

City Diplomacy practices

The Peacebuilding Tools and
Initiatives of European Cities

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Barcelona**
xarxa de municipis

êc̃p̃ escola de
cultura de pau

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City Diplomacy Practices - Table of Contents

Presentation.....	5
Introduction.....	6
Peacebuilding within Municipalities	10
Prevention of Direct Violence.....	12
Psychosocial Focus (Affecting the Conditions of the Offender).....	13
Situational Prevention (Empowering Victims and Securing Valuables).....	14
Environmental Design (Securing the Environment).....	15
Influencing the Global Context (Fighting Transnational Organized Crime).....	17
Conflict Transformation.....	21
Consensual Forms of Conflict Transformation.....	21
Legal Forms of Conflict Transformation: Restorative Justice.....	24
Promotion of Co-existence.....	27
Groups with Special Needs.....	27
Children and Youth.....	28
Disabled Individuals.....	30
Women and Men in Gender Policy.....	35
Immigrated Persons and Ethnic Minorities.....	39
Economic Integration.....	43
Making Compatible the Needs of Citizens.....	46
Urban Planning and Multifunctional Public Space.....	46
Citizen Participation.....	48
Peace Education and Awareness-Raising.....	49
Learning in the City.....	50
Learning from the City.....	51
Learning the City.....	53
Articulating Peace Learning in the City.....	53
Consistency.....	56
Non-cooperation with a Culture of Violence.....	56
Acting for a Culture of Peace.....	58
Building Peace in the World - City-to-City Cooperation.....	62
Peacebuilding.....	62
City-to-City Cooperation.....	65
City-to-City Cooperation for Peace.....	66
Reflecting on Peace Practices.....	69
Ending Direct Violence and Caring for Individuals.....	73
Diminishing the Impacts of Direct Violence on Individuals.....	73
Psychosocial Care Projects for Healing Individuals.....	73
Transitional Justice to Abolish Impunity.....	76
Disarmament, Demobilization, and Reintegration.....	78
Small Arms and Weapons of Mass Destruction.....	78
Combatants and Child Soldiers.....	81
Reconstruction and Rehabilitation.....	83

Combating the Roots of Conflict.....	85
Democracy.....	85
Development.....	88
Human Rights.....	90
Facilitating Channels for Conflict Transformation.....	90
Promoting Peace Negotiations.....	94
Increasing the Abilities of Individuals to Reject Violence.....	97
Conclusions and Proposals.....	102
Bibliography.....	107
Appendix.....	110
Index of Practices, Indicators, and Networks.....	112

Presentation

You have got in your hands the result of a research made about peacebuilding experiences and practices implemented by local governments in Europe.

It is a very important subject for us. In the Diputació of Barcelona we are convinced that it is necessary that villages and cities have an active and relevant role in the management of that subject. It is a matter that affects all municipalities, from the smallest village to the bigger metropolis. It is necessary to formulate political answers that until now local governments were not used to do. And that regional, state or international governments, or even civil society, can't do.

We live in a complex and globalised world with big opportunities. Despite this, it is not a safer world. New and old conflicts have arisen or accentuated, and new phenomena's caused by old reasons have gained new prominence: elements as religious fanaticism, "ethnic cleansing", intolerance, new imperialisms, conquest for natural resources, or new forms of terrorism are realities that we have to face.

In this context, we believe that local governments – according to their specificities – play a major role in the a peacebuilding that is specific, parallel and complementary to that one of the states, international organisations or civil society.

For those reasons, the Diputació of Barcelona is more and more involved in peacebuilding processes in world cities, and that is the reason why we have decided to launch with strength different initiatives. Among them, there exists the Group of City Halls for Peace (Grup d'Ajuntaments per la Pau) of the Province of Barcelona, and a large range of resources, support tools, training and publications, as the one that we are presenting here. We hope that it will be useful to give clues, references and reflexions about the important work that local governments can do in that field.

Antoni Fogué Moya

President of the Diputació of Barcelona

Introduction

We call upon the leaders at all spheres of Governments to intensify efforts and mobilize resources in promoting peace, security and prosperity, especially in cities and regions effected by tensions and conflicts, natural disasters.

Cappadocia Peace Declaration, September 28, 2005

City diplomacy is defined as “the tool of local governments and their associations to help local governments in conflict and war by means of concrete and practical city-to-city cooperation with the aim of creating a stable environment in which the citizens can live together in peace, democracy, and prosperity.”¹

If indeed some people consider municipal diplomacy to have an essentially external dimension,² consistency obliges city halls to promote peace within their own municipal boundaries at the same time as they “export” it. Set in motion essentially for conflicts and armed conflicts, city diplomacy applies to both active and collaborating cities, aims to ease the causes of armed conflicts while offering resources for confronting armed violence and disarming cities, but without ignoring social cohesion, interculturalism, and other internal factors.



The **United Cities and Local Governments** network

(www.cities-localgovernments.org) aims to promote greater awareness of the political role of local government. As a part of this goal, the network encourages city diplomacy so municipalities take on development tasks with other municipalities that are experiencing situations of tension, armed conflict, or post-war. The network's working group on city diplomacy researches actions for peace building that are possible within the scope of municipalities and gathers best practices from other experiences. Within these actions, the group looks to give support to the peacebuilding initiatives of municipalities or municipal networks.

For information on the working group on city diplomacy, **contact** Alexandra Sizoo at alexandra.sizoo@vng.nl.

This document aims to show that municipalities contain infinite possibilities for committing to city diplomacy, which takes place both at the more immediate local level as well as the global. The initiatives and practices presented here can be split into two distinguishable parts: a first that collects initiatives for peacebuilding within municipalities, and a second that proposes exterior actions of direct cooperation with cities that are experiencing armed violence.

¹Proceedings of the Conference on City Diplomacy held in Perugia, Italy on October 6-7, 2006.

² Rogier van der Pluijm defines city diplomacy as “the institutions and processes by which cities, or local governments in general, engage in relations with actors on an international political stage with the aim of representing themselves and their interests to one another,” *City Diplomacy: The Expanding Role of Cities in International Politics* (Netherlands Institute of International Relations: Clingendael), p.6.

Why Municipalities?

“Cities have to rebel. They have to overcome the armour of state sovereignties which are still marked by the old state-to-state antagonisms in order to restore the solidarity of the cosmopolitan ethic at a planetary level.

Cities are called to this great, peaceful revolution.”

Ernesto Balducci

Both in times of peace and times of war, municipalities are staging grounds for different types of violence. In armed conflicts, which increasingly target civil populations, armed actors wilfully attack cities and their inhabitants. Insecurity on the streets, organized crime, social inequality, and discrimination, motivated by a host of reasons, are examples of violence that cities experience.

Cities, however, are not passive receptors of violence, but rather have a lot of potential for facing it. We have examples to go by, “such as the Municipal Alliance for Peace ... and the Tuzla, Osijek, and Novisad triad of Balkan cities [which] suggest that localities which practice peace at the local level can at least reduce the amount or intensity of armed violence within their boundaries, if not nationally.”³ Municipalities are ideal for working simultaneously at the local and global levels, and to influence peace at micro-social level (relations between persons) and macro-social level (non-violent structures).

Driven by city halls, city diplomacy contains certain advantages:

- City halls are the **public administrations that are closest** to the people and the most appropriate for managing conflict in municipalities. City halls are the public administrations that most accurately understand the needs of the population.
- Being close to the population, city halls facilitate **work in networks** with local associations. Civil society participation is an indispensable requirement for democracy in municipalities and, at the same time, forces a practice of negotiation and constant consensus among parties involved in common projects. This not only means greater effectiveness in common projects but encourages contributions to peacebuilding at a level that is in reach of citizens.

In terms of the international dimensions of municipal diplomacy, we can also include the following important points:

- City-to-city cooperation permits a development of activities **independent of state political agendas** and allows cities and municipalities to better respond to the real needs of the population. City-to-city cooperation enables municipalities to reach populations of states with which, for whatever reason, the municipality does not wish to cooperate, or to reach individuals in regions where the state is dismembered.
- Increasingly, studies that look at the **impact of peace initiatives** highlight the importance of the local dimension in projects, both in their definitions and in their intermediate and final evaluations. This makes municipalities good mediators.

³ *Human Security and Cities: Challenges and Opportunities* (Human Security Research and Outreach Program, May 2006), p. 12, humansecurity-cities.org/sites/hscities/files/Human_Security_and_Cities_Challenges_and_Opportunities_English.pdf.

Why Peace?

Pace is a “process for realizing justice at different levels of human relations. It is a dynamic concept which enables us to bring to the surface, confront, and solve conflicts in a non-violent manner, with an end to achieving harmony with oneself, with nature, and with other persons.”⁴

Although the General Assembly of the United Nations has recognized peace as a human right, the right is breached excessively.⁵ We find many instances of this, including the fact that interests favouring violence are stronger than interests favouring peace, that we lack training in ways to promote peace, and that we believe current development projects are already working for peace. In contrast to these arguments, it is possible to say that the costs of armed conflict are always greater than the costs of peace, and that although it is true that promoting development can also contribute to peace, we must bear in mind at the same time a number of other factors.⁶

As regards lack of training in promoting peace, the **aim** of this document is to provide theoretical and practical tools for developing city diplomacy.

Background to this Research

The geographical background to this research is essentially European. Although other very valid practices of city diplomacy can be found around the world, this document limits itself to initiatives that have arisen in cities of European Union or in cities of other parts of the world with which European cities cooperate.⁷ It is also important to say that although city diplomacy has been nurtured in Europe for decades, the focus of this document is on more recent initiatives because there has been a qualitative leap in practices of peace cooperation since the end of the 1990s.

Good practices have been selected according to the following criteria:⁸

- **Effectiveness:** Projects are transformative, produce tangible and verifiable results, and/or have repercussions on a significant number of individuals;
- **Sustainability:** Projects are repeatable and viable, whether by financial self-management, the motivation of participants, etc.;
- **Legitimacy:** Projects are linked to some sort of community reality and project management is taken on by persons who are closest to the impacted reality of a project; and
- **Reproducibility:** Projects are reproducible, with relevant adaptations, in other contexts.

⁴ Seminar on Peace *Education, Educating for Peace: A Possible Proposal* (Catarata: Madrid, 2000).

⁵ United Nations General Assembly Resolution 39/11, Declaration on the Right of Peoples to Peace (A/RES/39/11), November 12, 1984, www.un.org/spanish/documents/ga/res/39/list39.htm.

⁶ This topic is treated in greater detail in Section B-d, Reflecting on Practices of Peace.

⁷ Since some non-European Union member countries fall within a wider conception of Europe, these countries have also been included in this research.

⁸ The criteria were inspired by the Colombian National Bank of Good Practices, www.saliendodelcallegjon.pnud.org.co.

In the concrete example of cooperation for peace practices (Section B), it should be noted that selection of these practices has been made while bearing in mind **Conflict sensitivity** criteria.⁹ At the same time it is important to know that a lack of application of these criteria of good practices at the municipal level has made it very difficult to guarantee that the initiatives gathered here have always had a positive impact on peace. We need to see these practices here not as a certification of the quality of those practices but as a compendium of innovative ideas. These practices only make sense when they respond to the needs of a particular context, and that in the case of wanting to reproduce them, they must be adapted to the environment in which they are to be applied.

Throughout this document, the following symbols will be used to help with the navigation of content:



- Good practice



- Quality criteria



- Low quality criteria



- Case study: Detailed description of select practices



- Municipal networks or civil society and municipal networks



- Evaluation indicators



- Tools

⁹ These theories, known as *Peace and Conflict Impact Assessment*, *Do no Harm*, *Reflecting on Peace Practices*, *Aid for Peace*, etc., research the criteria that need to be put in place in order to achieve a truly positive impact on peace. A deeper explanation of this can be found in Section B-d, *Reflecting on Practices of Peace*.

Peacebuilding within Municipalities

We appeal to stakeholders for local development to strengthen the mechanisms of consultation and exchange between cities and develop strong linkages to allow for an effective diplomacy of cities, which should focus on finding local solutions to the global challenges of a rapidly urbanizing world.

Cappadocia Peace Declaration, September 28, 2005

There are examples in the world of cities with “implosive forces that fold into neighbourhoods the most violent and problematic repercussions of wider regional, national, and global processes [which] include ethnic tensions; fundamentalism; militarization of gangs, police, militias, and other armed groups; state failure; arms proliferation; rapid urbanization and a youth bulge; increasing social polarization; resource scarcity; structural adjustment programs; and deep unemployment...”¹⁰ Is this, though, the case for European cities? How much urban violence is there in Europe? Do peacebuilding measures make sense for Europe?

A classification by Johan Galtung on the different types of violence concludes that violence does indeed exist in European cities. According to Galtung, a peace theory researcher, we can distinguish between three kinds of violence. These include

Direct violence, or physical and psychological aggression that is exercised directly on an individual, group, or material goods;

Structural violence, or violence that forms part of state structures, the global economic system, existing power relations, and legislation and translates into forms of discrimination that are social, political, or legal in nature, or into other types of discrimination, a lack of guarantees of rights, hierarchal relations, etc.; and

Cultural violence, or violence that results from values transmitted in speech or actions that trivialize or even legitimize violence.

In varying degrees, direct violence in European cities is committed via assaults, robberies, and conflicts solved with violence. With special emphasis placed on preventative intervention, the sections on Prevention of Direct Violence and Conflict Transformation explain different forms of response to direct violence.

European cities also contain structural violence that manifests itself in multiple forms of discrimination, including a lack of access to certain venues, racist attitudes on streets, under-representation in public decision-making, and socioeconomic marginalization. This form of city structural violence and ways to overcome it are the subject of section on the Promotion of Co-existence.

Finally, cultural violence may also be practiced in cities through symbols found on the streets, such as in street names, monuments, graffiti, posters, and public talk, and may be transmitted, for instance, through public decisions made at city hall. The values that the city transmits and the need for these to be consistent with values of peace will be analyzed in the sections Peace Education and Awareness-Raising and Consistency.

¹⁰ *Human Security and Cities: Challenges and Opportunities* (Human Security Research and Outreach Program, May 2006), p. 7, humansecurity-cities.org/sites/hscities/files/Human_Security_and_Cities_Challenges_and_Opportunities_English.pdf.

As we can decipher from the title of the various sections of this document, insufficient or inadequate local policies can result in direct violence. However, by focussing exclusively on steps to end this more concrete and visible form of violence, we run the risk of not only ignoring the root causes of direct violence, which are often in any event more intangible structural and cultural violence, but also of limiting ourselves to building peaceful cities with excessively restrictive focuses. To build truly positive peace, we need to deal not only with direct, structural, and cultural violence but also to move beyond the strict elimination of violence and adopt a new model for cities that works on building peace daily with positive and proactive attitudes.

As defined in the Introduction, the notion of **positive peace** refers to an overly used concept of (negative) peace, understood as a situation that is free from war. Positive peace, on the other hand, is a wider conception of peace based not on a negative but a positive understanding, that is, it is not the **absence** of war *per se* but the **presence** of justice, harmony, co-existence, and opportunities for personal development. With all of this in mind, this first section will deal with how we can build positive peace in municipalities.

Prevention of Direct Violence

Whether the actions of racism perpetrated on migrant workers in El Ejido in February 2000, the youth risings in Parisian suburbs in October 2005, or the brawling of football hooligans throughout Europe, it is not difficult to find examples of confrontation between urban groups, public disorderliness, collective aggression with xenophobic overtones, or violence aimed at public authorities.¹¹ Direct violence in the urban sphere may involve vandalism or destruction of city property, physical or sexual aggression, robberies, or trafficking in persons.

In the European Union, nearly 15 percent of individuals per year are the victims of some sort of violence.¹² In addition to this violence, perceptions of insecurity are on the rise. Even though since the mid-1990s the victim rate has dropped from 21.6 percent in 1996 to 14.9 percent in 2004, the perception of insecurity has not fallen in a corresponding manner.

At the same time, cities are gradually privatizing their security so growing video surveillance and the use of private security guards is causing some to fear that real protection from violence is increasingly becoming a question of social status.

Cities, therefore, need to make efforts to continue to reduce urban violence and the perception of insecurity. Prevention is one of the more effective—and economic—ways to confront direct violence.

Violence in cities is often a response to a build-up of causes. These causes can be grouped into four broad areas, including¹³

- the presence of an **offender** who is prone to act violently for personal motives, such as personality, an inability to control personal impulses, or a host of social motives, for instance, the fact that the offender has a family history of violence or has suffered social exclusion;
- ease of access to a **victim** if he or she is weak or vulnerable, or to **valuables** that are easy to see and grab;
- an **environment** that makes it easy for a violent event to recur because it is unmonitored, unguarded, or unlit; and
- a **global context** that creates a feedback of violence because existing laws are weak or ineffective, the means for fighting crime are insufficient, or international crime rings are stronger and more organized.

By identifying these four broad areas, we can determine comprehensive preventative measures, from four perspectives: from the perspective of attention to the psychosocial causes that predispose offenders to violence, of empowering victims and securing valuables, of modifying immediate environmental conditions, and of influencing the transnational aspects of violence.

¹¹ *Les violences urbaines, une exception française? Enseignements d'une comparaison internationale* (La note de veille, no. 23: Centre d'analyse stratégique, October 23, 2006), www.strategie.gouv.fr/IMG/pdf/Note-ExterneDeVeille31.pdf.

¹² The degree of **victimization** is measured as the proportion of persons who have suffered at least one sort of violent event classified as a crime in a year. Data from *The Burden of Crime in the EU: Research Report: A Comparative Analysis of the European Crime and Safety Survey (EU ICS) 2005*, p. 19.

¹³ Hein, "CPTED (Crime Prevention Through Environmental Design): Una alternativa para la prevención de la delincuencia y la reducción del temor," in *Aportes para la convivencia y la seguridad ciudadana*, vol. 2 (UNDP, El Salvador, 2006), p.65.

Causes of a violent situation



Preventative Measures



Source: Adapted from Andreas Hein, *CPTED (Crime Prevention Through Environmental Design): Una alternativa para la prevención de la delincuencia y la reducción del temor*.

The four preventative measures of the diagram are complementary. In order to achieve the greatest effectiveness, preventative policies need to be implemented simultaneously and in a comprehensive manner, and preferably in consultation with citizens.



The following is an explanation of each violence-prevention focus.

Psychosocial Focus (Affecting the Conditions of the Offender)

The aim of a **psychosocial focus** is to influence the personal causes (low control of impulses, personality traits with violent tendencies) and social causes (poverty, unemployment, family violence) that condition an individual to commit violent acts. Psychosocial measures require a long-term focus.

The more recurring policies in this area focus on

- **The prevention of domestic violence**, with training in how to manage family conflict without violence, assistance programmes for families with histories of violence or drug and alcohol abuse, social services, and welcome centres for vulnerable groups with specific needs, such as abused women and youth.
- **The reduction of risk factors**, including taking steps to reduce irresponsible consumption of alcohol and drugs, and guaranteeing economic and social minimum conditions for the independent development of individuals, through the creation of conditions promoting employment and self-employment, and assistance from social services.¹⁴
- **The offering of activities of interest to youth** in order to prevent school truancy and drop-out, by providing activities incorporating new technologies, such as the internet and video, sports, etc.; by reducing the effects of a culture of violence on youth; by providing opportunities to participate in the creation of policy on youth; and by ensuring quality working opportunities.

¹⁴ See Section 3a-v), Economic Integration.



Legalization of the Latin Kings and Ñetas in Barcelona

Aim: To convert members of urban gangs in Barcelona to normal social and non-violent living.

Context: The killing of a teenager by an urban gang, which raised alarms bells about gangs and gang rivalries.

Description: The city hall of Barcelona, together with other institutions and support from anthropologists and mediators, has worked to convince the Latin Kings and Ñetas, traditional gang rivals, to reject violence. Thanks to negotiations, the gangs have agreed to a mutual cessation of hostilities, have been legalized as cultural associations, and have been incorporated into the regular world of social associations. In exchange for committing to avoid violent activities, the gangs can apply for government subsidies as youth associations.

Results: This is the first time an agreement to renounce violence between two gangs with violent histories has been achieved. Currently, acts of gang violence have not reoccurred.

For more information, **contact** Josep Maria Lahosa i Cañellas (jlahosa@mail.bcn.es) at Prevention Services at the City Hall of Barcelona, or Carles Freixa (feixa@geosoc.udl.es).



Carles Freixa is a participating anthropologist in the process. He has highlighted five factors that have assisted the process: continuing initiative and commitment from leaders and the majority of organizational members; support from public authorities; participation from civil society, including universities, the church, and Latin American associations; the Catalan police's professionalism; and change in the predominant images transmitted by the media.

- **The limiting violent behaviour** through learning programmes to channel violent reactions and psychological assistance services, among others.



URB-AL 14 (www.urbalvalparaiso.cl) is a network falling under the European Union URB-AL project of city-to-city cooperation for Europe and Latin America. The network's aim is to strengthen management capabilities for citizen security in European and Latin American cities through the exchange, dissemination, and application of good practices.

Contact red14@urbalvalparaiso.cl.

Situational Prevention (Empowering Victims and Securing Valuables)

Situational prevention is a strategy to ensure that victims of violence and valuables are secured and made less vulnerable. Situational prevention also aims to limit the perception of insecurity among citizens. Because the perception of insecurity has grown despite a drop in criminal activity, modifying perceptions is essential to this.

Situational prevention focuses on

- **Altering the attractiveness of valuables:** Robberies and the destruction of urban property can be minimized by eliminating interest in valuable objects, by, for instance, installing protective booths around phones or by instituting non-monetary schemes, such as cards or tokens for payment of public transportation to avoid thefts of cash at hand.
- **Identifying valuables** so they can be tracked down in the case of robbery.

This approach is in practice with firearms and car and motorcycle engines, which have registration numbers.

- **Toughening victims** so they are more resistant to attack and **securing valuables** by choosing urban property that is resistant to vandalism. For victims, cities can organize self-defence workshops and information campaigns on the prevention of robbery. A very effective means for toughening victims is to encourage community-safety initiatives.
- **Offering of alternatives:** Creating venues for specific purposes, such as skate parks or walls designed for graffiti, thereby saving other urban furniture from damage.

The **Dafne Toolkit** offers innumerable resources and tools for responding to violence committed against girls, female youth, and women, including how to develop projects, run information campaigns, and 400 examples of projects developed from 1997 to 2005 within the framework of the European Union Daphne Project, www.daphne-toolkit.org.



Environmental Design (Securing the environment)

Environmental design¹⁵ aims to modify urban space in a way that allows it to attain a double objective: to diminish the possibilities for committing a crime and, at the same time, to assist individuals feel more secure.

Involving women in urban design in London, Bristol, and Manchester

Aim: To create safe urban design for neighbourhoods through community involvement. **Description:** The Making Safer Places project, implemented in London, Bristol, and Manchester in the United Kingdom, involves a strong component of community empowerment. It relies on the participation of women from ethnic minorities, disabled women, and elderly women to intervene in improving the security of their neighbourhoods. These women participate in walks to explore their streets in order to identify points that they feel are unsafe, they participate in talks to resolve issues with local security forces, and they organize training groups between equals on topics of security, among other activities.

Results: This form of community participation has been successful at incorporating gender in the creation of policy and in security practices. Solutions that turn out to be most sensible to the women of the project are gathered as good practices and put forward as recommendations for state security policy and practice.

For more information, **contact** Catherine Robertson (info@wds.org.uk) at the Women's Design Service.

The Women's Design Service (www.wds.org.uk) is a good example of how to develop safety and security practices with participation from affected communities.



Essential principles of environmental design in preventing violence include¹⁶

- **Signposting:** Improving the placement of signs and a feeling of control over space. Information posters, exit signs, telephones and emergency buttons, and direction indicators are different kinds of ways to signal space.

¹⁵ Environmental design is also known as DOC (Design Out Crime) or CPTED (Crime Prevention Through Environmental Design). Often the concepts of *situational prevention* and CPTED are used interchangeably. In this document they are distinguished to understand better their different meanings.

¹⁶ Michaud, A., *Pour un environnement urbain sécuritaire: Guide d'aménagement* (Femmes et Villes International: Montreal, 2004).

- **Visibility:** Ensuring that public space can be seen and are visible in a way that reinforces a feeling of security. Visibility can be enhanced with public lighting, provided it is clear of vegetation or city property, or by putting mirrors in blind spots.
- **Influx of People:** Since isolation is a risk factor, the presence of individuals in public venues is desirable. The most common way to ensure an influx of people into public spaces is to make venues multifunctional by, for instance, providing venues for stores in the underground corridors of metro stations or making commercial hours more flexible.
- **Surveillance:** Making potential offenders feel that they are being watched either by individuals in venues designed for spontaneous social control (natural surveillance) or more formally by nearby police officers.



Because video cameras or telephone help lines do not lend to an immediate response in the case of robbery or aggression, they are not entirely effective.

- **Maintenance of space:** A defective maintenance of space causes it to degrade, while good maintenance of it welcomes activity and movement, and thereby reduces the risk of vandalism. Space is kept up and the perception of insecurity is lowered when damaged urban property and private buildings are treated or repaired with anti-graffiti materials by city hall and owners respectively.
- **Community participation:** Encouraging the population to create public space ensures that space does not degrade and continues to be used. One common strategy that can be used to promote a feeling of ownership over public space is to include the community in the design and maintenance of it, through the use of participatory venues and community work days.



Safe Housing Police Certification

Aim: To encourage an inclusion of safety criteria in the construction and repair of buildings, using a certification system.

Context: Violence prevention through environmental design has been a topic of interest to Dutch researchers since the mid-1960s. Two decades after the start of this research, the real-estate market has begun to incorporate safety criteria in design. The Dutch Safe Housing Police Certification was created in 1996.

Description: The certification begins with the Delft Checklist, administered by the Municipality of The Hague since the start of the 1990s. The checklist contains more than 30 specific indicators for security, including adequate lighting, the presence of individuals in public spaces, and the existence of escape routes, as well as for insecurity, including high numbers of accessible entrances and the presence of valuables in homes and shops. A manual is published to help orient architects and constructors to safe design. The degree of fulfilment of 55 recommendations is converted into a grading scheme that permits police to determine whether a building qualifies as safe housing or not.

Results: Existing evaluations show that in certified housing the probability of robbery is significantly reduced. From 1994 to 1999, the probability of being victimized in this housing dropped from 20 percent to 1.1 percent. This success rate resulted in the adoption of safe-housing criteria in Dutch construction legislation in 1999.

For more information, **contact** the Netherlands Police Institute at npi@euronet.nl.

The **European Forum for Urban Safety** (www.fesu.org) is a network that was created in 1987 together with 300 city halls in Europe. It has a double objective: to exchange practices that promote citizen security and to enforce policies of crime prevention developed by municipalities. For information on the Spanish branch, contact Josep Maria Lahosa i Cañellas at lahosa@bcn.cat.



The **Safe Urban Spaces Manual** offers concrete recommendations on incorporating safety criteria in urban design. www.pazciudadana.cl/documentos/manualespaciosurbanosseguros.zip.



Influencing the Global Context (fighting Transnational Organized Crime)

Certain forms of city violence are out of the reach of municipalities. Cities must be prepared to deal with, for example, individuals who have overdosed on highly pure doses of heroin due to the growth of opium production in Afghanistan.¹⁷ At the same time, cities must be aware that the cocaine and cannabis that makes it to Europe may be helping to finance the armed conflict in Afghanistan or Colombia.

Transnational organized crime includes trafficking in narcotics, such as cocaine, heroin, synthetic drugs, cannabis, pharmaceutical products classified as narcotics, and anabolic substances; crimes against the person, such as the trafficking of persons, the smuggling of migrants, and child exploitation; financial crimes and crimes against property, such as money laundering, corruption, organized robbery, and the robbery of cultural artefacts; and other illicit trafficking, such as of stolen vehicles, tobacco, weapons, and illegal residues.¹⁸

Transnational organized crime is found in all European cities, especially the large ones and those with international connections, such as airports or seaports. The complexity of this kind of crime requires treatment at all levels of government, including the local. City halls can play a role by both intervening directly via coordination of different local actors, including the police, health services, and civil society organizations; and by intervening internationally through organizations that can influence the problem, for example, the International Red Cross or the UN International Organization for Migration. Areas in which cities can focus to limit transnational organized include

- **Drug trafficking:** Drug trafficking is the most widespread form of transnational organized crime in Europe. Drugs originate predominantly in the Balkans, Central Europe, and South America via East Africa, and enter Europe through Spain, the Netherlands, and Belgium.¹⁹

As with other kinds of transnational organized crime, responsibility for drug trafficking does not fall exclusively on the police. City halls can also coordinate different actors and encourage participation from community. Activities should help to reduce

¹⁷ United Nations Office on Drugs and Crime, October 5, 2006 News Report, www.un.org/spanish/News/fullstorynews.asp?NewsID=7892.

¹⁸ This according to a classification published in the *Europol Annual Report*, June 2006, www.europol.europa.eu/publications/Annual_Reports/EuropolAnnualReport2005.pdf.

¹⁹ Europol, *Europol 2005* (June 2006).

- **Consumption** through the regeneration of at-risk communities and awareness-raising campaigns on the effects of drug use, while at the same time provide treatment to reduce dependency and to alter the design of the surrounding environment so it dissuades drug use on streets and makes it easier to use drugs in safe places, such as public injection rooms;
- the **selling** of drugs by identifying places where drugs are dealt and promoting comprehensive action plans in those places, thereby making the control of drug use a condition for the granting of bar licenses.²⁰



Toolkit to Reduce the Buying and Selling of Drugs

(www.crimereduction.gov.uk/toolkits/dr00.htm). The Crime Reduction Toolkits website administered by the UK Home Office offers practical tools for dealing with various types of crime. Other toolkits for the prevention of transnational-scale crime include a toolkit on the trafficking in persons (www.crimereduction.gov.uk/toolkits/tp00.htm) and the robbery of vehicles (www.crimereduction.gov.uk/toolkits/vc00.htm).

- **Crimes against the person** often involve criminal gangs from different countries who act in coordination. Often the victims and offenders of these crimes come from the same country. The main crimes against the person include

- **The smuggling of migrants:** that is, “the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of an individual into a State Party of which the individual is not a national or a permanent resident.”²¹ In terms of numbers, the largest source for the smuggling of migrants is China. Countries including the Ukraine and Morocco are points where many migrants are transited.
- **The trafficking of persons:** that is, “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”²² The chief forms of trafficking in persons are the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery, or the removal of organs. The most common kind of trafficking of persons in Europe is the sexual exploitation of women, which accounts for more than 75 percent of cases.²³ Often victims trust women more so women’s participation in this kind of crime has grown.

The trafficking of persons in cities can be minimized by taking steps to reduce the lucrative activities from which offenders benefit, by improving control on the movement of persons, and by giving support to victims, as follows:²⁴

²⁰ On how to minimize the impact of drug consumption and to avoid the selling of drugs in nightclubs, see *Safer Clubbing Guide: Guidance for Licensing Authorities, Club Managers and Promoters* (Home Office, London Drugs Policy Forum in partnership with Release), www.drugs.gov.uk/publication-search/young-people/safer-clubbing-guide.pdf?view=Binary.

²¹ United Nations General Assembly, Annex III of the *Convention against Transnational Organized Crime* (A/RES/55/25), January 8, 2001, www.unodc.org/pdf/crime/a_res_55/res5525e.pdf.

²² *ibid.*

²³ United Nations Office on Drugs and Crime (UNODC), *Trafficking in Persons: Global Patterns* (April 2006), www.unodc.org/pdf/traffickinginpersons_report_2006ver2.pdf.

²⁴ These measures have been inspired by the *Trafficking of People*, www.crimeprevention.gov.uk/toolkits/tp00.htm, a tool for the reduction of the trafficking of persons, written by the website Crime Prevention, which contains proposals for reducing this crime at the local level.

- City halls can **control high-risk businesses** by requiring licensing for saunas and places of prostitution, inspecting places that are susceptible to the exploitation of trafficked persons,

- and running awareness-raising campaigns for persons at international entrance points in cities and for clients at places of prostitution in order to **enhance social control and reporting to police**.

- City halls can also provide psychological and medical support for **victims**, guarantee their safety by making available protected housing, and offer legal support to immigrated persons.

- In the case of the **return** of victims to their place of origin, and to ensure their **safety**, international organizations, such as the Red Cross, the International Organization for Migrations, and civil society organizations in places of origin can be contacted.

Human Being - Not for Sale

Aim: To sensitize local governments and other actors to the gravity of the problem of the trafficking of persons in Europe and to steps to influence this new form of slavery.

Context: The trafficking in persons affects most member countries of the European Council, whether the member states are countries of origin or of destination. The European Council has been involved in this issue since the mid-1980s. In 2006, it launched a campaign called "Human Being - Not for Sale" (www.coe.int/t/dg2/trafficking/campaign/docs/overview/default_EN.asp?) to garner support for the Council of Europe Campaign to Combat Trafficking in Human Beings, so it can be put into force in 2008.

Description: As part of this campaign, the Congress of Local and Regional Authorities has encouraged involvement from European cities and regions. Firstly, the congress has sought support by means of a political declaration of commitment to the fight against the trafficking of persons (www.coe.int/t/congress/stoptrafficking/default_EN.asp). Secondly, the congress has proposed a series of steps that are applicable to local government in order to materialize commitments.²⁵

Results: More than 150 cities and local government networks both in Western and Eastern Europe have signed the Declaration on the Fight against Trafficking in Human Beings.

Contact congress.web@coe.int



- **Child exploitation** "involves all children under the age of 12 who participate in any economic activity, children between 12 and 14 who do dangerous work, and all children who are the victims of the worst forms of child labour."²⁶ Data does not exist on the dimension of child exploitation in Europe, in part because one of its forms, child pornography, is transnational in scope and very difficult to identify. "The Interpol database of child abuse images contains photographic evidence of more than 20,000 individual children who have been sexually abused for the production of child abuse images. In May 2006, fewer than 500 of these victims had been identified and become subject to protection."²⁷ The main steps that city halls can take to limit the impacts of child exploitation are

²⁵ For more detailed information on these measures for both countries of origin and destination, see *The Fight against Trafficking in Human Beings and their Sexual Exploitation: The Role of Cities and Regions*, CG (12) 9 Part II, [wcd.coe.int/ViewDoc.jsp?Ref=CG\(12\)9&Language=lanEnglish&Ver=original&Site=COE&BackColorInternet=e0cee1&BackColorIntranet=e0cee1&BackColorLogg ed=FFC679](http://wcd.coe.int/ViewDoc.jsp?Ref=CG(12)9&Language=lanEnglish&Ver=original&Site=COE&BackColorInternet=e0cee1&BackColorIntranet=e0cee1&BackColorLogg ed=FFC679).

²⁶ UNICEF's definition.

²⁷ Data from Interpol, May 2006, cited in *Visible Evidence - Forgotten Children* (Save the Children, 2006), www.savethechildren.net/alliance/resources/reports/VisibleEvidence.pdf.

- to strengthen training for social services, schools, etc. in the identification of possible victims and to ensure an exchange of information with police in order to facilitate the identification of victims; and

- to provide psychological and medical **assistance to victims** of exploitation.

- **Financial crime:** Fighting financial crime is important in itself, but it is also important because it limits the scope of other criminal activities, such as the trafficking of persons or narcotics. Although money laundering tends to occur outside the European Union in countries with laxer regulations on taxation and control over the origins of money, other financial crimes are widespread. In 2004, for example, 860,661 falsified euro bills worth 45,179,430 euros were confiscated.²⁸ City halls can fight financial crime by

- **Making it difficult for city businesses to commit financial crimes**, that is, by identifying sectors of the economy that are more prone to financial corruption whether through the use of internal information held by local government or information gathered from affected individuals (reporting services); and

- **Strengthening the transparency of local public administrations** so they act as examples for dealing with corruption, that is, by overseeing the effectiveness of municipal services, defining codes of conduct for municipal workers to prevent corruption, establishing mechanisms to promote control by the public over public spending, making it so public policy planning is participative and allows for a monitoring of spending, reinforcing mechanisms for the adjudication of contracts by the public sector, increasing the transparency and transmission of information of services offered by city hall, and relaying a maximum amount of information to the media so the media participates in the control of local government spending.



Avviso Pubblico (www.avvisopubblico.it/index.shtml) is a network of Italian local bodies for civic training in dealing with mafias. The website promotes awareness-raising activities to counter mafias and to remember their victims, provides information on the dimension of organized crime in Europe, and publishes documentation for local governments to combat the problem of mafias. For more information, contact info@avvisopubblico.it.

- **Other illicit trafficking:** Every year, around 1.3 million vehicles—between 60 and 70 percent of which are found again—are stolen in the European Union. Currently, most organized crime groups that are involved in the stealing of vehicles come from Poland or Lithuania. Many weapons in circulation in the European Union come from the Balkans and Bulgaria, where weapons are produced very cheaply.²⁹

- **Vehicle robberies** can be dealt with by looking at environmental design, such as lighting to promote natural security, and by reinforcing monitoring by municipal police forces in areas of repeat robberies.

- **Weapons** can be managed by regulating the carrying of guns, including by municipal police, and by destroying confiscated guns.

²⁸ Europol, *op. cit.*

²⁹ *ibid.*

Conflict Transformation

City conflict can arise in infinite contexts, in neighbourhoods, public transportation, schools, health centres, and stores, as well as within different groups, such as communities or families.

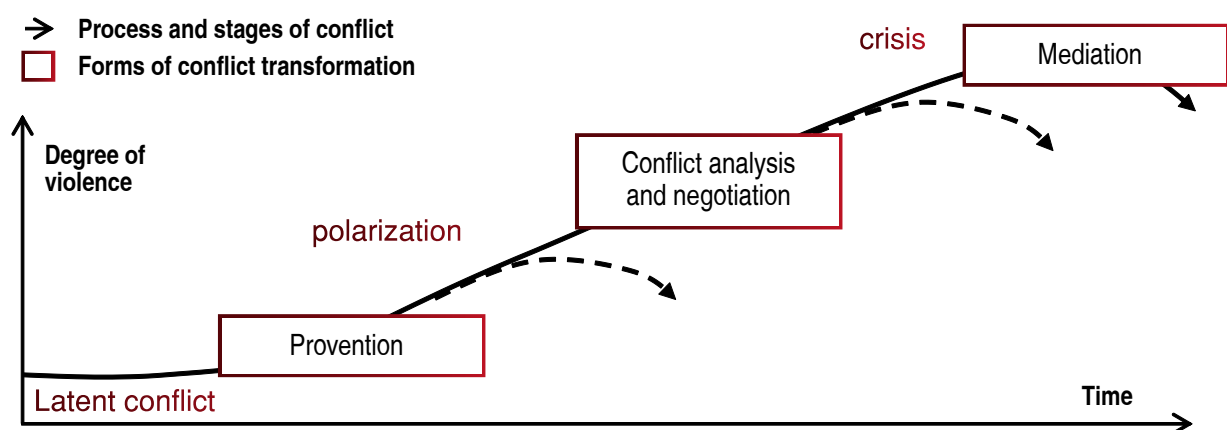
Conflict is “a situation involving a dispute or difference of opinion as a result of a clash of tangible interests, needs, and/or opposing value.”³⁰

In Europe, as in other cultures, traditional mechanisms exist that are based on dialogue, listening, and a joint search for ending conflict. These traditional practices are so deep-rooted that although for centuries now they have been replaced progressively by judicial and increasing bureaucratic systems, in the last few decades civil society organizations and institutions have revived these methods for transforming conflict. Beginning in the 1980s, traditional methods have spread throughout Europe. The proportion of these transformative practices is still small relative to the judicial system, but increasingly more institutions are recognizing their advantages and promoting their development. Countries that lead this approach are Norway and Austria.

There are two principal ways to deal with conflict at the local level in a reparative manner: via **consensus**, in which a compromise is sought starting from the different claims made by the parties to a conflict, or via **restorative justice**, in which a final resolution to a conflict is decided by law. At the same time, we should bear in mind that the variety of existing practices falling under each of these two focuses clouds a clear distinction between them.

Consensual forms of conflict Transformation

Consensus tools to deal with conflict depend on the stage of conflict.



Source: Escola de Cultura de Pau

- **Provention**³¹ involves the creation of positive conditions prior to the start of a conflict crisis and permits individuals and institutions to face conflict in a positive way. Provention involves the improvement of skills to face

30 Cascón, *Educación en y para el conflicto*, p. 8, www.escolapau.org/img/programas/educacion/publicacion005e.pdf.

31 When talking about conflict, and to the contrary when talking about violence, we can speak about “**provention**” rather than “prevention.” There are two reasons for this. The first is that, as opposed to violence, conflicts are not necessarily destructive; when they evolve without violence, conflicts can transform relations in a constructive way. Conflict between persons with divergent interests is inevitable. Conflict of this nature should not be avoided but faced in a non-violent way. The second reason is that the word provention stems from the verb “to provision” or “to provide,” meaning individuals are provided with the skills necessary to face conflict in a constructive form.

conflict, including respect for oneself and others, assertiveness, effective communication, active listening, decision-making by consensus, and the promotion of community through knowledge, respect, trust, and cooperation with others.

At the local level, prevention can help create venues for bringing together different neighbourhood groups, promoting cooperation between these groups, breaking negative perceptions towards minority groups, informing individuals on their rights and responsibilities as citizens, establishing regular mechanisms of dialogue between citizens and city hall with real possibilities for participation and the means to fulfil commitments,³² educating for conflict including anger management, effective communication, and assertiveness training both for citizens and employees of city hall, local police, etc.



Citizens and Police: How to Dialogue

Aim: To undo mutual stereotypes held by citizens and police officers.

Context: In Marseille, France perceptions between citizens and police were extremely negative. The police, consequently, were highly unmotivated and had a negative perception of their work.

Description: The Citizens and Police project was the result of cooperation between the MCRS (Médiation citoyens relais Schebba) association, the Nous n'abandonnerons jamais l'espoir (NAJE) theatre-forum company (www.naje.asso.fr), and the Marseille National College of Police. It ran 12 six-hour sessions. In these sessions, participants—one third citizens and two thirds police—worked on conflict situations that had arisen in relation to the “other” using theatre techniques. The workshop ended with a theatre performance of the topics that had emerged throughout the workshop, performed in front of students of the police college.

Results: The experience was valued as a good instrument for beginning to dismantle mutual stereotypes. It ran for three years, from 2001 to 2003.

Contact Hélène Marx at the MCRS association at ass.mcrs@wanadoo.fr for more information.

- **Conflict analysis and negotiation** are instruments that allow individuals involved in a conflict to gain an accurate understanding of the conflict, including its causes (the problem), the implicated actors (the individuals), and the stage in which the conflict is (the process). This understanding, known as the three Ps, persons-process-problem, allows the parties to a conflict to reach a negotiated settlement that is convenient to both sides.

Conflict analysis and negotiation can be promoted at the local level to analyze and soften processes of polarization in neighbourhoods and to give participants the facilities to intervene on their own through training in conflict transformation.



Conflict Café

Aim: To close the gap between mediation services and their potential users.

Context: This project is run in a neighbourhood of Oslo, Norway, known for its variety of social problems, low income, and high alcohol consumption and drug use.

Description: Local mediators make themselves available to neighbours in a local bar for a few hours per week to offer informal orientation around how to transform conflictive situations. The informal atmosphere of these meetings helps to de-bureaucratize the service.

Results: Cases of mediation have mainly involved conflicts between neighbours.

³² See Section 3b-ii), Citizen Participation.

Although the service has only intervened in a limited number of conflicts, the project is highly appraised because it has permitted local residents to improve their own ability to manage conflict.

Source: *Restorative Justice: An Agenda for Europe*, www.euforumrj.org/readingroom/Barcelona/workshop_1.pdf.

- **Mediation** is a process in which a third party intervenes in a conflict to assist the sides arbitrate a negotiated settlement.

While conflict prevention, analysis, and negotiation are stages in which involved individuals intervene directly in a conflict, in mediation third parties intervene that are not directly involved.

Mediation in municipalities helps individuals know about mediation services and helps these services gain the trust of citizens and local institutions by working concertedly with other local actors, such as schools and social services, and by offering mediation services for resolving conflicts, with an emphasis on mediation by third parties, such as an ombudsperson to protect citizens in facing conflicts with public administrations.

European Urban Mediation (reseau-mediation-locale.fesu.org) brings together community mediators, researchers, and others with the objective of raising awareness around mediation culture, analyzing existing mediation programmes in European cities, and developing comprehensive mediation practices in public policy. The network has published research dossiers comparing the realities of mediation in different cities and has other research on the go. The European Urban Mediation network is part of the European Forum for Urban Safety (EFUS).

Contact programme research manager Sven Engel at engel@urbansecurity.org.



The most effective manner to manage conflict is to prevent, because prevention does not wait for conflict to reach a stage of polarization of sides or for a crisis to emerge before intervening.

Conflict prevention, analysis, negotiation, and mediation are practices that are becoming more widespread, though they are applied in different degrees; while in the Nordic countries, and in Scandinavia in particular, they have been practiced since the 1980s, in southern Europe they are more recent. There are a variety of models for this, regardless of how recent or well established these practices are. Different models include models that focus more on mediation, or that favour a more *preventive* approach; models that prefer a professional service and models that favour intervention by volunteers and/or individuals held in esteem by their communities; and models that support intervention by independent associations, or directly by municipal institutions.³³

- The **public finance and management model** is part of a mediation service that is entirely the responsibility of municipalities. Often these services specialize in concrete themes, such as intercultural mediations, family mediation, or community mediation.

³³ Delbos, *Médiation et régulation des conflits dans l'Europe des villes et des quartiers: essai d'un état des pratiques, a Médiation sociale: Nouveaux modes de résolution des conflits de la vie quotidienne* (Paris-Créteil, September 21-23, 2000, DIV editions), www.ville.gouv.fr/pdf/editions/mediation-francais.pdf.

- The public finance and private management model is when city halls outsource mediation services to civil society organizations or research institutes. Examples of outsourcing organizations include the Independent Mediation Service of Liverpool in Great Britain, SeMeCo in Mataró, Spain, and Vivacité Marseille in France.
- The **civil society management model** stems from initiatives from civil society and is organized through a base of volunteers. City halls can participate in this model by facilitating public infrastructure for mediation associations, directing individuals to these services, and offering training to volunteers. Examples of this model include *Rikos-ja riita-asioiden sovittelu* in Vantaa, Finland, and *Ponent per la millora del Barri* in the Raval neighbourhood of Barcelona, Spain.

Other characteristics of mediation common to nearly all practices include that conflict transformation services be free to ensure citizens' unrestricted access to them and that they be as independent as possible from public authorities to ensure impartial decision-making. In this way, "with clear methodologies for the mediator and his or her status and role as a professional, including citizen intervention when it is organized, it appears the European figure of mediator can emerge."³⁴

Each model has certain advantages and disadvantages. Regardless of the model selected, it is important to keep mediation service independent from public administration. At the same time, we need to ensure a continuity of services and quality in mediation interventions.

Legal forms of Conflict Transformation: Restorative Justice

Judicial forms of conflict transformation, sometimes called Alternative Dispute Resolution or Restorative Justice,³⁵ contain a double function: on the one hand, they are judicial means that go beyond the logic of punishment and place emphasis on listening to the victim and searching for satisfactory solutions to the two sides of a conflict; on the other hand, they unclog the traditionally slow judicial system, which is bureaucratic, costly, and distant generally from the parties to a conflict.

Restorative Justice "works to resolve conflict and repair harm. It encourages those who have caused harm to acknowledge the impact of what they have done and gives them an opportunity to make reparation. It offers those who have suffered harm the opportunity to have their harm or loss acknowledged and [have] amends made."³⁶

Restorative Justice is "in essence a method which redefines crimes as conflicts—a fact which modifies their treatment."³⁷ Restorative justice achieves good results for conflict transformation. The feeling of satisfaction for both victim and offender is much higher than in the traditional criminal system; 80 percent of interventions reach an agreement and 90 percent of these are respected.³⁸

³⁴ Delbos, *op. cit.*, p. 66.

³⁵ Further general information on Alternative Dispute Resolution (ADR) in EU member states can be found at ec.europa.eu/civiljustice/adr/adr_gen_en.htm.

³⁶ Restorative Justice Consortium, www.restorativejustice.org.uk/About_RJ/pdf/What_is_RJ3_2006.pdf.

³⁷ Aersten, *La Justice Restauratrice et la médiation en Europe*. Presented at the Regulation of Conflict and Mediation in European Cities conference held in Angers, France on May 6-7, 2004, p. 9

³⁸ Aersten, *op. cit.*, p. 12.

Traditional Justice	Restorative Justice
<ul style="list-style-type: none"> • Attention is focussed on the offender • Damage is viewed to have been committed against the state • Seeks punishment for the offender • The victim is given no opportunity to speak for him or herself • Victim and offender have little contact • The will of the victim is not taken into account in deciding punishment at the time of judgement 	<ul style="list-style-type: none"> • Attention is focussed on the victim • Damage is seen to have been committed against the victim or community • Seeks reparation for damages done to the victim • Mutual listening plays a key role • The victim is given opportunity to explain how he or she has suffered damages • The parties to a conflict are part of its solution

Source: Information drawn from the Restorative Justice Consortium.

Alternative criminal mediation involves three key ideas:

- **Recognition** by the offender of the damage he or she has caused. The offender must listen to the victim to be aware of the consequences his or her actions have had.
- Acceptance of **responsibility** for damages caused. The offender must understand that he or she is the offender of the actions committed on victim and agree to compensate for damages.
- **Reparation** for damages caused. Compromises to which the parties to conflict agree aim not to punish the offender for damages caused but to compensate the victim for what he or she has suffered.

At the local level, restorative justice relies on two main instruments:

- **Criminal Mediation:** that is, “any process whereby the victim and the offender are enabled, if they freely consent, to participate actively in the resolution of matters arising from [a] crime through the help of an impartial third party (mediator).”³⁹

Therefore, mediation does not offer solutions to transform conflict; rather it helps the parties to a conflict agree to a mutually accepted resolution.

Justice and Law Houses

Aim: To offer judicial services that are closer to citizens and to facilitate access to information on citizen rights and responsibilities by fighting petty crime in urban areas and promoting alternative measures to the criminal-justice response.

Context: The French Ministry of Justice has created, starting in the 1990s, the first of these infrastructures for “sensitive” neighbourhoods in certain French cities.

Description: Municipalities who wish it can create, with support from the Ministry of Justice, a Justice and Law House. Each house is relatively independent, offering services such as juridical consultation, conflict management through mediation and/or conciliation, victim support through listening and moral and psychological assistance, information on civil rights and accompaniment during the judicial process, and the application of new responses to crime in the hopes of promoting reparations for damages and avoiding trials.

Results: A positive evaluation of the activities of the Justice and Law Houses has resulted in the creation of 120 such houses, often built in the centres of sensitive areas. These houses serve a growing numbers of cases, in 2004, 4,500 cases, attributable to the fact that they are competent in responding positively to the needs of citizens.

Contact information can be found at www.ville-orleans.fr/Qualite/Securite04.cfm.



³⁹ Council of Europe Committee of Ministers Recommendation No. R (99) 19.

- **Conciliation** searches for solutions to conflicts that fall outside of judicial procedures and are accepted by opposing parties. In conciliation, the individual who proposes compromised solutions is not party to the conflict but a conciliator.

Conciliation is not applicable to conflict. It applies to conflicts that put into play rights that are freely available to parties, those that in practice are related to small individual conflicts, such as conflicts between neighbours, over housing, shopping, or involving contracts.⁴⁰



Conciliation Councils

Aim: To encourage conflict resolution through non-criminal channels and to free up justice services.

Context: Conciliation Councils are a genuine juridical tradition in Norway, where they have been in existence since 1795.

Description: Each Norwegian municipality has a Conciliation Council composed of three attorneys and three adjunct attorneys elected by the municipality. The councils intercede in party disputes, so long as the parties agree, and propose solutions to conflicts.

Results: Conciliation Councils resolve most of the country's civil disputes.

Contact www.forlikssradet.no for information.

Since the major forms of restorative justice are found at the local level, mediation and conciliation can take different shape depending on whether it is more individual or more community-centred. **Victim-offender meetings** in which only the parties to a conflict participate in mediation or conciliation are at one extreme. **Family meetings** for which it is considered that all of the community or important individuals, such as relatives or its most influential members are implicated in the conflict and constitute part of the conflict's resolution, are at the other extreme.

⁴⁰ For information of the conciliation system in France, see www.vie-publique.fr/politiques-publiques/juge-justice-proximite/reglement-conflits.

Promotion of Co-existence

We urge local authorities and their associations to set up a network of partners for development to mitigate the negative effects of globalisation, *inter alia*, through concrete actions by providing an enabling environment for inclusive local economic development focusing on children and women, youth, refugees and internally displaced persons, and through the establishment of multi-cultural and multi-linguistic urban centres for a peaceful urban co-existence.

Cappadocia Peace Declaration, 28 September 2005

Co-existence means to live *with* others in ways that promote positive relationships. Promoting co-existence in the city means to attend to the different needs of individuals and to make these needs compatible, so citizens feel positive about their city and remain a cohesive unit. A community is cohesive when it fulfils four criteria:⁴¹

- when all community members have a **common vision** and **feeling of belonging** to the group,
- when the diversity of individuals from different backgrounds and circumstances is **valued positively**,
- when all individuals regardless of background have the **same opportunities**, and
- when **strong and positive relationships** establish between different individuals.

How can we promote co-existence in cities? Firstly, this section deals with analyzing the specific needs certain groups in the city have and, secondly, it shows ways to make these needs compatible.

Groups with Special Needs

Often depending on the group to which a policy is addressed, different expressions are used. “Co-existence in the city” is used to refer to policies that address immigrant and receptor or native populations, “inclusive city” refers to a city that makes accommodations for disabled persons, and “equality of opportunity” is used to compare the status of men and women. At first glance, it seems that these differing could be applied to any other group, that is, cities need to pursue an “equality of opportunity” between men and women, but also with regard to disabled persons, persons from disadvantaged economic backgrounds, or persons from other countries. But these concepts, at the same time, reflect the specific character of each group’s needs in the population.

Cities need to know how to respond to these needs with policies that are addressed specifically to special-needs groups. Failing to do this, they risk promoting structural violence, that is, inequality of opportunity or discrimination, or even direct violence, such as violent uprisings in streets in demand of greater opportunity, or as racist or misogynist aggressions.

This section aims to analyze the specific needs of certain groups in the city, with the aim of knowing better which initiatives and practices have been already implemented. In order to respond to the **needs** of citizens in all their diversity, policies should not be considered social-assistance services that the municipality offers, rather guarantees

⁴¹ Local Government Association, *Guidance on Community Cohesion*, www.lga.gov.uk/Documents/Publication/communitycohesion.pdf.

of the **rights** of individuals who live in the city. These policies, thereby, are the responsibility of city halls and need to focus on ensuring rights.



More than 330 European municipalities in 13 countries are members of **Cities for Human Rights** network (www.institutdretshumans.org). This network works to apply the European Charter for the Safeguarding of Human Rights in the City by assisting municipalities with ways to adapt their regulations to the contents of the charter, providing information for the elected officials and municipal public servants, and sharing different city experiences and resources on human rights. **Contact** Anaïs Franquesa cesdhc@idhc.org for more information.

Children and Youth

Initiatives that defend the interests of children argue that children's needs are infrequently considered when policy decisions are made. Although they represent 20 percent of the population in the European Union,⁴² children and youth are very much under-represented in policymaking; they do not have the right to vote, there are very few municipal divisions dedicated to children, and when there is participation from them, their recommendations and petitions are infrequently instituted.

We often forget that cities, in their practice, also have to be modelled according to the needs of children. "Housing, the network of roads, health, play, and shopping have been designed for an adult working person. We do not have to look any further than the omnipotent power of the private vehicle in life and in the functional and structural characteristics of a city to see this. Probably we can restore the life and quality of our cities if we embark on a new planning route, taking as a parameter the play of children. But only if we all think about housing, the network of roads, health, play, and shopping for all, that is, according to the right of children to play."⁴³ In addition to the legal obligations contained in the Convention on the Rights of the Child, local governments have to be aware that the future—and present—of municipalities depends in good measure on the development of citizens, including the youngest ones.

The needs of children in relation to the city can be summarized in the following points:⁴⁴

- **Play:** Despite what is stipulated under article 31 of the Convention on the Rights of the Child,⁴⁵ cities little respect the right to play or that children demand prohibitions on play in public venues be withdrawn and that space for parking or for traffic, at the expense of public space, be reduced.
- **Independence:** Children and youth need to be independent and have opportunities to participate in activities on their own. To ensure that children can move about the city independently, we must ensure their safety, more a need of parents, who must allow for the independent activity that children desire; we must ensure that cars respect the rights of pedestrians; and we must widen sidewalks so children can walk with a friend to school.

⁴² This is an estimated calculation based on data for persons between the ages of zero to 18 in *Key Figure for Europe Statistical Pocketbook 2006*, epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-EI-06-001/EN/KS-EI-06-001-EN.pdf.

⁴³ Tonucci, *Quan els infants diuen prou!* (Graó: Barcelona, 2004), pp. 17-18.

⁴⁴ So as not to know intuitively the needs of children but to have knowledge of them based on what children themselves say, this section has incorporated comments from numerous children from several Children's Cities. These are drawn from Tonucci, *Quan els infants diuen prou!*

⁴⁵ United Nations General Assembly Resolution 44/25 of 20 November 1989, *Convention on the Rights of the Child* (A/RES/44/25), www.unhcr.ch/html/menu2/6/crc/treaties/crc.htm.

- **Consideration:** Although we tend to undervalue their opinion, children and youth need to be represented at the municipal level when planning parks and other public venues and services for children and youth. Children need to have places to express themselves, such as walls in dedicated areas, and access to municipal media outlets.

Case Study: Within the framework of the **Child Friendly Cities Campaign** (www.childfriendlycities.org),⁴⁶ UNICEF has defined nine basic pillars to which municipalities must adhere in order to create “structures and activities that are necessary to engage children’s active involvement, to ensure a children’s rights perspective in all relevant decision-making processes and equal rights of access to basic services.”⁴⁷ These pillars include



- 1. Children’s participation:** Promoting the active involvement of children in matters that affect them; listening to their perspectives and taking them into consideration in decision-making.
- 2. A child friendly legal framework:** Ensuring legislation, a regulatory and procedural framework that promotes and protects the rights of all children.
- 3. A strategy of children’s rights for all areas and territory of the municipality:** Creating a strategy and detailed and exhaustive agenda for building a child friendly city based on the Convention on the Rights of the Child.
- 4. A commission on the rights of the child or a coordinating mechanism:** Creating permanent structures in local governments that guarantee priority consideration for children’s perspectives.
- 5. Analysis and evaluation of impacts on children:** Assuring that there is a systematic process of analysis and evaluation on the impact of laws, policies, and practices on children, prior to, during, and after their application.
- 6. A budget for children:** Assuring an adequate commitment to resources and the analysis of monies for children.
- 7. A periodic report on the status of children:** Guaranteeing a collection of information and adequate follow-up on the status and rights of children.
- 8. Awareness-raising on the rights of children:** Promoting education between adults and children on the rights of children.
- 9. Independent advocacy for children:** Relying on NGOs and developing independent institutions for human rights that defend youth and promote their rights as children.

Evaluation indicators: *Building Child Friendly Cities: A Framework for Action* (www.childfriendlycities.org/pdf/cfc_framework.pdf) includes a checklist for each of the nine pillars mentioned above. Checklist items can be used by city halls as indicators in evaluating the degree of fulfilment of the pillars.



Fano, Children’s City

Aim: To turn Fano, Italy into a child friendly city by having children participate in municipal decision-making.

Context: The fact that cities have prioritized the needs of adults and the use of cars has caused a reduction in public space for play and the safe enjoyment of streets.

Description: The city of Fano created a Council of Children, a mechanism for reflection comprised of a maximum 20 boys and girls between the ages of



⁴⁶ The project has other websites, including one for the French network (www.villesamiesdesenfants.com) and one for the Spanish child friendly cities network (www.ciudadesamigas.org).

⁴⁷ UNICEF and the Innocenti Research Centre, *Building Child Friendly Cities: A Framework for Action* (UNICEF and the Innocenti Research Centre, Florence, March 2004), www.childfriendlycities.org/pdf/cfc_framework.pdf.



eight and 10. The council is based on a commitment made by all councillors and administrators to apply proposals to which the children have agreed consensually and deals with shared planning, the design of public space, routes, and services for children. A project called We Go to School Alone assists children in going to school and walking alone without parents. It examines route difficulties, organizes gathering points for children to meet and walk together, and modifies areas that the children deem unsafe. In another project, called Small Guides, children discover the city with other children.

Results: The initiative has significantly increased the number of children who walk to school. It has also given children very unique experiences, such as the ability to fine vehicles that block their way to school, free access to municipal sports equipment for children for an hour per week, and spots in municipal media outlets. The initiative's success has made it a model for 70 other cities, for which an international network has been created to share experiences.

Contact Gabriella Peroni at lcbfano@mobilia.it for more information.

The majority of proposals made for children also benefit other groups, such as the elderly, persons with specific mobility needs, and pedestrians in general.



International Laboratory for the Children's City (www.lacittadeibambini.org)

The Children's City project has been adopted in numerous cities in Italy, Spain, and Argentina. The International Laboratory, located in Rome, coordinates the activities of other children's cities, researches the impacts of activities in different cities, publishes a bulletin called the *Children's City* to inform people on the initiative's progress, and organizes meetings and training sessions for interested persons who wish to participate.

Contact the International Laboratory at laboratorio@lacittadeibambini.org.

Disabled Individuals

Cities are often barriers to persons with disabilities: potted plants and sidewalk advertisements make it difficult to move, narrow sidewalks or sidewalks with scaffolding are prohibitive to wheelchairs, public transportation is not adapted to people with disabilities, and many buildings and stores are inaccessible. These obstacles restrict the mobility of persons with disabilities, and by extension, their access to work, housing, and entertainment in the city.

Between eight and 14 percent of the population of Europe has one kind of disability or other,⁴⁸ and more than 25 percent of the European Union may face accessibility difficulties everyday.⁴⁹ However, these figures are short sighted if we see mobility and accessibility as the needs of only a minority of disabled persons. Many other individuals also benefit from improved mobility and accessibility infrastructure, for example, persons with baby strollers, shopping carts, individuals transporting merchandize, and children or the elderly, who have specific mobility needs as well. The difference between disability and handicap can help us understand the role city halls can play in meeting the needs of persons with disabilities:

⁴⁸ European Commission, *The Employment Situation of People with Disabilities in the European Union* (European Commission, 2001), ec.europa.eu/employment_social/news/2001/dec/2666complete_en.pdf.

The difference between the two figures is a result of differences in the definition of disability.

⁴⁹ A Europe Accessible for All: Report from the Group of Experts Set Up by the European Commission (October 2003), www.polis-ubd.net/UserFiles/File/EU_Access2010_Report-1.pdf, p.6.

Disability is an irregularity of psychological, physiological, or anatomical structure that limits functionality.

Handicap is the social consequence of disability, that is, limited opportunities to be equal to persons without disabilities.

Although cities have little authority to alleviate disability, they have ample scope to reduce handicap. As the City and People with Disabilities Declaration recognizes, “handicap is a dynamic concept, resulting from the interaction between individual skills and the conditions of the surroundings in which such skills are manifested. It is, thus, the responsibility of the community and of its social organization to promote more favourable conditions for the full development of persons, avoiding or removing all causes that hinder or prevent such development.”⁵⁰ In this sense, “it is the city which should be considered handicapped, not the person with the disability.”⁵¹

Cities must consider the following main specific needs of persons with disabilities in promoting policies of co-existence:

- **Inclusion:** The impossibility of access to many places involves considerable exclusion from key areas, such as housing, work, and leisure. Of all Europeans between the ages of 16 and 34, 64 percent have salaried work. Within this same age bracket, only 38 percent of disabled persons have salaried work. Compared to their disabled counterparts, abled persons have between double and triple the possibility of attaining a university education. It is important to ensure disabled persons have access to these and other venues.
- **Independence:** Not having to depend on the assistance of others and being able to grow and develop independently in the city.

Specific Needs in Cities According to Type of Disability

Type of Disability		Need
Sensory disability: Audio, visual, or language deficiency	Audio: Major or minor loss of hearing	Communication: Essentially visual through sign language or lip reading
	Visual: Central vision, peripheral vision, blurry vision, lack of vision	Communication: Through touch, either Braille or high-relief, or audio voice recordings Mobility: Obstacle-free public space
	Audio-visual	Communication: Through touch Mobility: Obstacle-free public space
Physical disability: Loss of mobility, amputation, paralysis	Dependent: Non-autonomous mobility (use of an electric or standard wheelchair)	Mobility: Wide and obstacle-free public space, wide ramps with gradual inclines and elevators, longer movement time at crosswalks and in public transportation, availability of reserved parking spots Buildings: Ramps with gradual inclines, doors that open to the outside with adapted locking systems, wide corridors and washrooms, lowered countertops Communication: Written information boards and lowered countertops
	Independent: Autonomous mobility (prosthesis, canes, crutches)	Mobility: Obstacle-free public space, ramps and elevators, longer movement time at crosswalks and boarding of public transportation

⁵⁰ *The City and People with Disabilities Declaration*, point 3 (March 24, 1995), bcn.cat/ciutat-disminucio/en/index.html.

⁵¹ Interview with the secretary for the Improving Accessibility Working Group (GTMA) at Barcelona City Hall.

Specific Needs in Cities According to Type of Disability

Psychological disability: Mental disorders and illnesses	Dependent: Non-autonomous mobility	Dependent on degree of psychological disability
	Independent	

Source: Adapted from M. Fluja, *Protocolo accesible para personas con discapacidad*, ONCE Foundation, 2006.



Case study: Agenda 22, run by the Swedish Federation for Persons with Disabilities, is an initiative that aims to ensure and level the rights of persons with disabilities in relation to abled citizens. Adopted initially by Swedish local authorities but also spread throughout other European country public administrations since 1995, Agenda 22 includes an effective plan to level the rights that countries need to guarantee, according to the following maxims:⁵²

1. **Respect for the United Nations Standard Rules on the Equalization of Opportunities for Persons with Disabilities.**⁵³
2. **Collaboration with organizations of persons with disabilities**, from the planning to the evaluation stage of the Agenda 22 Plan.
3. **Ensuring inclusion in regulations**, including integrating themes of disability in all regulations. According to the principle of mainstreaming, each work sector activity must bear the costs for incorporating these regulations. The Agenda 22 Plan must be signed by the mayor and must receive a maximum of support.
4. **Consideration of the specific needs of women, children, and immigrated persons** in order to avoid double discrimination.
5. **Consideration of individual measures** in addition to more general measures. Although many accessibility measures benefit the population as a whole, this does not mean they must necessarily exclude more specific measures that respond to personalized needs.
6. **Guaranteeing freedom of choice**, that is, that all disabled persons should have the power to enjoy the same opportunities that the rest of the population does, in accordance with their individual interests.
7. **Preaching by example**, that is, local authorities must become the exemplars of the decisions they take in order to demand, in full legitimacy, the same behaviour from others. Local authorities can lead the way, for instance, by hiring persons with disabilities, financing accessibility works, or excluding competitors from public contract biddings that do not comply with regulations.
8. **Planning for future cooperation with organizations of disabled persons** by determining which groups are part of consultative councils, offering them training, and determining their compensation or payment.
9. **Planning long-term goals** that promote complete equality of opportunity between disabled individuals and other citizens.
10. **Defining concrete steps** for developing the Agenda 22 Plan, that is, by creating a department that assumes final responsibility for the plan and its financing, for instance.

In addition to these maxims, Agenda 22 encourages relationships with partners forged in **conditions of equality**, in which organizations of disabled persons have equal status and participate in all decision-making processes and policy implementations. So representatives of disability organizations can satisfactorily fulfil their duties, Agenda 22 advocates for **remuneration** for them.

⁵² Swedish Co-operative Body of Organisations of Disabled People, *Agenda 22: Autorités locales: Planification des politiques en matière de handicap: Instructions à l'intention des autorités locales*, www.cthe.org/UserFiles/File/fond-ue-accessib/Agenda22-.pdf.

⁵³ The full text of the *Standard Rules on the Equalization of Opportunities for Persons with Disabilities*, adopted by the UN General Assembly on December 20, 1993, can be found at www.un.org/esa/socdev/enable/dissre00.htm.

European Observatory: Cities and Towns for All

European Observatory: Cities and Towns for All (w10.bcn.es/APPS/aaaact/WeblangsServlet?pidioma=3) aims to improve accessibility in cities by promoting participative management models that consider the needs of disabled persons. The observatory has created a database of more than 60 member cities describing their accessibility situation and making available a selection of good practices. Observatory member cities have committed to promoting European regulations that establish minimums for municipalities in improving accessibility in cities.

Contact Charo Borda at rborda@mail.bcn.es for further information.



City halls can get involved in accommodating disabled individuals by focussing on the following key areas:

- **Environment building:** The conditioning or building of environments⁵⁴ is indispensable to guaranteeing standardized access to educational, health, and social services; to work; to play; and to other areas. Adapting environments means modifying regulations so steps can be adapted to relevant environments.
 - **Streets and sidewalks:** It is possible to facilitate the mobility of persons over the mobility of cars. We should aim to eliminate or restrict car movement in certain neighbourhoods and city streets; to widen sidewalks; to build ramps at crosswalks; to put garage entrances at the height of sidewalks; and to line up city property with the sides of sidewalks that are closest to roads.
 - **Public transportation:** public transportation must be easy to access through use of ramps or lifts attached to vehicles and the modification of stops; there should be adequate space within vehicles for a wheelchair to manoeuvre easily; and stops should be announced so blind and deaf individuals can be informed about to their travel. Payment mechanisms, whether ready cash or cards, and dispensing machines and ticket stamping machines, should be adapted for visual and physical disability, not exceeding greater than 90 cm in height.
 - **Buildings:** buildings⁵⁵ must have accessible entrances, wide corridors and doorways (a minimum of 1.20 m for corridor widths and 80 cm for doors), wide elevators with audio and tactile information, ramps with reasonable slopes (10-12 percent) and sufficient width (90 cm), toilets in each floor that are accessible to wheelchairs, and emergency evacuation routes that are adapted to different disabilities.
 - **Parks and beaches:** access to parks and beaches for wheelchairs must be compact and regular. For beaches, access should extend to as far as the water and must connect to other beach services, such as bars, toilets, and showers.

⁴⁴ This section has drawn on information from Aragall, *Technical Assistance Manual 2003* (European Concept for Accessibility), www.eca.lu/documents/eca_full.pdf, and an interview with the secretary of Improving Accessibility Working Group at Barcelona City Hall.

⁴⁵ Here "building" is used generically. It can refer to a variety of structures, such as cinemas, museums, shops, restaurants, or gyms, which must each adapt to disability needs accordingly.



To the Water!

Aim: To make city beaches accessible.

Context: A plan to improve accessibility in the city of Barcelona aims to make all sidewalks, public transportation, and access to leisure venues accessible. Barcelona has 4.2 km of beach.

Description: In order to assist in the accessibility of persons with mobility difficulties, beaches in Barcelona have been equipped with walkways for wheelchairs that connect the seaside promenade to the seashore, reaching as far as the water, and connect to showers, change rooms, and other facilities as well. To help with swimming, this accessibility plan offers amphibian chairs and lifejackets. Elevation cranes have been installed in showers. The service counts on the support of Red Cross located at each beach.

Results: The project has made six city beaches accessible. Other improvements to accessibility have involved the building of ramps on all city sidewalks, and adapting all urban buses and more than 50 percent of metro stations.

Contact rborda@bcn.cat at the Municipal Institute for Persons with Disabilities of Barcelona for more information.

- **Information services:** ensuring access to information means offering information that is clear and available in different formats, such as Braille, audio, and sign language. In terms of the internet, web pages should be modified for different degrees of visibility, for instance, with larger text and audio information, and should include the ability to use Braille keyboards.



Evaluation indicators: Measuring Up (www.2010legaciesnow.com/fileadmin/user_upload/Measuring_Up/MeasuringUp.pdf, p. 24 and 61) is a guide that can be used to measure accessibility in cities.

- **Inclusion:** Ensuring the mobility and accessibility of all city space is insufficient to meet an equality of rights. Additional policies for levelling the rights of disabled persons relevant to other individuals are also necessary.
 - In the **workplace**, inclusion can be encouraged by the adoption of measures to hire persons with disabilities through awareness-raising and consultation, implementation of collaborative programmes with businesses, and specialized professional training.
 - Access to **leisurely** activities can also be assured by writing accessible tourism guides to monuments, restaurants, hotels, and commercial centres; offering sporting activities to disabled individuals; and organizing summer activity centres adapted to the needs of disabled persons.
- **Assistance:** Given that some disabled persons require the regular assistance of others, home assistance services for dependent persons should be promoted and guides should be written to inform people about services available to disabled persons.
- **Participation:** Participation is essential from key individuals interested in inclusive policies for disabled persons. Participation may occur in commissions for the planning of accessible policies or through the promotion of fruitful associations.

- **Awareness-raising:** Encouraging campaigns to break commonplace notions about disabled persons and to teach the business community and society in general how to respond more appropriately to needs.

Women and Men in Gender Policy

Not long ago women were still relegated to the private, home sphere and the public sphere, as a result, did not consider women's needs and contributions. Still today European women do roughly two thirds, between 60 and 65 percent, of domestic work, while they do 65-75 percent of the work involved in raising children under the age of six. Women dedicate daily between two and three hours more than men to the care of children.⁵⁶ This unequal distribution of work between men and women reduces women's possibility to benefit from city public space, to get involved in participatory policymaking, and to enjoy free time. In the workplace as well, with an unemployment rate for men at 6.7 percent and for women at 8.5 percent in the EU,⁵⁷ and salaries that are on average 15 percent less than for men, discriminatory disparities continue to be common for women.⁵⁸ Women, consequently, are more dependent on social services.

Work, the differentiation of domestic and family duties, health, access to housing, and safety are structural questions that are difficult to overcome at the local level alone. At the same time, local governments have a host of instruments within their reach to feminize cities, a demand that feminist movements have sustained since the 1970s.

Cities must be capable of responding to the following specific needs of women:

- **Conciliated duties:** The difficulty of conciliating domestic and family life with a career still affects mainly women. Women require comprehensive access to day-care centres. At their workplaces, in participatory venues, and in services, they need flexible hours that are compatible with family life and to have more time, through reduced commute times and distances, or help with bureaucratic procedures. Another way to harmonize responsibility between men and women is to divide work more equitably so cities can promote men taking on more of family and domestic responsibility.
- **Safety:** Although most EU countries do not keep statistics on the number of assaults and robberies on women versus men,⁵⁹ and thus do not have an accurate understanding of the situation, the perception of insecurity in cities is much higher for women.
- **Public services:** Women and men do not have equal access to public services. Due to women's lower salaries and pensions, their dependency

56 Eurostat, *How Europeans Spend their Time: Everyday Life of Women and Men (1998-2002)* (Eurostat, 2004 Edition), epp.eurostat.cec.eu.int/cache/ITY_OFFPUB/KS-58-04-998/FR/KS-58-04-998-FR.pdf, p. 42. Data is based on information gathered in 10 EU countries: Belgium, Germany, Estonia, France, Hungary, Slovenia, Finland, Sweden, Great Britain, and Norway.

57 Eurostat, *8 March 2007: International Women's Day: A Statistical Illustration of the Situation of Women and Men in the EU27* (Stat/07/32, March 5, 2007), europa.eu/rapid/pressReleasesAction.do?reference=STAT/07/32&format=HTML&aged=0&language=EN&gu.

58 European Parliament, *A Roadmap for Equality between Women and Men 2006-2010* (2006/2132 (INI), March 13, 2007), www.europarl.europa.eu/meetdocs/2004_2009/documents/ad/632/632654/632654en.pdf.

59 Most EU countries calculate only the crime committed and not the gender of victims, so it is difficult to know if women or if men experience more violence in the city. We know that women experience more domestic violence while men tend to experience more violence in public spaces. For this reason, many feminist movements call for less strict distinctions between public and private space and intervention by local authorities in cases of domestic violence.

on public transportation, and the bulk of family responsibility falling on them, their social service needs are often greater than for men. It is important we have services to free women from their traditional responsibilities and to ensure that they are able to access the labour market, have time for leisure, and have venues and associations of equality with men. In order to create equitable gender policies, it is also important that we promote efficient policies for public transportation. Transportation is especially important in cities with separate residential and commercial zones.

Gender policies that respond to these needs must ensure that **statistics** on the use of municipal services depending on gender, on women in the workplace, and the family responsibilities of men and women are detailed enough to allow for an adequate defining of policies to meet needs; that the sharing out or division of **budgets** considers the needs of women (gender budgeting); that **reporting** on gender policies is done efficiently and in a way that facilitates access to services for women; and that **communications** in the city, such as advertising, employment announcements, and municipal media do **not reinforce sexist stereotypes**.⁶⁰



Capital Women

Aim: To understand women's status in the city of London, United Kingdom.

Context: Since 2001 an annual conference has been held in London to honour International Working Women's Day on March 8, to discuss women's issues, and to promote training for women in self-defence, non-traditional professions, commuting by bicycle in the city, etc. This meeting occasions the delivery of an annual report on *Women in London*.

Description: The *Women in London* annual report includes concrete data on the status of women in London, including women's ethnic and religious diversity, the forms by which women live with partners, the percentage of working mothers, women's types of occupation, the care of children, women's volunteer work, women's salaries, the proportion of women in business versus the public sector, domestic violence and abuse, women's use of transportation, education, access to housing, health, and others.

Results: Developed for a second year now, the report permits us to identify the main challenges women face in the city and how to put an end to women's disadvantaged status.

Contact capitalwoman@london.gov.uk for more information.

Gender policies in cities are centred essentially on the following areas:

- **The feminization of urbanism and public transportation:** City planning must make basic and commercial services accessible, promote safety on streets, in indoor spaces, and in transportation⁶¹ City planning must facilitate the easy movement of baby carriages and obstacle-free shopping on sidewalks and in public transportation.
We can promote the feminization of urbanism and transportation by consulting women's groups during urban planning processes in neighbourhoods; by feminizing urban workplaces, architecture, and transportation; by encouraging buses to stop between regular stops at night to shorten women's walk time home; and by generally keeping a watch over accessibility in the city.

⁶⁰ Adapted from Council of European Municipalities and Regions, *La ville pour l'égalité: Une méthodologie et de bonnes pratiques pour l'égalité des hommes et des femmes* (CCRE/CMCR, 2005), www.ccre.org/bases/T_599_26_3520.pdf.

⁶¹ On the topic of safety in the city, see Section 1 on the Prevention of Direct Violence.

- **The mainstreaming of gender policy:** Gender mainstreaming involves encouraging gender awareness in all local governments.⁶²
 - Gender mainstreaming can be encouraged **by public administrations** through training municipal employees in questions of gender and through the gathering of statistics that can be used to contrast spending on local services for women and in order to redefine city hall policies and budgetary assignments aimed to meet women's needs.
 - As far as **work** goes, mainstreaming can help to train women in occupations not traditionally filled by them, to level the salaries of women and men, to revalue work traditionally done by women relative to the work traditionally done by men, to promote business initiatives for women, and to encourage family-career conciliation.
 - In terms of **health**, we need to educate women and healthcare workers on women's health, raise awareness around women's specific risks for contracting sexually transmitted diseases, and promote sexual and reproductive health.
 - As for **housing**, we must promote social housing in areas that are connected by public transportation and create participative processes for women themselves to design new constructions.
 - We must also ensure that **cultural policies** and **leisure time policies** (playful and cultural activities, sport on the street, etc.) are made in the interests of women.
- **Promoting women's participation:** Women are increasingly more represented in local public administrations, though men continue to hold on to a large percentage of the higher responsibilities. In 2007 in Europe, only 23.9 percent of town councillors and 10.5 percent of mayors were women.⁶³ The participation of women in civil society organizations has grown; however, this does not mean that policy decisions have come to reflect better women's needs.
 - Greater **participation** of women in **local government** can be promoted by offering political training to women who are likely to be elected for bureaucratic or political roles in city hall, by counselling women who have been recently elected, by establishing gender-parity quotas, by making the assigning of budgets participatory, and by taking into consideration the opinions of women.
 - As far as **participation in civil society associations** is concerned, we can promote participation by creating consultative councils for women, making meeting times compatible with domestic work, and/or offering childcare, while promoting the creation women's associations, giving information on family-responsible businesses, and writing guides to facilitate women's participation.

⁶² Gender mainstreaming "means embedding an acknowledgement of the different needs of women and men into the planning system, so it becomes part of the central focus rather than an add-on extra. It recognises the different needs and requirements between women and men and is effective in changing planning processes as well as policy outcomes." *Gender Equality and Plan Making: The Gender Mainstreaming Toolkit* (Royal Town Planning Institute, 2003), www.rtpi.org.uk/download/369/Gender-Equality-Toolkit.pdf, p. 7.



The EuroFEM Toolkit for Mobilizing Women into Local and Regional Development

Aim: To create women's associations so women can participate effectively at the local level and have cities adopt gender perspectives.

Context: Since 1994, EuroFEM has created more than 60 local projects and gender policies in various European countries. The learning that has resulted from the implantations of these projects has served as the basis for the creation of a toolkit.

Description: EuroFEM's *Toolkit for Mobilizing Women into Local and Regional Development* is a guide that brings together the participatory experiences of women in Europe and offers tools to analyze women's status, influence policy, and win financing for projects, all from a perspective of local political action by women and for women.

Results: For some time now, EuroFEM has worked as a consultative institution on gender policy for the European Union.

Contact information is available at www.eurofem.net.

- **Deconstruction of traditional roles:** "More than 90 percent of direct violence in the world is executed by men, so it is necessary to demystify male myths."⁶³ In order to deal with both direct violence and more subtle forms of inequality, such as the unequal distribution of work between women and men and men's appropriation of public space, it is important that we break stereotypes surround men, women, and transgendered individuals.

We can deconstruct traditional roles by promoting co-education that is free of gender-determined stereotypes, taking steps so fathers take on more family care, giving opportunities to sons and daughters to learn about professions normally done by the opposite sex (Girl's Day), putting a greater proportion of women into executive positions, attending to male victims of domestic violence, and writing guides on the use of non-sexist language.



Time for Me

Aim: To find ways to reconcile time for work with time for life using information on the time-management needs of citizens and offering suggestions for better time management.

Context: Women's participation in the work world requires a redistribution of time allocated to other tasks.

Description: The TEMPOpermettendo website is an instrument for collecting data on services linked to time conciliation, including women-only public services, family centres, employment centres, and time city offices. The website is also a tool for managing and coordinating responses to situations described in data. The website provides information on the following: conciliation on rights around leaves of absence and lay-off, different forms of work including home work and job sharing, assistance for persons caring for dependents, tricks to gain time while cooking and cleaning, etc. Fourteen Italian cities (Piacenza, Ferrara, Bologna, Rimini, Ravenna, Forlì, Reggio Emilia, Modena, Finale Emilia, Savignano sul Panaro, Maranello, Fiorano, Formigine, and Sassuolo) and the provinces of Parma and Modena participate in the project.

⁶³ Galtung, *Tras la violencia 3R: Reconstrucción, reconciliación, resolución: Afrontando los efectos visibles e invisibles de la guerra y la violencia* (Gernika Gogoratuz: Guernica, 1998), p. 74.

Results: The precursor experience of Modena, as well as the other Italian cities involved, has led to the creation of a state law on time organization in cities, which was approved in Italy in March 2000.

Contact information is available at www.tempopermettendo.info/index.php.

Evaluation indicators: In order to evaluate whether a city has considered the needs of women, a questionnaire can be found on pp. 56-57 of *A City Tailored to Women* (www.femmesetvilles.org/pdf-general/FCM_city_tailored_eng.pdf).



URB-AL 12 (www.diba.es/urbal12/) brings together 200 cities and various Latin American and European Union associations with the aim of promoting participation in proposing new models for cities with mainstreaming policies on equality of opportunity and the promotion of active citizenship for women. The network focuses on four broad areas of work: gender-equal democracy in cities, the involvement of women in city planning, the creation of a new social contract with a new division of responsibilities between men and women, and the political training of women and promotion of a new gender vision in the media. To achieve its objectives, URB-AL 12 encourages information exchange through internal communications, a multimedia resource centre, annual seminars, and the development of a catalogue of good practices. It also promotes joint projects, such as the training of women councillors and mayors and the creation of publications. For more information, **contact** gri.red12urbal@diba.es.



Immigrated Persons and Ethnic Minorities

“...racist and discriminatory ideologies, attitudes and acts that target certain categories of citizens or city residents constitute a serious threat to equality, mutual tolerance, peace, security and social cohesion in the city...”

Declaration of the European Coalition of Cities against Racism Nuremberg, December 10, 2004

The historical existence of ethnic minorities in the city and the growing proportion of immigrated persons⁶⁴ is another challenge that cities must face. The presence of individuals from different cultures significantly and rapidly transforms cities due to a differing use of public space and the creation of new businesses, among other things. Local public administrations need to have great agility in their capacity to adapt to this new reality.

As with other groups, immigrated persons are the targets of disrespectful stereotypes and prejudices, and discriminations of various kinds. According to the European Monitoring Centre on Racism and Xenophobia, migrants and ethnic minorities are still discriminated against throughout the European Union in the workplace, education, and housing,⁶⁵ in areas in which municipalities can have a lot to say. Insufficient policies in this area can manifest in very visible ways in the

⁶⁴ In this section, the terms “immigrated person” and “ethnic minority” have been used in place of “immigrant” in order to assist us in reflecting on the fact that immigration is a limited moment in a person’s life and not a defining characteristic of the individual in him or herself. This also applies to the term “second-generation immigrant,” which stigmatizes immigrated persons as different and denies them regular access to citizenship. For this reason, the expression ethnic minority has been used, except in cases of recently arrived individuals.

⁶⁵ European Monitoring Centre, *The Annual Report on the Situation regarding Racism and Xenophobia in the Member States of the EU* (EUMC 2006), eumc.europa.eu/eumc/material/pub/ar06/AR06-P2-EN.pdf.

city, in the segregation of ethnic minorities to slums, for instance, making it difficult for the different cultures of a city to come together. Racial hatred and violence are other possible consequences of insufficient public policy.

The chief needs of newly arrived persons and ethnic minorities include

- **Orientation:** Newly arrived persons require an initial orientation around how to legalize their status (if they do not have the required documentation), what the legal procedures are for registering themselves as residents, and how to access education, health care, and other rights. Added to the difficulty of accessing information is reluctance by some immigrated persons, especially irregular ones, to report to governments, for fear they may inform the police on them.
- **Non-discrimination:** Lack of knowledge on the functioning of things and on basic rights that immigrated persons and ethnic minorities have, as well as the bad faith of some who misuse benefits and make encourage discrimination. Fighting discrimination is necessary to protect vulnerable persons.



At the same time, some argue that positive discrimination (or affirmative action) is inadvisable because it could reinforce racist discourses. To avoid this, city halls need to communicate the idea that policies are created according to the needs of individuals and not their place of origin.

In order to meet the needs of immigrated persons, city halls must confront the following challenges:

- **Welcoming:** Welcoming newly arrived individuals is the most assistive action city halls take to approach immigration. These activities are designed to meet the basic needs of persons who have recently arrived and can take the form of personal interviews, orientation courses, or information guides. The content of courses varies from basic orientation to cities and their services to language training and job training. In most cases, courses are free or offered at a token cost. Students are awarded for their attendance and penalized when they skip class. There are two typical models for immigrant welcoming classes. The first is a **long model** in which classes last for years (three years in Denmark and Finland, two years in Sweden), are run by municipalities but financed by the national government, and are meant in most cases for persons who have residence permits or who have been recognized as refugees. In some countries, the attainment of nationality may depend on the level reached in these courses.



Language and Orientation to Society Courses

Aim: To assist with the arrival of immigrated persons.

Context: Since 2004, a law in Belgium has promoted the realization of insertion courses for newly arrived families.

Description: In applying this 2004 law, the Ghent municipal integration service has organized classes of Dutch for up to 1,200 hours, 120 hours of which are run in a welcome centre, and of orientation to Belgian society, for 75 hours, on practical and administrative topics and on how to access cultural and social activities. These latter courses are offered in Turkish, Arabic, French, English, Russian, Farsi, Albanian, Somali, and Dutch.

In addition to courses and in cooperation with other institutions, the service

offers an individual welcoming service that offers recommendations about work, education, and training.

Results: Around 500 newly arrived adults now participate in the insertion programme. For more information, **contact** Kom-Pas Gant at kompas@gent.be or go to www.kompasgent.be.

The second model is a **short model** in which courses are shortened and addressed indiscriminately to the newly arrived population, with or without legal documentation. These courses are run and financed by city halls, or with assistance from civil society organizations.

- **Breaking of mutually held stereotypes:** Lack of general ability to manage cultural co-existence can be an obstacle to common living in cities. For this it is important to promote awareness-raising and education to counteract stereotypes and fear, and to encourage knowledge and a readiness to know individuals from other cultures. Municipalities can be proactive in training city hall public servants in **intercultural competence** as a means to guaranteeing better quality service. They can also hire immigrated persons for different levels of administration.

The Centre for Intercultural Skills of Osnabrück, Germany

Aim: To promote the intercultural skills of citizens and workers around persons from different cultures in Osnabrück, and to promote an equality of opportunity for ethnic minorities in the work world.

Context: In Germany, the burden of unemployment on ethnic minorities is higher than on the native German population, even when members of ethnic minorities have higher education and are fluent in German. This has a lot to do with prejudices regarding ethnic minorities and cultural differences.

Development: The Centre for Intercultural Skills of Osnabrück, on the one hand, has taken steps to facilitate the incorporation of ethnic minorities in the workplace. It offers vocational training courses, language classes, and courses on how to access the work world. On the other hand, the centre has promoted the intercultural skills of public servants who are in contact with ethnic minorities, through workshops to increase knowledge of other cultures and the creation of space to share intercultural experiences with public servants of other sectors. A third focus of the centre has been to facilitate the access of ethnic minorities to work in the Osnabrück public administration and to create the conditions necessary for ethnic minorities to access management-level positions.

Results: Two hundred and fifty city bus drivers have improved their intercultural competency, among other successes.

For information, **contact** friedenskultur@osnabrueck.de or go to www.equal-osnabrueck.de.



- The promotion of **political participation** by immigrated persons can involve participation in consultative councils, often subordinated to the political agenda and occurring rarely because, in most instances, decisions are not binding; it can involve support for the right to vote in local elections;⁶⁶ participation in associations, both those part of an ethnic community and those that do not; and promotion of participation in existing political structures, such as political parties and other truly participative areas.

⁶⁶ Although the right to vote in local elections is a reality in many European countries, many refuse to recognize it despite constant calls from the European Parliament and other bodies to demand attainment of this right.

- **Regularization:**⁶⁷ We can measure the success of the steps taken above by how well they create a situation of regularization or normalization for immigrated persons. As a means for evaluating the success of immigration policies, city halls need to assure that immigrant populations have regular access to housing, work, and other essentials. As the 2006 annual report of the European Monitoring Centre on Racism and Xenophobia points out, most European Union countries do not have the necessary data to monitor socioeconomic inequality between communities. It is necessary, thereby, that public administrations make an effort to gather extensive data on immigration and minorities in order to accurately guide them in adopting adequate measures.



One effective way to promote inclusion in any environment is to work in partnership with related organizations, such as organizations working in defence of the rights of immigrated persons or businesses and work cooperatives promoting employment.



Evaluation indicators: The European Council proposes indicators to measure the degree of success of policies aimed at ethnic minorities. See ec.europa.eu/justice_home/doc_centre/immigration/studies/docs/benchmarking_final_en.pdf.



Case-by-Case Monitoring

Aim: To monitor the inclusion of newly arrived persons on a case-by-case basis.

Context: Two thirds of the Finnish immigrated population lives in the Uusimaa region.

Description: The immigration service for the cities of the Western Uusimaa in Finland keeps files on every new arrival in the municipality in order to accurately monitor individual levels of inclusion. A multidisciplinary team participates in the monitoring. This permits an evaluation of inclusion in numerous areas: in social security, health, education, housing, and other areas. Also, a specialized team monitors children and youth. This team is comprised predominantly of educators, whether educational experts, school principals or headmasters, or educational therapists.

Results: Case-by-case monitoring lends to an unparalleled administration of the needs of newly arrived persons.

Source: *Manual on Integration for the Managers of Policy and Professionals*, p. 25.



The **European Coalition of Cities against Racism** (ECCAR, www.unesco.org/shs/citiesagainstracism) is a network for cities interested in sharing experiences in order to strengthen policies on fighting racism, discrimination, and xenophobia. The coalition's ultimate aim is to offer operational programmes to local authorities to permit them to apply more effective anti-discrimination policies. UNESCO has created similar coalitions in every continent. For more information, contact j.morohashi@unesco.org.

⁶⁷ The term "integration" is not used here in order to avoid possible connotations of assimilation.

Case study: The **European Coalition of Cities against Racism** has created a 10-point Action Plan,⁶⁸ which member cities commit to implementing.



The 10-point Action Plan involves a commitment to concretely fighting racism in cities. It involves

1. Greater **watchfulness for racism**: The creation of a network for monitoring, vigilance, and solidarity against racism in municipalities.
2. **Evaluation** of racism and discrimination and **monitoring of municipal policies**: The creation of a data pool on racism and discrimination, establishment of attainable objectives, and agreement on common indicators to evaluate the impacts of municipal policies.
3. Improvement of **assistance to victims** of racism and discrimination: Assistance to victims and the strengthening of their capacities to defend against racism and discrimination.
4. **Greater participation from informed citizens**: Improvement from city residents of knowledge on rights and responsibilities, protection, legal options, and penalties for racist behaviour and actions from based on participation, particularly through consultations with service users and providers.
5. The city as an active defender of **equality of opportunity**: The promotion of equality of opportunity and diversity in the workplace through the exercise of municipal jurisdictional powers.
6. The city as an **employment agent and service provider**, which applies criteria of equality of opportunity, that is, a commitment to applying criteria of equality of opportunity as a service provider, and participation in monitoring activities, training, and development to achieve this goal.
7. Equitable access to **housing**: The adoption of active measures to strengthen policies to fight discrimination in city housing.
8. Opposition to racism and discrimination in **education**: The strengthening of steps to fight discrimination in accessing and enjoying all forms of education, and a promotion of teaching in environments of toleration, mutual understanding, and intercultural dialogue.
9. Promotion of **cultural diversity**: Guarantees for equitable representation, the promotion of the diverse cultural patrimony of city residents in cultural programmes, cultural programmes for a sense of collective memory, the offering of public municipal space, and promotion of multiculturalism in city life.
10. **Conflict management** and **hate crimes**: Assistance in creating mechanisms to manage conflict and hate crimes.

Cities that commit to the Action Plan are required to submit a report every two years on their implementation of the plan, in order to assist with a wider regional evaluation of it.

Economic Integration

It is a contradiction in many European cities to have, on the one hand, strong economic growth, and on the other hand, a severely unequal division of wealth, so sectors of the population are unable to enjoy this economic growth. Urban sociologist Manuel Castells has referred to this phenomenon as the **dual city**. In the EU25, 3.6 percent of the total active working population in 2006 was unemployed for 12 months or more. In 2005, 26 percent of the population was beneath the poverty line.⁶⁹ And even after receiving social assistance, 16 percent

⁶⁸ In order to respect the diversity of different contexts, the *10-point Action Plan* is different for each regional coalition.

⁶⁹ The poverty line is calculated as a function of income. A person is beneath the poverty line when his or her income is less than 60 percent of the average available income for the country.

of this population continued to remain under the poverty line.⁷⁰ This economic growth, which pushes a part of the population to the margins, can result in pockets of poverty in cities and can sometimes result in a discrediting of government. In the event there is little opportunity to change a situation like this, other forms of violence can emerge, such as violent street protest or ways of creating illegal income.

In order to promote co-existence, cities have to ensure **social cohesion**, defined as “the ability of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation” between residents.⁷¹

Some argue that social cohesion need not be only the fight against social exclusion. This understanding is too limited. It is based on what is not sought, i.e. poverty and the exclusion of at-risk groups. This sort of focus could wind up being too centred on welfare and could overlook the deeper causes that create exclusion. To create agreeable policies of social cohesion we need to look more carefully at structural causes. “Moving from a ‘negative approach’ to a ‘positive approach’ is a crucial step for the active development of social cohesion. It is not a question of making sure that no one is excluded or unemployed but of ensuring that society as a whole has the ability to provide its members with access to a reasonable or indeed good quality of life.”⁷² In accordance with this focus, this section includes explanation of detailed steps we can adopt for groups experiencing social exclusion or that are at risk of being excluded, as well as structural steps that city halls can take.



Evaluation indicators: Social cohesion indicators developed by the Council of Europe can be found in *Concerted Development of Social Cohesion Indicators*, www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/GUIDE_en.pdf.

The following are the chief needs of individuals in situations of economic marginalization:

- The **satisfaction of basic needs** so individuals can grow independently, i.e. employment in sustainable working conditions, adequate housing, food and clothing, etc.
- **Rights to the city:** Persons who suffer from economic marginalization are often most likely to lose their right to the city as a place for high standard of living, with agreeable neighbourhoods that are well cared for, and opportunity for play and cultural enrichment, among others.



Edinburgh: OneCity Trust

Aim: To identify the factors of social exclusion in Edinburgh, Scotland and create policy recommendations for dealing with them.

Context: Edinburgh has one of the highest levels of economic strength in the United Kingdom and is the fourth largest financial centre in Europe. At the same time, poverty, exclusion, and unemployment continue to afflict areas of the city.

⁷⁰ Eurostat data on social cohesion, poverty, and social exclusion, epp.eurostat.ec.europa.eu/portal/page?_pageid=1090,30070682,1090_33076576&_dad=portal&_schema=PORTAL.

⁷¹ Council of Europe, *Concerted Development of Social Cohesion Indicators: Methodological Guide* (Council of Europe, June 2005), www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/GUIDE_en.pdf.

⁷² *ibid.*, pp. 32-33.

Description: Edinburgh city hall created a commission that was responsible for drawing up a final evaluative report on the social exclusion situation in the city. Developed not using statistics but rather the perceptions of citizens in areas such as unemployment, work precariousness, lack of training, housing scarcity, the high crime rate, loneliness, gender, and ethnicity, the report, assembled over 12 months, includes testimonies from 300 residents and 100 organizations. It offers 87 recommendations for strengthening social cohesion. A description of the experience of the report can be found at www.onecity.org.uk.

Results: The report was published in 2000 and already in 2002 most of the recommendations had been implemented. In order to give the project a sense of continuity, the OneCity Social Inclusion Fund was created with the objective of financing small projects to continue to strengthen social cohesion in the city. For information, **contact** onecity@edinburgh.gov.uk.

The following are the main action areas that can help to strengthen integration:

- **Employment:** Unemployment, especially long-term unemployment, but also employment in precarious conditions, is the chief cause of economic marginalization.

Possible steps to promote quality employment include vocational training for unemployed individuals, the promotion of new work possibilities, and the establishment of anti-discrimination practices in the workplace.

- **Housing:** Although recognized as an official right, access to housing has become increasingly difficult for many people.

City halls can get involved in this by promoting housing policies that give housing to individuals living on the street, rehabilitating housing that does not match quality standards, making available social housing for disadvantaged persons, creating protocols to reduce the number of evictions due to a lack of ability to pay rent, establishing structural steps to decrease rents and make affordable the purchasing of housing (e.g. by subsidizing land for social housing or implementing additional taxes for empty flats), and creating public rental and purchasing offices to decrease costs.

- **Facilitating access to services:** Decentralizing municipal services, ensuring proper coverage of public transportation in all areas of the city and especially those areas inhabited by persons with fewer resources, promoting local businesses, etc.

Solar Energy Workshop School of Valladolid

Aim: To create employment for at-risk youth in innovative fields of work. **Context:** The Valladolid region in Spain is characterized by high levels of unemployment and, hence, the relocation of the region's youth to other cities in search of opportunity.

Description: From 1998 to 2000, the Valladolid city hall and the National Institute for Employment offered a course to 42 unemployed youth under the age of 25 on installing thermal and photovoltaic solar energy units. A practicum was offered in public spaces of the city hall and involved the installation of solar energy units in a primary school and five municipal school cafeterias. Since many of the youth who participated in the project had not completed their mandatory schooling, a literacy course was also included in the project, and in cases that involved school drop-out because of social or family problems, social services were asked to



intervene to deal with the situation of each student in a comprehensive manner.

Results: Three positive results were identified: promotion of the emerging employment field of renewable energies, installation of units of this less polluting form of energy in public places, and a high percentage of work placement for the school's participants (of the total 42 participants, 38 entered the workforce upon graduation, 31 in the renewable energies sector).

Source: The Good Practices of the Pléyade Project for the Dissemination and Implementation of the European Strategy for Local Employment, www.femp.es/pleyade.

Making Compatible the Needs of Citizens

In cities, where all types of individuals concentrate, making compatible the needs of citizens is a complex challenge. Resources for making compatible the city's diversity run into limits of all sorts, including limited financial resources to meet different needs, limited availability of public space, and limited time to manage conflicts. These limits make it difficult to meet the needs of citizens in all their diversity.

For some, "urban planning (by building diverse communities) and urban management (through effective representation of these communities and their access to decision-making) can be effective in reducing violence and insecurity that stem from social stigma, discrimination and isolation."⁷³ This section details these two strategies and the promotion by city halls of co-existence and meeting the needs of citizens.

Urban Planning and Multifunctional Public Space

Streets, public squares, parks, train stations, and cultural centres are part of the public space. Public space is a "collectively used space which has been progressively appropriated by the people, which enables transit and encounters, orders every area of the city and gives it meaning, is a physical place for group expression and social and cultural diversity. That is, public space is altogether the principal space of urbanism, of urban and citizen culture. It is a physical, symbolic, and political space."⁷⁴

Public space in itself does not guarantee constructive relations between and co-existence among citizens. The street can be merely a place of passing that does not generate any kind of interaction among people. To become a place that strengthens co-existence, it must be used by different types of persons for different types of functions.

The multifunctional nature of public space can be ensured through different levels of city intervention:

- **Urban planning:** Modern European cities can be classified according to two city models:

A functionalist model: City structures according to efficiency and neighbourhood specialization, for example, the city centre is reserved for offices, a second wider outer band for commercial activity, and a third

⁷³ Human Security - Cities, *Human Security for an Urban Century: Local Challenges, Global Perspectives*, 2007, p. 81, www.humansecurity-cities.org/sites/hscities/files/Human_Security_for_an_Urban_Century.pdf.

⁷⁴ Borja et al., *L'espai públic: Ciutat i ciutadania* (Electa: Barcelona, 2003), pp. 17-18.

peripheral band for residential zoning. This city model is found essentially in industrialized English-speaking countries.

A **social model**: Priority placed on integration within neighbourhoods so each neighbourhood is able to offer all necessary services. In Mediterranean cities, the prototypes of the social model, offices, small businesses, city infrastructure, cultural centres, and residential housing are found in the same neighbourhood.

Between these two urban models, the model that best promotes co-existence is the social model. The social model ensures sustainable relations between individuals. It contributes to strengthening social cohesion and the co-existence of people of different ages, origins, and economic status.



- **City infrastructure and multifunctional public space:** As motors of co-existence between individuals, public venues and city infrastructure must be multifunctional and open to persons with all kinds of interests and necessities. A park with space for lawn bowling might respond to the interests of senior citizens, however, if the park is large enough to contain swings and other infrastructure for children, it could encourage intergenerational exchanges.

Market pressure on public space that is considered unproductive, “social sanitation” as an attempt to “cleanse” the city of marginal individuals, seeking security that results in the closing of public space or its substitution for private space (walking in shopping centres, for example, rather than walking on streets), and a perceived over-utilization of cars in public spaces are facts that threaten public space and its functions. Precisely because public space fulfils a number of functions, it must be protected from privatization.



- **Universal design**, design for everyone, or inclusive design is the designing of products, space, and services so these can be used by as diverse a group of persons as possible, regardless of age, ability, or situation. Universal design considers persons according to age (whether seniors, children, or youth), ability (reduced hearing or sight, for instance), as well as other specific considerations, so no group feels excluded from the use of certain products, space, or services.

The seven principles of universal design are as follows:⁷⁵

- **Equitable use:** The design is useful to people with diverse abilities.
- **Flexibility in use:** the design accommodates a wide range of individual preferences and abilities.
- **Simple and intuitive use:** The design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level.
- **Perceptible information:** The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.
- **Tolerance for error:** The design minimizes hazards and the adverse consequences of accidental or unintended actions.

⁷⁵ According to the Center for Universal Design, these principles were created by a multidisciplinary team comprised of architects, industrial designers, engineers, and environmental designers. See www.design.ncsu.edu/cud/pubs_p/docs/poster.pdf.

- **Low physical effort:** The design can be used effectively and comfortably with a minimum degree of fatigue.
- **Proper size and space for use:** Appropriate size and space is provided for reach, manipulation, and use regardless of the user's body size, posture, or mobility.

Citizen Participation

Urban governance can be defined as “the sum of the many ways in which individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken.”⁷⁶ The good governance of cities, thereby, is the responsibility both of city hall in creating participatory venues and citizens in widening the content of these spaces.

Participatory venues in decision-making on city issues can take multiple forms, such as public hearings in neighbourhoods, thematic consultative commissions (for instance on policies for minorities, accessibility, gender, or youth), detailed consultation processes (for planning neighbourhoods, for example), and taking decisions on budgetary priorities.



To be effective spaces, participatory venues must meet four requirements, known as the 4Rs:

Representation: Equal participation from different groups in city policy decision-making.

Resources: Participation from different groups must include the necessary resources so decisions can be put into practice. These resources can be technical mechanisms for implementing decisions, human and financial means, etc.

Reality: Participation from different groups must be translated into practical applications, that is, that municipal regulations and projects take seriously decisions made in participatory spaces in a way that considers the criteria established for each group.

Restrictions: Practices that do not respect the criteria established for created participatory inroads must be held accountable and corrected.



Evaluation indicators: A useful document for measuring the quality of participation of citizens is *Quality in Participation: A Proposal for Indicators*, www.fbofill.cat/intra/fbofill/documents/publicacions/405.pdf.

International Observatory for Participatory Democracy also has a document called a *Practical Guide for the Evaluation of Participatory Processes* (www.oidp.net/pdf/GuiaPracticaEvaluaciondeProcesos.pdf) that proposes criteria for assisting with the quality evaluation of participatory experiences in cities

⁷⁶ UN-Habitat, www.unhabitat.org/pmss/getPage.asp?page=bookView&book=1537, p.14.

Peace Education and Awareness-Raising

We are increasingly coming to appreciate the role for educators in cities. Cities can be at once objects of knowledge (learning about cities themselves, or *learning the city*), educational environments (places where educational institutions gather, or *learning in the city*), and educational agents (*learning from the city*).⁷⁷

However, for a municipality to become an active agent for education, it must acknowledge that “all cities are educational but not all are educating.”⁷⁸ To involve themselves in this, municipalities must promote “planning and decision-making from local governments, which should provide resources and promote strategies which demand that cities be educating.”

“The **educating city** recognizes, exercises, and develops, in addition to its traditional functions...an educating role, and does so intentionally and responsibly with the goal of promoting and developing all of its inhabitants.”⁷⁹

Aiming to promote planned educational action by cities, **Educating Cities** (w10.bcn.es/APPS/eduportal/pubPortadaAc.do) brings together cities from around the world, though predominantly European cities. The association promotes city-to-city cooperation, facilitates exchanges of experiences, participates directly in educational projects, and contributes to concretizing discourse on educating cities. The association offers information on city practices, on meetings for government subsidies and prizes, on documents of interest, etc.

Contact the values education section of Educating Cities at genericvalors@mail.bcn.es for more information.



It is possible for cities to become the preferred agents for peace education and education around co-existence. Although in practice most educational policies in cities are centred on the fight against school dropout,⁸⁰ city halls can have a wider involvement both in terms of the topic for which they are intervening and the educators and students who they wish to address. **Peace education** can be defined as “a dynamic, continuous, and permanent process based on the concepts of positive peace and creative approaches to conflict. Through the application of socioaffective and problematizing focuses, it strives to build a new culture, a culture of peace, which helps individuals critically observe reality, situate themselves in it, and act as a consequence.”⁸¹ Cities can take on the goal of peace education.

However, some warn that “under the catchphrase the educating city, everything can fit; the educating city says and promises so much that very little can be done. For this reason it is important to clarify [...] the real demands an educating city can accomplish.”⁸² In accordance with the goal of making more explicit the

77 Trilla, *La ciudad educadora* (Barcelona City Hall, 1990), p.16, w10.bcn.es/APPS/edubidce/pubDocumentsAc.doc.

78 Brarda, *Argumentos y estrategias para la construcción de la ciudad educadora* (Cuadernos: Ciudades Educadoras América Latina, Rosario, 2001), p. 16 and p. 23.

79 *Charter of the Declaration of Barcelona on Educating Cities*, 1990, www.bcn.es/edcities/aice/estatiques/angles/sec_charter.html.

80 According to Bavoux in *Education dans la ville, une responsabilité partagée* (Éditions de la DIV, 1999), www.ville.gouv.fr/pdf/editions/tours.pdf, p.58.

81 Jares, *Educación para la paz* (Editorial Popular: Madrid, 1999).

82 Trilla, “Un marc teòric: la idea de la ciutat educadora,” in *Les ciutats que s'eduquen* (Educational Topic 13, Country of Barcelona: Barcelona, 1999), p 17.

precepts of a city that educates for peace, what follows are proposals for and practices of peace education as a value to convey in cities.

Learning in the City

“Learning in the city” implies a city space that counts on a variety of actors offering educational resources. Traditionally, educators have been classified according to the degree of structure in which they convey their educational activities. We can speak of three types of education: formal, informal, and non-formal.

- **Formal education:** Formal education is education that is offered by teachers of regulated education, i.e. nursery school, primary school, secondary school, and higher education.

In the European Union, as in the rest of the world, peace education is scarcely incorporated into official curriculum, neither as a specific course nor as mainstream content. Universities have the most experience with peace and conflict-resolution education. However, university contexts in which training in peace education is mandatory for future formal educators are extremely scarce, resulting in the fact that peace education is not encouraged either in primary or secondary school. Although it is true that school curricula allow for the introduction of peace education in civics classes, in tutorials, etc., peace education is still very much uncommon. There is a strong reluctance to overload curricula, which is difficult already for teachers to complete, let alone with additional courses and content.



Public Hearing in Donosti-San Sebastian

Aim: To educate to deal with conflict in the classroom and city in a positive manner, and to promote reflection on the conflict in the Basque region of Spain.

Context: The Public Hearing is a youth project in which interested secondary schools participate. In the 2003-04 school year, the project looked at the topic of peaceful co-existence in the city of Donosti-San Sebastian.

Description: Schools received project material on which to reflect during tutorial hours. Activities must have resulted in proposals on changed to the city. Each class met every three months to reach a consensus on proposals, until a final document was drawn up and participating students were given an opportunity to present their ideas at a Public Hearing held at city hall.

Results: The experience allowed high schools to talk about a topic that under normal circumstances would not be discussed openly, as well as to teach the basic principles of educating for conflict resolution. The final document revealed a great deal maturity among youth aged 12-13 years old in reflecting on the Basque conflict, understanding everyone’s responsibility in the conflict, including the responsibility of politicians, who “need to learn to listen to each other.” A total of 350 youths in eight high schools and five youth associations participated in the experience. It was left unclear, however, city hall’s commitment to applying the youths’ proposals. This could result in a lack of motivation among future youth in a repeat of the participatory experience.

For more **information**, contact Eva Salaberria at eva_salaberria@donostia.org.

- **Non-formal education:** Non-formal education is defined in relation to explicit educational objectives, but is imparted by those who are not teachers in the formal education system. The educational activities of recreational organizations, adult schools, museums, workshops in civic centres, and courses in municipal sports facilities are all examples of non-formal education.

Non-formal educators have a longer tradition of working for peace education than formal educators, whether this is due to a greater commitment to the topic or a use of methods based on participation, personal experiences, or feelings, whose methodologies are closer to that of peace education. Recreational organizations (groups and community centres) are the best example of this.

International Network of Museums for Peace

Often located in places that have suffered from extreme events of war, such as Hiroshima and Nagasaki, Berlin, Caen (Normandy), or Guernica (Spain), the museums that are part of the International Network of Museums for Peace (www.museumsforpeace.org) aim to be places for peace awareness. Using historic artefacts, objects of art, and personal testimonies from war survivors, the museums recall the horrors of war and remember its victims as a way to educate for disarmament, peace, and reconciliation. The network works to promote the exchange of reflections, materials, and exhibits, as well as host joint exhibits. For information, **contact** the International Network of Museums for Peace at info@museumsforpeace.org.



Other relevant museum pages interested in peace are the Guernica Peace Museum Foundation (www.museodelapaz.org), the Anti-War Museum of Berlin (www.antikriegsmuseum.de/index.html), the Caen Memorial (www.memorial-caen.fr/fr/index.php), and the Nobel Peace Center (www.nobelpeacecenter.org).

- **Informal education:** Informal education is education without any explicit educational goals, which is transmitted through contact with other individuals. Informal education places in which city halls can get involved include neighbourhood assemblies promoted by city halls, public libraries, streets, public squares, and parks.

Learning from the City

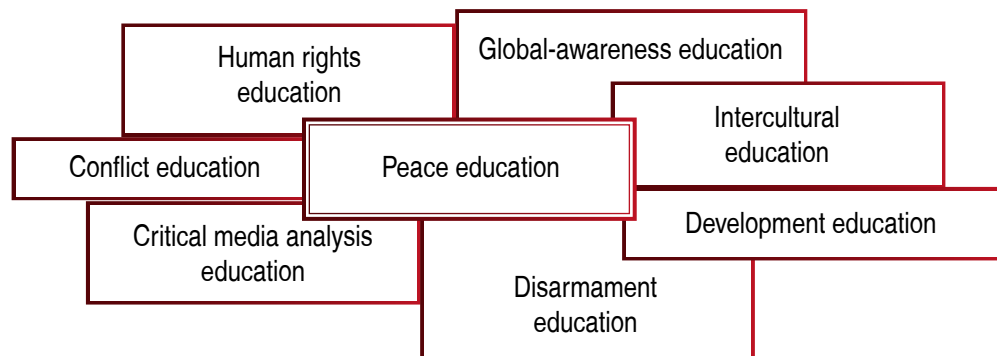
The city also educates because everything that occurs there transmits values and patterns of behaviour. The forms by which relations are structured between individuals, by which the diversity of individuals is managed, and by which people's needs are met constitute the most informal element of education in cities, which is education nevertheless.

In this context, local government has specific responsibility: "the mayor, and in general the political and technical managing bodies of municipalities, whether they know it or not, whether they assume the responsibility or not, act as educators. And they act as educators not through the talk or personal relations they have occasionally with citizens, but through the decisions they take, the municipal policies they apply with their jurisdictions, and in one way or other, for better or worse, structure cities as educational mediums."⁸³

If we accept this as true, what values and attitudes can we say educate for or against the values of peace education?

The content that municipalities can contribute with an educational and/or awareness-raising peace goal in mind is broad, given that peace education draws content from many kinds of thematic approaches to education, including:

⁸³ *ibid.*, p 23.



Source: Escola de Cultura de Pau

These broad areas are present in cities and thus educate citizens for either peace or for violence:

- **Peace education:** The types of direct, structural, and cultural violence found in cities. Whether the police utilize direct violence in cities. Whether certain groups make use of discourse that transmits messages of hate regarding other groups. Whether citizens have tools and meeting places to transform situations, structures, and violent values.
- **Conflict education:** How conflicts are resolved in cities. Whether citizens have the resources to resolve conflicts in an independent manner. Whether services exist to prevent conflict. Whether there are mediation services or not. Whether steps are available as alternatives to criminal prosecution. If citizens can be involved or not in transforming their environments. The degree of dissension that can be tolerated in participatory venues. The degree to which city halls should concede their aims to respond to the needs and interests of citizens. The way public administration manages relations with citizens.
- **Intercultural education:** What the different relations are between cultures in cities. Whether city halls respond to the different needs of groups with distinct cultures. The degree of political participation of minorities in cities. How cultural diversity is reflected in different city policies.
- **Human rights education:** Whether the basic human rights of individuals are respected. Whether social policies act as a guarantee for the rights of citizens. Whether citizens understand their rights and demand them or not. Whether individuals are subject physical attack. Whether groups exist that are particularly criminalized.
- **Development education:** Whether cities halls make responsible purchases for the public. Whether they assist small businesses in dealing with shopping malls and large businesses. Whether it is easy or not to buy fair-trade or locally produced products in the city. Whether city halls provide incentives for co-development.
- **Disarmament education:** Whether there are weapons producers in the city. Whether weapons fairs are held in the city. Whether there is army recruitment advertisement in the city. Whether there is research for military purposes done in the city. Whether the city hosts events that involve displays of military planes, tanks, etc.
- **Critical media studies education:** Whether local media transmits information that focuses on peace. Whether it shows contrasting opinions and promotes a critical spirit.

- **Global-awareness education:** Whether citizens and city halls oppose armed conflicts in other countries. Whether refugees are welcome. Whether cities participate in international organizations and have citizens participate in them too. Whether cities and citizens participate in international events.

United Nations People's Assembly

Aim: To make visible the actions that people and civil society organizations take to promote fulfilment of United Nations goals.

Context: "We the peoples," the first words of the UN Charter, remind us that the primary objective of the United Nations is to defend the well-being and peace of individuals over that of states. The UN People's Assembly recalls the essential role of civil society.

Description: The National Coordination of Local Authorities for Peace and Human Rights in Italy has organized, every two years since 1995, a meeting of the UN People's Assembly. Around 200 representatives of international civil society are invited each year to different locations in Italy. Each participant hosts an awareness-raising event in a town, city, or region organized by each of the international participants, which later attend the assembly. Each year's meeting focuses on a different specific theme for which alternative initiatives are presented and discussed. The assembly concludes with a march between the cities of Perugia and Assisi. This march brings together nearly 300,000 persons.

Results: The assembly provides an opportunity to understand and coordinate initiatives of peacebuilding and human rights protection and to establish a political agenda that accords with the issues that have been raised. The assembly and march also have a strong awareness-raising function that goes well beyond the direct participation of the large group of participants; more than once, events have been broadcast on television.

For more information, **contact** info@entilocalipace.it.



Learning the City

Learning the city means to know one's city in and of itself, that is, to know its streets and neighbourhoods, public transportation, facilities, the available leisurely, etc. Learning the city also is to know the history of a city's evolution, to know the transformations it has undergone, and to be able to critically understand its strong and weak points.

The strategic placement of a city, the remnants of its old protective walls, and its historic military fortresses; the traces of war still found there in shelter remnants, monuments, statues, commemorative places, and victory arcs; the city's forms of social control and urbanism, as well as its technological equipment, such as camera installations, and its prisons—these are parts of the city that must be understood in order to comprehend peace education in the city.⁸⁴

Articulating Peace Learning in the City

Clearly, cities in their great diversity can transmit contradictory messages. Local government is responsible for not permitting an uncontrolled transmission of any kind of value, but for defining the "desirable hidden curriculum,"⁸⁵ and for planning the way in which to make this a reality. How do we articulate learning

⁸⁴ This topic is developed further in Section 5, Consistency.

⁸⁵ This expression is used by Trilla in *Les ciutats que s'eduquen*. It makes reference to the values that are transmitted informally in cities.

the city, learning in the city, and learning from the city in formal, non-formal, and informal environments, using the related themes of peace education? How do we transform more informal educational environments into environments of peace education?

In a coordinated fashion between the different actors of a city, we can plan the way to achieve the “desirable hidden curriculum.” This is the goal of **city educational projects**; in a participatory way, the different players of cities define the values in which they wish to educate in subsequent years.

Criteria necessary for conveying peace education include



Prioritizing educational processes over other isolated activities. Peace education aims to transform attitudes, the ways individuals relate to others, the manners by which individuals face conflict, their stance in facing a culture of violence, etc. This transformation requires a sustained process in time.

Education of this kind can be created by reviewing the isolated activities that city halls organize; by ensuring that awareness-raising activities, such as solidarity weeks and free-trade fairs continue to be stepping stones for sustained educational processes; by accompanying isolated activities with educational proposals for schools; and by encouraging non-formal municipal players, such as art schools, recreational groups, sports groups, neighbour associations, and immigrant associations to incorporate relevant topics in their work.



Highlighting every individual's responsibility: The questions on which peace education focuses (see the diagram) are interdependent and in a feedback relationship. Moreover, they can be found at different levels, from the level of relations between individuals (micro-social level) to the global level (macro-social level). This spread or reach makes it easier to identify how, from everyday behaviours, we have an impact—for better or worse—on more structural questions.

We can highlight each person's responsibility by incorporating among the goals of educational action, self-criticism, and an action-oriented approach, and by recognizing the responsibility of city halls in dealing with important themes and acting as examples for them.



Offering alternatives: Critical understanding of the questions that make peacebuilding difficult must identify proposals for putting a stop to this undesirable situation. Peace education must permit, “on the one hand, research into the obstacles and causes that impede attainment of a context of ‘high justice and reduced violence,’ and on the other hand, development of knowledge, values, and the ability to tackle and strengthen that process which brings us closer to a clearer realization of peace.”⁸⁷ Peace education is, therefore, education that is not limited to a conveyance of content alone but that which invites us to participate in social transformation, that is, to be involved in the world in which we live.

⁸⁷ Lederach, *El abécé de la paz y los conflictos* (Catarata: Madrid, 2000), p. 52

Peace education must be education that is oriented towards action.

A proactive role for peace education can be achieved through a use of practices that have worked, through use of testimonials from individuals who are involved in societal transformation. It can be achieved through a making visible of resources that can be found in municipalities, such as peace groups, ethically minded banks, stores for responsible consumerism, resource centres, and information websites, in order to positively influence questions related to peace education.

Global Campaign for Peace Education (www.haguepeace.org): Begun in 1999, the aims of the Global Campaign for Peace Education are to raise awareness of peace education in all educational contexts, whether formal, non-formal, or informal, and to train teachers in peace education. The campaign's website offers educational resources for individuals interested in peace education activities.

Consistency

The common Latin adage, “si vis pacem, para bellum” (if you want peace, prepare for war), shows the kind of contradiction that is all too often espoused in the name of peace. Unfortunately, the imposition of peace through violence is still a reality in many places today.

One truly positive option for peace is to respect consistency between the ends and the means. As Gandhi said, “if the right means are used, the ends will take care of themselves. Non-violence is the means.”⁸⁸ Aware of itself as a showcase of values and an educating force or teacher,⁸⁹ the city must be consistent in what it says and does.

If we agree to these precepts of non-violence, a local government that wishes peace must be prepared to act in a non-violent way and in a way that refuses to cooperate with those who practice violence or simply are violent, and at the same time promote activities for peace. The symbolic space of a city, like its public administration and city hall, need to exercise practices that are consistent with peace.

Non-cooperation with a Culture of Violence

A **culture of violence** refers to “those aspects of the cultural environment (religion, language, art, science...) which can be used to justify or legitimize direct or structural violence,”⁹⁰ that is, arguments that make us perceive as “normal” situations of violence. To not collaborate in a culture of violence means to not reinforce institutions, businesses, and other actors that legitimize violence.

At the municipal level, a culture of violence and militarism are not found so much in budgetary spending—the main security-related spending at the municipal level is on local police—but in the approval of private weapons producers or approval to install military bases on municipal territory. Cities can also be staging grounds for transmission of a culture of violence through, for example, military parades or recruitment drives for the armed forces.

Unfortunately, this is the case in all of Europe; of the 100 largest private arms producers in the world, 36 are located in Europe.⁹¹ Counting just small private weapons producers,⁹² we find 77 of them located in 68 cities of 22 different European countries.⁹³ Many European cities also host fairs to inform on and facilitate the selling of weapons. These include IDET (Brno, Czech Republic), ILA (Berlin), MSPO (Kielce, Poland), the Paris Air Show, Milipol Paris, Euronaval and Eurosatory (Paris), Defendory (Athens), DSEI (London), Farnborough (Farnborough, Great Britain), and others.⁹⁴

⁸⁸ Gandhi, *Harjan* (1939). Cited in a Galtung, *The Way is the Goal: Gandhi Today* (Gujarat Vidyapith Peace Research Centre: Ahmedabad, 1992), p. 187. The concept of non-violence is translated from Gandhi's word *ahimsa*, which combines the ideas of pacifism and action. A non-violent attitude looks to avoid the practice of violence in all realms and has an active approach to changing the violent attitudes and structures of society.

⁸⁹ See Section 4 on Awareness-raising and Peace Education.

⁹⁰ Galtung, *Paz por medios pacíficos: Paz y conflicto, desarrollo y civilización* (Bakeaz/Gemika Gogoratz: Bilbao, 2003). For some cases, Galtung sees as equivalent the concepts of a culture of violence and cultural violence.

⁹¹ Stockholm International Peace Research Institute, *SIPRI Yearbook 2006: Armaments, Disarmament and International Security* (Oxford University Press: New York, 2006), p. 410.

⁹² On small arms and their impacts, see Section 6, Stopping Direct Violence.

⁹³ Mampaey, *Une vision européenne pour l'industrie des armes légères militaires* (GRIP, 2003), www.grip.org/bdg/pdf/g1518.pdf, pp. 9-10.

⁹⁴ See nodo50.org/puzlea/armas.htm and www.seguridadydefensa.com/eventos.asp.

In order to make polices that do not promote a culture of violence, cities should

- Commit to **disarming and demilitarizing municipalities**: This involves rejecting the instalment of military equipment and weapons factories, prohibiting parades with military content and arms fairs, preventing recruitment drives for the armed forces, and encouraging a disarmed model for local policing.

Closure of Military Bases

Aim: To convert the Military Community of Fulda, Germany into a civilian facility.

Context: Since the end of the Second World War, the city of Fulda has been occupied by the United States. In the 1990s, the Military Community of Fulda had 5,000 active US military personnel.

Description: After Fulda city hall and the US military negotiated the cost of returning the base, after having assessed the value of new constructions or renovations by the United States, as well as the value of destroyed facilities and the ecological damage that had occurred, city hall made available the property and infrastructure to private investment, keeping the right to decide how the land would be used, such as transforming part of the base into 290 homes, or turning some buildings into student residences.

Results: It is estimated that new businesses that will be set up in the old military zone will help to create 250-300 new workplaces. Approximately half of the Germans who lost work when the base was closed, regained employment in the new facility.

Source: Cunningham, K., Klemmer, A., *Restructuring the US Military Bases in Germany: Scope, Impacts and Opportunities*, Report 4, BICC, June 1995, www.bicc.de/publications/reports/report04/report4.pdf.



Other ways to commit to disarming and demilitarizing municipalities is for municipalities to refuse to participate in the military and to declare themselves opposed to their countries' military interventions; to seek peaceful means to conflict resolution; and to actively support deserters, conscientious objectors, and tax objectors who live in the municipality, and to give them publicity and legal and economic support.

22 Proposals for City Halls for Peace

Aim: To encourage city halls of Catalonia, Spain to commit to peace on their streets and in their facilities.

Context: After participating in the Hague Appeal for Peace world conference in 1999, the Fundació per la Pau launches a campaign to disseminate the contents of the Hague Agenda for peace aimed at a maximum number of possible actors, among them municipalities.

Description: The NGO's City Halls for Peace campaign (www.fundacioperlapau.org/campanyes) proposes the creation of a common institutional declaration, approved by a maximum number of municipal political parties, to have municipalities commit to the adherence of a project for and the taking of small steps towards a culture of peace. This commitment takes the form of 22 proposals that promote a culture of peace, the peaceful resolution of conflicts in municipalities, disarmament, demilitarization, and global peace.

Results: The document of the 22 proposals was circulated prior to municipal elections held in 2003. Thirty four candidates in 16 different cities committed to at least 11 of the 22 proposals, though there has not been a systematic monitoring of the fulfilment of these commitments. Some international civil society organizations have shown interest in the campaign and are studying possibilities for introducing it in other places.

Contact the Fundació per la Pau for more information at info@fundacioperlapau.org.



- **Refusal to collaborate with actors that perpetuate a culture of violence:** Revising public spending can go a long way in preventing armed conflict. Businesses, including civilian private security firms, communications enterprises, reconstruction businesses, or petroleum extractors benefit from armed conflict.

Municipalities can refuse to reinforce a culture of violence by guaranteeing that public spending does not benefit businesses that participate in wars or other types of violence; by taking steps to prevent drug trafficking, among other measures; by rejecting military discourses that legitimize violence; and by limiting the broadcasting of violent programmes on municipal television channels.



The bi-monthly publication *War Profiteers' News* (www.wri-irg.org/pubs/warprofiteers.htm) offers information on businesses that profit from armed conflict. The aim of the publication is to promote a more ethical kind of consumption and public contracting. Each issue includes news, announcements of actions by civil society to denounce war-profiteering businesses, and notices of the "War Profiteer of the Month" and the "Campaign of the Month."

Acting for a Culture of Peace

A **culture of peace** can be defined as "a set of values, attitudes, and behaviours based on respect for life and the human being and his or her dignity, which fully respects all human rights, rejects all forms of violence, and adheres to principles of liberty, justice, solidarity, and tolerance, as well as understanding between peoples, groups, and individuals."⁹⁵

Streets, buildings, and monuments are "one of the best indicators of predominant urban **values** [...], Why are the most popular avenues crowned or baptized with names that glorify scarcely popular military deeds?"⁹⁶

- **Placing the values of a culture of peace in public spaces:** The symbolic importance of public space is noticeable when, due to a change in government, the names of streets and public squares are changed, or statues of historic figures are destroyed. Statues, monuments, and celebrations can transmit the values of a culture of peace. Eliminating military symbols in cities and naming streets and constructing monuments in honour of values, persons, and builders of co-existence and peace can promote a culture of peace.

In a participatory activity for youth on co-existence and peace in the city of Barcelona, Spain,⁹⁷ youth were asked if they believed military symbols or symbols connected to a culture of violence in the city should be removed from public space. The youth said that historic monuments should be respected, but that plaques should accompany them to recognize the victims of the related historic events. The statue of Columbus in Barcelona, for example, should remind us of the indigenous victims of Spanish colonization in Latin America.

⁹⁵ Fundación Cultura de Paz, fund-culturadepaz.org/eng/english.htm.

⁹⁶ Borja *et al.*, *L'espai públic: Ciutat i ciutadania* (Electa, Barcelona, 2003), p. 69.

⁹⁷ Ninth Public Hearing of Boys and Girls in the City, "How do they Relate in the City? Proposals for Peaceful Coexistence," www.escolapau.org/img/programas/educacion/publicacion003c.pdf.

What do we do with Flags?

Aim: To reduce conflict due to the placement of certain symbols in public buildings.

Context: In 1998, the Good Friday Agreement was signed, putting an end to armed conflict in Northern Ireland. Throughout the conflict, symbols, such as murals and flags, became sources for confrontations, until in 2000 a law was passed making it legal to fly the British flag only on regulated days. This law, however, has been challenged and is subject to interpretation.

Description: Various city halls decided to stipulate days for which flags could be flown, “on behalf of all the people in the diversity of their identities and traditions,” as stated in the agreement. City halls and municipal districts including Cookstown, Derry, Fermanagh, Limavady Borough, Magherafelt, Moyle, and Newry and Mourne, chose not to fly any flag, neither the Union Jack nor the flag of Northern Ireland; Carrickfergus Borough decided to fly both.

Results: Given that 20-25 percent of the population feels intimidated by the flags and murals of the opposite side, the measure served to reduce tension.

Source: Bryan, D., *Flagging Peace: Symbolic Space in a New Northern Ireland*. Unpublished article.



- **Transmitting messages of a culture of peace:** This involves disseminating messages and experiences of co-existence in cities and other zones of the world and raising awareness of campaigns and initiatives that strive to make the world a more peaceful place. Messages of a culture of peace can be transmitted by local media through stories of existing peace initiatives in municipalities, countries, and the world.

Select news agencies and publications are specialized in **positive news** or news related to peace initiatives. Such media outlets include Positive News (www.positivenews.org.uk), Peace News (www.peacenews.info), and the Culture of Peace News Network (cpnn-world.org/).



In terms of **attitudes** and **behaviour**, there are numerous activities to be found in municipalities; this document in its entirety is a demonstration of this. For fear of being repetitive, the following is a description of just a few attitudes and behaviours worth adopting:

- Positively **adopting peacebuilding tasks** as the proper responsibilities of municipalities, incorporating these tasks into the statutes of city halls, and developing guiding plans that concretize activities that promote peace.

Committed Statutes

Aim: To reaffirm the commitments of local governments to promote peace and human rights.

Context: Shortly after creation of the National Coordination of Local Organizations for Peace, Italy approved statutory autonomy Law 142, which permits local organizations to define their own statement of principles.

Description: Under this law, the National Coordination of Local Organizations for Peace encourages local governments and provinces to modify their statutes so they make reference of a promotion of peace and human rights.

Results: The campaign has been an overwhelming success; nearly 100 cities have modified their statutes.

For more information, **contact** info@entilocalipace.it





Often in Italy, the modification of statutes is not limited to a declaration of values but is also connected to articles of the Italian constitution and international regulations, for which these modifications acquire the status of rights that must be guaranteed. Modifications also become not only a power but an obligation of local governments.

- **Participating in peacebuilding campaigns:** Dedicating a specific budget to the promotion of a culture of peace; committing to the Eight Domains of Action of UNESCO's International Decade for a Culture of Peace (2001-2010); participating in the 0.3 Percent Campaign for a Culture of Peace; supporting different campaigns and citizen activities that promote peace and demilitarization; and undertaking cooperative actions for peace.⁹⁸



Evaluation indicators: One initiative of the Global Movement for a Culture of Peace is to select indicators for measuring advances and regressions in the development of a culture of peace at the local level, in accord with the eight action domains of the International Decade for a Culture of Peace (2001-2010) run by UNESCO. The project proposes to have individuals of civil society and local public administrations define and monitor jointly those indicators. This initiative is being run simultaneously in different cities of the world.

Contact David Adams at mail@decade-culture-of-peace.org for more information.

⁹⁸ On this point, see Section B, Building Peace in the World - City-to-City Cooperation.



Building Peace in the World

City-to-City Cooperation for Peace

The need to theorize cooperation for peace arises out of a double observation: on the one hand, the rise of **interest by city halls to commit themselves to development** (local governments are the public administrations that are most committed to dedicating a minimum of 0.7 percent of their budgets to international development), and on the other hand, a lack of training around peacebuilding. Although city halls have a lot of experience in cooperating for development, the case is different when it comes to cooperating for peace. City halls have encouraged very **few initiatives of cooperation for peace** in the strict sense of the term.⁹⁹

This section describes the broad range of initiatives that city halls can use to promote peacebuilding in the realm of city-to-city cooperation. Although decentralized cooperative experiences for peace have existed for decades, the approach remains largely unknown. In the introduction to this topic, the various areas of peacebuilding and the different forms of city-to-city cooperation will be explained, in order to interweave these topics and describe the forms of city-to-city cooperation for peace in subsequent material.

Peacebuilding

From the beginning of the 1990s until today, the concept of peacebuilding has evolved in parallel to its application in practice. Forerunners to the term arose in 1992 in a United Nations document titled an *Agenda for Peace*,¹⁰⁰ which brought together the following concepts:

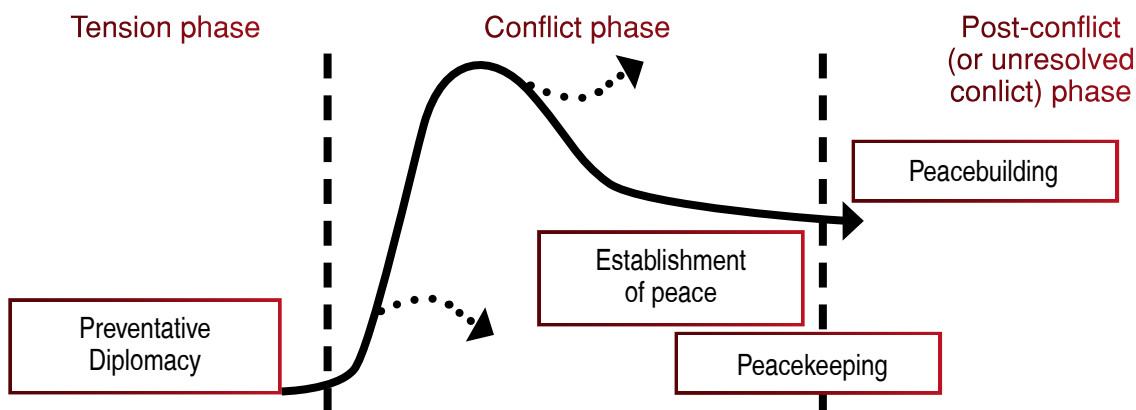
- Preventative diplomacy: Steps to prevent disputes from arising between two or more parties, to prevent existing disputes from escalating into armed conflicts, and to limit the spread of the latter when they cannot be avoided.
- Peacemaking: Steps to bring hostile parties to agreement, essentially through peaceful means.
- Peacekeeping: The deployment of a United Nations presence in the field,¹⁰¹ with the consent of all the parties concerned. Force may be applied in certain circumstances.
- Peacebuilding: A mechanism for identifying and strengthening structures that tend to reinforce and consolidate peace in order to avoid a renewal of the conflict.

⁹⁹ In order to compensate for the still incipient nature of municipal initiatives of peace cooperation, campaigns promoted by other civil society actors that have welcomed municipalities to join in their efforts have been added to this second part of the document.

¹⁰⁰ Secretary-General of the United Nations, *An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping* (A/47/277), June 17, 1992, www.un.org/Docs/SG/agpeace.html.

¹⁰¹ With practice, the content of the term peacekeeping has been extended to include different sorts of agents, such as security bodies and unarmed intergovernmental organizations. Among these organizations are OSCE, NATO, OAU, and others.

Phases of the Agenda for Peace (According to Boutros Boutros Ghali)



Source: Boutros Boutros Ghali, *An Agenda for Peace, Preventive Diplomacy, Peacemaking and Peacekeeping*.

Through application, we know that these actions cannot be conducted in isolated phases; that is, preventative diplomacy practiced in the tension phase, peacemaking practiced in the conflict phase, and peacekeeping and peacebuilding practiced in the post-conflict phase are not good enough. To the contrary, implementing these actions simultaneously in their different phases has proven to be a more effective approach.¹⁰² As such, the concept of peacebuilding has been modified over time and with application, having taken on the following meaning:

Peacebuilding can be defined as “the set of necessary steps, approaches, and stages to transform violent conflict into more peaceful and sustainable relations”.¹⁰³ Others consider that peacebuilding “should not be regarded as a specific *activity*, but as an *impact*”.¹⁰⁴

Therefore, peacebuilding is the set of actions required or the impacts for an enduring peace, independent of the moment in which it is applied, whether before, during, or after an armed conflict.

Peacebuilding actions can be divided into three broad areas:¹⁰⁵

- **Ending Direct Violence and Promoting Personal Security:** an armed conflict or a situation of tension has terrible consequences, ranging from immediate impacts, such as those suffered by victims of direct violence, to more long-term impacts, such as the growth of hatred and psychological damage, among others. Many actions can be undertaken in this area to prevent violence in the short- and middle-term.
- **Acting on the structural causes of conflict:** This involves identifying the

¹⁰² For this reason, this publication will not specify which proposed actions are for contexts involving tension, armed conflict, or the post-conflict phase, because this classification is artificial and does not correspond to practice.

¹⁰³ Lederach, *Construyendo la paz: Reconciliación sostenible en sociedades divididas* (Bakeaz: Bilbao, 1998), pp. 47-48.

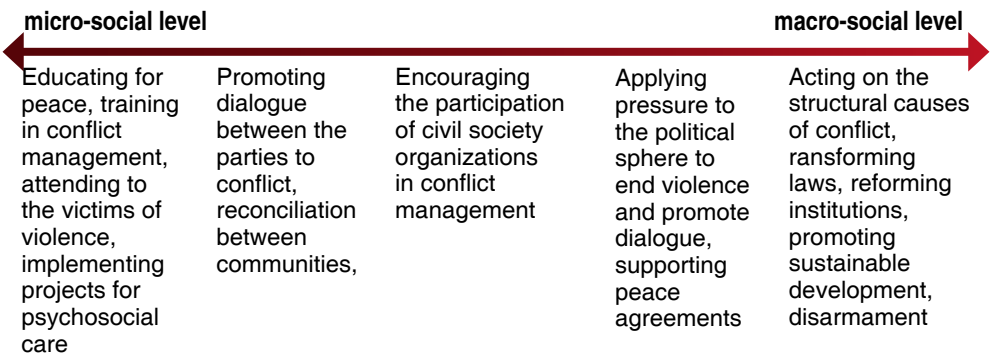
¹⁰⁴ Bush, *A Measure of Peace: Peace and Conflict Impact Assessment (PCIA) of Development Projects in Conflict Zones* (Working Paper No. 1, March 1998, Peacebuilding and Reconstruction Program Initiative and the Evaluation Unit).

¹⁰⁵ These three strategic areas were originally proposed by the Swedish International Development Cooperation Agency, SIDA, in *Promoting Peace and Security through Development Cooperation*, p.3; and by the strategic peacebuilding framework of the Norwegian Ministry of Foreign Affairs, in *Peacebuilding - A Development Perspective*, p. 15.

root causes of violence and intervening in them, which is the best way to ensure that violence does not re-emerge. Actions must be planned with a more long-term focus in mind.¹⁰⁶

Creating the means to encourage the transformation of conflict: in order to end violence, it is important to assist the parties to conflict reach a common agreement. Simultaneously, individuals in opposition to armed conflict can be empowered, as can people on the margins of conflict, due to their rejection of violence and actions favouring peace.

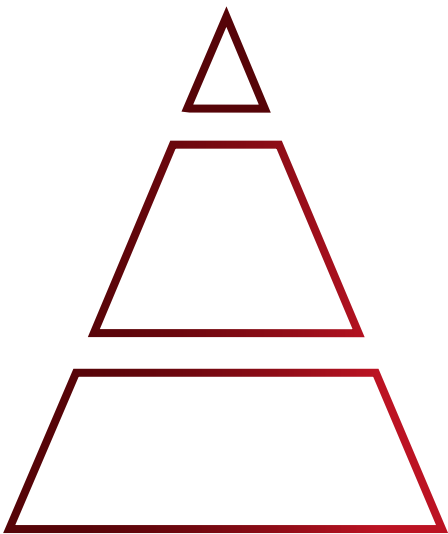
Peacebuilding consists of work at the micro-social and macro-social levels: Peacebuilding ranges from personal behaviours and personal relations with others (the micro-social level) to the comportment of states and certain global dynamics (the macro-social level)



Source: Escola de Cultura de Pau

We can promote peacebuilding in all actors, from the most institutional to the most informal: City halls can support more traditional diplomacy by cooperating with government agencies or international institutions, or they can participate in initiatives developed by civil society.

Peacebuling Actors and Focusses



Actors: highly visible political leaders, military personnel, and religious leaders
Actions: support high-level negotiations

Actors: mid-level leaders, respected individuals from different sectors of society, ethnic leaders, religious persons, intellectuals, mayors and municipal public servants
Actions: Workshops on conflict transformation, support for peace commissions

Actors: Grassroots leaders: local peace commissions, leaders of native NGOs, community promoters, etc.
Actions: support for local peace commissions, grassroots training, reduction of prejudice, psychosocial work to attend to the trauma of war

Source: Lederach, J.P., Op.cit..

¹⁰⁶ We should understand that the root causes of conflict are varied and numerous, and that many are dealt with as well in other areas, such as in development cooperation. This document does not deal extensively with this area of peacebuilding.

City-to-City Cooperation

City-to-city cooperation is defined as “all the possible forms of relations between local authorities from two or more countries cooperating together in affairs of mutual interest.”¹⁰⁷

This document uses the term city-to-city cooperation with the qualification that cooperation by local authorities need not limit itself to work with other local authorities alone, but may also include other non-governmental actors, such as civil society organizations or university groups that have a local impact.¹⁰⁸

One kind of city-to-city cooperation involves municipalities being directly involved in cooperation (**direct cooperation**). The aims and degrees of commitment to direct cooperation differ, as those various forms of city-to-city cooperation that have already occurred attest.

At the end of the Second World War, **twin cities** were arranged as vehicles for cultural understanding among peoples who had been in conflict. These bonds were formalized essentially between European cities.

Pforzheim-Guernica Twin Cities

Aim: To overcome the traumatic experiences of war via reconciliatory twin city arrangements.

Context: Both Pforzheim, Germany and Guernica, Spain suffered terrible aerial bombings during the Second World War: Guernica on April 26, 1937 and Pforzheim on February 23, 1945.

Description: A fraternal arrangement was formalized between the two cities in 1988. It has resulted in trips and cultural and sports exchanges. Since 1989, the Goethe Institute has offered German classes in Guernica at a cheaper rate. Later, to celebrate the 70th anniversary of the bombing of Guernica, a 2000 km walk between the cities, through France and the Way of St. James in the Pyrenees Mountains, was organized.

Results: In the 20 years of existence of the twin cities, the two cities have been very active in organizing joint activities.

For more information, **contact** the city of Pforzheim (www.stadt-pforzheim.de) or the city of Guernica (www.gernika-lumo.net).



Twin cities promote a close city-to-city relationship that can be maintained in the medium and long term.

At the same time, twin cities face certain weaknesses, for instance, when the relationship centres on specific individuals of the public administration and/or civil society, the arrangement can lose momentum when faced with a change of priorities in local government, or when the individual volunteers tire and abandon project work. When twin city arrangements have been created between cities experiencing tension or armed conflict, the institutional fragility of local government, the restructuring of the social fabric, or pressure from armed groups can block the fraternal process.



¹⁰⁷ UN-Habitat, City-to-City Cooperation, *Habitat Debate*, vol. 8, no. 3 (September 2002).

¹⁰⁸ The European Union has defined decentralized cooperation as “another form of cooperation which looks to position actors (in all their diversity) at the centre of the development process.” This document will use the terms city-to-city cooperation and decentralized cooperation interchangeably. *Appui à la Coopération Décentralisée*, European Commission, December 23, 1999, DEV/A/4/GD/dc D (99), ec.europa.eu/development/body/theme/decentralised/orientation_fr.pdf#zoom=100.

Since the 1970s, twin cities have redefined their relationship to focus more on development, and often development cooperation. This change has involved a shift from twin-city agreements to city-to-city cooperation or **decentralized cooperation**, even though the form of the relationship—a stable bilateral arrangement—has remained essentially the same. City-to-city cooperation consists of the application of technical cooperation between two cities for whom the direct beneficiaries of the development project are the public servants of city halls and regular citizens.

Municipalities also have forged alternative forms of cooperation in which they play a more secondary role. In these alternative forms of **indirect cooperation**, municipalities contribute funds for subsidizing development projects that are managed by non-governmental organizations. Involvement from municipalities is done by setting up priorities spelled out in a plan of cooperation, and in the selection of projects or activities.

City-to-City Cooperation for Peace

City diplomacy includes three distinct functions:

- **Awareness-raising:** Raising awareness at the local level on the particular situation in a country, and other forms of giving support at the local level.
- **Political pressure:** Ensuring that specific armed conflicts are part of national and international agendas, and promoting campaigns for peace.
- **Cooperation:** Supporting cooperative projects between cities, exchanging knowledge, and attaining funds for concrete projects.

Awareness-raising and cooperation are promoted by many municipalities through talks and other public events, or by way of direct or indirect development projects. Political pressure, however, is often undervalued by municipalities even though it has a great deal of potential. At times, moreover, political pressure is indispensable in making development projects effective.¹⁰⁹



It is essential, therefore, that cities strengthen their political pressure capabilities

By intersecting the main functions of city diplomacy with the three main areas of peacebuilding, we get a common vision of the concrete actions that municipalities can take, summarized in the following chart.

¹⁰⁹ Jeff Halper, coordinator of the Israeli Committee against House Demolitions, exemplifies this view. He argues that when reconstruction projects in Palestine are unaccompanied by political pressure put on Israel to stop demolitions, the bombing of infrastructure and the construction of new settlements only serves to expand the agony of Palestinians. A minimum of international political pressure, on the other hand, can considerably halt the demolition of new homes and infrastructure. Public talk on “Segregating Urbicide or Integrating Urbanism? Designing Coexistence” held in Barcelona on June 7, 2007.

Functions and activities of Municipalities			
Fields of Peacebuilding			
	Awareness-raising and Support	Political Pressure	Direct Cooperation
	<ul style="list-style-type: none"> - Denouncing the impacts of violence, proliferation of weapons, human rights violations, etc. in local media outlets - Welcoming refugees and children from violent situations for a set period of time - Supporting international accompaniment initiatives for individuals under threat - Hosting symbolic events in memory of victims 	<ul style="list-style-type: none"> - Approving motions to denounce attacks and military occupations, to demand ceasefires, etc. - Supporting observatory commissions on human rights - Supporting disarmament campaigns and campaigns to prevent the recruitment of child soldiers - Organizing a mission of city hall politicians and public servants to a conflict zone in order to show the impacts of violence and human rights violations 	<ul style="list-style-type: none"> - Cooperating in policies to prevent violence - Participating in projects to care for victims - Cooperating in actions to reduce the proliferation of small arms, to promote micro-disarmament, etc. - Assisting with disarmament, demobilization, and reintegration (DDR) programmes for ex-combatants, offering work alternatives for armed combatants, etc. - Participating in reconstruction projects
	<ul style="list-style-type: none"> - Organizing awareness-raising actions to understand the roots of armed conflict - Purchasing and selling products that do not worsen armed conflict 	<ul style="list-style-type: none"> - Hosting donor meetings - Supporting development and governability campaigns 	<ul style="list-style-type: none"> - Cooperating in projects of administrative reform, participation, and governability - Organizing electoral observation missions - Cooperating in environmental policies, water management, etc. - Supporting co-development projects
	<ul style="list-style-type: none"> - Making visible and collaborating in peace initiatives, peace organizations and networks, etc. - Disseminating news of peace events - Hosting meetings of the parties to a conflict 	<ul style="list-style-type: none"> - Organizing a mission of city hall politicians and public servants to a conflict zone in order to show the impacts of peace initiatives - Pressuring to include a conflict in the agendas of municipal actors and their networks - Verifying that the parties to a conflict fulfil established commitments 	<ul style="list-style-type: none"> - Offering municipal infrastructure for hosting meetings of mayors, negotiators, and peace initiatives in territory considered neutral by the parties to a conflict - Exploring ways to resolve the causes of a conflict

Connecting development actors: The form in which city-to-city cooperation for peace is structured depends on the role granted to civil society participation. The following are three models:

- **Institutional model:** A city-to-city relationship of equality.
- **Mixed model:** City hall creates a new institutional structure that manages projects, and decides which civil society projects to fund.



District 11 - Sarajevo

Aim: To formalize a relationship of cooperation between the cities of Sarajevo, Bosnia-Herzegovina and Barcelona, Spain.

Context: The most difficult moments of the siege of Sarajevo during the war between the Republic of Serbia and Bosnia-Herzegovina occurred during the Olympic Games in Barcelona. A call by the mayor of Sarajevo, Muhamed Kre evljakovi , inspired in Barcelona, in the spirit of the Olympics, the establishment of city-to-city cooperation for peace.

Description: After years of managing informal development projects, Barcelona created an office with its own staff and budget to manage development projects with Sarajevo, which continue to be promoted by the city and civil society associations. This office took the name District 11, making Sarajevo a symbolic eleventh district of Barcelona.

Results: Cooperation through the District 11 initiative has resulted in a wide variety of projects, including humanitarian assistance convoys, the reconstruction of neighbourhoods and health centres, the creation of protection centres for women in situations of gender violence, and meetings between Serb and Bosnian mayors. With the regularization of the situation in Sarajevo, District 11 has become Barcelona Solidària, an international development office that intervenes in other contexts, while the counterpart agency in Sarajevo has become the Foundation for Local Democracy.

For more information, **contact** Barcelona Solidària at cooperaciointernacional@bcn.cat or the Foundation for Local Democracy at adl@bih.net.

Sustained city-to-city cooperation has encouraged the creation of stable institutions in Bosnia-Herzegovina, such as the Foundation for Local Democracy and the Safe Network, in which, in this latter, 32 Bosnian organizations participate in fighting gender violence .



- **Social model:** A third model involves creating a structure in which municipal civil society organizations, organized into a platform, manage part of cooperation for peace.



Offices for Peace

Aim: To assist in the management of city-to-city projects for a culture of peace, human rights, solidarity, and international development via an office co-managed by civil society.

Context: The goal behind the National Coordinating Committee of Local Entities for Peace and Human Rights has encouraged many Italian municipalities to create an office for peace in their local public administrations. Today, other actors, such as the Ce.Co.Pax (Centro di Cooperazione per la Pace) in Rome, have helped boost the initiative's original impulse.

Description: Offices for Peace promote objectives that are usually defined by municipal bodies and are made the responsibility of a coordinator, who is chosen by members of the platform but contracted by city hall. Offices for Peace are responsible for the training of municipal schoolteachers in peace education, for organizing events on themes related to peace, for human rights and solidarity, for promoting international networks with organizations that work for peace, and for promoting twin city arrangements. In some cases, such as in the province of Rome, Offices for Peace collaborate with peace studies centres.

Results: Currently there are 12 Offices for Peace in the province of Rome. A count does not exist for all of Italy.

For more information, **contact** details for the Cities for Peace project, which promotes the establishment of Offices for Peace in the province of Rome and is led by Ce.Co.Pax, can be found at www.cecopax.it/mid.htm.

The **resources** that municipalities can contribute to development work are numerous and varied (they include projects of development, diplomatic relations, actions of political support, among others), and do not depend only on a municipality's economic ability. The following chart, broken down into specific areas, shows resources city halls may wish to contribute:

Useful Municipal Resources Broken Down by Area or Function:

Awareness-raising and Support	Political Pressure	Direct Cooperation
<ul style="list-style-type: none"> - Organization of events, talks, videos, solidarity weeks, etc. - Symbolic spaces: public venues, street names, statues, etc. - Municipal media: magazines, posters, banners, local television, websites, etc. 	<ul style="list-style-type: none"> - Political contacts with parties and institutions - Participation in networks 	<ul style="list-style-type: none"> - Technical knowledge - Technical personnel, logistical training for developing projects - Access to subsidies offered by the European Union, development agencies, and state and regional foundations - Funds for direct cooperation - Rooms and venues for hosting meetings

Reflecting on Peace Practices

At the end of the 1990s, a diverse movement emerged to consider the impacts that development projects could have on zones of armed conflict. These studies have made it clear that cooperative projects for development or humanitarian aid, although they may have achieved their humanitarian or development aims, have not always been positive for the zones of conflict in which they were implemented. A project implemented in a situation of tension and/or armed conflict may not have produced a more peaceful situation there. In some instances, the project may have exacerbated the violence, created greater social inequality, or reinforced power imbalances between opposing parties. At the same time, a project may have also had an unintended positive impact that went unnoticed.

Accepting these conclusions, some theorists and practitioners of development have demanded that projects cultivate conflict sensitivity by attempting to identify which actions are effective and to obtain peacebuilding results, and which are at higher risk of bringing negative consequences to a conflict at hand.

Generally, those aspects that must be borne in mind when implanting projects in a country with armed conflict, a situation of tension, or involved in post-war reconstruction are as follows:

Analysis of the context: Before planning a project, it is crucial to have proper knowledge of the context in which the project is to be implemented. For this, the following is necessary:



Necessary Steps Prior to Intervention in Order to Arrive at a Peacebuilding Perspective (Analysis of the Context):

- A **comprehension of the context** in which a project intends to operate (analysis of existing conflicts, i.e. the roots of the problem, the process already in place, the actors, the connectors, and the dividers).
- An **identification of possible counterparts** and representatives from the impacted population, as well as a **joint definition of the project** via a participatory system.
- An **identification of the interaction between a project's activities and the context** involving conflict, i.e. connecting analysis of the conflict to a project's development process.
- An identification of the **interaction among international actors** that operate in the same context, i.e. an understanding of a project's comparative advantage with respect to other actors, and whether a strategic intervention framework exists that could orient actors to priority areas.
- A **decision on what type of development activity a project should promote**, bearing in mind all of the above in order to avoid negative impacts and maximize positive ones.

Source: Escola de Cultura de Pau



Evaluation indicators: The documents *Human Security for an Urban Century: Local Challenges, Global Perspectives* proposes 11 indicators for measuring the fragility of a city as a way of improving awareness of the threat of armed violence in the city. See humansecurity-cities.org/sites/hscities/files/Human_Security_for_an_Urban_Century.pdf, pp. 82-83.



Connecting and dividers: In planning projects, it is important to detect the connectors and dividers¹¹⁰ of the context in which the project is to operate, and to ensure that the project strengthens connectors while weakening dividers.



Sustainability: The practice of peacebuilding prioritizes the creation of processes above the achievement of short-term concrete results. For this reason, the sustainability of processes that a project supports has special importance. In order to guarantee sustainability, it is important, for example, to implement programmes that accord with the perceptions of the local population as to what is necessary to achieve peace, in order not to discourage the population's participation in the project. It is important too to bear in mind that occasionally involving dynamic and motivated individuals from the public in implanting projects may detract from energies being directed to local initiatives. We must also plan exit strategies, i.e. plan how projects will continue once their external funding is exhausted.¹¹¹



Security: Cooperative development projects and humanitarian aid that are conducted in zones of armed conflict must consider questions of security. How will the security of the local and foreign staff be guaranteed? How will it be possible to assure that material and economic resources reach zones of armed conflict? Which relations can be established with armed groups that demand a "tax" for the safe passage of goods into territory they control? In responding to security needs, moreover, it is essential to run a **risk assessment** to ensure that the minimum political, legal, and security structures are in place for individuals and to ensure the proper development of a project.¹¹²

¹¹⁰ **Connectors** are factors which relate the opposing parties of a conflict to a constructive objective. Connectors can be individuals or groups which reject division, for instance, mixed associations or intellectuals with active roles in forging understanding between parties to conflict; meeting places for parties, e.g. markets, squares, public transportation, or hospitals; or common values and customs. **Dividers** are factors which deepen divisions in a society. These concepts are taken from Anderson, *Do No Harm: How Aid Can Support Peace-or War* (Lynne Rienner Publishers: Boulder, Colorado, 1999).

¹¹¹ Collaborative Learning Projects, *Reflecting on Peace Practice Project*, 2004.

¹¹² Bush, *op.cit.*

This risk assessment must consider the risks that a context imposes on a project, as well as the risks that a project can impose on a context.¹¹³

Scaling up: In comparison to the complexity of conflicts, peacebuilding projects make very small impacts. This can be mitigated by adopting strategies to widen impacts, such as expanding a project into other areas or applying a project to other kinds of subjects, i.e. by rising up the Peacebuilding Actors and Focuses pyramid outlined on p. 58. Other examples of how to widen the impacts of a project include using the mass media intensively, working in networks with other actors, or proposing projects to other more influential institutions.¹¹⁴



Measuring impact: It is important that evaluations measure not only the degree of fulfilment of objectives as cooperative projects for development, humanitarian aid, or peacebuilding (output), but also the impacts that intervention has had on armed conflicts (impacts).¹¹⁵



The Reflecting on Peace Practices (RPP) initiative¹¹⁶ identifies five fields for which the impacts of a project can be measured. Questions include

- whether a project contributes to alleviating some of the key causes of an armed conflict or situation of tension;
- whether a project encourages communities to develop their own peace initiatives;
- whether a project creates or reforms institutions or mechanisms that allow for action on the causes of an armed conflict;
- whether a project encourages the population to resist provocations of violence; and
- whether a project increases individual security and the perception of security.

Lessons learned: In order to assist in the identification of how and when a project can produce positive impacts, it is important to study lessons that have been learned from practice. At the end of every development experience, we must assess the positive and negative impacts that became apparent.



The main specifics of peace cooperation with respect to decentralized cooperation are as follows:

¹¹³ Bush, *op. cit.*

¹¹⁴ Lederach *et al.*, *Reflective Peacebuilding: A Planning, Monitoring, and Learning Toolkit* (The John B. Kroc Institute for International Studies: Mindanao, 2007), pp. 51-56.

¹¹⁵ Paffenholz, *Third Generation of PCIA: Introducing the Aid for Peace Approach* (Berghof Research Centre for Constructive Conflict Management, 2005).

¹¹⁶ Collaborative Learning Projects, *Reflecting on Peace Practice Project*, 2004.

	Classic Project	Decentralized Project	Cooperation for peace
Type of actors	- Beneficiaries and target groups, generally with an instrumental form of participation	- Active involvement of different groups of actors (the act of holding responsible)	- Active involvement from different groups of actors - Prioritizing work with connectors
Focus	- Projects as reference frameworks. - Series of short-lived activities based on defined ex-ante objectives, means, and budgets	- Processes as reference frameworks - Programmatic focus - Interactive planning and application	- Processes as reference frameworks - Importance placed on the creation of stable venues for relations - Interactive planning and application
Levels	- Projects often limited to one level, the micro-level	- Research into project expression and consistency at different levels of intervention, at the micro-, meso-, and macro-levels	- Two intervention levels: that of the project and that of the conflict context
Identification / Instruction	- Focus from top to bottom - Identification by central agencies or public servants	- Responsibility from local actors - Process of dialogue and agreement reaching	- Responsibility from local actors - Process of dialogue and agreement reaching - Reaching agreements with other context actors using strategic intervention frameworks, if they exist
Implementation / Management	- Centralized management - Creation of ad hoc management structures	- Delegation of responsibilities, including funding, to decentralized actors - Utilization of local institutions	- Shared implementation with a clear distribution of tasks - Planned conflict resolution mechanisms for project parties
Technical Assistance and Other Intermediaries	- Role often dominated by technical assistance as an interface to all phases of a project	- Direct involvement of local capabilities - Redefinition of the role of technical assistance - Intermediaries as service providers	- Direct involvement of local capabilities - Importance placed on considering the impacts to conflict by a project's relationship with armed groups and/or the state for the good development of a project
Tools	- Instruction and evaluation - Cost-benefit analysis	- Participatory analysis, institutional analysis, and agreement reaching and dialogue frameworks	- Conflict sensitivity tools: Peace and conflict impact assessment (PCIA), Do no harm, etc.
Evaluation	- A priori control priority - Efficiency judged in relation to the level of spending, the employment of means put in practice, and respect for deadlines - Quantitative objectives (concrete outcomes)	- Emphasis on a posteriori results - Importance put on qualitative objectives, on dialogue, support for the coordination of actors, etc. - Joint monitoring and evaluation	- Evaluation of project results (output) and project impacts on a conflict context (impact) - Initial, intermediate, and final evaluations - Importance placed on qualitative objectives - Joint monitoring and evaluation - Importance placed on learning lessons and systematizing good practices

Source: Escola de Cultura de Pau, adapted from the roundtable "Comparaison entre les approches classiques et la démarche de coopération décentralisée" in Appui à la Coopération Décentralisée, European Commission, December 23, 1999, and from Do No Harm, Peace and Conflict Impact Assessment, Reflecting on Peace Practice, and Aid for Peace.

Ending Direct Violence and Caring for Individuals

Today's wars have little in common with the wars of the early 20th century. Armies, which in the mid-20th century were solely responsible for the violence of wars, today fight a multiplicity of new actors, including armed groups, private mercenaries, and child soldiers, using a host of new war strategies. New weapons and new military targets make the consequences of war on populations even graver.

Peacebuilding measures need to emphasize minimizing the impacts of direct violence on individuals, and also on reducing the impacts of new weapons.

Diminishing the Impacts of Direct Violence on Individuals

One of the more serious aspects of war today is that victims increasingly tend to be civilians. Whereas at the start of the 20th century, civilian victims in war were roughly 5 percent, in the 1990s civilians accounted for 90 percent of war's total victims.¹¹⁷ Attacking civilians has become a normal wartime strategy, deliberately in violation of the basic principles of international humanitarian law.¹¹⁸ This means we need to work to alleviate the impacts of armed conflict on civilians by attending to their basic medical and psychological needs as an immediate pressing activity

Psychosocial Attention in Healing Individuals

Activities for healing individuals, which go under the generic name psychosocial care projects, are relatively recent. The boom of psychosocial projects dates back to the war in the Balkans when, in Croatia and Bosnia-Herzegovina, more than 180 of these projects were developed. Before the war in the Balkans, peacebuilding relegated psychosocial projects aimed at the psychological care of armed conflict's victims to a second plane of consideration. Instead, peacebuilding prioritized infrastructural reconstruction or institutional reform, or it dealt with victims' psychological injuries using a strictly clinical approach.¹¹⁹

Today, with a wider consideration of mental health in mind, **psychosocial projects** can be defined as "a perspective of work which takes into consideration the interactions of the individual and the social and political context in which these interactions exist and a transformative work focus which transcends the individual."¹²⁰

One possible breakdown for psychosocial projects, divided according to the types of actions promoted, is as follows:

- **Assistance for the victims of violent activity:** Psychological care, prosthesis, disability adaptation, work training, welcoming programmes for women who have experienced violence or sexual abuse, etc.

117 Machel, *Impact of Armed Conflict on Children* (A/RES/51/306), August 26, 1996.

118 International humanitarian law regulates global armed conflicts, aiming to limit the negative impacts of these on individuals. International humanitarian law establishes the *principle of distinction*, which means armed actors must be constantly vigilant about distinguishing between combatants and the civil population in order to protect civilians from the impacts of war. See article 3, common to all four of the Geneva Conventions of 1949.

119 Martín Beristain, *Reconstruir el tejido social: Un enfoque crítico de la ayuda humanitaria* (Icaria, Barcelona, 2004), p. 221.

120 Pérez-Sales, *Repensar experiencias. Evaluación (y diseño) de programas psicosociales: Metodologías y técnicas* (Grupo de Acción comunitaria), p.1.

- **Psychological services** for the treatment of trauma and grief: Assessment and treatment of individuals; psychotherapy for special-needs groups, such as persons who have experienced torture, been incarcerated, or been raped; self-help groups; and support for collective processes of grief and reparations, involving monuments, tributes, etc.
- **Protection from and the fight against impunity:** Support for the legal complaint process, for international complaints, and for reception in receptor countries.
- **Education and Training:** Occupational training workshops to generate income, training in conflict resolution and in resisting violence, and health education.
- **Leisure:** Creation of spaces for play, sports, artistic workshops, theatre, dance, and clowns.



Cultural Bridges in Mostar

Aim: To create cultural spaces that encourage relations between youth of the confronted parties during the war in Bosnia-Herzegovina.

Context: The 1990s war in Bosnia-Herzegovina severely affected the city of Mostar, which saw confrontations between Muslim and Christian Yugoslavs from the city. The war produced a nearly complete segregation of the city's two communities and the destruction of symbolic infrastructure, such as the old Mostar bridge and the Abra evi cultural centre.

Description: Mostar's International Festival has taken place every summer since 1997. It involves artists from France, Italy, and Spain. The festival's organization, including the fundraising, selection of artists, and organization of public servants for logistical matters, is managed by youth groups from France, Italy, and Spain, and a Bosnian youth association, that also acts as coordinator for the festival. In the last few years, the festival has been held at the OKC Abra evi cultural centre, located on Mostar's former front line and totally destroyed by the war. In 2003, the space was recovered by the city's youth and turned into a cultural centre managed by youth associations. The festival and the reconstruction of the centre have been made possible by funding from cities, such as Toulouse and Grenoble in France, Barcelona, and Milan and Monticello in Italy.

Results: The festival has now run for ten years and has become one of the city's most impacting events. The existence of OKC Abra evi as a cultural centre and place for youth organizations has helped ensure the project's sustainability.

For more information, **contact** the OKC Abra evi cultural centre at info@okcabrasevic.org.



Although the project's original impetus came from non-Bosnian youth associations, these groups have now turned the project over to Bosnian youth. The Bosnian organizations that now manage the project have come out in clear favour—through demonstrations and actions on the streets—of a reconciliation between the communities of Mostar and a rejection of violence.

- **Rebuilding of links:** Truth commissions and the promotion of reconciliation between the parties to conflict.



The **Citizens' Pact for South East Europe** (www.citizenspact.org.yu) is a network of 89 civil society organizations and 20 municipalities in nine countries of southeast Europe, including Albania, Bosnia-Herzegovina, Bulgaria, Croatia, Macedonia, Moldavia, Romania, and Serbia and Montenegro. Its goal is to contribute to the stability of the region through cross-border cooperation and partner relationships between local governments and civil society organizations.

The Citizens' Pact has given support to more than 30 inter-regional projects on democracy, harmonious inter-ethnic relations, reconciliation, active citizenship, and the empowerment of communities, organizations, and local institutions. It has also promoted campaigns to abolish visas among the countries of southeast Europe, to establish "Protocols on Inter-ethnic Tolerance," and to encourage greater participation from citizens in local government. The Citizens' Pact relies on support from, among others, VNG International, the International Co-operation Agency of the Association of Netherlands Municipalities.

Contact information can be found at www.citizenspact.org.yu.

In order to strengthen the link between the local and global levels of government, and in order to have recognized its own diplomatic role, the organization of the **Glocal Forum** (www.glocalforum.org) defines one of its lines of work as the promotion of city-to-city peacebuilding. With this objective in mind, the Glocal Forum creates projects to empower local communities in post-war and conflict areas. Currently, the forum runs activities in cities in Africa, the Middle East, the Balkans, and Afghanistan. More than 100 cities have joined the forum.

Contact Flavia Milano at the Department of Peacebuilding at flavia@glocalforum.org for more information.



Certain groups also have special needs for which it is important to offer specialized attention. These groups include

- **Displaced persons and refugees:** Displaced persons and refugees have suffered severe consequences from armed conflict. They have lost basic everyday things, such as their work, home, and personal relations, and have been uprooted and face an uncertain future.

Support for displaced persons and refugees can include collectively organizing and empowering refugees, facilitating their return to their country of origin, promoting security in their place of return, rebuilding housing, receiving them in host countries, and helping with bureaucracy procedures.

- **Ex-combatants:** Ex-combatants may have experienced psychological trauma in armed conflict due to their constant contact with armed operations. Specific programming for ex-combatants is a way to avoid their return to fighting for lack of alternative work options.

The most common programmes for ex-combatants focus on psychological treatment, vocational training, assistance with return to their communities of origin, and special programmes for child soldiers.

- **Vulnerable Individuals:** Orphaned children and senior citizens may suffer from subsistence problems during armed conflict if they are alone. Children may have suffered severe psychological impacts, but their ability to overcome trauma as a result of war is often better than with adults.

Programmes for these vulnerable persons can involve care for seniors who are unable to care for themselves and locating the families of orphaned children or children who have lost contact with parents.

- **Women:** Women can suffer from double violence because, in addition to the impacts of armed conflict on them, such as injuries, fear, and sexual aggression, they can also experience severe domestic violence perpetrated by their husbands or spouses who are impacted by war. Women, however, often have a greater capacity for resilience than men.

Psychosocial projects for women normally include work around domestic violence and attention to victims of sexual assaults.

- **Threatened individuals:** Militant pacifists and defenders of human rights, among others, can be threatened with death by armies and armed groups. Peasant communities can also find themselves at risk of attack by nearby conflicts. The specific fear generated by being a likely target is added to the general sufferings of war.

We can care for threatened persons by doing community analyses of the causes of violence and planning collective methods for dealing with violence, by garnering a sense of collective memory of repression and violence, and by accompanying threatened individuals and communities, such as defenders of humans rights and community leaders.



The **International Cities of Refuge Network (ICORN)** (www.icorn.org) protects writers persecuted for political motives. The cities and regions that form a part of the network are committed to attaining housing for persecuted individuals and their families, providing them a monthly income, assisting them for two years, and helping with integration, both social and artistic, in their local community. For information, **contact** icorn@icorn.org.

- **Professional employees in psychosocial projects:** Being in daily direct contact with persons who have experienced the impacts of armed conflict and dealing with their trauma and grief can burn out professionals who offer psychosocial care.

In order to prevent this, we need to look at techniques for detecting symptoms of post-traumatic stress disorder, give psychological support for burnout, and improve work dynamics.

Responsibility to Protect (www.responsibilitytoprotect.org) is a campaign to highlight the responsibility of states and the international community to prevent and end the violence that is produced in armed conflict and situations of tension, including in genocide, ethnic cleansing, war crimes, and crimes against humanity. The campaign argues that the responsibility to protect vulnerable populations supersedes the sovereignty of states.

Transitional Justice to Abolish Impunity

Transitional justice is the set of steps a society can choose to take to deal with systematic or generalized violations of human rights in a transitional period of time between violent conflict and the repression of peace and democracy, the rule of law, and respect for individual and collective rights.¹²¹

Transitional justice may aim to deal with the past, to reconcile warring communities, and/or to prevent future abuses of human rights. Certain measures may target the offenders of human rights violations, while other measures, the victims. Some may be judicial measures, while others non-judicial.

The main measures of transitional justice are

¹²¹ International Centre for Transitional Justice.

- **Judicial prosecution:** Judgements and penalties applied to persons deemed responsible for human rights violations. Courts that are established to rule on these kinds of cases can be state, international (e.g. the International Criminal Tribunal for the Former Yugoslavia), or mixed courts (e.g. International Criminal Tribunal for Rwanda).

The Hague Justice Portal

Aim: To improve access to information and promote academic debate on international justice, peace, and security in the courts, tribunals, and organizations of The Hague in the Netherlands.

Context: Former United Nations Secretary-General M. Boutros Boutros Ghali claimed The Hague was the “legal capital of the world.” The Hague is host to a number of international courts and tribunals, such as the International Court of Justice, the Permanent Court Arbitration, the International Criminal Tribunal for the Former Yugoslavia, the Iran-United States Claims Tribunal, and most recently, the International Criminal Court.

Description: With strong support from the city of The Hague, The Hague Academic Coalition was created. The coalition is comprised of the Carnegie Foundation, the Grotius Centre of Leiden University, the Netherlands Institute of International Relations Clingendael, the Institute of Social Studies, and the T.M.C. Asser Institute. The coalition has an internet portal that offers information, news, and research on international peace, justice, and security by research groups in The Hague.

Results: This centralization of information allows for enhanced access to the courts, tribunals, and organizations of The Hague. The portal makes available, for example, information on every person accused of a war crime in the Balkans, with details of the charges and the judicial proceedings.

For **contact** and other information, see www.haguejusticeportal.net.



- **Approaches to truth-seeking:** National truth commissions or international observation missions that collect testimonies and other evidentiary materials for investigating human rights violations are one form of uncovering the truth. This was the approach taken in El Salvador in 1991, South Africa in 1995-98, and Morocco in 2004-05, among other examples. In these places, states officially led processes to uncover the truth about conflicts. In other contexts, investigations were conducted by international missions without official state support.
- **Memory:** Memory includes the building of memorials and other symbolic places and establishing commemorative dates for remembering past events.

Memorial to the Murdered Jews of Europe

Aim: To recuperate the memory of and pay homage to the victims of the Holocaust.

Context: The German parliament in 1999 decided to dedicate a monument to the Jews who were murdered in Europe and to acknowledge the unique nature of the crime and Germany's historical responsibility for it.

Description: Located in the centre of Berlin, the monument consists of an exterior part composed of more than 2,700 concrete slabs (stelae) that cover more than 19,000 m² of surface area, and an underground part that gives the history of German national-socialism, testimonies from victims of concentration camps, the histories of 15 Jewish families that lived through the Holocaust, biographies of victims, information on extermination camps, and on other initiatives around the world to commemorate the memory of Jewish victims. The monument also pays homage to other victims, including homosexuals and Roma.



Results: From its inauguration in May 2005 to the end of 2006, more than 900,000 individuals had visited the monument. Money collected from donations is used to complete research on the victims and their biographies, and to diversify the centre's educational offerings. For further information, **contact** info@stiftung-denkmal.de or see www.stiftung-denkmal.de.

- **Institutional reform:** Institutional reform includes renewing the positions of responsibility, the informants, the military and police personnel, etc. of former public administrations who were responsible for human rights violations, for example, in the post-Soviet countries.
- **Reparations for victims:** Reparations for victims involving the giving of compensation to victims of human rights violations. Reparations may be economic, in the form of public administrative services, or symbolic in nature.
- **Reconciliation:** Steps to encourage the rapprochement of divided communities.

Disarmament, Demobilization, and Reintegration

Although in the final years of the Cold War there was an important drop in world military spending, levels of military spending have grown since 2000. In 2006, military spending was at \$1.204 trillion. In the European Union, where military spending has risen since 1998, military spending in 2005 surpassed \$250 billion.¹²² Such a high rate of military spending not only does harm to social spending, it also enables a handful of businesses to profit at the expense of endangering lives, legitimizing attitudes that result in violent conflict, and institutionalizing international relations based on mistrust and competition.

Another consideration worth considering is that of the 10 principal weapons exporters, seven are members of the European Union (Germany, France, the Netherlands, Italy, the United Kingdom, Spain, and Sweden).¹²³ Europe, therefore, is partly responsible for the spread of armed conflict in countries to which it has sold weapons.

City diplomacy can choose to counter this activity by promoting **disarmament**, the reduction of weapons sales, the transfer of weapons, and general use of weapons. Disarmament can be promoted at different levels—the local, state, regional, and global—and can affect both institutions of the state and regional organizations, and a host of actors including armies, armed groups, and civilians.

Small Arms and Weapons of Mass Destruction

If disarmament must begin with the elimination of the most deadly weapons, the control of small arms¹²⁴ should be its first step. It is calculated that small arms cause 500,000 deaths per year, one every minute, which is a figure higher than the totals for all other types of weapons.

¹²² Stockholm International Peace Research Institute, *SIPRI Yearbook 2007: Armaments, Disarmament and International Security* (Oxford University Press: New York, 2007).

¹²³ SIPRI, armstrade.sipri.org.

¹²⁴ **Small arms** are those that a single person or group of persons can carry. Handguns, machine guns, assault rifles, bazookas, grenades, munitions, and antipersonnel mines are examples of small arms. Their ease of use makes them easy to use not only in armed conflicts but in situations of urban violence. Currently there are 639 million small arms in the world.

However, although small arms may result in more deaths, weapons of mass destruction (i.e. nuclear, chemical, and biological weapons) are associated with other problems; the qualifier “mass destruction” does not refer to the number of deaths they cause but to the impacts on their victims and to their efficiency as threatening devices. In effect, the main problem with weapons of mass destruction is that they do not discriminate between combatants and civilians, which violates the principle of distinction in international humanitarian law.

Mayors for Peace (www.mayorsforpeace.org) brings together more than 1,500 cities in 120 countries in an attempt to eliminate nuclear weapons from the world by 2020. In order to achieve this, Mayors for Peace focuses on raising awareness around nuclear weapons using, among more significant examples, a travelling exhibit held in member cities on the consequences of the atomic bombs dropped on Hiroshima and Nagasaki; organizing protests against nuclear tests; and promoting peace education in all levels of education. In terms of political action, a campaign called CANT, Cities Are Not Targets, invites cities to demands from states that possess nuclear weapons a commitment to not bombing cities.

Contact the organization’s secretariat at mayorcon@pcf.city.hiroshima.jp for more information.



The following are examples of actions that city halls can take to reduce the presence and impact of small arms and weapons of mass destruction:

- **Awareness-raising** on the problem of small arms, the long-term impacts of antipersonnel mines and cluster bombs, the consequences of weapons of mass destruction and why they are a violation of international humanitarian law, and the impacts different weapons have had on communities throughout history.

Seven Arguments against Nuclear Weapons

Aim: To raise awareness on the consequences of nuclear weapons.

Description: The German association of Mayors for Peace (mayorsforpeace.de) has designed posters using seven arguments against the use of nuclear weapons, as part of the larger organization’s Abolition Now! campaign. Each poster includes an argument and the photo of a mayor of a German city committed to the campaign. The organization puts these arguments forward so mayors who want it can demand copies of posters with their own faces on them.

Contact xanthe@ippnw.de to apply for posters.



- Application of **political pressure** by proposing motions in city hall that demand a more restrictive international regulation of the arms trade, in accord with the aims of the Control Arms Campaign; by declaring municipalities “free of nuclear weapons,” in accord with the initiative of the same name of Mayors for Peace; and by disallowing the storage of dangerous weapons on municipal territory.

Mutlangen Says Goodbye to Nuclear Weapons

Aim: To contribute to the abolition of nuclear weapons as a member city of Mayors for Peace.

Context: In the final years of the Cold War the United States deployed Pershing II missiles in the German city of Mutlangen, despite numerous non-violent actions that attempted to prevent this. These missiles were not withdrawn until the Soviet Union



and United States signed the Intermediate-Range Nuclear Forces Treaty in 1987.

Description: Mayor Peter Seyfried has committed to the Emergency Campaign to Ban Nuclear Weapons launched by Mayors for Peace, and has convinced other 30 cities in the region to support it as well.

Results: Ten mayors of zones in which there had previously been United States or Soviet missiles have since joined the campaign.

Contact the mayor of Mutlangen at Info@Mutlangen.de for more information.

- Undertaking actions to **encourage the abolition of weapons:**
 - This can include participating in **micro-disarmament** programmes involving the recollection and destruction of small arms in post-war or violent urban contexts.



Weapons repurchasing programmes: Weapons collection for money, with the aim of later destroying the arms, carries the risk of helping persons who surrender arms to use the money they have received for them to buy arms again. For this reason, it is better to exchange goods, such as bicycles or farm tools, or services, such as vocational training courses for arms, rather than money.



Community collection programmes: One model that has produced particularly good results is community arms collection, in which the community as a whole is encouraged to disarm. In exchange for surrendered weapons, money is used to fund a community project determined by the community itself.

- This can include funding for the **demining** of landmines and supporting awareness-raising on landmines in areas with them.

Major campaigns on small arms in which municipalities can collaborate:

- **Control Arms** (www.controlarms.org): Aims to implement an International Arms Trade Treaty to prohibit the transfer of weapons that violate the state obligations according to international law, including, for example, the exportation of weapons to countries under arms embargoes, the exportation of chemical weapons, or the exportation of weapons that have an indiscriminate effect or cause unnecessary suffering, such as landmines and lasers, etc. The organization demands that these principles be applied equally to states, intermediaries, and weapons transporters.

- **International Campaign to Ban Landmines** (www.icbl.org): In 1997 when the Ottawa Treaty banned the production, storage, and use of antipersonnel landmines, the International Campaign to Ban Landmines focussed its work on ensuring that states respected the treaty at the same time as they promoted demining efforts in mined areas.

- **Campaign to Stop Cluster Munitions** (www.stopclustermunitions.org): The Campaign to Stop Cluster Munitions demands an end to the use, production, and commercialization of cluster bombs. It calls for more resources to be put to the elimination of these bombs in territories where they were used, calls upon actors that have used these weapons to take responsibility for removing them, promotes education on the risks of cluster bombs, demands that locations where they have been used be signalled, and gives assistance to victims.

Major campaigns on weapons of mass destruction in which municipalities can collaborate:

Abolition Now! (www.abolitionnow.org) aims to eliminate nuclear arms from the world by 2020, in accordance with article VI of the Nuclear Non-Proliferation Treaty.

· **Cities are not Targets** (www.mayorsforpeace.org/english/outlines/cityplan.html) is a campaign run by the Abolition Now! coalition designed specifically for municipalities. A petition form to support the campaign can be downloaded at www.mayorsforpeace.org/english/topic/pdf/PetitionForm.pdf.

The **Safer Cities** programme run by UN-Habitat (www.unhabitat.org) aims to assist local authorities, the criminal justice system, the private sector, and civil society to promote urban security and reduce crime and insecurity. The programme works with cities all over the world, mostly African cities, facilitating an exchange of experiences and practices. The activities of Safer Cities are centred fundamentally on the prevention of direct violence through environmental design, alternative forms of justice, and social involvement with at-risk groups. For information, **contact** safer.cities@unhabitat.org.



Combatants and Child Soldiers

Combatants are members of armed forces or armed groups that take part in armed conflict.

Child soldiers are “persons under the age of 18 who have been recruited or used, whether voluntarily, compulsorily, or by force, in hostilities by armed forces, armed groups, civil defence units, or other armed bodies. Child soldiers can be used as combatants, combat trainers, sexual slaves, messengers, carriers, cooks, etc.”¹²⁵ There are calculated to be around 300,000 boy and girl soldiers today.

The principal steps that can be taken to reduce both the numbers of regular and child soldiers are to prevent recruitment and to work to demobilize combatants.

- As regards the **prevention of recruitment**, important actions include supporting conscientious objectors in countries where the right to object is unrecognized and assisting support networks for persons imprisoned as conscientious objectors.
- As regards the demobilization of soldiers, we can assist in working for DDR, or **Disarmament, Demobilization, and Reintegration**, defined as follows:¹²⁶

Disarmament: The collection of small arms and heavy weapons from civilians and combatants in conflict zones.

Demobilization: The dismantling of military structures by opposing parties to a conflict and the re-transition of combatants to civil life.

Reintegration: The social and economic adaptation of ex-combatants and their families to civil life.

¹²⁵ Coalition to Stop the Use of Child Soldiers.

¹²⁶ United Nations Institute for Disarmament Research, UNIDIR.

Municipalities can assist with DDR by

- Collaborating in **DDR projects for ex-combatants**.



As with community arms collection programmes, we also have community models for the disarmament, demobilization, and reintegration of ex-combatants. Community DDR helps with the reintegration of ex-combatants in communities while, at the same time, it promotes joint organization and decision-making by host communities.¹²⁷

The principal organization working on combatants and child soldiers is the

Coalition to Stop the Use of Child Soldiers (www.child-soldiers.org). The aim of the coalition is to persuade the United Nations Security Council and the International Criminal Court, among others, to sanction countries and recruiters that enlist child soldiers in combat and that peace negotiations include how to reintegrate and rehabilitate former child soldiers, both boys and girls.

- Promoting **security-sector reform**: Although police reform so police forces act in accordance with democratic norms and respect human rights is not the jurisdiction of municipalities, civil society may nevertheless be trained to exercise democratic control over the police. Municipalities can provide training to civil society in topics of safety and support civil mechanisms to control armed forces and police bodies.



Community Safety Partnership

Aim: To determine a safety strategy for the city of Cato Manor in South Africa that involves the community in identifying crime-related topics.

Context: Cato Manor, a district of Durban in South Africa, has experienced both extremely high levels of crime and poverty. Together with Leeds, England, the city has developed a community-safety project based on the Leeds model, in cooperation with the British city.

Description: At the start of the project, research into crime in the area was carried out through the collection of perceptions from community members who have experienced criminal activity. This information was contrasted with police data, which was viewed to be inaccurate. The surveys were also used to identify possible forms of action to promote security in Cato Manor. Later, discussion groups were created for a crime-prevention programme. One of the main strategies of this programme was to create activities for youth. Cooperation between Cato Manor and Leeds has involved exchanges to help with the implementation of the community-safety programme through visits from public servants from both cities.

Results: Crime and the perception of insecurity have both declined in Cato Manor. Perceptions of the police have also improved, so much so the community has returned to collaborating with the police to fight crime. Small businesses have been set up in the area. The partnership between Cato Manor and Leeds has remained, so now the cities develop other projects jointly as well.

¹²⁷ On this topic, see Caramés, *La reinserción comunitaria*, www.escolapau.org/img/programas/desar-me/informes/06informe022.pdf.

Reconstruction and Rehabilitation

If, as was mentioned previously, civilians are indeed the main victims of armed conflicts today, we can deduce that populated centres have become increasingly preferred targets in war. Bombing to impede the water supply, to cut electricity, and to paralyze infrastructure, such as highways and bridges, are common practices in war. One proof for the fact that cities have become military targets is the existence of the word **urbicide**, the deliberate killing of a city, or the “process which aims to attack or destroy a city as a physical space and social and cultural symbol.”¹²⁸

One area we must concern ourselves in post-war contexts, then, is the reconstruction of infrastructure that has been destroyed as a result of armed conflict. **Reconstruction** is the repair of material damages caused to housing, buildings, infrastructure, and the environment by armed conflict.

For many years, the rebuilding of buildings and infrastructure has been the principal way in which the international community has participated in post-war contexts, yet this participation is increasingly being challenged. In the first place, businesses and public administrations have been criticized for their economic and political opportunism, for “preying on societies shattered by war and benefiting from disaster (in some cases, these businesses and public administrations are suspected of having organized part of the destruction).”¹²⁹ In the second place, some people question whether construction and the rebuilding of infrastructure, even if these are necessary in post-war contexts, is more a means to record the contributions governments make to post-war contexts (hence the construction of highly visible buildings or infrastructure and the placement of commemorative plaques) than a way to transform the roots of armed conflict via influencing the conflict’s causes or altering relations between participants.

These could be motives for which the European Agency for Reconstruction, as well as many other actors, has redefined its activities, substituting physical post-war reconstruction for support for “reform...[to] strengthen central and local administration, the police and the judiciary, public finances, the agricultural, transportation and energy sectors, the environment and state utility providers.”¹³⁰

This change of approach to post-war contexts has made it more common today to speak of rehabilitation rather than reconstruction. **Rehabilitation** can be defined as “a process of reconstruction and reform following a disaster which occurred as a result of a natural catastrophe or a conflict, which acts as a bridge between short-term emergency actions and long-term development.”¹³¹

Though acknowledging these arguments against reconstruction and emphasizing rehabilitation, we cannot deny nevertheless that physical reconstruction is still necessary and that a reconstruction programme, if it is done in earnest, can help mend relations by strengthening connectors and networks, such as mixed businesses composed of persons of opposing parties, reactivating the economy, etc.

128 Koenig, *La sécurité humaine pour un siècle urbain: défis locaux, perspectives mondiales* (2007), securitehumaine-villes.org, p. 42.

129 Galtung, *Tras la violencia 3R: Reconstrucción, reconciliación, resolución: Afrontando los efectos visibles e invisibles de la guerra y la violencia* (Gernika Gogoratuz: Guernica, 1998), p. 70.

130 www.eur.europa.eu/agency/agency.htm.

131 Definition according to Pérez Alonso de Armiño, ‘Rehabilitación’ in *Diccionario de acción humanitaria y cooperación al desarrollo* (Hegoa e Icaria: Barcelona, 2001). In this section, topics related to rehabilitation will not be looked at because they are dealt with in other sections, particularly in Section 7, Combating the Roots of Conflict.

Main reconstruction activities include the

- **Reconstruction of buildings:** The repair and construction of housing to encourage the return of refugees and displaced persons, and the repair and construction of meeting places, such as cultural centres, squares, and other public spaces that bring people together.



Rebuilding of Schools in Kosovo

Aim: To participate in the rebuilding of schools in zones most impacted by the war in Kosovo.

Context: In the spring of 1999, a combination of factors resulted in the exodus of 800,000 Kosovars to the neighbouring countries of Albania and Macedonia. This event was heavily covered by the media and drew public attention that resulted in demands for intervention by authorities.

Description: In July 1999, the French Ministry of Foreign Affairs and the Deposit and Consignment Office offered technical support and 4 million francs to municipalities from the office of Balkans Local Development. The office helped to quickly identify municipalities in Kosovo with which to manage joint projects. Eighty percent of these projects were construction works or involved the rebuilding of primary and secondary schools, and the other 20 percent were for training or facilities, often related to schooling.

Results: From 1999 to 2002, 27 local French organizations, four Balkan, and six associations participated in 37 interventions. In some cases, long-term projects, such as twin-city arrangements between municipalities, or educational programmes between high schools, were created once reconstruction had concluded. The office for Local Balkans Development closed in 2002. Information on the project can be found at www.bdpa.fr/spip/IMG/pdf/S.Story_BDPA_Balkans_DLB.pdf or www.hcci.gouv.fr/lecture/etude/et011.html.



Technical support from Balkans Local Development and co-funding from the French Ministry of Foreign Affairs were essential in motivating municipalities to participate in the initial reconstruction of Kosovo.

Rebuilding of infrastructure: The rebuilding of roads, bridges, sea ports, and airports are essential to re-establishing relations. Other relevant infrastructure includes basic utilities, such as water, electricity, and natural gas.

Combating the Roots of Conflict

In most cases, armed conflicts and situations of tension arise from multiple causes, such as a lack of political representation for a certain group, economic marginalization, competition over access to resources, cultural invisibility, etc., factors that mutually reinforce each other, particularly when one group suffers from more than one of these forms of exclusion.

Responses to the root causes of conflicts need to be multidisciplinary in approach and coordinated by a variety of participants. Participation must not be from a circumscribed focus solely for the promotion of democracy or of development, but must be in agreement with common peacebuilding goals in the context of an intervention.¹³²

The sections that follow should not be seen as tight compartments but as actions that are complementary and must be simultaneously coordinated, while always being sensitive to a conflict's context. Both topics related to democracy and to development are broad. This section discusses only aspects of the promotion of democracy and development that can have a positive impact on an armed conflict.

Democracy

A study of 233 internal conflicts around the world concluded that democratic systems have more resources than other political systems for peacefully controlling conflicts, and although authoritarian systems are capable of producing a feeling of stability and security in the short run, they are never viable in the long run.¹³³ To accept this conclusion, however, it is important to understand first what is meant by democracy, and more concretely for this document, what is meant by local democracy.

Local democracy can be understood as the situation by which local authorities and civil society work together in a mutually reinforcing relationship to identify problems and find innovative solutions to them. Local democracy requires periodic and fair elections, that minorities have the right to express themselves and can influence decision-making, that government coalitions can alternate, that individual civil and political rights are respected, and that local government provides basic services, such as clean water, housing, and employment.¹³⁴

In some case, the inability of city halls to fulfil the most basic requirements can work to strengthen armed actors. A paradigmatic example of this is Lebanon and the Palestinian Territories where political parties linked to armed conflict offer basic services including sanitation, education, and social assistance to the population, which in turn, to the detriment of local government, gives these parties legitimacy.¹³⁵ Certain theorists propose that to avoid this, particularly in the context of post-war rehabilitation, local elections need to precede general elections because local governments are more capable of responding to the basic needs of the population, i.e. "Local elections can reduce uncertainty by providing insights into the strength of relative factions and parties, test the electoral administrative

¹³² On the need to bear in mind the context of conflict and to plan projects in accord with the impacts of objectives on the context, in addition to specific project objectives, see Section B-d.

¹³³ Harris *et al.*, *Democracy and Deep-rooted Conflict: Options for Negotiators* (International IDEA: Stockholm, 1998), cited in Reyhler *et al.*, *Construire la paix sur le terrain: Mode d'emploi* (GRIP: Brussels, 2000), p. 227.

¹³⁴ Sisk, *Democracy at the Local Level* (International IDEA: Stockholm, 2001).

¹³⁵ Example cited by Bush, "L'effet de la prestation de services ordinaire sur la consolidation de la paix," in *La sécurité humaine pour un siècle urbain*, *op. cit.*, p.76.

framework, help stabilize particularly volatile areas where power is intensely contested...and, of course, build democracy from the ground up.¹³⁶

The following are areas in which local democracy can be promoted:

- **Strengthening the ability to meet basic needs:** Training local governments in water sanitation, the gathering and recycling of trash, etc.
- **Guaranteeing free elections without fraud:** Overlooking the electoral process, sending electoral observers, and training civil society to keep an eye on the process.



Electoral Observation in Palestine

Aim: To ensure a transparent electoral process in Palestinian municipal elections and to support the right of the Palestinian people to participate in elections of their own, although they live in a situation of occupation.

Context: In May 2005, municipal elections were held in Palestine, the first such elections since 1976 in the West Bank and 1974 in Gaza. The elections were particularly relevant for a context that requires legitimate and representative leadership for possible peace negotiations.

Description: The Network of European Municipalities for Peace in the Middle East organized an electoral observation mission comprised of around 80 local authorities from France, Italy, the Netherlands, and Spain. Welcomed by the Minister for Local Government of the Palestinian National Authority, the mission observed the electoral process in 86 municipalities of Gaza and West Bank from May 2-8, 2005.

Results: The observers positively valued the high degree of participation by the electorate and concluded that both the election's means and organization were correct.

Contact the Catalan branch of the Network of European Municipalities for Peace in the Middle East at fonscat@pangea.org for more information.

- **Improving the efficiency, transparency, and responsibility of local government:** Training city hall public servants, creating local mechanisms of power control, and promoting the use of instruments to guarantee economic transparency.
- **Promoting administrative decentralization:** Offering technical assistance so local governments take on new responsibilities, ensuring that local governments have more financial independence, etc.



Starting in 1993, Local Democracy Agencies (LDA), municipal offices acting as intermediaries for local European governments and project developers in the Balkans, were created within the framework of the peace process for the former Yugoslavia. The **Association of the Local Democracy Agencies** (www.ldaonline.org) was created in 1999 to coordinate the various LDAs. The main aims of the association are to promote practical initiatives to consolidate democracy at the local level, improve public services through training of public servants and municipal political representatives, strengthen civil society, and promote respect for human rights. More than 100 municipalities and other local institutions, mostly European and Balkan, are members of the network. Given the association's good results, it has opened an office in Kutaisi, Georgia, and plans to open another in Shkodra, Albania. **Contact** the project coordinator at martial.paris@aldaintranet.org.

¹³⁶ Human Security Research and Outreach Program, *Human Security and Cities: Challenges and Opportunities* (May 2006), p. 18.

- **Improving the conditions for civil society participation in decision-making:** Promoting responsible citizenship and strengthening the ability of citizens to participate in government decision-making, encouraging the opening of participatory spaces in local administration, recuperating traditional forms of consultancy, and guaranteeing freedom of the press.

Municipal Constituent Assembly of Tarso

Aim: To turn the assembly into a permanent space for community organizing. **Context:** Today's armed conflict in Colombia, the product of the social and political exclusion of certain sectors of the population, the unequal distribution of land, and social injustice, dates back to 1965. The 40-year duration of the conflict has had a heavy toll on the population and on the social and political realms. Prior to the existence of the Municipal Assembly, political representation in Tarso was split between political parties that were seen as poor representatives of the population. Moreover, a lack of work opportunities for youth meant youth might get involved with armed groups.

Description: In 2001, the Municipal Assembly of Tarso, comprised of 150 representatives of different social groups and municipal sectors was created as the chief organ of decision-making and popular expression in the municipality. The assembly works to fulfil a development plan in accordance with the needs of the population, to overlook the plan's implementation, and to distribute a participatory budget. Development plan activities include training projects, local production and commercialization of agro-ecological and artisanal products, and the prevention of recruitment of children and youth into armed groups. Some projects of the development plan have received political and financial support from the city of Sant Cugat, Spain.

Results: The development plan has resulted in a 59 percent level of social spending of the total budget, which has led to total educational coverage for the region and quality public health services. The assembly has facilitated a reconciliation of different social sectors and has helped to overcome the two-party political system. The experience has been highly valued and has been applied in other contexts, including the creation of the Constituent Department Assembly of Antioquia. In other places, the Municipal Assembly of Tarso has supported other assemblies, for instance, in the Department of Guatapé, or in Tarqui, Huila.

Contact Alirio Arroyava at constarso@epm.net.co for more information.

The Municipal Assembly emphasizes, as one of its chief strengths, a betterment of "the organizational and participatory levels of citizens in the Constituent Assembly as a stage for decision-making and determination of public policies, for combating the causes and not the effects; it is, as such, a preventative instrument which pulls the supports under arguments for war."



Probably the promotion of democracy is the area in which most examples of city-to-city cooperation can be found. It is important to remember, however, that as in other areas, promoting democracy requires a sensitivity in understanding the idiosyncrasies of the political systems of contexts, and not imposing a liberal democratic model that eliminates systems of traditional decision-making.



Urban Governance (www.unhabitat.org/categories.asp?catid=25): The Campaign on Urban Governance, run by UN-Habitat, aims to eradicate poverty through improvement of urban governance. The agency attempts to improve the capabilities of local governments and other city actors in putting in place practices of positive urban governance.

Development

The UN General Assembly's 1986 Declaration on the Right to Development defines **development** as "the constant improvement of the well-being of the entire population and of all individuals, on the basis of their active, free and meaningful participation in development and in the fair distribution of the benefits resulting therefrom."

When a country experiences armed conflict, its degree of development drops drastically: "violent conflict claims lives not just through bullets but through the erosion of human security more broadly. The disruption of food systems, the collapse of livelihoods and the disintegration of already limited basic services create powerful multiplier effects."¹³⁷

However, the inverse is not always true; although the majority of armed conflicts occur in developing countries, underdevelopment does not lead necessarily to armed conflict. Of the 30 least developed countries in the world at the end of 2006, only five experienced armed conflict. That is, only 16 percent of the countries.¹³⁸ Delays in development and large gaps in equality are not always determining factors in the outbreak of violence. Other types of inequality in accessing power and political and social resources are as much or more determining than delays to development.¹³⁹ They reinforce the idea, brought up in the introduction to this section, that cooperation in development must complement other forms of action that impact other root causes of conflict.



United Cities against Poverty (www.vup-ucp.org), founded in 2001, brings together 20 cities from Europe, Africa, South America, the Middle East, and Asia, with the aim of facilitating city-to-city cooperation in fighting poverty, inequality, and social exclusion. United Cities against Poverty, defining itself as a technical agency in servicing cities, creates development projects that combine financial means with exchanges of expertise. For information, **contact** the secretariat of United Cities against Poverty at secretariat@vup-ucp.org.

The chief actions that can be carried out in the area of development to influence the root causes of a situation of tension or armed conflict include

- **Promoting the purchasing of ethical products that do not have connections to armed conflicts:** This involves verifying that public spending does not support businesses that benefit from armed conflict,¹⁴⁰ selling fair trade products in municipalities as a way to educate the public, and supporting responsible forms of commercialization and production.
- **Promoting people's development:** This involves raising-awareness of and promoting the United Nations Millennium Development Goals, acting to guarantee access to education and health, and taking steps to reduce social inequalities.

¹³⁷ UNDP, *Human Development Report 2005*, p. 155.

¹³⁸ This data is taken from a comparison of active armed conflicts at the end of 2006 done in *Alerta 2007! Informe sobre conflictos, derechos humanos y construcción de paz*, and the 2006 Human Development Report. It must be in borne in mind, though, that the Human Development Report did not include Somalia, which would have most likely increased the percentage of countries which had experienced conflict to roughly 20 percent.

¹³⁹ See the section "¿La desigualdad como causa de los conflictos armados?" in *Alerta 2006! Informe sobre conflictos, derechos humanos y construcción de paz* (Escola de Cultura de Pau, Icaria: Barcelona, 2006), p. 113.

¹⁴⁰ See Section 5, Consistency.

The **World Alliance of Cities against Poverty** (www.wacapcities.org) is a world network of cities set up by the UNDP to support municipalities in facing the challenge of poverty. The network helps create bridges between municipal public administrations by offering opportunities for exchanges of mutual experiences and the possibility of sharing human, material, and economic resources, with the aim of attaining concrete objectives that can reduce poverty. More than 200 cities and municipalities around the world belong to the World Alliance of Cities against Poverty, which is tightly linked to the Millennium Development Goals. For information, contact mohand.cherifi@undp.org.



- **Creating workplaces and encouraging commerce:** Offering microcredit as an incentive to creating small businesses, creating assorted work for youth at risk of joining armed groups, and buying local and educating the public on buying local.

Employment Creation in Mukono and Lugazi, Uganda

Aim: To strengthen work opportunities and the economic empowerment of youth.

Context: Uganda has experienced armed conflict between the government and the armed opposition group the Lord's Resistance Army since 1987. Even though Mukono is not located in Uganda's zone of conflict, it has suffered indirect consequences, including hunger. According to the World Food Programme, between 30 and 39 percent of children are malnourished in the Mukono region.

Description: Since in 1999, different programmes have been created for the area, such as vocational training and adult literacy workshops, literacy and vocational training workshops specifically for women, horticulture development projects, workshops on improving business management, computer training, and training to improve cattle production.

Results: Two hundred women have participated in vocational training workshops, and in five years, the percentage of businesses run by women has risen from 5 percent to 31.5 percent. After six years of cooperation between Gran and Mukono, the city hall of Mukono plans to expand activities into other Ugandan municipalities.



- **Transforming structural conditions** to encourage people's development: Running campaigns to abolish foreign debt, promoting responsible consumerism and fair trade, etc.
- **Promoting partners' clean management**, attaching anti-corruption clauses to cooperative agreements, demanding publication of data, and supporting anti-corruption campaigns.
- **Detaching exploitation of resources from conflict:** Excessive economic dependency on the extraction and exportation of primary resources is closely linked to corruption and political tension.¹⁴¹ Natural resources such as lumber, gold, diamonds, or oil, moreover, contribute directly to the financing of armed conflicts, to the purchasing of arms and the payment of combatants. To detach the exploitation of resources from armed conflict we can support transparency measures, such as the adoption of mechanisms to track the origins of primary materials, which is what the Kimberley Process Certification Scheme proposes under the Extractive Industries Transparency Initiative *Publish What You Pay*.

¹⁴¹ Secretary-General of the United Nations, *Progress Report on the Prevention of Armed Conflict: Report of the Secretary-General (A/60/891)*, July 18, 2006.

The chief campaign on the exploitation of natural resources is **Publish What You Pay** (www.publishwhatyoupay.org), which aims to support citizens in developing countries rich in natural resources to oblige their governments to be more transparent in the management of income from the petroleum and mining industry, and to demand clean management of this income as a means to reduce poverty, and promote economic growth and development.



Too often cooperative development relations are governed by historical traditions, via ex-colony relationships or other political affinities. As a result, development policies do not always respond necessarily to the more urgent development needs of developing countries.



Development cooperation must be understood according to the necessities of countries, prioritizing interventions for the poorest countries in accordance with the Millennium Development Goals for maximum- and high-priority countries.

Human Rights

The link between human rights and armed conflict has evolved together with the recent history of armed conflict. The disasters of the Second World War motivated the creation of **International Humanitarian Law** (IHL), a set of regulations on the conduct of participants in armed conflict, the aim of which was to limit as much as possible the negative impacts of armed conflict. However, at the end of the 1970s, international law adopted a more transformative position; it went beyond the establishment of limits for armed conflict, which in practice legitimized the right of war, to recognizing the right to peace¹⁴² and the necessity to eradicate war.¹⁴³

In this way, international law in relation to armed conflict is not restricted to stipulating limits (IHL) or trying those who have transgressed these limits (International Criminal Justice), but now protects the basic conditions necessary to avoid wars. Earlier, this document spoke of the responsibility of states to protect civilians from armed violence and of transitional justice to ensure the punishment of human rights violations. This section's focus is more positive and preventative. It is positive because it adopts the positive conception of peace that considers the basic legal conditions that must be in place in order to have peace. It is preventative because it views the violation of human rights as the cause of many armed conflicts and considers the guaranteeing of these rights an effective way to prevent armed conflict.

At the root of most armed conflicts are human rights violations of communities that experience discrimination, i.e. violations of minority rights, their civil and political rights, or their economic, social, or cultural rights.

Discrimination can be defined as “any distinction, exclusion, restriction or preference which is based on any ground such as race, colour, [...] language,

¹⁴² United Nations General Assembly, *Declaration on the Right of Peoples to Peace* (A/RES/39/11), November 12, 1984.

¹⁴³ Orozco, “Hacedores de paz y defensores de derechos humanos (una disputa de familia),” in *Sobre los límites de la conciencia humanitaria: Dilemas de la paz y la justicia en América Latina* (Editorial Temis: Bogotá, 2005), p. 325.

religion, [...] national or social origin, [...] birth or other status, and which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of all rights and freedoms.”¹⁴⁴

More than half of armed conflicts today are related to the political, economic, or cultural discrimination of ethnic groups.¹⁴⁵ Armed conflicts in the Democratic Republic of the Congo, Sri Lanka, and Thailand are three noteworthy examples. Armed conflicts in Chad, Somalia, Ethiopia, and Nepal have their roots in a lack of political representation or in weak civil and political rights. Zimbabwe is an example of how the violation of economic, social, and cultural rights can lead to heavy conflict.

Actions local governments can take to guarantee the fulfilment of human rights more directly related to armed conflict include

- **Awareness-raising:** Supporting educational initiatives for human rights among persons and organizations with high community impacts, such as leaders, including community leaders, local police, and members of the judiciary; and facilitating the denunciation of major violations of human rights around the world by offering municipal venues for awareness-raising events and publishing articles in local media.
- **Pressuring** countries to sign, ratify, and **apply the principles of international human rights treaties**, including the International Covenant on Civil and Political Rights (1966); the International Covenant on Economic, Social and Cultural Rights (1966); the Convention on the Prevention and Punishment of the Crime of Genocide (1948); and the Convention relating to the Status of Refugees (1951).
- **Strengthening mechanisms to protect and promote human rights:** Although strengthening and applying legislation on human rights is not within the powers of local government, local governments can contribute to the protection of human rights by supporting civil society participation in promoting of human rights.

We can strengthen protective mechanisms and promote human rights by giving voice to reports denouncing human rights violations, by supporting local human rights groups, by welcoming individual defenders of human rights in municipalities, by supporting municipal initiatives to accompany individuals who have been threatened, by offering technical assistance to create or strengthen the role of the ombudsperson and to boost their function in human rights protection, and by supporting the participation of human rights organizations in international bodies (such as the Commission on Human Rights) in order to denounce violations of human rights.

- We can also promote **rights for minorities** by protecting the national, ethnic, cultural, religious, and linguistic identities of minorities; the right of minorities to enjoy their own culture, practice their own religion, and express themselves in their own language; the right of minorities to participate in political decision-making; the right of minorities to freedom of assembly; etc.¹⁴⁶ Violations of minority rights can lead to discrimination over access to rights and services,

¹⁴⁴ General Comment 18 of the Human Rights Committee on Non-Discrimination Under the Covenant on Civil and Political Rights, UN Doc. HRI/GEN/1/Rev.2 of March 29, 1996.

¹⁴⁵ According to the 21 armed conflicts contrasted in the annual report *Alerta 2007! Informe sobre conflictos, derechos humanos y construcción de paz* (Escuela de Cultura de Pau, Icaria: Barcelona, 2007).

¹⁴⁶ General Assembly of the United Nations, *Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities* (A/RES/47/135), December 18, 1992.

in contexts of segregation, in eugenics policies, etc. Violations of this sort can engender direct violence both by minorities themselves, who choose to arm themselves in demand of their rights, and by state governments and majority populations, who commit individual aggressions, organized aggressions, or, in the worse case scenario, genocide.

The International Campaign to End Genocide (www.genocidewatch.org/internationalcampaign.htm): The International Campaign to End Genocide brings together 30 civil society organizations from around the world. It works to achieve four key objectives: improvement of information on genocide and the mobilization of political support to prevent it, creation of a preventative alert system to deal with potential ethnic conflicts and genocide, creation of a United Nations rapid response mechanism, and persecution and punishment of individuals responsible for genocide.

To prevent violent situations like these and to encourage respect for minority rights, municipalities can issue political statements, make development projects conditional on human rights clauses, offer technical assistance on how to recognize minority rights in cities, and implement projects to reinforce religious, linguistic, and other rights.



Evaluation indicators: *Minority Rights: The Key to Conflict Prevention* (p.35) proposes a list of 30 criteria on the situation of minorities in order to evaluate whether a country is at risk for violent conflict.



Peacebuilding must ensure respect for minority rights. It must take into consideration the needs of minorities, offer communication in their languages, and ensure results benefit them.

- Strengthening people's **civil and political rights**.¹⁴⁷ The democratic shortcomings of states—violations of the right to political participation, i.e. participation in the management of public affairs, whether direct or via freely elected representatives, and the right to vote and be elected in regular elections—are a common cause for armed conflict. Conflict arises particularly when a democratic deficit is associated with a lack of guarantees on the physical safety of the individual (e.g. violations of the right to life, torture or cruel and unusual punishments, degrading or inhuman punishment, slavery, servitude, forced labour, or the right to personal freedom and security) or a lack of legal guarantees of the rule of law (i.e. equality before the courts, the presumption of innocence, the right to freedom of thought, freedom of religion, freedom of expression, and the right to freedom of assembly and association).

Reinforcement of democratic procedures is the principal instrument for minimizing violations of civil and political rights.¹⁴⁸

- Promoting respect for individual and group **economic, social, and cultural rights** (ESCR) linked to causes of armed conflict, including exclusion and

¹⁴⁶ General Assembly of the United Nations, *International Covenant on Civil and Political Rights* (A/RES/2200), December 16, 1966.

¹⁴⁸ For concrete ways to reinforce local democracy, see Section 7a, Democracy.

frustration connected to a lack of employment options or access to land. Rights related to work in equitable and satisfactory work environments, or in unionized contexts, to social rights including the right to social security, family assistance, and an adequate living standard, are the ESCRs that can most link to the root causes of armed conflict.¹⁴⁹

City halls traditionally have participated in ESCR guarantees through cooperative development projects.¹⁵⁰

149 General Assembly of the United Nations, *International Covenant on Economic, Social and Cultural Rights* (A/RES/2200), December 16, 1966. On how city halls can promote ESCRs, see Section 7b, Development.

150 For ways to promote ESCRs and other forms of support for development, such as influencing the causes of armed conflict, see Section 7b, Development.

Facilitating Channels for Conflict Transformation

The progressive loss of importance of the state in international relations has given rise to new independent actors that increasingly make important decisions in place of states. This transfer of power has also occurred in the area of peacebuilding.

As a result, civil society, a “network of social relations which exists in the space between states, the market (activities designed for the extraction of profit), and the private lives of families and individuals,”¹⁵¹ has strengthened as a recognizable international actor of peacebuilding that is dynamic, motivated, and trained to participate in the transformation of armed conflicts.

Independent from central government and at the same time close to citizens, municipalities have great potential to participate in the transformation of conflict, on their own or as civil society partners, in peace negotiations or in supporting civilian initiatives to reject violence.

Promoting Peace Negotiations

For many years, states had reserved the right to participate in negotiations to settle conflicts. Beginning in the 1970s, however, negotiation and mediation models diversified by incorporating new forms of negotiation, with new aims and participants. Today, we have multitrack diplomacy to deal with the different kinds of negotiation that can occur simultaneously.

Negotiation can be understood as the “process by which two opposing parties, whether countries or internal forces within one country, agree to discuss their differences in a framework arranged to find a satisfactory solution to their demands.”¹⁵²

A **peace process** is a negotiation scheme that has been agreed upon after a thematic agenda, procedures, calendar, and facilitative mechanisms have been determined. Negotiation is one stage of the peace process.

In terms of the participants involved in negotiations and their aims, two diplomatic tracks may be taken:

- **Track One Diplomacy:** Activities conducted by states or by states and armed groups directly involved in a conflict. The aim of Track One Diplomacy is to end violence as quick as possible.
- **Track Two Diplomacy:** Activities conducted by non-state actors, including research centres, local or international civil society organizations, and local bodies, which aim to act on the root causes of conflict by reconstructing relations between opposing parties to a conflict.

Track two diplomacy involves municipalities and other local bodies. It works to create and strengthen relations between communities. The two tracks are not incompatible; in certain contexts, states or armed groups may have conducted negotiations at the same time as municipalities conduct track two diplomacy. This manner of complementary work has helped to mutually strengthen the diplomatic routes.

The chief ways to promote peace negotiations using track two diplomacy are to

¹⁵¹ Barnes, *op. cit.*, p. 19.

¹⁵² Fisas, *Anuario 2007 de procesos de paz* (Icaria: Barcelona, 2007), p. 10.

- **Open unofficial channels for dialogue** between political representatives by organizational meetings of mayors, among other actors, which can lead to a process of dialogue, help identify priorities, and determine ways to respond to conflict.

Seminar on Lessons Learned from the Negotiation Process in Colombia

Aim: To learn about prior negotiation experiences in Colombia in order to better cope with future negotiation scenarios.

Context: Since the 1980s, Colombia has been a staging ground for numerous peace negotiations. Each new political mandate restarts negotiations. At the time of the Lessons Learned seminar, three open negotiations were in process between the government of Colombia and the FARC and ELN guerrillas, and the AUC paramilitary group.

Description: A closed-door seminar was held in October 2004 with roughly 30 negotiators from the armed conflict in Colombia. Sessions were organized to critically analyze the various negotiations held in Colombia since 1982, their successes, and their errors in reaching settlements. Organized by an academic research centre, the seminar received support from development agencies, the United Nations, and the city of Sant Cugat, Spain, which supported the event by offering city resources and a venue for it.

For information, **contact** the Escola de Cultura de Pau at escolapau@pangea.org.

The fact that the event took place in a medium-sized city helped maintain confidentiality, which was an essential requirement for the process.



Occasionally, promoting part-to-party dialogue means supporting the weaker side in a negotiation.

Support for the Sahrawi Arab Democratic Republic, SADR

Aim: To develop a joint framework of cooperation among Basque municipalities in Spain in order to amplify development impacts on Sahrawi refugees.

Context: Relations between the Basque territory and the SADR date back more than 30 years. On the Basque side, the relationship is lead by a wide variety of institutions and civil society. More than 100 Basque municipalities are connected in some way to Sahrawi villages and camps.

Description: The Sahara Coordination Unit, founded by Euskal Fondoa, the Association of Local Basque Cooperating Bodies, coordinates support activities for the SADR by Basque city halls. The Sahara Coordination Unit promotes activities ranging from awareness-raising (with exhibits on the realities of Sahrawi refugees) to political action (through motions to support a Peace Plan for Self-Determination of the People of Western Sahara or by organizing delegations of representatives to visit occupied Sahrawi territory). It supports development through actions to improve fuel transportation, the building of a centre for women, and a programme called Peace Vacations in which city halls arrange stays for Sahrawi children with Basque families.

Results: Sustained relations to agree on priority areas have been created between Basque municipalities and the SADR Ministry of Development, the National Union of Sahrawi Women, and the mayors of fraternal cities and towns.

Contact the Sahara Coordination Unit at ucs-sku@euskalfondoa.org for more information.

Despite the large quantity of existing Basque-Sahrawi twin city arrangements, cooperative projects promoted by the Sahara Coordination Unit are not strictly bilateral in terms of the micro-projects developed by each municipality; rather



they are coordinated so as to avoid creation of inequality between projects. The coordinated activities of municipalities are conducted as a form of diplomatic support for the SADR and independent of the central government.

Promote dialogue in divided communities: This involves creating meeting spots for talk on multidisciplinary topics and facilitating inter-religious and interethnic dialogue through a focus on common ground.

The **Alliance of Civilizations** (www.unaoc.org/index.php) aims to promote comprehension between western and Islamic societies, overcome divisions, prejudices, polarization, and other potential threats to peace. In achieving these objectives, the alliance promotes cooperation between related initiatives. The Report of the High-level Group of November 13, 2006¹⁵³ provides recommendations for different actors on how to encourage common ground between civilizations.



The **Network of European Local Authorities for Peace in the Middle East** (www.paxurbs.com) was established in 2002 upon the initiative of national networks of Belgian, Spanish, French, Greek, and Italian municipalities, with the goal of involving European municipalities in Middle East peacebuilding. The network strives to pressure the European Union and other actors to enhance their commitment to peace in the Middle East and to promote the role of municipalities in this, by promoting dialogue between local Israeli and Palestinian groups, by encouraging cooperative programmes between European, Israeli, and Palestinian cities and towns, and by supporting Israeli-Palestinian peace initiatives. The network works with the Association of Palestinian Local Authorities, APLA, and the Union of Local Authorities in Israel, ULAI.
Contact the Catalan branch of the network at fonscat@pangea.org for more information.



The **Municipal Alliance for Peace in the Middle East (MAP)** was founded in The Hague in 2005 through cooperation between the APLA and ULAI. MAP promotes local projects between different types of Israeli, Palestinian, and other actors, with the aim of promoting dialogue and understanding between Israelis and Palestinians through local development projects. MAP helps to establish contact between the groups, gives support to the formulation of projects, helps in finding funding, coordinates implemented projects, and develops its own projects. The alliance implements projects mainly in the areas of youth, the environment, economic development, culture, and municipal management. MAP's first pilot projects were set to commence in January 2007.
Contact map@undp.org for more information.

- **Envision possible negotiated settlements:** This involves funding technical research that can provide solutions to specific conflicts on borders, in access to water, etc.; supporting initiatives that put forward negotiated settlements; and envisioning a future in which violence has been defeated.

153 See www.unaoc.org/repository/HLG_Report.pdf.

Increasing the Abilities of Individuals to Reject Violence

Current armed conflicts tend to hide local capacity to achieve peace.¹⁵⁴

Any context of tension, armed conflict, or post-war, as virulent as it may be, confronts movements that arise from the grassroots to counter violence and build places for peace. A possible reason for this is that “as people become directly affected by armed conflict, they develop a central interest in contributing to its resolution. Living alongside the armed actors, they have greater need and greater potential to take part in peacebuilding.”¹⁵⁵

But despite the capability and growing interest from individuals who suffer the consequences of conflicts in participating in changing their surroundings, the hostility of the environment in which these individuals work, from threats to their physical well-being to a lack of economic resources and political isolation, make it necessary that their local peace efforts be structured and coordinated and that external support be provided for them. Supporting city residents can be a particularly dynamic motor of change, considering cities like Tuzla during the war in Balkans in the 1990s. Cities have been examples of co-existence, despite sometimes being surrounded by community conflicts. Cities have been motivating sources in the creation of meeting grounds for opposing parties.

The strengthening of local capacities to face conflict requires empowerment.

Empowerment is the exercise of recognizing and strengthening individual and group abilities to achieve objectives without imposing on others.¹⁵⁶ Empowerment can be nurtured with three complementary approaches,¹⁵⁷ by promoting

- *internal power*, or the power of the individual, i.e. increasing self-confidence, assertiveness, and the ability to communicate;
- *power with*, i.e. the power attained in working to raise group awareness, trust, cooperation, and decision-making based on consensus; and
- *power of*, i.e. the power related to determining strategies to adopt, the power attained from assisting in the development of campaigns, of determining objectives, working as a mediator between actors, organizing networks, and understanding rights.

At the same time we should remember that any random form of external support does not necessarily contribute to the empowerment of a local population. When an external actor plays a too great role, it can damage the capacity for self-management, for dynamism, and for local group initiative. We must be careful not to create dependant relations that put local groups at the mercy of international charity. A dependant relationship carries the risk of disempowering supported groups. The relationship may deflate once external support is removed. This was the case for many civil society organizations created in the post-war context in the Balkans; the number of active organizations dropped drastically once international support retreated from the region.

¹⁵⁴ Anderson, *Do No Harm: How Aid Can Support Peace - or War* (Lynne Rienner Publishers: Boulder, Colorado, 1999).

¹⁵⁵ Barnes, *Agents for Change: Civil Society Roles in Preventing War and Building Peace* (Global Partnership for the Prevention of Armed Conflict, 2006), p. 7.

¹⁵⁶ Although empowerment may be generally accepted work, the concept is nevertheless criticized by feminists who relate it to a patriarchal discourse obsessed with power. From this perspective, we can compare empowerment strategies to balance the power of communities with that of more powerful actors, to armament strategies for attaining as many destructive arms as rivals have. On this topic, see “Empowerment” by Bhavé, in *Nonviolence and Social Empowerment*, www.wri-irg.org/pdf/nvse-book.pdf.

¹⁵⁷ Lukes, *Power: A Radical View* (London: Macmillan, 1974).

To achieve an effective partnership that empowers local partners, it is important to clearly define the roles of actors, as follows:¹⁵⁸

- **Internal actors:** Internal actors are responsible for rebuilding fractured societies from within. Internal actors may be governments, political parties, civil society organizations, religious groups, displaced persons, or the diaspora, including refugees.
- **External actors:** External actors are representatives of bilateral and multilateral aid projects which organize and support peacebuilding strategies. External actors are donors, multilateral bodies, international civil society organizations, and other international development organizations.

Generally, the main function of internal actors is to supply strong knowledge of a context, including project participants or implicated individuals, cultural idiosyncrasies, and perceptions. The main role of external actors is to ensure international support, both political and economic, and suggest models and offer experiences from other places.

Main Contributions of Internal Actors	Main contributions of External Actors
<ul style="list-style-type: none"> - Motivation, passions, and commitment to a cause because internal actors themselves suffer the costs of conflict; - Strong knowledge of a context, its conflicts and their internal dynamics, of the members and internal politics of local groups, and of the internal resources available for peace; - Reputation, credibility, and trust in the eyes of local residents, which can mean an ability to access political decision-makers, to negotiate, or to mobilize; - Ability to apply political pressure on a situation given the personal influence or local representation of the internal actors; and - Ability to ensure continuity, monitoring, and assessment in the long term since internal actors are present in the field and can maintain sustained contacts with individuals involved in peace efforts. 	<ul style="list-style-type: none"> - Applying political pressure, supporting and raising awareness around international opinion on the local and international causes of a conflict, and on the peace initiatives of local actors; - Pressuring national political authorities; - Using channels of influence in the international political sphere to increase the security of internal actors through accompaniment, monitoring, and report writing; - Offering comparative experiences, ideas, and new techniques from other contexts so internal actors can decide to apply these or not; - Offering “safe space” so all the sides of a conflict can meet to dialogue, train, assist with talks and conferences, and work together; and - Utilizing external contacts and credibility to mobilize resources.

Source: Partnerships Among Outsider and Insider Peace Practitioners www.cdainc.com/rpp/partnerships_among_outsider_and_insider_peace_practitioners.php



In promoting effective partnerships, “external actors must let themselves be guided by the demands and priorities of local actors; their role must be as supporters not pioneers; and they must especially support efforts to create local capabilities. All of this requires external actors to be more patient, less assertive, more receptive to ideas and local initiatives, and more flexible, adaptable and sensitive.”¹⁵⁹

Examples of how city halls can support civil society groups that confront armed conflict in a constructive manner are

- To increase the visibility of the **independent community initiatives of armed actors and/or promote social change** by making information available on the realities of communities, distributing their communications and making visible their initiatives, responding to their petitions for economic and political support, etc.

¹⁵⁸ *Building Effective Partnerships: Improving the Relationship between Internal and External Actors in Post-Conflict Countries* (WSP International and IPA's Security-Development Nexus Program, October 2004).

¹⁵⁹ Nathan, *Let Local Actors Take the Lead* (WSP International, May 2004), p. 4.

Solidarity with Communities of Peace in Chocó and Urabà

Aim: To increase the visibility of and protect the non-violent civil disobedience initiatives of Communities of Peace and the regions of Chocó and Urabà in Colombia.

Context: Communities of Peace in Colombia are attempts to disconnect communities from all armed actors in Colombia and to resist the forced displacement of their populations. The grave threat to the physical integrity of members of these communities makes it essential that they receive international support.

Description: An initiative of the city of Narni in Italy, diverse local Italian bodies and other actors including civil society organizations and private institutions, have joined a network that focuses on two areas of action. One area is to make visible and raise awareness of the human rights situation of the Communities of Peace in Colombia by distributing the communities' communiqués, assembling an archive of resistance practices, and organizing talks and conferences on the Peace Communities; the other area is to accompany and provide protection for the communities by denouncing human rights violations there, pressuring internationally the governments of the European Union to protect the communities, and organizing actions to accompany the communities on the ground.

Results: The political support networks offer unrivalled support to the communities' peaceful resistance: this support has become an indirect shield of protection that has increased the political cost of committing violent aggressions on the communities.

For more information, **contact** the Italian Network of Solidarity with the Communities of Peace of Chocó and Urabà by going to the network's website, www.retidipace.it.

The value of the solidarity network is that it provides primarily political support.



Founded in 2003, the **Catalan Roundtable for Peace and Human Rights in Colombia** (www.taulacolombia.org) brings together city halls, city hall networks, and civil society organizations from a variety of areas, including human rights, youth, academia, and the union movement. The roundtable focuses on three key objectives: diagnosing the armed conflict in Colombia and determining a joint action plan for it, supporting civil peace initiatives, and educating Catalan civil society on the armed conflict in Colombia. To support civil peace initiatives, between two and four member organizations of the roundtable receive a representative of a Colombian peace organization or organization in defence of human rights for a year. These individuals receive training in a diploma course on the culture of peace and work on projects jointly determined by their Colombian association and the Catalan association that has welcomed them.

Contact taula-colombia@pangea.org for more information.



- To **increase the capacities** of individuals to **resist** and respond to **provocations of violence**: Educating for peace, educating to understand the causes of conflict and ways to deal with them, understanding and supporting traditional forms of conflict transformation, empowering individuals and communities, and knowing non-violent strategies for peacebuilding.

Projects that act solely at the micro-social level, such as projects for peace education that do not contain any kind of action at the socio-political level, do not generate notable peacebuilding effects.





So micro-social projects have a more positive impact on peacebuilding, it is necessary they end in actions within the socio-political sphere. For a project of peace education to have certain repercussions on a conflict's context, for instance, it is necessary it manage to produce a transformation of the context by creating alternatives, or modifying or establishing laws.¹⁶⁰

- To facilitate processes of **social dialogue** in order to agree on the ways to fulfil population needs regarding local policies, ceasefire conditions, the necessary contents a local peace process, implementation of reconciliation policies, reconstruction, and community perceptions of external projects. To be successful, social dialogue must be inclusive and representative.



Konpondu.net

Aim: To gather citizen opinions and communicate them to the political parties and institutions of the Basque territory.

Context: In the conflict in Basque territory, Spanish and Basque nationalisms dispute the political statutes of the Basque region, Navarre, and three regions located in France. In March 2006, the armed group ETA declared a permanent ceasefire, opening the doors to new negotiations with the Spanish government, but these negotiations broke off in December of the same year.

Description: According to the view that peace processes should not be solely the domain of political parties but that citizens should be actively involved in them, the Konpondu (meaning to fix or resolve in the Basque language) website was created as a tool to gather citizen opinions. Konpondu utilizes questionnaires, telephones, a blog, emails to political parties, and municipal dialogue forums in 85 Basque cities to gather opinions. The Department of Conflict Resolution at Colombia University in New York then collects the opinions and writes a final report that it transfers directly to political parties. Konpondu is an initiative of the Basque government. Basque municipalities including Azpeitia, Durango, Guernica, Leioa, and Legazpi, have put a link to the project on the front pages of their websites in order to make the initiative more visible and to encourage participation.

Results: The report has still not been realized, but the fact that 85 cities have organized forums of debate is a sign that interest in the initiative is increasing.

Municipalities interested in organizing a forum of dialogue in their cities may **contact** www.konpondu.net/?page_id=48.



City halls governed by different political parties have been incorporated in Konpondu's municipal forums initiative, which has avoided potential partisan exploitation of the initiative.

- To host **symbolic events in rejection of violence** perpetuated against communities, including vigils, concerts, ceremonies, marches and demonstrations, tree plantings, etc.

Solidarity with the Community of San José de Apartadó

Aim: To remember the victims of the San José de Apartadó massacre in Colombia and to demand legal persecution for the responsible persons.

Context: San José de Apartadó has been attacked on numerous occasions since its declaration as a Community of Peace in 1997. In one of these attacks conducted in February 2005, the Colombian military killed seven individuals from the community.

Description: Two years later, at the end of 2006, the city hall of Westerlo in Belgium and the federation of counties of Herselt, Hulshout, and Westerlo linked with the peace community of San José de Apartadó and held events in solidarity with the victims of the massacre. In Westerlo, a religious ceremony was held to honour victims and a demonstration was organized in front of the Colombian embassy in Brussels, which included the presentation of a written petition to try the individuals responsible for the crime.

Results: Although responsibility for the 2005 massacre has still not been determined, the case is being looked at by the Inter-American Court of Human Rights.

For more information, **contact** the community of peace of San José de Apartadó, www.cdpsanjose.org.

San José de Apartadó is an example of non-violent civil disobedience. In March 2006, the community celebrated its 10-year anniversary as a Community of Peace. International support, based predominantly on political denunciation of the violent aggressions that the community has suffered, has been crucial to the community's resistance.



Conclusions and Proposals

The collection of European city peace practices assembled here reveals a great disproportion of applied practices. That is, although we can identify a long tradition of promoting peace in cities, city-to-city cooperation has been much less developed. The main conclusions drawn from this research are summarized in this final section. Actions to strengthen the role of cities in city diplomacy are also suggested.

Peacebuilding from Municipalities

The diplomatic actions of European cities for peacebuilding within municipalities are **innumerable and highly diverse**. These practices have been applied for many years, and have been redefined and adapted to societal changes in order to enhance their effectiveness. Certain cities have been especially innovative and committed, such as The Hague, Barcelona, and Vienna, while other cities have inherited a certain historical experience, a clear commitment to peace, and have become leaders of diverse initiatives, such as Geneva, Nuremburg, and Guernica.

It is increasingly clear that city actors have **shared responsibility**. In addition to city hall, other actors, such as businesses (in giving free time to their employees, in paying equitable salaries, and, specifically for construction companies, in building safe and accessible housing), and citizens (in using participatory spaces for making their voices heard, in promoting co-existence between all citizens, in being open minded about diversity, and in resolving conflicts in constructive manners), also directly impact on cities in making them more peaceful or, contrarily, more conflictive.

Among steps already implemented, we find certain factors that favour the **effectiveness** of measures.

- Measures are especially effective when applied in an **integrated fashion**, from different municipalities, with strategies that range from the most local to the global context. Integrated intervention according to Galtung's classification of direct, cultural, and structural violence must include involvement at least three levels: the level of individuals or groups directly involved in assistive measures; the level of education in confronting conflict in a non-violent manner, in playing down prejudice and stereotypes, in deconstructing traditional roles for men and women, and in transmitting the values and attitudes of a culture of peace; and in the levelling of structures to transform urban surroundings, non-punitive judicial measures, and measures to spur employment and housing, as well as to prevent the trafficking of persons and drugs.
- **Strong political supports** that rely on unequivocal commitment from the highest political level. Commitments by city halls or from mayors to projects are especially effective. Motivation from municipal public servants and the provision of necessary means are also important.
- Thanks to the massive **exchange of information** through municipal networks, the internet, and city congresses, many practices have been exported to other contexts. The majority of these networks have become places to compile **good practices** for later discussion.

To construct peace within their areas, cities must know how to confront certain **challenges**.

- The effectiveness of policies depends on the **adequacy of monitoring indicators**. Regrettably, for most of the fields of study analyzed here available data is too general to guide effectively policies and to analyze their impacts.
- **Consistency** awaits greater attention in most cities. Often we find that cities,

particularly large ones, which host events such as arms fairs or recruitment sessions for the armed forces, transmit contradictory messages without genuine commitment to peace. Lack of consistency is very serious, not only in terms of the ethical messages transmitted in cities but in terms of peace cooperation. Otherwise, how do we justify the funding of post-war reconstruction projects or demining projects, if our cities welcome arms manufacturers in their territories?

Building Peace in the World - City-to-City Cooperation

City diplomacy, in its international perspective, is much less developed than peacebuilding within municipalities. Although still a minority approach, the relative newness of city-to-city cooperation for peace makes it a field worthy of exploration.

The international declarations of intergovernmental organizations and campaigns driven by international civil society organizations, among other initiatives, fail to take into account sufficiently the role of city halls and **underestimate their potential role** in international affairs. On the contrary, when international initiatives demand involvement from municipalities and put forward concrete, acceptable actions for municipalities, such as Mayors for Peace or Support for Communities of Peace, their initiatives and organizations receive very **committed responses from city halls**.

The **geographic range** of activities for municipalities is **highly restricted**. Local European governments tend to intervene in the Balkans, in Mediterranean countries, and in Latin America, particularly Colombia, but are little involved in Africa, Asia, and Oceania, which experience a greater number of armed conflicts. This partisan participation could be the result of geographical distance, political affinity with intervened countries, or the invisibility of many armed conflicts. In any event, European city diplomacy has not given a proportionate response to the different cases of armed conflict found around the world.

Is there a City Diplomacy Model?

One particularly intriguing question is whether city-to-city cooperation for peace can be considered a distinct and specific model among other types of peace cooperation. What specific features does city-led peace cooperation contain, and what could its positive contributions be? Although this demands thorough study, this document has made it possible to identify the following **contributions of city diplomacy**:

- A traditional form of city-to-city cooperation, **twin cities**, presents promising opportunities for peacebuilding. Firstly, twins are a **long-term commitment**. As shown earlier, peacebuilding requires the creation of transformative processes, which require time to mature and transform violent conflict. Secondly, twin cities work to take steps before armed conflict erupts. As sustained commitments, twin cities allow for a response to the needs of cities regardless of their current context of peace, tension, armed conflict, or rehabilitation. In this way, twin cities put emphasis on **prevention** rather than on reactive steps put in place directly after armed conflicts have concluded, as is the general approach of the international community.
- City-to-city cooperation's **independence** from **state policy** has certain advantages. This independence is an advantage because it helps guarantee the principle of **independence of aid**, which is periled when states contribute official development aid, or when they send armies on supposedly humanitarian missions. Independence with respect to state policy also permits cities to

overcome the obstacle of state sovereignty and to apply instead principles of the **responsibility to protect**.

- The advantage of the **local dimension** to city diplomacy at the international level is that its viewpoint is grounded in the needs of people. It ensures that projects are well defined by local partners. At the same time, cooperation between municipalities occurs at such a micro level that it risks losing a conflict's context's global viewpoint. It is important, thereby, to compensate for the reduced range of interventions with extra effort to scale up projects.

The international dimension to city diplomacy, although still incipient, also faces great **challenges**.

- The **political function** of municipalities is essential, yet despite this it is still insufficient. It is important to strengthen this function of city diplomacy by reinforcing work in networks and initiatives within the political sphere.
- Many practices of city diplomacy have limited impacts on conflict contexts. The reasons for this are manifold: they include the complexity of the topic, a lack of training for municipal public servants and civil society organizations in peacebuilding, the fact that existing theories on sensitivity to conflict are still difficult to access and are underutilized, among others. **It is crucial to improve the quality of practices** so they can better impact contexts in the most positive manner possible.
- Keeping in mind the complexity of peacebuilding and the fact that other non-municipal, non-city actors have a longer experience with it, cities should **interact more** with other actors. They should be involved in initiatives driven by local groups, in campaigns run by international civil society organizations, in campaigns and action plans of the United Nations, and in the programmes of academic and research centres.
- Finally, until we are able to visualize municipalities as valid actors in peacebuilding, municipalities will not be recognized properly by international organizations. Practices of city diplomacy are more numerous than is generally acknowledged, but often they are not systematized as practices of peace but rather of development. So that the political function of city diplomacy be recognized, it is important to **make visible existing good practices**.

In confronting the principal challenges of city-to-city cooperation for peace, **this paper proposes** the following:

- ① **To bear in mind in a greater way the political role of cities** as public administrations that are closest to citizens, compared to other public administrations, and as international actors active in city diplomacy.
- ② **To boost the role of City and Local Government Units' (CLGUs) Commission on City Diplomacy** as motivating bodies for city diplomacy.
- ③ To strengthen the **training of municipal public servants and civil society partners** in themes related to city diplomacy and peacebuilding in order to reinforce the quality of actions.
- ④ **To improve the visibility of practices** that are conducted in the area of city-to-city peace cooperation, making an effort to describe the practices carried on in agreement with the quality criteria defined by CLGUs.
- ⑤ **To establish cooperative agreements** in order to enhance the capabilities of municipalities and to assist with their financial deficits, through the creation of shared programmes of municipalities and development agencies, the creation of subsidies for projects of direct municipal development, etc.

⑥ **To improve research** on city diplomacy, city-to-city cooperation for peace, and the awareness of conflict **at the municipal level**, by gathering practical firsthand accounts, with analysis on the impacts to peace and on conflict, of good municipal practices in order to exemplify how to apply principles of *awareness of conflict* at the municipal level. This research should be recorded so it can be accessed by city hall public servants.

⑦ To offer practical **tools** to local governments and other civil society actors **to help them identify those civil society peace initiatives** in which they can collaborate.

In light of all this, the main proposals to strengthen city diplomacy, by actor, are as follows:

Proposals to Strengthen City Diplomacy			
Aims Actors	Increasing the political involvement of municipalities in city diplomacy	Improving the quality of city diplomacy practices and peacebuilding	Increasing the visibility of city diplomacy actions
Municipalities and their networks	<ul style="list-style-type: none"> - Strengthening activity in the political sphere (positioning, filing of complaints) - Participating in municipal networks to link forces and enhance political influence 	<ul style="list-style-type: none"> - Training municipal public servants - Evaluating city-to-city development projects for peace jointly with city hall public servants, partners, and academic researchers - Helping with the publication of clear, readable materials to raise awareness, e.g. bulletins of municipal networks or information guides - Defining specific peacebuilding strategies 	<ul style="list-style-type: none"> - Recording practices realized in agreement with quality criteria defined by academics and CLGUs
United City and Local Government' Commission on City Diplomacy	<ul style="list-style-type: none"> - Continuing to apply pressure to have municipalities politically recognized by the United Nations 	<ul style="list-style-type: none"> - Determining, together with academics, what is considered good municipal practice, in order to make explicit criteria and to collect positive experiences - Arranging awards for making visible and certifying the quality of practices - Organizing workshops with municipal representatives and academics to evaluate practices - Administering a database with information on civil peace initiatives and on connector partners - Organizing meeting workshops to assist in getting to know possible project partners 	<ul style="list-style-type: none"> - Centralizing information on city diplomacy - Creating a documentation centre with paper resources and the principal publications on city diplomacy being made available on the internet, with information on city diplomacy campaigns, good practices, and with schedules of conferences and meetings. This information must assemble initiatives of CLGUs and other actors.
Development Agencies	<ul style="list-style-type: none"> - Establishing cooperative programmes to recognize municipalities as representative actors for peace cooperation - Assisting with the financial deficits of municipalities by creating joint programmes between municipalities and development agencies and by establishing subsidies for direct municipal development 	<ul style="list-style-type: none"> - Defining guiding plans for peacebuilding that link together city diplomacy actions - Organizing workshops to improve the skills of municipal public servants and civil society associations on topics of city diplomacy, peacebuilding, and conflict awareness-raising 	<ul style="list-style-type: none"> - Distinguishing the peace activities of other kinds of development to assist in making them more visible, e.g. by highlighting specific peace topics in a separate budget section, or by breaking down in reports development actions that have been realized in contexts of tension, in armed conflicts, and in post-war situations

Intergovernmental and Civil Society Organizations	<ul style="list-style-type: none"> - Recognizing the consultative articles of association of the UN's United Cities and Local Governments - Specifying the role municipalities can play in action plans, international campaigns, etc. 	<ul style="list-style-type: none"> - Training in peacebuilding - Sharing information on impacts on conflict contexts of developed projects, to learn from mistakes, and to produce lessons learned - Evaluating projects done with municipalities in a joint fashion 	<ul style="list-style-type: none"> - Distinguishing peace activities from other types of development in order to help in making them visible - Making peacebuilding initiatives known so city halls can support them
Academia	<ul style="list-style-type: none"> - Highlighting the role of municipalities in city diplomacy. Investigating and pointing out the positive characteristics of different types of development. 	<ul style="list-style-type: none"> - Strengthening research into city diplomacy and the awareness of conflict - Participating in evaluations of city diplomacy projects - Publishing research with a wide readership in mind and accessible to city hall public servants - Helping to connect partners and connectors to support 	<ul style="list-style-type: none"> - Making visible civil peace initiatives that are particularly transformative and committed to peacebuilding, to which city halls can give their support

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Appendix

Normative Framework

Public administrations at all levels have shown an increasing preoccupation in getting involved in peacebuilding, as reflected in numerous legal documents. Aside from the most important international documents, other documents approved by the Spanish Parliament and the Parliament of Catalonia also invite all actors to make an extra effort to promote a culture of peace.

Basic Normative Framework	
United Nations	United Nations General Assembly Resolution 39/11, <i>Declaration on the Right of Peoples to Peace</i> (A/RES/39/11), November 12, 1984, www.unhchr.ch/html/menu3/b/73.htm . <i>An Agenda for Peace</i> , 1992 (A/47/277), www.un.org/Docs/SG/agpeace.html , and the <i>Supplement to an Agenda for Peace</i> , 1995, www.un.org/Docs/SG/agsupp.html . These documents describe the tasks the UN must take on for preventative diplomacy, the establishment of peace, the maintenance of peace, post-war reconstruction, cooperation with regional bodies, and staff safety, emphasizing the need to prevent conflict. <i>Declaration and Programme of Action on a Culture of Peace</i> , 1999 (A/RES/53/243), www3.unesco.org/iycp/kits/uk_res_243.pdf . This document defines eight action areas for both states and civil society in promoting a culture of peace. The areas are a culture of peace through education; sustainable social and economic development; respect for human rights; equality between men and women; democratic participation; understanding, toleration, and solidarity; and the free circulation of information.
Civil society	<i>Hague Agenda for Peace</i> , 1999. www.haguepeace.org/resources/HagueAgendaPeace+Justice4The21stCentury.pdf .
Spain	<i>Law on the Promotion of Education and a Culture of Peace</i> , 2005 (Law 27/2005), www.boe.es/boe/dias/2005/12/01/pdfs/A39418-39419.pdf . The Spanish government is committed to resolving conflicts in accord with the Charter of the United Nations, and to promoting peace through, in particular, education for peace at all levels of education.
Catalonia	<i>Law to Promote Peace</i> , 2003 (Law 21/2003), www.gencat.net/diari/3924/03185017.htm . This law defines the actions public administration must encourage to promote peace. It resulted in the creation of the Catalan Council for Peace Promotion and established guidelines for the creation of an International Institute for Peace.

In each of its articles, the Law to Promote Peace (Law 21/2003) makes it clear that peacebuilding is the responsibility both of the Generalitat (government of Catalonia) and local governments in their respective jurisdictions.

Peacebuilding Actions as Defined by the Law to Promote Peace (Law 21/2003)

Human rights and individual and group freedoms

- a) Dissemination of the Universal Declaration of Human Rights.
- b) Dissemination of the Declaration of and Convention on the Rights of the Child.
- c) Recognition of the cultural, social, and economic rights of all individuals.
- d) Equality between women and men.
- e) Intensification of measures to eliminate discrimination and violence towards individuals.
- f) Adoption of measures to promote the integration of immigrants in Catalonia.
- g) Specific training in human rights for Catalan security forces.
- h) The fight against terrorism, the exploitation of individuals, organized crime, the production and trafficking of narcotics, money laundering, and corruption.
- i) Promotion of effective solidarity with all individuals and peoples in situations of war or genocide and violence.
- j) Eradication of poverty and, above all, access by all individuals to the goods and services necessary to satisfy basic human needs.
- k) Sustainable human development that integrates environmental, social, economic, and democratic dimensions.

Citizen co-existence, promotion of dialogue, and peaceful solutions to conflicts

- a) Inter-departmental and inter-administrative coordination for the development and adoption of measures for peace and solidarity.
- b) Mediation for citizen conflicts within municipalities.
- c) Understanding, solidarity, tolerance, and cooperation between peoples and nations, especially between peoples of the Spanish state, in the promotion of the ability to dialogue, negotiate, reach consensus, and find peaceful solutions to conflict.
- d) Study to understand the roots of cultural practices and traditions of all individuals who live in Catalonia.
- e) Support for volunteers.
- f) Establishment of awards of the best initiatives for peace.
- g) Creation of agreements for researchers and experts from around the world to work on designing courses of action for the promotion of peace.
- h) Religious co-existence and reconciliation.
- i) Active participation in international bodies and forums for the prevention of conflict and peacebuilding.
- j) Research on processes of negotiation and mediation to find peaceful solutions to conflict and the achievement of peace.
- k) Meetings, occasions for dialogue, seminars, and other activities for arriving at peaceful solutions to violent conflict.
- l) Activities of citizen diplomacy or the equivalent aimed at complimenting the formal diplomatic work done at a variety of levels.
- m) Active cooperation, with research and peacebuilding centres, on the promotion of peace in places where there is conflict.

Teaching and peace education

- a) Dissemination of materials, proposals, and documents that are particularly relevant to education, research, and the spread of a culture of peace.
- b) Development and application of global education programmes for peace addressed to all kinds of students.
- c) Application of criteria based on a culture of peace and mutual respect between peoples in the writing and review of textbooks and other educational materials by educational centres, under the supervision of the department responsible for the teaching material.
- d) Instruction of children, from the youngest ages, in the values, attitudes, behaviour, and lifestyles that enable them to resolve conflict in peaceful ways in a spirit of respect for human dignity.
- e) Training for individuals who wish to work in impoverished countries as collaborators, or who wish to work on the prevention and resolution of conflict, peacebuilding, or mediation.

Media

- a) Dissemination of information on a culture of peace in the media.
- b) Consideration of the political and ideological diversity of Catalan society in the media, especially the publicly owned media, through observance of the principles of pluralism in culture, religion, society, politics, and thought.
- c) Measures to reduce violence in the content of the media, the internet, and other new information technologies, and to eradicate broadcasting and information that can lead to discriminatory behaviour with respect to birth, race, gender, opinion, or any other personal or social condition or circumstance.
- d) Exchange and universalization of the internet and other new information technologies.
- e) Presence of non-governmental organizations and centres of study on peace in public media.

Global disarmament

- a) Activities to promote global disarmament under the control of the United Nations.
- b) Activities to promote the elimination of the illicit trafficking of all kinds of weapons.
- c) Measures to diminish harmful situations emerging from the conclusion of armed conflict, such as the demobilization of troops and the reintegration into society of ex-combatants, refugees, and displaced individuals.
- d) Dissemination of measures proposed under The Hague Agenda for Peace and Justice for the 21st Century, which demands a right to peace and the abolition to war.

Index of Practices, Indicators, Networks, and Campaigns

Practices (Topic)	Pg.
Capital Women (Promotion of Co-existence)	36
Case-by-Case Monitoring (Promotion of Co-existence)	42
Centre for Intercultural Competency of Osnabrück (Promotion of Co-existence)	41
Citizens and Police: How to Dialogue (The Transformation of Conflict)	22
Closure of Military Bases (Consistency)	57
Committed Statutes (Consistency)	59
Community Safety Partnership (Ending Direct Violence and Caring for Individuals)	82
Conciliation Councils (The Transformation of Conflict)	26
Conflict Café (The Transformation of Conflict)	22
Cultural Bridges in Mostar (Ending Direct Violence and Caring for Individuals)	74
District 11 - Sarajevo (Building Peace in the World - City-to-City Cooperation)	68
Edinburgh: OneCity Trust (Promotion of Co-existence)	44
Electoral Observation in Palestine (Combating the Roots of Conflict)	86
Employment Creation in Mukono and Lugazi, Uganda (Combating the Roots of Conflict)	89
Fano, Children's City (Promotion of Co-existence)	29
Human Being - Not for Sale (Prevention of Direct Violence)	19
Involving Women in Urban Design in London, Bristol, and Manchester (Prevention of Direct Violence)	15
Justice and Law Houses (The Transformation of Conflict)	25
Konpondu.net (Facilitating Channels for Conflict Transformation)	100
Language and Orientation to Society Courses (Promotion of Co-existence)	40
Legalization of the Latin Kings and Ñetas in Barcelona (Prevention of Direct Violence)	14
Memorial to the Murdered Jews of Europe (Ending Direct Violence and Caring for Individuals)	77
Municipal Constituent Assembly of Tarso (Combating the Roots of Conflict)	87
Mutlangen Says Goodbye to Nuclear Weapons (Ending Direct Violence and Caring for Individuals)	79
Offices for Peace (Building Peace in the World - City-to-City Cooperation)	68
Pforzheim-Guernica Twin Cities (Building Peace in the World - City-to-City Cooperation)	65
Public Hearing in Donosti-San Sebastian (Peace Education)	50
Rebuilding of Schools in Kosovo (Ending Direct Violence and Caring for Individuals)	84
Safe Housing Police Certification (Prevention of Direct Violence)	16
Seminar on Lessons Learned from the Negotiation Process in Colombia (Facilitating Channels for Conflict Transformation)	95
Seven Arguments against Nuclear Weapons (Ending Direct Violence and Caring for Individuals)	79
Solar Energy Workshop School of Valladolid (Promotion of Co-existence)	45
Solidarity with Communities of Peace in Chocó and Urabá (Facilitating Channels for Conflict Transformation)	99
Solidarity with the Community of San José de Apartadó (Facilitating Channels for Conflict Transformation)	101
Support for the Sahrawi Arab Democratic Republic, SADR (Facilitating Channels for Conflict Transformation)	95

The EuroFEM Toolkit for Mobilizing Women into Local and Regional Development (Promotion of Co-existence)	38
The Hague Justice Portal (Ending Direct Violence and Caring for Individuals)	77
Time for Me (Promotion of Co-existence)	38
To the Water! (Promotion of Co-existence)	34
Twenty Two Proposals for City Halls for Peace (Consistency)	57
United Nations People's Assembly (Peace Education)	53
What do we Do with Flags? (Consistency)	59

Indicators to Measure the Effectiveness of Local Policies on...	Pg.
Accessibility	34
Children	29
Culture of Peace	60
Ethnic Minorities	42
Gender	39
Human Security	70
Participation	48
Social Cohesion	44

Networks (Links)	Pg.
Association of the Local Democracy Agencies (www.idaaonline.org)	86
Avviso Pubblico (www.avvisopubblico.it/index.shtml)	22
Catalan Roundtable for Peace and Human Rights in Colombia (www.taulacolombia.org)	99
Cities for Human Rights (www.institutdretshumans.org)	28
Citizens' Pact for South East Europe (www.citizenspact.org.yu)	74
Educating Cities (www.bcn.es/edcities/aice/index.html)	49
European Coalition of Cities against Racism (ECCAR) (www.unesco.org/shs/citiesagainstracism)	42
European Forum for Urban Safety (www.fesu.org)	17
European Observatory: Cities and Towns for All (w10.bcn.es/APPS/aaaoct/html/welcome.jsp)	33
European Urban Mediation (reseaumediationlocale.fesu.org)	23
Glocal Forum (www.glocalforum.org)	75
International Cities of Refuge Network, ICORN (www.icorn.org)	76
International Laboratory for the Children's City (www.lacittadeibambini.org)	30
International Network of Museums for Peace (www.museumsforpeace.org)	51
Mayors for Peace (www.mayorsforpeace.org)	79
Municipal Alliance for Peace in the Middle East (MAP)	96
Network of European Local Authorities for Peace in the Middle East (www.paxurbs.com)	96
Safer Cities (www.unhabitat.org)	81
United Cities against Poverty (www.vup-ucp.org)	88
United cities and Local Governments (www.cities-localgovernments.org)	6
URB-AL 12 (www.diba.es/urbal12/)	39
URB-AL 14 (www.urbalvalparaiso.cl)	14
World Alliance of Cities against Poverty (www.wacapcities.org)	89
 Campaigns (Links)	 Pg.
Abolition Now! (www.abolitionnow.org)	81
Alliance of Civilizations (www.unaoc.org/index.php)	96
Campaign on Urban Governance (www.unhabitat.org/categories.asp?catid=25)	87
Campaign to Stop Cluster Munitions (www.stopclustermunitions.org)	80
Cities are not Targets (www.mayorsforpeace.org/english/outlines/cityplan.html)	81
Coalition to Stop the Use of Child Soldiers (www.child-soldiers.org)	82
Control Arms (www.controlarms.org)	80
Global Campaign for Peace Education (www.haguepeace.org)	55
International Campaign to Ban Landmines (www.icbl.org)	80
Publish What You Pay (www.publishwhatyoupay.org)	90
Responsibility to Protect (www.responsibilitytoprotect.org)	76
The International Campaign to End Genocide (www.genocidewatch.org/internationalcampaign.htm)	92



