

CHAPTER 3

A governance model for safety in a diverse community

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1. Introduction

We describe below the theoretical basis of a governance model for safety and justice focused on social diversity in a neighbourhood, district or city. It is based on the combination of the best practice and current trends in safety and public administration management discussed in previous chapters.

2. Integrating good practice and innovations into governance management in a diverse community

In Morocco, there are 40.000 Spaniers. Spanish people must understand that nowadays everywhere there are people from everywhere.

Moroccan neighbour chatting with other neighbours in Madrid

Complex society

Global cities all over the world have gone through accelerated changes in the last 20 years. Some of these changes are here to stay:

- An increasing social and cultural diversity, along with a higher complexity in social profiles and characteristics;
- A greater geographical mobility of citizens, resulting in a floating population increase in cities;
- A more technological and interconnected society (locally and globally);
- Citizens with a higher capacity for information and participation;
- Citizens increasingly demanding a differential treatment when their rights are being protected.

Current cities provide (i) more social resources and greater social capital, due to social diversity; (ii) more capable citizens, thanks to new technologies; (iii) and better potential to achieve development and social wellbeing, thanks to participation. Fast technological changes culminate in a positive link between technology and social connectivity, so that more knowledge and social capital may be achieved in a diverse society.

At the same time we live in a more demanding society. Public services have recently had to respond to social diversity. This is due not only to the fact that societies are more complex, but also because citizens demand their needs and singularities to be recognised so that they can truly enjoy the same rights. Citizens urge institutions to be present in social contexts and to understand their specific needs in order to effectively respond to their problems using diverse resources. Those who have a better access to information and communication with public administration find services management to be cold and distant from their reality, because actions only occur once the problem has appeared and without taking account of the citizen. An example of this is the traditional service related to public safety. Citizens demand more preventive and proactive actions focused on the causes of problems and linked to other resources and services. Institutions and public agents are more and more conscious that they need to adapt their services to individuals and groups in a more personalised way, while better using the different formal and informal resources existing in the community.

Traditional methods in the current society

Despite all this, traditional public safety services still use systems that are not well adapted to the new circumstances. Their diagnosis and intervention models are based on cultural and social homogeneity principles which define methods to face cultural or social criminal prototypes, so they will have the same results. The police mainly use a reactive and legalist model that does not help to cope with nowadays multifaceted safety problems. With the traditional method, actions start once the problem has appeared and they are always applied on a sectoral basis. This is also the main working method in many services in the country (health, social services, housing, environment, justice, etc.). Thus, the inter-professional collaboration necessary to solve complex problems is more difficult to achieve. All public services still plan and implement their actions in watertight compartments. Services usually reach those groups of people who better accede to them or who have problems in a specific area. As a consequence, people and groups who receive numerous services are those with fewer needs. More serious problems are multifaceted. The people and groups most in need are nearly invisible and their problems are only partially tackled. In the end, problems leak through the cracks in the system.

An international study carried out by the author of this chapter (Gandarillas and Gómez, 2014a) showed that the main constraint of public safety services in all the countries studied is related to an isolated working structure. Services and departments in the same area are not connected and it is difficult to solve these restrictions due to a complex vertical structure. These difficulties are present in most of the bodies rendering a public service (health, education, social services, environment, justice, housing, etc.). All of them provide specialised and unilateral services. Some citizens can receive duplicated services,

while there are many others who do not know how to gain access to them. An example of this is the service rendered by the police in the different public administrations (local, regional and national). Whereas in many countries they overlap when trying to solve flagrant crimes; it is very common none of them identify a high proportion of serious cases, such as domestic violence, until a serious crime has been committed.

When answering to these difficulties, traditional structures tend to divide and multiply their services even more, trying to paper over every specific problem. These measures are insufficient because they just cope with symptoms and partial problems, so new limited solutions are added to the previous ones, and resources become more and more sectoral. These structural processes contribute to fracture the social and territorial situation even more. As a result, the very structure of the services in a same territory is increasingly fragmented, turning into a huge system of public and private services. The proliferation of more specialised public and private organizations deriving from the administrations creates a dispersed and chaotic labyrinth of resources and services, which reduces cost-efficiency and effectiveness when facing complex problems in an integrated way (See Graph 1 for an example of traditional structures and processes).

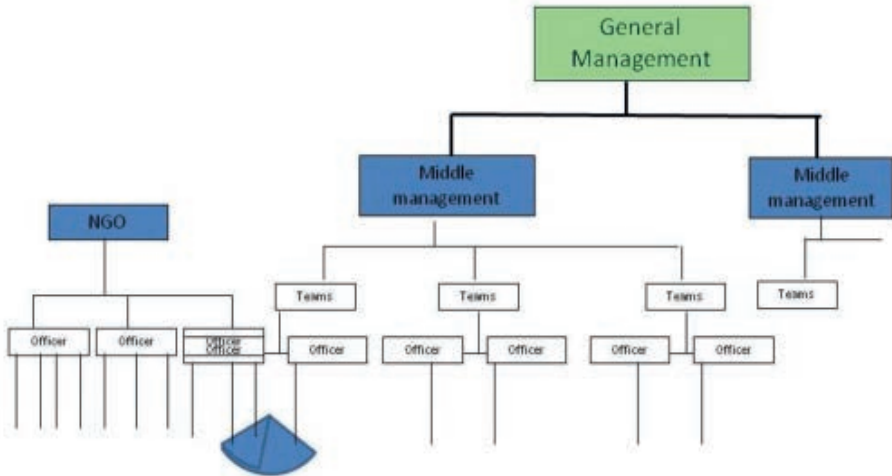
Another key factor is that most of the resources are implemented on request. Agents wait in their offices for the claimant. It is the citizen who must approach the resource if he or she knows about it and how to do it; therefore, the agents will have a shallow and narrow approach to the case and the area where it occurs, and their actions will be based only on claimant information. Not many integrated services work in the citizen context to know and identify correctly all the problems and be able to better plan their interventions on-site. In this sense, it is the police that usually know firsthand social problems in the district because they are more present on the field. However, services do not usually share information about these problems (see Gandarillas and Gómez, 2014a, for an empirical study about these phenomena).

Many authors from different countries have recently studied these difficulties as one of the main problems in public sector management, not only in issues such as public safety, policing and justice, but also in any other service, both public or private, concerning citizens (for example, Arenilla, 2001; Boston et al, 1996; Connelly, 2007; Cooper, Bryer and Meek, 2006; Crawford, 1999; Denhardt and Denhardt, 2000; Garcia, 2007; Jung, 2010; Kearst, Mandell and Brown, 2006; Klijn, 2010; Martin, 2010; Natera, 2004; O'Toole and Meir, 2010; Pollitt, 2005). We need methods in public services able to ensure extensiveness (reaching everybody) and inclusiveness (discriminating nobody); to recognise people diversity and their diverse problems; and to understand the local, regional and national complexity. These methods should be able to incorporate all the contributions and capacities that a diverse society and its social capital can offer.

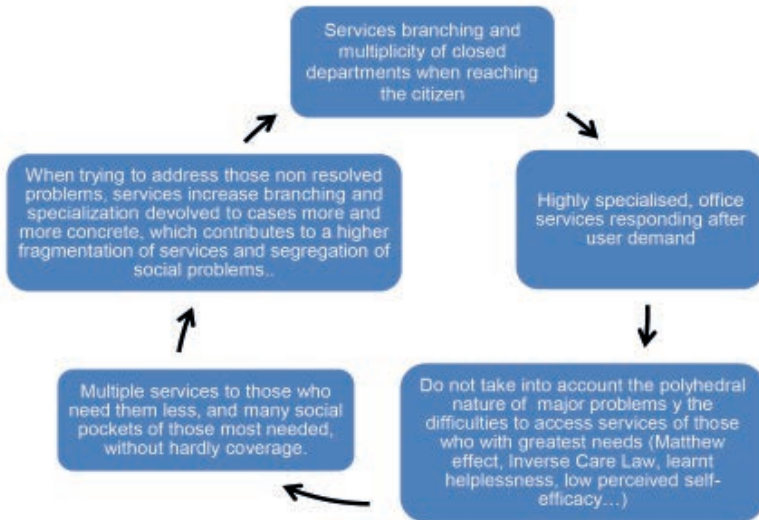
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a) Traditional and functional organizational charts cannot implement integrated solutions (going right to the heart of the matter) to multifaceted problems, so they try to fill their gaps by branching and specialising the services they offer to people. At the same time, most specialised services are redirected to other organizations, dispersing and fragmenting solutions even more.



Graph 1. Examples of structures (a) and processes (b) of services in the traditional model.



b) Traditional structures generate processes in vicious circles that become bigger when trying to solve problems.

Current methods in the diverse community

In the last 20 years new public sector management approaches, paradigms and models have emerged trying to overcome the limitations of traditional models in the current society. New concepts such as community governance, communicative leadership, inter-organizational teams and public-private networks have appeared (see previous chapter). There has been a growing debate among experts about the new models, not only because our cities are becoming more complex and are going through social and technological changes, but also because new information and communication technologies (IT) are offering new opportunities for management and services in public sector.

The results of our international comparative studies about good practice in public safety (Gandarillas, 2011a,b) partially support the idea that these concepts are useful because effectiveness, cost-efficiency and citizen satisfaction improve. In organizations where these models are used, interventions are more proactive on-site, more preventive and more inclusive (see Table 1). However, the study also shows that once the models have been implemented they are known especially through institutional communication, and not because services structure has been changed. Old structures and working models show great resistance to change. One of the elements which is more difficult to implement is the inter-organizational collaboration in teams working on-site with the whole community. This is the result not only of the traditional organizational charts but also of the officer working on request, in an office, with compartmentalised services offering a reactive, specialised assistance on demand, instead of implementing a preventive work and comprehensive promotion on-site.

Reactive methods	Proactive methods
Short-term effectiveness in emergencies.	Mid-term objectives.
Action once the crime has been committed. Police action is 'guided' by the criminal who 'leads' insecurity initiatives.	Advanced planning before crime. Police lead security in the district.
'Breakneck speed'. Police action depends on urgency; what is important is postponed. A planned action is more difficult.	Management of cost-efficiency through planning on-site. Higher autonomy of agents, headquarters can devote to a good planning.
Action on the consequences of public insecurity.	Action on triggering factors with a scientific approach.
Specific actions on elements of the tip of the iceberg of insecurity.	Strategies and tactical actions can be defined to face key relations among main insecurity factors and to reinforce key relations in public insecurity.
Legality is guaranteed. More simple, although more confusing evaluation.	More complexity when guaranteeing civil rights. More complex, although more efficient and precise evaluation.

Table 1. Reaction versus pro-action in police action.

In our international study (Gandarillas and Gómez, 2014a), results show that this kind of resistance occurs in every country studied. All managers interviewed mentioned that they were already networking, but most of them were just reproducing the stovepipe model. If we understand the idea of network as a bilateral procedure of communication where agencies derive their actions from each other, it is true that almost every service and public entity network. However, the concept of network involves a more systemic and planned joint effort, where all agencies and organizations work together in order to enhance means of development and public security (Diamond and Mead, 2004; Keast and col., 2004).

In accordance with these theoretical and empirical results, we need to develop:

- General integrated models of organization and coordination of different institutions and communities so that they can guarantee the inclusion of every citizen. Community-centred inter-institutional systems.
- Work planning in every public service of a given territory.
- Rationalization of existing resources, reducing overlaps, duplicities and the range of tasks and public services involved.
- Ways to solve role ambiguities and conflicts between agents and entities.
- Methods to identify and meet people most in need of our services, ensuring the coverage to all citizens.
- Methods to minimise the division of services and the watertight compartments.
- General interventions focusing on the community as a whole system. In relation to public safety needs and problems, negative factors should be studied and tackled with, while positive factors should be strengthened (formal and informal resources).
- A general organizational development of the institutions including more simple vertical and horizontal structures by strengthening teams and replacing processes and individual directions.

There is a need to go even further in order to spread the approach to every structure and

organizational and inter-organizational process. We outline next the basic elements of a general integrated system aimed to generate a community methodology, which will be proactive and common for every organizational and inter-organizational process, and for every structural level focused on a diverse society.

3. General structure in a community governance model

In order to address all these needs, challenges and opportunities, we established the basis for a new governance methodology focused on a diverse community. The resulting Integrated System of Community Governance was designed using a progressive method where members of the community, professionals and experts from different countries took part (see Gandarillas and Gómez, 2014a for a whole description of the study). Using an approach focused on social and cultural diversity, the model was selected to be implemented in any city or country, especially those with high social diversity and complexity. The system structure defined here (see Gandarillas and Gómez, 2014b, for a detailed description of the method) can be implemented in every sector of public services (public safety, justice, health, education, social services, urban planning, environment...). However, we will focus here on public safety, which is the object of this study.

We propose an inter-organizational structure which means a U-turn in relation to the traditional administrative management model. Here citizens and community are at the top of the organizational chart, and management combines not only services for the direct integrated relationship between citizens and the community, but also the means to guarantee safety and co-existence (see Figure 1 for a T-relational management model). This model uses integrated inclusive strategies taking advantage of the diverse needs and resources existing in a territory whose elements (problems and solutions) relate according to a systemic model. This system allows an inter- and intra-organizational development aimed to simplify complex vertical and horizontal structures through the exchange of levels for work teams (see Figure 2 for an example).

The model includes all the basic elements existing in community management and organization. They are implemented progressively starting with: (1) general community managers using collaborative leaders' skills to stimulate (2) inter-organizational teams which will promote (3) community networks of partnerships among private and public entities, both formal and informal, in order to revitalise (4) the community fabric organization expressed through citizen counsels. Many studies (Brown and Keast, 2003; Diamond and

Mead, 2004; Frederickson, 2005; Galaskiewicz, 1981; Keast, Mandell and Brown, 2006; Klijn, 2010; Linden, 2010; Martin, 2010; Natera, 2004; O'Toole, 2010; Osborne, 2010; Pedraja and Rodríguez, 2004; Schermerhorn, 1975; Wells, 2009; Gandarillas and Gómez, 2014a) show that a citizen-centred service system, when citizens are taken in their contexts, needs at least these 4 levels of leadership.

The strategic model tries to strengthen networks and chains of sustainable values on public safety. It links sources, processes, security objectives and coexistence aims at a community level (See Figure 3 for an example). Management system will be based on strong values and elements which can offer a better potential, both tangible and intangible, as a processes source. At the same time, it will concentrate on identifying and reaching users in greatest need. This management tries to increase its values progressively so that they will reach worst situations. Finally, the improved governance will provide the community with welfare and quality of life.

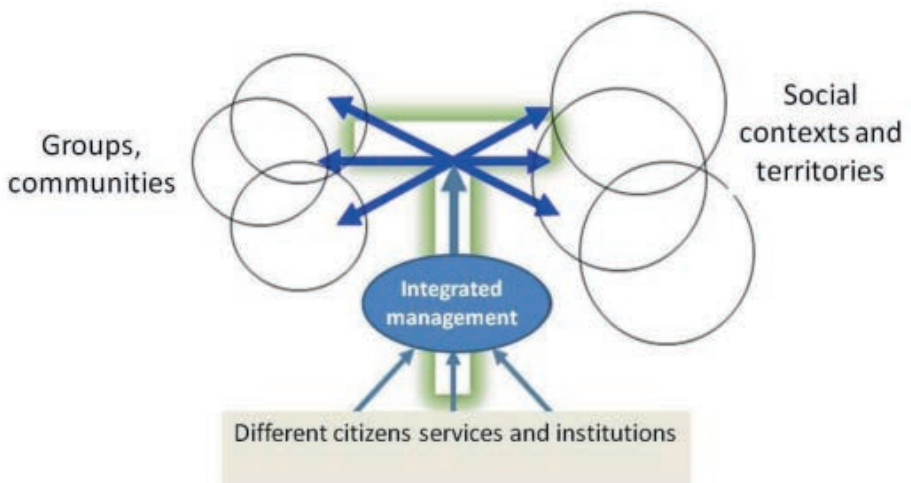


Figure 1. T-relational management model for public services.

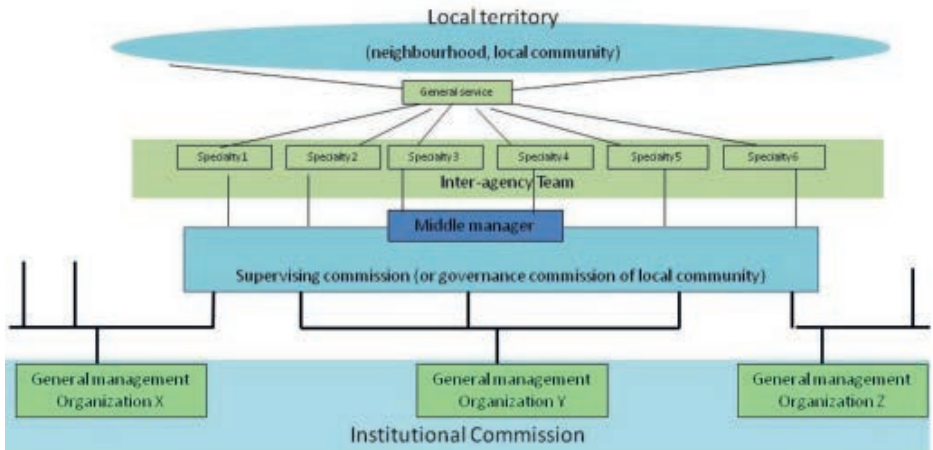


Figure 2. The diagram shows the structures of the system that allow inter- and intra-organizational change through both complexity reduction and decision-making deconcentration in the organizations. Inter-agency or inter-organizational teams lead to greater simplicity, organizational defragmentation and social integration, supported by a new work order based on horizontal and vertical integration.

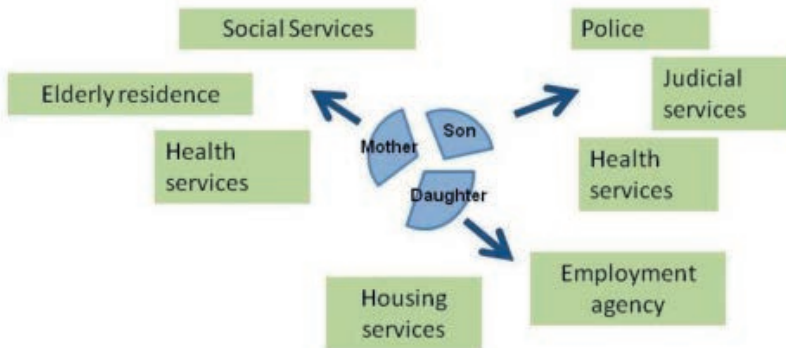
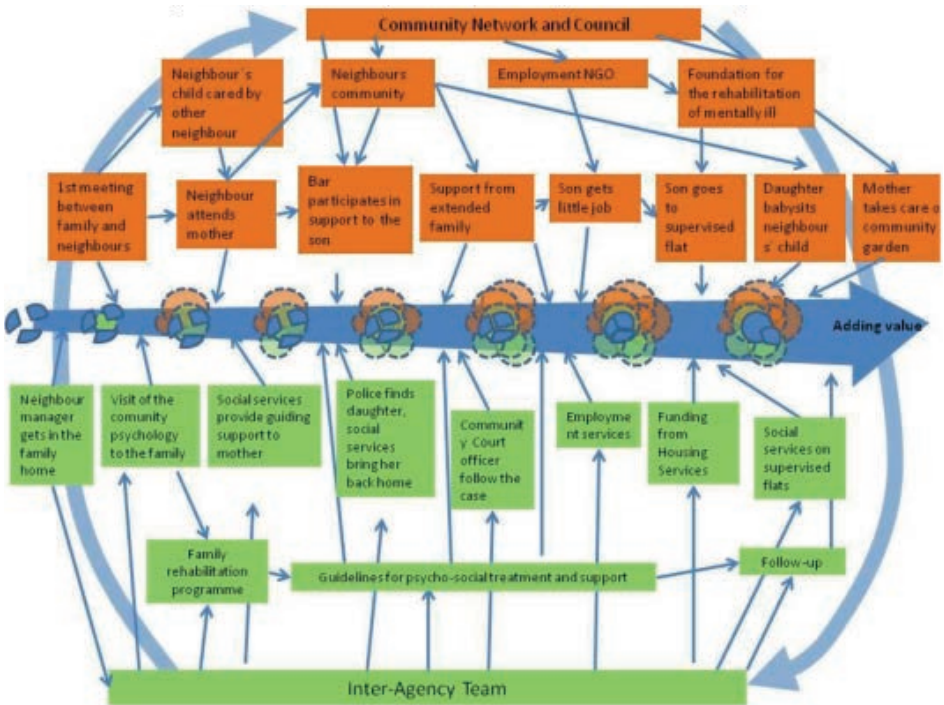


Figure 3. Example of a dysfunctional family attended by public services based (a) on the traditional method; and (b) on a model with chains of community values. This example has been inspired by a real case which was referred to the Safety and Justice Community Service in Madrid.

Case description. Local police received repeated complaints by the neighbours in a building about a family with aggressive and anti-social behaviours. The family lives in a small apartment, being composed by a 74-years-old mother with a 45-years-old son and a 42-years-old daughter. The son, treated by a psychiatrist, urinates and burns papers in the common patio and shouts to the neighbours. The mother spends a lot of time in a public bench at the street. She has a problem in the hips (so she is attended by social services), and her daughter is frequently missing from home, perhaps as homeless. The family does not seem to keep contact with their family and social environment. Police has problems contacting them, as they seem to hide any time police appear. The apartment does not have light due to non-payment.

- a) Traditional, prevalent system of family services. The outcomes increase intra-family fragmentation and from its community context.
- b) Example of system based on planning of community value chains. The outcomes re-structure the family and empower community cohesion, enhancing the value of social capital.



Shift towards an inter-organizational structure

A U-turn in structures means that the community is placed at the top of the organizational chart. For a supracommunity structure (a whole district or city), the model provides an area for interinstitutional coordination (See Figure 4). Later in this book, we will show a design, implemented in a district of Arganda del Rey (Spain), which illustrates this kind of organizational charts.

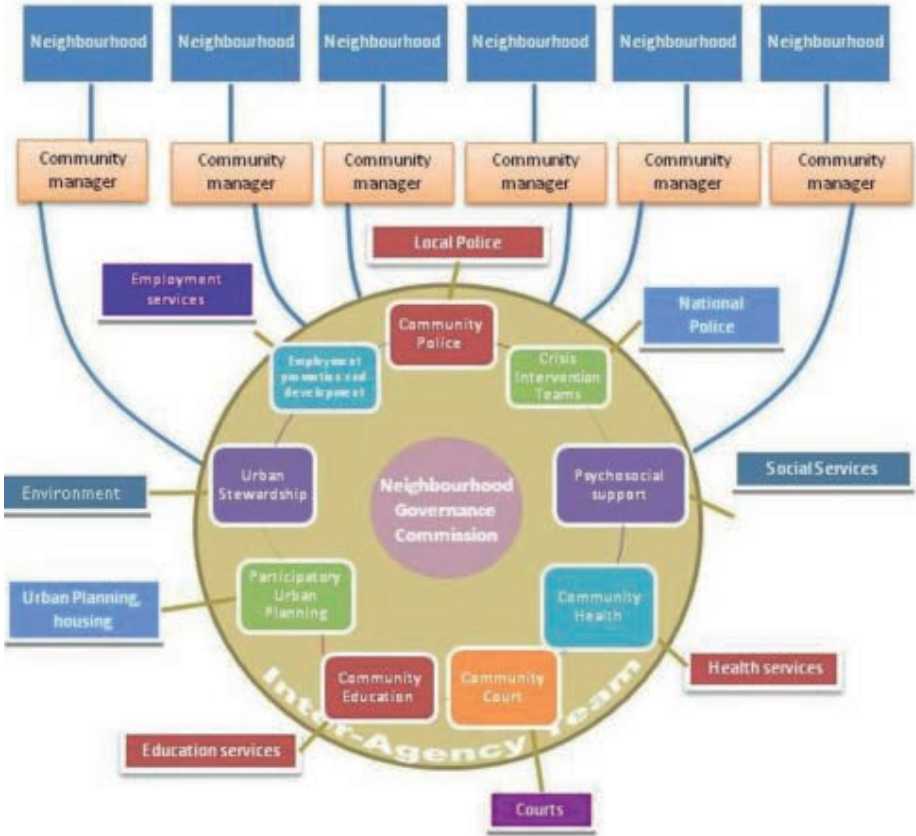


Figure 4. An example of a model based on inter-institutional coordination and on a supracommunity structure.

4 Implementation processes and challenges

Implementation procedure

The model proposed here includes elements and objective models to be studied individually and to be implemented in the long term. This is not an 'all or nothing' model. The general design can be either fully or partially implemented (only specific elements and organs) or it can be adapted in different stages. The new model is based on a number of minimum criteria without adding any new elements to the existing ones. This model redefines and simplifies already existing services and roles. Placing the citizen at the core of our job, we aim to rationalise structures, to optimise services and to improve its cost-efficiency. The deployment procedure requires an implementation programme, whose restrictions, constraints and opportunities of implementation should be studied. Such a programme to manage threats, obstacles and contingencies should always be included. The duration of the implementation process may vary before the objective model has finally been achieved. In the meantime, transitory systems with different elements may be implemented at different paces.

Change and development processes

One of the objectives of the inter-organizational development is to facilitate the development and change of every institution through the reduction of horizontal and vertical structure of organizational charts. Inter-organizational teams, which promote community governance, working together to increase community self-effectiveness.

Resistance and obstacles to change

We may meet resistance among workers of the public agencies threatened by changes. For the new roles, we need to choose and trained the best professionals with a true vocation. New posts must be highly valued in the organization. However, the biggest obstacles may be found in inter-organizational teams work. Some authors know these problems exist so they emphasise the need to develop collaborative leadership strategies (Linden, 2010). The great complexity of organizational structures in public services will be another constraint of change. We need to simplify and deconcentrate decision-making processes using inter-organizational teams. As regards as crime prevention, Gilling (2005) points out certain guidelines in order to make this inter-organizational collaboration work:

- To define together a clear common mission or objective;
- To use leaders to allow processes to move forward and to maintain enthusiasm;
- To build up clear structures with small inter-organizational teams. Their roles and their strategic operative functions will be clearly defined as well as their communication channels;



Figure 5. Community governance - A tool for inter- and intra-organizational change

- To clearly define the resources that every organization allocates to collaborative tasks, time resources included;
- To bear in mind the cultural and professional knowledge of every institution, along with the individual initiative of every collaborator;
- To give teams and inter-organizational structures time to develop;
- To accommodate strategies to any ideology and knowledge of every officer.

Any possible complication should be foreseen and taken into account when designing the strategies for the implementation plan. Although final models can be similar across the diverse community, the implementation procedure will be different for every case because it depends on the initial structure we start from. Thus again, we will need to define the strategies and implementation procedures for each case. The best strategy is usually the result of a detailed study of the threats, constraints, strengths and internal and external opportunities planned for every particular case.

Governance assessment in public safety

Crawford (1999) points out that less transparency and higher opacity in accountability and in work assessment in every institution are some of the main limitations of the inter-organizational work and governance models. This is due to the fact that part of the work is performed by officers from other entities, so it is more difficult to make evaluations with the regular methods. This might even lead to the slackness in accountability, especially political, so as to avoid conflicts with other entities. And finally, democracy quality may be undermined because services lose their control ability, their legitimacy, and consequently, their capacity to attend the whole society. At the same time, inter-organizational coordination can be a source of opportunity to improve work assessment processes in every institution or department because it can facilitate:

- Transparency in procedures and results because agents will be constantly interacting.
- The implementation of formal methods and procedures for officers to evaluate each other, and also comprehensive inter-organizational assessment systems (where all stakeholders, including the community, participate).
- Joint objectives and common assessment indicators based on them.

This last point will be studied in detail in the next chapter of this book.

Results of the system

As an overall result of the implementation of the model or system, we can expect an improvement in the services of a city or town, and in particular:

1. Proactive, inclusive methods used in every public system of the diverse community.
2. A comprehensive service with inclusive criteria that treats every citizen as a unique person with their own needs and values.
3. A higher participation of public sector and citizens, and a better use of informal resources and social capital.
4. Better cost-efficiency and less public expenditure.
5. A better assessment of the quality of the service and its monitoring based on models of social auditing and transparency management.
6. An improvement on satisfaction levels of citizens and officers.
7. Better compliance with democratic mandates of public administrations.
8. Full achievement of a democratic constitutional state.
9. The development of every organization towards more simple and operative systems.
10. Public administrations being placed at the international forefront with innovative models of organizational management.

BEFORE

Care services
User at the bottom
Reactive attention
Sectionalised attention
User seen as costs
Based on dogmas
Focus on services

LATER

→ On-site action
→ Community at the top
→ Proactive attention
→ Comprehensive and relational management
→ Citizen seen as a resource
→ Based on evidence
→ Focus on the citizen in his/her community

The role of the community officer is to lead so that the community can lead.

5. Conclusions: an international opportunity for a diverse society

In conclusion, the diverse society approach provides a differentiated attention to the citizen in order to get universal equal rights and to prevent discrimination against cultures or social groups. Being a method based on social diversity, it can be implemented in any culture or society, as it avoids cultural-based discriminations, which reduces resistance to change –very common in officers working within frameworks adapted to a specific culture,. Bringing individual singularity to the centre stage give us a universal approach to our work.



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