

THE NATIONAL OPERATIVE PROGRAMME (PON) “SECURITY“

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There is an obvious attention, in our Country, to the topic of security, considered by the collectivity as a primary need.

Security demand represents undoubtedly a felt problem, at national and local level, that finds wide prominence in political programmes and on the media.

There is, in reality, as we will see more diffusely later on, a sensitive difference between the real security (according to statistics it seems substantially stable or it is even improving) and a disseminated perception of insufficient security that, in particular in some areas of the Country, generates strong social alarm reactions.

I would like to cite just a few emblematic data.

According to a recent surveying of CENSIS, on a sample of 2000 people, regarding the main problems that worry Italian people, we find that, immediately after unemployment (49,6% of the pollees), there are: organised criminality (42,5%), extracommunitarian immigration (31,2%), common delinquency (29,9%) and drug (27,9%).

The same surveying evidences how common delinquency constitutes even the problem Italian people mainly feel in relation to their own territory of residence. In fact, 37,1% of the pollees has indicated it, a percentage that even exceeds the one of unemployment (36,4%), and precedes, in the order: urban traffic (27,3%), drug (24,8%), extracommunitarian immigration (21,9%) and deficiency of sociomedical services (21,4%).

According to the analysis of CENSIS, the tendential increase of security demand appears generalized: it is perceived substantially by the entire social body without particular exceptions referred to age, to qualification, income level, geographic division and dimension of the town of residence.

Quite 79.6 % of the pollees declared they are convinced that during the last year crimes in Italy have increased, while it is growing the demand of a greater and greater presence of Police Forces on the territory.

The phenomenon is not exclusively Italian and in the last years, it has characterized all the greater European countries with substantially common dynamics.

As anticipated, such perception of an imminent threat on the citizen, however, does not correspond to an objective reality.

The official statistical indicators referring to criminality, in fact, point out in the last 10 years a substantial stability of the denounced crimes, and there are also positive tendential indications (in 1999 there have been recorded 51.782 crimes less in relation to 1998 and 66.788 less in relation to 1997).

We can point out, on the other hand, a greater efficiency of the contrast apparatus, at least in terms of increase of the denounced and arrested people.

Therefore, what does the widespread worry for security come from?

Among the causes we have certainly to consider also the *amplification effect*, partially due to media, of particular phenomena or of serious events which concur to elevate the social alarm.

Certainly there are, then, objective circumstances such as:

- the whirling transformation that our society is undergoing, called to face new phenomena, like extracommunitarian immigration;
- the spreading of areas at risk (cities are enlarging, industrial activities keep decentralising, operators open to the public round-the-clock grow, networks of transport and communication develop) and change of managerial models (new activities manage or hold important amounts of cash or assets of great value) involve the need to share the security resources among a wider and wider number of objectives.
- the continuous addition (and not replacing) of emergencies (organised criminality, disseminated criminality, immigration, drug-pushing, prostitution, ethnic aggregations, social uneasiness, natural disasters, etc.).

But an important cause has to be searched in the change of the content itself of the security demand expressed by the collectivity. This does not concern the *passive* dimension of protection from threats directed against safety of the individual any longer, but it includes much wider and diversified expectations for the increase of "quality of life" (just as the title of this session of the workshop reminds us).

Security as better quality of life is to be meant in terms of possibility of sure development of the interpersonal social relationships and of city environment good living, and it is essentially made of functionality, efficiency and synergical interaction of the services (public, private, not profits) offered.

Also the security policy, then, must go over the aspect "of police" (as public order protection), in order to assume a more active and interactive dimension in which security is not a good in itself, but it has to be a factor able to affect:

- the quality of life of the individuals and of collectivity, that will be able to manage at best the time (evening and night hours) and the space (public gardens and open spaces, suburban zones, etc.) potentially at their disposal;
- the development perspectives of the economic tissue, since a safe area attracts investments and invites to create occupational occasions.

It is necessary, therefore, a synergy between the police action and other subjects, public and private ones, that can constitute a precious resource for:

- a better understanding of socio-economic dynamics of the single territorial realities, indispensable in order to best update the prevention devices on the territory;
- to concretely contribute, with means and activities of their own, to the raising of security level.

To give some concrete examples:

- a good public lighting system can have not dissimilar effects from a fixed vigilance in a certain area;

- installation of video entryphones or alarm systems arranged by the building owners can give more concrete results for the property and people protection;
- creation of spaces for recreation or social life can turn out to be a useful alternative to hooligan actions and deviant behaviours.

It is necessary, therefore, to involve the various actors who can develop a role in the security.

The first interlocutor subject has to be certainly searched inside the public apparatus and above all the territorial local authorities, whose role in criminality's prevention phenomena has been recently recognised also at a legislative level.

With the legislative Decree 279/1999, in fact, also the Mayor of the capital town and the President of the Province became members by right of the Provincial Committee for the Order and Public Security, while the participation of mayors of the towns interested by problems at the attention of the Committee becomes obligatory issues.

Among the peculiar competences of the Territorial Authorities we can remember, for their possible effects on the security level: the local policies in the transport fields, city planning (included the historical centres recovery and the peripheral areas valorization), public lighting, social and assistance services (for young people, workers, families, victims of criminality), the initiatives directed to the spreading of the culture of legality, as well as - of course - the local police activities.

A concrete application of this new philosophy is that of the "Agreement Protocols" between Prefectures and Local Authorities that, begun only a few years ago in Emilia Romagna, is spreading and "institutionalizing" all over national territory.

Then, a meaningful contribution can come from the economic world.

Regarding the economic activities, in fact, the security levels increase can plug a virtuous circuit:

- a greater security can stimulate investments of the economic operators;
- the socio-economic development that derives can increase the security level.

The perspective of a steady job represents, in fact, the best alternative to the engagement in criminal and illicit activities, saving therefore from gangsterism the unemployment and marginality victims.

On the other hand, the full involvement of the economic operators in co-operation with the institutional apparatuses of security, can not only produce effects towards the threats coming from a diffuse (attempts to the assets) and organised criminality (from extortion to company insinuating), but also on transparency and efficiency of the free market (for example, through the fight to the illegal working, to the unauthorised house-building, to the counterfeiting, etc.), and also on legality culture diffusion.

Ineliminable factor remains, however, the diffuse and convincing participating of collectivity as a whole, founded on the sharing of the values peculiar of legality culture.

Contributions can come from the most various fields of society: from social operators, associations of category, from volunteering, from public services in general, from private vigilance, as well as also from simple private citizen.

Their participation can substantially be of three types:

- participations in social context for the support or the recovery of categories at risk or degraded areas;
- informative return towards the security organs of news useful to updating of prevention and repression devices (opening of new activities exposed at risk, presence of new criminal subjects or groups on the territory, new criminal activities and modus operandi, etc);
- adoption of passive measures of security and private vigilance and alarm systems suitable to discourage criminal behaviour and to activate timely and efficient alarms when necessary.

A diffuse *partnership* becomes fundamental if limits of police intervention are to be exceeded.

There is the implicit limit that, in particular in democratic State, would like the police intervention as only the representation of extrema ratio, in fact:

- it is certainly more restrictive of the citizen freedom spaces (that can even find harming in an heightening of the control activities and cannot appreciate a "militarization of the territory");
- it can paradoxically be counterproductive (a continuous presence in some areas can remove resources from other nevralgic fields, that would appear exposed);
- sometimes it is onerous (often it imposes long and continuative shifts, personnel commanded "in overtime", the employment and the wear of consisting resources, etc.).

But there is above all the obvious limit of the amount of the available human resources that will always prevent to have policeman at every corner or in front of every store or main door.

Just starting from such introductory statements Police Administration meant to operate a deep intervention strategy revision, operative modules' and even of the models of relationship with the public, in the prospect only to better answer to the demand that comes from the social body in terms of presence on the territory and from the prevention apparatus strengthening.

The guidelines of such renewed formulation provide:

- the recourse to the most advanced technologies (video-surveillance, "intelligent" sensors, integrated communication networks among the different police organs, etc.) in order to support the prevention action on the territory, upgrading the policeman operating ability, but bringing the minimum obstacle to the citizen freedom and to the economic activities;
- the training and the permanent updating of the personnel, in order to offer the best approach to the public, understanding completely the requirements and boosting the collaboration;
- research of synergies with the local Authorities, the PA, the economic world, the social operators, in order *to invest together in the security*, with the common knowledge that it constitutes a dynamic factor destined to accompany, with the passing of time, the processes of economic and civil growth;

- the determining sharing of "*awakening initiatives*", involving the school world and the most various realities for the spread of culture of legality and development of a more and more collaborative relationship between society and police and security apparatus.

A meaningful example is in such sense represented by the **Operative Programme "Security for the development of Southern Italy"**, co-financed with the structural Funds of the European Union, through which we have undertaken to favour dialectics among the legality area, the economic initiative and the social revitalization of those territories that record elevated criminality rates.

The Operative Programme comes from the consideration that the negative connection between criminality and economic increase, with a particular reference to the regions economically less developed, can be broken through a considerable security investment; because an adequate level of security can represent the constant component of a balanced socio-economic development.

We mean to hit this way the infiltration abilities of the illegal economy inside the healthy productive tissue and the consequent depression and distorting effect on the investments, in order to guarantee to Southern Italy European standards of cohabitation and productivity.

The Programme involves the various Police Forces in a clear interforces dimension and become marked with an improved relationship of collaboration with the resident communities, the entrepreneurs and job world and the associations operating on the territory.

The Operative Programme "Security for the Development of Southern Italy" relating to the Structural Funds 1994-1999

The occasion of financing for participations in the field of security came during the programming period for the structural Funds 1994-1999 - exactly 3rd March 1998, date in which the "Security" Programme has been approved .

The Operative Programme "Security for the development of Southern Italy", interforces expression, co-financed inside the Community Support Framework 1994-1999 with national and communitarian funds for a total of approximately 562 billions Liras, finds current application "in leopard spots" in a series of territorial areas, with industrial tendency, subdivided among:

- Sicily (Syracuse- with Augusta, Melilli and Priolo - and Gela);
- Sardinia (Macomer, Tortoli-Arbatax and Ottana);
- Puglia (Brindisi and Manfredonia);
- Calabria (Crotone and Gioia Tauro);
- Campania (Marcianise, Arzano, Frattamaggiore, with the contiguous and connected territories of Acerra, Afragola, Casoria and Caivano).
- to the above mentioned intervention zones we have to add the carrying out of a technological device of territorial control of the road axis formed by the highway Salerno-Reggio Calabria.

The Programme, now in a phase of advanced realization, is based on the territory interforces co-ordinated control, like a not eludable instrument of general prevention, through interventions on:

- telecommunication (completion of the infrastructural network with advanced technology for telecommunication in radio link, conceived for the transmission of both telephony and data aimed at increasing Police Forces operating abilities to control territory. The project, under execution, will be operative within 2000.
- Elevation of security *standards* along the highway Salerno - Reggio Calabria, with the aim to improve the control apparatus of the highway lay-out and of surrounding roads (through the arrangement of an integrated system of satellite communication, able to allow the radio location and the timely intervention of the patrols employed on the concerned ways); this module has been operative since the December 1st of the last year.
- Technological updating and interconnection of the operative rooms in the concerned province. On the last August 2nd the Operative Rooms of the Police headquarters of Naples, Brindisi and Crotone have been inaugurated; the conclusion of the programme is foreseen within the first months of 2001.
- The same operative rooms, moreover, will receive the signals coming from a sensed platform installed on the territory and near the business realities operating in the areas of intervention of the Programme, through appropriate digital communication "interfaces", concurring also in the interaction between the company security and the Public Security apparatus.
- Technological innovation of identity verification systems - with particular reference to computerization of the survey and comparison procedures, in real time, of the dactyloscopic prints - that will guarantee positive reflections upon all procedures of identification of the foreigners; the technological strengthening of the material supports of Scientific Police organs, necessary to the achievement of the mentioned operative results, has been completed.
- technologically advanced "X rays" container control system, equipped both with fixed structures and mobile apparatuses and able not to hold up the operations of goods loading and unloading; it is on the way to completion the installation of the system in the port of Gioia Tauro.
- Specialistic training of the Police Forces personnel, to assign to the use of new technologies, for the most efficient union between human and technological resources.
- awakening, in order to emphasise the innovative attention given by European Union towards the investment in the product "security";
- to awaken the Police Forces operators towards the Operative Programme;
- to involve the public of the intervention areas, both in the associate and individual components, considering "ad hoc" projects in order to support the development of the "culture of legality";

Other initiatives come alongside to the Operative Programme "Security for the development of Southern Italy", always co-financed with national and communitarian funds, specifically oriented to the strengthening of security measures on the road network of region Puglia and

to the technological control of the main maritime and aerial frontiers of Puglia. They are the interregional communitarian Operative Programmes "Italy-Albania" and "Italy-Greece", equipped for the project of security of approximately 60 billions Liras, whose territories of reference, in details, are constituted by the Provinces of Bari, Brindisi and Lecce, with participations shared upon the territorial structures of the State Police, the Arm of the Carabinieri and the Customs service.

The Operative Programme "Security for the Development of Southern Italy" relating to the Structural Funds 2000-2006

In the framework of the most general " Development Programme of Southern Italy 2000-2006", (P.O.M) predisposed by the Ministry of the Treasury, Budget and Economic Programming, 2.150 billions Liras have been approximately assigned to the field of security. The National Operative Programme "Security for the Development of Southern Italy" (P.O.N.) has been approved by the European Commission on the last 13th September and starts from the pilot experiences already realised in some limited territorial contexts during the previous programming, in order to expand them tendentially towards the entire southern territory, under a viewpoint of globality of intervention aimed:

- to strengthening of the technologies used by Police Forces in order to elevate the security levels, under a viewpoint of reply and amplification of the project in action;
- to qualification, training and modernization of the personnel that will be called to operate with new technologies, in a paternity context with socio-economic actors;
- to a full and effective involvement of civil society for a modification of the socio-cultural context able to represent an important "breaking" and discontinuity element with respect to the past.

In such framework, Authority of the Interior, interpreting the concept of security in the widest possible sense, offered an absolute availability towards both institutional and socio-economic paternity, receiving the appraisals and the suggestions in matter of: contrast to social outcasting; immigratory impact management; environment and cultural resources protection; local development; protection of sensitive places; spreading of legality and of rules culture.

Regarding the previous programming, without prejudice to the total responsibility of the Department of Public Safety, therefore, there is a considerable increase of the number of the *partners* who will be called to participate as actuator and responsible subjects of specific projects.

This seems to be the best demonstration of the firm will of the Ministry of the Interior and of the police organs to involve, on security level, the various socio-economic actors, being aware to be able to provide, only together, the best answer to the demands of collectivity.