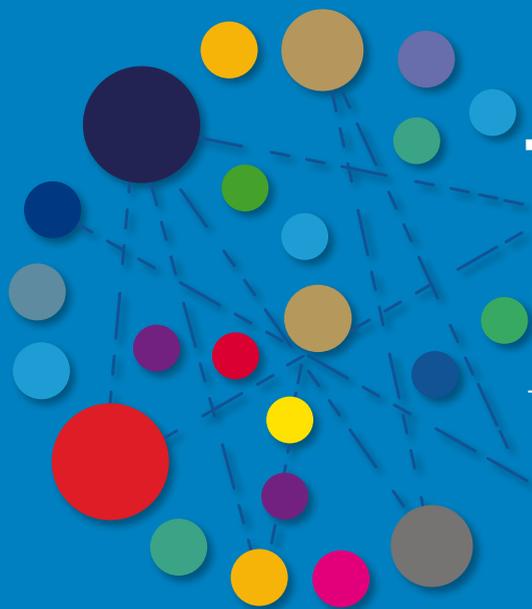
In applying this principle, the Regione Toscana promotes experimental projects for the reactivation of commercial activity in urban centres, the involvement of local people in the care and in the safeguarding of urban spaces and the territory.

This integrated approach to safety has at its heart the local social stakeholders, valuing their contribution in terms of both understanding of local needs and sharing of responsibilities related to the care of the places and relations. The involvement of local people and social players in fact strengthens the sense of «presence» of the community in the local area, recognizing the role of protection and support of the perception of greater safety. This recognition produces, on the one hand, the need to provide for forms of involvement of these actors in the preventive analysis and in the subsequent planning of interventions for control and social protection and, on the other hand, the opportunity to establish clear limits in the roles and in the exercise of the functions related to the control of the territory. In fact, any form of active vigilantism that attempts to operate alongside the police, assuming functions of repressive deputising, must be avoided. Therefore, integrated safety, including the part that concerns the control of the territory, must be interpreted as the search for new forms of cooperation and collaboration in the field of prevention and the protection of citizens, defining effectively and appropriately the roles of the different players.

Principle #4 Recognizing the value of the participation of all the social stakeholders in the activities of prevention and control of the territory



The operators of the IN.SI.DE Osmannaro helpdesk in Sesto Fiorentino. 2018



ToscanaSicura

Operations
for safety today



Operations for safety today

Video surveillance and research on the issue of safety

The Regione Toscana directly funds projects of protection and control presented by Local Authorities concerning video surveillance as an instrument of crime deterrence and prevention, as well as an irreplaceable support for investigations into crimes committed.

In the three year period 2016-2018, regional resources totalling 3,311,502.86 euro were allocated and assigned as contributions to local authority projects for the installation and deployment of video surveillance systems. This investment has enabled the financing of 172 projects, involving 228 Municipalities in Tuscany (83% of the Municipalities of our region).

Over 3.3 million euro in contributions to municipal authorities for video surveillance

After successfully distributing video surveillance tools throughout the region, the Regione Toscana launched a further project for the promotion of interconnectivity of networks of the various systems to facilitate the movement and sharing of data, so as to improve the promptness and effectiveness of interventions.

Alongside “traditional” video surveillance, the Regione Toscana is preparing, in collaboration with ANCI Toscana, the University of Florence (Department of Information Engineering and Department of Architecture) and the National Research Council (Laboratory of Artificial Intelligence for Multimedia Information Retrieval, Signals and Images Laboratory and Cyber Intelligence Laboratory) certain projects that aim to develop advanced alert and surveillance systems, with a view to participation in the next call of the European Horizon 2020 programme. In particular the fronts on which collaboration is advancing between local and research institutions concerning the analysis of the big data for the early identification of critical conditions and warning of new events and happenings, the search for people via surveillance

cameras, the mapping of urban areas that are critical from the point of view of safety perception, smart video surveillance for the identification of risk situations in urban contexts and the use of artificial intelligence to improve personal safety through social media.

The work on the issues of safety and legality set in the current regional legislature also provides for the revision and adaptation of the rules governing matters relating to urban security. To this end, significant activity was undertaken to update the regional laws on security and the local police, which, in addition to adjustment to the new standards and the context that occurred since the time of their adoption, provides for new developments on the issue of specific competences of local police in the protection of the quality of life in cities and counteracting urban deterioration.

With this activity, the Regione Toscana redefines the concept of urban security in line with the recent legislative changes at national level, establishing that regional intervention is implemented through regeneration operations, including urban, social and cultural regeneration, the restoration of degraded areas or sites, the elimination of the factors of marginalization and social exclusion, prevention (a summary of the content of the reform is attached herein).

The reform of the legislation on safety and local police

*A new definition of safety:
Urban regeneration
Safeguarding of society and
culture Prevention*



Operations for safety today

Community police

Police ever closer to the territory

The urban security **passes for** greater control of the territory, which the State must guarantee with the strengthening of police force numbers. In calling on the government to intervene in this sense, the Regione Toscana wants, however, to give its own significant contribution. In addition to investing significant resources in training, funding and operation of the Interregional School of Local Police (SIPL), the Regione Toscana has therefore developed a specific experimental project of police in the local community. It foresees the activation of a specific line of funding of 3 million per year for 3 years for the recruitment of Polizia Municipale officers (to cover 3 daily shifts with 2 officers per shift) to be spent at the service of the local community, an organizational model of local protection spread throughout the region, in particular in the most difficult districts, and therefore close to the community of reference. The officers involved must be specially trained and will be provided with adequate instruments. Provisions will also be made for the appropriate forms of coordination with the relevant local police forces. The project is in the start-up phase and institutional partnerships are being established with ANCI Toscana and the Prefecture of Florence, in its role as coordinator of the Prefectures of Tuscany, in order to reach the agreements necessary to outline the project in its operational details and to identify the towns and cities that are to benefit from the interventions.

The criteria for the allocation of funding will take account of certain indicators related to the local area, such as resident population, tourist numbers and numbers of people travelling for school or work, indicators of delinquency, specific situations of emergency and risk that arouse alarm in particular areas of the region.

Territorial Trials

Consistent with the principles of the integrated safety that see care of the local community and relations as a decisive factor for urban security, the Regione Toscana has accompanied investments in measures of supervision and control with the financing of specific experimental projects concerning the regeneration and redevelopment of particularly degraded and fragile districts in Tuscan cities.

The objective of these pilot projects is to restore active use of vulnerable areas of the region by the local people, to reduce the risk of exposure to crime and to strengthen the social protection of local communities. These projects act on social protection through a series of initiatives, such as the reopening of vacant commercial units, the social development of poorly frequented places, the shared maintenance of abandoned spaces, the activation of mediators and facilitators to counteract the deterioration caused by behaviour tied to the local nightlife.

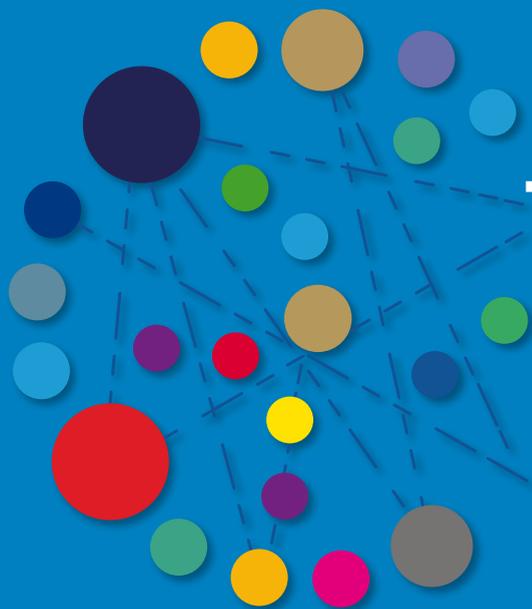
Reopening vacant units Social development Local community mediation

To date, pilot projects have been funded on the issue of safety in the cities of Florence, Prato, Lucca, Pisa, Livorno, in the district of Osmannoro in Florence and in the towns of Montecatini Terme, Arezzo, Grosseto and Rosignano Marittimo (a concise description of the projects already achieved is attached herein).

A further type of intervention is represented by urban redevelopment projects (PIUs) financed by the Region, in implementation of the strategy of the Urban Axis VI of the Regional Operational Programme (ROP), Growth and Employment objective of the ERDF 2014-2020: with the PIUs, the Region has funded eight redevelopment projects in as many Municipalities in Tuscany for a total of almost 44 million euro. These projects, in line with the integrated approach that characterises the region's safety policies, aim to improve and increase the availability of social, cultural and recreational services and mobility systems in marginal or degraded urban areas.



A moment of the participatory process #ToscanaSicura. Urban safety pathway.
Photo: Open Toscana. 2018



ToscanaSicura

The participatory pathway



The participatory pathway

THE PATHWAY

To define the guidelines to be issued to the Municipal Authorities and the actions for which the Regional Authority must take primary responsibility, a pathway of listening and engagement was initiated with all the stakeholders of Tuscany, together with ANCI Toscana. Starting with the engagement of the system of Municipalities, the desire was to outline in a shared and participatory manner a model of local intervention that took account of the needs and the suggestions of the social stakeholders that, from different perspectives, ensure the protection and control necessary to prevent crime. The activities of listening and participation have seen the involvement, in addition to local authorities, of schools and universities, police forces, citizen associations, trade and business associations and professional boards and tertiary sector bodies.

The pathway, launched in spring 2018, follows three lines of activity: a) listening and dialogue in themed round tables; b) collection of best practices and c) qualitative assessment of the first five trialled pilot projects. All activities were shared at a round table of joint coordination between Region and ANCI Toscana.

The listening activity in themed round tables saw the participation of over 160 representatives of the various groups involved in the process, in a day of intense work. The day was organised into mixed working groups - moderated by expert facilitators - divided into the three thematic areas identified by Region and ANCI Toscana as strategic for the purposes of defining a policy of integrated safety, i.e. video surveillance and regional control instruments, planning and regeneration of public space, the safeguarding of society, culture and trade.

The nine working groups engaged in parallel discussions based on a "Discussion Guide" document that, in the light of the review

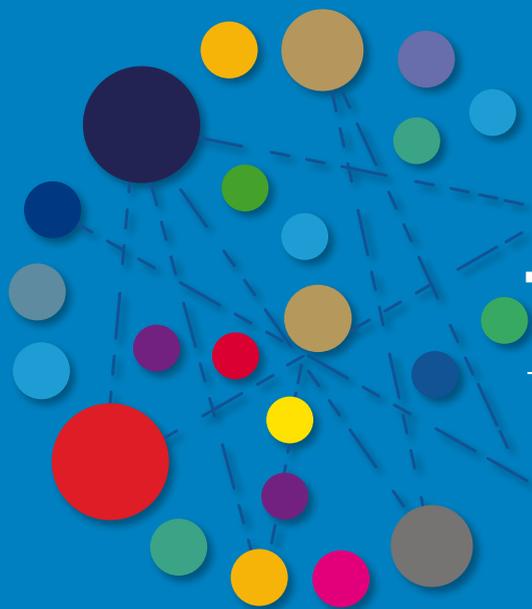
of extensive literature and interviews with experts, outlined the scientific framework of the considerations and discussions of the participants. By way of example, the document also described certain good practices, **and non, in Tuscany.** Thanks to the contribution of participants with direct experiences and specific professional expertise, the discussions focused on identifying recommendations to be put to the Municipal and Regional Authorities for each of the themes considered, responding to three key questions: what to do? How to do it? What not to do? This day led to the creation of a report including considerations and recommendations that formed the basis for drafting the guidelines that follow.

A parallel survey was conducted throughout Tuscany with the aim of encouraging the emergence of good practices already existing at local level. This investigation gathered 77 projects on legality, social protection and neighbourhood watch promoted by Municipal Authorities, associations and schools. In conclusion, a series of in-depth interviews were conducted with the coordinators of the experimental projects already undertaken and with some of the contacts for the practices gathered via the survey. The combination of all these elements, with the scientific contribution of the Scuola Superiore S. Anna, refined and enriched the recommendations that emerged from the participatory event.

The translation of the material collected into objectives, actions and guidelines was the fruit of a subsequent dialogue between the sectors involved in regional administration and representatives of the Municipal Authorities, ensuring that the proposals that emerged along the pathway were both consistent with regional programming and with the needs of the system of Municipalities, and also achievable, from the point of view of regulations and economic sustainability.



A mural created as part of the Lucca Sicura project. 2017



ToscanaSicura

The Guidelines



Instruments of local control

INSTRUMENTS OF LOCAL CONTROL

Introduction

The instruments of local control, which are in the first place the job of the national and local police forces, take two different forms: surveillance systems (video or by means of dedicated local police officers) and the initiatives attributable to the so-called «neighbourhood watch». In both cases, it is essential to maintain an integrated approach involving methods of analysis and interpretation of the territory capable of cross-referencing all the characteristic information available, from the indicators of crime, to infrastructures, economic activities and urban development.

In this context, in which the State performs the unavoidable task of supervision, the Region and the local institutions can strengthen the officers assigned to controlling and monitoring the territory through the local police force. Indeed, it seems essential that we strengthen the local police force in terms of numbers (from which is derived the «**Local Community Police**» project described in the Introduction), always focusing particularly on ensuring that local operations are coordinated and without any overlap among the different police forces.

Whereas, in order that video surveillance proves to be an effective instrument, it is necessary to pay attention to its entire life cycle (from design to maintenance and integration as part of their various systems found in the local area), as well as to some aspects linked to the physical and social configuration of the urban space in which it is located. At the same time, we must not underestimate the importance of the human component, whether this be local police officers, whose involvement is necessary right from the initial stages of the project, or the local people. In the case of local citizens, there is the continuous need to accompany the installation of video surveillance systems with a well-thought campaign

of communication that ensures local residents are aware and well informed of their existence and location.

The «participatory safety” instruments may also include **neighbourhood watch**, made up of groups of local people who exercise what is technically defined as *passive surveillance* of the territory. These groups are inspired by the US *Neighborhood Watch* and *Neighborhood Wardens*. The **departure hypothesis** is that a neighbourhood, in the same way as other places, can be made more secure by surveillance performed by the local residents. These forms of civic surveillance have the objective of creating a community capable of exchanging inside information, adopting preventative measures, organise neighbourhood surveillance and maintain contact with the police. However, it should be noted that these experiences are possible only in areas where there is a very strong sense of community and where there is already strong social and cultural support and that, if not properly included as part of integrated public policies and in relation with the local police forces, they can give rise to numerous ethical and social problems.



Instruments of local control

Analysis of critical issues

On the basis of the listening and discussion activities that emerged from the pathway, the following critical issues were highlighted:

Governance

- Poor coordination and sometimes the overlap of roles and responsibilities among the institutional bodies involved (Ministry, Regional Authorities, Municipal Authorities, Police Forces) with the risk of increasing the fragmentation and inconsistency of the decision-making processes.
- Decision-making issues related to the growing role taken on by the Provincial Committee for Public Order and Safety.
- Shortage in numbers of local police officers.
- Risk that the involvement of local people in surveillance and prevention (in the different forms of «neighbourhood watch») could fuel alarmism, confusion of roles and improper assignment of the functions of protection of order and safety that, on principle and under the law, are the responsibility of the State.

Technology

- The proliferation of CCTV whose data is then not monitored: the implementation of a good surveillance system cannot disregard human presence, especially by the national and local police, both on the ground and behind the monitoring of CCTV footage.
- Risk of high costs in terms of the balance between citizen safety and privacy.
- Lack of economic resources to be allocated to the sector, which limits the full potential of the technological instrument; for example, in the case in which there are no staff for monitoring CCTV footage.
- Inadequacy of the technological infrastructures in the territory (e.g. in certain areas, there is a lack of good fibre optic coverage, which is essential for the proper operation of the system)
- Insufficient training opportunities for local police officers in the use of advanced technology for territory control and crime prevention.



Instruments of local control

Objective 1.1 improve the responsiveness of local police forces

Guidelines for Municipal Authorities

- Plan the organization of territory control, in order to ensure maximum inter-institutional and inter-municipal cohesion.

Regional actions

- Develop a coordination structure that can provide administrative tools and operational criteria for standardising the operating modes of the different units of the Polizia Municipale.
- Support local administrations to increase protection by local police forces (community police), encouraging the recruitment of local police officers for roles in community service.
- Support the specific training of community police, incorporating methodologies and techniques to manage particular cases of conflict and with the additional intervention of social workers qualified in specific mediation with specific target groups (people under the effects of alcohol and/or drugs, people suffering acute mental crisis, ...)
- Subject the installation of video surveillance systems to «preventive» analysis based on data of the surrounding area that takes account of the variety of factors at the origin of urban security.
- Engage citizens and other local social stakeholders in this preventive analysis, by launching methods of listening and dialogue in order to consolidate the feeling of community «presence” in the local area, recognizing its role of protection and support factor in the perception of greater safety.

- Design CCTV systems that can be integrated and updated over time, avoiding models that are too inflexible, in both the system and the technology used.
- Provide for system maintenance resources and methods as part of the design of the CCTV system installation, as an essential element to prevent obsolescence and guarantee proper working order.
- Accompany the installation of CCTV with improved lighting in the area concerned.
- Always integrate video surveillance with a plan of coordinated control and prevention between local and national police, to ensure that control is not exclusively digital.

Objective 1.2 make video surveillance systems effective tools to support the activities of the police forces

Regional actions

- Define uniform minimum standards of the technical and technological components of video surveillance systems, taking care to ensure the necessary flexibility and adaptability of the technology to the different local contexts.
- Prepare agreements - model for urban security among the Prefects, the Mayors and the Provincial Committees for Public Order and Safety.
- Prepare separate funding models and agreements for municipalities that wish to proceed with the installation of plants by means of associations, **on** order to cope with the costs of installation in medium-small municipalities.
- Make available a service intended for Municipal Authorities for all matters relating to the use of video surveillance for the purposes of urban security, including bureaucratic aspects and regulatory requirements.



Instruments of local control

Objective 1.2 make video surveillance systems effective tools to support the activities of the police forces

- Create a complete map of all the cameras installed in the region, in order to have a geo-referenced overview of video surveillance in Tuscany.
- Financially support investment in advanced technologies, including those involving big data analysis and the development of systems for the input of information useful to predictive analysis of crime (reports, places, types of crime) to networks among the different safety operators.
- Promote and support targeted updating and training for local police with particular reference to the use of technological tools, the screening of the collected data and the use of big data, strengthening the regional activities already undertaken in this field.

Guidelines for Municipal Authorities

- Identify an «Urban Security Policies Manager», as a figure capable of coordinating inter-sectoral and multidisciplinary work groups within and outside PA and engaging in dialogue with the local people and involving them adequately in safeguarding the territory.
- Encourage and support the development of participatory safety that starts with the reactivation of «neighbourhood social protection» and allows the recovery of the function of control that is the fruit of everyday relations.
- Reinstate and encourage the role of Area Councils, where they exist, and other forms of infra-municipal representation (Village Councils or similar), so as to prevent the means of coordinating this type of reporting from being assigned solely to social networks and chats.
- Guide the process of citizen engagement, identifying eligible speakers and organising meetings and activities

of participation that correctly include citizen activity within the broader context of integrated safety in order to guide civic activism toward building the community and prevent the creation of private forms of neighbourhood policing.

- Provide training for local people that clearly defines the roles and methods of cooperation between local people and police forces and prevents misunderstandings in relation to the improper deputising or replacement of the police forces. Neighbourhood control must mainly be a way to teach local people how to work with the institutions, not to replace them.
- Provide training for the local police forces for the purpose of the effective exploitation of the contribution of local people to the system of integrated safety by strengthening regional activities in this area.
- Give priority in the establishment of neighbourhood watch groups to areas where there are already strong social networks and cohesion within the community (they work better in villages than in widespread urban areas).
- Activate a continuous process of feedback to the local area on what is done in terms of safety, transmitting useful information and warnings to the local people and enabling the establishment of continuous and two-way dialogue between administration and citizens on the issue of urban security.
- For the prevention of risks related to the local nightlife, promote system actions that trigger the coordinated intervention of different bodies, capable of working on the mediation of conflicts through the development of agreements for the management of social spaces and the creation of operational protocols between health care and security operators.

Objective 1.3 engaging citizens in safeguarding the local area



Strumenti di controllo del territorio

Objective 1.3 engaging citizens in safeguarding the local area

- For the prevention of risks related to the local nightlife, activate processes to engage the different categories of users of the city, including residents and traders but also temporary users, especially young people, avoiding the polarisation of the differences between residents and others who frequent the city in limited and specific time bands, e.g. at night.

Regional actions

Develop a structure of coordination - on the model of permanent regional and provincial - that can provide clear and standardised tools and criteria of approval and operability to operators interested in the development of forms of participation (see ob. 1.1).



Animation and raising awareness in the centre of Florence as part of the Firenze Vivibile project. 2017



2. Actions Instruments of local control

2. ACTIONS FOR URBAN RENEWAL

Introduction

A fundamental part of an integrated approach to safety is the **care** of social spaces and the environment as a factor in the prevention of criminal behaviour. On this subject, the literature refers to «Crime Prevention Through Environmental Design» (CPTED). CPTED is an approach that emphasizes the importance of adopting a series of measures in the planning or regeneration of a new public space. **This approach is recognized at international level and** is based on consolidated criminological theories («Rational Choice Perspective’, “Routine Activity Theory” and «Crime Pattern Theory») and **that** offers **certain** guidelines for planning and designing urban areas. These guidelines recall, among others, that satisfactory results will be produced in the design of public space especially if you know how to adapt to the social and urban context of a given territory, encouraging the socialization and participation of the local people in the vitality of public spaces.

These guidelines, as well as being in line with the provisions of Regional Law 65/2014 with particular reference to Title V, Chapter III, section I, also comply with the measures promoted by the Urban Innovation Projects (P.I.U), consisting of a coordinated and integrated set of actions aimed at solving problems of a social, environmental and economic nature in the urban context. With the PIU, the Regione Toscana implements the strategy of Urban Axis VI of the Regional Operational Programme (ROP) Growth and Employment objective of the ERDF 2014-2020.

Analysis of critical issues

On the basis of the listening and discussion activities that emerged from the pathway, the following critical issues were highlighted:

- Poor integration of operations of urban regeneration with the instruments of governance of the territory or in the individual sectoral policies that contribute to outlining public space (from transport to services and production activities), thus incurring the risk of fragmentation of the urban project even at municipal level.
- Existence of standards (at national and regional level) that do not facilitate processes of redevelopment and regeneration of the spaces intended to exploit the collaborative management and operations of redevelopment and maintenance by informal or organised local community groups.
- Lack of resources to invest in degraded or peripheral urban areas to improve the quality of public spaces and the establishment of commercial and production businesses and services that foster natural social protection.



2. Actions Instruments of local control

Objective 2.1 Designing safe public spaces

Guidelines for Municipal Authorities

For planning

- In town planning, provide for interventions for the regeneration of degraded urban areas, according to the provisions of Regional Law 65/2014, Chapter III, Section I, with the purposes referred to in art.122 of the law:
 - a) promote the reuse of already urbanised areas to avoid further consumption of land and make the transformation of these areas attractive;
 - b) promote the densification of urban areas for optimal economic sustainability of the systems of collective mobility;maintain and increase the attractiveness of urban contexts due to their multifunctional nature;
 - d) ensure the ordinary and extraordinary maintenance and innovation of urban planning works and collective facilities;
 - e) promote, including with procedures of civic participation, verification of the collective utility of the urban regeneration operations as referred to in article 125 of the law.
- Plan urban spaces by redeveloping existing connections at urban area level, as well as the municipal boundaries and taking into account in the analysis of the context the fragility issues relating to safety, in addition to the environmental, landscape, infrastructural elements.
 - Plan the urban spaces, taking account of the dimension of the urban security and to this end:
 - a) Promote the reuse of large buildings or disused building complexes.
 - b) Avoid the ghettoisation of spaces and social groups within the city, favouring social mix through housing intended for different social classes and types of user in order to avoid the creation of areas of marginalization and social exclusion.

- a) Foster the existence of multiple intended uses within the city, limiting the formation of monofunctional enclaves.
- b) Avoid the creation of areas of fringe or left-over spaces because - if not properly designed - these spaces can become unsafe areas **because of** their lack of defined function, as often happens in the areas around large infrastructures, such as railway stations, or to the spaces devoted to shopping centres, industrial warehouses, big park and ride car parks.
- Planning the redevelopment according to an integrated and multidisciplinary approach by promoting greater integration among urban policies, through the creation of multidisciplinary teams and inter-sectoral technical committees, so as to reveal the complexity of the urban phenomena and integrate knowledge on the needs of the various segments of the population.
 - Identify an «Urban Security Policies Manager”, as a figure capable of coordinating inter-sectoral and multidisciplinary work groups within and outside PA.
 - Engage the local community and the various stakeholders in the decision-making processes that concern the public space (and not only): from planning, to design, as far as its **care** and maintenance.
 - Engage the local community and the various stakeholders in the decision-making processes that concern the public space and the exploitation and recovery of disused buildings - from planning, to design, as far as the care and maintenance and forms of experimentation of self-building - also taking into account the variation in different potential users at the different times of day.



2. Actions Instruments of local control

Objective 2.1 Designing safe public spaces

For the design

- Design public spaces as meeting places with which the local community can identify and build social bonds.
- Plan the redevelopment of spaces considering at the same time who and how to animate and maintain them, in the awareness that maintenance and counteracting degradation are essential elements of environmental prevention.
- Design versatile spaces that can be adapted for future use, going beyond the mere «current” perception of local problems.
- Design urban spaces and buildings not intended for housing that allow different uses at different times of the day, month or year due to the fact that the availability to different users and different functions promotes continuous social protection, not fragmented by time or linked exclusively to certain kinds of user.
- Encourage and support temporary use to try out functions, models of management and sustainability of solutions in order to design spaces that are used effectively and socially safeguarded, providing for appropriate amendments to regulatory instruments.

- Consider, with a view to the multi-functionality of the spaces even according to different times of the day, the issue of **public mobility** that, if increased and reinforced, reduces the specific risks related to nightlife (accidents related to the use of private vehicles) and facilitates the possibility of programming models of «travelling entertainment» capable of moving in multiple spaces (centre/outskirts) according to schedules that can be adapted to reduce noise impact and **the related trouble.**

Regional actions

- Strengthen regional activities for training and recruitment of staff dedicated to the coordination of integrated policies on urban security in municipal authorities (perhaps in association among different municipal authorities).
- Promote the definition of a Regional Urban Agenda (integrated with the national, but especially European, urban policies) that sets objectives and strategies that involve not only the big cities and adopt a medium-term time frame. This would enable large and small operations to be kept together, macro and micro, without binding the public space redevelopment policy strategies to the expiry of some call for tenders.
- Strengthen the activity of the Regional Observatory on Urban Security with the task of collecting and analysing data on urban spaces within the territory for the purposes of improved planning of actions for safety. The Regional Observatory will be redesigned in such a way as to be able to take on the function of support to administrative authorities, for example through the assessment and proposal for improvement with respect to the main actions undertaken according to the guidelines.



2. Actions Instruments of local control

- Support municipal administrative authorities in the management of the entire process of urban regeneration to ensure improved quality of operations through the collaboration between the municipal and regional technical facilities, including through the application of the ITACA Protocol criteria for the assessment of the quality of urban regeneration operations in the stages of programming, execution and operation.

Objective 2.2 keeping public spaces safe

Guidelines for Municipal Authorities

- Intercept and monitor the spontaneous redevelopment initiatives organised among the local people, associations and other groups of civil society and private individuals that respond to the specific needs of the urban context.
- Find forms of mediation and integration of urban planning interventions with the grassroots initiatives of active citizenship, social development and shared **care** of public spaces.
- Accompany urban regeneration operations with specific regulations on the management of common property agreed with the third sector, local administrators, trade associations, civic antennas and social parties.
- Give continuity to interventions on public spaces including through micro-maintenance (lighting, urban furniture, etc.) and care of the spaces (green areas, gardens, parks, public property), maintaining the dual dimension (micro and macro) within an overall strategy of policies for public space.

Regional actions

- Regulate and support the instrument of Collaboration Agreements for urban and non-urban common property.
- Alter legislation to accommodate and support the various forms of civic activism inspired by the principle of sharing and collaboration for the management of common urban property.
- Trial Collaboration Agreements between the Region and local authorities to promote and support interventions on limited urban areas that are particularly fragile from the point of view of safety.
- Altering legislation to facilitate the integration of the functions and the temporary use of spaces.

Encourage, in the design of urban regeneration operations such as, for example, Urban Innovation Projects (PIUs) the provision of a «management architecture» capable of encouraging the maximum engagement of the community of users urban spaces.



Evening activities that animate the streets of Prato for the Rigenerazione Pop project in Prato. Ph





3. Actions for the safeguarding of society, culture and trade

ACTIONS FOR THE SAFEGUARDING OF SOCIETY, CULTURE AND TRADE

Introduction

Community, social interaction, culture and trade are vital elements that animate urban spaces and constitute themselves a factor of safety in towns and cities. Their effectiveness is increased with their stability and continuity over time.

As many studies have confirmed, regeneration in the strict sense of architectural and urban planning of public spaces is not enough, either to reduce the perception of insecurity of those who live in these places or to curb the phenomena that fuel this perception. The existence of a strongly rooted social fabric, the residents' identification with the local area they live in and the functional heterogeneity of this territory - guaranteed by **it containing** a mix of activities and social groups - enables the maintenance of the spontaneous surveillance of public space by citizens, fundamental to ensuring safety and quality of life.

From this point of view, all initiatives for the reuse of disused spaces by introducing social and cultural functions are precious, as are all interventions to support trade in the neighbourhood and the social development of public spaces.

On the basis of the listening and discussion activities that emerged from the pathway, the following critical issues were highlighted:

- Particularly widespread trend in recent years of promoting the organisation of one-off events that are incapable of involving citizens and associations beyond the limited time of the initiative and thus trigger processes of long-term urban and social regeneration.
- Spot funding, which prevents the achievement of long-term projects and therefore risks being incapable of having any concrete effect on the local areas.
- The growing difficulty in organizing small social or cultural initiatives due to the introduction of ministerial circulars on safety that have introduced bureaucratic complexity (authorisation, certifications, payments) that is unsustainable for small association and informal groups, discouraging the undertaking of grassroots community events.

Guidelines for Municipal Authorities

- Recognize the various forms of associationism, such as authoritative speakers, for the identification of problems and strategies for action.
- Encourage the involvement and participation of local people in the design and social development of operations for the social and cultural protection of public spaces.
- Adopt the practice of co-design as an ordinary tool to support the safeguarding of society, culture and trade in the territory, playing a role of guidance and control to harmonize and coordinate actions and instruments.

Analysis of critical issues

Objective 3.1 Enable the emergence of and support the actors in the safeguarding of society, culture and trade



3. Actions for the safeguarding of society, culture and trade

Objective 3.1 Enable the emergence of and support the actors in the safeguarding of society, culture and trade

- Promote the presentation of integrated and network projects among the various local actors, including schools, universities and non-formal bodies (e.g. citizen associations, student groups) for the management of initiatives and events that have an impact on the quality of life.
- Trial and support the temporary use of abandoned spaces and places to allow the emergence of the possible actors able to bring them to life and maintain them over time.
- Promote the intervention of the social workers who operate at street level for the promotion of health in night-time contexts, in a perspective of social mediation as complementary to the operations by the local police.
- Identify an «**Urban Security Policies Manager**», as a figure capable of coordinating inter-sectoral and multidisciplinary work groups within and outside PA.

Regional actions

- Promote, support and enhance grassroots initiatives of social development, maintenance and restoration of abandoned or underused buildings and spaces with calls for tenders and dedicated funding that are also subject to assessment of economic sustainability over time to supplement public financing, in part to encourage a long-term vision.
- Promote, support and enhance grassroots initiatives of social development, maintenance and restoration of abandoned or underused buildings and spaces with operations to simplify administration.

- Promote forms of associated management of officers trained in the assessment of the measures necessary for the safety of public events and their management.
- Establish a regional committee for the study of strategies to simplify administration for the maintenance and use of disused spaces, to be disseminated towards local activities as well as central government and third entities.
- Create a web platform that gathers available funding channels, accessible via themed tags, and that can also act as a virtual space for the exchange of good practices and administrative solutions and for the sharing of procedures that are based on successful experiences already achieved.
- Develop regional guidelines for launching projects for the management of urban nightlife.
- Support Municipal Authorities that want to launch projects to counteract deviant night-time behaviour that encourages the degradation of active nightlife areas, through actions to complement the work of the Polizia Municipale (mobile spaces of information and the monitoring of the abuse of alcohol and substances, areas for decompression and first aid for specific risks and cultural and artistic social mediation).
- Promote with the Ministry of the Interior actions for the revision of security obligations relating to the organization of local-scale public initiatives in such a way as to limit the costs for the proposing associations.



3. Actions for the safeguarding of society, culture and trade

objective 3.2 Give stability and continuity to the safeguarding of society, culture and trade

Guidelines for Municipal Authorities

- Encourage and support actions that are of continuity over time and with strong local roots.
- Promote actions to give continuity to regeneration projects that have had positive results.
- Engage even the more marginal portions of the local community, in order to prevent social and spatial ghettoisation.
- Promote measures to bring trade back to urban areas more susceptible to abandonment by local businesses, by providing tax relief or other forms of support for the launch of new businesses in vacant units and for their recovery and temporary use in order to encourage local investment .

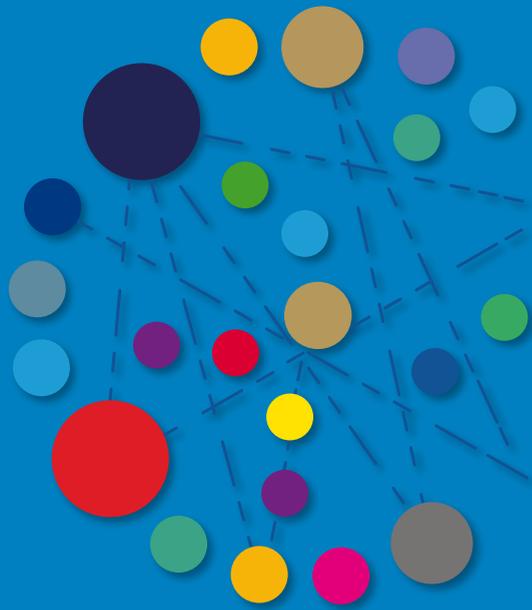
Regional actions

- Introduce elements of reward to calls for tenders and regional funding for urban regeneration, such as:
- the option of keeping together the operations for the redevelopment of public spaces and the actions for their care and social development.
- the involvement of the economic and social fabric of the territory in the design phase.
- subscription to the project by networks of associations and social and cultural entrepreneurship as early as the design phase.

- Support from the point of view of project funding capable of having long-term effects rather than sporadic events.
- Consider **security** a cross-cutting element in the different regional policies and introduce rewards in regional sector calls for tenders for projects that have effects including this aspect.
- Support and promote the «labelling» of activities of public aggregation according to criteria that promote quality and safety. Promote to this end a brand of regional quality by introducing a system that is both rewarding and selective and at the same time. (e.g. the label attached to the European “Notte di Qualità” (Quality Nights) circuit).
- Strengthen projects of education on legality or for the involvement of schools on the issues of urban security through calls for tenders and dedicated funding.
- Recognize the professional value of the actions of organisation, mediation and coordination of local social and cultural actors by promoting the professional figure of Community Organizer with the task of acknowledging and publicising the needs of places and people and of coordinating them and local and regional administrative authorities, enabling the supervision, adaptation and continuity of initiatives over time.



Work by the Uovo gallerists at the Pop per la Sicurezza in Garibaldi in Livorno. Photo: Memo for [in]utile. 2017



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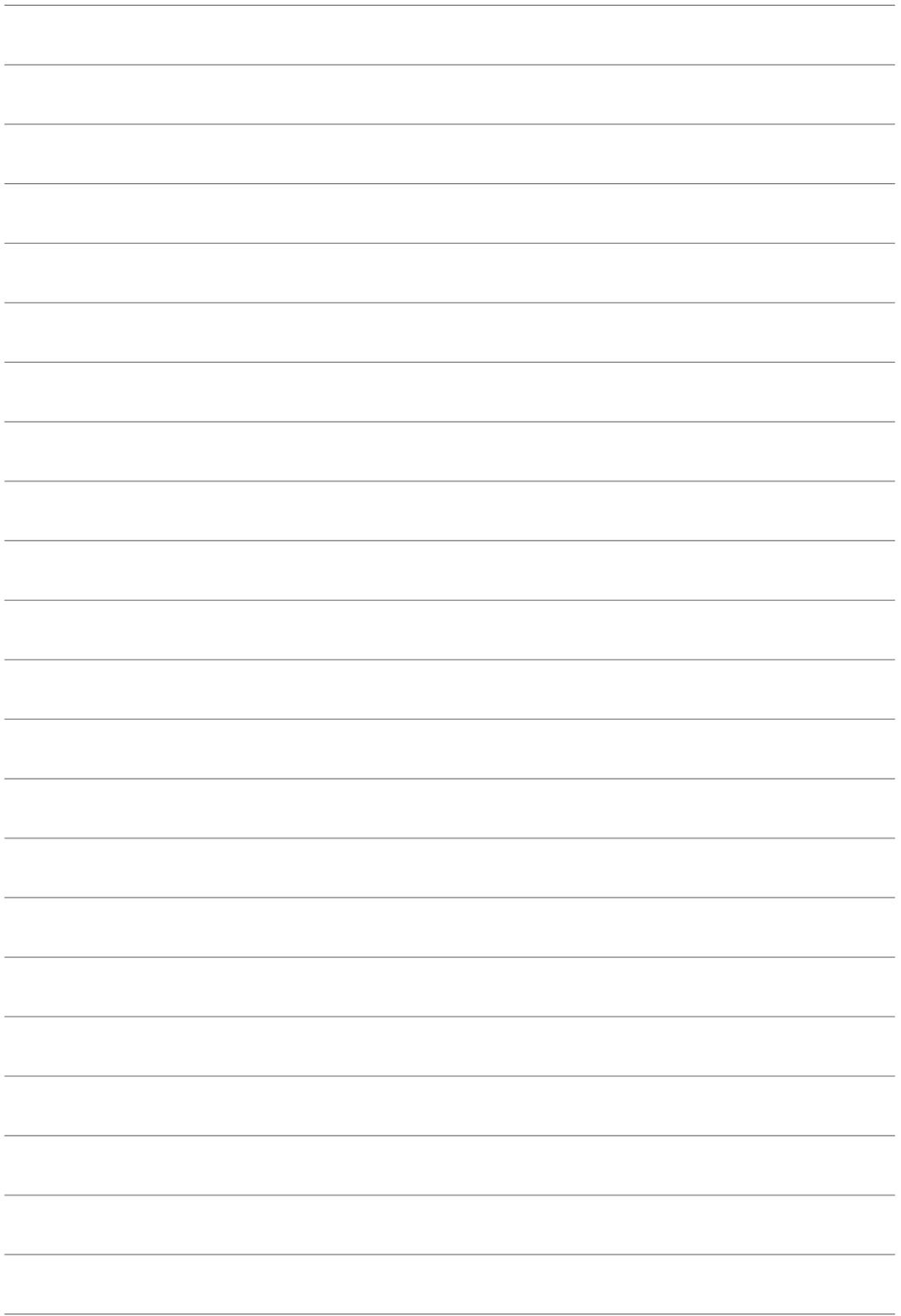
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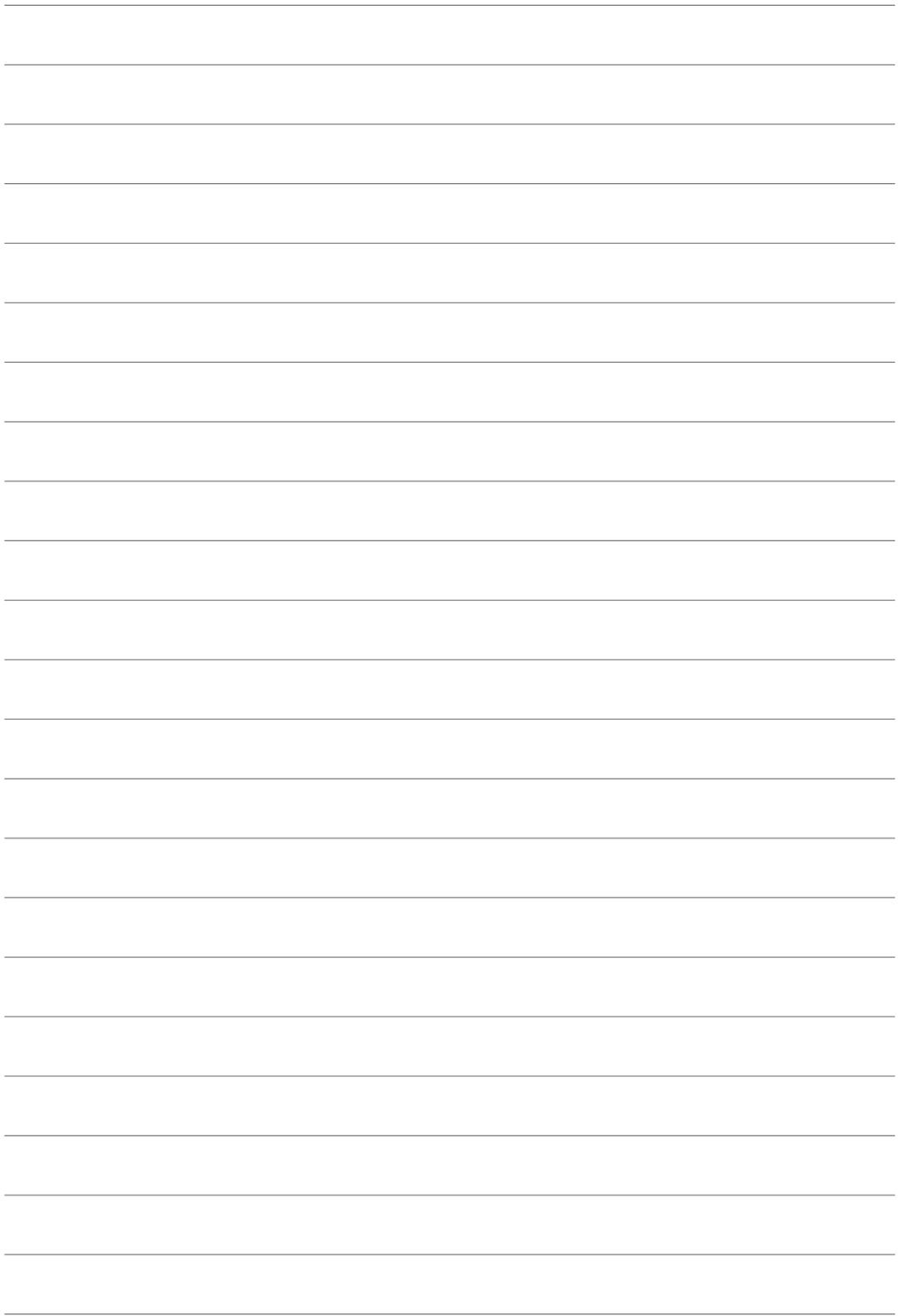
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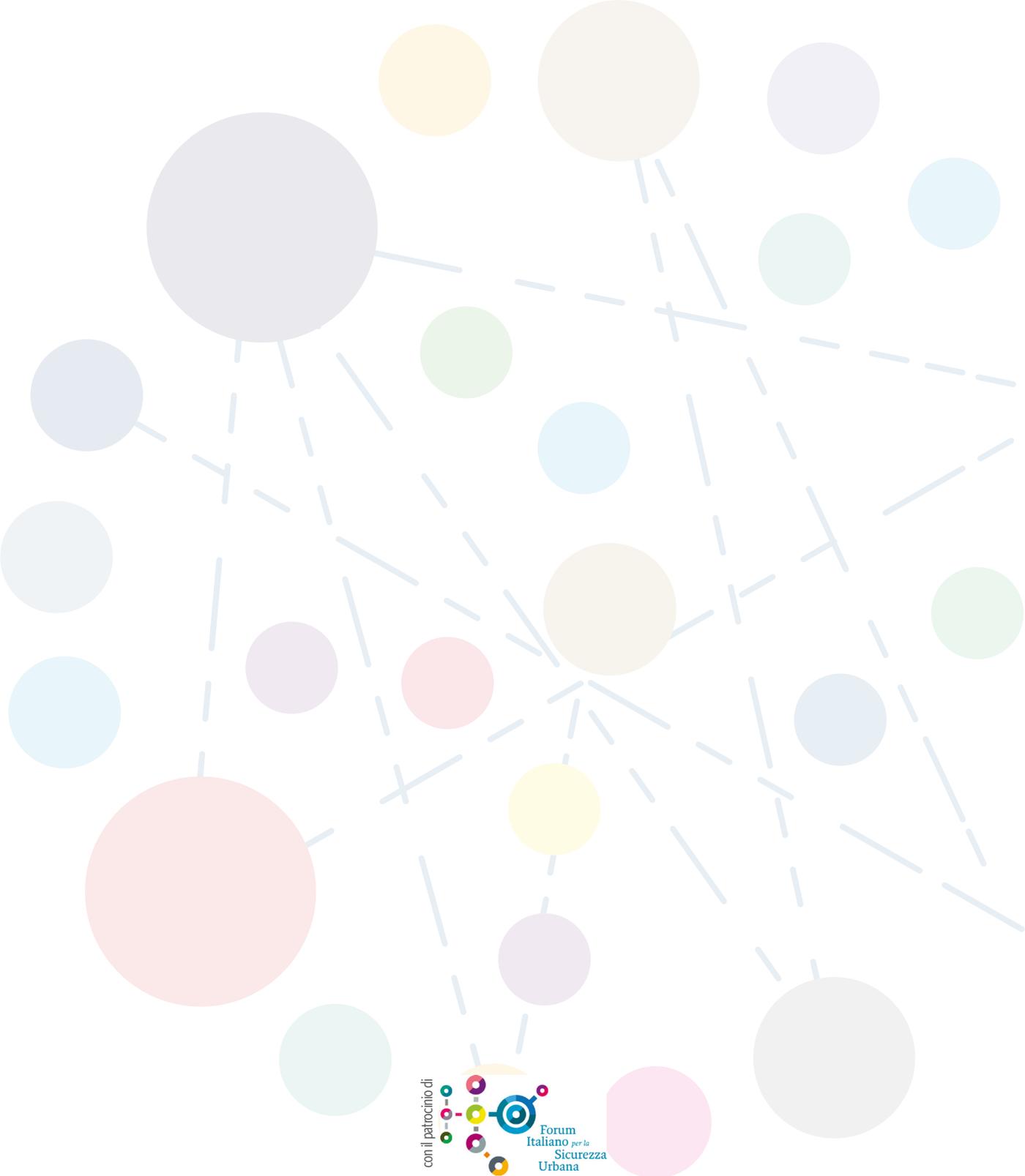
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