UNIVERSITY OF BERGEN

Department of Administration and Organization Theory

AORG351

Master's Thesis in Administration and Organizational Science

Exploring Community Policing as Social Innovation. Democratic Governance, social needs, social change, and implementation challenges

The cases of Badalona and Pamplona (Spain)

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4rth Semester, 2018

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Abstract

This thesis reads Community Policing as Social Innovation. Social Innovation is defined as new solutions to cover or meet social needs with the perspective of social change and well being improvement. Applied to the public sector and specifically to police reform, this means to link democratic governance mechanisms (citizen and community participation), with meeting security needs and social change. We study the Local Police reforms in the middle cities of Badalona and Pamplona (Spain) for the period 2015 – 2018. The cities share a recent past of corruption in the police, excessive use of force and lack of citizen participation, and now, a new police model based on a similar philosophy. We carry out an explorative multiple case study where the unit of analysis is the police reform, and the data used news, administrative documents and interviews. This thesis has four main justifications. First, the two reforms shows that a new direction on police and policing is possible in Spain. Second, it is needed to read Community Policing as Social Innovation to have new analytical dimensions in relation to police reform. Third, that means that there is the need to better connect democratic governance, social needs and social change. And four, there is always the question of implementation challenges. This makes us propose four Research Questions that ask if the two reforms are designed under the ideas of Social Innovation, the practical consequences of this ideas, the implementation factors and scenarios, and finally, the theoretical and practical consequences of this two reforms in relation other police models. We give a tentative answer to this questions in the theoretical framework.

All in all, the results in relation to our Research Questions are as follows. First, the police reforms are defined clearly under the principles of Social Innovation. There are some differences between cities but many commonalities, for example, a strong emphasis on democratic governance as mechanisms to define the security needs of vulnerable social groups. May be, the question of social change even if present, is less seen. As for the practical consequences of this philosophical principles, we have detected many new different mechanisms and measures. Last but not least, we have also seen important commonalities in relation to implementation. In this line, we confirm the four implementation factors proposed with some differences between cities. We have also detected similar scenarios of implementation that we define as contradictory. That means a situation of counterbalancing effects between factors of implementation, and internal tensions inside each of the factors.

"You can crush us, you can bruise us, but you'll have to answer to
Oh...Oh, guns of Brixton (...)"
(The Clash, 1979)

1.Introduction

1.1. Scope of the study and objectives

The above fragment from the song *"Guns of Brixton"* by the The Clash, depicts the heavy environment between the police and the communities that lead to the riots of this poor neighborhood in London. In the 80s, in many poor areas of many western countries this episodes of violence lead to rethink the police. However, the proposal of Community Policing had many failures, and its potentialities not fully understood and developed. In this direction, the title of this thesis summarizes our objective. That is, read Community policing as Social Innovation by focusing on the relation between democratic governance, social needs and social change. We focus our study on the Local Police reforms in Badalona and Pamplona (Spain) for the period 2015 - 2018. Social innovation is generally defined as new solutions to cover or meet social needs with the perspective of social change and well being improvement (Cajaiba-Santana 2014, Moulaert et al. 2013 and Murray, Caulier-Grice and Mulgan 2010). That is, we defend that in some places like our two cities, the police reform is not just about deployment of community police officers, but a whole new understanding of security and police where citizen participation is narrowly connected to meet social needs to produce social change. By focusing on this relations, we defend that our cases can be read in the same logic of the well known experience of the participatory budgeting of Porto Alegre, where democratic governance in form of binding citizen participation was closely connected to meet basic social needs (Baiocchi 2003 and Novy and Leubolt 2005). In our cases, we explore the mechanisms of democratic governance in the field of security and police, and how they can be related to cover the social need of security to produce social change in terms of empowerment and social well-being improvement.

But this thesis, also highlights the importance of democratic governance in the processes of the Public Administration against other governance models. Knill and Tossun refers to governance as: "(…) *the collective settlement of social affairs in a polity."* (2012, pp. 201). The authors point to three types, hierarchal, market and network governance. Ultimately, it means that Governments are not alone creating and delivering public services and that non-state actors intervene to different forms and degrees in the processes of the Public Administration. The NPM (New Public Management) models gave the market a prominent role. Shearing and Marks (2001) debating

policing models, showed that is also possible to understand police and security from this perspective, is what they called *"Commercial policing"*. This police model as we will see, has been a common development of Community Policing and the source of many criticisms. In this line and for our concerns, Knill and Tossun (2012) remembers that this market based reforms have been criticized for a lack of democratic legitimacy. Not just that, other authors relates this market orientation on police reforms with an increased control over citizens. In this direction, authors like McQuade (2016) or Walquant (2001), have pointed out that after the 11/9/2001 terrorist attacks in New York, the police and the security models in the western countries, became increasingly based on surveillance and control over citizens, rather than on the involvement of citizens on the co-production of security. This developments today like the ones in the 80s, make us rethink police and security policies again, bringing back the debate about the role of citizens and communities.

But, what are we studying ? We are studying two reforms in the Local Police of two middle cities in Spain. In Spain, the Local Police bodies are an important part of police and policing, they are armed bodies with important prerogatives (Ballart and Ramió 2000 and Fernandez Yñiguez 2014). That means that the local level has a lot to say on security and police. The two reforms being studied are labeled in both cities, as *"Strategic proximity"*. All in all, we defend that this two reforms are more than just Community Policing, and that they can be understood as Social Innovation. An example of this can be easy seen in the Internet space of the two Local Police bodies in both cities[1]. We see in this direction ideas such us: *"p*olice for all and from all"*, "policing against any discrimination"* or *"ethics, transparency and participation"*. What we see in this first quick look, is that concepts such as *"participation", "security more than police" or "citizen co-management",* appeares in relation to the question of security and police. That is, it seems that there are good reasons to think that in both cities, we will be able to observe Social Innovation in form of police and security reform.

1.2. Research problems and significance of the study

The first research problem is related to the hard stand on police and criminal policies in Spain. In this direction and as we will see in the background chapter, in Spain the questions of police and security are highly contradictory. We find low criminality rates but at the same time, many reports on police excessive use of force (Amnesty International 2016/2017, and ESS [European Social Survey] 2011).

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1   Badalona: http://badalona.cat/portalWeb/badalona.portal?
     _nfpb=true&_pageLabel=guardia_urbana#wlp_guardia_urbana (English)
     Pamplona: http://policiamunicipal.pamplona.es/verPagina.aspx?idPag=4&idioma=1
     (Spanish)

In this same line authors like Larrauri (2001) in Medina-Ariza (2006), points also to a hard stand on the criminal law and a lack of reforms related to Community Policing, being however the local level of Government the most advanced on that, with some reforms seen in the 80s (Fernandez and Yñiguez 2014). However, this hard stand on police and criminal policies in Spain, seems not to be unique but a common trend in many western countries like UK or US. Precisely in this direction, there is an interesting current affairs article from 2015[2] written by Bonnie Bucqueroux where she comments: *"(…) the trend toward a militarized police that can harass, attack and kill unarmed citizens without any fear of consequences, is a danger we cannot ignore. We need community policing now more than ever (...)"*. As we will see in the background chapter, our two cities have seen episodes related to this hard stand on police and security, with the additional question of lack of citizen and community participation. All in all, we defend that the problem of this hard stand on policing and security in Spain can be to some degree put in question with our two cases, for that, we defend that this study can contribute to erode this dominant policing model in Spain.

The second research problem is of theoretical nature. It makes reference to the lack of theoretical connections between Community Policing and Social Innovation. In this line, as we will see in the literature review, Community Policing carries many practical and theoretical problems (Sklansky, 2008, Papanicolaou and Rigakos 2014 and Ray 2014). Community Policing is a good departing point by stressing citizen and community participation. However as we will see, this aspect has in many places not been properly developed (Sklansky 2008). Not just that, it has not been related to social needs and social change. Contrary as we have said in lines above, Community Policing has been in many places related to increased surveillance and a lack of involvement of vulnerable social groups in relation to security. In this direction, Social Innovation can give us new elements that can help to better understand the potentialities of Community Policing.

However, at the same time that Community Policing has its problems, Social Innovation has been rarely related to security and police questions. Instead, it has been common to find many examples of Social Innovation in fields like cooperative housing, time banks, universal income or ecological agriculture (Cajaiba-Santana 2014, Moulaert et al. 2007, Moulaert 2013 and Mulgan 2006). It is true nevertheless, that it is possible to find examples of Social Innovation related to the public sector where the aspect of democratic governance is highlighted.

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2   Former associate director of the National Center for Community Policing at Michigan State University School of Criminal Justice. https://medium.com/@bonniebucqueroux/11-reasons-community-policing-died-fdb1b14367de

This aspect of democratic governance seems a good starting point to connect Social Innovation with police and security. The example that we can refer to, is again the participatory budgeting of Porto Alegre. So all in all, the connection of Community Policing and Social Innovation is needed because we need a better connection between democratic governance mechanisms, social needs and social change. However, this research problem is not just about theory, but also about practical questions. What we mean with that, is that in a time of growing police models based on more surveillance and less democratic control and accountability, it seems needed to re-frame the question of security and policing.

Finally, we have the research problem of implementation. As we will see in the literature chapter, this question is still unsolved and not clear. What we see is that in general implementation is depicted as complex, complicated or challenging. Both Community Policing and Social Innovation based reforms, show common patterns on implementation. Some of this patterns are that this reforms are in general, ideological rooted and for that exposed to resistances and contradictions. In this direction in the literature chapter, when we compare the participatory budgeting of Porto Alegre and the Community Policing experience in Chicago, we realize that the similarities are many regarding the factors of implementation identified. At the same time, in both cases the reform was novel, that is, never implemented in that determined context before. This two examples also show that political will was important but also, that some powerful actors opposed or challenged the reforms. However, the most important coincidence that we can observe is that both reforms were about the redistribution of power between actors, and that prompted other types of oppositions and resistances. That means that interestingly enough in both cases, the final result of implementation was mixed. Or say it in other words, both cases had some elements that were clear implemented, while others not. All in all, the question of implementation represents another research problem and justification for this thesis. Why? For many reasons, first, because it is not clear yet which factors matter for implementation, second, because it is not clear also what we can expect about the final result on implementation.

All in all, we justify this thesis with four main research problems. The first is that our two cases can represent a different story on policing and security in Spain. Second, there is a lack of connection between Community Policing and Social Innovation. This problem is directly related with a third research problem, the lack of connection between democratic governance mechanisms, social needs and social change. This problem is closely related to the practical question if it is possible to challenge in reality, the growing trend on police models based on surveillance and lack of citizen

inputs. Finally, there is a fourth research problem that justifies this study and gives significance to it, this is the question of implementation. In this direction, it is not clear yet which factors can matter for implementation and to which extend is implementation of this type of reforms possible.

1.3. Overview of theory and methodology

Our theoretical framework is based on two key aspects. First, to propose a police model based on Social Innovation, and second, the possible implementation factors and scenarios. The first leg of the theoretical framework is based on the three main aspects of our model of Social Innovation. That is democratic governance mechanisms, security social needs, and social change. Each of this three elements have been operationalized in form of different sub-components. For example, a sub-component for the question of democratic governance is *"Citizen and community Participation"*. The second leg of the theoretical framework is about the implementation factors and scenarios. In this direction we propose according to the literature reviewed factors such us *"political will and commitment" or "Social and police problems"*. At the same time, we propose three implementation scenarios that we labeled as *"calm waters scenario", "rough waters scenario"* or a *"contradictory situation"*. As for the methodology used, we are carrying a qualitative study. Being more specific a holistic multiple-case study. We rely on data sources such us news, administrative documents and face to face interviews. For all this data we have been carrying a process of pattern-matching where we have been relating the information from this data with our theoretical framework.

1.4. Research Questions

In qualitative studies is common that we do not have hypotheses but central research questions that need an answer (Creswell 2013). At the same time Yin (2003), states that defining the research questions is the most important step in a research. In this line we present here typical *"how"* and *"what"* type of questions that according to Creswell (2013), are to be explorative, that is, where we do not seek for causality. The Research Questions are the following:

RQ1. Are the police reforms in both cities defined under the ideas and principles of Social Innovation in the public sector ?

RQ2. Which are the specific practical consequences, that is, the operative consequences at the street and organizational levels of this ideas and principles ?

RQ3. Which are the main factors of implementation? Which possibles scenarios are to be expected regarding implementation?

RQ4. Which theoretical and practical consequences can have the implementation of this police reforms in both cities, in relation the main policing models ?

<u>1.5. Organization of the thesis</u>

The organization of the thesis is as follows: in the next chapter we draw the background of police and policing in Spain and in our two cities. After that, there is the literature chapter where we debate Community Policing, Social Innovation and implementation. After this chapter, we have the theoretical framework chapter where we propose tentative answers to the Research Questions. After reviewing the theoretical framework, we have the methodological chapter, and after presenting the methods of this thesis, the next chapter is dedicated to analysis and results, where we present first the results for both cities separately, and then together. Finally, we conclude by giving an answer to the research questions and proposing new lines of research. Last but not least, this thesis also includes a bibliography chapter and appendices.

2. Background: security problems, police reform and Local Police in Spain

2.1. Introduction

In this background chapter we are going to debate the security and police problems in Spain, the history of police and criminal reform in Spain, and the police problems in our two cities. Problems that prompted very similar solutions in form of new police models that we will also briefly review. The first we will see, is that in Spain there is a contradiction between the security situation and the police behavior. That is, the criminality rates are low compared to the EU-15 countries, the trust with the police is quite high, however, we will see that there are many reports on police excessive use of force among other problems. After that, we will briefly review criminal and police reform history in Spain. In this direction, we see that in Spain there has been a hard stand on this questions because of the past legacy of the dictatorship, and also because the existence of terrorism. At the same time it seems that not many criminal and police reforms have been taking place this last years in Spain, even less towards Community Policing based reforms. Third, we will review the specific background of our two cities regarding the situation of the police in the past years. In this line, we will see many common problems, like lack of citizen participation, corruption or police targeting bias.

Last but not least, the ending part of this chapter will be dedicated to explain how from the common problems in both cities, very similar solutions in form of new police reforms were introduced. In this sense, we see how for example under the current Government it seems that the question of *"reaction"* is transformed to *"prevention"*. All in all, we will see in the last section of this chapter that in both cities the proposal of a new police model is not just because the existence of some critical police problems in the past, but also because the new Local Governments seek a redefinition of security and policing from a new philosophical framework.

2.2. Criminality and security problems in Spain

Pamplona (In Navarra region) and Badalona (In Catalonia) are two cities with many similarities[3].They have around 200.000 inhabitants, former Right-Wing governments, and now Alternative Left Governments that want to implement a new Local Police model. In Spain Local Governments and Local Police bodies are important institutions with important competencies (Ballart and Ramió 2000 and Barcelona 2006). As we will see, the Police model in Spain has not changed much since the end of the dictatorship and less towards Community Policing. Now, the access to Local Governments by the Alternative Left[4] has opened the way for police reforms that in our cases are called *"Strategic proximity"*. That is, both cities are giving very similar solutions to the problems on police and policing.

Table 1. Contradictory patterns on security and police in Spain

Security situation	Citizen opinion on police and security	Reported police Behaviour
Criminality Rate lower in the EU-15 context. (Spain = 44,7, EU – 15 = 61, 3) (2014)*	Trust with the police work (6,3 of 10) (Medium - High) (2011)	Reports on police brutality and excessive use of force.
Homicide Tax lower in the EU-15 context. (Spain = 0,69, EU – 15 = 0,92) (2014) **	Citizens believes that the Police is politicized. (61,8 %) (Medium – High) (2011)*	Reports on police torture and mistreatment.
*Of criminal infractions for each 1000 inhabitants. ** Of homicides for each 100.000 inhabitants.	Citizens fear they can be assaulted. (28,9 %) (Medium-High) (2011)* *Percentage of the total people surveyed for Spain.	Reports on police actions against free speech.

Source: own construction based on the statistics of the Homeland Security department of Spain (2014), and the ESS statistic report on Spain (2011). For more information about this two reports see the bibliography chapter.

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3   The majority of the information about the Cities can be found in their websites: http://www.pamplona.es/VerPagina.asp?IdPag=263&Idioma=5, http://badalona.cat/portalWeb/badalona.portal?_nfpb=true&_pageLabel=govern_obert_home#wlp_govern_obert_home

4   Alternative left refereed to the definition of Dunphy and Bale (2011) and Visser et al. (2014). Parties in the left of social-democracy, that share values related to anti-capitalism, participatory democracy, or environmentalism.

According to the literature, the main reason to adopt a Community Policing Model are social problems and/or bad relations between the police and the communities (Sklansky 2008, Reiner 2010, Van den Broeck 2002). In the case of Spain we find contradictory patterns. In the one hand, the criminality rate (44,7 criminal infractions for each 1000 inhabitants) and the homicide rate (0,69, homicides for each 100.000 inhabitants), is low in the EU-15 context (ESS 2011). Nevertheless interestingly enough, the same ESS report shows that many citizens in Spain fear to be assaulted (28,9 %) higher that in many countries in the EU like Denmark. At the same time however, citizens in Spain trust at a high rate the police (6,3 out of 10), a number quite high in the EU-15 context. In addition to that, Spanish citizens also feels that the Police treats them well and that the Police is doing a good job (70,3 %), a very high number in the EU-15 context (ibid).

On the other hand and despite this good reputation and trust towards the police, there has been denounces on police torture and police brutality (Amnesty International 2016, Basque Regional Government 2013, Council of Europe 2013, UN Human Rights Commissioner 2015). In this direction we can bring some specific examples. The Commissioner for Human rights of the Council of Europe in its report for Spain (October 2013) points the following: *"(…) the mistreatment inflicted by the members of organisms involved in make the law accomplished and the impunity that they have, is a question of human rights highly worrying and has a long history in Spain (…)"* (Commissioner for Human Rights CoE 2013). Regarding freedom of expression, the Amnesty International report on Spain in 2016/ 2017 points the following.*"(…)* t*hroughout the year, unwarranted restrictions on the rights to freedom of expression, information and assembly were imposed, on the basis of the 2015 legislative amendments to the Law on Public Security and the criminal code (…)"*. The same reports also highlights other worrying patterns: *"(…) new cases of torture and other ill-treatment, including excessive use of force by law enforcement officers (…) Investigations into allegations of torture and other ill-treatment were sometimes not effectively and thoroughly conducted (…)" (Ibid).* On the question of racial discrimination, there are the reports from the NGO SOS Racism Spain. In this line, in the following fragment from the 2014 annual report from this organization we can read: *"the reports collected under the term Public security, are in the second position as for the amount of cases reported, with a total of 83 detected cases (…) under this terminology there are questions such us discriminatory identification or arrests, vexation, insults aggressions etc, carried out in a daily basis by the different police and security forces in the Spanish State, and also different cases of police pressure to homeless people (...)"*.

The list of reports and claims on police excessive use of force, discrimination, torture or limitation of basic civil and Human Rights by the police forces in Spain, is long and is difficult to bring them all here. However, we can finish with one of the last episodes that we have reports. This episode is about the behavior of the Guardia Civil and The National Police in relation the disputed Catalan Referendum on independence of 1st October 2017. In this direction, Human Rights Watch (2017) and Amnesty International (2017), have criticized highly this operation. For example, HRW points the following: *"(…) the Spanish police engaged in excessive force when confronting demonstrators in Catalonia during a disputed referendum, using batons to hit non-threatening protesters and causing multiple injuries, (…) Hundreds were left injured, some seriously (...) 893 people had reported injuries (…)"* (HRW 2017*).*

This patterns seems to be corroborated by one of our external informants that we interviewed for this thesis, Jesus Rodriguez, an expert journalist on police and police excessive use of force. According to him, *"(…) there has been many problems with police brutality, a lot of cases are related to house evictions or conflicts regarding the use of public space, specially of some social groups, like illegal immigrants in big cities (...)"* (Jesus Rodriguez September 2017). All in all, despite this low criminality rates in Spain and the relative high trust in the police, are many the reports that show a problem on police brutality and excessive use of force.

2.3. History of criminal and police reform in Spain

After this general perspective on security and criminality in Spain, lets focus now on the question of criminal and police reform in Spain. In this sense, Medina - Ariza (2006) points out that the public debate on the question of common crime has been absent in Spanish politics. According to the author this is related to different factors. One factor is the sensitivity of this question after the fascist regime era. For this author, a good example of this lack of debate on this issues is the reform of the Penal Code in 1995 that was done mainly on closed doors. Interestingly enough, the authors also point to the question of terrorism in Spain to explain why this absence on the debate about how to deal with common crime. In this sense, Jiménez (2002) in Medina-Ariza (2006), comments that terrorism in Spain has displaced the debate about other crime related issues, and for them is not strange that the main security policy in Spain has been centered on counter-terrorism. In relation to this, the same author adds that indeed was the PSOE (The Social democratic party) that proposed harder criminal laws in the 80s (Medina – Ariza 2006). All in all and to finish with this question, Spain according to this authors, has had until now a hard criminal and police policy that for them is

related to the big influence of the fascist regime and the existence of terrorism. This hard stand is for the authors well exemplified by large incarcerations rates, and in general, a preference for punitive solutions. This patterns seen in lines above shows that any attempt to go towards reforms related to what has been called *"Community Policing"*, is difficult in Spain. Nevertheless, Rabot (2004) explains that in the 80s at the local level, some experiences with important limitations were seen. At the national level nevertheless, there has not been important changes regarding police reform towards something similar to Community Policing. In this line, the most important police reform carried out during the democratic period was called *"Police Plan 2000"*, proposed by the PP (Conservative Party) in 1999 (Rabot 2004). According to the author, the aim of the reform was to reduce crime by more *"effective" and "quality policing"*. As we will see in lines to come, this two concepts are related to the commercial police model, that is, a police model with a stress on management techniques and efficiency, and not on the relation with citizens. In more recent times, there has been new but limited experiences on Community Policing in some Spanish cities. In this direction he explains the case of Sant Boi the Llobregat in the metropolitan area of Barcelona. In this case (but also in some other cities), we can start to see a change in relation to what had been done years ago because in this new cases, the reform was more related to improve neighborhood contact (Rabot 2004). In the more recent article (in catalan),*"The police inside the community: the police interaction in complex societies"* by Yñiguez (2008), we can see what it seems a renewed interest on Community Policing. All in all as Castillo (2013) pointed out, police reform in Spain has been related to modernization and improvement of police capacity, but much less we might say, on citizen and community inputs, accountability and transparency.

2.4. Badalona and Pamplona, same problems same solutions

In this last section of this chapter, we review the common police problems in both cities and how they are linked to the common solutions given, solutions that take form of new police models. In the table down this lines, we see the five common problems identified thorough the analysis of our data, and how they are commonly described. This problems are ordered in the table from more to less seen in all our data, even if, there are some differences between cities.

Reviewing briefly this different common problems and going in the table down this lines from left to right, we see first the problem of *"Corruption and politicization"*. This has been a very common problem in both cities and is depicted with concepts such us *"opacity"*, *"irregular activities"* or *"corruption and privileges"*. In Badalona for example, we have detected in the news ideas such us

"selection processes with a shadow of doubt". In Pamplona in the interviews, we have seen the idea of *"corruption and use of the police for political interests"*.

Table 2. Common police problems in Badalona and Pamplona

1.Corruption and politicization	2. Lack of citizen participation	3. Police targeting bias	5.Internal problems	5.Excessive us of force
Opacity Irregular activities Corruption and privileges	Lack of citizen needs Lack of participation Citizen distance	Diversity problems Targeting of some social groups	Tensions and stress Bad working atmosphere Internal conflicts	Police reaction Excessive use of force Control of citizens

Source: own construction based on all the data analyzed for both cities.

The second common problem is *"Lack of citizen participation"*. In general we have seen ideas like *"lack of citizens needs"* exemplifying *a* criticism to the former police models for not being designed according the needs of citizens. We have also detected concepts such us *"lack of participation"* and *"citizen distance"* as meaning a growing distance between the Local Police and citizens. Bringing some examples, in Badalona we have seen in the news and in the interviews the idea of *"lack of channels of participation"* or *"a model not based on citizen consultation"*. In Pamplona we have seen ideas such us *"growing distrust and distance"* or *"giving the back to citizens"*.

The third common problem is *"police targeting bias"* meaning that the Local Police has been prompt to target more some social groups than others. In this line some common ideas such us *"diversity problems"* or *"targeting of some social groups"* appeared. In Badalona this problem has been clearly related with a biased police target towards immigrants, mostly Roma people. The idea that also appears is *"complaints on the attitude given by the Local Police"*. In Pamplona this pattern is very similar, but the target bias was towards some Social Movements. The idea that appears for example in Pamplona in the news is *"some social groups are more targeted"*. This idea that some social groups were more targeted than others, is supported in the broad study included in the book (In catalan) *"Gestió estratègica de la policia: organització de l'eficiència en el treball policia*l*"* by

Fernandez and Yiñiguez (2014). This book[5] shows how different Local Police bodies in Spain are more inclined to target some social groups for reasons of class, origin, age or sex. That is, the book shows how it is true that the reaction of some officers in the Local Police bodies, will be different if you are an immigrant or a person of low income. According to the data in this book, many local police officers relate a criminal profile with a young, poor, male immigrant.

The fourth common problem in both cities is *"Internal problems"*. In this direction we have also found similar ideas: *"tension and stress", "bad working atmosphere" or "internal conflicts"*. We have to say here that this problem has been more present according to our data in Pamplona, where we have detected the following ideas for example: *"very bad internal situation" or "an internal atmosphere of pressure, tension, absenteeism and repression"*. In Badalona the problem is less present, but we do find interesting ideas: *"conflict, fear and threats" or "complaints and bad working conditions"*.

Finally, we have detected a last common problem, *"Excessive use of force"*. This problem is not the most present according to our data, but it is true that it has some weight. This common idea has other related ideas such us *"police reaction"*, meaning a police attitude of fast response with special units or anti riot units. Or the same idea of *"Excessive use of force"*, meaning episodes where it was detected a non legal use of force by the Police. Finally, we have also detected the idea of *"control of citizens"*, meaning an inclination towards excessive street control of citizens. In Badalona we have detected ideas such us, *"visualization of force" or "zero tolerance"*. In Pamplona we have detected concepts such us *"military style", "the excessive control to citizens"* or *"everyone was a potential enemy"*.

This common problems that we have detected in both cities, have prompted similar police reforms being implemented from 2015 by Alternative Left Parties under the name of *"Strategic proximity"*.
In the table down this lines we can see how the different common problems have their common solutions in both cities. In this direction, it seems that in both cities it was not just a matter of problems with the police, but an interpretation of this problems from a new philosophical perspective. The police model in both cities is defined specifically in the main strategic documents written by the City Governments. In Badalona the main document is called (In Catalan), *"Basic*

5 The data contained in this book, is based on a structured survey of 32 questions and 153 variables where 378 local police officers participated. The authors carried out 1853 valid questionnaires among Local Police officers in the main Catalan cities, in total 30 mostly from the metropolitan area of Barcelona.

lines of the new model of the Local Police" (48 pp.) from 2015. In Pamplona is called (In Spanish) *"Director plan of the local police of Pamplona 2015-2021"* (95 pp.) from 2016. See table 14 in chapter 5 section (5.3.2), for more details about this documents.

In relation the table down this lines where we can see the common solutions given in both cities, in the case of Badalona we can see the following. In Badalona according to the news there is at the first place the idea of *"Public safety as a public collective good"*. In the second place we have detected the idea of *"Citizen and Community participation", i*n the third position with the same weight we have found the ideas of *"work democracy"* and *" accountability and responsiveness"*.

Table 3. Common problems and common solutions in Badalona and Pamplona

Common problems	**Common solutions**
Use of force, preeminence of reaction	Prevention and proximity
Lack of citizen participation	Citizen and community participation
Targeting bias of some social groups	Equal access to public safety for all citizens
Internal problems and corruption	Improvement of the internal environment

Source: own construction based on all the data analyzed for both cities.

Finally in the last position we have the idea of *"Equality, non discrimination and human rights"*. In the documents the most seen idea is *"prevention and proximity"* with a strong weight. An idea of this can be seen in this definition of the model: *"(…) public and based on proximity, transparent, participative, efficient and that listens (…) "*. (Badalona City Government 2015). The idea of prevention is also well defined in this fragment: *"(…) a proximity model that anticipates problems, based on synergies and that is coherent (...)"* (Ibid). Another idea that appears in the documents is "*to break the hegemony on security"*. With a lower weight we have detected other ideas such us, *"pro activity"*, "transversality", *"a global concept of security"*, "citizen service" "participative model" or "feminist model"*.

From the interviews we can reinforce some of this ideas and find new ones. The security councilor in Badalona Dolors Sabater defines the model with the following words: *"(…) our model is based*

on conflict management resolution, ideas coming from pacifist theory (...) it is important not just to react and arrive fast to places, but to work and think that this or that problem has deep roots (...)" (Dolors Sabater September 2017). She adds: *" (…) we have to be very strict and be sure that social justice is important to avoid the use of repression (...)"*. Quim Ortilles, civil servant in charge of implementation, give us also clues about this new model in Badalona: *"(…) they (the new government) are challenging the former model, now they want to implement a model where the main idea is police in benefit of citizens, police.., a police as a public service (...)"* (Quim Ortilles September 2017). Being mores specific on the basics of the new model he comments the following: *"(…) It is a question of conceptualization... to talk about security is to talk about a tool, security is not just police, police is a tool (…) the question is to whom the authority is directed to (...)"* (Ibid). In a similar direction talks Conrado Fernandez current Head of the Local Police. *" (…) we come basically from a reactive model, but this new government wants a model with new parameters, prevention, proximity and service culture (...)"* (Conrado Fernandez September 2017).

In Pamplona we see similar patterns. Beginning with the news the most seen idea is *"Citizen and Community participation"* and the second *"work democracy"*. In the third position we have the idea of *"accountability and responsiveness"*. In the fourth place with the same weight we have the idea of *"Equality, non discrimination and human rights"* and *"public safety as a public collective good"*. In the documents analyzed for Pamplona, we also see the strong presence of the idea of *"prevention and proximity"* and *"strategic proximity"*. There are in this direction different related concepts such us: *"closeness"*, *"proximity to citizens"* or *"proximity and mediation"*. And example of this ideas can be seen here: *"(…) we want to retake what was called proximity police and get back the trust of citizens in base of a permanent, visible and close police force (…) based on strategic proximity and police mediation (...)"* (Pamplona City Government 2016). We also see with an important weight concepts such us *"coexistence"* or *"police mediation"*. In addition, we also see with less weight concepts such us *"management and service"*, *"management efficiency"*, *"resolutive model "*, *"management system"*, *"service charters"* or *"citizen service"*. As we see, there is an emphasis here on the question of *"efficiency"* and that will be a difference with Badalona. From the documents we can see what this ideas mean: *"(…) be always at the disposal and service to the people (…) with a preventive orientation based on mediation, and oriented towards the improvement of coexistence (...)"*. Lastly, we have detected also other concepts in the documents that define the new model such us, *"community unit"*, *"innovation and new technologies"*, *"flexibility, movement and transversality"* or *"an environmental friendly model"*.

In the interviews many of this ideas are reinforced. In this line, Aritz Romeo security councilor comments the following about the new model. "*(…) in the philosophical aspect we call it strategic proximity, that means a rethinking of the former communitarian model of the 80s (...) the model consists in the deployment of a communitarian police officer in each neighborhood, this officer has a permanent contact there, with schools, shops, pharmacies, mosques or churches (...)*" (Aritz Romeo September 2017). Xabier Ibañez key civil servant in charge of implementation in Pamplona, summarizes the new model with this words: " (…*) we want a police model based on the idea of proximity, mediation and assistance to the citizen, a model that approaches conflict in another way (...)*" (Xabier Ibañez September 2017). Jesus Munarriz Head of the Local Police in Pamplona, compares the former police model with the new one, and according to him: " (…) t*he difference between the former model and the model now, is that now we want in the first place proximity, it is not just about physical proximity but to exchange information between actors (…) the former model was not based on participation, the local police has to be closer to the citizen (...)*" (Jesus Munarriz September 2017).

All in all, as we have seen thorough this lines above, that both cities share common solutions that are based on a similar interpretation of the problems between the police and citizens. We do find some differences as we have seen with the question of *"efficiency"*. However from this first background analysis, we can see that different questions have some special weight equally in both cities: *"Prevention and proximity", "Citizen and community participation", "Equal access to public safety for all citizens"* or *"Improvement of the internal environment"*.

2.5. Summary

As a summary of this chapter, the first to say is that in Spain we find contradictory patterns on police and security. The criminal rate seems to be low, but the reports on police excessive use of force, torture and discrimination are very present. As for the criminal and police reform history in Spain, we have seen a hard stand on security and policing. The police reform has been limited, and not until the 1999 a police reform was at place with a focus on efficiency measures. In general we have seen that Community Policing has been limited in Spain, being the local level the most advanced with some experience in the 80s and late 90s, and now from the 2000s. After that, we have focused the attention on debating the common police problems detected in both cities. We have seen patterns of corruption, lack of citizen participation or excessive use of force. This common problems have been the departing point for the new police reforms.

In this direction, we have said that both the previous situations on security and police but also ideology, have had a role on the definition of the new principles that are the base of the new police models. Some of the principles that we have detected are: prevention and proximity, channels of citizen participation, or a new conception of security based on equality. All in all, as we will see in the next literature chapter, the fact that in some places there are security and police problems, it does not automatically translate into a new solution or a new model based on this principles. That means that philosophical frameworks are needed because policing is not neutral, is about political ideas and the confrontation of different models.

3. Literature: Community Policing, Social Innovation and Implementation
This section is based on the Research Field paper AORG 323 (Spring 2017).

3.1. Introduction

This chapter has three main legs. First, a debate on policing models with a special focus on Community Policing as departing point. Second, a debate on Social Innovation with a special emphasis on the connection points with Community Policing. And three, a debate about implementation factors and challenges related to this theories. We defend in this chapter first, that police and policing are socially constructed and for that, we can find different police and policing models through modern history. Community Policing represents a police model that gave response to a historical social situation, the crisis of many poor neighborhoods in many western countries in the 80s. We will explain also that the key element of a Community Policing model is citizen and community participation. However, we will also point out that this model has had many problems in reality but also theoretically. In this line theoretically speaking, there is a lack of connection between citizen and community participation, the construction and definition of social needs on security and social change. From this limitations we debate the main aspects of Social Innovation that can be linked to Community Policing. In this line, we review first what is Social Innovation about. We propose that Social Innovation in the public sector is about the link between democratic governance in relation to social needs and social change.

At the same time by this link to Community Policing, we also help Social Innovation to be involved in the understanding of security and police questions, an exercise rarely done. Finally, we review the question of Implementation in three steps. First, we review briefly the classics on implementation, that is, top-down, bottom-up and hybrid models. After that, we review from other different theories other factors that can help in the understanding of the dynamics of implementation, and finally and most important, we debate what Social Innovation and Community Policing theories brings about implementation, with the example of two real cases.

3.2. Police and policing models

Policing is socially constructed, dependent on social conditions and emerged from social conflict (Manning 2010). Moreover, the same author also points out that the police exercise carries costs and benefits to different societal groups. When talking about democratic policing one of the key topics of this thesis, the concern must be about the redistribution of public safety, as a public good available for all, democratic control and accountability (Bayley and Shearing 1996 and Sklansky 2008). As Papanicolaou and Rigakos (2014) indicates, the origin of the police is related to the fight of the public authorities against illicit economic activity at the end of the XVIIIs. That means according to the authors that police was born to repress poor people. That is, police was not born with democracy but from the need to repress social conflict. Today, even if we can talk about democratic police in contemporary democracies, the police is too often still seen by economically marginal groups as an enemy, and for that, democratic policing theory is still relevant (Reiner 2010).

Table 4. Presentation of the main policing models

*Policing Models / Characteristic*s	1. Traditional models	2. Community Policing models	3. Commercial or Neo-liberal models
Security Conception	Security is law and public order	Security as a plural concept. The community well-being matters	Security as a plural concept. The market matters
Policing and achievement of security	Public order is guaranteed by the Police.	The community can help in providing security	Private actors can help in providing security
Governance model	Top-down and hierarchical	Top down and bottom up	Top-down, bottom up, and coordination

Source: own construction based on literature, basically from Bayley and Shearing (1996), Joyce (2011), Papanicolaou and Rigakos (2014), Shearing and Marks (2011), Sklansky (2008) and Virta (2002).

Generally speaking different authors have pointed out three main policing models. The Traditional model, the Community model and the Commercial model (Papanicolaou and Rigakos 2014, Shearing and Marks 2011). As we see in the table above, we have ordered the three policing models

from 1-3 according the order of appearance in time. As we can see, different models are based on different logics about the relation between the Police, society and achievement of security. The *"Traditional models"* are based on law and order, and the role alone of police and the state authorities in achieving security. Here, accountability comes from the state rules and laws in a top-down process. The "C*ommunity policing models"* are based on a pluralistic conception of security. Police is not alone and needs of community initiatives to work well. Here social well-being is related with the achievement of security. In this model accountability comes mainly from community participation in policing. Finally, we have the *"commercial or neo-liberal models"*. This models departs also from a pluralistic understanding of security, but here private profit seeking actors are the main cooperators of the Police in achieving security. In this model accountability comes mainly from the participation of market actors. Why is important to understand the different key aspects of each of the models? Because as we have said each model departs from a different (or very different) ideological or philosophical framework, and that brings us back to the initial lines of this chapter where we said that policing is a social construct, it also remembers us that in reality it is likely that all this models are mixed.

3.3. Police and Community Policing

Community Policing according to a majority of authors, was born from the revolts and disorders against the Police in marginal neighborhoods mainly in the United States in the late 70s (Joyce 2011, Manning 2010, Shearing and Marks 2011, Sklansky 2008 and Skogan and Hartnett 1997). This revolts showed a crude reality, the Police was seen as an alien to many a situation that forced public authorities to think the Police from a new perspective (Reiner 2010). But why is Community Policing a good theoretical departure? Because the central content of the model can be linked to Social Innovation theory and for that, to democratic governance in relation to social needs, well-being improvement and social change in the field of security.

However, different authors point to different possible aspects of Community Policing, that is, there is some confusion and for that we need some clarification. For example, Clairmont (1991) highlighted that Community Policing is a paradigm where the linkages between the community and the police are critical, and that represents a new element not seen before. Some other authors like Papanicolaou and Rigakos (2014), points out that one important question raised by Community Policing theories is the defense of public safety as a public collective good. Others refers to a new style of management or the change in the cop culture (Manning 2010 and Ray 2014). Shearing and

Marks (2011) indicates that Community Policing is based on the idea that to investigate crime, the participation of the public is necessary, that is, citizens became co-producers of security. Finally, others like Mohanty and Mohanty (2014) relates the idea of Community Policing with friendly police practices towards the community, or to the idea of a police model based on problem-solving. As we see above this lines, different authors make emphasis to different aspects, nevertheless we see a common line of thought. That is the inclination or the reference to the community in different forms and in different ways. However for analytical purposes, which is the core of Community Policing ? What we need to focus on ?

3.4. Community Policing and Community participation

We defend that the critical element of a Community Policing model is community and citizen participation. From authors like Clairmont (1991) and Shearing and Marks (2011), we can draw a first approach to this question. That is, the links between the police and the community are critical for good policing, and most important as the authors defend, to investigate crime the participation of the public is necessary, becoming the citizens co-producers of security. This ideas are crucial for us because they represent the main linking points to Social Innovation. Nevertheless, when we read in attention what some authors says about the role of citizen participation, it seems to us that this idea is good *"to investigate crime",* for *"good policing" or "solve problems"* Clairmont (1991), Shearing and Marks (2011), or Mohanty and Mohanty (2014). Say it in other words, it seems that the focus its more on efficiency or on the mechanisms in itself, but not in the connection between this mechanisms and the meeting of social needs or to improve social well-being and create social change. We are not saying that necessarily this mechanisms do not have impacts in the directions this authors point out, but that theoretically it seems that there is an underdevelopment of some other questions in relation to citizen and community participation.

Being more specific about the question of democratic participation of citizens and communities in security and police, what does it mean according to different authors ? First of all, not all the authors related to Community Policing emphasizes this question, and that brings us back again to the question of theoretical confusion. Second, not all the authors define citizen and community participation in the same way. And three, and as we have said in lines above, it is not clear at all that a majority of authors link this participative mechanisms with meeting security needs and social change.

In this direction, we can debate the question of community participation in policing at three levels: First as general considerations, second, as specific mechanisms, and third as a relation between this mechanisms and social needs on security, social well-being and social change. Lets see it. Beginning with the general considerations, different authors refers to the idea that grassroots communities must be responsible for central aspects of governance (Bayley and Shearing 1996). Manning (2010) or Sklansky (2008), points to questions of transparency and work democracy. Others like Manning (2010) refers in general to the idea to create a police with a democratic culture. The same author and Papanicolaou and Rigakos (2014), also refers to the idea of a dense network of external controls and the general idea of strategic democratic control of the police. Finally, this same authors also points out that power decentralization is a key aspect of community participation in policing, the same defends Groenewald and Peake (2004). Still in this general level of explanation but with a higher level of concretion, we can see that different authors refers to community participation highlighting other aspects. Sklansky (2008) relates community empowerment and participatory democracy to safety building. Joyce (2011) in a similar way comments that the increase of public involvement in many local affairs, is also related to community empowerment in security questions. Finally, Bayley and Shearing (1996) links citizen participation with the civil oversight of security and police. As we see, even if this ideas are a little bit more specific on what is citizen participation about, we can go even deeper on what community participation is about.

In this direction for example, Myhill (2003) organizes hierarchically different levels of participation that can be related to different specific mechanisms. In this line, from less to more power for citizens the author points to: information, accountability, cooperation, and finally, empowerment and co-production. In a similar direction Bayley and Shearing (1996), points to grassroots consultation and processes of feedback and evaluation. Joyce (2011) being more specific indicates different types of citizen involvement mechanisms, like public meetings, surveys and the use of the Internet. Papanicolaou and Rigakos (2014) talking about the question of democratic control on police and policing, indicates also some specific mechanisms: citizen meetings, regular meetings with the authorities, or meetings with different NGO's. As we see, all this authors points out to different theoretical mechanisms of community and citizen participation. However, in a more practical situation Skogan (1995) from the experience of the Chicago Community Policing, points out two interesting and important mechanisms of citizen and community participation. The first are the *"Beat meetings"*.

This meetings were gatherings between citizens groups and police open to everyone. The second mechanism are the *"Advisory Committees"*, organisms formed by 15 or 20 citizens with the role to advise the district commander of the Local Police. However, as is the purpose of this thesis, it is important here to try to explore how Community Policing authors understand this mechanisms of citizen and community participation in relation to its potential impacts.

In this line, Myhill (2003) clarifies different levels of impacts: reducing crime, reducing anti-social behavior, increasing feelings of security, improving police community relations, increasing community capacity or changing police officers attitudes. As we see, the impact that can be more interesting for us in relation the purpose of this thesis, is *"increasing community capacity"*. But, what this idea means ? The problem precisely is that this authors do not go often deeper into the question, and as Manning (2010) comments, this aspect is one of the least developed when we talk about Community Policing.

We do find nevertheless some authors that give us some clues in this direction. Joyce (2011) indicates that some forms of neighborhood policing seeks empowerment of communities by setting priorities of police action. In a very similar direction points out Skogan (1995), when talking about the capacities of the *"Beat meetings"* in the Chicago Community Policing experience. Papanicolaou and Rigakos (2014) going deeper into the question, highlights that citizen participation has to be about decision – making, that is about having an impact on the police organization. Manning (2010) adds another interesting question. For him, the processes of participatory democracy in relation to policing is related with the involvement of marginal groups on security and policing. Finally, in a similar direction Groenewald and Peake (2004), defends that community involvement in policing is not to be understood in a vacuum, but needs to be related to well- being improvement of communities, with special attention to the protection of Human Rights and poverty reduction.

All in all, all this authors reviewed, even if do not go deep in exploring the relation between citizen and community participation in policing, and the impacts on the needs of this communities and social change in different directions, opens the door for a good connection with the different aspects of Social Innovation, and brings light to some uncovered or unexplored questions in relation to Community Policing theory.

Table 5. Community Policing in different aspects

Origins of the model	Security and police philosophy	The key aspect, community participation	Failures and criticisms
Crisis of representation 70s-80s	Security is more than police. Social questions matter	General ideas: citizen participation and community empowerment	The participation aspect not well implemented
Youth revolts in poor neighbourhoods	Community participation is important	Specific mechanisms: public meetings, police – citizen meetings or surveys, etc.	Often, the focus has been on efficiency
Huge problems of security in poor areas	Community policing is important to reduce social problems	Participation can be related to well-being improvement	Surveillance not participation, has been the trend ultimately

Source: own construction based on the literature reviewed in this section.

Finally, there are also some important criticisms to make about Community Policing. First, there is the general idea that the main aspect of Community Policing (Participation) has not been implemented or properly implemented (Sklansky 2008, Van den Broeck 2002). In a similar direction points Clairmont, *"(…) certainly, not much can be claimed for CBP (Community Based Policing), as regards either community participation or the impact on the objective reality of crime and safety"* (1991, pp. 472). Second, when this community participation has been on place, there has been problems of inclusion of some social groups (Skogan 1995).

Third, in worst cases Community Policing models became in many places commercial or neo-liberal models, as Manning (2010), Ray (2014), Sklansky (2008) and Van den Broeck (2002), pointed out. That means patterns of privatization of the public space, increased surveillance over citizens, or in general, an increased orientation towards technology and efficiency (Sklansky 2008). Clairmont (1991) talking about the increased surveillance over citizens, explains that the problem is that in many places Community Policing strengthened the powers of the police, and that meant more social control towards citizens. From a more philosophical perspective, McQuade (2016) and Wacquant (2001) have recently pointed out to the resurgence of two key ideas of traditional police and security models, the *"penalization of poverty"* and a renovated discourse on *"law and order"*.

All in all, there are many criticisms in many directions on the idea of Community Policing. We have seen theoretical and practical problems for a lack of exploration of the potential impacts of the participatory mechanisms. But we also have seen many other practical problems and contradictions. As a summary of this criticisms we can quote Clairmont: *"(…) the two most common dangers identified, have been the danger of police intrusion and more subtle social control power, and the danger of social class bias in the delivery of CBP (Community Based Policing) (…)"* (1991, pp. 480). As we can see from this fragment, it is not clear enough that all the police models labeled as *"Community Policing"*, are related to improved citizen and community participation and social change, in form of more power capacities for citizens and communities, and the improvement of social well-being. This is why Social Innovation is needed to explore the question of participation in relation to new dimensions.

3.5. Social Innovation, Democratic Governance and social change

3.5.1. Why Social Innovation appears?

"The capacity to innovate and create new things is one of the hallmarks of civilization (...) innovation has been present in human history as a manifestation of its creative capacity (…) to improve its quality of life" (Cajaiba-Santana 2014, pp.43). Social innovation is the result of questioning the status quo as Nicholls et al. (2016) points out, in this direction, across history social innovation has been initiated by different social or collective movements to change social reality (Moulaert et al. 2005). In more recent years, Social Innovation in the public sector appeared as a response to neo-liberal or market led local models of development and governance, that is, social protests in different cities generated social innovative reforms in different areas of the public administration (Brandsen et al. 2015, Moulaert et al. 2005, Moulaert et al. 2007, Moulaert et al. 2010, Novy and Leubolt 2005).

3.5.2. De-constructing and Re - constructing Social Innovation

Different authors have different approaches to Social Innovation but with quite a lot of similarities, we can point some of them. 1.Social Innovation as the satisfaction of unsatisfied or alienated human needs (Moulaert et al. 2005). 2. Social Innovations as finding acceptable progressive solutions for a whole range of problems (Moulaert et al. 2013). 3. Social Innovation is related with socially desirable results that can contribute to the benefit of society (Harrisson 2012, in Lin and Chen 2016). 4.Social Innovation can be understood as an initiative, a product, a process or a program, that

profoundly changes the basic routines, resources, authority flows or beliefs of any social system (Tjornbo in Nicholls et al. 2016). All this definitions from different authors, are just a small example on how different authors define Social Innovation. However, for our purpose here we need to debate better the relation between Social Innovation and the Public Administration.

3.5.3. Social Innovation, Public Administration and Governance

Public administration is a fertile place for social Innovation (Lévesque 2013 in Moulaert et al. 2013). In this sense, Martinelli (2013) in Moulaert (2013) indicates that innovation in the public sector is related to democratic governance, that is, as less authoritarian processes of decision-making. In the same direction, Jessop, Hulgård and Hamdouch (2013) in Moulaert et al. (2013), states that public related social innovation has its root in the criticisms to the hierarchical character of bureaucratic institutions. All in all, as we see in this lines above, Social Innovation in relation to the Public Administration is about more democratic governance. But, what is governance ? The concept of governance refers for Knill and Tossun to " (…) *the collective settlement of social affairs in a polity"* (2012, pp. 201). That is, the Public Administration is not alone in creating and delivering public services. The authors refer to three types of governance: hierarchical, market and network. In the first one the main actor in relation to Government is the Public Administration, in the second, the market or the profit seeking actors, and in the last one, the important question is the cooperation between public and private actors in equal terms. As we see, this three governance distinctions are closely related to the three police models reviewed in the last section on Community Policing.

Before we go deeper in a definition of Social Innovation in relation the Public Sector, we need to briefly review where we come from in terms of governance in relation to the Public Administration. In this direction, one of the most famous public sector reforms has been the NPM (New Public Management). This reforms were based mainly on the idea that market principles were to be applied in the public sector in order to improve efficiency (Hood 1991 and Knill and Tossun 2012). Under this logic recently, authors like Alford (2009) in his article "*Engaging public sector clients: from service-delivery to co-production*", not by chance uses the term *"client"* a concept clearly related to the idea of market governance. However, market governance has been criticized from different directions. Knill and Tossun (2012) summarizes this criticisms as concerns about the democratic legitimacy of this reforms. Precisely, this is one of the questions that Social Innovation authors are worried about. That is, which are the uses or legitimacy of this citizen participation programs in

relation the Public Administration? It is just about efficiency in the service-delivery, or about something else?

3.5.4. Democratic Governance as new ideas to be implemented

The "*what*" and first aspect of Social Innovation are new ideas or solutions to be implemented. In this direction, different authors refer to it in different ways. Moulaert et al. (2013) refers to it as acceptable progressive solutions. Others point to initiatives, products, processes or programs to be implemented (Tjornbo in Nicholls et al. 2016) Other refers to Social Innovation, as simply new ideas to be implemented (Pol and Ville 2009). Others refers to new solutions to social needs and problems (Phills, Deiglmeier and Miller 2008). All in all, Social Innovation is about new ideas to be implemented. New ideas of course seen in context, that is, a new idea can be a copy from another place (Dolowitz and Marsh 2000). In relation the Public Administration, this new ideas are democratic governance mechanisms. Precisely, going deeper into the question of democratic governance in relation to Social Innovation, different authors comments on different questions. In this line Moulaert et al. (2007), points out that Social innovation challenges the established discourses on governance, by introducing new democratic discourses and practices. Being more specific, Moulaert et al. (2013) defends that Social Innovation understands governance as bottom up participation processes to improve basic rights and collective decision-making. Others like Grimm et al. (2013) going a step further, comments that this processes of participation are related to co-production of public services. But may be, the critical question is the relation between this new democratic practices or mechanism with the question of social change. In this line, Novy and Leubolt (2005) with the example of the participatory budgeting of Porto Alegre, relates the satisfaction of human needs with increased levels of political participation of deprived social groups.

3.5.5. Meeting social needs, producing social change

The question of social needs, that can mean different social situations in different places and times, represents the second aspect of Social Innovation. That is, from environmental problems to social exclusion situations (Moulaert et al. 2013). However, what is common in all the Social Innovation definitions reviewed, is that this situations affects deprived social groups. Different authors refer to it in different ways. Satisfaction of unsatisfied or alienated human needs (Moulaert et al. 2005). Or solutions for a whole range of problems (Moulaert et al. 2013). Or new solutions to social needs and problems (Phills, Deiglmeier and Miller 2008). The question also is how the meeting of social

needs can produce social change. Social change is precisely a third interrelated aspect of Social Innovation, and is not just meaning well-being improvement but other processes.

In this direction, Pol and Ville (2009) and Gonzalez and Healey (2005) highlights that Social Innovation brings social change by improving quality of life. Others defend that Social Innovation is about creating desirable results to the benefit of society (Harrisson 2012 in Lin and Chen 2016). Finally, there is another interesting question, that is, social change is normative rooted (Haddock and Tornaghi 2013, in Moulaert et al. 2013). But in order to better understand what is social change abou, we need to be more specific. Cajaiba-Santana (2014) comments that social change is about the creation of new institutions and the reconfiguration of social goals. González and Healey (2005) relates social change to changes in governance practices, and that means the transformation of how things are done in the Public Administration.

Going deeper into the question of social change, we need to see how we can identify different patterns and how we can classify it. Cajaiba-Santana (2014) proposes a general classification based on the distinction between intra-level and inter-level social changes. The first one refers to individual changes related to basic norms or habits, while the second makes reference to changes between social groups or individuals. Being more specific, we can point to different directions of social change when debating processes of Social Innovation in relation the Public Administration. The first ones are changes that take form of new governance processes. That is, Social Innovation processes reinforces the idea of democratic governance by stressing empowerment of poor communities or citizens, in relation to decision-making (Moulaert et al. 2005). This same authors defend that this new governance processes take form of *"(…) broader participation and experiment with grassroots democratic initiatives (…)"* (2007, pp. 204). Going a step forward, there are authors that relate this processes with the improvement of power for underprivileged social groups (Pestoff and Brandsen 2010 in Grimm et al. 2013). In this same line, González and Healey (2005) comments that for example the solution to poverty is often related to give power to the affected groups in order to decide on possible solutions. Finally, there is another level of social change identified by many authors, this is the question of well-being improvement in itself. In this direction, Moulaert et al. (2005) defends that social change can be also related to the fulfilling or satisfying a failed socisl needs. González and Healey (2005), draws a direct link between democratic governance and improving quality of life and the inclusivenesses of vulnerable social groups. Finally, Cajaiba-Santana (2014) in a similar direction, indicates that this empowerment processes are also related to the access of individuals to public goods from where they can not be excluded.

Table 6. Social Innovation, democratic governance and social change

1. Origin of Social Innovations	2. Democratic Governance as new ideas to implement	3. Meeting and covering social needs	4. Social change as empowerment and well-being improvement
When social problems get worse	A criticism to established Governance models	Different problems affect different social groups	Social change is not neutral, is value oriented
To challenge the status quo	New democratic mechanisms for vulnerable citizens	Social problems are related to unfilled social needs	There are different levels of social change
A response to neo-liberal policy developments	Challenging authoritarian decision- making. Co-production	Social problems such as environmental disasters or social exclusion	Social change as improved empowerment and well-being.

Source: own construction based on literature.

All in all, a good summary on how new democratic governance mechanisms can bring social change is seen in Grimm et al. (2013), *"(…) not only can it help finding solutions to pressing social needs, but the processes of Social Innovation itself implies beneficial, transformative change, rather than mere incremental improvements in products and or services"* (2013, pp. 441). Say it in other words and as we can see in the table above, Social Innovation processes are not just about the creation of new services for citizens or efficiency in service delivery, but are also about the transformation of citizens capacities and powers.

3.5.6. Porto Alegre: Democratic governance, social needs and social change

We conclude this section on Social Innovation with the well-known example of Porto Alegre. Drawing from Baiocchi (2003) and Novy and Leubolt (2005), we explain the Participatory Budgeting (PB) experience in Porto Alegre that started in 1989 with the election of the Alternative Left Mayor Olivio Dutra from the PT (Workers Party). The PB experience allows us to analyze Social Innovation in the Public Sector according to its main aspects: the origins, the new democratic mechanisms and the relation of this ones with social needs achivement and social change. The origins of the PB are related to the exclusion of poor citizens from effective political participation,

but also form the fact that this poor people suffered lack of basic needs fulfillment (Baiocchi 2003 and Novy and Leubolt 2005).

The Social Innovative solutions in Porto Alegre were the democratic governance mechanisms for the elaboration of the city budget, an experiment that allowed poor neighborhoods to decide on big amounts of public money (Baiocchi 2003). The author talks about *"co-government"* of citizens in relation to the elaboration of the public budget, a process that meant a new role for citizens in relation to the Public Administration. Being more specific Novy and Leubolt (2005), points to mechanisms of direct democracy like popular assemblies or meetings, but also to representative democracy mechanisms, like the elections of public bodies. This empowerment of vulnerable citizens had important impacts in different directions. The first one according to Novy and Leubolt (2005) was about empowerment in itself. That is, to include the ones that had been historically excluded from the political process in deciding on budgetary questions, had a direct impact on improving material conditions of living. *"(…) the decisions made withing the framework of PB soon showed positive material effects (…) the cities basic infrastructures markedly improved"* (Novy and Leubolt 2005, pp. 2028). In our two cases, what we will explore precisely is if we can see similar patterns regarding police and security.

3.6. Implementation factors, what about?

Finally, is time to begin with the last section of the literature chapter, implementation. This section reviews first the classics of implementation. Second, we review what Community Policing and Social Innovation say about it, and finally, how two examples of Social Innovation and Community Policing helps us to understand in a more systematic way different factors of implementation.

3.6.1. Implementation factors, the classics

Knill and Tossun (2012) and Hill and Hupe 2008, explain the three classical models of implementation: top-down, bottom-up, and hybrid models. The first one is based on the idea that purposive action of top public actors is important for implementation. In this line, Knill and Tossun (2012) defends that for this reason this model is based on rational choice. Bottom up models are based according the same authors, on the ideas of Berman (1978), Hjern and Porter (1981) or Lipsky (1980), among others. In this line according to Knill and Tossun (2012) this models highlights the importance of flexibility and autonomy of actors at the lowest level of the implementation chain. Finally, other authors proposed what it has been known as *"Hybrid models"*.

Knill and Tossun (2012) describes this models as an eclectic proposal that combines different factors, where questions such as ambiguity and complexity are taken into consideration.

3.6.2. Implementation: Social Innovation and Community Policing

Before we start reviewing what Social Innovation and Community Policing say about implementation, we can refer to different authors that point ideas that break somehow the logic of the classics on implementation. Some authors like Pfeffer (1992) or Bachrach and Baratz (1994), highlights the factor of power. Others like Thomas and Grindle (1990), emphasizes that any given reform can face opposition. In this line, there are authors that point to the question of resistance as expression of conflict, is the case of Ford, Ford, and d'Amelio (2008). We point out to this questions of oppositions and resistances, because it will be important when talking about Social Innovation and Community Policing. In this line, authors like Seo and Creed (2002) giving a broader explanation about why opposition and resistances appears, indicates that by nature any given social reality is contradictory. Say it in other words, social realties are based on tensions among actors, and for that, contradictions, oppositions and resistances in relation to change can appear.

Drawing from here, we review now in this last paragraphs which factors of implementation are stressed in Community Policing and Social Innovation theories. A first factor that appears is the question of complexity, or in general, the idea that this reforms are difficult to be implemented. Authors like Brandsen et al. (2015), Hellström (2004), Tjornbo (2016) in Nicholls et al. (2016) or Moulaert et al. (2005), clearly indicate that Social Innovation processes represent complex processes where many actors are at play with different interests. In a similar direction, talking about Community Policing reforms, authors like Groenewald and Peake (2004) or Papanicolaou and Rigakos (2014), point that this types of reforms are complicated, challenging or intimidating. Talking about opposition and resistances, Mulgan (2006) defends that Social Innovation processes face often this problems because this processes entail social change. Is for this reason, that the same author points out that in order to avoid opposition and resistance the implementers of this types of reforms need to have a good strategy and the ability to master resources.

As we see here, we have two more factors *"good strategy"* and *"master resources"*. Groenewald and Peake (2004), in relation to Community Policing reforms points out to different problems related to implementation: poor knowledge, little learning or institutional resistances. Again, we see that the question of *"resistances"* appears as an important factor, but the author also highlights

other factors as we see, like *"knowledge"*. Ray (2014) being more specific on the question of resistances in relation to police reform, relates this to the unwillingness of police members to share their tasks with citizens, a question that as we have said is important in Community Policing based reforms. In a similar direction points Van den Broeck (2002), the author relates resistance with the introduction of new work routines. Others like Clairmont (1991) relates resistance to the nature of police culture. Finally, even if resistances and oppositions seems to be common in some type of police reforms, there are many authors that defend that this patterns can be bypassed through will and commitment or education and training (Van den Broeck 2002 and Virta 2002).

To finish this chapter and section, and also as a summary about the question of implementation, in the table on the next page you can see a systematic analysis of different factors that we have detected as being important in the Community Policing experience of Chicago, that we reviewed from Skogan and Hartnett (1997), and the Participatory Budgeting in Porto Alegre, that we reviewed from Baiocchi (2003) and Novy and Leubolt (2005). There are two key questions to look on the aforementioned table. First, that the reforms were in both cases controversial and new at their time, and for that, faced oppositions and resistances.

That is, powerful actors seem to have been showing important resistances to change. Second as we see, a apart from the factor of opposition and resistances, we have detected many similarities regarding other implementation factors. In this direction, a look on the table makes us realize that political will or cultural oppositions has been also detected. Furthermore, the table also summarizes the final results of implementation that we can describe as mixed. That means that this types of reforms, represented the implementation of important parts of the projects while other parts were less possible to be implemented. This fact also shows the contradictory character of this processes on terms of their success.

Table 7. Implementation in Porto Alegre and Chicago

Cases / Process and factors of implementation	Porto Alegre Participatory Budgeting	Chicago Community Policing
1.Social problems that prompted the reform	Inequality and lack of resources.	High criminality, drug addiction or unemployment.
2.Complexity: different actors at play	Yes complexity detected. Different actors with different opinions.	Yes complexity detected. Different actors with different opinions.
3.Political will and commitment, political strategy and resources	Yes. The government of the PT (Workers Party), had as a key policy the reform.	Yes. The Chicago City Council had as the key policy the reform.
4. The importance of Contradictions, oppositions and resistances	Yes, in multiple directions. Resistance and opposition from mainly civil servants and political opponents.	Yes, in multiple directions. Opposition mainly from some segments of the police force, also from the communities.
4.1. Culture as a special source of opposition and resistance	Yes, traditional actors in the city council were not used to empower poor communities.	Yes, many police officers were not used to the new practices. Appears the importance of training programs as counterbalance.
5.Results and degree of policy implementation	Big degree of change on empowerment of poor communities and well-being improvement.	Big degree of change in the police model. Not clear if community participation was fully implemented.

Source: own construction based on Baiocchi (2003), Novy and Leubolt (2005) and Skogan and Hartnett (1997).

3.7. Summary

To sum up this chapter we can write some conclusions. First, we have seen that Community Policing is just one of the policing models that exists. Community Policing can mean different things for different authors, however we have focused our attention on the question of citizen and community participation. We have explored this question in detail trying to see what it can mean in specific terms. In this line, we can come up with the conclusion that not much work has been done from some Community Policing authors, to connect well this question of participation with the potential impacts that this can have in relation to empowerment and social well-being improvement. This fact has been our starting point for the criticism to this model. The main problem according to many authors is that this key question of participation has not been seen in reality in many places. Furthermore in worst cases, the so called Community Policing model became a model more close to the commercial one, or a model with increased surveillance over citizens and communities.

From this criticisms, we have developed the section on Social Innovation defending that this theory can be well connected to Community Policing. We have said that Social Innovation in the Public Administration means new democratic governance mechanisms to fulfill social needs to produce social change. We have been reviewing also how we can understand social change. In this line, we have pointed out two main directions. First, social change understood as empowerment of vulnerable social groups, second, social change understood as well-being improvement.

Finally, we have been reviewing the question of implementation. We reviewed briefly first the classics, that is, top-down, bottom-up and hybrid models. Done that, we focused on what Social Innovation and Community Policing say about implementation. In this direction and with the examples of the Participatory budgeting of Porto Alegre and the Community Policing experience of Chicago, we detected and reviewed in a more systematic way different common factors of implementation as a way of ending this chapter.

4. Theoretical framework, operationalization and indicators
Adapted from the Research design paper AORG 322 (Spring 2017).

4.1.Introduction

Theory in quantitative studies are scientific previsions and explanations, whereas in qualitative studies theory is used as a broad explanation for behavior and attitudes (Creswell 2013). Theorizing involves questions like how and why particular patterns of evidence take place (Layder 1998). Here, we are carrying a qualitative explorative study where we will use our theoretical framework as a tool to explain behaviors and attitudes of different social actors in relation the phenomena we want to observe. In this chapter we present our theoretical framework, its operationalization and indicators. That is, as Adcock and Collier (2001) proposed, indicators are the tool to measure what we want to measure in order to give an answer to our Research Questions. In this line, and being this a qualitative study as Layder (1998) pointed out, it is very important to give a detailed account on what specifically we mean with each of the concepts of our theoretical framework. Being more specific, this chapter has two main sections. First, to define and propose indicators for a *"police model based on Social Innovation"*, that is, the form and content of the police model we expect to find in our two cases, and second, the different *"implementation factors"* that can have an impact on the implementation process.

Finally, the chapter is organized as follows. First, we start defining what it means a *"police model based on Social Innovation"*. That is, *w*hich are the main aspects of the definition, and how we explain them. After that, we present in a table the operationalization and indicators of this aspect. That is, how the definition is subdivided into different analytical components and indicators. After that, we do the same process for the question of implementation. In this direction, we systematize in a table the four main implementation factors with its different indicators. Finally, we propose and explain the three possible scenarios of implementation according to different possible combinations of the implementation factors.

Figure 1. Reading Community Policing as Social Innovation
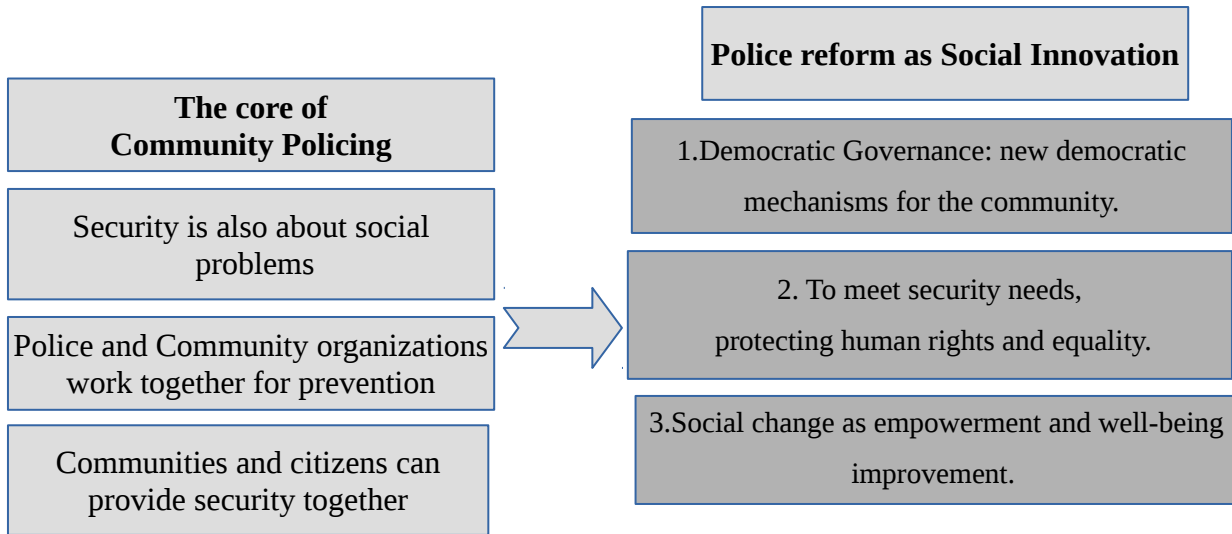
Source: own construction based on literature review.

From the figure above on the right hand side, we propose that "*a police model based on Social Innovation*" is about the following key components:

*1) Democratic Governance: new democratic mechanisms for the communit*y. That is, a closer cooperation between governments, citizens and communities, and a deeper involvement of the last ones in the making and management of security and police aspects.

2) To meet security needs, protecting human rights and equality. That is, democratic governance in form of closer cooperation between the government and citizens on security and policing, is related to meet the social need of security by an equal non discriminatory access to public security.

*3) Social change as empowerment and well-being improvemen*t. Finally, this process of citizen and community involvement to meet the social need of security, has different impacts on social change. That is, participation is not only about efficiency, but about the improvement of citizens powers and social well-being.

4.2.1. Operationalization and indicators

Table 8. Operationalization and indicators of a police model based on Social Innovation

Social Innovation: Definition aspects, analytical components and indicators	
DEFINITION ASPECT 1. *Democratic Governance: new democratic mechanisms for the community*	
<u>Analytical components</u> 1.Community and citizen Participation 2.Work democracy in the police organization 3.Accountability responsiveness and transparency 4.A new professional, democratic culture	<u>Indicators</u> 1. Mechanisms of citizen and community participation. Presence, type and capacities. 2. Mechanisms of workers participation. Presence, type and capacities. 3. Mechanisms of accountability and transparency. Presence, type and degree. 4. Presence of the idea of a new democratic culture. Presence, type and degree.
DEFINITION ASPECT 2. *Meet security needs, protecting human rights and equality*	
<u>Analytical components</u> 5.Meet security social needs 6.Equality, non discrimination and human rights	<u>Indicators</u> 5. Presence and examples of the idea of meeting security social needs. Presence, type, degree. 6.Presence and examples of the idea of equality non discrimination and human rights. Presence, type, degree.
DEFINITION ASPECT 3. *Social change as empowerment and well-being improvement*	
<u>Analytical components</u> 7.Empowerment and inclusiveness 8.Social well-being improvement	<u>Indicators</u> 7. Improvement of power capacities of citizens and communities. Presence, degree and examples. 8. Improvement of social well-being of citizens and communities. Presence, degree and examples.

Source: own construction based on literature review.

The table above this lines contains the operationalization and construction of indicators for: *"A police model based on Social Innovation"*. As we see, the table is organized in three elements: what

we call the *"definition aspects"*, the *"analytical components"* of the definition, and the *"indicators"* of each of this analytical components.

On the left column of the table, we can see the different analytical components of the different definition aspects given of a police model based on Social Innovation. That is, we can see for example that for the definition aspect: *"Democratic Governance: new democratic mechanisms for the community"*, we have analytical components such us *"Community and citizen Participation"*. Furthermore *o*n the right column, we see how the different analytical components have its own different indicators. Now, to be more specific and understand better each*"Analytical component"*, we explain them briefly down this lines.

1.Democratic Governance: new democratic mechanisms for the community

a) Citizen and Community Participation: this analytical component is critical in community policing and also on Social Innovation processes in the Public Administration. In this line, we defend that this will be the central element in the type of police reforms being implemented in our two cases. Community participation in policing means empowering citizens and communities in different ways and forms (Manning 2010, Ray 2014, Reiner 2010, and Sklansky 2008). In this direction, the citizens can be involved in policing thorough different channels, tools or mechanisms. We can find external mechanisms of control of the police activity, but also, mechanisms of co - participation in the definition of police and security strategies (Ray 2014 and Sklansky 2008). Baiocchi (2003) and Novy and Leubolt (2005) when debating the case of Porto Alegre, understands that the process of participation in relation the public budget, allowed precisely this, to decide on what to do with the public money of the City Council.

b) Work democracy in the police organization: this analytical component is related to the broader aspect of participation and democracy but from an internal perspective. In this direction, work democracy among police officers is even less developed than external participation (Sklansky 2008). The question of why the aspect of internal democracy is very poor developed is related probably and according to the same author, to the lack of trust that some politicians have towards the police force that they see as conservative. Nevertheless, internal democracy can be developed thorough different ways: surveys, debates, permanent councils or the direct election of officials as heads of the police (Ibid). All in all, this analytical component is closely related to the aspect

democratic governance from an inside perspective, but also because at the end, the police officers are part of the community.

c) Accountability responsiveness, and transparency: this analytical aspect is also very important and closely related to this first aspect of our definition. This idea means that the police through different means, has to respond for their actions and activities to its citizens in order to develop a cooperative relation with the communities they serve (Manning 2010, Shearing and Marks 2011, Sklansky 2008 and Papanicolaou and Rigakos 2014). As we see, this question of accountability and transparency is closely related to democratic governance in at least two ways. First, as more citizen and community participation, more spaces for accountability and transparency. At the same time, the will to search for accountability and transparency mechanisms on their own, is closely related to the idea of more democracy in the police.

d) A new professional, democratic culture: finally, we have the question of democratic culture. In this direction democratic policing is for many authors like Manning (2010), Mohanty and Mohanty (2014), Ray (2014), and Shearing and Marks (2011), the development of a democratic police culture, based on a culture of respect, equality and Human Rights. In this line, some authors like Ray (2014) defend that this aspect is difficult to change because the Police is a conservative institution where change is problematic. Nevertheless, others like Van den Broeck (2002) stresses that in order to change cultural aspects in the police, training programs are critical and necessary. All in all, we consider that the development of a more democratic culture in the police body, is closely related to the general question of democratic governance, because such a cultural change, is closely related to accept the idea of citizen participation and share police power with citizens.

2. Meet security needs, protecting human rights and equality

a) Meet security social needs: Social Innovation authors have pointed out that this is an important aspect of Social Innovation. The question of social needs is related for Moulaert et al. (2013), to the idea of lack of resources of deprived social groups. In our case, we expect a lack of security, or a mismatch between the security needs of citizens and the security policy. The lack of the need of security we propose, will be in our case what motivated our Social Innovation process. In this line, Baiocchi (2003) and Novy and Leubolt (2005), when explaining the case of Porto Alegre and the participatory budgeting, stated that the process of participation was closely related to meet material needs, like infrastructures, health or cleaning of streets. Under this line of thought, we expect to find

in our cases processes of citizen participation on security related to meet the need of security, specially of vulnerable social groups.

b) *Equality, non discrimination and human rights:* to meet the social need of security, not all is accepted from a Social Innovation perspective. That is, if the achievement of security is not based on principles such as equality and non discrimination, democratic principles can be in jeopardy. In this line, authors like Manning (2010), Shearing and Marks (2011) or Sklansky (2008), indicates that democratic policing is strongly related to ensure equality between citizens, that is, non discrimination in the process of achievement of security. This question is also closely related to the respect of Human Rights as Groenewald and Peake (2004) and Papanicolaou and Rigakos (2014) points out. Again, Novy and Leubolt (2005) with the example of the participatory budgeting in Porto Alegre, shows that to cover basic needs the democratic process is critical, and not all means can be accepted to meet social needs.

3.Social change as empowerment and well-being improvement

a) *Empowerment and inclusiveness:* the first analytical component for the last definition aspect, makes reference to the idea that in the processes of Social Innovation, social change can be seen as empowerment of individuals and communities (Moulaert et al. 2005). Being more specific, social change can be seen if underprivileged social groups have improved their capacities or powers in the process of governance (Pestoff and Brandsen 2010 in Grimm et al. 2013). For Larsson and Brandsen, in Brandsen et al. (2015), the question of empowerment and inclusiveness is closely related to changing social relations between social groups. All in all, when we analyze to which extend there is social change, one first aspect to take into account is the question of empowerment and inclusiveness of vulnerable social groups, in our case, in relation to security and police aspects.

b) *Social well-being improvement:* this final aspect is closely related to the one above. In this direction, González and Healey (2005) have indicated that empowerment of citizens is closely related to material needs improvement and the possibility to decide on key aspects of life in the political process of decision making. Precisely, Cajaiba-Santana (2014) relates this empowerment processes with the chance for poor communities to access public goods without exclusion. This question is also pointed by authors related to Community Policing theory, like Papanicolaou and Rigakos (2014), Shearing and Marks (2011), and Sklansky (2008). That is, we expect that the possible processes of democratic governance in our two cases, will be closely related to the

achievement of well-being improvement, understood as the access of citizens and communities to security, a public good that benefits them, that is, that improves their quality of life. Or say it in other words, there is no security if there is lack of social well-being.

4.3. Implementation factors and possible scenarios

The debate on implementation in the literature chapter has brought us different implementation factors on the table. Now we want to systematize and explain them and propose different related indicators. After we have done that, we will propose and explain different implementation scenarios, and how the different possible combinations of each of our proposed factors, can lead to different implementation situations.

4.3.1. Operationalization and indicators

Table 9. Operationalization and indicators of the implementation factors

Implementation factors	Indicators
Social and police problems	a. Social problems: inequalities, feeling of social problems in general, social exclusion. Presence, type, degree. b. Police problems: police corruption and politicization, police brutality, perception of insecurity. Presence, type, degree.
Political will and commitment	a. Priority of the reform by the Local Government, have a strategy, have resources. Presence, type, examples and degree.
Complexity, contradictions, oppositions and resistances	a. Number of actors with divergent interests. Opposition and resistances. Presence, types, degree.
Involvement and training of the police force	a. Presence of new plans of education. Presence of involvement of the police force in implementation. Presence, type, degree.

Source: own construction based on literature review.

In the table above this lines, we can see the different implementation factors derived from our literature review chapter. As we see, in the left column there are four proposed implementation factors, while on the right column, we see the proposed indicators for each of the factors. We explain briefly here each different factor of implementation.

1) *"Social and police problems"*. Different authors like Baiocchi (2003), Novy and Leubolt (2005) and Skogan and Hartnett (1997), have pointed out that both in cases of Community Policing and Social Innovation, social problems were identified at the same time as triggers of the reform, but also, as elements that at some point can pose problems for implementation. In this line, when we refer to social problems this different authors bring different examples. It can be drug abuse, unemployment, lack of basic infrastructure or social exclusion. In our cases we expect to find social problems in general, but specially police problems, meaning problems inside the police and between the police and citizens.

2) *"Political will and commitment"*. Skogan and Hartnett (1997) and Virta (2002), shows that in the implementation of Community Policing experiences, political will and commitment (by the city council) was crucial. Being more specific, this factor means to have as a priority to implement the the reform proposed. Political will is related with the fact that this reforms are considered urgent and important in the places, cities or regions to be implemented. As we have seen also in the case of Porto Alegre and the participatory budgeting by Novy and Leubolt (2005), political will and commitment were also critical to bypass a difficult political atmosphere. Finally, political will and commitment can be measured not just by the indicator *"priority"*, but also by indicators such as *"strategy" or "resources"*, as we have seen in the literature chapter.

3) *"Complexity, contradictions, oppositions and resistances"*. The main idea behind this factor is that this reforms are usually controversial and difficult. The first aspect here is *"complexity"*. In this direction, Brandsen et al. (2015), Hellström (2004), Tjornbo (2016) in Nicholls et al. (2016) or Moulaert et al. (2005), highlights that Social Innovation processes represent complex processes where many actors are at play with different interests. In a similar direction point out authors like Groenewald and Peake (2004) or Papanicolaou and Rigakos (2014) regarding Community Policing. Furthermore there is the question of contradictions. Mulgan (2006) describes Social Innovation processes as contradictory, that means that some actors will oppose or resist the proposed changes. All in all, as Novy and Leubolt (2005) show with the example of Porto Alegre, powerful actors opposed the process of the participatory budgeting in different ways.

4) "Involvement and training of the police force". Finally, this factor appears important in police reform because it works as as a counterbalancing force. In this direction, different Community Policing experiences like the ones in Chicago and Tampere by Skogan and Hartnett (1997) and Virta (2002) respectively, shows that this factor was very important and positive for implementation. To measure this factor in reality, we will have to find out the presence or not of new educational and training plans. That is, education plans related to key questions of the new police model, such us hate crime, gender issues, diversity or human rights. Furthermore, we will have to check also if there are processes of involvement of the police force in the implementation process. Finally, we will have to discern to which degree we can see that this question of education is a priority by the new Local Governments.

4.4. Exploring a model of relation

In this final section of this chapter, we explore a possible relation between the implementation factors and the police model proposed in lines above. In the figure down this lines we can see how the four implementation factors proposed and just explained, can have different impacts on the implementation of the police model. In this direction, the different possible combinations of the different factors can bring up different scenarios of implementation that we have given the name of: *"Calm waters", "Rough waters"* or a *"Contradictory situation"*. This three different scenarios will make less or more likely the chance of implementation.

Figure 2. Proposed relation between the police model and the implementation factors

Factors of implementation at play

Social and police problems (+/-)

Political will and commitment (+/-)

Complexity, contradictions, oppositions and resistances (+/-)

Involvement and training of the police force (+/-)

Implementation of a Social Innovation based police reform (+/-)

Calm, rough or contradictory process of implementation
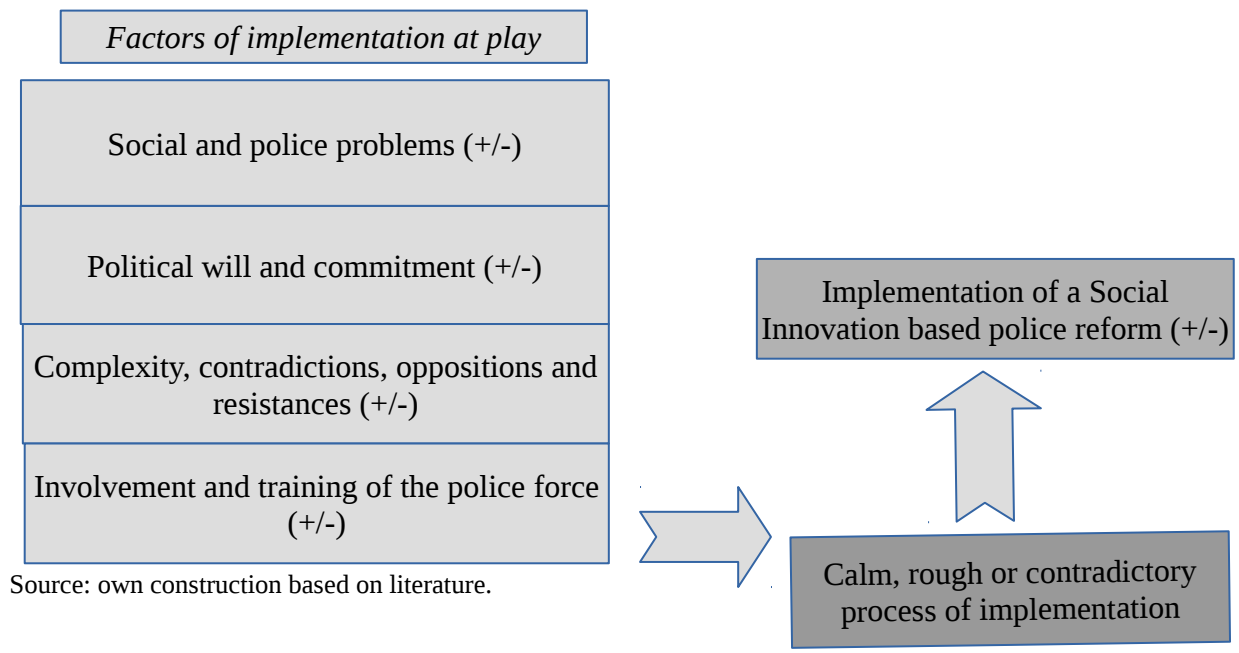
Source: own construction based on literature.

This three implementation scenarios that we propose are indeed three possible directions that the implementation of Social Innovation and Community Policing reforms can take. However, as we have seen in the literature chapter, in table 7 in section *"3.6.2"* with the good examples of Porto Alegre and Chicago, the most likely scenarios of implementation are *"contradictory situations"*. Is for this reason that we propose that in our two cases this will be the scenario of implementation. However, we are aware that as seen in the literature, Social Innovation is usually a dynamic process where the scenarios can change thorough periods of time for different reasons. Explaining briefly the three possible scenarios, we can say the following.

1) *"Calm waters"* depicts a possible implementation scenario where all the factors have positive effects. That is, where *"social and police problems"* are not that big, where *"political will and commitment"* is strong, where *"Complexity, contradictions, oppositions and resistances"* are low, and where the factor of *"involvement and training of police force"* is well present. Here, we can predict high implementation chances, that is, in an easy way our two City Governments will be able to implement the proposed reforms. However, as we have seen in the literature chapter, Social Innovation reforms are not that easy to implement in reality. So we may discard this scenario.

2) *"Rough waters"* depicts a possible implementation scenario where all the factors have negative effects on implementation. That is, *where "social and police problems"* are big, where *"political will and commitment"* is not strong, where *"Complexity, contradictions, oppositions and resistances"* are high, and finally, where *"involvement and training of the police"* is low. Here we can predict low implementation chances, that is, the City Government will face many problems that will make the reform not implementable. Nevertheless as seen in the literature, there are chances that some aspects of the reform can be implemented, and for that we may discard this scenario.

3) "A *Contradictory situation"* depicts a possible implementation scenario where the different factors have contradictory effects on implementation. That is, as we have debated in the literature chapter when talking about implementation, we have seen that for example social problems are both triggers of Social Innovation but at the same time, they can be stoppers. All in all, under this scenario what we propose is that for example, even if we predict that the factor *"Complexity, contradictions, oppositions and resistances"* can be strong, other factors can work to counterbalance this one. We can predict for example that factors like *"political will and commitment"* or *"involvement and training of the police"* can have a counterbalancing role. We predict that according to the literature reviewed, this scenario will be the more likely in our cases.

4.5. Summary

It is time to sum up this chapter. First of all we have explained that our theoretical framework is designed to work for a qualitative explorative multiple-case case study. That is, we want to explore attitudes and behaviors in relation to what a police model based on social innovator means, and which possible factors of implementation can be found. We have explained that in qualitative studies, it is very important to be precise and define well the concepts to be measured in relation to the empirical material.

In this line, we have developed the operationalization of indicators of our two theoretical framework legs. In this direction, we have first explained the three elements that define a police model based on Social Innovation. That is, we have explained what democratic governance, security needs and social change means in relation to Social Innovation. At the same time, this three definition elements have been related to different analytical components that have been explained and related to different indicators.

After having done that, in the second half of the chapter we have proposed and explained the four implementation factors and its indicators. Finally as the last point, we have proposed a possible model of relation between this implementation factors and the police model based on social innovation. In this line, we came up with three possible implementation scenarios that we called *"calm waters"*, *"rough waters"* and *"a contradictory situation"*. We have proposed that in our cases, the implementation scenario that suits better is a *"a contradictory situation"*. That is, where different factors have different impacts to implementation, and that one factor can compensate another creating a situation where some parts of the reform can be easily implemented, while other parts can face more difficulties.

5. Methodology

5.1. Introduction

The research design is for Yin (2003) the logical sequence that connects the empirical data to the initial Research Questions. We are carrying out an explorative qualitative study that contrary to quantitative ones, selects units of analysis according to an established criteria (King et al.1994). At the same time, even if the data used in quantitative and qualitative studies is different, according to the same author to a great extend both strategies can be used and be valid as long as the observations produce valid descriptive inferences, that means to be able to describe in a systematic and objective way the social reality. Furthermore, qualitative studies allow us to understand the experiences of social actors and for that, they are suitable for the study of Social Innovation where the role of social actors is important (Konstantatos et al. 2013 in Moulaert et al. 2013). As for the specific research strategy used, we are carrying out a holistic multiple-case study (Yin 2003). Say it in other words, we study two cases of police reform where police reform is the only unit of analysis. Case studies are empirical inquiries that investigate contemporary phenomena where many variables are at play, allowing in-depth analysis of on-going social processes (ibid). Last but not least, case study research is suitable for the production of context dependent knowledge that can contribute to theory building (Flyvbjerg 2006).

As for the structure of this chapter, first we are going to explain according to which criteria we have selected the unit of analysis, after that, we will explain the data collected and its characteristics. Next, we explain in general and specifically for each data, the process of analysis, meaning the different steps to relate theory to data. After that, we asses quality of research that is, we debate questions such as construct validity or external validity. And last but not least, we debate the limitations of this thesis and different ethical considerations.

5.2. Unit of analysis

The selection of the units of analysis has been done according to what Yin (2003) calls literal replication logic. That means that we expect the units to be very similar in order to compare them to our theoretical framework. The specific criteria used to select our two units of analysis are based on different authors like, Flyvbjerg (2006), Ragin and Becker (1992) and Yin (2003), and can be seen in the table down this lines.

Table 10. Criteria to select the two police reforms as units of analysis

What the case is about ?	Criteria for unit selection				
	Similar police background	**Similar city characteristics**	**Logistics for the research**	**Similar police reform type**	**Importance of the reform**
Pamplona Local Police Reform	Corruption	Number of Inhabitants	Middle cities	Focus on democracy	Similar presence in the newspapers
	Politicisation	City Government partisanship	Accessible data collection	Focus on human rights	
Badalona Local Police Reform	Lack of trust and citizen distance	Size of the police force	Good amount of data available	Focus on proximity	Priority of the reform
				Same name for the reform	

Source: own construction based on different classification criteria from Flyvbjerg (2006), Ragin and Becker (1992) and Yin (2003), the background section of this thesis and the two Local Police websites.

That is, we have been selecting units of analysis in order that the two police reforms are as similar as possible to try to see if they can be read under the perspective of Social Innovation. Say it in other words, our objective when selecting the two units of analysis has been to have enough similar empirical material to check if our theoretical framework is correct. Of course, we are aware that social reality is complex and that this two cases can show variations that we will need to take into account.

5.3. Data collection

Case studies can collect data from different qualitative sources (Creswell 2013, Layder 1998 and Yin 2003). In our study we have used primary data (created ad-hoc) like interviews. And secondary data (already created) like news or administrative documents from both City Governments. In the table down this lines you can see the types and characteristics of the data used. In this direction, the table has the following logic and information. You can see the numbers of data collected for each type, the main information that holds, and the pros and cons of it. News and Administrative Documents have been collected by saturation, that is, we stopped collecting when it was no more information or more data accessible.

Table 11. Total data collected and used, number of observations and information that holds

Data type / What about	News (Secondary Data)	Administrative Documents (Secondary Data)	Focused Face to Face Interviews (Primary Data)	Statistical and Human Rights reports (Secondary Data)
Number of data collected	News Badalona: 22 News Pamplona: 20 (N=42)	Police and Implementation plans (N= 8)	Interviews to different key actors and key informants (N=14)	Statistical reports: 2 Human rights reports: 8 (N= 10)
Information that holds	Chronology of events Key issues of the reform	Content of the reform What is being implemented	Opinions and meanings of different key actors	Criminality rates, Police politicization, trust in the police or police abuses.
Pros and Cons of the Data	Good accessibility, Problem of bias	Exact and specific information Problem of bias	Control of production, ad hoc data. Problem of bias	Exact and specific information Problem of bias

Source: own classification based on the criteria of Yin 2003, King et al 1994 and Creswell 2013.

The same can be said for the statistical and Human Rights reports, a type of data just used for the background section. In this line, in the bibliography section you can see the detailed list referring to this data. Nevertheless, as for the collection of interviews, this has been done according to accessibility and logistic limitations.

5.3.1. Focused face to face Interviews

The table down this lines presents the detail of the interviews recorded and according to which different criteria they have been selected. First, we identified the key actors at play and then, we selected them to have the same amount and types for each city.

Table 12. Criteria of interview selection and number of interviews

Type of interview by actor	Badalona, total numbers by gender	Pamplona , total numbers by gender	Total numbers of Interviews
Implementers Security councilors (Elected person)	1 (Female)	1 (Male)	
Political opposition leaders (Elected person)	1 (Male)	1 (Male)	
Police trade unions Representatives (Stakeholder interest)	1 (Male)	2 (Female and Male)	(N= 14)
Technicians, appointed civil servants	2 (Male and Female)	1 (Male)	
Street level implementation. Heads of the Local Police	1 (Male)	1 (Male)	
Key Informants (Social Educator and Journalist)	2 (Two Males)		

Source: own construction

As it can be seen, the table is organized by the type of actor selected for each city (left column) to be interviewed, and the numbers for each city according to gender and in total. All interviews were carried with previous appointment and acceptance from all the people to be interviewed, and lasted between 40 minutes and 1 hour. Furthermore, we have been following three main selection criteria: actors with a high interest on the reform, actors with a deep involvement in the reform, and actors that disagree or have other perspectives on the reform.

Last but not least, interviews have advantages and disadvantages. About the main advantages, Yin (2003) points out that interviews are a type of data created for the purpose of the study. That means for Creswell (2013) to have the meanings and opinions of the actors involved in relation to what we are studying. The disadvantages are according to Layder (1998) and Yin (2003), related to the question of reality construction in itself, or how the interviews are constructed in relation to our theoretical framework. For more details about the interviews, see appendices 4 and 5.

5.3.2. News and Administrative Documents

Table 13. Total of news collected and analyzed (2011-2017). Badalona and Pamplona

Total of news collected by year (both cities)	Number of newspapers used by geographical area	Number of total news analyzed by city
2011-2017	Local: 4	Badalona: 22
	Regional: 11	Pamplona: 20
	National: 7	
Total: 50	Total : 22	Total: 42

Source: own construction based on the total classification of the news collected from Internet for the period 2011-2017.

Beginning with the news, what we did first was to search key concepts related to the theoretical framework via google. From there we selected all the pieces of news directly related with the reforms in both cities. As can be seen in the table above, we used news from 22 different newspapers and collected 50 pieces of news in total for the period 2011-2017, being difficult to find more. In addition to that, we can see in the table that we collected more news for Badalona than for

Pamplona, however this is compensated because for this last City there are news with more information. Finally, the news selected have been first tabulated by topic, year and city before being systematically analysed. For more details about the news collected, see appendices 6 and 7.

Table 14. Administrative Documents by type and city

Document type	Strategic Documents	Additional Documents
Paper reports	1.*"Director plan of the local police of Pamplona 2015-2021"* Year: 2016, 95 pp. PAMPLONA (Spanish). 2.*"Annex 8, Citizen security plan 2017-2021"* Year 2016, 29 pp. PAMPLONA (Spanish). 3.*"Basic lines of the new model of the Local Police"* Year 2015, 48 pp. BADALONA (Catalan). 4.*The new model in the Local Police of Badalona"*, Year 2015, 13 pp. BADALONA (Catalan).	5.*"Technical assistance for the writing of an integral design project of a new model for the local police in Pamplona / Iruña. Strategic plan for the development of a new police model"* 199 pp. May 2016 PAMPLONA (Spanish). 6.*"Tables of participation in security"* of 3 pp. each document (total 6 documents)- BADALONA January-March 2015. (Catalan). 7.*"Report about security and gender"* a report on the participation groups on gender carried out among police officers, 26 pp. July 2017. BADALONA (Catalan).
Video Document	8. *"A humble Badalona a secure Badalona, citizen debate on security models"* January of 2015. Youtube video by the city government of Badalona (Uploaded 6 March 2016). (Catalan) https://www.youtube.com/watch?v=URCAycl9j8M&t=8s	
Total of documents: 8		

Source: own construction

Second, about what we called *"administrative documents",* the first to comment is that we mean documents created by the areas of security of each City Government administration. The paper documents were asked formally by e-mail to each City Government, while the video is of free access. We have used two main types of documents as you can see in the table above, the strategic ones and the additional ones. All this documents for each city contains very similar information with some differences, mainly that in Pamplona the documents tend to be longer that is, with more detailed information. For Badalona we have also included as we have just said, a long video from Youtube, uploaded by the City Government that covers a big part of the participative process.

The participative process in Pamplona is mainly included in the *"additional document"* 5. The strategic documents contain mainly the philosophical ideas of the police model being implemented, and are structured by sections like for example, *"participation and relations with citizens"*, *"operative changes and police units",* or *"proximity and prevention"* among others. The additional documents contain other information as we said, as the participative processes or different other processes related to the development of the police plan. Last but not least, documents also carries advantages and disadvantages. As for the advantages, Yin (2003) points out mainly to the fact that documents are already created and can be used again and again in an unobtrusive manner. In addition, documents carries also the advantage that holds exact information on different aspects. However, documents have also problems, the main one is that we can not control who produced them and for what.

5.4. Process of data analysis

To have an analytical strategy is crucial (Creswell 2013, Layder 1998, Yin 2003). That is, to relate data to theory and get to correct conclusions. The general steps to analyze data are for Creswell (2013) as follows: organize raw data, read through all the data, and finally, code the data in relation to theory. We have carried for all the data a process of pattern matching, or say it in other words, to compare predicted patterns from our theoretical propositions with patterns in the data collected (Yin 2003).

5.4.1. The process of pattern matching

1. Provisional targeting of fragments from data. First, we read all the data at disposal and carried a first process to target fragments from the data sources that were related to key concepts of our theoretical framework. That is, we created provisional codes, symbols to give meanings to units of

data Layder (1998). *2. Creation of codes and classification into arrays.* The second step has been to classify for each data this codes in tables organized according the different concepts of the theoretical framework. *3. Global reading of data and back to theory.* The final step has been to create the final codes and the final classification of the concepts in tables for each data. This final classificatory tables, has allowed us to present the most important concepts that appeared in each data, according to the degree of presence. Finally, for the interviews and documents we have also classified by topic, different relevant quotations.

5.4.2. The specific process of analysis for each data

The process of analysis has followed a similar logic for each data source. However, it is worth to explain briefly the specific operation done in relation to each data source, because there are some differences in relation the steps taken in the process of analysis and different ways to present the results.

1. News. As we said, we have been working with 50 pieces of news. The first step has been to classify this news in an an excel file according to which newspaper was coming from, the year, the city and the topic. Second, we read all the news and identified fragments related to concepts of the theoretical framework, and translated them. That is, we transformed fragments to concepts in order to allow a uniform classification of fragments. Third, we classified in two different excels files (for each city), this concepts by order of appearance and topic, using for example labels such us *"Community and Citizen Participation"* or *"political will and commitment"*. From this excels we counted the times each concept appeared and gave weights to it. For the news we did not look into specific quotations, as we did for the other data sources. To see examples of this process of analysis, see appendices 8,9,10 or 13.

2. Documents. Even if we have been looking at 8 Administrative Documents, for the systematic analysis we have been using the two main strategic and comprehensive documents for each City. For Pamplona, the Documents 1 and 2 in the table above (Table 14). For Badalona, we have been using mainly the documents 3 and 4 from the same table. The first we have done with this documents for each city, is to read them. After that, we have been identifying the concepts related to our theoretical framework, and translated them. We carried also a work of unifying fragments into the same concepts, that is, we grouped fragments under the same logic for each document. The second we have been doing is to create a table for each document with a more logic classification of

all the concepts. Third, we have created for each city a definitive unified table that classifies all the relevant concepts according to its presence, for both the police model and the implementation factors separately. Finally, we also carried out a specific detection of quotations that were classified in a Word document according to which concept of the theoretical framework they were representing. To see examples of the process of analysis of documents, see appendices 15 and 16.

3. Interviews. First of all, we transcribed all the interviews and filed them in the computer by city, actor interviewed and date. After that, for each Word document with the transcription, we created a table to classify the raw fragments representing different concepts related to the theoretical framework like,*"democracy and participation", "social needs"* or *"political will and commitment".* What we did in each interview is to group fragments under the same concept logic. All this work ended up with a table for each interview for each city, that included all the concepts organized according its weight. At the end, what we have is a global overview of the most seen concepts for each city in a final table. As we did with the documents, we also identified quotations and organized them according the most seen concepts. To see an example of the process of analysis carried out with the interviews, see appendices 17 and 18.

Last but not least, in the analytical and results chapter what we will present is this last step for all the data analyzed. Beginning with the news, we present figures were we show the weight of each key concept related to the theoretical framework. For the documents we present in order of presence the most appeared concepts, and then, the quotations related. The same is done with the interviews. Finally, we present the results first for each city and then as a common account.

5.5. Assessing quality of research

5.5.1. Construct validity, Reliability and External Validity

Construct validity refers to the establishment of correct operational measures as Yin (2003) points out, or to a good concept - indicator relation (Adcock and Collier 2001 and Layder 1998). Precisely in our study we have constructed indicators coming from our literature review. The indicators used for our analyses are seen in the theoretical chapter in section *"4.2.1. Operationalization and indicators".* The logic in the creation of the indicators has been to follow us much as possible the literature chapter and be as specific as possible. We are sure we have done this, and for that we have good construct validity. About reliability, Yin (2003) refers to it as when following the same procedures another researcher will have the same or similar results. The important here is to make

public and explain in detail the process of analysis, a process that we have just explained in the last section. We also reinforce the question of reliability, by publishing different steps in relation the processes of analysis in the Appendices. All in all, to find reliability in our study we need a good connection between the literature, the theoretical framework, the indicators and the process of analysis in a way that other researchers can follow the same procedures to analyze data. We have been aware to all this questions, and for that we can ensure a high degree of reliability. Finally, there is the question of external validity that Yin (2003) refers to it as the possibility of generalization. Generalization is related to be able to contribute to abstract knowledge. In this line for qualitative studies as is the case, the same author defends that we can be able to find what he calls analytical generalization, that is, we can be able to connect our empirical data to a theoretical framework. However, this process is not automatic and needs a very narrow triple connection between theory, well defined indicators and empirical data. In this line, it is possible that at some degree we can have analytical generalization from our thesis, but of course, our study will need more and better data for more generous contributions.

5.6. Limitations of the thesis and ethical considerations

Finally we have to asses the limitations and ethical considerations of this thesis. About the limitations, first there is a concern about the timing of the reforms in relation the timing of this thesis. That is, the reforms will not be fully implemented when this thesis is finished. However, cases studies as Yin (2003) remembers have the characteristic to study *"on-going"* processes. The second limitation is about data access. In this line, we would have preferred to get access to more data (for example more interviews), but for time limitations it was not possible. We can also ask ourselves if 50 pieces of news are enough, but it was difficult to find more news without repetition of information. Third, there has been logistic and time problems. Logistic problems in the sense that being the two cities studied in Spain, that meant to travel there and in one month carry all the interviews. At the same time, it is worth to notice that each city is far away from each other around 450 km. As for the ethical considerations, the first type of ethical consideration is related to the treatment of the information given in interviews, documents and news. We refer to the question of honesty, that means to disclosure all the information from this data sources and not the one we are interested in. Furthermore, we have been dealing also with another ethical problem, this is the treatment of the personal data. About this question specially for the interviews, different measures have been taken. In this sense, following the instructions of the NSD (Norwegian Agency for Data protection in research), the people interviewed were informed by e-mail about the purpose of the

interview and the consent for it. At the same time in the day of each interview, the people were informed that they would be recorded. Non of the people interviewed denied to be interviewed and recorded. At the same time, thorough the treatment of data we have been very careful to not publish sensitive information contended in some of the interviews, being the final results not affected by this measure. Finally, as was also asked by the NSD, the data related with personal information will be eliminated after this thesis is delivered.

5.7. Summary

In this chapter we have explained how we have connected our theoretical framework with the empirical data. We have explained that we have been carrying a qualitative study, specifically a holistic multiple-case study. In this direction, we have justified the use of cases study as a useful strategy to investigate on-going social phenomena. Our units of analysis are the police reforms in two Spanish cities selected according to different criteria. Furthermore, this two units of analysis are thought to give us good observations in order to create valid descriptive inferences, that is, to have an objective description of the social reality studied. To do that we have been using different data sources, such us news, documents and interviews. We have been explaining the information each type of data holds, the number of observations, and the advantages and disadvantages. We have also explained the process of analysis. We have described the general process of analysis based on pattern matching, that is, linking theory with data and vice-versa. In this line, we have been specific explaining the process of analysis carried for each data, and how we will present the results in the next chapter.

Finally, we have also been debating the question of quality of research, that is, questions like Construct validity, Reliability and External validity. Moreover, we have also recognized some limitations of this study. We have pointed out for example time and logistics limitations, but also data limitations. Last but not least, we have been also dealing with ethical questions. The first one relies on the idea of honesty, that is, to use the data in its exact content. And second, there is the concern about personal data privacy or about the disclosure of information that can lead to problems for some people. To avoid this problems, we have been following the rules and recommendations of the NSD.

6. Results of analysis: Social Innovation in the police and implementation

6.1. Introduction

In this chapter we present the results according the research problems, the Research Questions, the Theoretical Framework and the Data collected. About the research problems, the first as seen in Chapter 2 is the hard stand on policing in Spain. The second is related to the theoretical and practical limitations of Traditional, Commercial, and Community Policing models. The third, is regarding the limited connections between democratic governance, social needs and social change in relation to police and security. The final and four research problem is about implementation, that is, which factors matters. In relation to this research problems we have formulated the following Research Questions. 1) If our police reforms can be read as Social Innovation. 2) If this ideas have practical operative consequences. 3) The main factors and scenarios of implementation, and 4) The theoretical and practical consequences of the reforms in relation the main policing models. See the exact Research Questions in section *1.4.*

In chapter 4 (theoretical framework), we have given a tentative answer to this questions specifying what is Social Innovation about proposing different indicators. The same has been done for the question of implementation. As for the empirical data, we have explained that we use news, administrative documents and interviews. For detailed information about this see chapter 5, section *5.3*. Finally, the results that we present here in this chapter represent the last step of the process of pattern-matching explained in section 5.4 in chapter 5. In this line, we present first for each city the policing model being implemented in relation to Social Innovation theory, and the implementation factors and scenarios. Furthermore, at the end of city section we give a common account of the results, and at the end of the chapter, a common account of the results globally.

Last but not least, the results of our analysis are in a nutshell the following. First, we see that in both cities the police reforms are based on the principles of Social Innovation, specially regarding democratic governance and social needs. There are in this direction some important commonalities, but also some differences. At the same time regarding the factors of implementation, we observe that the factors proposed have as expected, different negative and positive impacts on implementation. The scenario of implementation also as proposed, is a *"contradictory situation"*. That is, where the final implementation results are not clear. However, we detected also internal contradictions inside some implementation factors.

6.2. Badalona: Social Innovation, Democratic Governance and social change

The table down this lines, is a first overview or introduction of the results about the new police model in Badalona according to the principles of Social Innovation. In the left column we have the three main analytical components for Social Innovation in the police. In the right columns, we can see the weight of each analytical component according to all data sources, and the three main concepts related. In the next section we go deeper in debating the presence and configuration of this three analytical components of the police model in Badalona.

Table 15. Introduction to the results about the police model in Badalona.

Weight of the components and main key concepts appeared

Components of a police model based on Social Innovation	Weight of the component from (1-3) and related concepts *Where 1= Most seen component 3= Least seen component.		
1.Democratic Governance	**1.** *"Citizen Participation"*	*"Democratic control"*	*"Be closer to citizens"*
2.Meet security needs	**2.** *"Social needs"*	*"people at the center"*	*"common people's problems"*
3.Social change	**3.** *"Social transformation"*	*"model transformation"*	*"New model"*

Source: own construction based on the common analysis of all data sources for Badalona.

6.2.1. Democratic Governance: new democratic mechanisms for the community

Beginning with the first analytical component of the model, according to the news the most seen aspect is *"Citizen and Community Participation"* with related concepts such us *"Participative process" or "Civil society involvement"*. In the second position in the news, there is the question of *"Work democracy in the police organization"* and *"Accountability responsiveness, and transparency"*. For work democracy we have found concepts such us: *"involve police officers"*, while as for the question of accountability we have found concepts such us *"be closer to citizens" or "closer ties with police and neighborhoods"*.

Continuing with the documents, there are many ideas related to the Social Innovation aspect of *"Democratic Governance: new democratic mechanisms for the community"*. The most present idea in the documents is *"Democratic control and citizen participation"*, related to satellite concepts such us:*"Citizen co-responsibility"*,*"Citizen-co governance"*,*"Citizen participation"*, *"mechanisms of citizen participation"*, *"radical and participative democracy"*, *"Citizens debates on security"*, *"effective democratic control"*,*"dispersion of power"*,*"citizen action and transformation"*, *"empowerment"* or *"the democratic use of public space"*. The second most seen idea is related to the aspect of *"transparency and accountability"*, in this direction, the following related concepts have appeared: *"transparency and social networks"*, *"Instruments of control"*,*"transparency management"*, *"proximity and community"*,*"transparency tools"*, or *"open data"*. As for the question of *"workers participation"* there are less concepts found in the documents, but still some interesting ideas arose: *"internal participation"*, *"synergies and creativity"* or *"empowerment culture"*. Finally and at a lower level of presence, there is the question of *"a new professional, democratic culture"*. Related to this question, we have detected the following concepts: "c*ompromise"*, *"ethical values"*, *"integrity"*, *"ethical code"* or *"ethical behavior"*.

In the interviews, the Social Innovation aspect of *"Democratic Governance: new democratic mechanisms for the community"* is also well present. In this line beginning with the Mayor and security councilor Dolors Sabater, she points two key ideas: *"empowerment of citizens"* and*"democratic control"*. She also points to the new participative role of the communitarian police officers and a formal permanent mechanism of participation, the Council of Security. Quim Ortilles, civil servant in charge of implementation has the opinion that participation on the aspect of security and police is not unique of this government area: *"(…) there is a general line to create spaces of participation in this new government, like councils or broad spaces of public debate, this is innovative, and other cities are adopting this (...)"* (Quim Ortilles September 2017). Laia Franco another civil servant in charge of implementation, comments that people has to be *"co-responsible for security"* and that *"we want to ask people what is security for them"* (Laia Franco September 2017). About the question of internal participation, Quim Ortilles explains that from 270 possible internal surveys, just 20 police officers responded, this fact shows for him the difficulties of internal participation. The Head of the Local Police in Badalona Conrado Fernandez, explains that the new model is based on *"what citizens thinks"*. He also comments about the process of citizen participation on security models and defends that: " (…) *the new model was born from a process of information and detecting the demands and sensibilities of citizens on security (...)"* (Conrado

Fernandez September 2017). However, the head of the political opposition in the City Parliament Miguel Jurado, questions all this statements above and comments: "(…) *it is stupid to say that the police needs democratic control (...) what a democratic police means? It means may be... all of us deciding what the police is doing on a daily basis? Come on! That is ridiculous !"* (Miguel Jurado September 2017). In a similar line commented Pedro Lopez from the main Trade Union in the Local Police (PSU).

6.2.2. Meet security needs, protecting human rights and equality

Beginning with the news, we have seen that the question of *"Public safety as a public collective good"* is predominant in the news collected. In relation to this aspect, there are some ideas that appeared like *"better coexistence"*, *"better social justice"*, or *"security more than police"*. All this ideas are related to the Social Innovation aspect of *"Meet security needs, protecting human rights and equality"*. Related to this aspect there is also the topic of *"Equality, non discrimination and human rights"*. In this direction in the news we have detected the following prominent idea*: "to put citizens rights at the center"*.

Departing from the news, we turn now to the results of the analysis of the documents. In this direction, the most seen ideas related to this Social Innovation aspect are *"Social needs"* and *"people at the cente*r". We can see an example of this directly from the documents: "(…) *people at the center of the policy, and a model oriented towards the needs of citizens (…) demands and needs of citizens on security (…) what the citizens wants for their city (...)"* (Badalona City Government 2015). In relation to this ideas of *"Social needs"* and *"people at the cente*r", we detected other related satellite concepts such us: *"citizens mandate"*, *"common people problems"*, *"the worries of society"* or *"real needs of people"*. We have also detected in the documents ideas in relation to who the new policy is directed to, and how security is related to equality, human rights or vulnerable social groups. In this line we can point to the following ideas detected in the documents: *"prevention of violence against women"*, *"diversity against hate crime"*, *"include vulnerable sectors of society"*, *"social compromise"*, *"no discrimination"*, *"protect minorities"*, *"fight environmental crime"*, *"work for women and vulnerable sectors of society"*, *"social cohesion"* or *"the importance of persons and communities"*. This idea of *"coexistence"* is also important in the documents and takes different forms: *"diverse and complex society"*, *"coexistence and human and civil rights protection"*, *"guarantee of social coexistence"*, *"model based on equality"* or *"respect sexual diversity"*.

The interviews reinforces some of the ideas seen in the documents, in this direction the security councilor Dolors Sabater points to key ideas such us: *"a model adapted to the needs of the people"* or *"a model based on social justice"*. Conrado Fernandez Head of the Local Police defends that: "(...) *this government has in general the citizen as a priority, and that means that the citizen is in the center..., included in the security policy (…)"* (Conrado Fernandez September 2017). Fernandez also relates the idea of *"involvement of citizens"* with the idea to *"give solutions"*. In this direction he concludes: "(...) *the demand and the sensibility, the worries of the citizens have to be channeled somehow, of course we have to be careful on xenophobic attitudes, or understand that this attitudes means something that at the end..., is a worry that has to be solved (...)"* (Ibid).

6.2.3. Social Change as empowerment and well-being improvement

Finally we check the Social Innovation aspect *"Social Change as empowerment and well-being improvement"*. In this direction, here we examine three aspects. First, which concepts related to *"social change"* in general have been found across our data. Second, to what extend we find social change as empowerment of citizens and communities. And three, to what extend we find social change as well-being improvement. The question of social change and transformation has been seen in the news in an indirect way, but has been difficult to find specific concepts related. However in the documents and in the interviews, we have found concepts and ideas directly related to the question of *"social change"*, even if this aspect is not the most present in both data sets. Nevertheless we can point out to some key concepts found: *"transformation of the model"*, *"new model"*, *"total new model"*, *"innovative model"*, *"deconstruction and construction"*, *"creation of new units"*, *"transformation of inequality"*, *"transformative policy"*, *"transformation of the local policy"*, *"a total new structure"*, *"a new creation"* or *"a total affectation of the model"*. From the documents and in the interviews as seen in sections above, we can also understand that *"social change"* is related to improved empowerment for citizens and communities on security. In this direction, we have seen ideas such us: *"co-management"*, *"empowerment of citizens"* or *"democratic control"*. That is, there is the intention according to documents and interviews to give more power to citizens on security. In this line, we have detected different mechanisms of citizen empowerment, like a broad process of citizen participation, a new role for community police officers, internal surveys, or formal spaces like the Council of Security. Furthermore, we have also seen the intention to focus this participation on vulnerable social groups. As for the question of *"social change"* related to *"well being improvement"*, the first to note is that the reform is still recent to see total change, however, some changes can be observed. First of all, it is clear that there

is an important discursive change on this idea. That is, mostly throughout the documents and interviews, we can see that security is narrowly related to improve social well-being. We have seen in this direction different concepts and ideas that are related to this such us: *"equal access", "free us of the public space" or "improve women attention", "no discrimination","protect minorities", "fight environmental crime" or "social cohesion"*. Last but not least, as we will see when talking about the practical consequences of the model in both cities in section *"6.6.2"*, there are different specific measures already taken that are directly related to the improvement of *"social well-being"*. We can point some of this measures and mechanisms: new protocols against hate crime and sexual abuse, the creation of school paths or the illumination of some streets. However, as the reform is still recent we will see in years to come if this changes have lasting impacts on well-being improvement of vulnerable social groups.

6.2.4. Summary of the model. Badalona

Figure 3. Map of concepts in relation the new police model. Badalona
(In order from more to less present in all data sources)

Democratic Governance concepts	Social needs concepts	Social Change concepts
1.Citizen participation	1.Social needs	1.Social transformation
Democratic control	People at the center	Model transformation
Be closer to citizens	Citizens mandate	New model
Citizen co-governance	Common people's problems	Innovative model
Citizens empowerment	Worries of society	Transform inequality
Empowerment culture	Real needs of people	Transformative policy
Community participation	Equality	Total new structure
Process of participation	Non discrimination	
Civil society involvement	Protect minorities	
Citizen co-responsability	Social Choesion	
Transparency tools		

Source: own construction based on the analysis of all data sources for Badalona.

Finally to sum up, we present a map of concepts and a table that draws the configuration of the model in Badalona. Beginning with the map of concepts above this lines, we can see the configuration of the model according to the weight of different concepts in relation the three aspects of Social Innovation proposed in the theoretical framework.

In this direction, we can see in this map of concepts above this lines that the aspect of *"Democratic Governance: new democratic mechanisms for the community"* is the first according all data sources. In this line, the three most seen concepts are: *"citizen participation", "democratic control"* and *"be closer to citizens"*. The second most seen aspect of our Social Innovation definition is *"Meet security needs, protecting equality and human rights"*. Here the most present concepts are *"social needs","people at the center"* and *"citizens mandate"*. Finally, the less seen aspect of our definition of Social Innovation is *"Social change as empowerment and well-being improvement"*. However also here, three key concepts arose: *"social transformation", "model transformation"*, and *"new model"*.

The table down this lines goes deeper in the configuration of the police model for each of the aspects of our definition of Social Innovation. In this line, regarding the aspect *"Democratic Governance: new democratic mechanisms for the community"*, we can see that the question of *"Community and citizen participation"* has a strong presence.

Table 16. Summary of the police model in relation the theoretical framework. Badalona

Components of the Social Innovation model proposed	Aspects appeared, summary and key ideas
1. Democratic Governance: new democratic mechanisms for the community	a. Community and citizen Participation: *Yes, strong presence. Discourse and mechanisms.* b. Work democracy in the police organization: *Yes, but less presence. More as discourse than as specific mechanisms.* c. Accountability responsiveness and transparency: *Yes presence. Specific tools seen for transparency.* d. A new professional, democratic culture: *Yes, but less presence. Different ideas related.* Key idea:*Citizen participation oriented model*

2. Meet security needs, protecting human rights and equality	<u>a. Meet security social needs:</u> *Yes, strong presence. Seen as citizens or people's needs.* <u>b</u>. Equality, non discrimination and human rights: *Yes, presence but less. To meet the need of security is linked to this aspect.* <u>Key idea:</u> *Citizen needs oriented model*
3. Social change as empowerment and well-being improvement	a. Empowerment and inclusiveness *Yes, strong presence. Discursive and practical empowerment measures.* b. Social well-being improvement *Yes, presence but less. Discursive and practical measures related.* <u>Key idea:</u>*Social change as empowerment improvement*

Source: own construction based on the analysis of all data sources for Badalona.

Other questions of this first aspect of our definition of Social Innovation, such us *"work democracy in the police organization","accountability, responsiveness and transparency" and a "new professional, democratic culture"*, are also present but with less weight. That means that the question of *"Community and citizen participation"* is the dominant in this first aspect of our model. As for the aspect of the model *"Meet security needs, protecting equality and human rights"*, what we see is that there is a strong presence of the idea of *"meet security social needs"*. We also see to a lesser degree *"Equality, non discrimination and human rights"*. All in all, it is clear that the idea to fulfill the needs of citizens on security is very well present, being this question the dominant of this second general aspect of the model. Last but not least, we have the aspect of *"Social change as empowerment and well-being improvement"*. This aspect is the less seen in all data sources,

however inside this aspect we have seen that the question empowerment and inclusiveness is strong. We have also detected the presence to a lesser degree of the question of social change as social well-being improvement, specially related to different specific measures that we will debate soon.

6.3. Implementation factors and scenarios. Badalona

We move now to the second leg of our theoretical framework for Badalona. This are the implementation factors and the possible scenarios of implementation. In this direction down this lines, we can see a first view from the news. The table shows according to the analysis of the news, the level presence of the different factors proposed from 1-4, where 4 is the least seen factor of implementation.

Table 17. Implementation factors according to the news. Badalona

Weight of the factors of implementation from a scale from (1-4)

Factor of Implementation	Position in a scale from (1-4) *Where 1= Most seen factor 4= Least seen factor.					
Social and police problems	**1.**					
Complexity, contradictions, oppositions and resistances	**2.**					
Political will and commitment	**2.**					
Involvement and training of the police force						

Source: own construction based on the news collected for Badalona, for the period 2011-2017.

The factor according to the news with a higher weight in Badalona is *"Social and police problems"*. In this line, we have found different related concepts such us *"Police corruption and politicization","Social problems" or "Police brutality"*.The second most present factor according to the news in Badalona is *"Complexity, contradictions, oppositions and resistances"*. We have detected complexity as the fact that there are key actors that have divergent interest in relation to the

police reform. This actors are *"the Local Government"* that is described in the news as an *"Alternative Left Government"* that wants to implement the reform. The second is the *"Local Police body"* that is related in some news with past cases of corruption. Another actor that we have detected is *"immigrants"* in generic. *"Immigrants"* as a collective actor is specially related to Roma people, a social group that according to the news was specially targeted by the police in the past. *"The former government"* appears in the news as an actor that clearly criticizes the police reform. In the same line is positioned the actor *"Local police trade unions"*, specially the PSU trade union. Finally, we have detected with a less degree of presence another actor, *"civil servants"*. According to the news this actors can be *"stoppers of innovation"*. All in all, we detect complexity in the sense of the existence of different actors with clearly divergent interests. This can complicate implementation. The second aspect of this implementation factor are the questions of opposition and resistances. In this line we have detected that some actors oppose and resist clearly the reform. A good example of this are the members of the former Local Government and the PSU trade union. The source of opposition and resistances is related to different questions, like the *"dismantling of the anti riot unit"* , *"bad working conditions"* or *"lack of material and resources"*.

Another factor that appears with a very similar weight in the news is *"political will and commitment"*. This factor is related to many ideas and concepts such us: *"priority in dismantling the anti riot unit"*, *"priority of a police reform"*, *"new citizen deal for tolerance and diversity is a priority"*, *"Suppression of the anti-riot unit is important for us"*, *"take action immediately about the police model"* or *"new set of security public policies"*. All in all, there are many examples in the news that shows that the implementation of the new police model is a priority for the new Local Government. However in the news, we have not detected the factor "*Involvement and training of the police force"* as we can see in the table above this lines.

In the documents we have also detected sections that tells us about the implementation possibilities of the reform. The first we find is the presence of the factor *"Political will and commitment"*. The documents have in this line a section to explain *"support commissions"* that are created ad-hoc to help in implementation. Another way to see *"political will and commitment"* in the documents, is the fact that indeed, education and training have an important weight in the documents. That means that the current Local Government will put some resources and efforts to education, and that can mean long-term thinking intentions. The fact that education and training is well present in the documents is also related to the factor of *"Involvement and training of the police force"*. In this line, we can see in the document number 4 in table 14, that there is a reference to *"New Program of*

education and training" (Badalona City Government 2015). In addition to that, we see that the content of this new program is related to the content of the police model in itself: *"(…) proximity work, problem resolution and police mediation (…)"* (Badalona City Government 2015). All in all as we have just seen, according to the documents two key factors are reinforced, *"political will and commitment"* and *"Involvement and training of the police force.*

Throughout the analysis of the interviews we have also detected empirical material that refers to factors of implementation. Beginning with the interview to Dolors Sabater Mayor and security councilor, what we see in her words is mainly *"political will and commitment"*. The security councilor also refers to the factor *"Complexity, contradictions, oppositions and resistances"*. In this direction, she is aware of oppositions and resistances according to her coming mainly from the trade unions and the main opposition party in the City Council. She accuses the trade unions to be too attached to the former police model and for having economic privileges. As for the political opposition, she comments that: *"(…) they try to make joke of us, they say we can not do it* (…) *the information about criminality and security they give about the current situation is false (...)"* (Dolors Sabater September 2017).

Sabater also comments on the question of *"involvement and training of the Police force"*. In this sense she points out, *"(…) there is the need for a new training program, we have the problem of a police profile that is not adequate for the new model (...)"* (Ibid). Sabater explains what the education plan will be about: *"(…) is about to promote inter-cultural communication, conflict resolution and democratic values (…) training and education are very, very important (...)"* (Ibid). Finally, the security councilor comments also that there is a lack of some resources, and that can complicate implementation. Laia Franco, one of the civil servants working as an advisor to the current Local Government, points two main factors that may have an influence on implementation. *"(…) Politically speaking you have to be clear on what you want, technically, you have to have the capacities to do it (…)"* (Laia Franco September 2017). As we see, Franco is pointing basically to the factor of *"Political will and commitment"*. Franco indicates also an interesting idea that can work as a counterbalancing factor of *"Complexity, contradictions, oppositions and resistances"*. She comments that not all the police force is opposing the reform. In this direction she indicates that some of the new young officers have an interesting profile that can help in implementation.

Quim Ortilles a civil servant that advises the security councilor, recognizes that this new way of doing things related to security and police, can be difficult to implement. He agrees that education is

very important, but he also refers to other factors such us *"command and government"* to *"deal with possible conflicts inside the police force"*(Quim Ortilles September 2017). Concerning precisely the question of *"political will and commitment",* Ortilles defends that it is crucial for implementation that the Mayor has under its direct responsibility the security policy and the Local Police. Say in other words, according to him, the fact that the Mayor is in direct charge also of the security policy *"(…) is an strategic decision to change the police model"*. All in all, we see that all this words above make reference to the factors of *"Political will and commitment"* but also to *"Complexity, contradictions, oppositions and resistances"*.

Conrado Fernandez the current Head of the Local Police, also defends that there is opposition from some trade unions, in this line, he defends that this opposition is basically political. Precisely, being more specific on the factor of *"Complexity, contradictions, oppositions and resistances",* he relates the source of opposition to the dismantling of the Anti-Riot unit of the Local Police. In this line he comments the following:*"(…) In this unit it was people with very high economic pluses, that means that they had economic interests to keep this unit running, they had an economic privilege (...)"* (Conrado Fernandez September 2017). Nevertheless, Fernandez also assumes that *"resistances"* are somehow to be expected, in this line he comments: *"(…) there is always resistance to change, there are cultural resistances, is about ways to work and ways to understand the police profession, this changes take their time (...)"* (Ibid). From his words we can also see that opposition can come not just from ideological positions, but also from cultural settings or ways to do things. Interestingly enough as we have seen with others, Fernandez recognizes that inside the police force there is ideological diversity, and this can minimize the effect of other opposition and resistances patterns. Fernandez also recognizes the lack of some resources, in this direction he comments that they need *"to renovate things"* or *"need more police officers"*. The Head of the Local Police also refers to the factor of *"political will and commitment"*. In this line, he also considers as crucial that the Mayor is in charge of security and police, in this direction he comments:*" (…) It is basic that the Mayor has in its hands the police, this has also happened in places like Barcelona, it is an important message for us the Police, it is basic (...)"* (Ibid). Finally, Fernandez also refers to the factor of *"Involvement and training of the police force"*. What he comments is that *"(…) a new education program can help to deal with all this questions, education programs are sometimes not related to the real needs of organizations, I think we need to stress change on police values, this is important (...)"* (Ibid).

The head of the political opposition in the City Parliament Miguel Jurado, shows clearly from his words opposition and resistance to the current police reform, but also to the current Local Government. In this direction he comments: *"(…) their model of police is not working at the street level, they are failing, the city is suffering more from criminality and vandalism (...) they (The new government) are not capable of governing and issue such as the local police (...)"*. (Miguel Jurado September 2017). In a similar direction comments Pedro Lopez from the main Local Police Trade Union, the PSU. Firstly, he comments that according to him the advisors on security of the current Government are not capable enough. Lopez also refers to the problem with the lack of resources, but may be, the most interesting part of his words is that he defends that the current Government has no interest on the Police. An example of this idea can be seen here: " (…) *the problem is that at the end, even if the police give votes, they try to avoid it, that is, there is zero interest to put more police in the streets (...)"* (Pedro Lopez September 2017). Last but not least, Pedro Lopez also disagrees on the question of education. For him the current education framework is good enough, he comments in this line: *"(…) we have enough training, it seems that we the old officers...we need more education for the new model, but we have good experience, the Police do not needs a new education plan (…)"* (Ibid).

6.3.1. Summary of implementation. Badalona

To sum up this analysis of the implementation factors for Badalona, we have two tables down this lines that systematize what we have said until now. The first table is about the presence and characteristics of each of the implementation factors in Badalona. If we review briefly the results, we see first that the factor of *"Social and police problems"* is present. In this line, we have found the presence of social problems but mainly problems inside the police and between the police and citizens. This can surely complicate implementation.

Second, we see that the factor of *"political will and commitment"* is highly present. In this line there is a special emphasis on the idea of prioritizing the reform by different means. However, we have detected to some degree lack of resources, and that can minimize also to some degree the global impact of this factor. Nevertheless in general, this factor will have a positive impact on implementation.

Table 18. Summary of results of implementation factors. Badalona

Implementation factors and degree of presence *(+): Presence, (++): High presence, (+++): Total presence	Specification of results and explanation
Social and police problems (+)	a. Yes presence of social problems. There is the presence of the ideas of social problems and exclusion. b. Yes presence of police problems. There is the presence of the ideas of police corruption and politicization, or biased police targeting. *Key idea: Police problems makes difficult implementation*
Political will and commitment (++)	a. Yes high presence. There is presence of the ideas of priority or strategy. *Key idea: Political will and commitment facilitates implementation.*
Complexity, contradictions, oppositions and resistances (++)	a. Yes high presence. There are 5 actors with divergent interests and presence of oppositions and resistances. *Key idea: Divergence of interests, opposition and resistances makes difficult implementation.*
Involvement and training of the police force (+)	a. Yes presence of education and training programs. Not specific examples for the question of involvement on implementation. *Key idea: Education and training facilitate implementation.*

Source: own construction based on the results from the analysis of all data sources for Badalona.

We have also seen in high presence the factor of "*Complexity, contradictions, oppositions and resistances*". In this direction, we have detected five actors with divergent interests, and at least two key actors that oppose the reform for different reasons, economical, technical and political.

However, we have also detected that this factor can suffer from internal contradictions because for example, not everyone inside the police force may oppose the reform. Nevertheless this factor in general, will have a negative impact on implementation. Finally, we have detected the presence at some degree of *"Involvement and training of the police force"*. That is, we have seen how there is the will to implement new education and training programs. However, is not clear what has been done until now. At the same time, we do not have detected too much the question of involvement of police officers on implementation. Nevertheless in general, this factor can have positive impacts on implementation.

The second table we have down this lines, summarizes the likely implementation scenario for Badalona. The table is organized in the following way, the first two columns beginning from the left, sets the different implementation factors according if they are related to a *"calm waters scenario"* or a *"rough water scenario"* (See the theoretical chapter in section 4.4.). Or say it in other words, if the factors alone can facilitate or complicate implementation.

Table 19. Likely implementation scenario. Badalona

Calm waters scenario	Rough waters scenario	General contradictory scenario
Political will and commitment	Social and police problems	1.Social and police problems, negative impact (-)
Involvement and training of the police force	Complexity, contradictions, oppositions and resistances	2.Complexity, contradictions, oppositions and resistances, negative impact (-) 3.Involvement and training of the police force, positive impact (+) 4.Political will and commitment, positive impact (+)

Source: own construction based on the results from the analysis of all data sources for Badalona.

In relation to this, we have observed the following according our analysis. First, *"political will and commitment"* and *"involvement and training of the police force"* are factors related to a *"calm waters"* scenario. That is, this two factors alone can facilitate implementation. Second, the factors *"Social and police problems"* and *"Complexity, contradictions, oppositions and resistances"* are related to a *"rough waters scenario"*. That is, this two factors alone can complicate or make very

difficult implementation. Third, the combination of all the factors together (see the right last column) makes us think that the likely scenario of implementation in Badalona will be a*"contradictory scenario"*. That is, the implementation of the reform is not clear *a priori,* and that will depend on the combination of all this factors and its internal contradictions.

6.4. Pamplona: Social Innovation, Democratic Governance and social change

As an introduction, the table down this lies draws a first overview of the results about the police model in Pamplona according the principles of Social Innovation. In the left column we have the three main analytical components for Social Innovation in the police. In the right columns, we can see the weight of each analytical component according to all data sources, and three main concepts related. In the next section we go deeper in debating the presence and configuration of this three analytical components of the police model proposed in Pamplona.

Table 20. Introduction to the results about the police model in Pamplona.

Weight of the components and main key concepts appeared

Components of a police model based on Social Innovation	Weight of the component from (1-3) and related concepts *Where 1= Most seen component 3= Least seen component.		
1.Democratic Governance	*1. "Citizen participation"*	*"Consensus"*	*"Participative process"*
2.Meet security needs	*2. "Social needs"*	*"What citizens claim"*	*"Needs of citizens"*
3.Social change	*3. "Social change"*	*"Social transformation"*	*"Build a new model"*

Source: own construction based on the common analysis of all data sources for Pamplona.

6.4.1. Democratic Governance: new democratic mechanisms for the community

Beginning with the news, we can see that in Pamplona *"Citizen and Community Participation"* has the highest weight. In relation to this, different ideas appeared in different pieces of news: *"Participation, consensus, participative process","trust with citizens, co-responsibility, interaction with the community", "citizen participation in the first phase", "process based on participation", "citizen working groups" or "Citizen survey on security perception".* In the second place there is the presence of what we called *"Work democracy in the police organization",* this is exemplified in the news with the following related ideas:*"Improve the working environment","trade union participation", "Permanent working table", "Group dynamics with police officers", "consensual based approach"* or *"internal analysis of the problems".* In the the third position in the news there is the idea of *"Accountability responsiveness, and transparency",* from were we have detected the following concepts: *"Proximity police","neighborhood contacts","Opinion of citizens, collaboration network", "Attention to citizens, new communication tools", or "creation of the global office for the attention of victims".* We have also found in the news the question of *"a new professional, democratic culture",* but *w*ith a smaller weight. However, we did find some ideas in the news related to it like *"Transform police culture".*

From this departing point, we review now what we have found in the documents in relation this aspect of the police model. In this direction, one of the most present ideas in the documents is *"democracy and citizen participation",* with different concepts related: *"democratic participation", "participation of citizens", "citizen dialogue and collaboration","participation management", "democratic solutions and parameters" or "permanent dialogue".* A good example seen directly from the documents is well summarized here: *"(…) we have to involve citizens of this participative spirit, and the assumption of security in the city as something coming from themselves(from citizens) (…) "* (Pamplona City Government 2016).

There are other concepts with less weight related to the aspect of Democratic Governance in the documents, like *"co-participation","co-responsibility", "active citizens" or " co-protagonists".* With even less weight but also present in the documents, we have found concepts and ideas related to *"transparency and accountability".* The key concepts and ideas identified to this question are as follows: *"transparency", "ethics","transparency and accountability","new communication technologies", "new communicative tools", "the use of social networks", "communication plan and strategy", "open channels of communication","transparency and good government", "police*

based on transparency", "transparency in practice", " transparency as a way of doing, "credibility in the community" , "closenesses to citizens", or "to put the administration close to citizens".

Finally, there is another important section in the documents bigger here than in Badalona, related to the question of *"Work democracy in the police organization".* This sections are called in the main strategic document: *"improvement of internal relations"* and *"participation and involvement of police officers".* Some of the concepts identified in the documents related to this question are as follows: *"the police force can have a voice","improve internal environment","involvement of all members of the police"* or *"participation of trade unions".* Finally, in the documents analyzed we have identified with less weight concepts related to the question*"a new professional, democratic culture".* In this line, we have seen the following concepts: *"develop a reflexive police culture", "integrity", "honesty", "neutrality", "ethical codes"or "ethical behaviors".*

In the interviews the questions of democracy, democratic control or citizen participation are recurrent and well present. However, as the councilor of security Aritz Romeo comments it is clear that *"the police is an armed body"* and *"that means command and control".* Having said that, the security councilor precises what is for him participation on security and policing about. *"(…) We talk about the concept of co-management or co-responsibility of the security policy, this is very related to the concept of communitarian police (…)* (Aritz Romeo September 2017). In this direction he defends that the communitarian officers have to have a new role and be involved in the communitarian processes in the neighborhoods. Say it in other words, Romeo relates the question of participation with co-responsibility, in this line he comments: *"(…) Participation is about the co-responsibility of the population on security issues (...)"* (ibid). For him this is narrowly related to *"the question of democratization of the security policy".*

Xabier Ibañez civil servant and advisor of the security councilor, do not uses the idea of co-management but of *"cooperation",* however he understands the question of participation on security and police in a very similar way. He comments in this direction that *"citizens get involved if they can be part of the solution"*(Xabier Ibañez September 2017). Being more specific, Ibañez explains that participation is based on informal processes of direct contact between community police officers and the community and citizens. Ibañez also points out to the question of internal participation among the police officers. He comments that *"(…) we carried out an internal study to know the opinion of the police officers (...)"* (Ibid). In this same direction, he also points to the idea*"internal working groups".*

Jesus Munarriz Head of the Police in Pamplona, is also clear that when we talk about citizen participation on police and security, we have to remember that the Police is a hierarchal organization. Nevertheless, Munarriz also considers that citizen and community participation are critical, he points in this line that the informal channels are the best way to grasp the needs of citizens. He defends that are *"demands or problems"* that need *"direct communication"* with the affected groups, this is what participation is about according to him. All in all, the Head of the Police in Pamplona concludes that the communitarian police officer has to have a new role in relation to citizens and communities, and this is what participation is about, in this sense he comments: *"(…) the community police is an union link between the City Government and the neighborhood councilor, we have to have a permanent contact there and not to give a problem as solved when may be it is not solved (...) "* (ibid).

However, Gabriel Viedma the head of the political opposition in the City Parliament, is very critical with some of the ideas that have appeared above this lines. *"I don't know what democratic police is, or what a democratic behavior is, police is already democratic and under the law (...)"* (Gabriel Viedma September 2017). He questions the idea of *"participation"* and defends tha*t "(…) participation can be good but also perverse (…).* In a similar line comments the spokesperson of the Local Police trade union SIPNA Maite Gonzalez, when defending that the main problem is that the process of participation carried did not include all the actors. " (...) *this processes of participation are good as long as they are objective, that is, to include all the social agents... you need to count with the trade union representatives (...)"* (Maite Gonzalez September 2017).

6.4.2. Meet security needs, protecting human rights and equality

We turn now to the Social Innovation aspect of *"Meet security needs, protecting human rights and equality"*. Beginning with the news, we see that even if with a low presence we find groups of ideas that are closely linked to this aspect. We have find a first group of ideas related to *"Equality, non discrimination and human rights"* and a second one related to *"Public safety as a public collective good"*. In this line we have detected in the news the following ideas related to this questions. *"Work on prevention"*, *"diversity management tools"*,*"attention to vulnerable people"*, *"equality, freedom and solidarity"*, *"protect vulnerable groups"* or *"respect fundamental rights"*. With less weight we have also detected ideas such us *"Security understood in a wider context"*, *"Social coexistence"* or *"security policy is related to social policy"*.

Departing from the news, we continue with the results according the analysis of the documents. In this direction in the documents, the most prominent group of ideas that have appeared in the first place is *"social needs"*. In this line different related concepts have been detected: *"changing needs and worries", "what citizens claim", "needs of citizens", "citizens demands" or "will and expectations"*. We can see from the documents and example of what *"social needs"* refers to. *(…) understanding the different needs of the citizens according to a diverse society (...) including all the citizens, immigrants too (…)"* (Pamplona City Government 2016).

Continuing with the documents, we have also detected the idea of equality, non discrimination and respect to human rights in relation the need of security. In this line we have identified ideas such us:*"coexistence", "pacific coexistence", "social coexistence" or "diversity"*. Furthermore with less presence, we have also detected ideas such us *"protect civil and social liberties", "pacific exercise of civil liberties" or "non discrimination"*. Finally regarding the documents, we have also detected other ideas that are related to the aspect of meet security needs with respect to human rights and equality. This ideas are grouped as *"service to citizen"* and have different satellite concepts related such us: *"Public service", "integral public service", "service to citizens" or "better service to society"*. All in all, thorough the documents reviewed we can see the strong presence of the idea of *"social needs"* in different forms, but also the idea that the fulfilling of this social needs has to be done respecting equality and human rights.

In the interviews we have also detected the presence of the aspect *"Meet security needs, protecting human rights and equality"*. In this line, Aritz Romeo the security councilor defends that the origin of the new police model was *"about the needs of society"* that is ,*"it was a social demand to change the model"* (Aritz Romeo September 2017). He explains how the participatory processes have been related to catch or grasp this social needs on security. In this direction Romeo explains the processes of participation that allowed different social groups to express their views on security. *"(…) Groups of children went around the streets and other public areas with the community police officer to see which needs they had, the officer wrote all what the children commented in relation to security (...)"* (Ibid). Jesus Munarriz Head of the Local Police, talks in a similar way when defending that the question of social needs is related to ask citizens and communities about their security problems. In relation to this he comments: "(...) *This is a change in the philosophy, you can not give to some problems a police solution, you are not going to succeed this way (…)* (Jesus Munarriz September 2017). From the interviews we can also see how the idea to meet security needs is related to non discrimination, equality and the broad idea that security is more than police.

The same Head of the Local police is clear on this when comments that in the Police "(...) *we have a social protection brigade that works with children, mistreated women or traffic security education, so there are many things we can focus in different ways, that means it is a question of which are the priorities, with the same police you can do very different things (...)*" (Ibid). In addition to this, Munarriz also defends that the approach to the question of diversity has also changed,"*(…) this question has become more important for the new government, has a weight not given before (…)* (Ibid).

6.4.3. Social Change as empowerment and well-being improvement

We finally check the Social Innovation aspect "*Social Change as empowerment and well-being improvement*". As in Badalona in this section we review three aspects. First, the general concepts detected in relation to "*social change*" for all data sources. Second, to what extend we find social change as empowerment and inclusion of citizens and communities. And third, to what extend we find social change as well-being improvement. Beginning with the question of general concepts related to "*social change*", in the news there are no direct references to this idea, but it is true that we find indirectly ideas such us "*the creation of new units*", or " *a new police model*". Is in the documents and in the interviews that we find ideas and concepts more closely related to "*social change*" such us "*transformation*", " *build a new model*", "*innovative new model*", "*new units*", "*new services*" or "*big changes on the objectives of the model*".

From the interviews it can be seen clearly that social change can be related to empowerment and inclusiveness. Aritz Romeo the security councilor points to the following: "*(…) security is public, it has to be for the people and from people (…)* (Aritz Romeo September 2017). He adds that to ask about the security needs is "(...) *narrowly related to the question of democratization of the public security policy (...)*". As we see from his words, there is a clear relation between democratic mechanisms and the question of meeting social needs on security. Others like the political advisor and civil servant Xabier Ibañez, or the Head of the Local Police Jesus Munarriz, points in a very similar direction. That is, citizen involvement in policing is directly connected to grasp and catch the needs of citizens and communities on security, specially the most vulnerable ones. Finally, the second question related with the Social Innovation aspect of "*Social Change as empowerment and well-being improvement*", is if we can understand social change as well-being improvement. In this direction, relying mainly on documents and interviews we have detected the following concepts that puts the question of social well-being in relation to security at the center. "*Improvement of quality*

of life", "security is quality of life", "social well being of citizens", "quality of life", "a good place to life" or "a fair and secure city". A good example from the documents exemplifies well this ideas: "(…) we want to achieve with this (The police reform) an improvement of the quality of life and well being of citizens (…) citizen security is related to quality of live, if there is no citizen security the quality of life is not sustainable (...)". (Pamplona City Government 2016). All in all, the question of *"social change"* is still difficult to asses because as we said for Badalona, the reform is recent. However, both the questions of *"empowerment and inclusiveness"* and *"well-being improvement",* are related to some degree of social change. That is, for the first question is possible to find specific mechanisms that enhances the empowerment capacities of citizens and people in different forms and types that we will review in lines to come. We will see in a near future if this mechanisms are sustainable in time. As for the question of *"well-being improvement",* we have detected a strong discursive change, but also different specific mechanisms that are directly related to the improvement of social well-being specially of some social groups.

6.4.4. Summary of the model. Pamplona

Figure 4. Map of concepts in relation the new police model. Pamplona
(In order from more to less present in all data sources)

Democratic Governance concepts	Social needs concepts	Social Change concepts
1.Citizen participation	1.Social needs	1.Social change
Consensus	What citizens claim	Social transformation
Participative process	Needs of citizens	Build a new model
Orders from society	What people want	Innovative model
Democratic solutions	Equallty, freedom, solidarity	New units and services
Permanent dialogue	Non disrimintory treatmet	Changes in the objectives
Co - participation	Treat citizens equally	Transform security concept
Co - responsability	Protect civil liberties	
Active citizens	Public service	
Work together		
Communitarian process		
Narrow cooperation		
Transparency and ethics		

Source: own construction based on the analysis of all data sources for Pamplona.

Finally to sum up, we present a map of concepts and a table that draws the configuration of the police model in Pamplona according to our analysis. Beginning with the map of concepts above this lines, we can see the configuration of the model according to the weight of different concepts in relation the three aspects of Social Innovation.

In this direction, we can see in the map of concepts that the aspect of *"Democratic Governance: new democratic mechanisms for the community"* is the first according all data sources, in this line the three most seen concepts are: *"Citizen participation", "Consensus" and "Participative process"*. The second most seen aspect of our Social Innovation definition is *"Meet security needs, protecting equality and human rights"*. Here the three most seen concepts are: *"social needs", "what citizens claim"* and *"needs of citizens"*. Finally, the less seen aspect of our definition of Social Innovation is *"Social change as empowerment and well-being improvement"*. For this aspect the most seen concepts are: *"social change" , "social transformation" and "Build a new model"*. The table down this lines goes deeper on the configuration of each of the aspects of our definition of Social Innovation. In this line regarding the aspect *"Democratic Governance: new democratic mechanisms for the community"*, we can see that two questions have a strong presence, *"Community and citizen participation"* and *"work democracy in the police organization"*. Precisely, the strength of this last question represents a difference from Badalona.

Table 21. Summary of the police model in relation the theoretical framework. Pamplona

Components of the Social Innovation model	Aspects, summary and key ideas
1. Democratic Governance: new democratic mechanisms for the community	a. Community and citizen Participation: *Yes, strong presence. Discourse and mechanisms.* b. Work democracy in the police organization: *Yes, strong presence. Important discourse, and some mechanisms at play.* c. Accountability responsiveness and transparency: *Yes presence. Specific tools seen for transparency.* *d.* A new professional, democratic culture:

	Yes, but less presence. Different ideas related. *Key idea: Citizen participation oriented model*
2. Meet security needs, protecting human rights and equality	<u> a. Meet security social needs:</u> *Yes, strong presence. Seen as citizens or people's needs or vulnerable people's needs.* <u>b. Equality, non discrimination and human rights:</u> *Yes, strong presence. To meet the need of security is linked to this aspect.* *Key idea: Citizen needs oriented model*
3. Social change as empowerment and well-being improvement	a. Empowerment and inclusiveness *Yes, strong presence. Discursive and practical empowerment measures.* b. Social well-being improvement *Yes, presence but less. Discursive and practical measures related.* *Key idea: Social change as empowerment improvement*

Source: own construction based on the analysis of all data sources for Pamplona.

Other questions of this first aspect of our definition of Social Innovation such us ,*"accountability, responsiveness and transparency" and a "new professional, democratic culture",* are also present but with less weight. This means that according our results the first aspect of our definition is specially inclined towards *"Community and citizen participation"* and *"work democracy in the police organization",* being the other questions of the aspect dependent on this two.

As for the aspect of the model *"Meet security needs, protecting equality and human rights"*, what we have detected is that there is a strong presence of the idea of *"meet security social needs"* as we can see in the table above. With a similar presence we have *"Equality, non discrimination and human rights"*. All in all, we can conclude that this second aspect of our definition of Social Innovation is well present and is specially oriented towards the idea of *"meet security needs"*. However here as is not the case in Badalona, the question of equality, non discrimination and human rights is also very well present. Last but not least we have the aspect of *"Social change as empowerment and well-being improvement"*. This aspect is the less seen in all data sources, however inside this aspect we have seen the presence of both social change as *"Empowerment and inclusiveness"* and *"Social well-being improvement"*. Nevertheless as in the case of Badalona, the most present of this two questions is the first one. For this question of empowerment, we have detected a strong discursive change, but also, specific mechanisms of citizen and community participation. The question of *"Social well-being improvement"* in relation to *"social change"*, is also present but to a lesser degree. In this line, we have also detected an important discursive change towards the idea that security improvement is related to social well-being improvement. Furthermore, we have also detected different specific measures and mechanisms directly related to the improvement of people's lives, that we debate in sections to come.

6.5. Implementation factors and scenarios. Pamplona

In Pamplona also like in Badalona, the most important factor of implementation seen in the news analyzed is *"social and police problems"*. We have detected in the news social problems in general without much specification, even if we can bring some examples like: *"we see a lot of social problems"* or *"society has become more complex"*. However the important problem here are police problems. A first police problem detected in the news is *"police corruption and politicization"*. In this line we found related concepts and ideas such us: *"police against social movements"*, *"irregular activity of the head of the police"*, or *"police with a political inclination"*. We have also found concepts related to *"police brutality"*,*"violence against squatter houses"*, *"Political persecution and a fear regime"* or *"blames on police excessive use of force"*. We see that according to the news, the presence of police problems inside the factor *"Social and police problems"* is very strong and that can complicates implementation.

In the second position according the news analyzed for Pamplona, we have the factor of *"Complexity, contradictions, oppositions and resistance"*. About the question of complexity, we

detected four different actors with divergent interests. The actor with more presence in the news is *"The Local Police"*. This actor is related in the news with concepts such us *"corruption"*, *"irregular activities", "threats to freedom of assembly"* or *"against social movements"*. Precisely, *"Social Movements" is* the second most present actor. In this line, this actor is described in the news in general terms as being in opposition or in conflict with the Local Police.

Table 22. Implementation factors according to the news. Pamplona
Weight of the factors of implementation from a scale from (1-4)

Factor of implementation	Position in a scale from (1-4) *Where 1= Most seen factor 4= Least seen factor.*					
Social and police problems	**1.**					
Complexity, contradictions, oppositions and resistances	**2.**					
Political will and commitment	**3.**					
Involvement and training of the police force	**4.**					

Source: own construction based on the news collected for Pamplona, for the period 2011-2017.

In a similar position we have the actor *"trade unions"* that are in general critical both with the former Local Government and the current one, even if, we see that they are more critical towards the current one. Moreover, the trade unions are described as holding different opinions regarding some police operations, as criticizing the working conditions or the abuse towards their rights.

From this picture it seems clear that also as in the case of Badalona, oppositions and resistances are present. The two main sources of oppositions are the members of *"the former government"* also described as *"the political opposition"*, and some of the Local Police trade unions. The fact that in Pamplona there is a more fragmented situation regarding the representation of different trade unions, can mean that the oppositions from this source can be less strong here. All in all, this two

above actors are very critical on the current government and accuse them of incapability and lack of transparency. Both the members of the former government and some of the trade unions accuse the new government also, of being too tolerant to certain social movements. All in all, complexity and specially oppositions and resistances can complicate implementation.

The third most present factor according to the news is *"Political will and commitment"*. In this direction we have detected ideas and concepts such us: *"Important work of preparation", "new strategic plan for the police"* or *"transversal measures taken"*. As we see from this ideas above, political will and commitment in Pamplona seems to be related to strategy and priority, in the sense of an important preparation work. Finally, we have also detected in the news the presence in a lower degree, of *"Involvement and training of the police force"*. Some of the ideas detected in the news in this relation are: *"creation of a permanent local police academy"* or *"we will improve training"*. Even if at a lower level, the presence of this factor according to the news can facilitate implementation.

In the documents we have also found valuable information related to the implementation factors. In the long additional technical document number 5 in table 14, there are the opinions of some police officers that took part on the internal study, this, allows us to understand that internal problems were present in the police force. In this line, a majority of police officers that took part in the study agrees that inside the Local Police it were *"tensions" "problems"* or *"absenteeism"*. This ideas are related with the factor *"Social and police problems"*, more specifically with *"police problems"*. The officers also express that there is *"lack of resources"*, a question that can minimize the factor of *"political will and commitment"* seen strong in the news.

Interestingly enough, this same document states at the beginning that *"(…) some police officers do not wanted to participate in this study (...)"* (Pamplona City Government 2016). This fact is for us clearly related to two key questions. First, that it can be reticences and suspicions inside the police force, that is related to past internal problems. But also, it shows some kind of opposition towards the new Local Government that carried out this study. In the documents there are also clear references related to the factor of *"Involvement and training of the police force"*. Being more specific, in the main strategic document of Pamplona City Government (2016), we see that this aspect is highlighted. First we can see that the current government wants to create a *"Local Academy of police, in collaboration with the University of Navarra"*. This same document refers to

the content of the courses that will be offered, and what we find are topics closely related with the philosophical ideas of the new model.

From the interviews different factors of implementation are reinforced. Beginning with the interview of Aritz Romeo current councilor of security, the question of education is highlighted. For him education *"is fundamental and critical"*, because a majority of police officers lack according to him, some important aspects of police education. He links the question of education with the question of *"police culture"* and defends that it can be difficult to change this culture *"build during many years"*. He also recognizes that *"we lack some resources"*. When asked for the questions of oppositions or resistances he comments that *"(…) I haven't perceived big resistances"* but *"some problems when negotiating the new working conditions"* (Aritz Romeo September 2017). However, he recognizes that opposition can also appear because *"(…) there can be many police officers that agree more with the former model, others that are very happy now..., but the elections put us here with a clear mandate to change the model (…)"* (Ibid). As we see, the councilor points to different factors of implementation. Some of this factors like education can help in implementation, while other factors like lack of resources or resistances and oppositions can complicate it. Moreover, we also see from his words that not all the police force may oppose the new police model.

Xabier Ibañez the main civil servant in charge of implementation and advisor to the security councilor, relates police culture with oppositions and resistances. In this line he comments that some police officers "sees *the social world as a permanent risk (…) it is a profile less assertive, less empathic(...)*"(Xabier Ibañez September 2017). Is for this reason that Ibañez defends that *"education and training is critical"* to *"convince"* the police officers about the new model. In addition to this, he also highlights that coming from a model with many internal problems, the *"involvement of police officers will be important"* for implementation. When asked about the questions of oppositions and resistances, he comments that "*(…) there are reticences may be not resistances (...) first they look at you as a strange (…).* As we see, Ibañez uses the word *"reticences"* that can be understood as a soft form of opposition. Furthermore, he also points to other factors like lack of resources, in this line he comments: *"(…) we need more people to implement the new model (...)"* (ibid).

Jesus Munarriz Head of the Local Police in Pamplona, comments on the first place the problem of lack of resources. He refers to it as *"scarcity of resources"* or *"we need more material and human means"* (Jesus Munarriz September 2017). At the same time in line with others, he also highlights

education as being very important and comments that *"this is a priority now"*. Munarriz also defends that *"(…) it is also important to have the ideas clear(…) "*(Ibid). Say in other words, it seems that he is making reference to the factor of *"political will and commitment"*. When asked about oppositions and resistances he comments the following:*"(…) there is more negation of change than opposition (...)"*(Ibid). He also recognizes that some of the police officers may oppose for ideological reasons but as we have also seen with others: *"(…) in the local police there is heterogeneity (…) there are officers of all types and of all ideologies, even from the radical left ! (...)"* (Ibid).

There are some actors that reinforce the factor related to oppositions and resistances. Is the case of Gabriel Viedma head of the political opposition, that describes the new government as*"soft"*. He is very critical on how the current Local Government is dealing with the Squatter movement, and accuses the security department in the City Government to give orders not to take action in some cases of house occupations. Furthermore, he comments that in general*"(…) the model they are implementing is not working (...)"* (Gabriel Viedma September 2017). Lastly, he also makes reference to the question of *"lack of resources and lack of people"* and of *"internal divisions inside the Government"*. This last idea is very interesting, because seems to depict opposition and resistances coming from inside the same current Local Government.

Finally, the interview with the spokesperson of the SIPNA trade union also gave us interesting information about implementation. The main message coming from Maite Gonzalez the spokesperson of the trade union is clearly *"lack of resources"*. But she is also very critical on how the current government is dealing with the Squatter movement, a question that shows some degree of opposition towards the current Local Government. Finally, she also defends that new courses on education and training may be needed, reinforcing again what is a common pattern across the interviews, the presence of the factor *"Involvement and training of the police force"*. All in all, there are different patterns about implementation across the interviews. First, there is the presence of the idea of lack of resources, and this can complicate implementation. Second, oppositions and resistances are existent and take form mainly of a certain police culture that is not coincident with the principles of the new police model. In addition, we have also seen opposition for ideological reasons. This can be the example of the political opposition in the City Parliament or of some trade union. However, we have also seen that inside the police force not everyone may oppose the police reform. Finally and not for that less important, the idea of education and training in a new police culture are very well present, and this can facilitate implementation.

6.5.1. Summary of implementation. Pamplona

Table 23. Summary of results of implementation factors. Pamplona

Implementation factors and degree of presence * (+): Presence, (++): High presence , (+++) : Total presence	Specification of results and explanation
Social and police problems (++)	a. Yes, presence of social problems. There is the idea of social problems in general, but not much specification is seen. b. Yes, high presence of police problems. Seen as corruption, biased police targeting, or important internal problems. *Key idea: Important past police problems, makes difficult implementation.*
Political will and commitment (++)	a. Yes, there is high presence. There is the presence of ideas like priority, preparation and work, or a new strategic plan. But also, the idea of lack of resources. *Key idea: Political will and commitment facilitates implementation.*
Complexity, contradictions, oppositions and resistances (++)	a. Yes high presence. There are 4 actors with divergent interests, and presence of oppositions and resistances. *Key idea: Divergence of interests, oppositions and resistances, makes difficult implementation.*
Involvement and training of the police force (++)	a. Yes, high presence of education and training programs. There is also presence of involvement of police officers on implementation. *Key idea: High presence of education and involvement on implementation, facilitates implementation.*

Source: own construction based on the results from the analysis of all data sources for Pamplona.

To sum up this analysis of the implementation factors for Pamplona, we have two tables. The first table (above this lines) is about the presence and characteristics of each of the implementation factors seen in Pamplon. The first factor we see in the table is *"Social and police problems"*. According to our analysis in Pamplona this factor is highly present because we find first social problems in general, but mostly because we find a lot of past problems inside the police force and between the police and citizens, and this can complicate implementation. Second, we see that the factor of *"political will and commitmen"* is highly present. In this line, we have detected ideas such us priority, preparation work and strategy. However, we have detected to an important degree the idea of lack of resources, and that can minimize the impact of political will and commitment. Nevertheless in general, this factor will have a positive impact on implementation.

Third, we have also seen highly presence, the factor of *"Complexity, contradictions, oppositions and resistances"*. We have detected four actors with divergent interests, and also, oppositions and resistances coming from different sources. In this direction, we have detected mostly cultural oppositions, but also ideological. Nevertheless, interestingly enough we have seen that inside the police force not everyone may oppose the reform, while inside the current Local Government not everyone may see the police reform in the same way. Despite all of this, this implementation factor in general will complicate implementation.

Finally we have detected the presence of *"Involvement and training of the police force"*. In this line in Pamplona, this factor is highly present. We have detected thorough the documents and almost in all interviews the idea of education programs, new training courses and even, the creation of new local education institutions. Furthermore, we have also detected the presence of the idea that police officers have to be involved in the implementation process. All in all, in general this factor will facilitate implementation.

In the second table that we have down this lines, we present a summary about the likely implementation scenario for Pamplona. The table is organized in the following way, the first two columns beginning from the left, sets the different implementation factors according if they are related to a *"calm waters scenario"* or a *"rough water scenario"*. Or say it in other words, if the factors alone can facilitate or complicate implementation, as seen in the section 4.4 of the theoretical chapter.

Table 24. Likely implementation scenario. Pamplona

Calm waters scenario	Rough waters scenario	General contradictory scenario
Political will and commitment	Social and police problems	Social and police problems, negative impact (-)
		Complexity, contradictions, oppositions and resistances, negative impact (-)
Involvement and training of the police force	Complexity, contradictions, oppositions and resistances	Political will and commitment, positive impact (+)
		Involvement and training of the police force, positive impact (+)

Source: own construction based on the results from the analysis of all data sources for Pamplona.

In relation to this, we have observed the following according to our analysis. First, *"political will and commitment"* and *"involvement and training of the police force"* are factors related to *a "calm waters"* scenario that is, they can facilitate implementation taken into account alone. Second, the factors*"Social and police problems"* and *"Complexity, contradictions, oppositions and resistances"*, are related to a *"rough waters scenario"*. That is, taken alone they can complicate implementation or make it very difficult. Third, the combination of all the factors together as seen in the last right column, makes us think that the likely scenario of implementation in Pamplona will be also a *"contradictory scenario"*. That is, the implementation of the reform is not clear *a priori,* and that will depend on the combination of all this factors but also on the different internal contradictions, that is, internal tensions of each factor of implementation.

6.6. A common account

Finally in this section, we debate the commonalities of the police model and the implementation factors for Badalona and Pamplona. This is important because one of the purposes of this thesis is to have enough empirical material to read police reform as Social Innovation. Say in other words, this sections allows us to understand what Social Innovation in relation to police and security and its implementation challenges are about in a broader perspective. In this line, this section has three main sub-sections. First, we will debate the commonalities of the police models in both cities according the proposed principles of Social Innovation. Second, we will debate the common

characteristics of the practical operative consequences of this principles, and third, we bring in common the factors and scenarios of implementation.

6.6.1. The common characteristics of the police models

Beginning with the commonalities of the police model, the first aspect to debate is *"Democratic Governance: new democratic mechanisms for the community"*. What *w*e see here in the first place, is an important convergence and many common points with some interesting differences. Both in Badalona and in Pamplona there is the idea that *"Community and citizen Participation"* is the central and dominant element inside this first aspect of Social Innovation. In this line we have seen in both cities similar concepts and ideas related to this, with different degrees of presence and different accents for each city. An example of this common ideas or concepts in both cities are: *"citizen participation","democratic process","participative process","democratize the public security policy" or "democratic control"*. In this direction, we observe a common pattern here, that is, there is the clear intention in both cities to improve democratization and give more powers to citizens and communities in relation to police and security. There are however some differences related to the accent and adjectives given to the question of democratic governance and democracy in general. In Badalona there is a stronger emphasis on *"co-management"* and *"radical democracy"*. We can see an example of the question of democratic control and democratic governance from the documents in Badalona.*"(…) the democratic control can be done by different means (…) effective democratic control related to their functions and operations (…) citizens as the main actors of the transformation of the model (…) debate and participation on the security model, participation tables on different issues related to security (...)"* (Badalona City Government 2015). In this same line, Dolors Sabater mayor and security councilor explains participation in the following way: "(…) *the management of security in the city has to be done under the parameters of participation (…) there has been a broad process of participation where different actors debated about security models (...)"* (Dolors Sabater September 2017).

In Pamplona the idea of democracy has different accents and adjectives, and even if the concept of *"co-management"* or other related ones appeared mostly in the documents, it has also been detected the concept of *"cooperation"* in some interviews. But going back to the understanding of participation according to the documents we see the following: *"(...) There is the need to have a participative and preventive management of the problems with an active co-responsibility of citizens, in the formulation of policies (…) it is critical to work together with the citizens of*

Pamplona to improve security policies (...) citizens have to be in the first position as a key co-makers of its own security." (Pamplona City Government 2016). Nevertheless, we have detected also a stronger emphasis on concepts related to *"quality management"* or *"management"*. As we have said, this exemplifies that in this city there is a slightly different conception of democracy in relation to police and security. In this line, this idea of *"management"* can be may read as an element typical of commercial policing. Furthermore in both cases, we have detected different practical mechanisms and measures related to this question of *"Community and citizen Participation",* mechanisms and measures that improve the capacities and powers of citizens to decide on security and police. We will go into more detail in the next sub-section.

Another interesting similarity between our two cases, is that this mechanisms of citizen and community participation are narrowly related to the definition of social needs on security and the inclusions of vulnerable social groups. In Badalona for example there has been specific participation processes of women groups. In a very similar direction, in Pamplona there has been a work to ask children about security. A good example of this can be seen in the interview with Laia Franco civil servant and political advisor on gender and security issues. *"(…) from the feminist perspective we asked the question about what women want from the Local Police, we want people to be co-responsible for security, security depends on all of us (…) we started a participation process and also a specific one on gender issues, we are interviewing different people in groups, including (...) women groups and LGTB groups, the question at the end is what is security for you?"* (Laia Franco September 2017). In a very similar way comments Aritz Romeo the security councilor in Pamplona:*"(…) to ask about security needs is to ask why you are afraid to cross that or the other street...all of this is narrowly related to the question of democratization of the public security policy (...)"* (Aritz Romeo September 2016).

In the case of Pamplona it appears also strongly the question of *"Work democracy in the police organization",* this is because may be in this city there were more internal problems and tensions in the past. In this direction we have detected different concepts related to this question such us, *"improve internal relations", "participation and involvement of police officers", "they can have a voice" or "participation of trade unions".* This ideas show that in Pamplona there is an special emphasis to give police officers new powers and capacities. We can bring from the documents in Pamplona an example of what is internal participation about:*"(…) the participation of the police force in the questions that they can have a voice, and improve the internal environment (…) the necessary participation of trade unions (...) the involvement of all the members of the police in the*

development of their professional activity (…)" (Pamplona City Government 2016). In Badalona the question of work democracy is present but to a lesser extend than in Pamplona. This mechanisms and measures have taken different forms in both cities, we will also review this in more detail in the next sub-section. Nevertheless, the majority of mechanisms are informative and consultive, and range from meetings with the trade unions to more formal semi binding mechanisms like the *"quality circles" or "ethical committees".*

There is another question present in relation to this first aspect of Social Innovation, this is the question of *"Accountability responsiveness and transparency".* In both cities accountability is improved in form of the external and internal mechanisms of citizen and community participation that we have already commented. As for the question of transparency, we find in both cities direct references to it across all data sources and also specific mechanisms that we will review in the next section. In this line, some of the concepts found for both cities are: *"transparency","transparency and ethics",* "transparency tools" or *"transparency and accountability".* We have also seen ideas such us *"ethical codes", "ethical committees", "open data", "new communication tools".*

Finally, the question of *"A new professional, democratic culture"* is also present. In this line we have detected in both cities similar concepts such us *"ethical codes", "ethical behaviors", "public service culture","integrity" or "honesty".* Furthermore in an indirect way, we can see that in both cities there is the presence of education plans related to change the police culture. In this sense different common ideas regarding this new police culture have appeared: *"empathic", "assertive" or "reflexive".* From the documents in Pamplona, we can see a good example of what is expected about the police culture in the new model: "*(…) the Police receive orders from society (…) needs to be more democratic (…) we clearly oppose any act of corruption, treating all the citizens equally, impartially and based on neutrality, with no discrimination (...)"* (Pamplona City Government 2016).

Going to the second aspect of our Social Innovation police model *"Meet security needs, protecting equality and human rights",* we see a lot of common similarities. In this line the first similarity is the idea that both police models are directed towards meeting security needs of vulnerable social groups. In this sense in both cities, we have seen similar concepts related to this: *"the needs of citizens", "people's needs","common people's needs", "to put people at the center","what citizens claim", or "different needs of citizens".*Again as said, the question to meet security needs is closely related to citizen and community participation processes, different examples of this can be seen

from different sources of data. For example, Aritz Romeo security councilor in Pamplona explains the following: "(…) *groups of children there (in San Jorge neighborhood), went around the streets and other public areas with the community police officer to see which needs they had, the officer wrote all what the children commented in relation to security (...) all the questions were included in the children city plan (…) some of the things that the children said were about their worries about drug dealing, or that they were afraid of some youth gang in the evenings…well...this is citizen participation about (...)"* (Aritz Romeo September 2017).

Conrado Fernandez Head of the Local Police in Badalona, comments in similar way about the sense and logic of the police service: *"(…) this model is citizen oriented, that means that the police service is based on what citizens can say... in the former Government the model was more about what the political authority wanted (...)"* (Conrado Fernandez September 2017).

A second question related to this Social Innovation aspect is *"equality, non discrimination and human rights"*. Say it in other words, even if there is an emphasis to meet social needs on security, it is also present from our analysis that this has to be done respecting Human Rights, equality and non discrimination. That is, it is very clear that there is a focus on the protection of vulnerable social groups. In this line we have detected different similar concepts in both cities:*"equality, freedom and solidarity", "a non discriminatory treatment", "treating all citizens equally","protect civil liberties", "protect minorities" or "equality"*. We have also detected in both cities the idea to improve public service with concepts such us: *"integral public service","better service to society","work on prevention", "diversity management tools" or "attention to vulnerable people"*. A good example of this ideas are to be seen in the words of Dolors Sabater Mayor of Badalona and security councilor, *"(…) security is not police, is more than that, is about social justice, social policies are critical to build security in broader terms (...)"* (Dolors Sabater September 2017). The same patterns is seen in the documents: (…) *we want to attend the most vulnerable sectors of society, work against any form of racism or discrimination (...) intensify the actions against racism and xenophobia (…) citizen security policy has to improve coexistence (…) improve the presence of women in the working force, transform the masculine vision and introduce feminist perspectives (…) "* (Badalona City Government 2015).

Finally, there is the third big aspect of our model of Social Innovation, that is *"Social change as empowerment and well-being improvement"*. The first we can say is that it is difficult to asses social

change at this point of the reform, is too recent. However, what we have seen in both cases is an important discursive change in relation the idea of *"social change"*. In this line similar ideas and concepts across all the data sources have appeared: *"social change"*,*"social transformation", "new model","build a new model", "innovative new model" or "change the concept of citizen security".* As we see, there is a clear reference to social change in form of different concepts and ideas. One example of this idea can be read in the documents for Pamplona: *"(…) we want to change and transform the concept of citizen security (...)"*(Pamplona City Government 2016). As for the question of *"empowerment and inclusiveness"*, a question related to the aspect of *"Social change as empowerment and well-being improvement"*, we can say that in both cities there is first an important discursive change towards empowerment and inclusiveness. Second we can say yes, it is possible to find in both cities mechanisms that improve citizens powers and capacities (or even the capacities of police officers), and that can be understood as social change. Of course what is to be seen, is if in time to come this improved capacities will have a lasting impact on social change by changing social relations of power. Finally, as for the question of *"social well-being improvement"* as a way to see social change, we can say that yes, this question is present but it is still recent to asses clearly social change as social well-being improvement. However, we have detected in both cities an important discursive change. We have seen different common concepts and ideas in both cities that shows this: *"security is quality of life", "equal access to security of vulnerable groups", "a good place to life is related to security feeling".*

Moreover, it is also true that all this ideas as we will see in the next sub-section, have specific related mechanisms and measures. There are new protocols against sexual abuse or hate crime, new or improved social police units or measures related to the better illumination of some streets. All this mechanisms and measures are directly related to the improvement of social well-being of citizens and the reduction of insecurity. All in all to briefly summarize this sub-section. Both cities have a similar configuration of the different aspects that conform our definition of Social Innovation. The strongest aspect is in both cities*"Democratic Governance: new democratic mechanisms for the community"*, with some differences specially regarding internal participation. The second most seen aspect is *"Meet security needs, protecting equality and human rights"*, with a strong emphasis on *"citizens or people's needs"*, and finally, we have also detected *"Social change as empowerment and well-being improvement"*, with an emphasis on different mechanisms that allows new empowerment capacities for citizens and communities.

6.6.2. The common characteristics of the practical operative consequences

It is now time to see which are the common practical consequences of the ideas that we have seen along this chapter. That is, how different philosophical principles of this police models based on Social Innovation, have a direct translation on practical and operative measures in both cities. We can see all of this in table 25 down this lines. In the left column we see the aspects of the police model analyzed where we have identified practical measures, this aspects are: *"Democratic Governance: new democratic mechanisms for the community"*,*"Accountability, responsiveness and transparency"*, *"Prevention, conflict management and security"*, *"Meet security needs, protecting equality and human rights"* and *"Education and training"*.

Beginning with the aspect of *"Democratic Governance: new democratic mechanisms for the community"*, as we see in the table, we have detected different measures and mechanisms that are aimed to give new capacities and improve the powers of citizens, communities and police officers. In this direction, we have detected mechanisms that are binding, consultive or informative, temporal or permanent, formal or informal. One of the first mechanisms that both cities have established, are the broad participative processes on security and policing. In Badalona this process was broader and more informal, while in Pamplona was more organized and structured. At the same time both cities carried out what we called *"sectoral participation processes"*, that is, targeted process of participation for some social groups.

For example, in Badalona we have detected processes of participation of different social groups that the City Government called *"participatory tables"*. That is, different random selected citizens of some targeted social groups met with technicians from the local administration and police officers in order to debate what is security according to them. This has been done specially with youth and women groups being the results of this debates incorporated in the police plans. In Pamplona the same has been done specially with children of poor pauperized neighborhoods.

Table 25. Common account of the operative and practical consequences of the police models

Aspects of the new police model	Specific operative and practical measures related to the different aspects
Democratic Governance: new democratic mechanisms for the community	-General process of citizen and community participation. -Sectoral participation processes (Women, Youth, Children…). -New participative role for Community Officers. -Security Council as a formal participation space. -Informal meetings with community groups. -Citizen survey about security and police. -Internal quality circles with police officers -Internal surveys and internal informal participation spaces
Accountability, responsiveness and transparency measures	-Use of social networks and new communication strategies. -Open data sources tools. -Ethical codes and committees on police behavior.
Prevention, conflict management and security measures	-New mediation and conflict management strategies. -New police mediation units. -Change of patrol and intervention styles (from reaction to prevention).
Meet security needs, protecting equality and human rights measures	-New strategy and protocols on violence against women. -New strategy and protocols on hate crime (Anti rumor strategy, identification patterns protocols, anti discrimination measures) -New or improvement of social protection units or brigades (Dealing with children, old people, immigrants etc) -Introduction of the security variable in different sectoral development plans (Children plan, women plan etc.) -Non police security measures (Illumination, cleaning of streets, urbanization changes etc).
Education and training measures	-New education and training strategies in relation the new model. -New courses on hate crime, gender or mediation techniques. -New local police education institutions.

Source: own construction based on the analysis of all data sources for both cities.

We have also detected another mechanism related to the new participative role of the community police officers, this are informal meetings with community groups. This mechanisms take the form of *ad-hoc* meetings with some social groups in the city related to a specific problem. The mayor of Badalona and security councilor Dolors Sabater comments the following: *"(…) they are working already in the districts together with the district councilors, this is a way to prevent different conflicts and recall information on what is going on (…) the meetings with citizens are positive, is a way to break false rumors on immigration problems (...)"* (Dolors Sabater September 2017). In a very similar direction points Aritz Romeo the security councilor in Pamplona:*"(…) the Police has to be involved in communitarian processes in the neighborhoods, that means to incorporate the security parameters in this processes, the social networks in the city have to be involved in questions of security (...)"* (Aritz Romeo September 2017). Another mechanism that has been detected, is the Security Council that is described as a formal participation space. The Mayor of Badalona defines this mechanism with this words: *"(…) this will be a permanent council to share security policy with citizens and associations, will mean binding participation from different grassroots organized actors in the city (...)"* (Dolors Sabater September 2017).

Finally, we have also detected some internal mechanisms of participation. This question of internal participation is defined in the documents for Badalona in this way:*"(…) in internal matters, it has to be ways to canalize their ideas (of the police officers), open channels and creative participation»* (Badalona City Government 2015). In this line, there has been in both cities internal surveys, Quim Ortilles civil servant and advisor on security in Badalona, comments on this mechanism and its difficulties: *"(…) the Mayor asked me to carry out a survey among the police officers, from 270 targeted in that survey just 20 answered, I knew that beforehand, the police is an organization used to receive orders, but there is an special effort to to things differently, but to implement it has its difficulties (...)"* (Quim Ortilles September 2017). We have also detected in both cities what has been called *"internal quality circles" or "Ethical committees on police behavior"*. This mechanisms are designed to be spaces for police officers of different ranks, to debate for example alternative police interventions or to evaluate the appropriateness of some police operations. All all in all, this mechanisms are usually non binding and have a consultive role, this can be like that because as we have seen, the police is hierarchal body.

The question of *"Accountability, responsiveness and transparency",* is quite covered with measures related to citizen participation, however, some specific measures mostly related to transparency are seen in both cities. In this direction, we have detected new communication strategies at work, the

use of social networks in order to communicate directly with citizens, and the use of open data tools. In this line, this open data tools are related to bring in the website of the City Governments data about many questions, budget, public services, but also open data on updated crime statistics. As we see, this mechanisms are usually informative and non binding. We have also detected as we can see in the table above, practical measures in relation to *"Prevention, conflict management and security"*. In this sense, we have detected in both cities a work towards prevention and conflict management in form of new strategies of mediation, prevention and conflict management. This is directly related to other measures like new or improved police mediation units, or a change of protocols related to the style of intervention.

As for the common practical and operative measures related to the aspect of *"Meet security needs, protecting equality and human rights"*, the first to comment is that we have found in both cities many measures related. The first common type of measures are new protocols and strategies on violence against women or hate crime. In Badalona for example, we have seen in the words of Laia Franco civil servant and advisor on gender and security, that it has been a work related to establish new protocols to avoid sexual based discrimination at leisure areas of the city. In Pamplona, we have seen from the words of the Head of the Local Police Jesus Munarriz, an special emphasis on the improvement of police units dealing with children or old people. We have also seen measures related to include the views of this vulnerable social groups into the different development plans.

That is, there has been processes in both cities to link citizen and community participation to meet social needs on security. A good example of this is the process carried out with children in San Jorge neighborhood in Pamplona explained by Aritz Romeo councilor of security. We have also detected that both cities have been involved in what we called in the table above, non police security measures. Say it in other words, it has been detected measures like illumination, cleaning of some streets and urbanization changes in order to improve the security feelings specially of some social groups. Laia Franco, advisor on security and gender issues in Badalona, comments that they detected in the participatory tables with women, that some of this women wanted for example some streets to be better illuminated in order to feel more secure. At the same time, urbanization changes are related for example to the creation of what has been called *"school paths"* that is, safe ways to reduce traffic accidents involving children. All in all, we can say that all this different measures related to meet security needs specially of vulnerable social groups, are closely related to improve social well-being by respecting human rights and equality. Last but not least, there is the question of *"Education and training"* where we have also detected practical measures at place. In general what

we have found are different measures directed towards the creation of new education plans in relation the principles of the new police model. In this direction we have seen in both cities new courses on hate crime, gender issues or mediation techniques among others. In Pamplona specially, we have also detected special interest to create some kind of Local Police Academy in order to cover education issues that are not covered in the police school of the region.

6.6.3. The common characteristics of the implementation factors and scenarios

Table 26. Common account on implementation and likely scenarios

Explanation of the implementation factors and scenarios
1.Social and police problems *[The presence of past police problems have a negative impact on implementation] (-)* 2.Complexity, contradictions, oppositions and resistances *[The presence of oppositions and resistances have a negative impact on implementation, but the existence of police officers that support the reform can minimize the effect] (-)* 3.Involvement and training of the police force *[The presence of education plans have a positive impact on implementation, however, it is still early to see its full potential] (+)* 4.Political will and commitment *[The presence of political will in form of priority and strategy, has a positive impact on implementation. However, the lack of some resources can minimize the effect](+)*
The common scenario of implementation is a contradictory situation: a) Because the fate of the reforms is not clear beforehand b) Because the different factors can have counterbalancing effects to each other c) Because each factor faces some internal tensions and contradictions

Source: own construction based on the results according the data analyzed from both cities.

In the table above this lines, we present a summary of the common results for both cities regarding factors and likely scenarios of implementation. What we can say at a first glance, is that there are many similarities regarding the implementation factors found and the possible scenarios of implementation, with some differences in the degree of presence of some of the factors. The empirical material for both cities allows us to draw some interesting common lines about which factors matter, how this factors work between each other and the internal dynamics of this factors.

Beginning with the common results regarding the different factors of implementation, we can see that *"Social and police problems"* and *"Complexity, contradictions, oppositions and resistances"*, have negative impacts on implementation in both cities. Interestingly enough, for this second factor we have detected internal contradictions as we will debate in lines to come. Moreover, the factors of *"Involvement and training of the police forc*e" and *"Political will and commitment"*, have in both cities positive effects on implementation in different degrees. In addition to that, this second factor of political will is in both cities affected also by internal contradictions as we will see in lines to come. Finally, in the table above this lines in the last raw, we see that the likely scenario of implementation in both cities is an scenario of implementation that we called in the theoretical framework a *"contradictory situation"*.

Going deeper into the commonalities in relation to the factors of implementation, and beginning with the factor of *"Social and police problems"* we see the following. First, in both cities we have detected the general idea of social problems and it seems that in Badalona, this social problems are worst than in Pamplona. In Badalona for example in the news, we have detected the idea of *"social problems"* or *"problematic neighborhoods"*. Second and most important, the importance of this factor relies basically in the fact that in both cities it has been detected past problems inside the police force and between the police and citizens. In this line, we identified a lot of common problems as we have reviewed in more detail in the background chapter. This police problems have been basically related to past problems of corruption, a special police bias towards some social groups (In Badalona immigrants and in Pamplona some social movements), or some cases of police brutality. In this direction, across all data sources we have detected ideas such us: *"police corruption and nepotism", "police prompt to target immigrants"* or *"there has been a reactive police"*. All this questions seems to be related in both cities with a problem of trust and a growing distance between the Local Police bodies and citizens. Furthermore, this question of *"police problems"* is also related to problems inside the police force. This seems to be specially problematic in Pamplona but is also present in Badalona. This internal problems took form of tensions, salary disparities or different political or ideological opinions in relation the police model. All in all, in general the presence of police problems in both cities is related to distrust towards the police force, and that can have a negative impact and complicate implementation.

The second factor we have analyzed is *"Political will and commitment"*. In this direction, we can also conclude that in both cities we have detected political will and commitment, even if, this takes different forms in each case. In Badalona, the fact that the Mayor is directly in charge of the Local

Police body, shows that the reform is for the City Government a priority. Quim Ortilles, civil servant and advisor on security in Badalona, explains well why it is important that the Mayor has in its hands the police and security department. *"(…) from my experience, when the mayor decided to took on her hands this question, I said to her that this is a very complicated issue..., but she told me... no, no , I want to have this responsibility..., so yes it is important she is in charge..., very important, this surely give a picture to the people that this is a very important question for us..., for us it is a strategic decision to change the police model (...)"* (Quim Ortilles September 2017). As we read from this lines, priority is indeed a key concept here also in Pamplona. Precisely in Pamplona, we can see that priory means to have done an important preparation work before the real reform was started to be implemented. Another way to see political will and commitment is by having an strategy, and this is usually exemplified by having a specific plan or a clear document to implement the reform. This is very clear in Pamplona where we have a long and detailed strategic document, even if this document is also present in Badalona, the documents from this city are less detailed and specific. Furthermore in Badalona, we have detected the existence of *ad-hoc commissions* to facilitate implementation, a clear signal that there is interest to implement in a successful way the reform. Finally, we have detected in both cities a problem that can minimize or contradict somehow the effects of this factor, this problem is the lack of resources of different types to implement the reform. The lack of resources is well expressed by Xabier Ibañez civil servant and security advisor to the security councilor in Pamplona. *"(…) I think there is space for change... but we face different problems like the age of some officers..., it is also difficult to call for new positions in the police for economic reasons... (...) that is...we need more people to implement the new model (...)"* (Xabier Ibañez September 2017). All in all, in general despite this internal contradictions inside this factor, it can have a positive impact and facilitate implementation.

The third factor of implementation analyzed is *"Complexity, contradictions, oppositions and resistances"*. Firstly, we have detected in both cities *"complexity"* in the sense of the existence of different actors with divergent interests in relation to the reform. In Badalona we detected 5 actors, in Pamplona 4. Furthermore, we have detected the similar types of actors involved on the reform, but with different levels of presence in each city. In the first position in Badalona, we have detected the actor *"current Local Government"* while in Pamplona we have detected *"Police force"*. We have also detected actors such us the trade unions in both cases, or the *"former local government"* also in both case*s*. But may be, the most striking difference in relation to which actors are important, is that in Pamplona we have detected the actor *"Social movements"* while in Badalona

we have detected *"Immigrants"*. Nevertheless, the interesting to point here is that this two actors are depicted in both cities as having the same relation with the police, that is, problematic.

From this situation, we have also detected in both cities oppositions and resistances coming from similar actors with different degrees. In this line, we have seen in both cases oppositions coming from the members of the former Governments and from some local police trade unions. In this sense here there is a difference, it seems that in Badalona the oppositions coming from the trade unions are much higher and important. Another difference between the two cities is the type and source of oppositions and resistances. In this line, it is true that in both cases we find economic, cultural and political or ideological types of oppositions. However, it seems that in Badalona the oppositions and resistances are more ideological while in Pamplona, this are more related to the police culture. In addition to that, we have also seen how the way to express oppositions and resistances is different for each case. In Badalona we have detected more direct or even protest types of opposition (also existent in Pamplona), while in Pamplona the pattern is more towards skepticism, negation of some problems etc. Last but not least, it is very interesting that in both cities (it seems more in Pamplona), we have detected that this oppositions and resistances are not uniform and unidirectional. Say it in other words, we have seen for example that in both cities not all the police force seems to oppose the current reform. This last question can minimize the negative effects of this implementation factor. All in all, despite all of this, it seems that this factor in general can have a negative impact and complicate implementation.

Finally, we have been analyzing the factor of *"Involvement and training of the police force"*. The first to comment here is that it seems according to our analysis, that this is the factor where we observe major differences between cities, being in Pamplona much present. In this direction, the Head of the Local Police in this city comments:*"(…) Education and training are very important, you have to educate..., some education plans are coming from the police school, but we need to give other content that traditionally are not included on police educational plans... this is a priority now (...)"* (Jesus Munarriz September 2017). Nevertheless, the factor is present in both cities. In Badalona we have also seen that across the documents and interviews, there is the idea of the need of new education plans with new content. However in this city, there is a lack of concretion about how this education plans will be set and organized. Contrary in Pamplona, we detected in a more clear way this idea of education plans, with different examples and with more concretion like the idea to create a Local Police school. This is well expressed by the security councilor Aritz Romeo: *"(…) the question of education and training is fundamental, is critical, we are already working on*

it with the security school in Navarra, and with our own academy where we will carry courses on mediation or against hate crime for example (...)" (Aritz Romeo September 2017).Another difference to consider is that in Pamplona, it seems more clear that there are and were more involvement mechanisms for the police officers, and that can facilitate implementation. For that we can conclude that in Pamplona this factor is highly present, while in Badalona is just present. All in all, this factor in general can have a positive impact and facilitate implementation.

To end this section, we go back to the table 26 above this lines. In this direction and looking on the last row of the table, we propose that in both cases the scenario of implementation is a *"contradictory situation"* based on three legs: 1) The final results of implementation are not known beforehand. 2) The different factors of implementation can counterbalance each other, and for that, each factor has not to be understood in isolation. 3) Each of the different implementation factors can face internal tensions and contradictions and that, makes implementation even more complex. That means in reality that for example, at the same time that the cities can face opposition and resistances, political will and commitment can counterbalance the effects of this oppositions. But not just that, the contradictory situation that we have detected means that for example, even if the factor of *"Complexity, contradictions, oppositions and resistances"* is well present, this factor can be toppled with internal tensions and contradictions that can undermine to some degree the strength of it. The same can be said for the factor of political will and commitment, even if in general this factor can have positive effects on implementation, it suffers from internal contradictions. Say in other words, there is political will in form of priority or even in form of a specific strategy yes, but as it seems, there is also a lack of some resources and for that, the effects of political will can be minimized.

All in all to close this section and chapter before we sum up, we have seen many common elements between our two cases in three directions: first, both cities share a similar police model that can be read as Social Innovation, even if, we have found some differences in relation to some questions of the police model that present variations. Second, we have seen many common practical operative mechanisms and measures in both cities, that are linked to the key philosophical principles of Social Innovation. Here, we have also seen some differences related to the accent, degree or type of some internal and external participative mechanisms. Finally, we have also seen important commonalities regarding factors and scenarios of implementation. However, we have indicated some differences regarding the degree of presence, the accents and types of some factors of implementation in each city, like for example the factor of *"Complexity, contradictions, oppositions and resistances"*.

6.7. Summary

To sum up this chapter, the first to comment about the police model being implemented, is that in both cities our results shows that we can find the presence of the key elements of Social Innovation as defined in the theoretical chapter. We have seen specially the presence of the idea of Democratic Governance, in form of citizen and community participation. This aspect is strong in both cities and takes form of different empowerment mechanisms, like surveys or processes of citizen participation. The aspect of social needs has been also very present in both cities, in form of *"citizen or people's needs"* and other related concepts. In this direction, we have detected specific common practical and operative consequences in relation to this ideas, like new police units dealing with vulnerable social groups, or the illumination of some streets to increase security. Interestingly enough, in both cities the mechanisms of democratic governance detected are designed to define this social needs on security. Finally, there is another aspect of the police model in both cities that has appeared to some degree, this is *"social change"*. Nevertheless, is still early to see proper social change even if we can begin to see some interesting patterns. In this line, we can see changes related to the empowerment of citizens and communities in relation to security issues, and also even if to a less degree, we have seen different specific measures related to the well-being improvement of citizens.

Finally about the factors of implementation, there are similar patterns in both cities. There are at least four factors at play, some of them with positive effects others with negative effects. The most interesting question here is that in both cities we have seen what we have called a *"contradictory situation"* scenario of implementation. That means that different factors collide to each other making the process of implementation dynamic and difficult to predict. In this line, it is not just that there is a collision between factors, but that inside some of this factors we have detected internal contradictory patterns.

7. Conclusions, interpretation and further research

7.1. Where we come from

It is time to conclude and give specific answers to our Research Questions, but first, where we come from ? This thesis has set up the objective to explore Community policing as Social Innovation and its implementation challenges. We have been studying two cases of police reform with the main objective to bring the common elements of the reforms together, in order to have enough empirical data in relation the theoretical framework proposed. We have seen from the introduction that this two reforms in both cities represent more than Community Policing, and have had form the beginning an orientation towards linking democratic governance mechanisms with social needs and social change. In this line, we have justified this thesis in relation to four research problems that have given significance to this study. First, we have talked about the hard stand on police and security in Spain, and the fact that this two police reforms can mean probably in practical terms, a new direction on this field. Second, we have pointed out the need for theoretical links between Community Policing and Social Innovation. Third in this direction, there is the need to better understand the relation between democratic governance, social needs, and social change in the fields of security and police. And four, there is always the open question of implementation of this types of reforms. Is for that that we have set up four Research Questions that have been given a tentative provisional answer in chapter *"4. Theoretical framework, operationalization and indicators"*. Lastly, we have reviewed and debated extensively in the last chapter the results according to our analysis, a point that brings us to the final step as already said, to give concise and definitive answers to our Research Questions.

7.2. Results, Research Questions and interpretation

RQ1. Are the police reforms in both cities defined under the ideas and principles of Social Innovation in the public sector ?

In general the answer is yes for both cases. That is, *"Democratic Governance: new democratic mechanisms for the community"*, *"to meet security needs, protecting human rights and equality"* and *"Social change as empowerment and well-being improvement"*, are present in the police reforms in both cities. Beginning with the first aspect with the question of *"citizen and community participation"*, we can say that in both cities this question is very present and strong. Indeed it is the dominant idea inside this first aspect. We have also seen the presence of *"Work democracy in the*

police organization", but less in Badalona than in Pamplona and in general, less than the question of citizen and community participation.

At the same time in both cases, the questions of *"a new professional, democratic culture"* and *"accountability, responsivenesses and transparency"* are also present even if both questions are dependent on *"citizen and community participation"*. The second aspect *"to meet security needs, protecting human rights and equality"* is also very strong and present in both cities, even if it seems stronger in Pamplona. Despite this, it is very clear that in both cases there is a strong discourse and different mechanisms to catch or grasp *"citizens or peoples needs"* on security. This is very important theoretically and practically because allows us to understand that the citizen and community participative mechanisms at place, are not just there for efficiency, but to allow citizens to have an impact on their needs, in this case on the definition of their security needs. At the same time, there is the presence of the idea that to meet the need of security there has to be a respect to equality and human rights.

Finally we have the aspect *"Social change as empowerment and well-being improvement"*. The first to notice in relation to it, is that it is still early to see real lasting social change in form of consolidated change on social relations. However, it is important to say that in both cities we have found an strong discourse on empowerment and inclusiveness, and related to it, many different new mechanisms that give citizens new powers and capacities on security and police. As for the question of social change as social well-being improvement, it is also difficult to see it in real terms because as said, it is too early. However again, we have detected a set of mechanisms that goes to this direction, that is, to link well-being improvement measures with the improvement of the security feeling. All in all, we can conclude that the police and security models in our two cities are defined under the ideas and principles of Social Innovation in the public sector to a great extend.

That is, according to our results, Social Innovation in relation to police and security means as we see in the figure 5 down this lines, that citizen and community participation on security and policing, is participation directed towards meeting the social needs of citizens and communities on security. At the same time as we also see in the figure, it also means that citizen and community participation on security, and the adaptation of the security policy to the needs of citizens produces social change in two directions. First, by improving the capacities and powers of this citizens and communities, and second, by improving social well-being

Figure 5. Results in relation a police model based on Social Innovation
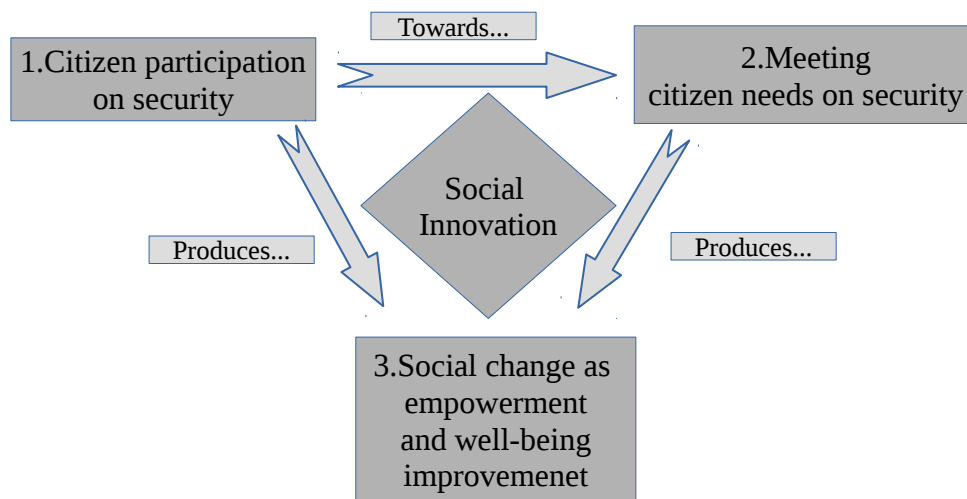
Source: own construction based on the common results for both cities in relation the theoretical framework.

RQ2. Which are the specific practical consequences, that is, the operative consequences at the street and organizational levels of this ideas and principles ?

Even if it was assumed, yes, we have found that the ideas and principles of Social Innovation as defined in this thesis, have practical consequences at the operative and organizational levels of the reforms. In this direction first, we have detected practical and operative measures related to the aspect of *"Democratic Governance: new democratic mechanisms for the community"*. We have already reviewed extensively all the mechanisms and practical measures found across all data sources for both cities in the last chapter. We can remember some: *"general processes of citizen and community participation"*, *"sectoral participation processes,* *"security council"*, *"informal meetings with community groups"* or *"internal and external surveys"*. As we have commented, this mechanisms have different characteristics and give different powers to citizens, communities and police officers. That is, they can be formal or informal, binding or consultive or permanent or temporal. We have also detected practical consequences in form of different measures related directly to the question of *"Accountability, responsiveness and transparency"*. In this line, we have found measures and mechanisms related to the question of transparency, like for example the use of social media tools, new communication strategies or the use of open data. Furthermore, we have found in both cities new practical and operative measures related to the questions of *"Prevention, conflict management and security"*. In this direction for example, we have seen the presence of new mediation units or new conflict management strategies.

We have also detected practical operative consequences for the aspect of *"Meet security needs, protecting equality and human rights"*. In this direction, we have seen first that there are changes on the protocols or the improvement of police units related to the treatment of vulnerable social groups, like children, old people or immigrants. We have also seen in both cities a work to include the views and demands of vulnerable social groups on security, that take form of sectoral development plans where this views are included. Finally, we have also seen other practical measures that we have called *"non police security measures"*. That is, different actions from the City Government that are related to increase the security feeling, but are not coordinated by the security department, like improving the illumination or cleaning of some street, or urbanization changes. Finally, we have also seen specific practical measures related to the question of *"Education and training"*. In this line, we have detected in both cities new education and training strategies, that take form of new education plans with new courses on key aspects such us hate crime, women rights, diversity or mediation techniques. In Pamplona we have also detected the intention to create a Local Police Academy.

All in all, we have detected in both cities practical operative measures related to the different principles that conform our definition of Social Innovation. That means that according to our analysis, there is not just discursive change, but philosophical principles that guide different practical changes already in place.

RQ3. Which are the main factors of implementation? Which possibles scenarios are to be expected regarding implementation?

The figure 6 down this lines is based on the figure 2 presented in the theoretical framework chapter, in section 4.4. Now, it shows the possible impacts of each implementation factor and the possible scenario of implementation according to our results. In this line as we can see in the figure, the first to comment is that *"Social and police problems"* and *"Complexity, contradictions, oppositions and resistances"*, have negative impacts on implementation. Beginning with the factor of *"Social and police problems"*, it seems that past problems inside the police and the problems between citizens and police, can have affected the trust of citizens towards the body. For that, this factor taken alone can have negative impacts on implementation.

Figure 6. Summary. Common account on the implementation chances of the police model
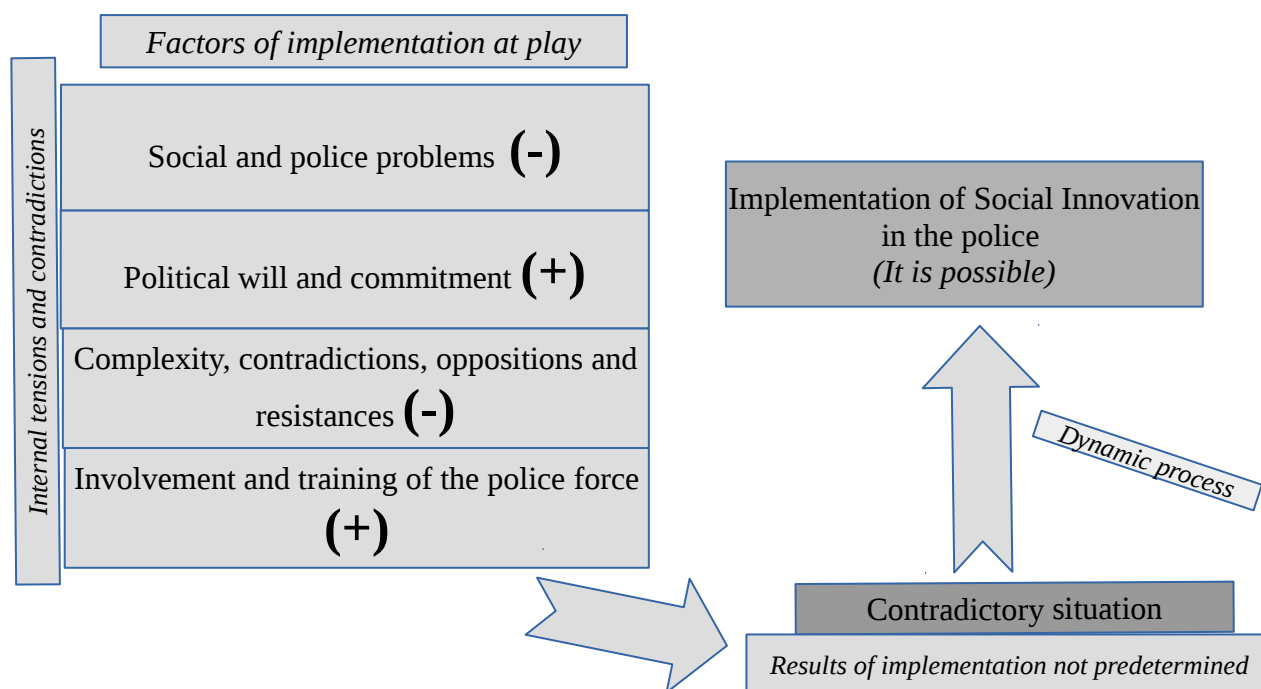
Factors of implementation at play

Internal tensions and contradictions

| Social and police problems **(-)** |
| Political will and commitment **(+)** |
| Complexity, contradictions, oppositions and resistances **(-)** |
| Involvement and training of the police force **(+)** |

Implementation of Social Innovation in the police *(It is possible)*

Dynamic process

Contradictory situation
Results of implementation not predetermined

Source: own construction based on the common results for both cities in relation the theoretical framework.

As for the factor *"Complexity, contradictions, oppositions and resistances"*, the first to comment is that we have found complexity, that is, different actors with divergent interests. Furthermore, we have detected in both cities patterns of oppositions and resistances to the reform. The difference between cities is the intensity and type of some of this oppositions and resistances. At the same time we have detected for example, that inside the police force not everyone opposes the reform, and that can mean that the effect of this factor can be minimized. However in general, this factor taken alone can have a negative impact on implementation.

In the figure above we can also see that the factors *"Political will and commitment"* and *"Involvement and training of the police force"*, have positive impacts on implementation. Beginning with *"Political will and commitment"*, we see that this factor is well present and strong in both cities. That is, political will and commitment matters and has been exemplified in different ways in both cities, by for example prioritizing the reform, by having an strategy, or by carrying out an important preparation work. Nevertheless, we have also detected that the lack of some resources may minimize the effect of this factor. All in all in general, this factor taken alone can have a positive impact on implementation. Finally, we can also confirm for both cities the presence of the factor *"Involvement and training of the police force"*. As we see in the figure above, according to

our results this factor is having a positive impact on implementation, with some differences and things to consider. In this line for example, we have seen that there are differences regarding the level of presence of this factor in our two cities. All in all and despite this considerations, this factor taken alone can have a positive impact on implementation.

Last but not least, as we also see in the figure above the process of implementation seems to be contradictory. What this means? It means first that the process of implementation is not predetermined beforehand, because the balance between the different factors of implementation can change over time, that is, there is dynamism. Second, the process of implementation is also contradictory because some of this factors face internal tensions and contradictions, and that can alter also the balance between factors. Is for all this considerations, that we predict that "*it is possible*" to implement a police reform based on Social Innovation, as we see in the figure above. It is possible in the sense that there are some elements of the reform that can be implemented, while others may face complications. Not just that, the "*possibility*" to implement the reform can refer to the changing balance between factors, or to other uncertain circumstances difficult to predict now. Nevertheless, we have to notice again that as being this thesis explorative, we will need more empirical material to confirm some of this patterns.

RQ4. Which theoretical and practical consequences can have the implementation of this police reforms in both cities, in relation the main policing models?

We finally arrive to the last Research Question. Beginning with the theoretical consequences in relation to our results, we see at least two. First, we observe direct consequences in relation to how the three main policing models (Traditional, Commercial and Community Policing), understands and practices policing in relation to the key principles of Social Innovation. This is what we can see in table 27 down this lines. The table is organized as follows: on the left hand side we see the key principles of Social Innovation that are used to read the three policing models reviewed. In the columns from left to right we can see how the different policing models are configured according to the principles of Social Innovation. Finally in the last column on the right, we see according to our results how a policing model based on Social Innovation can be configured. The table of course is proposed as a theoretical exercise, taking into account that social reality as said in this thesis is complex.

Table 27. The main policing models through the lens of Social Innovation

Policing models / Social Innovation components	1. Traditional models	2. Community Policing models	3. Commercial or Neo-liberal models	4. Social Innovation Policing models
1.Democratic Governance ?	No. The state is the only actor.	Yes. Community participation.	No. Private actors helps in providing security.	*Yes. Citizen and community participation.*
2.Citizen security needs ?	No. The needs of the state and the police.	Not clear which needs the police is oriented to.	No. Needs of the state and private actors in the market.	*Yes. Citizen or people's security needs.*
3. Social change ?	No. The model is *status-quo* oriented.	Not clear if the model is social change oriented.	No. The model is *status-quo* oriented with minor changes.	*Yes. Empowerment and well-being improvement.*

Source: own construction based on the literature and the common results of the analysis.

Being more specific, from the logic of Social Innovation Traditional and Commercial policing models fail to have a clear democratic governance proposal that allows citizens and communities to have an impact on the definition of their security needs. Furthermore from the same logic, it is difficult to understand this two models as being oriented towards social change in form of more empowerment and more social well-being. As for Community Policing as we reviewed in the literature chapter, the question of democratic governance can be present, but it is not clear to which extend it is connected to meet citizen's needs on security. It is also difficult to understand Community Policing in relation to social change, because as we have seen in the literature chapter, it is not clear enough if citizen and community participation are oriented to efficiency, or to improve the social powers of this citizens and communities, since there is theoretical confusion.

All in all, in the table above we see how the three policing models reviewed in the literature chapter, fail to fulfill the key aspects that appear as crucial in Social Innovation theory. Second, we see that it is possible to read police and policing from the lends of Social Innovation, and that theoretically and practically speaking has its relevance.

Figure 7. Social Innovation based policing model and its dimensions

Going deeper into the question of what a Social Innovation policing model means in relation to other models, the figure 7 above helps us to explore and understand the different dimensions of this model and its contradictory poles. In this sense, on the left hand side of the figure there are the poles related to Social Innovation, while on the right hand side we see the poles that oppose the logic of Social Innovation. Commenting some of this dimensions represented in the figure, we can bring first the example of *"Citizens needs"* in opposition to *"other actor's needs"*. How we can understand this dimension ? We can say that different policing models may focus on the needs of different actors. That is, while a Social Innovation model seems to focus on citizens or common people's needs, other models may focus on the needs of the state or the needs of the market. We can explain another example, this is the dimension: *"empowerment" - "dis-empowerment"*. That is, the figure above this lines also allows us to better understand the question of citizen and community participation in relation to the different policing models. Precisely, a good example of the possible variation in this dimension has been seen in our two cases. That is, while Badalona seems to have a stronger accent on radical democracy, in Pamplona we have detected some elements related to Commercial policing (for example an emphasis on management techniques). What that can mean, is that this theoretical dimensions seen in the figure above can be used to better grasp reality as gradation and not just as total opposing poles.

Finally, there are also theoretical consequences related to the way we can understand and explain the implementation of this types of reforms. In this direction first, it seems that this reforms are to

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be understood as dynamic and contradictory. This means to be theoretically aware of some things. First, that this types of reforms are not predetermined beforehand because the different factors can have different configurations in relation to each other over time. Second, that the factors are to be understood as having internal contradictions, and third, that we have to consider that theoretically, we have to be aware not to propose always a yes or no response on implementation. Or say it in other words, we need to consider uncertainty as a variable to take into account that will help in the understanding of implementation dynamics.

As for the practical consequences of our analysis, we can refer to two interrelated questions. First, we have seen differences in the configuration of the police models in both cities. For example, we have seen some different types of citizen and community participation mechanisms between cities. In this direction, while a majority of this mechanisms have a social change orientation, others have an efficiency orientation. That means that one thing are models in theory, and another models in reality. Second, it is clear that in practical terms there are many commonalities. In this line, we can say that similar background situations on policing together with similar ideological or political proposals, ends up with similar policing and security models.

That brings us to a last question and not for that less important. If someone simply asks well, what is this Social Innovation policing model about ? Or say it in other words, what is this model about, putting aside theoretical etiquettes or strange concepts ? One can say that at the end, this police models are about democracy, easy an simple. Democracy or democratization are key ideas here. The reason for this is because the dynamics of this police models are based on common people decisions on security and police policy and how this decisions have direct impacts on their security needs. Furthermore, how this two processes can have an impact on social change. The question of social change in the long term means at least two things. First, if the empowerment process is permanent, it can bring changes on social relations, that is, on who produces security and for what. Second, the model shows as the Mayor of Badalona said, that security is more than police. Police is yet another tool to achieve security and security is fundamentally related to social well-being improvement. That is, questions such us better illumination or better cleaning of some streets, seems to be closely related to security achievement. All in all, it is possible to understand and put the police under a different logic. This logic is about more democracy by including common people, and specially vulnerable social groups of society in the governance, production and control of the security and police policies.

So, if someone wants to go in this direction, three recommendations can be made in light to what we have seen in this thesis 1) Be clear on your philosophic principles. 2) Measure your real forces, limits and possible contradictions. 3) Think police and security not as a taboo, but as another policy area that you can change and open to public debate. Our two cases shows that even in an early phase, to change the police and security policy is possible by including without fear citizens and communities in the equation, as any other area of the Public Administration. So, why not try?

7.3. Further Research

Finally, we propose some lines for further research according to our results. In this direction firstly, it seems that we will need to go deeper into exploring the links between Community Policing and Social Innovation, specially in relation the connections between democratic governance, social needs and social change. Second, in a more general perspective about the workings of the Public Administration, this triple relation between democratic governance, social needs and social change, reinforces some lines of public administration studies, and makes us defend closer academic cooperation between theories coming from different traditions. For example, we can propose that the study of police reform can benefit from the cooperation between Social Innovation and co-production theories in the sense of Bovaird (2007) or Brandsen and Pestoff (2006), and Human Security theories in the sense of Atienza (2015), Owen (2004) or Newman (2011).

Finally, we can also propose further research on the question of implementation. In this line, we have seen that implementation has appeared as complicated and difficult to predict, and for that, we need models that can take into consideration all this questions. In this line, and given the importance of the question of contradictions in our research, we can propose to go deeper into the idea of institutional change, by exploring social contradictions as a variable to better understand social change in the Public Administration. In this sense, we can refer to the interesting article of Seo and Creed (2002), *"Institutional contradictions, praxis, and institutional change"*.

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9. Appendices

Appendix 1. Letter of introduction to the research field

UNIVERSITY OF BERGEN
Department of Administration and Organization Theory

To the attention of Ajuntament Badalona

20.04.2017

LETTER OF INTRODUCTION

Dear Sir/Madam

This letter is to introduce Mr. Artur Rubinat Lacuesta b. 27.03.1987. He is currently pursuing a MPhil degree in Public Administration at the Department of Administration and Organization Theory, University of Bergen, Norway.

Mr. Artur Rubinat Lacuesta has completed one semester of coursework and has now started his second semester, and is gathering data for his research for his thesis on the topic:

"Implementing social innovation in the police, challenges and contradictions : The cases of Pamplona and Badalona"

He is conducting interviews in the time period of September 2017

As an important part of this exercise he has to interview various persons and collect relevant documents. I hope you may assist him in the research. The information provided to him is for academic purposes only.

Be assured that any information provided will be treated in the strictest confidentiality. You are, of course, entirely free to discontinue your participation at any time or to decline to answer particular questions.

Any assistance given to him is highly appreciated

The thesis is supervised by Associate Professor Thor Øivind Jensen

Yours sincerely

Denise Fewtrell Flatmark
Higher Executive Officer
Department of Administration and Organization Theory
Christies Gate 17
University of Bergen
55 58 21 54

Appendix 2. Copy of the E-mail with date 22/08/2017, from the NSD (Norwegian Agency for data protection on research) about the treatment of data protection in relation to this thesis

The Data Protection Official for Research has registered the notification form as project number 55341.Follow the link to access your notification form:

https://pvo.nsd.no/*You can no longer make changes to the form.*

When we have processed the notification we will send you our project assessment.

If you have any questions, please contact us by e-mail: personvernombudet@nsd.no *or phone: 55*

Appendix 3. List of explorative questionnaires

Questionnaire: Person and Position	Date of fulfillment of the questionnaire
Aritz Romeo (Security Councilor in Pamplona)	March 2017
Francesc Duran (Security Councilmen in Badalona)	April 2017
Ismael Blanco (Professor of Public Administration in the UAB- Autonomous University of Barcelona)	May 2017

Source: own construction.

Appendix 4. Detailed list of interviews by name, place and date

Interview by name and responsibility	Place of interview	Date of the interview
Dolors Sabater, Mayor and Councilor of Security	Badalona	29 September 2017
Aritz Romeo, Councilor of security	Pamplona	26 September 2017
Laia Franco and Quim Ortilles, Appointed Civil Servants.	Badalona	13 September 2017
Xabier Ibañez, Appointed Civil Servant	Pamplona	26 September 2017
Pedro Lopez Cayuela,	Badalona	13 September 2017

Police Trade Union PSU		
Maite Gonzalez and Iñaki Ibañez, Police Trade Union SIPNA	Pamplona	25 September 2017
Jesus Rodriguez, expert Journalist on security. La Directa	Barcelona	12 September 2017
Alex Garrido, Professor Social Education (University of Barcelona)	Barcelona	12 September 2017
Miguel Jurado, Opposition leader , PP party, former security councilor	Badalona	13 September 2017
Gabriel Viedma, Opposition leader UPN Party, former security councilor	Pamplona	27 September 2017
Conrado Fernandez, Current Head of the Local Police	Badalona	13 September 2017
Jesus Munarriz, Current Head of the Local Police	Pamplona	26 September 2017

Source: own construction

Appendix 5. Interview guide and general questions

Interview guide and general questions

1.Background of the reform

1.1.Why the reform was initiated? Why to change the Police Model? Which are the priorities of the government for this four years?

1.2. There were social problems and / or problems with the Police, that make you propose a change in the Police model? Do you think that the Police has been politicized during the last years?

1.3. Why the Police reform is a priority for the Government ? What was wrong in the Police during the last years?

2.The main components of the New Police Model

2.1.Which are the key elements of the new Police model?

2.2. Which are the main components of the new Police reform? Can you briefly name them?

2.3. Which is the importance of Community and citizen involvement in Policing? Can you extend a bit on that?

2.4. What about the involvement of the police force in the reform ? How they have been participating, and will they have permanent spaces of debate? How can they express their opinions ?

2.5.How the new reform and the new government understand public safety ? Which role human rights equality and democratic culture will have in the new model?

3.The Implementation factors

3.1.Which factors do you think will help in the implementation ? Can you name briefly them?

3.2. Which are the main challenges that the reform is facing can you name them?

3.3. It is said that this kind of reform can face opposition and resistance can you talk about that? Why do you think there is opposition? Do the Police force support the new model?

3.4. Do the new reform includes training programs for the Police force in the new model?

3.5. Which aspects of the Police reform will be more difficult to implement? Why?

3.6. What are you doing to better implement the new police model?

4.The global change in the model

4.1. Finally, can you briefly explain the globality of the change? Why the model is new? What does it mean in general? Which impacts will have? And how do you relate the new police model to other progressive policies ?

Appendix 6. Total number of newspapers used by name and geographical area it refers

Name of the newspaper used	Geographical area of influence
El Periodico	Catalonia
La Vanguardia	Catalonia
La Clau	Badalona
Naciodigital	Catalonia
El Pais	Whole Spain
El Critic	Catalonia
Diagonal Periodico	Whole Spain
Noticias de Navarra	Navarra
El Punt Avui	Catalonia
Llibertat	Catalonia
El Confidencial	Whole Spain
Diari de Badalona	Badalona
Naiz	Basque Country
Publico	Whole Spain
Infolibre Pamplona	Pamplona
Cadena Ser	Whole Spain
Diario de Navarra	Navarra
Pamplona Actual	Pamplona

Diario.es	Whole Spain
Vilaweb	Catalonia
Europa Press	Whole Spain
ARA	Catalonia
Total: 22	<u>Numbers by geographical area:</u> Regional:11 Local: 4 Whole Spain: 7

Source: own construction.

<u>Appendix 7. Total news collected by order of collection, year, newspaper, topic and city</u>

<u>Order of collection</u>	<u>Year of publication</u>	<u>Newspaper</u>	<u>Topic</u>	<u>City it refers to</u>
1.	2017	Naiz	Interview Aritz Romeo security councilor Pamplona	Pamplona
2.	2016	El Pais	Interview to Joseba Asiron Mayor of Pamplona	Pamplona
3.	2015	El Diario.es	Interview to Dolors Sabater, Mayor and security councilor of Badalona	Badalona
4.	2016	El Periodico	Interview to Dolors Sabater , Mayor and security councilor of Badalona	Badalona
5.	2017	Naciodigital	Interview to Dolors Sabater , Mayor and security councilor of Badalona	Badalona
6.	2016	ARA	Opinion article Dolors Sabater , Mayor and	Badalona

			security councilor of Badalona	
7.	2002	El Pais	Police reform in 1999	General
8.	2015	Diagonal Periodico	Police repression in Spain	General
9.	2012	Llibertat	Police repression in Badalona	Badalona
10.	2014	Infolibre Pamplona	Police repression and censorship in Pamplona	Pamplona
11.	2013	El Periodico	Police corruption in Badalona	Badalona
12.	2012	Naciodigital	Debate on police presence in Badalona	Badalona
14.	2015	El Periodico	Corruption in Badalona	Badalona
15.	2015	El Confidencial	Problems of xenophobia in Badalona	Badalona
16.	2015	El Diario.es	General article on changingpolice models at the local level in Spain	General
17.	2015	El Diario.es	Police problems in Badalona	Badalona
18.	2015	La Vanguardia	Police problems in Catalonia	Catalonia
19.	2015	Publico	New police models, the problems with the anti-riot units	General
20.	2015	El Diario.es	The problems with	Catalonia

			police and policing in Catalonia	
21.	2015	Pamplona Actual	The proposal on the new police model in Pamplona	Pamplona
22.	2015	El Diario.es	New police model in Pamplona	Pamplona
23.	2015	Diario de Navarra	New police model in Pamplona	Pamplona
24.	2015	Cadena Ser	Police brutality and anti-riot units in the police	General
25.	2011	El Diario.es	Problems with the Catalan police	Catalonia
26.	2015	Publico	Police abuses in Catalonia	Catalonia
27.	2015	El Critic	Racial abuses and discrimination in the Local Police of Barcelona	Barcelona
28.	2015	Pamplona Actual	Police corruption in Pamplona	Pamplona
29.	2015	Diari de Badalona	Criticism and protests from the PSU trade union in Badalona	Badalona
30.	2016	El Periodico	A proposal of police proximity in Badalona	Badalona

31.	2016	El Critic	Government balance after a year	Badalona
32.	2016	El Punt Avui	New police model in Badalona	Badalona
33.	2016	Europa Press	Police brutality in Badalona	Badalona
34.	2016	Noticias de Navarra	Study about the police model in Pamplona	Pamplona
35.	2016	El Punt Avui	The making of the participatory plan in Badalona and Pamplona	Badalona and Pamplona
36.	2016	El diario de Navarra	The new police model in Pamplona	Pamplona
37.	2017	Navarra Informacion	UPN party in Pamplona criticizes the new government for lack of transparency	Pamplona
38.	2016	EITB	Paseo Sarasate squatters riots in Pamplona	Pamplona
39.	2016	El Punt Avui	Protests of police officers in Badalona about lack of material and resources	Badalona
40.	2016	Noticias de Navarra	Police corruption and internal problems in Pamplona	Pamplona
41.	2017	La Clau	The new police model in Badalona	Badalona

42.	2017	El Punt Avui	The new police model in Badalona	Badalona
43.	2017	Europa Press	The new police model in Pamplona	Pamplona
44.	2017	Noticias de Navarra	The new police model in Pamplona	Pamplona
45.	2016	Noticias de Navarra	Creation of the participatory plan in Pamplona	Pamplona
46.	2017	Publico	Police torture in Spain	General
47.	2017	Noticias de Navarra	Protest of the trade union SIPNA in Pamplona	Pamplona
48.	2017	La Vanguardia	New police officers in Badalona	Badalona
49.	2017	El Punt Avui	Protests in the Local Police in Badalona	Badalona
50.	2016	Diari de Badalona	Protest in the Local Police in Badalona	Badalona

Source: own construction

Appendix 8. Examples of the process of analysis (1). First provisional targeting of fragments from a piece of news

Title of the news (in Spanish) *García Albiol: Un polémico exalcalde refrendado por sus vecinos*

Ha defendido pública y privadamente su lema: "Algunos que han alimentado la polémica no han pisado nunca un barrio de Badalona en su vida"

29.07.2015 – 05:00 H. - *Actualizado: 31.08.2015 - 11:14H.*

Xavier García Albiol, cabeza de lista del PP para las elecciones del 27-S, es un exjugador de baloncesto de las categorías inferiores del Joventut, con una larga trayectoria dentro de la formación conservadora y con un discurso, basado en el control de la inmigración, *robado* a grupúsculos más radicales.

The former Mayor Garcia Albiol is a well know in the PP rigth wing party, high speech againts immigration.(el confidencial 31 08 15 Badalona corrution and racism) [SOCIAL PROBLEMS, RACISM , XENOPHOBIA]

García Albiol fue llevado a los tribunales en 2010. Le acusaba ICV de xenofobia por haber repartido panfletos donde **vinculaba inmigración (concretamente a gitanos rumanos) y delincuencia**. También se querellaron SOS Racismo y la Federación de Asociaciones Gitanas de Cataluña (Fagic). Los tribunales le dieron la razón al popular, pero para entonces ya se había convertido en alcalde al haber obtenido **11 concejales** (subió 4) frente a los 9 del PSC (que se quedó igual), los 4 de CiU (bajó uno) y los 3 de ICV (bajó dos, mientras que ERC perdió el suyo). En dos décadas, el mensaje radical que transmitía Albiol le dio resultados y le permitió dar la vuelta completamente al marcador: de **un concejal** obtenido a comienzos de los 90, **pasó a ser alcalde en 2011**. Su mandato también dio que hablar, porque algunas de sus iniciativas quisieron entenderse como de **acoso hacia la inmigración**, lo que los populares siempre han negado. "**Lucha contra la delincuencia**, no contra la inmigración", subrayan fuentes populares.

"His former term was understood by many as againts immigration but the PP party has always said that they were figthing againts criminality" [CONTRADICTIONS BETWEEN OPOSITION THE FORMER GOVERMENT]

Badalona, sin embargo, tiene unas bolsas de inmigrantes hacinados que son problemáticas. Tiene graves problemas de convivencia y guetos de **pisos pateras** que molestan a los vecinos "autóctonos".

"Badalona has some important problematic neighohhords, has some problems with ivercrowed flats and some gueto process"[SOCIAL PROBLEMS, PROBLEMATIC NEIRBORHOODS]

Ahí lanzó sus dardos García Albiol, sacó réditos y los sigue obteniendo. El pasado enero, con motivo del ataque yihadista contra el semanario francés *Charlie Hebdo*, tuiteó: "Quizá es el momento que la UE se plantee si puede seguir con la política de que cualquiera tiene todos los derechos. No todas las opciones son válidas". Y luego decía que "negar que la aplicación que

algunas hacen del islam es un peligro, para mí es negar la evidencia".[RACISM FORM THE FORMER GOVERMENT]

"Se persiguen conductas"

Desde que García Albiol vio que con su discurso arañaba votos y que plantaba cara a formaciones emergentes como Plataforma per Catalunya (PxC), que estaban ganando concejales con un discurso basado en la crítica a la inmigración desbordada, el dirigente del PP cogió el rábano por las hojas y comenzó a utilizar ese discurso. En 2007, utilizó un duro DVD antiinmigración y subió un considerable número de votos y de concejales, por lo que los años siguientes fue sembrando de perlas similares sus actuaciones y alcanzó el sillón del primer edil. Su estrategia, pues, fue un **rotundo éxito.**

Respecto a su lema, García Albiol lo ha defendido pública y privadamente. "Algunos que han alimentado la polémica no han pisado nunca un barrio de Badalona en su vida", esgrimió en su defensa. Aseguró que, mientras era alcalde, en su ciudad "no se persiguió a nadie en función de su nacionalidad, etnia, religión. **Se persiguieron conductas**". Lo dice quien, poco después de ser proclamado alcalde, **prohibió el rezo en las calles** de su ciudad por el ramadán: al no haber mezquitas, miles de musulmanes utilizaban la plaza Camarón de la Isla para ponerse a rezar los viernes y durante el mes sagrado del islam. "Si a alguien no le parece bien la prohibición, lo que tiene que hacer es darme la dirección de su casa y yo **se los enviaré a rezar a su puerta**, a ver qué le parece", amenazó. La oposición también le echó en cara que los establecimientos de extranjeros comenzaron a recibir constantes visitas de la Guardia Urbana para realizar inspecciones.

"The oposiiton claimed that during Albiol term, the Police was being suded to check on immigrants shops and bussines if they were under the correct license"

"Era lógico. Allí regía la ley de la selva y lo que se había de hacer es poner un poco de orden y hacer que se cumplieran horarios y normativas", señala una fuente popular.

Una de cal y otra de arena

Hubo más polémicas durante su mandato: el año pasado, convocó oposición para 12 plazas de la Policía local de Badalona. De los 497 aspirantes sólo superaron las pruebas 28, pero **los seis mejor puntuados tenían vínculos familiares con escoltas del alcalde o con mandos de la Guardia Urbana**, lo que provocó que otros cinco candidatos presentasen una denuncia.

About the corruption in the local police the 6th with better points had familiar links with the escorts of the mayor or comander sof the local police. [CORRUPTION AND POLITIZATION OF THE POLICE]

Esa dulce circunstancia contrasta con la **apertura de juicio oral** contra el número 5 de la lista del PP y concejal de Seguridad Ciudadana, **Miguel Jurado**, que está acusado de entrar a la fuerza en una entidad rociera en julio del año 2012. Su partido argumentó que entró en el local de la hermandad Virgen de la Esperanza a la fuerza porque hacía tres meses que le había pedido formalmente su desalojo. Para la oposición, eso fue una consecuencia de las "malas prácticas"

del PP. Como cuando el propio García Albiol, en una visita de **Ángel Acebes** y **Josep Piqué** al Centro Cultural de Mataró, dio un puñetazo a un manifestante que tomaba parte en una cacerolada. Su desgracia fue que las cámaras lo captaron. ¡Y eso que era secretario ejecutivo de Organización del PP! Otro concejal de Badalona está también a la espera de un juicio porque unas empresas le reclaman al consistorio más de un millón de euros por unas **obras ilegales que habría encargado** el edil en nombre del ayuntamiento.

Source: http://www.elconfidencial.com/espana/cataluna/elecciones-catalanas/2015-07-29/garcia-albiol-un-polemico-exalcalde-refrendado-por-sus-vecinos_946570/"

Appendix 9. Examples of the process of analysis (2). First classification of targeted fragments from the total news analyzed by year, topic, number of appearances and and total weight. Badalona

Year	**Topic by number of appearances**	**Total numbers and weight of each topic (before 2015 - 2017)**
Before 2015	-Police corruption: 2 -Police brutality / use of force: 1 -Police politicization: 1	<u>Total absolute numbers</u> -Oppositions: 6 -Police corruption and politicization: 7 -Police brutality / use of force: 2 -About the new model: 6 <u>Weight of the topics in the total of news (%)</u> -Oppositions: 28,57% -Police corruption and politicization: 33, 3 % -Police brutality / use of force: 9,56 % -About the new model: 28,57%
2015	-Oppositions: 1 -Police corruption: 1 -Police politicization: 2 -About the new model: 1	
2016	-Oppositions: 1 -About the new model: 4 -Police brutality / use of force: 1 -Police corruption: 1	
2017	-Oppositions: 4 -About the new model: 1	

Source: own construction

Appendix 10. Examples of the process of analysis (3). First classification of targeted fragments from the total news analyzed by year, topic, number of appearances and and total weight. Pamplona

Year	Topic by number of appearances	Total numbers and weight of each topic (before 2015- 2017)
Before 2015	-Police corruption: 1 -Police brutality / use of force: 2 -Police politicization: 2	Total absolute numbers -Oppositions: 5 -Police corruption and politicization: 10 -Police brutality / use of force: 4 -About the new model: 10
2015	-Police corruption: 2 -Police politicization: 2 -About the new model: 2	
2016	-Oppositions: 1 -About the new model: 4 -Police brutality / use of force: 2 -Police corruption: 2 -Police politicization:1	Weight of the topics in the total of news (%) -Oppositions: 17,24 % -Police corruption and politicization: 34,48 -Police brutality / use of force: 13,79 % -About the new model: 34,48
2017	-Oppositions: 4 -About the new model: 4	

Source: own construction

Appendix 11. Examples of the process of analysis (4). Classification of definitive fragments of news, according the components of the police model proposed in the theoretical framework (News: before 2015-2017). Badalona

Component of the police model	Specification of the components	Frequency of appearances by fragment of news
Chanel and mechanisms of citizen and community participation	Participation process	2
	Civil society involvement	1
	Experts and professionals	1
	Council of participation	1
	Citizens-co responsibility	1
		Total: 6
Work democracy	Involvement of police officers	2
	Work with trade unions	1
		Total: 3
Accountability responsiveness and transparency	Closer to citizens	2
	Proximity to neighborhoods	2
	Transparency and ethics	2
		Total: 6
Public security as a public collective good	Prevention no repression	2
	Coexistence and diversity	2
	Better social justice	1
	Proximity	2
	Security is more than	1

	police	
	Illumination of streets	1 Total: 9
Meet security needs	Citizens at the center	1 Total: 1
Other concepts	Coexistence in diversity:	1
	Deep and radical reform	2
	Proximity reform	2
	Pro activity	2
	Rethink the security model	2
	New training	1
	Public service based police	2
	New technologies	1 Total: 13

Source: own construction

Appendix 12. Examples of the process of analysis (5). Final classification of key concepts from the total of news detected, in relation the components of the police model proposed in the theoretical framework. Badalona

1. Channels and mechanisms of citizens and community participation

"participative process", "Participative process", "civil society involvement", "experts and professionals", "binding participation", "councils of security", "citizens are co-responsible"

2. Work democracy
"Involve police officers"
"Work with police trade unions"

3. Accountability, responsibility, transparency
"be closer to citizens"
"closer ties with the police"
"neighborhoods proximity

4. Public safety as a public collective good
"Security, prevention and proximity"
"Better coexistence"
"better social justice"
"no repression"
"Security more than police"
"Illumination schools, coexistence in diversity"
5. Equality, non discrimination, human rights
"Citizen rights at the center"

6. Other concepts
"Deep reform"
"Proximity Police "
"Neighborhood contact"
"Pro active model non repression"
"Re think security"
"New training"
"New technology"
"Public serviced based police"
"Security is more than police"
"Another model of security is possible"
"Justice serve citizens"
"Public rights police"
"Prevention"
"Coexistence and diversity"

Appendix 13. Examples of the process of analysis (6). Final classification of key concepts from the total of news detected, in relation the implementation factors. Badalona

1. Social problems, inequalities, exclusions

"Speeches against immigration"
"Problematic neighborhoods, crowded flats, ghettos"
"Xenophobia has been institutionalized problematic to roll back"

1.1. Insecurity related problems

"Racist messages immigrants as source of criminality"
"Fear of foreigners Roma people as a source of insecurity"
"Blaming foreigners for insecurity"
"Former racist mayor, racist camping during elections"
"Fear insecurity as a political tool"

2. Police problems

"Last years reactive police"
"Anti riot police polemic actions"
"Police brutality case against a youth"

2.1. Politicization and corruption

"Police corruption, exams in the police officers for upgrading"
"Fight against criminality was the main task of the police related to immigration»
"Political persecution of independentists"
"Police corruption families and upgrading of police officers"
"Police checking the nationality of the immigrants"
"Family links with corruption"
"Police prompt to target immigrants"
"Omega unit political use of the anti riot unit"
"Police corruption and high criminality of officers»

3.Political will and commitment and strategy

"Priority in dismantling the anti-riot unit"
"Dis-mantel the Omega unit is a priority"
"Priority police reform new citizen deal for tolerance and diversity priority"
"Reconstruction of the local police, rethink model of security"
"Suppression of anti riot unit importance of the police reform"
" In the big cities the security model has come back in the debate"
"Take action immediately about the model"
"New set of security public policies"
"We have compromise with security issues they are important"

4. Oppositions and resistance to the reform

"PSU Trade Union is worried for some of the last operation being carried out, and they criticize the dismantling of the anti riot unit"

"Radical change provokes fierce opposition protests, anti riot police dismantling is criticized by the political opposition"

"Poisoned negotiations, police denounces precarity at work»"

"PSU say there are not enough officers in the police"

"Protest from the local police , need more officers and material"

"Protests of 5 associations, including members of the local police, they protest for labor precarity"

"Public protests demonstrations"

"the public administration has its limits"

"Civil servants became sometimes stoppers of innovation"

FRAGMENT OF THE DOCUMENT: *"Plan Director de la Policia Municipal de Pamplona (2017-2021)"*

(…)0.INTRODUCCION

La Policía Municipal, como parte esencial de la Administración Local de Pamplona (ESENTIAL PART/ IMPORTANCE) en la
cual recae la responsabilidad de garantizar la pacífica convivencia de sus ciudadanos (PACIFIC COEXISTENCE OF ITS CITIZENS), su
seguridad, así como el libre ejercicio de sus derechos y libertades(RIGTHS AND FREEDOMS)está obligada a tener unas
pautas que marquen su desarrollo y lo hagan acorde con los cambios económicos y sociales que sufre una ciudad tan dinámica como Pamplona.

La ciudadanía exige (CITIZENS WANTS/ CITIZENS WILL) a las instituciones respuestas y soluciones dentro de los
parámetros tanto democráticos como participativos.(DEMOCRATIC PARAMETRES AND ALSO PARTICIPATIVE) Es por ello que la Policía Municipal es una
parte indisoluble de la ciudad y necesita de su ciudadanía (LOCAL POLICE NEEDS ITS CITIZENS)

para el desarrollo de políticas de
seguridad basadas en aspectos preventivos y de convivencia, (PREVENTIVE ASPECTS AND COEXISTENCE)pretendiendo con todo lo anterior
construir un nuevo e innovador modelo de Policía Municipal. (WANT TO BUILD A NEW AND INNOVATIVE LOCAL POLICE MODEL)

Una vez definida la MISION de la Policía Municipal, "Proteger el libre ejercicio de los derechos y libertades, garantizando la seguridad ciudadana, velando por la pacífica convivencia y protegiendo a las personas y sus bienes, de acuerdo con la Ley, logrando con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos",(LOCAL POLICE AS MISION IMPROVE QUALITY OF LIVE AND WELFARE OF ITS CITIZENS)

se debe
desarrollar en un sentido más amplio esta definición, elaborándose planes específicos para cada una de las materias, ej.: Plan de Seguridad Ciudadana, Plan de Seguridad Vial, etc..

1o.- Valoración de la Policía Municipal de Pamplona:

La propia valoración de la Policía Municipal, efectuada, primero por parte de la ciudadanía de Pamplona, segundo por las personas que integran la propia organización y, tercero por las entrevistas a determinados grupos de interés. (ABOUT PARTICIPATION: FIRST CITIZENS, SECOND PERSONS OF THE SAME ORGANITZATION, THIRD INTERVIEWS TO SOME KEY INTEREST GROUPS)

Dicha valoración
comenzó en noviembre de 2015, fecha en la que se iniciaron los trabajos con el objetivo
de facilitar tanto al Ayuntamiento de Pamplona como a la Policía Municipal datos e
información y junto con el análisis de los mismos (diagnóstico), herramientas para el
desarrollo e implantación del presente Plan Director con un horizonte temporal para los
años 2017 al 2021.(QUINES SON LES EINES DE IMPLEMENTACIO?) (IMPLEMENETATION TOOLS 2017-2021)

*2o.- **Transparencia y buen gobierno** (TRANSPARENCY AND GOOD GOVERMENT)*
Es necesario desarrollar pautas por las cuales se establezca una relación de alianza y
confianza entre la policía y la ciudadanía y viceversa.
(RELATION OF ALLIANCE AND TRUST BETWEEN POLICE AND CITIZENS AND VICEVERSA)

Para ello, es preciso que la policía
actúe de manera absolutamente transparente, en base a determinados criterios y
códigos éticos, desechando de forma contundente las actitudes de cierre corporativo o
las políticas de silencio informativo, tan nefastas para la credibilidad de las
organizaciones policiales.
(ABSOLUTLY TRANSPARENT, IN BASE OF SOME ETHICAL CODES, RECALLING IN A VERY CLEAR MANNER ATTITUDES OF CORPORATISM, OR SILENCE POLICIES THAT HAS HAD A HARD IMPACT ON THE CREDIBILITY OF POLICE ORGANITZATIONS) (JUSTIFICATION, CORPORTATISM, AND LACK OF TRANSPARENCY)

Todo ello vendrá refrendado en el compromiso recogido en la Carta de Servicios.

*3o.- **La elección del modelo policial***
a) Proximidad Estratégica
El modelo que, a nuestro juicio, se acomoda a la realidad de nuestra ciudad, a las
necesidades de la organización y a la demanda de nuestros ciudadanos, (DEMANDS OF OUR CITIZENS) es el modelo
de Proximidad Estratégica, apostando por unas políticas de confianza, participativas y
de diálogo. (DECIDIG FOR POLICIES OF TRUST, PARTICIPTVE AND DIALOGUE) No
obstante, estas indiscutiblemente deben ocuparse de la persecución de
los delitos, pero generando para ello mecanismos y metodologías que impliquen una
gestión preventiva y participativa de los problemas, con una corresponsabilidad activa de
la ciudadanía como parte predominante en la resolución de los conflictos.

(PREVENTIVE MANAGEMENT AND PARTICIAITVE OF THE PROBLEMS, WITH AN ACTIVE CO RESPONSABILITY OF THE CITIZENS)

Incorporando
la mediación policial (POLICE MEDIATION) como herramienta de trabajo, así como una gestión policial de la
diversidad.)POLICE MANAGEMNT OF DIVERSITY)
En las conclusiones del documento final de la empresa consultora, los ciudadanos
manifiestan el deseo (THE CITIZENS SHOWS THE WISH THAT THE LOCAL POLICE IS:) de
que la Policía Municipal sea:
•

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-

Próxima y mediadora con el ciudadano.(CLOSE AND MEDIATION WITH THE CITIZEN)
Tenga una actitud proactiva, (PRO ACTIVE ATTITUDE) no solo ante hechos delictivos sino
que sea mediadora (PRO MEDIATION) en asuntos de convivencia (COEXISTENCE), primando
la
actuación preventiva.(PREVENTIVE ACTION)
Alentar el establecimiento y desarrollo de redes de colaboración
entre la Policía Municipal y el tejido asociativo de la ciudad,(NETWORKS OF COLABORATION
BETWEEN THE LOCAL POLICE AND THE ASSOATIVE NETWORK IN THE CITY)
desde los vecinos hasta comerciantes y otros grupos de interés.
A la vista de las conclusiones del mencionado documento, un modelo de Policía
Municipal de Proximidad Estratégica resulta ajustado tanto a las demandas definidas
como a la situación presupuestaria y a las características sociales de Pamplona.

b) Líneas Estratégicas
Se establecen cinco líneas estratégicas básicas (5 BASIC STRATEGIC LINES ARE SET UP) en
base a los Factores Críticos de
Éxito (FCE) detectados:
-

LÍNEA ESTRATÉGICA 1.- Modelo de Policía y relaciones con la
ciudadanía (POLICE MODEL AND RELATINS WITH THE CITIZENS)
LÍNEA ESTRATÉGICA 2.-
Relaciones internas, participación y clima laboral (INTERNAL RELATIONS, PARTICIAPTION
AND LABOUR ENVIRONTMENT)
LÍNEA ESTRATÉGICA 3.-
Perfil profesional, formación y cobertura de los puestos de trabajo (PROFESSIONAL PROFILE,
TRAINING AND WORKING PLACES)
LÍNEA ESTRATÉGICA 4.-Policía de Mediación y Convivencia Social (MEDIATION POLICE
AND SOCIAL COEXISTENCE)
LÍNEA ESTRATÉGICA 5.-Innovación y Nuevas Tecnologías (INNOVATION AND NEW
TECHNOLOGIES)

4o.- Organización
Una organización moderna, eficaz y eficiente tiene que estar en consonancia con las
expectativas y las necesidades de nuestros grupos de interés

(MODER ORGANITZATION, EFICENY AND EFICANCY WITH THE INTERESTS AND
ACCORDING TO THE NECESSITES OF OUR INTEREST GRUPS)

(a partir de ahora G.I.). Para
ello son necesarias las personas que integran la Policía Municipal de Pamplona, todo ello
organizado de la manera más adecuada.

5o.- Relaciones laborales y RRHH
De estas líneas estratégicas detectadas en el diagnóstico, se han identificado aquellos
aspectos con un amplio margen de mejora, como son:(ASPECTS WITH BIG PLACE TO BE
IMPROVED)
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-

Las relaciones internas, participación y clima laboral.
(INTERNAL RELATIONS, PARTICIATION AND WORK ENVIRONTMENT)

Perfil profesional, formación y cobertura de los puestos de trabajo. (PROFESSIONAL PROFILE, TRAINING AND WORK COVERAGE)
Todo ello implica la necesidad de realizar diversas actuaciones, que se desarrollarán en base a los cronogramas presentados en este documento.

6o.- Sistema de Gestión. EFQM
a) Dirección por objetivos. CMI

Policía Municipal, en su intención de conseguir las más altas cotas de eficacia, eficiencia y calidad en el servicio a la ciudadanía, (QUALITY IN THE SERVICE CITIZEN) se ha implicado en el establecimiento de
un sistema de gestión moderno y adecuado a su organización.
En este sentido, se ha adoptado como más adecuado el modelo EFQM de Excelencia Europea (European Foundation for Quality Management) (EUROPAEN FOUNDATION FOR QUALITY MANAGEMENT)siendo esta una herramienta de
mejora contínua, utilizada por la mayoría de las organizaciones europeas punteras en gestión. Ya desde el año 2008 cuando se inició el sistema de gestión, se pudo comprobar la excelencia del mismo cómo algo novedoso y que ayuda a conseguir los objetivos previstos.
Uno de los logros obtenidos durante los años en los que se ha implantado este modelo, ha sido trabajar a través de PROCESOS, todo ello acompañado por un Cuadro de Mando Integral (CMI), en el cual queda reflejada toda la actividad de Policía Municipal.
b) Evaluación de Desempeño

Los principios constitucionales de igualdad, mérito y capacidad, junto con los de eficacia y eficiencia, constituyen el fundamento de las actuaciones que en el ámbito del personal, deben llevar a cabo las Administraciones Públicas.
Por otro lado, el ordenamiento jurídico de la Administración Local en materia de personal, aunque en algunos aspectos se pueda considerar rígido, confuso e, incluso, contradictorio, permite ir acercando las acciones a sistemas y procedimientos más actuales y parecidos a los establecidos en organizaciones del mismo entorno, que responden a la llamada gestión integral de los RRHH.
En consecuencia, la evaluación del personal en relación con el desempeño del puesto de trabajo constituye un instrumento de gestión muy adecuado, y también fundamental para dar cumplimiento a los principios expuestos más arriba, al mismo tiempo que completa y retroalimenta el resto de las funciones, cómo son: la selección, promoción y retribución entre otros. Todo ello constituye un modelo de gestión integral de los recursos humanos.
7o.- Innovación y Nuevas Tecnologías
Las organizaciones, como tales, son entes vivos y en pleno movimiento, es decir, aquella organización que no investiga, que no se mueve y que no favorece a nuevas propuestas, tiende inexorablemente al fracaso y a su desaparición.
(THE IMPORTANCE OF INNOVATION)
Por este motivo se ha
considerado necesario crear dentro de PMP un entorno de creatividad e innovación
(CREATIVITY AND INNOVATION) tanto
en las personas como en los diferentes equipos que la componen.

> *La innovación no solo viene acompañada de nuevas herramientas tecnológicas o TIC's,(NEW TECHNOLOGICAL TOOLS OR TICS)*
> *no solo hay que estar a la vanguardia del momento tecnológico, sino también en las formas y maneras que se producen y se crean nuevos servicios o nuevos procesos de trabajo.*
>
> *MISIÓN, VISIÓN Y VALORES DE LA POLICÍA MUNICIPAL DE PAMPLONA*
> *- MISIÓN*
> *La MISIÓN se define como: "Proteger el libre ejercicio de los derechos y libertades, garantizando la seguridad ciudadana, velando por la pacífica convivencia y protegiendo a las personas y sus bienes, de acuerdo con la Ley, logrando con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos". En definitiva, hacer que Pamplona sea un lugar con un ambiente seguro para vivir, trabajar y visitar. (MAKE OF PAMPLONA A SECURE PLACE TO LIFE WORK AND VISIT) Para ello es preciso*
> ***trabajar conjuntamente con la ciudadanía de Pamplona (IT IS NEEDED TO WORK***
> ***TOGETHER WITH THE CITIZENS IN PAMPLONA) (...)"***

Appendix 15. Examples of the process of analysis (8). Tabulation of raw fragments from the main documents by order of weight, in relation the components of the police model proposed in the theoretical framework. Pamplona

DEMOCRACY AND DEMOCRATIC CONTROL*(there is a document specific for that) ok	TRANSPARENCY AND ACCOUNTABILITY ok	SOCIAL NEEDS, CITIZEN ORIENTED WELL BEING ok	POLICE MODEL ORGANIZATION CHANGE ok	POLICE CULTURE NEW POLICE OFFICER OK
parámetros tanto democráticos como participativos. *por las entrevistas a determinados grupos de interés* *políticas de confianza, participativas y de diálogo.*	*Transparencia y buen gobierno* *una relación de alianza y confianza entre la policía y la ciudadanía y viceversa.* *Policía actúe de manera absolutamente transparente, en base a determinados*	*«pacífica convivencia de sus ciudadanos»* *libre ejercicio de sus derechos y libertades* *La ciudadanía exige* *Policía Municipal es una parte indisoluble de la ciudad y necesita de su*	*construir un nuevo e innovador modelo de Policía Municipal* *compromiso recogido en la Carta de Servicios.* *Proximidad Estratégica* *Incorporando la mediación policial*	*Policía actúe de manera absolutamente transparente, en base a determinados criterios y códigos éticos, (repeated)* *Tenga una actitud proactiva* *no solo ante hechos delictivos sino*

gestión preventiva y participativa de los problemas, con una corresponsabilidad activa de la ciudadanía como parte predominante en la resolución de los conflictos.	*criterios y códigos éticos,* *de nuevas herramientas tecnológicas o TIC's* • *Transparencia: en todas nuestras prácticas, convicciones y acciones.*	*ciudadanía* *políticas de seguridad basadas en aspectos preventivos y de convivencia* *, "Proteger el libre ejercicio de los derechos y libertades, garantizando la seguridad ciudadana, velando por la pacífica convivencia y*	*Próxima y mediadora con el ciudadano.* *to, un modelo de Policía Municipal de Proximidad Estratégica* *características sociales de Pamplona.* *establecen cinco líneas estratégicas básicas*	*que sea mediadora* *Relaciones internas, participación y clima laboral* *Perfil profesional, formación y cobertura de los puestos de trabajo* *Para ello son necesarias las personas que integran la Policía Municipal*
redes de colaboración entre la Policía Municipal y el tejido asociativo de la ciudad,	*Puesta en marcha de mecanismos de control del absentismo.*			
desde los vecinos hasta comerciantes y otros grupos de *interés.*	*Publicitar el Plan Estratégico. Comunicación en cada Área. Escasez de visibilidad de la Policía Municipal. WEB pobre, antigua, poco actualizada. No existe imagen de marca.*	*y, logrando con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos" valoración de la Policía Municipal,*	*Policía de Mediación y Convivencia Social* *-Innovación y Nuevas Tecnologías*	*Las relaciones internas, participación y clima laboral.* *Perfil profesional, formación*
Modelo de Policía y relaciones con la ciudadanía *es preciso trabajar conjuntamente con la ciudadanía de Pamplona (*	*credibilidad, confianza, cercanía, transparencia*	*primero por parte de la ciudadanía de Pamplona, segundo por las personas que integran la propia organización*	*organización moderna, eficaz y eficiente* *amplio margen de mejora, como son*	*e eficacia y eficiencia* *personas como en los diferentes equipo*
spira a construir de forma conjunta *entes sociales y con la totalidad de la ciudadanía de Pamplona*	*la policía actúe de manera absolutamente transparente, en base a determinados criterios y códigos éticos, desechando de forma*	*realidad de nuestra ciudad* *a las necesidades de la organización y a la demanda de nuestros ciudadanos,* *una gestión*	*cotas de eficacia, eficiencia y calidad en el servicio a la ciudadanía,* *el modelo EFQM de Excelencia Europea (European Foundation for Quality Management)*	*Integridad y honestidad: nos oponemos resueltamente a cualquier acto de corrupción, tratando a los ciudadanos con imparcialidad y neutralidad, absteniéndonos de cualquier tipo de discriminación,* *los códigos de conducta*

los miembros de la Organización como de	*contundente las actitudes de cierre corporativo*	*policial de la diversidad.)*	*sistema de gestión*	*deontológicos de policía.*
otras entidades que participan de la sociedad civil de nuestra ciudad.	*Plan de Comunicación, tanto de carácter interno*	*los ciudadanos manifiestan el deseo*	*Innovación y Nuevas Tecnologías*	*implicación de todos los miembros de la policía en el desarrollo de su actividad profesional, promoviendo la aportación de su ilusión e impulso*
Los participantes describen una atención al ciudadano no uniforme, y en ocasiones incorrecta	*como en las relaciones con la comunidad, para ello se debe contar con campañas de comunicación externa.*	*en asuntos de convivencia (COEXISTENCE), primando la actuación preventiva*	*son entes vivos y en pleno movimiento*	
olicía de barrio o de proximidad como nexo de unión con particulares, asociaciones, movimientos vecinales, otros organismos municipales, otros cuerpos de seguridad especializados, etc.	*ensibilizado con este objetivo. Campaña de comunicación externa*	*consonancia con las expectativas y las necesidades de nuestros grupos de interés*	*entorno de creatividad e innovación*	*órdenes que emanan de la sociedad pamplonesa a la que estamos subordinados*
			nuevos servicios o nuevos procesos detrabajo.	
	(Email, Facebook, Twitter, medios de comunicación, etc.)	*"Proteger el libre ejercicio de los derechos y libertades, garantizando la seguridad ciudadana*	*sempre disponible y cercano*	*Mesas para la mejora del clima. Prevención de riesgos laborales.*
Canales de información abiertos con los Grupos de Interés.	*Establecimiento de herramientas comunicativas con el objetivo de implementar una asociatividad real entre la ciudadanía y Policía Municipal*	*r la pacífica convivencia y protegiendo a las personas y sus bienes, de acuerdo con la Ley, logrando con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos".*	*su orientación preventiva, su cercanía, su agilidad Mediadora, orientada a la mejora de la convivencia dentro del marco y filosofía del modelo de Proximidad Estratégica*	*fuerzan cambios cualitativos en la manera de actuar de la policía, de prevenir y de contener el delito y la violencia y de reducir la inseguridad:*
s, y pueden participar del bien común que es la seguridad.	*11. Presencia de la Policía Municipal como organización en las redes sociales.*	*hacer que Pamplona sea un lugar con un ambiente seguro para vivir, trabajar y visita*	*creando para ello unidades de mediación (MEDIATION UNITS)de los conflictos que habitualmente se dan en la ciudad.*	*En definitiva, policías más democráticas y más eficientes.*
Dialogar en forma permanente con los habitantes	*La presencia de Policía Municipal en las redes socialesar*	*servicio público*	*especialmente visible en su*	*la participación, así como el clima laboral de la Policía Municipal de Pamplona,*

no hay mejor premisa que preguntar y obtener información precisa en cada momento.	*Se requiere de una aplicación (App) para el gobierno y gestión de todo el sistema.*	*de la Administración Local de Pamplona a disposición de la ciudadanía,*	*transformación en lo que muchos participantes denominaron como una "policía reactiva".*	*23 Formar y entrenar a los mandos en técnicas y metodologías de trabajo que fomenten el diálogo,*
previsto realizar de manera bianual encuestas de participación ciudadana, con el objetivo de testar a la opinión pública de la imagen y satisfacción con la		*una ciudad más segura y más justa,* *ciudadanos como un recurso propio,* *el desempeño eficaz del servicio público* *necesidades cambiantes de la ciudad de Pamplona y a aquellos aspectos que más preocupan a sus ciudadanos*	*retomarse el modelo que denominan como de "Policía de barrio o de proximidad", recuperando la confianza con los ciudadanos en base a su permanencia, visibilidad y cercanía.*	*exposición de dificultades, aportación de propuestas de mejora, así como su respuesta y seguimiento de las mismas potenciando una cultura de reflexión y evaluación*
La ciudadanía ya no se conforma con la mera existencia de los servicios públicos o con un funcionamiento de estos de forma básica y burocrática		*Próxima, entendiéndose en el aspecto más social y humano de la palabra. (*	*. Este nuevo enfoque, que está comprendido en el conjunto de las políticas públicas, conlleva grandes cambios en los objetivos de las instituciones,*	*Identificar y establecer los canales idóneos para conseguir una mayor comunicación y transmisión de mensajes*
r pautas por las cuales se dé una relación de alianza y confianza entre la policía y la ciudadanía y viceversa.		*Entendiendo las diferentes necesidades de los ciudadanos y las ciudadanas en función de una sociedad diversa como es la ciudad de Pamplona*	*al igual que en sus formas de organización y en los mecanismos a utilizar.* *lexibilidad y la variedad en las respuestas de la autoridad a las peticiones de los habitantes es el segundo imperativo*	*a formación necesaria para el correcto desempeño de las funciones asignadas y, finalmente* *supone un cambio en la forma de trabajo y las relaciones de las organizaciones policiales con la sociedad.*
a ciudadanía exige a las instituciones respuestas y soluciones dentro de los parámetros tanto		*on un estilo propio de marcado servicio a la sociedad* *• Respetuosa con el medio ambiente*	*a multiplicidad de las causas de la*	*no dando solo una respuesta reactiva.*

democráticos como participativos,		*(RESPECT WITH THE ENVIRONTMENT)con el fomento de políticas en la mejora de la salud y de la calidad ambiental de la ciudad*	*inseguridad.*	*Aumentar las acciones de prevención (proactividad) para aportar soluciones a los nuevos problemas.*
Se debe implicar a todos los miembros de la comunidad. Se debe conseguir una colaboración estrecha entre la policía y la comunidad local.		*al servicio de la ciudadanía de Pamplona*	*Atestados de tráfico, la Oficina de Denuncias, la Oficina de Atención a la Víctima, así como de la futura unidad de Policía Comunitaria.*	*Presencia proactiva.*
este modelo de policía busca lazos estrechos con la población		*derechos humanos y ociedad actual ha homologado la seguridad ciudadana con la calidad de vida, y si no hay seguridad ciudadana la calidad de vida no se sostiene.*	*políticas de calidad, como la publicación de la Carta de Servicios,*	*La prevención y el mantenimiento de la seguridad ciudadana.*
Establecer un lazo constante entre los servicios policiales y la ciudadanía, convirtiendo a estos últimos en aliados.			*Una "Carta de Servicios" es un documento público en el que una Administración se compromete públicamente a prestar un servicio de acuerdo*	*La formación básica, capacitación y reciclaje permanente de los miembros de la Policía Municipal de Pamplona y los servicios*
supone a las policías locales trabajar conjuntamente con todos los actores que forman parte de la ciudad,		*Se les identifica con labores de proximidad y servicio al ciudadano, consenso en torno a la necesidad de*	*"Proximidad Estratégica".*	*La Policía Municipal de Pamplona, es un cuerpo jerarquizado*
Aumento de las entrevistas a otros colectivos de la ciudad (asociaciones vecinales, colectivos de barrio, etc.		*y respeto a los derechos fundamentales. la seguridad debe ser abordada desde el punto de vista de sus habitantes, de aquellas situaciones que viven y que los afectan,*	*: Policía de mediación y de convivencia social. Como se ha presentado en la introducción del presente Plan Director, esto conforma una asociatividad entre la población y la organización policial*	*En las entrevistas del personal de policía se detectó que el sistema en ocasiones interfería la actividad del personal, siendo que se obviaban determinados avisos relativas a la participación interna,*
Mantenimiento				

de las entrevistas del proyecto "Policía de Enlace", reuniones con los colectivos descritos en dicho proyecto		*de todos los ciudadanos, inmigrantes incluidos; y desde el punto de vista tanto de las víctimas, como de los que transgreden las reglas.*	*Creación de grupos efectivos de trabajo con los representantes de los organismos locales (grupos sociales, asociaciones ciudadanas, asociaciones profesionales, etc.).*	*en el desarrollo de los puestos de trabajo, es necesario implantar un plan de formación específica*
Entrevistas y reuniones con los afectados por problemas de Convivencia. Implementar acciones en los casos de conflicto.		*para apreciar mejor sus expectativas es la primera tarea de la gobernabilidad*	*Creación de una Oficina Global de Atención a la Víctima (OAV) con la que se pretende ser un nexo de unión entre la víctima y aquellos estamentos u organizaciones relacionadas con este Grupo de Interés*	*habilidades en el ámbito competencial (habilidades sociales, comunicación, etc.).*
Participación en las reuniones de los Barrios y las diferentes asociaciones. Relación con otros servicios.		*iudadanía quiere verse satisfecha cuando utiliza los diferentes servicios municipales y no ver frustradas las expectativas que tiene depositadas en los mismos.*		*la participación de la plantilla en aquellas cuestiones que le competen, así como mejorar el clima laboral interno.*
Grupo Policia Comunitaria: transmitir todas aquellas necesidades e inquietudes de los vecinos (conductas incívicas, desperfectos en el barrio, propuestas de mejora..)		*logrando con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos".*	*Establecimiento de acciones relacionadas con Delitos de Odio. Establecer nexos con la gestión de la diversidad.*	*la confección de una encuesta específica y exclusiva de comunicación, siguiendo con la creación de grupos de trabajo transversales en*
como parte intrínseca de dotar a la ciudadanía de este espíritu participativo y de asunción de la		*convencimiento de que la seguridad no es sólo cosa de la policía, es cuestión básica.*	*Creación de un manual de procedimiento ante delitos de odio y otros procedimientos relacionados con lo anterior.*	*la organización en aspectos comunicativos como volver a activar los distintos equipos de mejora de los Procesos de PMP (participación e implicación).*
		• La mediación social: resolución de conflictos y	*- Establecimiento de pautas para la resolución de conflictos junto*	*Formación y*

seguridad de la ciudad como algo propio .		*reducción de la delincuencia mediante la renovación social.*	*con otros departamentos del Ayuntamiento*	*entrenamiento a los mandos en técnicas y metodologías de trabajo que fomenten el dialogo,*
necesaria la participación de los representantes sociales de las personas (sindicatos), momento en el cual podrían consensuar		*l objetivo de focalizar las demandas efectivas de seguridad, identificar los problemas y prever posibles soluciones,*	*organizaciones, como tales, son entes vivos y en pleno movimiento,*	*la exposición de dificultades, aportación de propuestas de mejora, potenciando con ello una cultura de reflexión y evaluación en la organización.*
ciudadana debe ampliarse también a la participación ciudadana: la comunidad y vecinos de Pamplona tie- nen el deber y el derecho de aportar soluciones a los problemas de la seguridad ciudada- *na.*		*mpartir y fomentar la educación vial en los diferentes ámbitos de la sociedad.*	*entorno de creatividad e innovación tanto en las personas como en los diferentes equipos que la componen.* *BRIGADA DE PROXIMIDAD. CREACIÓN DEL GRUPO DE POLICÍA DE PROXIMIDAD DEPENDIENTE DE LA BRIGADA DE PROXIMIDAD*	
lo más novedoso es que *incorpora la participación de los ciudadanos en la solución de sus problemas de seguridad*		*Introducir en las aulas, y posteriormente a nivel práctico, aquellas actitudes, comportamientos y valores que redunden en el fomento de la educación vial, el civismo y el buen uso de las redes sociales.*	*CREACIÓN DEL GRUPO DE POLICIA COMUNITARIA DEPENDIENTE DEL ÁREA DE PREVENCIÓN Y PROXIMIDAD*	*la participación de la plantilla en aquellas cuestiones que le compete así como mejorar el clima laboral interno.* *En el que se debe potenciar la policía de cercanía y proximidad al ciudadano. Fomentar una actitud proactiva de los policías.*
el ciudadano pasa a un primer plano, comoprotagonista fundamen- *tal en la construcción de su propia seguridad.*		*para prestar de esa manera un mejor servicio a la sociedad.* *Diseñar planes para prevenir comportamientos discriminatorios por razones de sexo,*	*ropias de la Policía Municipal, ejercerán prioritariamente las funciones propias de su Grupo, HE RESUELTO modificar la denominación del Grupo de Protección y Atención Social*	Descripción Formación a Policía Municipal para ofertar una atención especializada y personalizada a las *víctimas en los casos de violencia doméstica y de género*

promover y facilitar la corresponsabili-*dad de los ciudadanos en la formulación de dichas políticas,* la coope-ración de los servicios de seguridad con los ciudadanos y sus movimientos asociativos y, posibilitar un mayor acercamiento de la administración de la seguridad *pública a los ciudadanos.* *, permitiendo la participación ciudadana.* se ha-ce eco de las inquietudes de diversas organizaciones recogidas mediante distintos canales *como entrevistas periódicas y de las vecinales a través de otros medios.* de alguna manera, todos ellos puedan ser *partícipes de la seguridad que debe regir en la sociedad de Pamplona.*		*religión, raza, orientación sexual, etc.* • *Investigar e instruir los delitos de Odio. Orientar y asesorar a las víctimas de trato discriminatorio.* *sultados en los clientes&ciudadanía, resultados en las personas de la organización, resultados en la sociedad* *Policía Municipal como un servicio público del Ayuntamiento está obligado a seguir este camino en la consecución de la excelencia para la ciudadanía de Pamplona.* logrando *con ello una mejora en la calidad de vida y el bienestar social de los ciudadanos"* mantener la seguridad pública y la convivencia como un derecho y un ele-mento esencial en la calidad de vida de sus	*por el de GRUPO DE PROTECCIÓN A LA MUJER, AL MENOR Y AL MAYOR* *Equipo de Violencia de Género y Gestión de la Diversidad que depende del Grupo de Protección de la Mujer, del Menor y del Mayor.* *Grupo de Policía Comunitaria Grupo de nueva creación que servirá de enlace entre los colectivos del barrio y el concejal asignado a dicho barrio.* *analizan oportunidades de mejora de la calidad del servicio* *y ofrecer alternativas* *implicación de otras áreas municipales* *cambio y transformación y de concepto de Seguridad Ciudadana*	Formación y preparación Descripción Formación a agentes de Policía Municipal con el objetivo de ofertar una atención especializada y personalizada a las víctimas de colectivos desprotegidos: menores,*tercera edad, discapacitados* Descripción Formación a agentes de Policía Municipal con el objetivo de ofertar una atención *especializada y personalizada a las víctimas de delitos de odio*

contacto anual con los responsables de instituciones, centros, establecimientos y organizaciones para atender las *inquietudes de los mismos con referencia a la seguridad ciudadana.* aumentar los colectivos e instituciones con los que existe relación para su *implicación en temas de seguridad ciudadana* Potenciación del programa de Policía de Enlace actual hasta la creación del Grupo *de Policía Comunitaria, como un cauce más de participación ciudadana* importancia de colaborar en la seguridad *de su entorno: consejos de autoprotección para mayores, en el hogar, convivencia*		*ciudadanos.* sea un servicio público integrado en la sociedad a *la que sirve* *de servicio público, l* *- Prevención y mejora de la seguridad ciudadana* iluminación, conservación y limpieza de espacios públicos y vigilancia de dichos *lugares mediante el mantenimiento de cámaras de vídeo-vigilancia.* Descripción Incremento de los esfuerzos de las labores de limpieza y mantenimiento de los *espacios públicos* Ayuntamiento de Pamplona, estableciendo contactos con las Unidades de Barrio y con *el Servicio de Atención a Personas sin hogar, para valorar*		

Appendix 16. Examples of the process of analysis (9). Final classification of key concepts appeared in the total of documents analyzed, by topic related to the police model proposed in the theoretical framework. Pamplona

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1. CLASSIFICATION OF CONCEPTS OF DEMOCRACY AND DEMOCRATIC CONTROL (NUMBER OF TIMES: 47)

1. Citizen participation, participation management, democratic solutions and parameters, , permanent dialogue: (has the maximum weight)

2. Participation in the building of the common good, the diversity of opinions, ask, have information about what security is, meetings, surveys and interviews.

3. *close to this comes the idea of:* Co participation, co responsibility, active citizens, work together with the police and with interests groups. Co protagonists.

4. After that not hat far away, it comes the idea of. Community police as a way of participation in itself, trust alliance, permanent link, closes links. Community as union link, contact social network.

5. Open channels of communication, close the adm. to the citizens

6. Necessary participation of trade unions based on consensus

2. CLASSIFICATION OF CONCEPTS: TRANSPARENCY AND ACCOUNTABILITY (NUMBER OF TIMES: 16)

1. At the same level we can find to key aspects: New tics, new communicative tools, social networks.

2. Communication plan and strategy, campaign and publicity.

3. At the same level at the same weight, Ethical codes, ethical behaviors, not corporate behaviors
4. Transparency, and transparency and good government (almost the same weight than the other)

5. Police has to act totally transparent, transparency in practices convictions and actions, transparent way of doing.

6. Based trust relations with community and credibility

7. Closeness

3. CLASSIFICATION OF CONCEPTS: MODEL OF POLICE AND ORGANIZATION CHANGE (NUMBER OF TIMES: 48)

1. Management, efficiency, resolutive model, EFQM model, management system, charters of service, service to citizen

2.Very close, at the same level of this first aspect there is the idea of, Transformation, new model, innovative model, new units, new services, big changes on objectives

3.Strategic proximity

4.Police mediation, coexistence, mediation units, (all this points from 3-5) have the same weight

5.Closeness ,proximity to the citizens

6.Communitarian unit

7.Innovation and new technologies

8.Flexibility, movement, translatabilit**y**

4.CLASSIFICATION OF CONCEPTS. SOCIAL NEEDS, SOCIAL ASPECT OF SECURITY, WELL BEING QUALITY LIFE (TIMES:54)

1.the changing needs and worries, what citizens reclaim, needs of citizen, citizens demands, will and expectations.

.Improvement of Improvement of quality of life, security is quality of life, social well being of citizens, social well being, quality of life, good place to live, improve quality of life

3.Pacific coexistence, social coexistence, with the citizens. diversity

4.Public service, city fair and secure, integral public service, service to the citizens, better service to society,

5.Protect civil and social liberties, pacific exercise of civil liberties, no discrimination.

6.Proximity in its more human aspect

7.Security is more than police, is also illumination and cleaning of streets

8.Environmental friendly model

5. CLASSIFICATION OF CONCEPTS: POLICE CULTURE AND NEW POLICE OFFICERS (TIMES:41)

1.Improvement of internal relations, participation and involvement of police officers, they are needed

2.New education and training plan in different aspects, recycling of knowledge, specific training plan. New dialogue techniques, new abilities.

3. Mediation and preventive police officer, reflexive culture

4.Pro active attitude

5.Better communication

6. At the same level- Efficacy and efficiency
-Integrity , honesty, neutrality, deantology

(all of the ones coming now have the same weight)

7.Change the way of work,

8.Police acts in transparency.

9. No discriminatory

10.Orders come from society

11.More democratic

12.Hierarchical body

13.New relations police society

Appendix 17. Examples of the process of analysis (10). First provisional targeting of fragments from a piece of interview. Example of Dolors Sabater Badalona

"*(...) TRANSCRIPTION- DOLORS SABATER- SECURITY COUNCILOR BADALONA-*
DATE OF INTERVIEW: 29/09/2017

1.Per que el nou model ?

HI ha dos coses basicament , un te a veure amb el mandat anterior al nostre . Venim en qutre anys de mandat en que el , qui ha governat es el partit popular amb la cara mes ferotje del neo-liberalisme del partit popualr posada en una ciutat mitjana de la area metroploitna com la de Badalona tenint en compte que l'alcalde i els seus regidors, però sobreott l'alcalde han aconseguit a...aquest poder no? El fet de ser votats majoritariament per poder tenir l'alcaldia i governar gracies a un discurs ah... molt xenofob un discurs que ha enfrontat veïns i veines, que son de classe trebalaldora o de classe socvial precaria i que per tant son victimes d les politiques neoliberals del partit popular, *(XENOPHOB DISCOURSE THAT HAS CREATED PROBLEMS OF CO EXISTENCE) (BACKGROUND AND IMPLEMENTATION) / SOCIAL PROBLEMS*

per tant ell ha vengut el populisme i ha fe tuna campanya molt populiista i ha aconsegut que les mateixes persones dels barris depresos de la ciutat entre elles no es vegin entre iguals , shagi

culpat als immigrants de la crisi i de les desigualtats i de les consequncies que ...(BLAMING THE IMMIGRANTS FOR THE CRISIS AND INEQUALITIES) (BACKGROUND)

ja se que ho he fet molt llarg perdona .. recoplio i t'ho faig mes curt, val? Veniem d'un mandat en que hi ha un us de la seguretat tant a nivell de propaganda política com de utilitzacio política gravissim(US OF SECURITY PROPAGANDA AS POLITICAL USE VERY GRAVE) (BACKGROUND REASON POLICE CHANGE)

, el partit popular el mandat del senyor albiol va fer servir la policia i el concpete de seguretat , ho va isntrumentalitzar totalment per exscutar la persecucio cap a ...a.. persones per el seu origen basicament ,(USE OF THE POLICE AND THE CONCEPT OF SECURITY, INSTRUMENTAL TO PERSECUTE PEOPLE FOR ITS ORIGENS) (BACKGROUND SOCIAL IMPLEMENTATION)

tant per fer aquesta discriminaico el fet de poder fer, posa la GU al servei d'aquests objectius no? la dreta sempre fa un us de la seguretat molt politizat no? (PUT THE POLICE IN THE SERVICE OF THIS OBJECTIVES, THE RIGTH ALWAYS USING SECURITY AND VERY POLITIZAIZED)

Intenta justificar que eh.. amb la por a la seguretat hem de justicar mesures que moltes vegades que no son democratiques o que son de persecucio de drets. (SECURITY JUSTIFY MEASURES THAT MANY TIMES ARE NOT DEMOCRATIC PERSECUTING RIGTHS) (BACK GRODUN SOCIAL PROBLEMS IMPLEMENTATION)

Per tant veniem d'aquest model no? I nosaltres voliem dona run tomb molt important , (WE WANT TO GIVE A TOTAL ROUND TO THIS) (POLITICAL WILL IMPLEMENTATION) / DEEP CHANGE WANTED)

aquí aquests model a badalona , podriem posar dos exemples que son els que la gent te mes present... o tres.Un es el fet que es fan intervencons irregulars sense ordre judicial , amb molt rigor contra comerços regentats per persones immigrades es xapen pisos per que no siguin ocupats amb la GU donant suport en aquestes accions sense que hi hagi informe tecnic, etx

(IRREGULAR INTERVENTIONS WITOUT JUDICIAL ORDER HARD AGAINTS BOTIQUES FROM IMMIGRANTS, OR VERY ZELE TO CLOSE FLATS FROM IMMIGATNS CHECKING

ANY IRREGULARITY AND WITH THE LOCAL POLICE SUPPORTING THIS ACTIONS WITH A TECHNIQUE REPORT ETC) (BACKGROUND . SOCIAL PROBLEMS)

etc o sigui es donen una serie de actuacionsque han sortit inclus a la premsa molt de xerif no? l'altre es que creen una unitat anti .. anti disturbis quan als municipis no la necessitem formen els anti avalots amb uns conceptes es doten amb una mesura totalment per sobre de les necessiatts de la ciutat . 4:49. (POLICE ACTIONS VERY SHERIF STYLE, THE ANTI RIOT UNIT MAKES NO SENSE IN THE NECESSITI OF THE CITY) (THE OLD MODEL, THE OLD STYLE)

i aqueste sunitats son alhora unitats que perpetren almenys alguns episodis dubtosos .(ANTI RIOT UNIT WITH EPISODED VERY DOUBTFUL AT LEAST)(POLICE BRUTALITY)

La tercera es que en tots els mecanismes de concurs de personal o hi ha opsisicons hi ha molts processos selectius que estan sota ombre de dubte , que s'ha colocat gent i tot això... llavors .. (ANOTHER EXAMPLE IS THAT MANY POLICE OFFICER WERE PUTTED THERE BY SELECTIVE PROCESS UNDER SHADOW) (CORRUPTION) (...)"

Appendix 18. Examples of the process of analysis (11). Classification of concepts from all the interviews, according the background and different components in relation the police model proposed in the theoretical framework. Badalona

Background concepts	**What the model is about concepts**	**Democracy concepts**	**Social needs concepts**	**Social change concepts**
"Neoliberal time"	"social justice, political control"	"empowerment if citizens"	"model adapted the needs of people"	"change total the model"
"xenophobic attitudes"	"change police change the behavior of people"	"participation is very important	"a model based on social justice"	"a total transformation"
"political use"		"active participation"	"the citizen as a priority"	"transform inequalities"
"politicization of the police force, political use"	"security is urbanism, social justice, transformation"	"democratic government"	"the citizen at the center"	"we need to change the model"
"obscure		"democratic control"	"involvement of citizens to give	"we have to change the model"

episodes related the local police"	"we want more than proximity"	"more democracy"	solutions"	"
"corruption related tot the selection of new police officers"	"A model that hears"	"create spaces of citizen participation"	"the demands and their sensibilities"	
	" a model based on pacifist theory"	"citizens are co responsible for security"	"worries of citizens have to be channeled "	
"proximity and reaction" (opposition, Miguel jurado)	"a plan to manage conflict"	"ask people what is security for them"	"be careful on xenophobic attitudes"	
"Police is police" (Opposition Miguel jurado)	"preventive and proximity"	"what citizen think"	"the worries have to be solved"	
	"more transparency mechanism"		"equal access of citizens to security"	
"the special unit of the police was good"		"process of information and participation"	"respecting human rights and basic civil rights"	
	"active model, pro activity"			
"we were not racist" (Opposition Miguel Jurado)	"proximity and service culture"	"demands of citizens and their sensibilities"	"protect minorities"	
	"a proactive model"	"police needs more democratic control"	"more women" "feminist perspectives"	
"The anti riot unit was a good unit" (PSU trade union)	"the model is always political"	"involvement of citizens"	"equal access to security"	
"police night problems" (PSU Trade union)	"based on the demands of the people"	"the demands of citizens basic for this model"	"fight environmental crime"	
			"work for social cohesion"	
"incisive of young people" (Psu Trade union)	"prevention and proximity"	"this model is citizen oriented"	"everyone had the right to be secure"	
	"Give a public service"	"the important tis who produces security"	"inter-cultural work"	
"Uniformity and repression"	"the former model was unsustainable"	"transparency is a progressive thing"	"a gender perspective on security"	
			"we need to know the needs of the people"	
	"was a reactive	"self management	"educative model"	

"bad treatment of people" "it was not a model based on proximity" "not participation not citizen consultation" "there was economic pluses for some of them" "repressive perspective on security" "dress code, uniformed special units of the police" "visualization of force" "internal problems of cohesion" "	model" "model was dominated by the upper classes" "this model is what citizens says" "coexistence respect in diversity" "direct the resources to security" "the ideology is important" "security is not a patrimony of the Right" "	and empowerment" "security and participation goes together" "citizen participation and democratic control" "the participation process about security models" "the worries that citizens have detected" "meeting with the civil society" "we need to control the behaviors of the police officers" "proximity and participation" "have contact with citizens" "establish new mechanism of participation" "active participation I need it" "self-participation" "people make security something from then"	"spaces of coexistence" "security is the tool not the objective" "police is to serve the citizens" "security depends on all of us" "women participation on security" "women feminists value son police" "is about well being" "improved the illumination of some streets" "about rubbish, about need to centralize their demands"	

		"we need more informal spaces of participation" "the council of security is a formal mechanism" "the question is how to open participation" "have citizens producing security" "were interviewing different women" "spaces of participation council" "broad spaces of participation" "there has been direct contact between mayor and the police officers" "associations have to participate" "ethical committees to review police behavior"		