

Working Together for Safer and More Secure Communities

National Crime Prevention Programme

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| Abstract | <p>The National Council for Crime Prevention, operating under the Ministry of Justice, deals with general issues related to the prevention of crime, the reduction of harm caused by crime, and the promotion of safety and security. The Government has appointed the current Council for a term of three years, running from 1 October 2015 to 30 September 2018. One of the priorities for the Council's term was to draw up a national crime prevention programme.</p> <p>In order to develop local crime prevention, the National Council for Crime Prevention drew up a crime prevention programme that promotes local participation entitled Working Together for Safer and More Secure Communities – National Crime Prevention Programme 2016–2020. The aim of the Programme is (1) to clarify the role of crime prevention in other municipal plans; (2) to improve crime prevention cooperation and networking with public authorities, businesses, organisations and citizens; (3) to increase crime prevention expertise at the local and national level; (4) to promote the consultation of local residents and non-governmental organisations in the planning of crime prevention measures and (5) to improve the opportunities of citizens to influence and participate in preventing crime and increasing the sense of safety and security in their communities.</p> <p>The new crime prevention programme sets out measures to improve local crime prevention with a special focus on planning and implementing crime prevention work in cooperation with various crime prevention actors such as public authorities, businesses; non-governmental organisations and residents.</p> <p>The measures in the Programme were prepared in nine workshops implemented in various parts of Finland and in the local crime prevention division. The National Council for Crime Prevention approved the Programme on 16 June 2016.</p> <p>Updated version, published under a Government resolution on 24 November 2016.</p> | |
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Acronyms used in the National Crime Prevention Programme

DKY Unit for Democracy, Language Affairs and Fundamental Rights
EET Preventive measures by the police
ETNO Advisory Board for Ethnic Relations
EVA Finnish Business and Policy Forum
HO Government Programme 2015
HDL Helsinki Deaconess Institute
HY University of Helsinki
KANE Advisory Board on Civil Society Policy
KRIMO Institute of Criminology and Legal Policy
NUVA Union of Local Youth Councils in Finland
LSSAVI Western and Inland Finland Regional State Administrative Agency
OKM Ministry of Education and Culture
OM Ministry of Justice
POHA National Police Board
RTN Council for Crime Prevention
RONK National Advisory Board on Romani Affairs
SM Ministry of the Interior
THL National Institute for Health and Welfare
VANE National Council on Disability
VATT Institute for Economic Research
VTT Technical Research Centre of Finland *VTT Ltd*

1 Programme vision

The National Council for Crime Prevention, operating under the Ministry of Justice, deals with general issues related to the prevention of crime, the reduction of harm caused by crime, and the promotion of safety and security. The Government has appointed the current Council for a term of three years, running from 1 October 2015 to 30 September 2018. The Council has three priorities in its term: to strengthen the crime prevention knowledge base, to develop local crime prevention work and to draw up a national crime prevention programme. The initiative for drawing up a new national crime prevention programme came from the Neighbourhood Help working group, which proposed that the National Crime Prevention Programme “Working Together for a Safe Society” be¹ updated to serve the citizenship and civil society of today. At the same time, it proposed that civil society actors be included in the composition of the National Council for Crime Prevention.²

In recent years, legislation has endeavoured to facilitate the involvement of citizens in decision-making by increasing citizens’ direct participation opportunities (for example, the Local Government Act, the Land Use and Building Act and the Citizens’ Act). Local resident activism is also important in improving safety and security, although it does not replace the actions of public authorities. Resident activism highlights views that are more pluralistic and based more on people’s needs than the approaches of public authorities towards safety.³

In order to develop local crime prevention, the National Council for Crime Prevention has drawn up an action programme that promotes local participation with the aim of increasing the safety and wellbeing of residents by reducing the risk of becoming a victim of crime and the harm it causes. This will be achieved by strengthening citizens and residents’ participation and opportunities to exert influence both in preventing crime in their neighbourhood as well as in other decisions concerning safety.

The new crime prevention programme sets out measures to improve local crime prevention. Special focus is on planning and implementing crime prevention work in cooperation with crime prevention actors such as public authorities, businesses; non-governmental organisations and residents. The Programme also sets out recommendations aimed at increasing general awareness about the rights and opportunities of citizens to influence, act and participate.

The elements described above form the basis of the vision for a local crime prevention programme confirmed by the National Council for Crime Prevention:

¹ Working Together for a Safe Society 1999

² Recommendations of the Neighbourhood Help working group for the National Council for Crime Prevention 2014, 14

³ Rinne and Rättilä 2015; Rättilä & Rinne 2016

“Working Together for Safer and More Secure Communities”

Working together increases inclusion and a sense of security, reduces the risk of becoming a victim of crime and the harm it causes.

The Crime Prevention Programme focuses on implementing prevention work and crime prevention at the local level and does not prioritise the reduction or elimination of any single type of crime.

In May 2016, the Government presented a report to Parliament on internal security.⁴ The report deals with the internal security situation and actions of the internal security authorities to respond to the situation in a way that enables them to maintain the high level of security, which has long existed in Finland. Of these authorities, the police have primary responsibility for *crime prevention*, i.e. preventing, detecting and investigating crimes.

The Government report proposes that the use of existing police resources be allocated more strategically and by prioritising more. According to the guidelines of the report, prioritisation will be carried out through political decision-making. As the handling of emergency assignments cannot be compromised, prioritisation applies, in particular, to crime prevention, which is part of the Crime Prevention Programme’s scope of activity. In the future the targets of police preventive action, as well as the working procedures, will be defined more clearly and narrowly, with a view to ensuring better effectiveness. From the perspective of a comprehensive concept of security and broad-based crime prevention work, this means that utilisation of the expertise and resources of other operators will be more important than ever. The objectives and measures of the National Crime Prevention Programme support this.

Better coordination of and cooperation in local crime prevention work, and improvement of collaboration with organisations and residents and increasing mutual assistance among residents as well as other actions presented in the Programme to improve the prerequisites for crime prevention will enhance safety and security. The purpose of the actions is also to prevent crime that threatens everyday safety, such as theft, vandalism and violence in close relationships and in public places. During the preparation of the Programme, a number of good practices for crime prevention have been highlighted. Awareness of these should be increased and their dissemination and presentation continued later on in various ways by the National Council for Crime Prevention.

⁴ SM 2016

2 Crime prevention work and its operating environment

In this Programme, crime prevention refers to all actions included in crime prevention work to

- prevent and reduce crime;
- prevent and reduce the harm caused by crime;
- prevent and reduce the risk of committing crimes and the risk of becoming a victim of crime;
- reduce the fear of crime and
- increase safety and sense of security.

Although crime prevention aims primarily at preventing and reducing crime, in some situations (e.g. in impulsive crimes and mental health disorders), it may be impossible. The aim in that case is to reduce the harm caused to the victim by a criminal offence, which can occur either *directly*, producing physical, psychological or economic harm, or *indirectly*, by reducing the fear and sense of insecurity experienced by the victim and their family as well as by residents in the area. Reduction of harm caused by crime is also an important societal objective, which should be taken into account in national and local crime prevention work. Crime prevention is a long-term and multidisciplinary activity broadly encompassing various actions by residents, communities, businesses, non-governmental organisations and public authorities that reduce crimes, disorderly behaviour and the risk of becoming a victim.

Crimes can be prevented by a variety of approaches. Approaches involving the criminal environment include situational crime prevention and the CPTED approach. The *CPTED (Crime Prevention Through Environmental Design)* approach involves environmental design and is based on the idea that altering the built environment and good design creates safer places where the opportunities to commit crimes are lower, or where people feel safer and comfortable. For example, public spaces are designed for large numbers of users, resulting in more natural surveillance, or pedestrian lanes and underpasses are well lit, so that they do not offer hiding places for potential offenders.⁵ For example, Tampere Muotiala residential area has been designed applying these principles.⁶ The European Crime Prevention Network (EUCPN) has prepared a manual specifically for police officers, which helps them to participate in city planning⁷. Information about safety in the planning of a built environment has also been compiled in the Safe City - publication.⁸

The basic idea of *situational crime prevention* is that crimes are prevented most effectively by influencing the situational factors. According to this approach, crime occurs when the offender is motivated, the target is appropriate and surveillance is insufficient. Situational prevention is most appropriate for property crimes and other offences violating possession, such as house burglaries, shoplifting and criminal damage. It can also be applied to other offences, for example, under certain condi-

⁵ See Sutton et al. 2008, Felson & Clarke 1998.

⁶ Kyttä, Puustinen & al (2008): Turvallinen asuinalue. Tampereen Muotiala suunnitelmissa ja kokemuksissa.

⁷ EUCPN 2016. CPTED Manual for police officers
http://eucpn.org/sites/default/files/content/download/files/cpted_manual_for_police_officers.pdf

⁸ Hirvola 2016

tions, for the prevention of violent crimes. The advantage of situational prevention actions lies largely in the fact that the measures may provide realistic, often simple and cheap solutions for the prevention of certain crimes in certain locations⁹.

Approaches influencing potential offenders aim to affect the underlying social and economic causes of crime as well as the motivation of the offender. It is important in crime prevention to examine crimes and victims of crime as a whole. The same individuals can be both offenders and victims. Early intervention models address the behaviour of an individual as early as possible at any transitional phase of the individual's development and guide them in a direction that prevents them from committing further crimes. Early intervention methods include the provision of basic services or resources for individuals, families, schools or communities in order to minimise affect of risk factors on the development of crime.¹⁰ In most cases, these resources and services are targeted at vulnerable families with young children, single mothers or teenage mothers, or at individuals who are otherwise disadvantaged.¹¹ For example, maternity and child health clinics use various assessment forms to identify risk factors that are hazardous to the development of children, such as parental alcohol use and relationship conflict. Within the day care system, children may be granted a place in day care if this is considered important for their development. For young people acting out through criminal activities various forms of help have been developed, such as multiprofessional preventive measures by the police (e.g. Ankkuri), various forms of mediation in crimes and disputes, work done by a number of organisations, and outreach youth work. The relevant authorities aim to reduce recidivism by providing individuals convicted of crimes with substance abuse rehabilitation and aggression management programmes in conjunction with enforcement of the sentence, and reintegration into society is supported by means of supervised probation and sometimes through peer support. In work to prevent the recurrence of domestic violence it is important to allocate resources for support services provided to victims and to focus on improving victims' rights. Endeavours are made to prevent the recurrence of intimate partner violence by means of the multi-agency risk assessment method (MARAK).

Cooperation methods comprise three dimensions: community organisation, community defence and community development, which partly overlap. Community organisation refers to measures that improve social relations within a local community in a manner that promotes the functioning of both informal and official surveillance, enhances the socialisation of young people and strengthens a sense of solidarity among the residents. Communities can also organise various types of property surveillance in specific areas by means of neighbourhood watch arrangements, such as those employed in boat clubs. Community development, however, refers to, among other things, improvement of the built environment, decentralisation of administration and services in residential areas, improvement of housing allocation procedures and diversification of housing stock, as well as social and economic modernisation of the areas.¹²

⁹ See Sutton et al. 2008

¹⁰ Homel 2005

¹¹ See More

<http://www.vakivallanvahentaminen.fi/fi/index/hyviakaytantoja/lapsuudenkehityksenjavanhemmuudentukeminen/terveydenhoitajankotikaynnit.html>

¹² See e.g. Laitinen & Aromaa 2005, Bennet 1998, Lane & Henry 2004 and Welsh & Hoshi 2006

In this programme, community work also includes those activities that aim to reduce inequality between residents and neighbourhoods and to increase residents' sense of inclusion and spontaneous shared activities and to improve residents' opportunities to participate in decision-making. Respondents in National Crime Victim Survey regarded joint events organised for residents in an area as important in preventing disorderly behaviour and crime. The importance of prevention, strong trust in the police and belief in the effectiveness of crime prevention methods were highlighted in citizens' views of crime prevention.¹³

Crime prevention can thus be implemented at different levels and through various means. *Primary prevention* is preventive action that targets the entire population. It comprises, for example, a safe living environment, basic education, basic services and awareness-raising activities. *Secondary prevention* consists of early intervention, which targeted at certain risk individuals or groups while the problems are still small and at an early stage. Secondary prevention aims at early identification of problems and early intervention. *Tertiary prevention* is targeted at individuals who have already committed crimes. Support measures or programmes are offered to prevent the risk of recidivism and individuals who have already been sentenced are supported in reintegration into society.¹⁴

¹³ Salmi & Danielsson 2014

¹⁴ For more tangible examples methods of reducing violence on multiple levels, see the European Report on Preventing Violence and Knife Crime among Young People. World Health Organization. Europe. 2010. See also Van Dijk & de Waard 1991

3 Programme objectives and measures

Crime prevention is not only a task for public authorities; rather, everyone can participate in the work: citizens, organisations, parishes and businesses. For example, early childhood education and schools create the basis for how to act with others, child welfare carries out important work in preventing the social exclusion of young people. Organisations do important work in helping victims of crime and thus reduce the harm caused by crimes and the risk of becoming a victim again. With regard to young people, for example, the importance of mediation in the prevention of recidivism is important.

Preventive action is an approach that is integrated into all police operations at all levels of the organisation. Preventive action is carried out at all levels of the police organisation and is part of the structural of the police ensuring collaboration between the police units and their various lines and sectors. Preventive measures undertaken by the police comprise preventive action in everyday police operations, and special operations undertaken by the police with the principal aim of proactively improving public security based on information management, specifically the leveraging of data actively acquired, received and analysed in the various functions of the police.¹⁵ The guidelines of the report on internal security as well as the strategic vision for preventive measures by the police “Fewer crimes, more security – working together proactively” supports the vision of the National Crime Prevention Programme (see p. 7) and complement each other.

Crime prevention requires multiple actors, as crime prevention work can be carried out in numerous different ways and in the form of cooperation between several actors. Citizens, too, are an important resource in their own neighbourhoods when creating a sense of community and in this way increasing the sense of security.

The background to the National Crime Prevention Programme was the need to update “Working Together for a Safe Society” to serve the citizenship and civil society of today. The background to the Programme has the following objectives approved by the National Council for Crime Prevention:

1. The role of crime prevention in other municipal plans will be clarified
2. Cooperation relating to crime prevention and networking with public authorities, businesses, organisations and citizens will be improved
3. Crime prevention expertise will be increased at the local and national level
4. Consultation of local residents and non-governmental organisations in the planning of crime prevention measures will be promoted
5. Opportunities of citizens to influence and participate in preventing crime and in promoting the sense of safety and security in their communities will be developed.

¹⁵ SM 2014a, 4.

The measures in the Programme were prepared in nine workshops that were implemented in various parts of Finland. Six of them were workshops coordinated by the secretariat of the National Council for Crime Prevention in collaboration with local actors. Two of the workshops were for young people and the rest were for individuals working in crime prevention. The workshops for professionals were implemented by means of the World Café method. Three workshops were implemented in collaboration with Suomen Setlementtiliitto ry (the Finnish Federation of Settlement Houses) and discussed good neighbourliness and increasing cooperation with asylum seekers and residents. (See appendices 1 and 2.) The measures proposed in the workshops were worked on by the local crime prevention division of the National Council for Crime Prevention.

The tangible measures to achieve these objectives are described in more detail below. The cooperation partners involved in implementation, reinforced by the coordinating body, as well as a preliminary timetable have been designated in conjunction with the measures.

3.1 The role of crime prevention in other municipal plans

A national programme for the development of local crime prevention entitled “Working Together for a Safe Society” was started by means of a Government Resolution in 1999. The next significant step in improving local security work occurred when, with the Internal Security Programme (SM 2004), it was decided to change local crime prevention plans into broader local security plans and clarify the entire process of security planning. On 4 April 2005, the Ministry of the Interior set up a working group to draw up a proposal for further development of a regional and a local security plan and for the preparation of a national model. The task of the working group was based on the Government’s decision of 23 September 2004 regarding an internal security programme in which the strategic guidelines and measures were strengthened in accordance with the decisions of the national crime prevention programme “Working Together for a Safe Society” confirmed by the Government in 1999 in order to further develop and enhance the effectiveness of the security plan initiated. The working group published its recommendations in 2006.¹⁶

Internal security in the Government Resolution on an internal security plan meant a condition in society where everyone can enjoy the rights and freedoms guaranteed by the judicial system as well as a safe society without the fear or insecurity that may arise from crime, disturbances, accidents and phenomena or changes in Finnish society or in an increasingly globalising world. This Resolution and the definition of internal security put the focus on municipal management as well as on various administrative bodies and departments. The Internal Security Programme was implemented as part of the operational and budgetary planning and performance management of various administrative branches both in regional and local internal security cooperation and in security planning.

The report by the Ministry of the Interior¹⁷ proposed that the security plan should be included by the municipalities in the e-welfare report. In the brief report made for the

¹⁶ SM 2006.

¹⁷ SM 2014b

preparation of the programme for the secretariat of the National Council for Crime Prevention only a few municipalities had a combined security and welfare plan.¹⁸

The Association of Finnish Local and Regional Authorities are responsible for developing the e-welfare report, and the aim is to introduce it in all the municipalities. The welfare report is an important part of the management of strategic action and planning, implementation and evaluation of finances. The issues implemented in the municipalities are described in the municipal strategy on which the operational and budgetary plan, in turn, is based. The e-welfare report specifies aspects concerning the promotion of wellbeing in the municipal strategy and in the action and budgetary plan. It enables the focal areas, development needs, objectives, measures, resources and assessment indicators of municipal operations through which performance is monitored to be described in more detail. The e-welfare report is supplemented, where necessary, by programmes and plans for different sub-areas.

Integrating the e-welfare report into crime prevention work is one method of linking crime prevention issues to a municipality's strategy, operational and budgetary planning and decision-making. This would also increase opportunities to allocate resources to areas that are important with respect to crime prevention.

Measure:

1. Crime prevention will be included in the municipality's strategy, and in welfare and security work so as to ensure the implementation of crime prevention at the local level in the form of cooperation with different administrative branches (e.g. social, health, youth, education, cultural, rescue, planning and technical services, building supervision and the police). Similarly, it is necessary to secure resourcing and monitoring of crime prevention work and to ensure cooperation between the regions and the municipalities.

Cooperation partners: **Municipalities**, the Association of Finnish Local and Regional Authorities, SM, RTN, Ministry of Social Affairs and Health (STM), OKM, Ministry of the Environment (YM), Regional State Administrative Agencies, regions, regional and local steering groups for welfare and security planning, crime prevention contact persons.

Timetable: 2017–

The basic task of municipalities is to ensure the wellbeing of municipal residents (Local Government Act 2015/410). Decisions made in a municipality's administration are often broad and wide-ranging, affecting residents and their security as well as municipal finances. The Association of Finnish Local and Regional Authorities recommends that the impacts of decisions be evaluated in advance by means of the ex-

¹⁸ In 2016, the secretariat of the National Council for Crime Prevention conducted a brief survey of the use of security plans (Erkinjuntti 2016). The survey included 26 municipalities, which were restricted according to whether they had a security plan extending until at least 2016. The content of the security plans arose from the objectives of the Internal Security Programme (e.g. reducing security problems caused by alcohol and improvement of the security of older people). With respect to the target groups, improvement of the security of young people, children and older people emerged from the safety plan. Special groups, such as ethnic minorities, people with disabilities and people undergoing mental health rehabilitation, received less attention among those in the survey. Only two of the municipalities involved in the survey had a combined security and welfare plan; the others had a separate security plan.

ante impact assessment (EVA) method and that the assessment should be linked to the evaluation of municipalities' budgetary and operational planning.¹⁹ EVA is aimed at elected officials of municipalities and joint municipal authorities, civil servants and officials responsible for preparing decisions and, where applicable, to municipally owned companies. In different sectors, special legislation obligates municipalities to assess the impacts of decisions.

Measure:

2. Assessment of security impacts will be modelled as support for municipal decision-making. Consideration of the crime prevention aspect, especially, in the preparation of municipal decision-making will be assessed by means of the model.

Cooperation partners: **The Association of Finnish Local and Regional Authorities**, RTN, LSSAVI's safety and security research network, SM, Regional State Administrative Agencies, universities, universities of applied sciences

Timetable: 2017–2018

One key objective of local crime prevention work is to increase the effectiveness of prevention work, so that crimes and disturbances occur less frequently, and people's safety and sense of security improve. Prevention work is made more challenging by the fact that preventive measures are often the responsibility of an actor that differs from that for corrective measures. Moreover, the benefits of prevention work often appear only after a longer period of time. Exclusion, prevention, identification of vulnerable groups and safe community planning are examples of long-term safety of the work, the results of which often appear only after several years. Although long-term security work incurs costs to municipalities, it nevertheless reduces other harm resulting from crime, such as the costs arising from victim experiences and the fear of crime.

In Finland, calculations have been made using various criteria on the importance of preventing social exclusion and preventive action. For example, at the end of the 1990s, Irma Moilanen at the University of Oulu calculated the cost of failure to treat behavioural and mental health disorders in young people.²⁰ Jukka Ohtonen has compiled findings on the costs of child welfare and increased unemployment caused by lack of educational qualifications.²¹ The costs of violence against women have also been estimated.²² The National Institute for Health and Welfare has launched a project to assess the costs to society arising from rape. Existing Finnish and international models are utilised in the development of cost assessment in combating and preventing crime.

¹⁹ For the purpose of supporting the adoption of EVA, there is a modelled preparatory process and an online tool, EVA, which are available at www.hyvinvointikertomus.fi.

²⁰ Western and Inland Finland Regional State Administrative Agency 2012

²¹ Ohtonen 2015; Säkäjärvi & Kinnunen 2013

²² Heiskanen and Piispa 2000 & 2002

Measure:

3. Methods will be developed to assess whether measures to combat and prevent crime are cost-effective.

Cooperation partners: **RTN**, VATT, VTT, THL, universities, universities of applied sciences, representatives of municipalities

Timetable: 2017–2019

Indicators from the Sotkanet database, such as safety indicators, have been developed to support e-welfare reports. Municipalities can also add their own indicators to the e-welfare report, and the tool is open to accept new databases. Assessment of the current state and operating environment conducted in crime prevention work benefits from indicators relating to security in e-welfare reports. The online platform should be developed in such a way that it would retrieve information from various portals and include location data and variables measuring security. Crime prevention work may also utilise a mapping method and make use of police data on reports of offences in order to determine so-called “hot spots” and to allocate crime prevention methods.²³

Measure:

4. E-welfare report indicators will be developed in such a way as to obtain regional information about crime and welfare indicators.

Cooperation partners: **The Association of Finnish Local and Regional Authorities**, THL, Regional State Administrative Agencies, regions, RTN, police

Timetable: 2017–2019

3.2 Improvement of cooperation and networking with public authorities, businesses, organisations and citizens

In accordance with the objectives of the Strategic Programme of Prime Minister Juha Sipilä’s Government,²⁴ the Ministry of the Interior published, on 19 May 2016, a report on the internal security situation, which evaluated the duties and goals of the police. The report is the basis for work on the internal security strategy, which comprehensively addresses the prerequisites for comprehensive security: cooperation procedures within different authorities and the key challenges of internal security in the near future as well as sets out the objectives and indicators applicable to monitoring internal security. A key objective of the internal security strategy is to ensure

²³ Piispa, Järvinen & Korhonen (2008).

²⁴ HO 2015

the strength of the basis official activities, so that a genuine partnership can be built to promote internal security. According to the strategy, internal security requires deep and committed cooperation between various public authorities, non-governmental organisations, local communities, businesses and numerous other actors.²⁵

The Government's Strategic Programme highlights strengthening the comprehensive concept of security nationally, in the EU and in international cooperation.²⁶ According to the Programme, this applies, in particular, to new and large-scale threats, such as the defence against hybrid attacks, cyber attacks and terrorism, and the aim is to strengthen the internal foundations of external security. The Security Strategy for Society is being updated in this respect.

The National Council for Crime Prevention has a significant role in promoting internal security with respect to crime prevention. The objectives of the internal safety strategy and local crime prevention programme are mutually supportive and the Council will contribute to promoting the goals defined in the strategy for internal security. At Government level, the development and coordination of crime prevention work is the responsibility of the National Council for Crime Prevention in accordance with the Decree (396/2007, section 2).

Measure:

5. At Government level, the National Council for Crime Prevention promotes the development and coordination of crime prevention work and is responsible, for its part, for implementing the objectives defined in the internal security strategy.

Cooperation partner: **RTN**

Timetable: 2016–

The Regional State Administrative Agency has a key role level in promoting regional and local welfare and security planning and in coordinating contingency planning and preparedness (Act on Regional State Administrative Agencies 896/2009). The Act (section 17a) defines the cooperation between the Regional State Administrative Agencies and the police departments, promotion of regional and local government security planning, support to the competent authorities in an area in managing security situations and in coordinating the activities of these authorities, and other regional cooperation between the authorities in police matters. The Regional State Administrative Agencies and the National Police Board must cooperate in matters concerning evaluation of the regional availability of police services.

The Regional State Administrative Agency is responsible for ensuring that the municipalities comply with the legislation and harmonise the preparedness and contingency planning of the municipalities, the state and other authorities in their geographical area. The tasks of the Regional State Administrative Agencies and the regions in security and crime prevention will be redefined in conjunction with the regional government reform.

²⁵ SM 2016, 53

²⁶ HO 2015

Measure:

6. The crime prevention perspective will be included in the activities of the regional welfare networks to be established within the Regional State Administrative Agencies.

Cooperation partners: **Regional State Administrative Agencies**

Timetable: 2016–

The reform of regional government should enter into force at the beginning of 2019. The reform will redefine the tasks of municipalities, regions, regional state administrative agency authorities and other authorities operating in the area. The 18 “counties” (autonomous regions) to be established will be responsible for arranging and funding social welfare and healthcare services. In addition, there will be five cooperation areas based on the existing specific catchment areas. Tasks other than social welfare and healthcare (SOTE) services will probably be transferred to the counties in accordance with the Government policy outline of 5 April 2016.

In accordance with the principles of current legislation, the municipalities will remain responsible for handling and promoting employment. The municipalities will also continue to be responsible for promoting education and culture as well as health and wellbeing, and for sports services, youth services, cultural services and other leisure services, local industrial policy, land use, construction and city planning. The counties would be responsible for healthcare and social welfare, rescue services, environmental healthcare, regional development duties and tasks related to the promotion of business enterprise, planning and steering of the use of regions as well as promoting the identity and culture of the counties, and for other statutory regional services assigned to the counties. In the area of security, the duties of the counties would include social wellbeing and health promotion services, as well as regional preparedness and support thereof pursuant to the Security Strategy for Society and harmonisation in matters relating to the duties of the counties. In connection with the reform of regional government, the role of the counties and the Regional State Administrative Agencies in security work will be ascertained. The reform, when implemented, could provide small municipalities with additional opportunities if the counties are given a role in cooperation, coordination and expert tasks related to the prevention of crime.

Group work regarding the reform of regional government is underway and it is stated in the decision to set the groups up that any substance experts needed will be invited to join the groups.

Measure:

7. The role of different bodies in preventing crime as well as in building cooperation and networking will be ascertained in conjunction with the reform of regional government. When the reform of regional government enters into force, the roles and responsibilities of different bodies in implementing the Crime Prevention Programme will be reviewed.

Cooperation partners: **OM**, Ministry of Finance (VM)

Timetable: 2016–2018

A significant part of municipal operations are of the type that affect security. Such functions include, for example, land use planning, social and health services, technical services, day care, youth services, cultural and educational services. The municipality is also doing as part of their own operations decisions that have a major impact on security now and in the future.

Third sector actors should be involved in planning and implementation, as they often have knowledge about the situation of a wide range of population groups, such as ethnic minorities, immigrants, young people and older people. So-called “tacit knowledge” does not, reach authorities. The strength of organisations also consists of low-threshold services, which many people find easier to contact, especially if they are not completely able to trust public authorities.

When planning the composition of the working group participating in crime prevention work, the specific characteristics of the municipality should be taken into account. Examples of the roles of the actors in question in crime prevention are listed in Appendix 3. The list does not cover all of their activities.

Measure:

8. The crime prevention perspective will be included in local (municipalities / sub-regional units) welfare and security groups. The population groups, crime prevention actors and special features of crime problems in an area will be taken into account in the composition of the working group. Depending on the locality, it is recommended that at least the police, social, health, education and youth services, as well as building / city planning, representatives of businesses and a diverse representation of residents (e.g. regional panels) and organisations are included.

Cooperation partners: **Municipalities**, welfare and security plan actors, police

Timetable: 2016–

Security work and crime prevention should not be regarded as an “extra” job of the persons involved, but as an integral part of their basic duties. At the local level there is no need to create a parallel or overlapping structures, which reduce the effectiveness and efficiency of available resources. Cooperation should be organised in such a way that the resources are allocated to the actual work and responsibility for coor-

dinating security work and crime prevention should lie with one person. For example, Helsinki and Espoo have a police coordinator who acts as a liaison between the city and the police. A wide knowledge of administrative branches and security expertise has proven to be useful in the coordinator's work. Cooperation structures should be described clearly and transparently, so that any change of persons involved does not affect the continuity of cooperation.²⁷ Preventive action by the local contact person facilitates the cooperation network, which has a clear structure and a person tasked with maintaining it. Implementation of the police's preventive action strategy is supported by a nationwide EET steering group whose task is to coordinate national development activities.

Measure:

9. A contact person will be appointed to each municipality / sub-regional unit. Their duties will include promotion and coordination of crime prevention in the area. The task can be integrated into a broader security work. The need for a national coordination body will also be ascertained.

Cooperation partners: **Municipalities**, RTN

Timetable: 2016–2017

3.3 Enhancement of crime prevention expertise

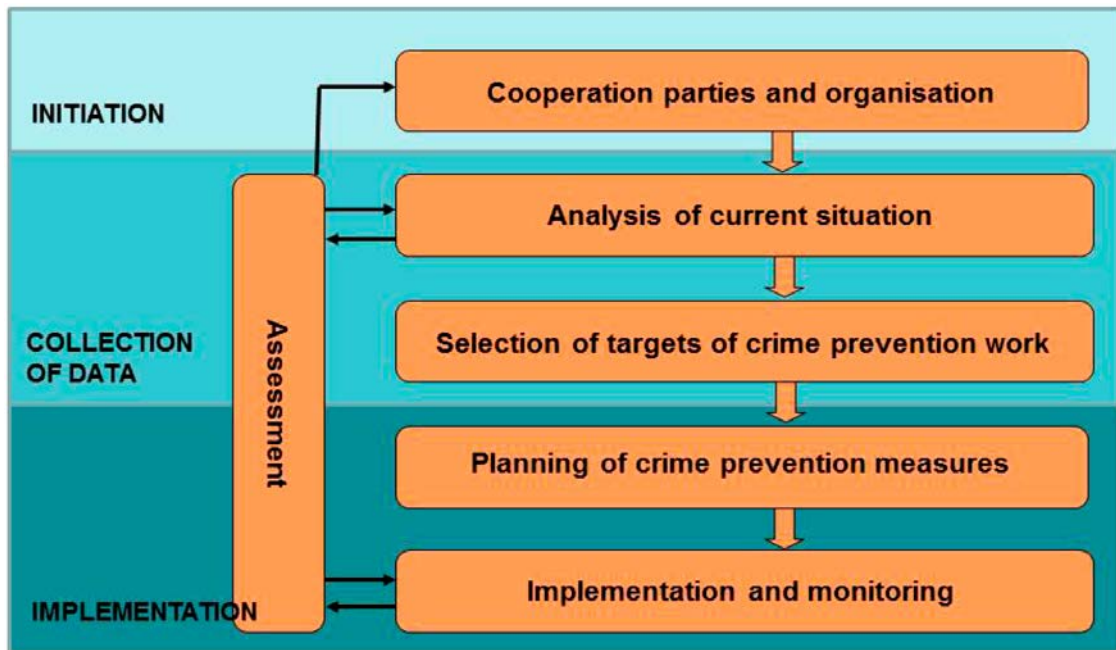
Local crime prevention work should be based on thoroughly evaluated data. Municipalities are different, their security situation, challenges and development needs vary. Security planning is based on identifying local security problems and addressing them in a systematic manner. Crime prevention work addresses current problems, but it is a good idea to look to the future proactively, for example, through planning. The causes of security problems should be analysed, and measures planned and prioritised on the basis of the analysed data. The impact of the measures implemented should also be assessed.²⁸ In order to ensure the effectiveness of crime prevention, it is essential to focus on a limited number of problems and to ameliorate them.

Crime prevention should be examined as a whole that progresses in a process-like manner. In this way, everyone is clearly aware of the stages in the process. The process description also ensures that the various stages are linked to each other.

²⁷ The need for a contact person responsible for security was noticed also in a pilot project realised in Järvenpää by the National Council for Crime Prevention. One of the key recommendations was to make security planning part of the city's action plan and to appoint a contact person (OM 2009, 75).

²⁸ Brå 2015

Figure 1. Crime prevention process



Local actors need information on crime prevention processes and methods in order to improve cooperation in preventing crime at the local level and to make the expertise and knowledge of organisations and residents more effectively available. The crime prevention aspect and communication of methods is also important to city management and heads of departments. In addition to information on the prevention of crime, training in managing the networks is needed. In Finland, crime prevention education is provided by Laurea University of Applied Sciences – the only university of applied sciences to offer this training. Universities provide occasional courses dealing with the subject. Education provided by means of various methods is required both by graduating students as well as by individuals supplementing their qualifications.

Measures:

10. A working group will be set up to ascertain the need and methods for crime prevention education in cooperation with educational institutions and universities providing training in the field.

Cooperation partners: **RTN/research division**, universities and universities of applied sciences, LSSAVI's safety and security network

Timetable: 2016–2017

11. The Regional State Administrative Agencies and the National Council for Crime Prevention will, in cooperation with the regions, arrange regional training courses and seminars on crime prevention to which civil servants and elected officials as well as a diverse representation of businesses, organisations and residents' associations, among others, will be invited. Training courses and seminars will also be implemented in Swedish.

Cooperation partners: **RTN**, Regional State Administrative Agencies

Timetable: 2016–

At the preparatory stage of the Programme, consultation of young people revealed that schools do not provide sufficient information on crime and crime prevention. The teaching of skills relating to safety and citizenship has been strengthened in the new core curriculum, which entered into force in 2016.²⁹ It is important that education and learning materials addressing issues relating to safety and crime unravel the multiple mechanisms behind crime. Teaching must also take into account the capabilities required by data security in such way that young people learn to assess any risks that services may involve, how to combat them and to whom suspicious phenomena can be reported.

Measures:

12. Educational materials on crime prevention will be produced for schools and youth services in both of Finland's national languages (Finnish and Swedish).

Cooperation partners: **RTN**, OKM, Finnish National Board of Education (OPH), universities, universities of applied sciences, organisations working with children and young people, producers of teaching materials

Timetable: 2017–2020

13. It will be ensured that schools and educational institutions teach safety promotion in accordance with the curricula in conjunction with teaching social studies and health education, in particular.

Cooperation partner: **OPH**, municipalities

Timetable: 2016–

²⁹ In accordance with the Government decision, the new distribution of lesson hours and new curricula will be implemented as from the beginning of autumn 2016. This means that local curricula must be ready and officially approved before 1 August 2016. Local curricula will be drawn up on the basis of the new curriculum completed in 2014.

14. A cooperation network for disseminating information on crime prevention will be created for organisations engaged in youth work.

Cooperation partners: **Finnish Youth Cooperation – Allianssi**, OKM, RTN representatives of youth organisations

Timetable: 2017–

Evaluation studies which have assessed crime prevention measures implemented in Finland by means of research will be included in the Finnish database for crime prevention evaluation research. Information on the research body, data concerning the measure, data on the method of evaluation, and the key findings, with particular focus on the effectiveness of the measure will be compiled on studies. The database will include published studies and approved theses. The database will grow when researchers enter data on their research by means of an electronic interface. The aim is to support and develop crime prevention evaluation research as well as to provide information to all interested parties on the effectiveness of the various measures in the light of research evidence. The database is intended to be permanent and accumulative.

Measure:

15. The National Council for Crime Prevention will compile a domestic database on crime prevention evaluation research, which will help analyse that crime prevention is effective, useful, and cost effective.

Cooperation partners: **KRIMO** and RTN/research division

Timetable: 2017–

The Ministry of Justice has set aside from the annual budgetary aid appropriations discretionary government transfers for crime prevention work and its evaluation. The aid has been used to develop local crime prevention work, disseminate information about crime prevention and develop good practices that could be spread. A separate appropriation has not been allocated for crime prevention research or the evaluation of projects so far.

Measure:

16. Government support for research and development projects on crime prevention work will be increased.

Cooperation partner: **OM**

Timetable: 2020

3.4 Consultation of local residents and non-governmental organisations in the planning of crime prevention measures

Section 22 of the Local Government Act states that a municipality's residents and service users have the right to participate in and influence the activities of the municipality. Local councils must ensure that there are diverse and effective opportunities for participation. Participation and exerting influence can be furthered especially by: 1) arranging opportunities for discussion and for views to be presented, and setting up local resident panels; 2) finding out residents' opinions before taking decisions; 3) electing representatives of service users to municipal decision-making bodies; 4) arranging opportunities to participate in the planning of the municipality's finances; 5) planning and developing services together with service users; 6) supporting independent planning and preparation of matters by residents, organisations and other corporate entities.

Residents, service users, organisations and other corporate entities must be informed about the municipality's activities. Municipalities must provide information on how to participate in and influence the preparation of decisions. In communications, clear and comprehensible language must be used and the needs of the municipality's various groups of residents must be taken into account. (Local Government Act, Chapter 5, section 29)

International reports and evaluation studies support the argument that crime prevention projects enjoy greater success the more residents and service users receive information about projects and are involved in their implementation.³⁰ Crime prevention should pay attention to residents, as they have a good understanding of the security problems in the area and possibly also suggestions on how to improve security in the region. The participation of residents also creates social cohesion. Consultation of residents should take into account various population groups, such as families with children, older people, young people, people living in owner-occupied and rented housing, different minorities, motorists and people without cars. Communities should not therefore be treated as a single entity; rather potential conflicts existing between interest groups operating within a community should be taken into account.

As a generalisation, cooperation between local interest groups can be divided into different stages depending on how active a role residents are expected to play. On the first level, provision of information and communication is one way in the sense that it is up to the recipient whether he or she picks up the message or not. Feedback is not necessarily expected for this type of communication. It is rather communication of information.

³⁰ See e.g. Forrest et al. 2005

Measure:

17. The training of persons responsible for municipal communications will include the crime prevention perspective, so that they will be able to provide residents and organisations with information about the local security situation, crime prevention and actors in clear language and using a variety of communication channels.

Cooperation partner: **The Association of Finnish Local and Regional Authorities**

Timetable: 2016–

At the next level, the starting point for providing information is to give residents at least a limited opportunity to have an influence and to encourage them to take a position and make proposals. Tangible examples are, for example, parents' evenings held in schools, events for young people arranged in youth centres and events organised by residents' associations events where the participants can be informed about phenomena in the area or locality and encouraged to propose ideas and share suggestions. These events can sometimes also have voluntary interpreters, so that the needs of different language groups can be taken into account. Moreover, by responding to resident questionnaires residents can make their opinions known, although their responses will be treated statistically.³¹

Measure:

18. Measures will be taken to ensure that municipalities, residents and non-governmental organisations are given information about the local security situation, crime prevention and actors using channels that lower the contact threshold and increase opportunities for working together. The need for targeted communication for different groups will be ascertained.

Cooperation partners: **Municipality**, local welfare and security working groups, the Association of Finnish Local and Regional Authorities, the municipal crime prevention contact person, non-governmental organisations

Timetable: 2016–

The internet and social media can be utilised locally to consult various groups of residents. A wide range of participatory channels and action models have been developed for consulting residents. Channels such as this include, for example, the online democracy channels maintained by the Ministry of Justice such as *otakantaa.fi*, *nuortenideat.fi* and *kuntalaisaloite.fi*, which are collated under the website *demokratia.fi*. These can also be used locally to consult citizens. Similar online forums for public debate operate in a number of cities. For example, the section *Osallistu ja vaikuta* on the entry page of the City of Vantaa's website is an example of well-

³¹ The National Council for Crime Prevention has drawn up and published a safety questionnaire that municipalities may use without charge to measure the security and sense of security of residents in their area. Municipalities that conduct security surveys on a regular basis may import any indicators they deem necessary from the survey to the security section of the e-welfare report.

executed service. The problem with online participation channels is that they are not known generally or they are not implemented in an interesting way. The attractiveness and effectiveness of participatory experiments is reduced by the fact that the discussion agenda is determined by civil servants and decision-makers. Citizens cannot usually influence the formulation of the agenda.

The Strategic Government Programme of Prime Minister Sipilä also highlights digital experiments. It is hoped that digitalisation will facilitate the emergence of trust, interaction and experimentation. This programme has developed measures which, as such, will promote the principles of the Government Programme: it will aim at innovative solutions, improvements in services, the promotion of individual initiative and entrepreneurship, and the strengthening of regional and local decision-making and cooperation. Experiments will make use of citizen-driven operating practices and these will reduce response times and improve anticipation during the process of solving social problems, and the Government's strategic aims will be promoted.³²

For example, the Helsinki Police Department is involved in an EU-funded project to develop a community policing model dimensioned to local, regional and national needs and to test technological tools to increase cooperation between citizens and the police. Alongside the EU project an electronic platform and application will be developed to increase cooperation between the police, various authorities, organisations and citizens in order to solve problems that compromise the safety or security of local residents. The application will follow the working model of preventive measures by the police.

Measure:

19. A working group will be set up to ascertain what kind of mobile applications are in use and how suitable they are for enabling residents to report crimes and disorderly behaviour in their area and for making suggestions to improve the situation. Dissemination of the model will be decided on the basis of analysis.

Cooperation partner: **RTN**, POHA, Regional State Administrative Agencies/regions, municipalities and organisations that have test the applications

Timetable: 2018–2019

Section 18 of the Youth Act requires that young people must be given opportunities to take part in the consideration of matters concerning local and regional youth work and youth policy, and that they be heard in matters concerning them. The Government proposal for a new Youth Act (HE 111/2016) contains an equivalent obligation. Young people participating in workshops aimed at young people realised in Vaasa and Jyväskylä expressed their interest in being consulted about their local concerns and victim experiences and suggested local questionnaires and surveys. National studies are, however, already being conducted among young people on a regular basis. These include, for example, a survey on security in educational institutions,

³² HO 2015, 26–27

which is part of the system of surveys on youth crime at the University of Helsinki's Institute of Criminology and Legal Policy Institute.³³ Therefore, the possibilities of developing the application of existing applications locally should continue.

Measure:

20. Ways to utilise existing applications for consulting young people and children about crime prevention and matters giving rise to feelings of insecurity (such as [decibel.fi](#), [nuortenideat.fi](#), [ung.info](#), [Help.some](#), school, outreach youth work) will be ascertained.

Cooperation partners: **RTN** and the Office of the Ombudsman for Children, OPH, the Finnish Youth Research Network, Verke – the National Development Centre for Online Youth Work in Finland, organisations, bodies producing application services, representatives of local welfare and security planning

Timetable: 2018–2019

Resident panels and forums provide residents with a versatile way to influence and participate in promoting safety and security directly or indirectly. The most important aspect in resident activities is to bring together fragmented opinions. According to the survey, local residents' movements offer residents more practical and meaningful ways to influence issues in their area.³⁴ A wide range of activities and events have an impact on neighbourhood safety and security, on the welfare of the residents and even on crime prevention. The voice of residents must be heard, for example, in planning and environmental matters. The abovementioned inclusion structures do not reach all population groups, such as immigrants. Residents from different language, cultural and religious backgrounds can be reached through multicultural cafés and movements.

³³ The survey on security in educational institutions aims to measure less frequent and more severe forms of perpetration than is possible in a sample-based school survey. The survey also covers offences against an educational institution as an institution (e.g. criminal damage, offences against property). It consists of a questionnaire aimed at principals, which measures crime directed at pupils, staff and the institution. The study also takes into account risk factors, as well as the security and control procedures of educational institutions. The study is a population study conducted in Finnish basic education and upper secondary education units. Exceptions are educational institutions with only basic education class levels 1-6; a 25% sample will be taken from this stratum. In 2016, the survey will be targeted at approximately 1,500 educational institutions.

³⁴ Rinne and Rättälä 2016, 59

Measure:

21. Municipalities will use their existing inclusion structures (such as regional panels, regional forums, neighbourhood and village associations) and organise, where necessary, regional consultation events concerning crime prevention and security for residents and organisations operating in the area.

Cooperation partners: Municipalities, municipal crime prevention contact persons, the Association of Finnish Local and Regional Authorities DKY, KANE, ETNO, RONK and their regional working groups, RTN, Regional State Administrative Agencies, neighbourhood associations, immigrant forums, companies

Timetable: 2016–

Chapter 5 of the Local Government Act requires municipalities to establish youth councils (section 26), older people's councils (section 27) and disability councils (section 28).³⁵ The law aims to secure the opportunities for these population groups to influence the planning, preparation, execution and monitoring of activities of the municipality's different areas of responsibility in matters of importance to the wellbeing, health, education, living environment, housing or mobility of the municipality's residents and also in other everyday matters.

Measure:

22. Disability, older people's and youth councils required by the Local Government Act will be utilised in crime prevention.

Responsibility level: **Municipalities**, the Association of Finnish Local and Regional Authorities, RTN, VANE, NUVA, councils for older people and people with disabilities, youth councils

Timetable: 2016–

³⁵ See also Article 4.3. of the UN Convention on the Rights of Persons with Disabilities, which entered into force in Finland on 10 June 2016.

3.5 Opportunities of citizens to influence and participate in preventing crime and increasing the sense of safety and security in their communities

A study conducted by the Finnish National Rescue Association³⁶ surveyed Finnish concepts of security. Well over half of the respondents regarded inequality between people as a major insecurity factor, and the majority felt that inequality in residential areas was a growing problem. According to the survey, Finns trust each other, as the majority of the respondents maintained regular contact with other people and expected to receive support from family and friends if they faced a difficult personal crisis.

This programme emphasises the role of citizens in increasing a sense of security and in preventing crime. Crime prevention must be carried out by public authorities, businesses, organisations and residents in cooperation where residents have their own key role to play. It is important to identify the different needs of various groups of residents.³⁷ Their voices and experiences should be taken into account and utilised. Residents often work or perform voluntary work, however, in organisations or in their area of residence which can prevent and reduce crime and increase the sense of security.

A tangible example of cooperation between the authorities and residents are safety walks, which are one functional form of consultation and a way to get the authorities, residents and other key actors to meet each other and to discuss together which locations in the area seem unsafe, or are known to be dangerous. The idea is to consider together how to make them safer and better places to live in.³⁸

The Neighbourhood Help working group's background material³⁹ describes a variety of participation opportunities for residents. Residents are able to participate in crime prevention in the form of traditional neighbourhood help⁴⁰, which means mutual informal help and assistance in everyday life. Neighbours, acquaintances and co-workers can create among themselves, consciously or unconsciously situations involving neighbourhood help. If support networks in a community are weak and traditional neighbourhood help, or cooperation between neighbours does not work, local time banking activities, village teams, resident helpers and volunteer networks can provide assistance.

³⁶ The Finnish National Rescue Association 2015

³⁷ SM 2014c

³⁸ See, e.g. Safety Walks, 2013

³⁹ Background material of the Neighbourhood Help working group, 2014

⁴⁰ The background material of the Neighbourhood Help working group (2014) defines neighbourhood help as action that reinforces the welfare society, which citizens and actors can implement in neighbourhoods and places where people live by means of a community-based approach. Neighbourhood help also consists of action by public authorities or other bodies and cooperation with local residents. Organisations can provide neighbourhood help in residential areas, for example by supporting "natural" communities, by working in problem areas and by providing services for consideration. Neighbourhood help impacts on society more widely than only in physical neighbourhoods and residential areas. It also has an impact in social media, for example.

Non-governmental organisations provide a more organised arena for exerting an influence and participating. Non-governmental organisations and voluntary activities, support for and implementation of activities play a significant role in services and neighbourhood help provided by volunteers in different localities. During the past decade, traditional organisations have been joined by an increasing number of informal, often network and online-based civic activities, such as resident and grass-roots movements (the Kannelmäki, Kallio or Töölö movement, Hyvä kasvaa Järvenpää, Siskot ja Simot, pop-up restaurants and cafés, street flea markets, street festivals, volunteer gigs and events, as well as collective or individual time banks).

Churches and parishes perform diaconal work, which aims to make people whole both as individuals and in the community and to help them cope in the midst of difficulties. Diaconia encounters a large number of older people, in particular, but also families, young people and children. People in prison and prisoners who have been released and their family and friends are also target groups of diaconal work.⁴¹

Neighbourhood watch can be used in situation crime prevention, for example, by increasing concrete surveillance by neighbours or by using locked areas or cameras that increase the risk of being caught. Neighbourhood help can also increase a sense of security; when residents care about their own residential area, know each other and work together for a pleasant living environment, informal social control increases. Neighbourhood help can also benefit residents who have challenges in managing life. Sudden, unexpected life events, illness, unemployment and the frantic years of families with children can give rise to a momentary need for help.⁴²

At its best, neighbourhood help increases the likelihood of residents working together spontaneously and a sense of community in the area. Neighbourhood help and joint activities can increase when citizens trust each other, which is also called for in the report on internal security and the internal security strategy.⁴³ Trust requires that residents and citizens can feel safe and that they feel they can influence issues and participate. A change such as this also requires a certain change of mindset, and the courage to intervene in a positive spirit in a neighbour's affairs without being afraid of causing problems for oneself.

According to the survey on discrimination, harassment and hate speech,⁴⁴ more than half of the respondents reported that they avoided certain places or public transport, for example, for fear of becoming a target of hate speech because they belonged to a minority group. According to the report, hate speech and harassment have the strongest impact on sense of security and do not strengthen residents' desire to participate in joint events. Models for promoting good relations and combating xenophobia have already been developed in the Good Relations project.⁴⁵

⁴¹ Background material of the Neighbourhood Help working group, 2014

⁴² Background material of the Neighbourhood Help working group, 2014

⁴³ SM 2016.

⁴⁴ OM 2016

⁴⁵ SM 2014c

Measure:

23. Information about projects and good practices to prevent a sense of insecurity increasing, discrimination or hate speech, which prevents residents from different population groups from participating in local activities will be collected and disseminated. The goal will be to find practices that research has shown to be effective in reducing crime.

Cooperation partners: RTN, DKY, OKM, OPH, the Association of Finnish Local and Regional Authorities, the police, the EET steering group, ETNO, organisational activists, dioceses

Timetable: 2016–

Mere knowledge of projects and good practices is not sufficient alone. Concrete solution models are also needed to prevent and solve everyday crime, to resolve and prevent public order disturbances, everyday problems and disputes in order to promote a sense of community and dialogue between residents. These include, for example, the work performed by community coordinators and real estate companies, resident management, social housing management and various forms of volunteering. The authorities, in turn, will carry out so-called “regional social work” in large towns and cities.

Community coordinators work, for example, in Helsinki Deaconess Institute, where the community coordinator is responsible for all concerns about the environment, provides information and dismantles rumours, and creates joint activities for new and old residents in the area and between organisations and business life. This form of community work emerged in response to the so-called “NIMBY” phenomenon, when residents began to resist housing, for example, substance abusers or asylum seekers in their neighbourhood.

At Settlementiasunnot Oy, the community coordinator is the originator and driving force of the community. Behind the concept lies a non-governmental organisation whose vision includes the construction and development of socially sustainable housing. The coordinator acts as a link between residents, the property owner and service providers in the area, and works at predetermined times in the community room of their building and advises and supports residents in the most ordinary everyday matters. The background to the task of community coordinator is the idea that preventive action and early intervention in minor disturbances will prevent them from growing into larger problems. Together with the residents, the coordinator plans joint activities (clubs, joint voluntary work, parties and trips), provides support in arrangements and is responsible for purchases. Activation and providing encouragement are an essential part of the coordinator’s work. The activities are based on a 1-10-10 model, according to which one person gets 10 enthusiastic people to become involved in the joint activities who, in turn, each get 10 new people to join. In this way, joint activities emerge from the community itself. The buildings have comfortable community rooms, which are decorated on the principle that they are attractive and like a second living room, where residents can spend time and get to know their neighbours. The community, which is broader than a single building and covers one block, is based on the 1-2-3-4 philosophy, which means that if one person lives in a small two-room apartment, their third dwelling is the community room on the block, and the fourth is located in town at the workplace or in voluntary work, for example.

The housing cooperatives have also implemented other projects aimed at developing the housing culture in a more community-oriented direction. For example, Dodo ry has implemented the Onnelliset taloyhtiöt project.

Measure:

24. The good practices of housing cooperatives and bodies providing housing services will be brought together for the purpose of enhancing community, and increasing the residents' joint activities and sense of security. They will be published on the good practices section of the National Council for Crime Prevention's website and proposals will be planned for pilot projects.

Cooperation partners: **RTN**, the Finnish Real Estate Federation, the Finnish Real Estate Management Federation YM, the Finnish Federation of Settlement Houses

Timetable: 2018

The work of the community coordinator and rapid intervention may prevent everyday problems. Other concrete solution models are also needed to prevent and resolve disputes in order to promote a sense of community and dialogue between residents. Concrete examples include various procedures to promote dialogue and encounter between the parties, such as mediation in criminal and civil cases, and mediation of disputes in neighbourhoods. Mediation of criminal and civil cases is handled in local mediation offices and it is being developed by the National Institute for Health and Welfare (THL). Mediation of disputes in neighbourhoods, on the other hand, is carried out by the Neighbourhood Mediation Centre of the Finnish Refugee Council. The aim of this activity is to bring the parties together at as an early stage as possible so that, should both parties so desire, they can together find a solution to their problem themselves. The party that caused the damage can take responsibility for their actions and compensate the victim for the damage or loss caused. In the case of young people, in particular, mediation can also prevent recidivism.

Dialogue is also promoted by the deliberative World Café method, which focuses on the exchange of information and opinions in a respectful and solution-oriented spirit, so that everyone has the right to be heard without fear of expressing the wrong opinion. The World Café method encourages participants to put forward different ideas and refine them together. It is a way to participate and exert influence, and replaces the traditional municipal hearing event. Administration and democracy researchers, too, have been enthusiastic about participatory experiments, which they hope will increase interest in the system and revitalise its withering practices.⁴⁶

⁴⁶ See Rättilä & Rinne 2016; Suomen Setlementtiliitto ry

Measure:

25. Information about dialogue promoting restorative and problem solving-oriented methods that can be used in localities or areas where the residents fears have become prey to various fears or a crime has been committed, and both parties want to attend the mediation.

Cooperation partners: RTN, THL, the Finnish Federation of Settlement Houses, the Finnish Refugee Council, the Deaconess Institute, other possible organisations and municipalities, the Association of Finnish Local and Regional Authorities, dioceses, universities and universities of applied sciences

Timetable: 2016–

In the study by Rinne and Rättilä,⁴⁷ resident activists regard the allocation of resources to the areas for the use of resident activists (for example, the regional board model in Rovaniemi) as worth developing. In this way, residents would be able to use resources independently to improve the attractiveness and safety of their living environment, which would ensure that local conditions and characteristics would be taken into account in the best way. Participatory budgeting is a democratic process in which members of a particular community are able to directly influence how part of the community's budget is spent. Participatory budgeting is closely allied with open discussion, budget transparency and understandable presentation. Participatory budgeting has been used most widely in Latin America, where it also originated.

Measure:

26. A development project in which participatory budgeting will be used to implement a crime prevention project will be piloted and evaluated.

Cooperation partners: **RTN**, the Association of Finnish Local and Regional Authorities

Timetable: 2018–2019

Hundreds of local associations: resident associations, cultural, sports, immigrant and social and health organisations, associations for the unemployed, and youth and pre-teen organisations as well as non-profit associations may operate in a municipality. Cooperation and between organisations and knowledge of other actors are weak in large towns and cities. Municipalities are well placed to promote the networking of local actors by providing facilities, organising events, and launching cooperation networks. (Background material of the Neighbourhood Help working group, 2014) The State and the municipalities have an integral role in supporting, developing and encouraging activities and operating prerequisites.

⁴⁷ Rinne and Rättilä, 2015

Measures:

27. The networking of organisations will be promoted by bringing together at a joint event coordinators of projects financed by a town or city.

Cooperation partners: **Local crime prevention contact person**, municipalities, organisations

Timetable: 2016–

28. The equal opportunities of organisations to apply for funding for projects aimed at preventing crime and increasing a sense of security will be promoted.

Cooperation partners: Municipal and government contact persons granting aid, OKM, OM/DKY, RTN, ETNO, KANE, Citizen Forum

Timetable: 2016–

Cooperation involving businesses both with civic activities and public authorities is highly important at the local level. Civic activity can be supported through a variety of partnerships – cooperation agreements, equipment, business premises, know-how or the provision of staff working hours. For example, utilising school premises that are empty in the evenings for recreational use provides residents and young people with opportunities to participate gives them something positive to do. The Neighbourhood Help working group (2014, 13) also suggested that an actor be appointed for communal facilities to promote a sense of community. There have been successful experiments in Helsinki whereby private companies, too, have for a brief period lent their premises for the organisation of events aimed at young people.

Measure:

29. Empty public premises and, where possible, premises of private companies will be utilised in order to facilitate the activities of residents and organisations

Cooperation partners: **Municipalities**, companies

Timetable: 2016–

4 Monitoring and assessment

The National Council for Crime Prevention will draw up a concrete implementation plan after the Programme has been confirmed. A *road show* will be organised with the Regional State Administrative Agencies for the purpose of disseminating the Programme. The National Council for Crime Prevention and the local crime prevention division monitor the implementation of the Programme annually. Existing indicators will be developed and utilised for the evaluation. An interim evaluation of the Programme will be carried out at the end of the National Council for Crime Prevention's term in 2018. The interim evaluation will specify the role of different actors in implementing the Programme on the basis of the reform of regional government. The final evaluation will be conducted in 2020.

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APPENDICES

Appendix 1. Workshop locations and numbers of participants

| LOCATION | DATA | PARTICIPANTS |
|-------------------------------|-------------|--------------|
| Jyväskylä (young people) | 23 February | 18 |
| Vantaa | 3 March | 14 |
| Vaasa (young people) | 7 March | 21 |
| Vaasa | 8 March | 23 |
| Lappeenranta | 16 March | 26 |
| Helsinki | 18 March | 23 |
| Lahti (Reception Centre) | 14 April | 25 |
| Joensuu | 19 April | 24 |
| Heinola (Reception Centre) | 21 April | 25 |

Appendix 2. Workshop questions

| Theme | Location |
|--|-----------------|
| How can decisions and measures relating to crime prevention be integrated in the municipal planning process? | HKI, LPR, Vaasa |
| How should crime prevention work be organised? By municipality or group of municipalities, or at regional administration or regional level? | HKI, LPR |
| How can participation in crime prevention work by residents and organisations be increased? | HKI, LPR, Vaasa |
| How does a city's security planning benefit from regional security groups? | Vantaa |
| How can the participation of ethnic minorities or immigrants' associations in crime prevention be increased? | Vantaa |
| What good practices have you utilised for consulting ethnic minorities and immigrant organisations in crime prevention? | Vantaa |
| Who are the key players in crime prevention work and what is their role in municipal crime prevention work? | Vaasa |
| How can it be ensured that crime prevention measures reflect local priorities and the situational picture? In other words, what is considered important in the municipality and where does the situational picture lead? | Vaasa |
| How can residents be involved in the creation of a situational picture? | Vaasa |

Workshops for young people:

1. Which crimes give you the greatest concern or scare you the most?
2. How could young people share their thoughts and suggestions on how to reduce and prevent crimes?
3. What good experiences have you had in which young people have been consulted and their message has been forwarded to decision-makers?
4. What could young people do to prevent crime?

Appendix 3.

Examples of the roles of the municipality and public authorities and organisations within its area in crime prevention.

Housing services: Housing policy

City planning: design and maintenance of the built environment, land use

Cultural and leisure services: sports opportunities, libraries, theatres, orchestras as enhancers of wellbeing

Youth services: youth work, prevention of social exclusion, outreach youth work, leisure activities

Technical services: pleasant living environment, good transport routes and connections, illuminated parks, planning and maintenance of green spaces and other public areas Road safety

Education services: a safe learning environment, consultation of young people on security matters, safety education, school and home cooperation

Social services: social welfare services, services for older people, integration

Health services: healthcare services, substance abuse and mental healthcare services

Parish: diaconal work, probation and after-care services, prevention of exclusion, youth work, work with older people, emotional support, family work community-oriented work

Organisations and residents: cooperation between public authorities and non-governmental organisations constitutes an important opportunity and, so far, it has been a too often neglected asset, which can enhance and contribute to local security
Examples of the work of organisations: rescue service, Victim Support, shelters, sports organisations, work with older people, young people and families

Resident associations: information on local security issues, interface between residents and the municipality's security work

The Chamber of Commerce or any other representation of entrepreneurs: Businesses help to accelerate economic growth and development. Companies can provide ideas, knowledge and perspectives that can lead to new and creative solutions. Development of cooperation relations and the exchange of information. Examples of partners: restaurants and licensed premises, insurance industry, private security sector.

Police: The duties and functions of the police based on legislation. The Police Act requires the police to work in cooperation with other public authorities and with communities and residents in the area in order to maintain security. Police duties include, for example, investigation of criminal offences that have occurred, maintenance of public order and security, as well as preventive policing. The aim of preventive measures by the police is to improve the security of society and the prevention of crime. The police prevent crime, public order disturbances, accidents and resolve problems in cooperation with people, other authorities and key partners.

Finnish Customs: Finnish Customs is a service and law enforcement organisation that protects society by combating threats to health and safety and to financial interests, and prevents the smuggling of drugs and other dangerous substances as well as financial crime.

The Finnish Border Guard: The Finnish Border Guard operates as crime prevention authority in order to maintain border security and to combat cross-border crime. Crime prevention by the Finnish Border Guard prevents the effects of cross-border crime in Finland.



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