

# **New trends in governance in emergencies and Civil Protection**

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**José Julián Isturitz**

Emergency Medical Managing Director of the Generalitat de  
Catalunya. Spain.  
[www.sem.es](http://www.sem.es)

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## **1. Presentation**

Civil Protection as a subject-matter has developed significantly over the last twenty years, since the Spanish Parliament passed Law 2/1985, of January 21<sup>st</sup>, on Civil Protection.

During this time, society, the state administrative structure and the demands the State makes of public services have all changed, as citizens are becoming more assertive and demand more of the existing services, as well as alternative services, and improved service quality. Consequently, Civil Protection has had to adapt, diversifying into areas that were not originally envisaged when the Law was passed.

This text is intended to compile and reflect upon the evolution and trends in Civil Protection in Spain and to set out some of the system's main virtues and faults, reflecting the current tendencies in this type of public service.

We also aim to reflect on the degree to which this evolution affects public safety, in which Civil Protection plays an integral part; we will examine the interesting field of management models, as well as new tendencies and possibilities offered by the current legal framework in Spain that has already been tried and tested in other areas of public services, such as emergency pre-hospital treatment.

## **2. Past evolution**

The evolution of the concept of Civil Protection has traditionally been limited to those exceptional situations related to catastrophes. Up until the 1980s, the concept of Civil Protection covered only a set of actions of a completely exceptional nature, most of whose staff were actually

employed elsewhere, and whose activities were really just to provide a small-scale response unit in case of catastrophes.

This period was characterised by the resources at Civil Protection's disposal, which were only operational when a catastrophe occurred. At other times, it was necessary only to keep the resources theoretically functional.

However, we started to realise that something not normally in use and only used as required on an occasional, unpredictable basis, constituted an expensive, inefficient system that might not even work when called upon to do so. Thus, the idea of such a limited service started to be questioned.

A general feeling that *something that isn't used every day won't work in an exceptional situation* started to take hold.

In 1985, the Civil Protection Law limited this subject-matter, at least theoretically, to situations of serious risk, catastrophes and public disasters.

This Law was affected, five years later, by a singular ruling of the Spanish Constitutional Court, which effectively redistributed responsibilities in the field of Civil Protection. As a result of the prevailing uncertainty of the period, many Spanish Autonomous Communities, or regions, did not advance in this field as it did not entail any transfers of human, material or economic resources to the regions. Other regions waited to see how the situation would pan out.

The Law was born with some practical inconsistencies, and there was a generalised ongoing sense that it was not and would not be applied.

Subsequently, the Basic Regulation of Civil Protection, passed in 1992, brought us into our current situation, redistributing responsibilities and allowing all regional authorities to play an active part.

At the same time, and as we shall see, Civil Protection policy is part of Public Safety and Security and in Spain, this is a recent and controversial situation as some people consider it to be the exclusive responsibility of the State, and that it is therefore either “not my job” or “not yet my job”.

In practice, from 1985 to 1992, those movements that took place in Spain in the field of Civil Protection were faltering and obstacle-ridden.

It has been from 1992 onwards that we have been able to state that, with the exception of some Spanish regions, such as the Basque Country or Catalonia, that have been responsible for this field for many years, a new dynamic in Civil Protection has been observed, at least in the general, Spain-wide sense.

During this time, the National Civil Protection Commission has been operative. The General State Administration and Regional Governments participate in this instrument, which has acted as a real catalyst, integrating many facets of this field.

However, the importance and suitability of this instrument should be underlined, despite the fact that it took almost a decade to set up, while, for example, the Safety Policy Commission, included in the Spanish Organic Law of Security Forces and Bodies of 1986 was set up 19 years later (28<sup>th</sup> February, 2005). This gives us an idea of the complexity involved in tackling safety and security policy from a practical perspective.

On the other hand, the concept itself is undergoing constant change as the limitations that the Law imposed on certain exceptional situations have, in practice, been surpassed. Practically all those mechanisms that respond to emergency situations, be they extraordinary or ordinary, are now called Civil Protection. Thus, the circumstances and needs of the population are broadening this approach towards a more integral concept aimed both at the market and its customers, instead of at the service itself.

Thus, a new concept is emerging, one of *attending emergencies*, a term which was originally coined in the Basque Country, and which has then been taken on board by other Spanish regions, including Catalonia and the Canary Islands, as well as the General State Administration, as the General Direction of Civil Protection is now also known as General Direction of Civil Protection and Emergencies as per the most recent changes put into place by the Government in 2004.

As we can see, our starting point is a complex field, with extremely significant social and political connotations, and in which the different Public Administrations do not feel it to be their responsibility, rather that it is the responsibility of the State, in which there is an inherent inconsistency between the theory of the Law and reality, and where legal and jurisdictional aspects made things even more complicated.

In any case, the appearance of the 112 emergency number in 1997 marked a turning point in the field, given that the General State Administration determined that the responsibility for the service would like in the hands of the Regional Governments. Consequently, many regions had to undertake, despite some initial doubts, a new task which, in practice, would constitute a new step forward in safety and security policy itself.

### **3. Civil Protection Perimeter**

In order to be able to analyse the new trends in Civil Protection effectively, we first need to clarify the structural and operational limits in this field and understand, at least to a degree, its scope, as well as the different contexts that enable us appropriately to situate the concept, the field and the services.

In this section, and with a view to being able to improve our understanding of the real current situation, we shall integrate concepts, not limiting ourselves to legal aspects, but rather trying to establish a balanced integration, including operations sections and the day-to-day reality.

In order to try to reach an overall understanding, we should distinguish between subject-matter and services.

In the first instance, the subject-matter of Civil Protection is defined in the Civil Protection Law as situations of serious risk, catastrophe and public disaster.

Nevertheless, the current Civil Protection services, also known as emergency attention, draw together a wide range of activities within the area of public safety, including the following sectors:

- Civil Protection, which includes situations considered exceptional emergencies and defined as a serious risk, catastrophe or public disaster.
- These incidents present a clear disproportion between needs and means available, i.e. the situation will have caused so much damage to people, goods or public property that more

resources than are normally used to resolve emergency situations are needed. In such cases, it is generally necessary to source further resources from other Regions and sometimes even from other States.

Within this type of situation we could principally name natural catastrophes, such as torrential rainfall, earthquakes and flooding, among others.

- Multiple Victim Accidents, which include situations considered as exceptional emergencies, but that are not as serious as those considered to be a serious risk, catastrophe or public disaster.

These incidents normally result in more than ten victims, but they differ from the previous category in that they are not considered to be catastrophic, as the means available are sufficient to resolve the unexpected emergency situation.

- Ordinary emergencies, which include daily incidents that occur in the course of ordinary life, such as car accidents, explosions or fires, etc.

These are situations in which the means available are sufficient to resolve the incident.

Today, the concept of Civil Protection and Emergency Attention includes dealing with all three types of incidents mentioned, so we should consider that they constitute the Civil Protection perimeter.

Civil Protection is therefore a body that both plans and lends services, as well as coordinating the different agents that intervene in emergencies, and it is firmly embedded in the concept of public safety and security as one more component of a larger whole.

#### **4. The contribution of ordinary emergencies to extraordinary emergencies**

As of the beginning of the nineties, new tendencies have emerged as it became clear that a change was needed. This idea gave rise to real crises in the conventional Civil Protection services, which were conceived of exclusively as a mechanism to be called upon only in cases of exceptional emergency.

In short, it is important to understand that ordinary emergencies enable us to resolve extraordinary emergencies, or, in other words, if we are well-prepared to respond appropriately to the needs of ordinary emergencies, we will be better prepared to cope with extraordinary emergency situations.

Indeed, most modern services follow this pattern, adopting the idea of dealing with emergencies as a complement to Civil Protection. The most advanced services in this sense are those of Catalonia, the Basque Country, and the Canary Islands, followed by Galicia, Valencia and Andalusia.

We should therefore differentiate between extraordinary emergency situations, multiple victim accidents and ordinary emergencies. This classification is based on the following parameters:

- a) Area affected by the incident.
- b) Means required to deal with the situation.
- c) Response capacity of existing public safety and security systems.

Thus, a specific incident produces a situation that may be considered in different ways, according to how the different variables given

above are applied. The same incident, occurring in different geographical areas, may produce different levels of damage. It may even be the case that, despite producing the same level of damage, the emergency system's capacity to resolve the situation may vary from one place to another.

By means of illustration, we will cite the terrorist attack in Madrid on March 11<sup>th</sup>, 2004, in which nearly two hundred people were killed and over a thousand, injured.

Incidents with similar, or even lower, numbers of victims to that of the Madrid attack, have been considered as catastrophic in other places, while in this case, the incident was satisfactorily dealt with by the safety, security and emergency services in Madrid.

### **5. The pillars needed to resolve emergency situations**

In order to analyse in more depth and clarify the exact nature of the pillars that make an emergency system more efficient, we will examine the example of the terrorist attack of March 11<sup>th</sup>, 2004, as well as the existing situation in the emergency system. This will enable us to analyse the tendencies in emergency services and draw similarities with other experiences.

We can say that this incident was resolved quickly, efficiently and effectively by the public safety and security services. There is always room for improvement, but the efficiency demonstrated during this incident was no coincidence. The response was not the fruit of chance, but rather was the result of a number of factors, developed over the last fifteen years that have made public opinion and social and political collectives more aware of the need to have a real emergency system.

The factors that have facilitated this effective result are listed below:

- a) The existence of a single telephone number providing easy access to the system.
- b) The existence of a tried and tested mechanism for attending health emergencies.
- c) The existence of trained fire fighting and police services.
- d) The existence of multiple victim accident emergency and organisation plans.
- e) A system that had been tried and tested in everyday situations.

Despite what one might think, this has not always been the case. In 1988, the city of Madrid had no efficient emergency system. Fire-fighters, police services and ambulances attended emergency services on a one-off, un-coordinated basis, and on occasions ambulances from three different organisations turned up at the same incident, and response times were well over fifteen minutes.

At the end of the nineteen eighties, as a result of a series of poorly attended emergency health incidents, the so-called April report, which endeavoured to analyse the health authority situation in Spain, made particular mention of the problems encountered in emergency health care, and concluded that there was a real problem in this area that needed to be addressed urgently. Thus, the need to establish response isochrones, as well as setting up a duly co-ordinated emergency medical service, was pinpointed.

This gave rise to the first urgent pre-hospital attention services accessed through the 061 (zero, six, one) telephone number in Barcelona and the Balearic Islands, although the 061 service in the

capital city of Madrid enjoyed far greater media repercussion. This was when the objective of attending 80% of the population in less than fifteen minutes was set, thereby improving both response times and resource co-ordination.

The Madrid city 061 number was based on a re-conversion of the Special Emergency Service (*SEU*, in Spanish), part of the National Health Institute (*Insalud*, in Spanish) that was already in existence in a number of Spanish cities, and whose function was to carry out emergency home visits to the ill.

Thus, a new service was set up, using ambulances with basic and advanced life support equipment, which brought about a major improvement in the service and, as always occurs in public service management, was also accompanied by an increase in demand.

But the 061 service in Madrid left a *gap* in the emergency *market* as its work was almost exclusively limited to home calls in cases of serious illness. Consequently, urban emergencies were left practically unattended, and it was this *niche* that the *SAMUR* service was set up by Madrid City Council in the early nineties came to cover.

From then on, and particularly towards the end of the nineties, the expansion of the emergency services in Madrid was particularly significant. So much so that the 112 service was set up in January 1998, run by a public enterprise called Madrid 112.

After the appearance of the 061 service and the *SAMUR*, which mainly covered the city of Madrid, the Emergency Services of the Region of Madrid (*SERCAM*, in Spanish) were created also to lend emergency health care. This service had basic and advanced life support ambulances, as well as helicopters, all of which were under

the auspices of the Community's Fire Brigade. Subsequently, *SERCAM* 112 was transformed into the current *SUMMA* 112 service.

As we can see, the emergency pre-hospital attention system underwent a number of transformations, particularly during the nineteen nineties, with each organisation looking to offer a particular range of activities and to define its role in its geographical area.

These transformations have made the resolving of emergency situations much more dynamic, not just from the point of view of health services, but also by raising the profile of the System as a whole, involving the other participating agents, such as the police, the fire-fighters and Civil Protection, thus paving the way for an improvement in the service, drawing up contingency plans and joint operational plans.

It is clear to see that since that time, the five pillars that we have mentioned and that identify a public safety and security organisation as a System have progressively been put in place:

- a) A telephone number giving easy access to the System. At the beginning of 1998, the 112 service was introduced in Madrid and, although it was initially a service that just sent the necessary service out to deal with incidents, it has gradually been increasingly used as a regulatory centre.
- b) The existence of a tried and tested mechanism to attend health emergencies. At the end of the 80s and in the early 90s, the 061 service was set up in the capital city of Madrid, as well as the *SAMUR*, and subsequently the *SERCAM*, this latter later becoming the *SUMMA*.

- c) The existence of a service of trained fire-fighters and police agents, whose equipment and organisation improved as a result of their integration in the System.
- d) The existence of emergency and organisation plans to respond to multiple victim accidents which were put in place from the mid-nineties onwards.
- e) A system that had been *tested* through everyday use. This is the key to success as all those who intervene in the System work together in a coordinated fashion.

As we can see, the key to success in resolving emergency incidents lies in the fact that all the agents involved work together as part of a System, and that the System itself has been sufficiently tested, and is in use on a daily basis.

Thus, we should avoid at all costs those actions, equipment and training designed only for one-off situations that only occur in exceptional circumstances, as in this type of case, lack of use will prevent the equipment from responding efficiently and effectively.

We must therefore resolve ordinary emergency situations, creating intervention and attention services for daily incidents, and guarantee that we can efficiently resolve ordinary emergency situations, in order subsequently to be able to foment the scaling-up of our services, using their knowledge and services and undertaking specific targeted activities in order to be able to tackle extraordinary emergency situations.

## **6. New management formulae**

Civil Protection and Emergency Attention services, despite the significant progress made in recent years, have not yet addressed the importance of having a management model suited to the lending of these services. Thus, these services tend to be managed traditionally by the different Public Administrations, and are therefore considered more as a *centre of expenditure* than as a management body.

Currently, some new models already in use in other areas of the Public Administration for this type of service are being experimented with, but these experiments are somewhat ill-defined and are still the exception to the rule. By the end of this decade we need to be able to lend these services through new management formulae that have already been put into place principally in the health sector, and specifically in the management of health emergencies.

Moreover, budget management must be carried out not just from the point of view of expenditure, but also bearing in mind the *income* that the service itself can generate. It is an inescapable fact that, with imagination and initiative, these types of activities for citizens generate economic resources that can be used to finance them. These resources include charging insurance companies, including mutual insurance companies covering accidents, subsidies and sponsorship, among others.

Public sector companies have been considered a tool used by the Administration to manage specific services or products aimed at users or clients. Nevertheless, the use of this type of commercial company has been seen mainly in the health sector, from the early eighties onwards.

In the field of health emergency management, the first initiatives in Spain were taken in setting up the 061 service in Barcelona, and the *Sistema d'Emergències Mèdiques de Catalunya S.A.*, an organisation that depended on the Regional Government (*Generalitat*), and which started by assuming responsibility for transport between hospitals in Catalonia. Subsequently, the *Empresa Pública de Emergències Sanitàries* was set up in Andalusia and the Emergency Health Centre 061 was created in the Canary Islands, among other initiatives.

At the same time, the *Public Foundation* has also been tried out as a management formula. In general terms, this model is also subject to private law but is very similar to public sector companies. A draft Law on Public Foundations is currently going through the necessary procedures to become law, and this will clearly define how this type of enterprise actually works.

New management formulae exist today that have already been put in place by the General State Administration in services such as the Post Office (*Correos*), the public railway system (*RENFE*) and many others, using a new organisational set-up known as a Public Business Body (*Entidad Pública Empresaria*), which is subject to private law but which has public administrative functions.

### **Public Business Bodies**

Public Business Bodies are public entities that may be extremely suitable for managing these types of services, if we take into consideration the following characteristics and circumstances:

1. There is an existing legal framework that contemplates this kind of body in the Law of the Organisation and running of the General State Administration and the Law for local government modernisation.

2. The General State Administration has been using this formula over recent years with considerable success, and other parts of the Administration can also do the same.
3. It is an instrument for the provision of public services within a direct management system.
4. It can exercise administrative power and public authority.
5. It is generally subject to private law, with some exceptions.
6. Industrial relations are governed by labour law, which enables remuneration to be aligned to results.
7. Employment conditions are governed by the Law of Public Administration Employment, which is subject to the principles of officially, public regulated access exams.
8. In terms of management, this formula is more flexible and it is therefore more suited to the needs of safety and security services.
9. Income may be generated by levies or by invoicing services.

#### Public enterprises

All public limited companies (*sociedades anónimas*, in Spanish) in which the Public Administration holds 51% or more of the shares are considered to be Public Enterprises. The remaining 49% can therefore be in the hands of the private sector or the public sector. The capital represented by the Public Administration holding may be provided from one or more particular part(s) of the Public Administration.

## Characteristics

The main characteristics of public enterprises are listed below:

- They are commercial companies, incorporated as public limited companies (*sociedades anónimas*).
- They cannot carry out Public Administration functions.
- They are subject to private law, and fundamentally to the Law of Public Limited Companies (*Sociedades Anónimas*).
- Industrial relations are subject to the Spanish Workers' Statute.
- They are affected by the Law of Public Administration Employment in that they are obliged to select their employees by open public access exams.
- Their budget is included in a Programme of Activities, Investments and Finance, approved by the Spanish Parliament.
- They may invoice the services they provide.
- In some aspects, they are considered to be part of the Public Sector. One such area is the application of the Law covering Professional Incompatibilities.

## **Value of these management formulae**

The advantages of these types of instruments are mainly based on the following values:

### Adaptability

Management systems can be extremely adaptable in order to accommodate the needs of the particular sector in which services are provided, in both socioeconomic and market terms. The fact that they are subject to private law enhances their capacity to make decisions and employ staff quickly as well as allowing them to easily maintain a range of different products,

### Human Resources

This formula enables the company not only to conceive of, but also to put in place, a results-oriented team that is motivated and works to incentives, thus facilitating a value-driven management style.

It also enables teams to be put together quickly to work on a specific task, and then subsequently to be dissolved and replaced by a different one.

### Client Focus

Finished products have a general target, *the client*, with supply depending on demand; demand is therefore constantly being analysed and assessed.

The above-mentioned values allow the company to be well-placed to consider the client's needs as a whole and provide a personalised service.

### General Conception

This management formula enables the company to maintain a corporate culture that is based on cost-profit analyses, in which some services are contracted out, while keeping the basic core services on an internal basis.

### Management model

The organisation lends its services mainly on the bases of contracting out, so it has a minimum amount of material and human resources.

Consequently, the organisation is basically centred on one or more *brand images*, with a set of *bought services*, endowed with *added value* and producing an end product that is clearly different from the mere sum of its component parts, which is then *sold* to the end customer.

### Client satisfaction:

One of the most important tasks carried out by the organisation is that of ensuring client satisfaction. To this end, efforts must be concentrated on the following areas:

- Scientific and technical capacity: the best possible material resources need to be ensured to carry out the work, and constant efforts must be made to maintain cutting edge products in the market.
- Accreditation of professional experts and services: we are currently obtaining accreditation for the services provided, as well as for the staff that offer them. To date, this practice has basically been carried out in the realm of the coordination of health services in emergency situations, but it is now being applied on a broader basis to the other areas of activity.
- Perceived quality: satisfaction surveys are carried out periodically, in an attempt to discover the levels of perceived satisfaction of the clients, as well as to make good use of the *every defect is a treasure* approach, which offers us scope for improvement.

## **7. Integral Safety and Security plans**

In the field of public safety and security, emergency plans have been put in place, and in the upcoming years we will see a major expansion in contingency options, but in terms of public safety, i.e. from a global

perspective and in Spanish, when we talk about *seguridad*, we are generally referring to the integration of two concepts that, in English, are clearly differentiated between: *security* and *safety*. Security is the area of security protection from the point of view of citizen's security, while safety refers to emergency attention and Civil Protection, or, to put it in other words, security of goods and property, and personal safety.

In Spain, this differentiation tends to be viewed as a new concept of *security and emergencies* and, in some scenarios, as *protection and safety*. In any case, the term *Plan de Seguridad* is an ambiguous name in itself, and one that currently does not clearly define its content, as it could apply to different aspects of integral safety and security.

The current tendency is towards general *Integral Safety and Security Plans*, i.e. plans that propose a global solution to citizens' demands covering the protection of people, goods and public property. We should shy away from describing as *integral* those plans that do not comply with this condition of overall protection, as this is a common way of making plans that are not actually integral sound better.

This issue really arose along with the very concept of public safety as a service, although the term *public* leads us mistakenly to exclude those activities regulated by the private security sector, which should also be included in the global concept of public safety and security.

The setting up of new fields in safety and security, such as road safety, protection from industrial industries, port safety and security, and others, is making this concept increasingly integral in nature. We are therefore witnessing a new concept of risk management, a type of Integral safety and security, which includes the following planning instruments:

- Security Plan for Installations.

- Corporate Protection Plan
- Contingency Plan for buildings
- Interior and Exterior emergency Plan
- Prevention of industrial injuries Plan
- Crisis Plan
- Road Safety Plan

Terms such as evacuation plan, Civil Protection plan, building closure plans, and others are also used, and should be considered as part of the above-mentioned plans as they are more general.

As we can see, we are talking about a set of plans that tackle the different risks existing in a specific field, which may be geographical, or related to the activity of installations, a business or an organisation.

### **Safety and security as a whole. Local experience.**

Under the current legal framework and existing responsibilities, safety and security must be considered in an integral, integrated fashion, as a set of elements that will work as a duly catalysed System with synergies in place.

We will analyse the situation on a municipal level, the closest to the citizens, which is where these types of services are best perceived.

From a local perspective, there are two major types of risks to be found for which local councils are clearly responsible:

- Those related to citizen's safety, which are currently closer to a subjective perception of the problem than an objective one. Drug- and immigration-related issues give rise to a sense of insecurity.

- Those related to emergencies and situations of serious risk, of which technological risks are the most probable, together with those caused by nature, particularly torrential rain, drought and heavy snowfalls.

For this reason, now is the time to act to protect people's lives and public property, through public, user-friendly policies that are directed and monitored by the administrative authorities, as this has proved to be the most efficient option in these types of actions.

Now is the time, therefore, to act in the field of safety and security and assume a leadership role to ensure that, as well as *being safe and secure*, we also *feel safe and secure*.

### **Our Mission**

Within the framework of the Integral Plan for Public Safety and Security, we need to set up a Public Safety and Security System. Although this is a recent concept, the system is composed of the search for synergies and coordinated common actions shared by the different services and units already in existence, in order to give a common response to similar problems.

The main services affected are listed below:

1. The Police Service. Understood as a capable police force, working in collaboration with the public and achieved thanks to the improvement, reinforcement and reform of the current Police Forces.
2. Civil Protection Service. Understood as the set of human teams whose tasks must be clearly defined, working to support the professional services, and representing the driving force behind the emergency plan.

3. Beach Surveillance and Rescue Service. In coastal areas, this service forms an integral part of the System, and is therefore considered as part of the safety and security domain.
4. Those units in charge of classified activities, and particularly those who work in public events, in order to ensure the maximum possible levels of safety and security at events with mass attendance.
5. Other services that might have to perform within the System in cases of multiple victim accidents, serious risk, catastrophe or public disaster.

## **Objectives**

This Mission will have the following general objectives:

1. To ensure that citizens feel *safe, secure and calm*.
2. To export an image of *public space* with guaranteed safety and security.
3. To ensure that safety and security constitute a *Value* for citizens.
4. To achieve a high level of *safety and security culture* within the population.

In short, to create a space of wellbeing and peace, in which citizens identify their Public Administration as the guarantor of this Value.

## **Parties involved**

Although the parties involved in these types of policies are, in fact, all citizens and visitors, we will pay special attention to the following groups, in so far as they will be the main agents of the voice of safety

- a) The workers of the Administration's services themselves, who will need awareness-raising and training as to their behaviour in case of specific events.
- b) The professionals directly involved in safety and security, such as police officers, lifeguards, Civil Protection personnel, etc., who must be given a role in the process of change.
- c) Neighbourhood and consumer associations, whom we need to engage in an active policy to integrate them into the conception of the System.
- d) Business and establishment managers, who need to be involved in the raising of awareness and the move towards a culture of safety, security and contingency plans.

### **Framework strategies and actions:**

In order to achieve all of this, we must act by means of a range of planning strategies, developed through framework programmes and actions.

We would cite here some of the main strategies of the Integral Safety and Security Plan:

Strategy 1: Scientific diagnosis of the initial situation:

- a) To carry out an initial diagnosis of the criminal element by means of a scientific, rigorous study of the real situation on the ground.
- b) To carry out a study of the perception of safety and security that citizens claim to have, and look at the relevant causes and circumstances.
- c) To maintain an observatory to assess the efficiency of the System and propose permanent improvement measures.

Strategy 2: Towards an improvement in citizen safety

- a) Initial diagnosis of the working and social atmosphere, as well as the recognition and sense of belonging found in the police service.
- b) Implantation of a Quality System for the Police Services that can improve methodology and standardise police procedures.
- c) Adaptation of the organisation of the police service to the new social reality and demands of the citizens.
- d) Suggestions of alliances for cooperation between the police services of neighbouring municipalities.
- e) Promotion of meetings of the Local Safety and Security Board just as a way of ensuring coordination between the Police Forces dependent on the General State Administration, with the Local Police Force, in line with the stipulations of the Law on Security Forces and Bodies.

- f) Encouragement of the participation of the Local Police in the improvement of citizen safety in the application of the Law of Modernisation of Local Government.

Strategy 3: Towards emergency prevention and attention services.

- a) To refocus the Emergency Plan to the new needs of the System.
- b) To implant the emergency plan making sure all citizens know about it.
- c) To put safety and security plans in place in events with heavy audience attendance before the administration grants the corresponding authorisation.
- d) To accommodate the emergency agents (Civil Protection) in the new tasks of the Plan, mainly in updating the catalogue of resources.
- e) In coastal areas, clearly delimit the supervised bathing areas on beaches and pinpoint non-identified areas.

Strategy 4: For citizens and visitors

- a) Carry out campaigns to foster the safety and security culture through neighbourhood associations, and local radio and TV.
- b) To carry out integration actions with immigrants.
- c) To organise prevention activities in safety and self-defence with neighbourhood organizations.

- d) To organise periodical public organised interventions by municipal leaders and authorities as to the evolution of the situation.

Strategy 5: Towards the promotion and development of a local policy of public Safety and Security

- a) To promote the training of those human teams that will act in the System in safety and security matters.
- b) To create a Commission of Public safety and security as a participation body with representatives of safety and security professionals, social agents, neighbourhood associations and other interested collectives.
- c) To create a coordination centre for all safety and security services that could be of use to respond in extraordinary situations, given their service in ordinary situations.
- d) To carry out a corporate image plan for the Safety and Security System and for the safety and security culture.
- e) To implant a common radio network for the safety, security and emergency services, in conjunction with other Public Administrations.

**8. The European Emergency Number 1-1-2 and safety and security coordination centres**

As a consequence of the implementation of Decision 91/396 of 29<sup>th</sup> July of the European Union, the use of the European Emergency Number was introduced, using the short one, one, two number, 1-1-2.

This was regulated by the Spanish State under to Royal Decree 903/1997, of June 16<sup>th</sup>, which stipulated access through telecommunications networks to the emergency attention service, available on 1-1-2.

In Spain, a number of different telephone numbers giving access to the safety and security services had co-existed. Some were abbreviated numbers, such as OXY (nought, X, Y), while other were nine-digit numbers. The following list gives only the abbreviated numbers: Police, 091, 192, 062; Fire brigade, 080 and 085; Health services: 061; Civil Protection and coordinated services, 006 and 088.

As we can see, there has been a lack of consistency in the assignation of numbers by service type. Moreover, numbers used by geographical areas have varied across the country and even sometimes within the same province. An example of this can be seen in the use of 080, which was used in some towns and cities to call the Fire brigade, but not on a provincial level, where there was either no abbreviated number, or it was 085.

This proliferation of emergency telephone numbers produced a degree of disorientation amongst the population, who did not really know who to call in case of emergencies. This helps to explain why the 1-1-2 emergency number has been so well-received in Spain, where it has taken root just like its United States equivalent, 9-1-1, did.

As we have mentioned, the 1-1-2 emergency number started to be used in Spain as of 1997, when it was introduced in the Balearic Islands. In January 1998 the Madrid 1-1-2 came into service, and it was introduced in the Canary Islands in May 1998. It has subsequently been implemented in all the Spanish Autonomous Regions at different times, and by 2002 it was a country-wide service.

Nevertheless, although it is currently operative across the whole of Spain, the degree of commitment, response and coordination of resources varies considerably between Autonomous Regions.

It has taken more than ten years, since the European Decision was approved, for this service to be implemented across the whole of Spain. This is due not so much to a lack of awareness amongst the population nor to a lack of need, but to the difficulties intrinsic in carrying out key actions that affect the pillars of public security and safety.

This service is regulated by the General State Administration of the, under the auspices of technology. It was, after all, the Ministry of Public Works that drove it forward, but it is the area of safety and security, and more specifically that of Civil Protection that has been taking care of it since its inception. In fact, it is a matter for constant concern for the National Civil Protection Commission.

This phone number allows the public to access the Safety and Security System, and therefore acts as an access point. However, it is not unique, as the 1-1-2 number can and in fact does co-exist with other emergency numbers, although statistics show the alternative numbers to be on the decline.

It is an instrument that is easy to use, under public sector control, Europe-wide, permanently operative and that allows people to request help wherever they may be.

### Coordination Centre

However, this service, which in itself constitutes a value as an easy access mechanism to the System, would be incomplete if it were only

that. It has therefore evolved and now acts as a Coordination Centre responsible for regulating and optimizing resources.

Building on the existing technology of the 1-1-2 telephone number and its human team, the next step has been to set up a common physical space where the different agents from the police, fire-fighting, health and Civil Protection services share technology and know-how, in order to ensure heightened efficiency through resource coordination.

This second value, that of coordination, is what basically gives the Public Safety and Security System its character as, once access to the System is guaranteed, service coordination is one of the pillars of any Safety and Security System.

#### Scope of responsibility

The scope of responsibility of this service is one of its strong points, but it is also an aspect that generates the most differences in criteria between the different services that intervene in emergencies and which is, at least in part, making progress so difficult.

In our opinion, the 1-1-2 service should be an *own brand* service, i.e. not dependent on any one of the intervening parties, either the police, the fire brigade or the health service. It should be a professional service, that specialises in dealing with regulating the safety- and security-related calls and services. It should have specific operators and managers who are trained and qualified in resource optimization and co-ordination.

It is therefore a singular service within public safety and security services, which has appeared as a result of technological advances, and which allows us to offer citizens and visitors a higher quality service.

As a specific distinguishing trait, it must also respect the singular nature of the intervening parties and therefore not get drawn into evaluating how these parties carry out their services, in which they are the real specialists and for which they are responsible.

### Co-ordination of services

The idea then is not to compete with any of the participating services, as the 1-1-2 service does not intervene directly in the emergency situation, but rather in the coordination of the participating services and is therefore an instrument aimed at serving them all rather than any one of them in particular.

It is worth drawing a clear distinction between the lending of the service to the police, the fire brigade and to urgent pre-hospital attention services, and that of receiving calls for help and the coordination of operational services. This coordination is the main added value that the 1-1-2 service can contribute to the System of Safety and Security, by ensuring that the most suitable resources are dispatched to the kind of incident in question, avoiding any duplication of resources and understanding how the different resources work, as well as the time it takes to resolve incidents.

Coordination should therefore be based on agreed operational protocols that will allow us to determine who is going to act when in a given type of incident. There must be an initial planning stage among equals involving the different intervening parties, in which no one party is either more or less important than any other, to ensure that each one will work alongside the others to effectively resolve the incident. The coordination centre's participation is limited to executing the protocols of the intervening parties, based on that initial planning agreed for each type of incident.

From this perspective, this coordination service should not be dependent on any one of the intervening services.

In fact, the current situation of Civil Protection, in which it is not clear whether its role is to plan or to intervene, interferences and conflicts of interest in the management of the co-ordination centre could arise if this management were carried out by one of the intervening services.

Nevertheless, if the Coordination Centre acts as a Centre of Operational Co-ordination (*CECOP*, in Spanish) as provided for in the Civil Protection Law, the Emergency Plan, when activated, must act in accordance with the orders given by the Civil Protection authority, which is clearly the responsible body in these situations.

## **9. Safety And Security Agencies**

Within the framework of lending public services, there are already a number of organisations known as Agencies, a term that identifies an organisation charged with managing services provided by another body, through the use of *Agents*, i.e. through people whose job it is to carry out the Agency's actions.

The different Public Administrations have a wide range of responsibilities in public safety and security matters, which require the planning and co-ordination of their activities as well as agility and flexibility when they put them into practice, mainly in situations of multiple victim accidents, serious risk, catastrophe and public disasters. Thus, the Safety and Security Agencies or Emergency Attention Agencies will take shape in the near future as the means of providing services in the field.

The fields in which they operate, in public safety and security, are basically the following: the coordination of the public service of local police forces, Civil Protection, beach surveillance and rescue services in coastal waters, classified activities and particularly those involved in public performances or shows, and, exceptionally, other services that would have to act within the Safety and Security System in cases of multiple victim accidents, serious risk, catastrophe or public disaster.

In the field of emergency attention in general and the protection of goods and public and private property, both Civil Protection and the beach and coastal waters surveillance and rescue services, as well as the prevention services needed for mass-audience events and public performances, need a basic minimum planning structure integrated in the objectives, framework and purpose of the emergency plan.

For all these reasons, the putting in place of a true safety and security policy needs political leaders with responsibility in safety and security matters to have at their disposal efficient, easily-deployed instruments that allow them, firstly, to have efficient, easy-to-use instruments that allow them, firstly, to obtain a scientifically rigorous diagnosis of the objective and subjective situation in terms of safety and security in their territory; secondly, to be able to design public action policies to solve problems that might arise, and thirdly, to have operational instruments that guarantee successfully results.

An integrated instrument is therefore needed, to plan safety and security policy and to act as a back-up support mechanism for the territorial bodies.

This instrument will act as a planning and general back-up body in safety and security issues, with particular expertise in emergency attention, as well as offering emergency public services and Civil Protection.

## Opportunity

The new wording of Spanish Law 7/1985, of 2<sup>nd</sup> April, which regulates the bases of local systems in line with the recent Spanish Law 57/2003 on the modernization of local government, offers an exceptional opportunity, both from a legal and political standpoint, to successfully undertake a reform of the safety and security system.

This represents an opportunity for the following main reasons:

1. Law 57/2003 (Additional provision 10) stipulates that the participation of the local police in citizen's safety and security will be reinforced, as it is the police force that is closest to the community. This will therefore favour the promotion and professionalization of the Local Police Forces as real community police services within the framework of an integral public safety and security plan.
2. An emergency plan will be developed and applied.
- 3.
4. Law 57/2003 (section 85), has extended to local administration the possibility of using new management instruments that are already used by other administrations in the management of public services, using, as public bodies, a direct management system such as the Public Business Bodies.

Moreover, this opportunity is open to all local administrations, and is not limited to the so-called *municipalities with large populations*, which are governed by Title 10 of the Law.

Now is the moment to put responsibilities and policies in the area of safety and security in place, because the situation is ripe for

responsibilities to be assigned, citizens feel the need for it to be done, the opportunity is there, as are efficient management instruments.

## **10. New challenges**

New challenges for the up-coming years are listed below:

1. To promote a safety, security and emergency culture among citizens and visitors.
2. To strengthen dialogue between, and consensus and participation among the agents in the System in terms of resource co-ordination.
3. To apply management techniques to the safety, security and emergency services.
4. To manage the organisation on a profit basis
5. To manage staff from a citizen- client-based approach.
6. To use indicators showing services used that will allow us to measure the evolution of our activities and apply corrective measure where necessary.
7. To constitute organisations that will satisfy both users and employees.

## **11. Conclusions**

1. A global vision of public safety and security enables a more efficient solution to problems to be ensured.
2. Those options that work well every day allow responses to exceptional emergencies to be improved.
3. The systems of Civil Protection and emergency attention form part of the concept of public security/safety.
4. In the first decade of the 21<sup>st</sup> century, real transformations in the way responses to emergency situations are conceived are taking place
5. Integral planning of public safety and security has turned out to be the key to success in the Autonomous Regions that are implementing it, as long as no *market niches* are left unaccounted for.
6. The setting up of Safety and Security Agencies in the legal format of public business bodies may be a good, efficient and easy-to-use formula for offering services given the new challenges that society will demand.
7. The 1-1-2 Emergency phone number is a necessary instrument to access the safety and security system, but it requires a coordination centre that regulates and optimizes resources in its role as co-ordinator.