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# Finland's Strategy on Preventive Police Work 2019–2023



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## Finland's Strategy on Preventive Police Work 2019–2023

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<p><b>Abstract</b></p> <p>The police have a legal duty to engage in preventive action to maintain the safety and security of people and society, to engender a sense of security and to sustain confidence in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. To ensure that preventive action is both productive and effective, there needs to be a focus on strategic guidance, consistent leadership that paves the way for preventive action at all organisational levels and managerial work that supports the actions. National, regional and local objectives will be set out for preventive work, the results will be monitored and they will be reported within and outside the organisations, also to residents. The Ministry of the Interior will draft annually a national report on the implementation.</p> <p>Finland's Strategy on Preventive Police Work defines what preventive action means and sets out the objectives, targets for preventive action and strategic policies for 2019–2023. Cooperation with partners and stakeholders will be of key importance in implementing the Strategy.</p> <p>In order to implement the Strategy, the National Police Board will prepare an action plan for the strategy period in accordance with the instructions provided by the Ministry of the Interior. The action plan will be reviewed annually. The plan will include assessment criteria and indicators that support the monitoring of the results and the progress of preventive action. The National Police Board will guide and direct local police departments in the implementation of Finland's Strategy on Preventive Police Work. The police departments will be responsible for implementing the Strategy as part of their daily work through leadership and managerial work.</p>			
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<b>Tiivistelmä</b>	<p>Ennalta estävä toiminta on poliisin laissa säädetty tehtävä, jolla ylläpidetään yhteiskunnan ja ihmisten turvallisuutta, turvallisuuden tunnetta ja luottamusta poliisiin puuttumalla varhain turvallisuutta heikentäviin tapahtumiin ja kehitykseen. Tuloksellisessa ja vaikuttavassa ennalta estävässä toiminnassa korostuvat erityisesti strateginen ohjaus, johdonmukainen ja ennalta estävän toiminnan edellytyksiä luova johtaminen organisaation kaikilla tasoilla sekä toimintaa tukeva esimiestyö. Ennalta estävälle työlle asetetaan tavoitteet valtakunnallisesti, alueellisesti ja paikallisesti, tulosten saavuttamista seurataan ja niistä raportoidaan oman organisaation sisällä ja siitä ulospäin, myös alueen asukkaille. Sisäministeriö laatii toimeenpanosta vuosittain valtakunnallisen raportin.</p> <p>Strategiassa on määritelty, mitä ennalta estävällä työllä tarkoitetaan ja mitkä ovat strategian tavoitteet, ennalta estävän työn kohteet ja strategiset linjaukset vuosille 2019–2023. Strategian toimeenpanossa keskeistä on yhteistyö kumppaneiden ja sidosryhmien kanssa.</p> <p>Strategian toimeenpanemiseksi Poliisihallitus laatii sisäministeriön ohjeiden mukaan strategiakauden kattavan toimeenpanosuunnitelman, jota tarkistetaan vuosittain. Toimeenpanosuunnitelma sisältää tulosten seuranta ja ennalta estävän toiminnan kehityksen seurantaan tukevat arviointikriteerit ja mittarit. Poliisihallitus ohjaa poliisilaitoksia strategian toimeenpanossa. Poliisilaitokset vastaavat siitä, että ennalta estävän toiminnan strategia toimeenpannaan osana poliisilaitoksen päivittäistä toimintaa johtamisen ja esimiestyön kautta.</p>		
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<b>Referat</b>	<p>Förebyggande verksamhet ingår i polisens uppgifter enligt lag. Den syftar till att upprätthålla samhällets och människornas säkerhet, trygghetskänslan och tilltron till polisen genom att i ett tidigt skede ingripa i sådana händelser och sådan utveckling som äventyrar säkerheten. I en framgångsrik och effektiv förebyggande verksamhet framhävs särskilt strategisk styrning, konsekvent ledarskap på alla nivåer som skapar förutsättningar för den förebyggande verksamheten samt chefsarbete som stödjer verksamheten. För den förebyggande verksamheten ställs upp riksomfattande, regionala och lokala mål, uppnåendet av resultaten följs upp och de rapporteras inom den egna organisationen och utåt, även till regionens invånare. Inrikesministeriet upprättar årligen en riksomfattande rapport om genomförandet.</p> <p>I strategin fastställs vad som avses med förebyggande verksamhet och vilka målen för strategin är, objekten för förebyggande arbete och de strategiska riktlinjerna för 2019–2023. Samarbete med partner och intressentgrupper är centralt i genomförandet av strategin.</p> <p>För genomförande av strategin utarbetar Polisstyrelsen enligt inrikesministeriets anvisningar en genomförandeplan som omfattar strategiperioden och som ses över årligen. Genomförandeplanen innehåller bedömningskriterier och indikatorer som stödjer uppföljningen av resultaten och av utvecklingen av den förebyggande verksamheten. Polisstyrelsen styr polisinsatserna i genomförandet av strategin. Polisinsatserna ansvarar för att strategin för förebyggande verksamhet genomförs som en del av polisinsatsernas dagliga verksamhet genom ledningens och chefernas arbete.</p>		
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## TO THE READER

The police have a statutory duty to engage in preventive action to maintain the safety and security of people and society at large, to engender a sense of security and to sustain trust in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. This helps to maintain the safety and security of people and society at large, to engender a sense of security and to sustain trust in the police. Preventive work also makes economic sense because repairing the damage caused by crime and disturbance and the process of bringing the perpetrators to justice is expensive. Crime and disorder weaken people's sense of security. A society with a strong sense of security is a successful society.

The previous strategy on preventive police work was published in 2014 and its key objective was to create structures for preventive work for all police departments. This new strategy sets out objectives and policy priorities for preventive police work for the period 2019–2023. The National Police Board will prepare an action plan for the strategy, which will steer the implementation of the strategy in individual police departments. The key themes for the implementation process determined each year and the indicators used in the monitoring of the results and annual reporting are considered in the plan. Individual police departments play a key role in the implementation of the strategy and achieving of the results. Individual police departments are expected to incorporate the strategy in their everyday work through their management and supervisory practices.

The police are facing more challenges in their preventive work, a result of changes in the operating environment, and the changes have also made preventive work more important for internal security. The Finnish public has strong trust in the police and this has allowed the police to maintain high performance with resources that are limited when compared to other European countries. Ensuring that the trust is not eroded is a daily effort and preventive work plays a key role in this process. Developing preventive work will require a shift in focus towards a more preventive approach and intervention in a proactive manner.

# 1 Basis for the strategy on preventive police work

The duty of the police is to secure the rule of law, maintain public order and safety, prevent, detect and investigate crimes, and submit cases to prosecutors for consideration of charges. The police work in cooperation with other public authorities and with communities and residents in order to maintain safety and security. In other words, the police have a statutory duty to engage in preventive action to maintain the safety and security of people and society at large, to engender a sense of security and to sustain trust in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. In successful and effective preventive work, the focus is on strategic guidance, consistent management providing prerequisites for preventive work at all levels of the organisation, supervisory work supporting the activities, professional competence and the setting of performance targets at national, regional and local level, monitoring of the results and reporting on them.

Limited resources and the view that preventive work is less important than other police tasks are the key challenges to preventive work. One reason for such attitudes is that demonstrating the results of preventive police work is often difficult and requires long-term monitoring. Preventive work often helps to ensure that nothing happens, which means that the results cannot be verified from police statistics (as solved cases or permit decisions). Besides, in many cases, the results of preventive work can only be seen over a time span of more than a year. The monitoring of police performance is mostly based on numerical indicators and one-year periods, which means that the monitoring system does not adequately support preventive work.

The police are facing more challenges in their preventive work, a result of changes in the operating environment, and the changes have also made preventive work more important for internal security. In many respects, Finnish society has become safer and more secure (for example, when examined on the basis of offences reported to the police). However,

at the same time, Finnish society has become less cohesive,<sup>1</sup> which has emerged as an increasingly serious challenge. This gives room for polarisation, which in turn strengthens the negative trend. Even though most Finns are now healthier and happier with their lives than before, social exclusion has developed into a more complex phenomenon, and the problems (such as becoming an offender or a victim, and the sense of insecurity) are affecting an ever smaller group of people. The welfare state and support networks do no longer reach all individuals and people close to them, which creates vulnerability that have an impact on safety and security. Technological advances have led to a situation in which the important task of reporting and analysing events, which has been supported by journalistic practices, is no longer the monopoly of the traditional media. With advances in technology, information and messages are spread more rapidly and they have created increasingly effective methods to target individual groups for communication and propaganda. This creates more opportunities to spread propaganda, false information, fake news and hate speech. They help to strengthen the sense of exclusion and lack of trust in society, especially among the individuals and groups that are already more distrustful of society and its institutions. These vulnerabilities are intentionally exploited to increase social polarisation and to spread cross-border and global security threats, such as terrorism, violent radicalisation and extremism, as well as organised crime.

In Finland, the trust in the police and other institutions, as well as in other people remains extremely high, compared with most other countries of the world. Trust is a key resource in Finnish society, as it enhances its functioning and the effectiveness of the public authorities. This trust is also one reason why the Finnish police have been able to perform effectively with resources that are smaller than in any other European country relative to the population. From the perspective of society at large, the key factor in the changing operating environment is to ensure that the trust in the police can be maintained and that the Finnish police can also operate effectively in the future. Changes in the operating environment and weakening of the social cohesion impact different population groups and regions differently.<sup>2</sup> Competent and professional police work helps to enhance and maintain trust in the police among all population groups. The Finnish police have been forced to focus its resources on urgent emergency tasks and serious crime. Preventive work should be seen as a cost-efficient part of the overall activities, in society at large and in the Finnish police. In addition to having impacts on individuals, preventive work also enhances trust and strengthens contacts with local communities, and prevents the spreading of the most serious types of crime. This will significantly boost the operating prerequisites of the Finnish police as they are working to achieve the strategic objectives. If the police lose the touch with individuals and local communities, this will also

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1 Social cohesion means the internal force keeping a society together.

2 For example: Onko Suomi maailman turvallisin maa kaikille? Turvallisuuden toteutuminen eri sukupuolien ja väestöryhmien kannalta. KPMG Oy Ab. 25 May 2018.

undermine public trust in the police and make police work more difficult. The weakening of the operational basis will also mean less results and make people more distrustful of the police, which in turn will lead to a negative trend. Lack of trust in the police provides a fertile ground for hidden crime and the sense of insecurity.

According to the Police Barometer published in June 2018, citizens trust the Finnish police and they are considered as a legitimate user of public authority. About 95 percent of the people interviewed for the survey stated that they trust the police a great deal or a fair amount. For the first time, the respondents were also asked whether, in their view, there have been clear mistakes in everyday police work. Nearly one respondent in five was of the opinion that the police have made clear mistakes in its own work. The proportion is even higher (27%) if no consideration is given to 'Cannot say' responses. The mistakes observed included improper conduct, excessive use of force and unfair treatment of people with immigrant backgrounds.<sup>3</sup>

The work of the police is guided by a number of strategies. The Finnish Government approved the Internal Security Strategy on 5 October 2017. The document provides a road map for making Finland the safest country in the world (as stated in the Government Programme). The measures set out in the strategy will be implemented in collaboration with a large number of partners and stakeholders, including organisations. The Police Strategy 2017–2020 is a strategy approved by the National Police Board, laying out the priorities of the police work. Promoting safety and security, combating crime, high-quality services, openness, and enhancing effectiveness are the priority areas set out in the document. In addition to the above strategies, a number of separate strategies and action plans covering a number of sectors have also been prepared to steer the activities and achieve results. These include the personnel strategy, the strategy to combat economic crime and the shadow economy, the national action plan for the prevention of violent radicalisation and extremism and the national counter-terrorism strategy. This new strategy on preventive police work is a separate strategy, which steers the preventive work of the Finnish police. The objectives and policy priorities set in the document support the goals laid out in the internal security strategy, the police strategy and the other documents referred to above.

Traffic safety is an important part of the preventive work. In its traffic safety work, the police focus on speed surveillance, controlling of the use of intoxicants and safety devices, and on identifying risk drivers. The traffic safety work is guided by the Government resolution on improving road safety, adopted in 2016. The objectives and policy priorities

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3 Poliisibarometri 2018. Matti Vuorensyrjä and Monica Fagerlund. Poliisiammattikorkeakoulun raportteja 130.

for traffic safety and surveillance are not included in the strategy on preventive police work because they are determined and prepared separately.

## 1.1 Preparing the strategy

The strategy on preventive police work was prepared by a working group appointed by the Ministry of the Interior on 9 November 2017, which comprised the following members: Tarja Mankkinen, Head of Development, Ministry of the Interior/Police Department (Chair); Stefan Gerkman, Assistant Police Director, Ministry of the Interior/Police Department; Heidi Kankainen, Chief Superintendent, Ministry of the Interior/Police Department; Timo Kilpeläinen, Chief Superintendent, National Police Board; Pekka Heikkinen, Chief Superintendent, National Police Board; Måns Enqvist, Chief Superintendent, National Police Board; Vesa Pihajoki, Chief Superintendent, National Police Board; and Aija Tiainen-Broms, Senior Adviser, National Police Board.

The objective of the strategy on preventive police work is that the goals and policy priorities set out in it can genuinely meet the expectations on preventive police work. In order to ensure this, workshops were held during the preparatory process in which representatives of the Finnish police, population groups, and key partners and stakeholders presented some of the key issues and expectations that should be considered in the preparation of the strategy. The strategy supports police officers carrying out preventive work so that they can achieve common objectives in cooperation with other partners and stakeholders.

Extensive involvement of the Finnish police administration in the preparation of the strategy was ensured with the workshops, which were held in each police department in accordance with the instructions issued by the National Police Board. The working group preparing the strategy arranged workshops with key partners and stakeholders as follows: representatives of sparsely populated areas, 2 March 2018 (in cooperation with the Finnish National Rescue Association SPEK); Finnish National Agency for Education, 8 March 2018; representatives of organisations, 15 March 2018; representatives of gender and sexual minorities, 14 April 2018; representatives of other ministries and public authorities, 15 April 2018; Church Council, 25 May 2018; and the workshop for young people, 29 May 2018. The workshops prepared proposals for focus areas and priorities of preventive police work. A meeting with researchers was held on 14 June 2018. The purpose of the meeting was to hear the views of researchers on how the planned content and objectives of the strategy are in accordance with research data, especially when examined from the

perspective of the citizens' needs and expectations of society at large, and what types of professional competence are required in preventive police work. The National Police Board also carried out a questionnaire in the social media on the policy priorities of preventive police work and its results have been considered in the strategy.

The first chapter of the strategy describes the basis for the strategy on preventive police work, while the objectives for preventive work and the strategy are outlined in chapter 2. Chapter 3 sets out the objectives for the management and organisation of the preventive police work and describes the main forms of the work that will be introduced and developed during the strategy period. Chapter 4 sets out the areas of preventive police work and the policy priorities for them during the strategy period. Chapter 5 describes how the strategy will be implemented as part of the police management system, how its results will be monitored and evaluated and how they will be reported to the supervisory organisation and key partners and stakeholders, as well as to local residents.

The concept 'preventive work' discussed in the strategy includes a broad range of different preventive activities. Preventive work means practical work aimed at preventing undesirable trends and incidents.



## 2 Objectives of Finland's Strategy on Preventive Police Work 2019–2023

This strategy and the objectives and policy priorities set out in it replace the previous strategy, which was adopted in 2014. The strategy will remain in effect until 2023. The strategy sets out the objectives and areas of preventive police work and their policy priorities for the strategy period. The strategy also describes the procedures, concerning the implementation, monitoring and reporting.

The definition of preventive police work is as follows:

*Preventive police work means systematic and coordinated action aimed at preventing crime, disorder weakening security and other undesirable incidents that affect people's safety and security and their sense of security. The police work in a solution-oriented manner in cooperation with other public authorities, organisations and communities. Preventive police work is information-oriented and the results of the work are regularly reported to other public authorities, partners and local residents.*

In accordance with this definition, preventive police action is carefully planned and coordinated work, which is carried out as special assignments in an active manner. It also comes under the scope of reporting and performance guidance and monitoring. In addition to carrying out preventive work, the police also operate in a preventive manner in field work, crime prevention and licence administration, having an extensive impact on security and safety risks and situations that may lead to crime, disorder and accidents. Such preventive work carried out as part of basic policing is not, however, preventive special work for the purposes of this strategy as it guides each police officer in their work and provides them with a model for dealing with customer situations.

Under chapter 1, section 1 of the Police Act (872/2011), the duty of the police is to secure the rule of law; maintain public order and security; prevent, detect and investigate crimes; and submit cases to prosecutors for consideration of charges. The police work in cooperation with other public authorities and with communities and residents in order

to maintain security. In other words, preventive police work is based on the general tasks laid down in chapter 1, section 1 of the Police Act and its purpose is to maintain public order and safety, and prevent crime and other disorder endangering safety and security. In preventive work, the police act within the powers granted to them in the law when interfering with the rights of individuals.

According to the law-drafting documents, the general task of the police to maintain public order and security is an overall concept referring to all police work in which the aim is to establish and maintain a safe and secure living and operating environment, and to combat and prevent disorder and violations of citizens' rights. Ensuring safety and security is connected with public and private security in the private and public sphere. It means the prevention of acts threatening the security of the state and society at large and the protection of the rights of individuals and communities. In other words, maintaining safety and security comprises the prevention of intentional punishable acts, and acts involving or not involving negligence that threaten the protected benefits of society at large, individuals and communities.

Preventing offences means crime-prevention measures that help to reduce crime but it also refers to the interruption of offences or the preventing or limiting of the consequences of crime. Under chapter 5, section 1 of the Police Act which contains provisions on secret intelligence-gathering methods, prevention of offence means measures aimed at preventing an offence, attempted offence or the preparation of an offence when, due to observations of a person's actions or information otherwise obtained on the person's actions, there are reasonable grounds to believe that he or she would commit an offence, or action aimed at interrupting the commission of an offence already in progress or at limiting the injury, damage or danger directly caused by it.

The objectives for the strategy on preventive police work are as follows:

- 1. The purpose of the preventive police work is to reduce the economic and human costs to individuals and society at large arising from crime and disorder weakening security.*

Studies and reports have shown that **preventing offences and disorder weakening security always makes more economic sense**, irrespective of how effectively the incidents and acts and their consequences can be dealt with.<sup>4</sup> Such incidents and acts always have victims whose lives may change permanently as a result. Crime and disorder weakening security not only affect the victims themselves but also people close to them

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<sup>4</sup> Economic impacts of crime prevention have been studied in the University of Cambridge. In Finland, the National Institute for Health and Welfare has studied the economic impacts of crime prevention.

and the groups that the victims represent, if it is a question of a hate crime or the victim is an elderly person. Even though these people are not directly involved in the incidents, it nevertheless weakens their sense of security and trust in the public authorities and society at large. The most serious acts and incidents, such as mass killings or terrorist strikes, have extremely extensive long-term impacts and they may permanently change the daily lives of individuals and society at large. Not all acts and incidents having a negative impact on safety and security can be prevented but each successful preventive intervention will always produce positive effects.

*2. The aim of preventive police work is to maintain and enhance people's safety and security and their sense of security.*

**Crime and disorder weakening security** also impact people's safety and security and their sense of security when they are not directly involved. Fear and the sense of insecurity may significantly restrict the lives of individuals and make it more difficult for them to exercise their rights. Nowadays, media cover offences and accidents more extensively and in more detail than in the past and this has a negative impact on how people perceive public security. People also spread information and rumours about crimes and accidents in the social media. Even though the statistics indicate that the level of public security is good, people may still feel insecure. For this reason, it is important to disseminate information on preventive police work and ensure active interaction with local communities. Extensive communication by the police at local level recognising residents' worries strengthens the sense of presence. In its preventive work, the police are able to focus its efforts on areas and groups for which improvements in security are needed and that suffer from the strongest sense of insecurity, and provide information and advice allowing people to enhance their own security, the security of the people close to them and the security of their spheres of life. Achieving improvements in security may also require preventive work at individual level.

*3. The aim of preventive police work is to maintain and enhance citizens' trust in the police, identifying and taking into consideration the needs of different population groups, minorities and age groups and the needs of different regions.*

Citizens' **trust in the police is key to effective police work**. If the trust in the police is weak, it is more difficult for the police to operate effectively and reactive action requires considerably more resources. Finnish society has become more international. International experiences of police work (especially the negative ones) quickly spread across national boundaries and impact people's views and perceptions of the police. Over the past few decades, Finnish society has changed and become more diverse. The gaps between growth centres and declining regions have widened, differences between generations have grown and Finland is ethnically more diverse than a few decades ago. Even though,

in overall terms, trust in the police remains high, there may be substantial differences between individual groups and regions. Preventive work and interaction with people at local level can help to maintain and enhance trust in the police, especially when particular consideration is given to minorities and different population and age groups.

*4. The aim of the preventive police work is to support other police activities with special expertise and to ensure that the cooperation networks in the field of preventive work can also be used in other areas of police activities.*

Preventive police work **has been reorganised in all police departments**. Cooperation and joint action with other public authorities, organisations and civil society constitute a key resource in preventive work. Preventive work can help to support all other police activities through expertise, information and cooperation channels. An example of this is the knowledge of organisations and communities in the region and their resources, as well as their capacity to cooperate with the police. A well-managed process in which the police refer citizens to the services operated by other public authorities and organisations is extremely important in the case of young people showing signs of violent radicalisation, young offenders and victims of domestic violence and intimate partner violence. Through preventive action, individuals can be referred from crime prevention to other services, which will help to reduce and manage the risk of offences and violence in their case. The purpose of referring individuals to violence stopping services is also to prevent new violent offences. When support is provided for other activities, it is essential that preventive work is not separated from other police activities and that it is a cross-cutting theme in all areas of police work.

## **3 Management, organisation and forms of preventive police work**

### **3.1 The work is organised, managed and systematic**

The aim of the strategy on preventive police work, adopted in 2014, was to ensure that preventive police work is organised and carried out in a systematic manner within the framework of managed structures. The organisation and management of the work will be further developed during the strategy period 2019–2023 and this will create a basis for achieving the objectives set out in the strategy. Efficient organisation, proper management structures and an approach based on information and analysis will ensure that when the objectives laid out in the strategy on preventive police work are implemented, consideration is given to local needs and characteristics. The objectives for preventive police work are set and its results monitored in a performance-guidance process at all levels of the activities.

### **3.2 Properly managed and planned preventive work is carried out as special assignments and it is not part of overall police activities**

Preventive police work must be carried out as full-time special assignments aimed at systematically preventing crime, disorder weakening safety and security and other undesirable incidents affecting people's safety and security and their sense of security. The preventive aspect is part of all police work but in this strategy, preventive police work means special activities as one of the tasks of the police. Objectives for the work have been set for national level and for each police department and the results are monitored and reports on them compiled. Preventive work will be carried out by specialised police officers on a full-time basis.

### 3.3 Forms of preventive police work

The following forms of work will be used in preventive police activities so that the effectiveness, quality and impact of the work can be ensured. The agreed work forms will create a basis for developing preventive police activities and the assessment of its results, considering the changes taking place in the operating environment.

#### 3.3.1 Community policing will be reorganised

Community policing is a visible part of police work and its aim is to ensure that police officers are part of the local communities, they are known by local residents and that they are trusted. Community policing helps to maintain interaction with local communities and makes the police more aware of what is taking place in the area. In the past, the tasks of the police were different: police departments were smaller and covered small areas. Individual police officers often worked as village police officers or were responsible for a small number of residential blocks. The idea behind community and village policing remains valid but consideration must be given to the changes that have taken place in the operating environment. The old way of organising the work no longer contributes to effective policing and there are no longer any resources for carrying out such work.

In accordance with the strategy on preventive police work, adopted in 2014, police departments have organised the activities into units in which visible policing is carried out as community policing. It is essential for police departments to continue the work based on the objectives and principles of community and village policing so that the police will also have a presence in local communities and be part of them in the future.

#### 3.3.2 Multiprofessional work forms (Ankkuri and Marak)

Multiprofessional work has been developed in Finland since the late 1990s. The aim of multiprofessional work is to bring together the activities and expertise of different public authorities and organisations. From the customers' perspective, the work is often provided as a one-stop-shop service. The aim is that the problems affecting individuals and families can be tackled by identifying the causes of the problems and by dealing with them and not just with the symptoms. The aim of the Ankkuri (anchor) activities<sup>5</sup> is to provide a tool for early intervention in juvenile delinquency. In many cases, young offenders are also victims of crime. Preventing violent radicalisation is also one of the tasks of the Ankkuri

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<sup>5</sup> For a description of the Ankkuri activities, see the Collection of Inspiring Practices published by the RAN Radicalisation Awareness Network operating under the auspices of the EU.

teams.<sup>6</sup> In some areas, the Ankkuri teams also deal with cases involving domestic violence and intimate partner violence. The Ankkuri activities are the responsibility of the Ministry of the Interior and the police and they are provided in the areas of all police departments. Ankkuri work will be developed and strengthened during the 2019–2023 strategy period. In the future, the Ankkuri activities will be based on an agreement between the National Police Board and the parties responsible for health and social services. The nationwide agreement can be supplemented through local-level agreements.<sup>7</sup>

The multiprofessional risk assessment scheme (Marak) provides a tool for identifying victims of repeated intimate partner violence and for improving their personal safety. If the risk of repeated violence is high, a multiprofessional working group prepares a safety plan for the victim or the individual living under the threat of violence, which helps to improve their personal safety. The plan comprises a broad range of different measures, which the parties responsible for the work carry out as part of their basic tasks. The measures may include a place for the victim and their children in a shelter, discussion and peer support, assistance in financial matters, assistance in the preparation of applications for a restraining order and reporting of offences, and other safety-improving measures. With the Marak method, the police are able to prevent the repetition of intimate partner violence and focus the measures aimed at improving the victims' safety on cases where the risk of repeated violence is high. A risk assessment in which different actors evaluate the situation and estimate its seriousness is key to the process. Coordination and development of the Marak activities are the responsibility of the National Institute for Health and Welfare, which operates under the auspices of the Ministry of Social Affairs and Health and they cover the areas of all police departments.

### 3.3.3 Local problem solving

In local problem solving (POR), the police cooperate with a broad range of different actors to solve public security problems occurring at local level. The work may focus on small areas (such as shopping centres or other places where people meet) and the aim is to solve the problems through tailored measures jointly planned by the parties. The POR approach can only work if the police have effective permanent cooperation networks and channels of communication for the problem solving through which they can receive early information about emerging problems. To solve a problem, local partners that are best placed to deal with that particular case, are brought together. They may be public authorities, organisations or communities. The partners must be familiar with each other's operating practices and enjoy mutual trust. The problem and its causes are jointly

<sup>6</sup> Set as a task in the National Action Plan for the Prevention of Violent Radicalisation and Extremism, which was adopted in 2016.

<sup>7</sup> Policy decision of the ministerial working group on internal security and administration of justice, 19 June 2018.

identified, after which the partners decide how the issue can be solved on a long-term basis so that it does not merely move elsewhere or recur in the near future. The POR approach is beneficial for the police in many ways. It provides a tool for solving problems that the police could not tackle effectively if they had to rely on their own resources. Local problem solving and the joint action associated with it enhance the trust between different actors and strengthen public trust in the police. It also provides the police with information on the situation in local communities.

### **3.3.4 Persons of specific concern**

Persons of specific concern are individuals whose behaviour or life situation has aroused particular concern prompting the public authorities to find out more about them. Assisting such persons and getting the situation under control often require joint crime-prevention measures by different public authorities at local level.

The purpose of the measures is to prevent offences and to ensure that the individuals in question do not resort to extreme action. To prevent and manage violent behaviour by these persons, the police have developed a work form in which the threat of focused violence is assessed. The monitoring of the persons or cases of specific concern as well as the risk management measures taken by the police and other actors will continue until the persons in question no longer constitute a threat or the risk of violence is low and the behaviour of the persons is no longer a cause for specific concern. In that case, it has been determined, on the basis of the information available and adequate intelligence gathering and investigations, that the persons in question are able to manage their lives and no longer constitute a threat involving terrorism or other serious violence. The work form is used by the National Bureau of Investigation and police departments. HAH work requires close cooperation with other key authorities, such as health services and the Criminal Sanctions Agency.



## **4 Areas and policy priorities in preventive police work in the period 2019–2023**

### **4.1 Enhancing the safety and security and the sense of security of different population groups through preventive police work**

#### **4.1.1. Giving a high priority to children, young people and their parents in the work**

Children and young people are future adults and the basis for the trust in the police is created early. The experiences with the police during childhood and youth also provide the basis for attitudes in adulthood. If the police and young people only meet in situations that are unpleasant and negative from the young people's perspective, this may create distrust and negative attitudes towards the police. The police must also be familiar with the language used by the young while at the same time maintaining their role and status. According to international surveys, young people in Finland still trust the police.<sup>8</sup> The findings reflect the attitudes and opinions among the overwhelming majority of the young people that do have any serious problems with their lives. However, young people belonging to ethnic, religious, gender and sexual minorities may have much less trust in the police than the population as a whole. In sparsely populated areas, there are now small groups of young people that no longer trust the police in the same way as their parents, and many young people belonging to violent extremist groups or supporting them also consider the police as their enemy. The trust or lack of trust in the police and in society in general among the parents is often passed on to the children and by cooperating with the parents, the police can also enhance trust in the police among children and the young.

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<sup>8</sup> For example, the ICCS 2016 survey.

Crime rates among young people have declined in recent years.<sup>9</sup> There are a number of reasons behind this trend, such as the reduction in the use of intoxicants, changes in attitudes and the fact that young people spend more time on the internet. Only two per cent of all young people continue to commit offences after the first acts. When growing up, these young people constitute the small but hard core of criminals that commits more than half of all offences in Finland. The number of offences and their seriousness increase substantially as the perpetrators grow older. Committing offences and becoming a victim are also connected to each other in the case of young people because becoming a victim of crime also makes it more likely that one becomes an offender.

Mediation is voluntary, confidential, impartial and free of charge, and its aim is to help the parties to find mutually acceptable solutions and methods to compensate for the damage caused by an offence or a dispute. Mediation is only possible if all the parties concerned agree to it. Most of the cases concern violent crime, property offences and disputes. Providing the parties with an opportunity to meet, interaction between them, reviewing the dispute or the offence and the events leading up to it, and ensuring that the perpetrators accept responsibility for their acts are the key components of the mediation process. The police are also developing preventive mediation as part of their work. This means early intervention through mediation before the act meets the statutory definition of an offence. Situations where preventive mediation should be used include disorderly conduct, school bullying, hate speech, racism, extremist thinking or other activities that, when continuing, may take serious forms, endangering safety and security and the sense of security. Preventive mediation can prevent crime and promote good relations between communities and individuals. Mediation and preventive mediation are particularly effective when applied to young people.

### Policy priorities

#### **The police will be present and visible among the young people and will cooperate with their parents and adults important to young people**

When engaging in preventive work, the police will ensure that they are in touch with young people and that there are positive meetings enhancing the trust in the police among the young. The police will meet young people in cooperation with the representatives of other public authorities, organisations and communities. The police will take part in sporting events and other gatherings of young people on a systematic basis. The police will ensure that there are no suburbs with practically no police presence. The contacts between the police and the young people will also be maintained outside urban

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<sup>9</sup> Nuorten rikoskäyttäytyminen ja uhrikokemukset 2016, Matti Näsi. HY katsauksia 18/2016

areas. The activities of the police in the social media will support police presence and make the police easier to approach. The police will be present where young people gather.

The police will support parents by providing them with information, thus helping to solve problems before they become serious. The police will introduce new operating approaches, such as pop-up police stations, which will lower the threshold of contacting the police for help and provide the police with an opportunity to disseminate information to citizens and tackle problems in a preventive manner. In Turku, a pop-up police station operated in the central district, the busy part of the city. It provided the public with an opportunity to manage licence matters and discuss topical issues with a police officer at the station.

### **The police will continue and develop their cooperation with education institutions**

Cooperation between the police and education institutions will be developed and the police will also enhance its presence in education institutions in situations other than those seriously affecting safety and security, taking into consideration the changes in the living environment and attitudes of children and young people, the opportunities for more effective policing created by the use of technology, and the resources available to the police. Communication and dissemination of information are an important part of successful cooperation and it is important to ensure that the senior management of the education institutions, student services and study counsellors are familiar with preventive police work and its forms. Based on analyses, the work will be focused on education institutions where the need for cooperation is the greatest. The cooperation between the police and education institutions will also involve other public authorities such as the youth services. Using technology, the police will increase their presence in education institutions so that they can reach several education institutions at the same time through remote connection. Legal education will be provided by preparing digital material<sup>10</sup> for schools, which teachers can use independently in their classes. The police will enhance their positive presence in vocational institutions and in early childhood education and care.

Violence in education institutions remains a problem. School bullying, the mental and physical violence occurring in schools, becomes more serious if it is allowed to continue. In many cases, the police are only called in when the crisis has escalated. Activities for earlier intervention in cases of violence will be developed, operating models will be developed in cooperation with schools, and measures will be taken to strengthen the management of the cases and the coordination of the multi-authority activities in connection with the cases.

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<sup>10</sup> The material can be prepared in cooperation between such bodies as the Police University College and the Finnish National Agency for Education.

### **The police will enhance and expand Ankkuri activities in cooperation with other public authorities**

Ankkuri is a key early intervention tool in juvenile delinquency and thus it also provides an instrument for reducing the number of young people that repeatedly commit offences. The Ankkuri activities are carried out at police departments in multiprofessional teams comprising the representatives of the police, social workers, psychiatric nurses and youth workers. In the future, educational services will also be closely involved in the cooperation. The composition of the teams varies by region, depending on the resources allocated to the work by the public authorities. The aims of the Ankkuri activities are also follows: early intervention in juvenile delinquency, domestic violence and intimate partner violence in the areas where it is included in the Ankkuri activities, and prevention of violent radicalisation. In the Ankkuri activities, consideration is also given to the victims of crime because young offenders are often also victims of crime. The Ankkuri activities will be expanded so that young people in different parts of Finland are in an equal position concerning access to Ankkuri services. The digital Ankkuri manual will be used in the development of the Ankkuri activities.<sup>11</sup> The expertise and the tools that the police need when meeting young people will be strengthened. The continuity of the Ankkuri activities will be ensured as part of the regional government, health and social services reform. The activities will be strengthened and in the future, the National Police Board and the parties responsible for providing health and social services will conclude an agreement on Ankkuri activities laying out the principles governing the work and the resources allocated to it. If necessary, the nationwide framework agreement concluded by the National Police Board can be supplemented with local-level agreements.

### **The police will identify and take into account the needs of the children and young people belonging to minority groups in preventive police work**

Young people belonging to gender and sexual minorities (especially boys) are more often victims of bullying, violence and threats than the rest of the population.<sup>12</sup> Young people belonging to these groups are less willing to tell other adults or the public authorities about becoming victims of crime. Become a victim of violence is always a traumatic experience. The police will enhance its capacity to identify and prevent bullying, violence and threats against young people belonging to gender and sexual minorities. People will be encouraged to report hate crimes to the police more actively.

The needs and life situations of young people from families with immigrant backgrounds are in many respects similar to those of other young people but they also have special needs. Because of their family backgrounds and family histories, they may have bad

<sup>11</sup> The digital Ankkuri manual will become available in spring 2019.

<sup>12</sup> School Health Survey 2017. THL

memories of encounters with the police and they may not trust the police. As part of the preventive police work, measures will be taken that encourage positive contacts and experiences between the police and these young people. The police will cooperate with the families of young people because gaining the trust of the parents and enhancing it will also encourage the young people to have more trust in the police. Cooperating with other public authorities, the police will introduce measures that make children and young people, as well as their families more aware of harmful traditions that are considered illegal in Finland, such as forced marriages, honour-related violence and female genital mutilation.

Highly visible minorities are more often victims of hate crimes than other groups. The police will provide young people with information on hate crimes, how to act when one suspects of being a victim of a hate crime and what the police will do to investigate hate crimes and to bring suspects to justice.

#### **4.1.2 Measures will be taken to increase interaction with minority groups**

The contacts and interaction between the police and minority groups are important to all parties concerned. They help to promote non-discrimination and good relations between population groups, as well as enhance the trust in the police and society at large among minority groups. The interaction will make it easier for the police to obtain information about the concerns and security problems of the minority groups and of the factors that impact safety and security and the sense of insecurity among different minority groups. Mutual trust is a prerequisite for discussion and interaction and the trust can only be achieved through contacts and if the parties know each other. Trust is particularly important when something serious happens. Trust can no longer be established when the situation has escalated into a crisis. Trust in the police among the minorities will help to prevent the emergence of groups, communities and areas that remain outside society and strengthen the belief that the public authorities are for everybody and not only for the majority.

#### **Policy priorities**

##### **The police will increase interaction with minority groups and develop expertise in issues specific to these groups**

Information and interaction help to strengthen mutual understanding. Absence of them often leads to conflicts and suspicion, and it will also strengthen negative attitudes. These issues often arise because the representatives of minorities are seen as representatives of their groups and not as individuals.

The police have extensive powers and for this reason it is important that the minority groups know how the police work, the basis for the police activities and matters concerning safety and security at regional and local level. Correspondingly, the police may only have limited knowledge about the issues related to the minorities. In the areas of all police departments, there should be channels for dealing with matters important to the minorities (such as a cooperation body or an advisory body), in which the representatives of the minorities, the police and other members can engage in a dialogue on topical matters to enhance the sense of security and to prevent security problems from arising.

Successful preventive work requires information and expertise on issues specific to the minorities. These include the matters concerning the Saami people and reindeer herding (in the north), issues specific to gender and sexual minorities, and issues concerning ethnic minorities and the Roma community. Cooperation with the organisations representing minority groups will enhance the expertise of the police, as these groups can relay information, provide expert assistance and act as instructors in the police. Ensuring an adequate level of expertise is key to ensuring successful preventive work. Each police department will ensure that the responsibilities concerning the information and expertise in special issues have been determined and that they are known to everybody. Information and expertise will be shared between police departments by developing mentoring and the sharing of expertise and experience. Individual police departments will be supported in their work by a nationwide network.

### **The police will act in cooperation with religious communities**

Cooperation between the police and religious communities is on a well-established basis. It has become more important in recent years, a result of changes in the national and international operating environments. Cooperation between the public authorities and the Evangelical Lutheran Church is on a well-established basis and there is a long tradition of joint seminars and meetings. Religious communities are important providers of community-based psychosocial support and theological expertise. Deaconess work carried out by the Church is an important part of the welfare services. Islamic communities provide their members with guidance and they also offer services in matters not directly involving religious issues. In an increasingly diverse society, it has become more difficult to identify when the activities are based on religion, when they are based on culture and when they are based on ethnicity. It is essential to identify the basis for the activities so that the constitutional rights, such as the freedom of religion can be taken into consideration. Theological expertise is especially important when persons of specific concern justify their action with religion. From the perspective of preventive work, it is important that the police know the communities of minority religions in the area and cooperate with them. The cooperation helps the police to obtain more information and enhance their expertise in matters concerning different religious communities that the police deal with as part of their work.

Religious communities face security threats, such as hate speech, vandalism, violence and threats of violence. Islamic communities may be targeted for attacks by violent right-wing extremist and anti-Islamic groups, and the safety threats against Jewish communities have also increased. As social polarisation has increased, the Christian church has also received threats. The sense of security among members of religious communities has weakened. The police work in cooperation with religious communities to ensure the safety of their members and holy places and to enhance the level of crisis preparedness.

### 4.1.3 Measures will be taken to prevent offences against the elderly

The number of elderly people in Finland is increasing. Statistics Finland has estimated that in 2030, about 26 per cent of the Finnish population will be over 65. An increasing proportion of the elderly citizens live in their own homes for longer and many of them live alone or take care of their spouses. As the population is ageing, the number of people suffering from memory disorders is also on the rise. Preventing offences against the elderly is highly important because becoming a crime victim may have extremely serious physical and mental consequences for the elderly persons themselves and it may impact their wellbeing and sense of security even if the act itself was less serious.

#### Policy priorities

##### **The police will work to prevent offences against the elderly through advice and education**

The police will work to prevent offences against elderly people by disseminating information and by providing the elderly and their close family members with advice on how to protect against crime.<sup>13</sup> In particular, the elderly need information about computer crime, fraud and scam and on how to protect against them. Taking part in events attended by elderly people is an effective way of disseminating information and advice. Interaction and police presence in these events also enhance the sense of security among the elderly and their trust in the police.

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<sup>13</sup> Information on safety and security issues relevant to the elderly is available from the following sources: Update of the Action Plan — A Safe and Secure Life for the Elderly, Ministry of the Interior Publication 6/2018; Go over the home safety checklist, SPEK; Ikääntyneisiin kohdistuvat rikokset ja niiden ehkäiseminen, Oikeusministeriön selvityksiä ja ohjeita 41/2011; Turvaohjeita senioreille, Rikosentorjuntaneuvosto.

## 4.2 Preventing violence

There has been a reduction in violence in Finland over the past few years. The homicide rate in Finland is the tenth highest in the European Union and it is also above average when compared with all developed industrial countries. After a violent act has taken place, correct and incorrect information about the case will spread quickly in the social media. This increases fear, sense of insecurity and uncertainty among the population. The most common homicide victim in Finland is a man killed by a friend, while women killed by their partners come second.<sup>14</sup> It is typical of domestic violence and intimate partner violence that it gradually becomes more serious, and usually a homicide is the consequence of prolonged and brutalised violence. Violent extremism and the activities of violent extremist movements have become more visible over the past few years. An act of terrorism or a mass killing is the extreme manifestation of violent extremism and such an act is always the result of a radicalisation process. Planned, brutal and massive acts of violence, in which people are often killed and injured at random, arouse fear and they also have broader social impacts. Serious acts of violence are usually the result of a lengthy process at individual level. By intervening in this process, the risk of serious violence, homicides and mass killings can be reduced. Under a legislative change that entered into force in 2015, the public authorities and comparable actors have the right, at their own initiative, to report to the police persons that are associated with a serious threat against the lives and health of other people. This provision is key to cooperation in the efforts to prevent acts of serious violence.

### Policy priorities

#### **Police will work to prevent people from becoming victims of violence and perpetrators of violent acts**

Violence can be physical, sexual or mental. By helping victims of violence, they can be prevented from becoming victims again and this can also make individuals less prone to commit acts of violence. Victims of violence are in different situations and becoming a crime victim or witnessing an offence impacts victims differently, depending on their life situations, support networks and resources. Children that have to witness domestic violence and intimate partner violence or are victims of such violence, have a greater risk of becoming victims or perpetrators of violence as adults. Young people and young adults suffering from violence are often the same persons and they are not always identified as victims of crime. A victim of a sexual offence may feel guilty for being a crime victim and for this reason they may not necessarily report the offence to the police or contact

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<sup>14</sup> Henkirikoskatsaus 2018. Martti Lehti.



assistance services to get help. In a hate crime, both the individual targeted for the crime and the group that they represent are the victims.

The EU directive 2012/29/EU (crime victim directive) has strengthened the status of crime victims in many ways. Under the changes to the Criminal Investigation Act (805/2011), introduced in 2016 on the basis of the directive, the complainant must be notified, without unnecessary delay, of their rights to support services, advice, interpretation, translation, compensation, protection, reimbursement for expenses and information on the criminal proceedings. In particular, the need of each victim for protection in the criminal proceedings must be assessed in the criminal investigation so that the victim's vulnerability can be determined.<sup>15</sup> In accordance with this requirement, each victim must undergo an assessment determining their vulnerabilities and the special measures required to protect them against additional suffering in connection with the criminal investigation and the court proceedings.

The matters connected with the person of the complainant and the type of the offence must be taken into account when the crime is reported. The police will refer the victim to support services in an efficient and comprehensive manner, taking into consideration the personal situation of the victim, type of the offence and the impacts of these on the vulnerability of the victim. Becoming a victim of a hate crime has serious consequences for the victim, their close family members and the community represented by the victim. The process of referring hate crime victims to crime victim services will be put on a more efficient basis. It will be ensured that the victims of terrorism and people close to them are immediately referred to support services.

Under the children directive, which will enter into force in 2019, police officers dealing with crime suspects aged under 18 must possess adequate expertise in such areas as child psychology and questioning. In the work of the police, this is particularly relevant when offences are investigated but it also has wider importance when police officers meet young people. Professional treatment of young offenders has an impact on their future and it helps them to have a crimeless life. Crime victim services intended for children and young people play a key role concerning the future of children and young individuals. It will be ensured that the police possess the expertise in dealing with young offenders, as required by the child directive. The police and the other public authorities will continue the cooperation under the LASTA (Children Advocacy Centre) project aimed at establishing a nationwide cooperation model for the police, the prosecution service, child welfare and somatic psychiatric care in situations in which a child is suspected of being a victim of assault or sexual abuse. All perpetrators of violent offences will be provided with

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15 Rikoksen uhrin suojelutarpeen arviointimenettelyn käsikirja, Sisäministeriön julkaisu 14/2016

advice and guidance so that they can seek services helping them to set themselves free of violence.

**Police will work to prevent domestic violence and intimate partner violence and violence against women**

The police will take part in the multiprofessional Marak risk-assessment scheme, a key instrument in the prevention of domestic violence and intimate partner violence and violence against women, as well as in the assessment of risk of repeated violence. Intimate partner violence in same-sex partnerships must also be identified in the work. The risk-assessment method will improve the safety of the victim and it will thus also prevent the repetition of domestic violence and intimate partner violence. The aim is to identify from the cases of domestic violence and intimate partner violence reported to the police the cases in which there is a higher risk of more serious violence or a risk of homicide. The victims will be referred to assistance services and in the optimum situation, the perpetrator will also receive help from violence-stopping services. The efforts can only succeed if there is monitoring and close cooperation with key actors, within the police administration and with other actors. The police will meet its obligations arising from the implementation of the measures laid down in the Istanbul Convention<sup>16</sup> aimed at preventing and combating domestic violence and violence against women.

**As part of its work, the police will assess the risk of violence associated with persons of specific concern and these individuals will be referred to services in cooperation with other public authorities**

Each police department will work to prevent serious violence by carrying out activities in which the risk of violence associated with persons of specific concern is assessed and in which these persons are, in cooperation with other public authorities, referred to services reducing the risk of violence. The work requires cooperation with local-level authorities, especially with health care authorities.

**The police will work to prevent violent radicalisation, extremism, activities of extremist movements and hate crime**

Cooperating with other public authorities and organisations, the police will work to prevent violent radicalisation and extremism. Violent extremist movements make extensive use of hate speech to spread violent radicalisation and to attract new supporters and members. Some of the hate speech meets the statutory definition of an offence. Hate speech that does not meet the statutory definition of an offence may incite individual actors to violence and hate crimes or even to terrorism. The police will continue to combat

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16 Government decree (53/2015) on the implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence and on the entry into force of the act on the implementation of the provisions of a legislative nature in the convention.

illegal hate speech and hate crimes, taking into consideration the positive lessons learned from the extensive action initiated in 2017. The police will acquire more information and understanding of the special nature of hate crimes and their impacts on the victims of such offences, the communities represented by the victims and society at large.

### 4.3 Promoting good relations between population groups and non-discrimination and preventing polarisation

Relations between population groups have an impact on people's safety and security and their sense of security. Good relations between population groups enhance social peace and the safety and security and sense of security of all members of society. Genuine non-discrimination between members of different population groups depends on their social status, degree of rights awareness and their ability to influence matters concerning their own lives. The police will promote good relations between population groups and enhance non-discrimination in their own work by implementing the general principles of police work, which include proper conduct, impartiality, conciliatory attitude and the requirement that the police must treat all individuals in an impartial manner.

There is more polarisation in the Finnish society than before. Fuelling polarisation in the social media is easy and can produce quick results. Extremist groups have become more visible and a small but vocal group using social media channels can easily attract more attention than its size would warrant. In many cases, an online presence also includes activities outside the internet, such as demonstrations and campaigns. The freedom of speech and association protected by the Constitution of Finland are also used to incite hate and polarisation. Because of the nature of their work, the police often end up between groups and the impartiality of the police in such situations is frequently questioned. Irrespective of what the police do, this may have an impact on the reputation of the police and the trust in the police and it may lead to more situations where the police may be identified with a specific party in the situation or where some people want this to happen. Hate speech and fake news are key instruments in the fuelling of polarisation.

#### Policy priorities

##### **The police will promote genuine non-discrimination**

In legal terms, non-discrimination means that people are treated equally in similar situations. However, equal treatment does not guarantee genuine non-discrimination as individuals have different backgrounds and opportunities. Ensuring non-discrimination may necessitate deviations from the principle of equal treatment so that

non-discrimination can be genuinely applied to groups in a weaker position. This is particularly important in police work because the police often meet people facing crises. For the police, this may be part of their daily work but for the individual in difficulty, the situation may be unique. By applying effective and well-tried practices to such situations, the police are better placed to prevent crime and enhance the sense of security. The elderly, children, young people and members of minority groups are examples of people for whom equal treatment may mean discrimination. The perceived lack of non-discrimination may lead to distrust or even hostility towards society and the police. The police will develop their operating practices and expertise in situations in which ensuring genuine non-discrimination will require exceptions to the principle of equal treatment.<sup>17</sup> Good management practices will enhance non-discrimination in the police and police work.

**The police will improve their expertise so that they can deal with polarised situations more effectively**

Polarisation is a process which involves a number of different actors and in which conflicts and tensions arise between them. As the conflicts and tensions escalate, they will strengthen socially negative phenomena, such as hate speech and the hardening of attitudes. Polarisation does not mean the diversity of different opinions typical of a democratic society or reconciling them. To reduce and prevent polarisation and violence, it is essential to identify how a polarised situation develops and to understand its dynamics and the roles and objectives of the actors involved, and to anticipate the impacts of one's own activities. The expertise of the police required in polarised situations and in reducing polarisation will be enhanced.

**The resources of the police to prevent hate crime will be strengthened**

When efforts are made to prevent hate crime, it is important to know how the relations between population groups develop at local level. This information can help the public authorities to prevent hate crime by focusing on areas where polarisation, the number of hate crimes and hate cases start to increase. The police will work in cooperation with other public authorities, organisations and local residents in order to obtain anticipatory information about increases in tension between different population groups. In accordance with the principles of local problem solving (POR), the police will prioritise these areas when taking preventive action.

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<sup>17</sup> For example, the incidents in the area of the Helsinki Police Department in which the police have gone to the Itäkeskus shopping centre to receive reports of offences (based on an analysis).

## 4.4 Ensuring effective and appropriate cooperation structures and processes supporting preventive police work

Cooperation between the public authorities across sectoral boundaries and joint action with organisations are the strength and key resource of Finnish society. Effective cooperation is one reason why Finland is one of the safest countries in the world. Cooperation with other actors plays a key role in preventive police work. Preventive police work and the expertise and information associated with it serve the Finnish police and their goals. Achieving results by using the resources in an effective manner requires that the cooperation is well-organised and target-oriented and that all those involved have clear responsibilities. The principle is that new cooperation structures are only created when they are specifically needed and that use is made of existing cooperation structures and processes.

### Policy priorities

#### **The police will take part in security planning at local and regional level**

Participation in regional and local-level security planning makes it easier to achieve the objectives laid out in the strategy on preventive police work. It provides a ready-made platform for cooperation involving the key actors in the security sector. There are several areas for cooperation in the national policies for regional and local security planning<sup>18</sup> that are directly connected with the objectives, target areas and priorities laid out in the strategy on preventive police work. The objectives for police work are set out in the police performance guidance process and the police work to implement these objectives as part of the regional and local security planning process. The police will support local and regional security planning through information and analysis.

#### **The police will work to enhance safety in suburbs and to prevent regional and local inequality**

Cooperating with municipal authorities, the police will work systematically to achieve the objectives laid out in the strategy on preventive police work so that the problems affecting weak suburbs and suburbs requiring support would be identified early before the problems escalate. The POR model for local problem solving serves as a key tool for tackling problems through tailored measures in cooperation with other public authorities, organisations and local residents. By providing information, the police support other public authorities and local actors in the creation of a shared local situation picture. Social media, such as facebook pages of individual urban districts, will be used in the cooperation. To improve safety in weak suburbs, planned measures aimed at preventing

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18 Turvallisuutta kaikkialla. Paikallisen ja alueellisen turvallisuussuunnittelun kansalliset linjaukset. SM julkaisu.

violence and other offences will be implemented. These measures will promote positive police presence during daytime and they will also improve nighttime safety and security in cooperation with key actors, such as restaurants and other places serving alcohol.

**The police will take part in the networks of village-level actors in sparsely populated areas**

Low police presence in areas that are large in terms of geographic size but small in terms of population is perceived as a problem and a factor increasing insecurity. Getting urgent help may take long and a single experience may quickly lead to generalisations that will further weaken people's safety and security and their sense of security. In a new threat, small groups of criminals that may commit a large number of offences within a short period of time are roaming sparsely populated areas. There are actors and associations in villages whose aim is to enhance the safety and security of the local residents. In preventive police work, cooperation procedures must be established between village actors and the police. The cooperation allows the police to have direct channels of communication with village residents through which the police can give advice and provide information on matters endangering safety and security. The cooperation also makes it possible to increase police presence in villages and to send the message that the police have not abandoned sparsely populated areas.

**The police will provide feedback on how the information and observations supplied to them have been considered**

To ensure effective preventive work, it is essential that the police receive information and observations from individuals and police partners. For example, the police have managed to prevent serious violence on the basis of information received from the public. Members of the public are more willing to supply information and observations if the providers of information are notified that the information has been received and the police will react as necessary. The police only rarely give feedback to ordinary citizens on whether the information and observations that they have supplied have led to any further action. Outsiders can easily get the impression that the information and observations provided to the police disappear into a 'black hole'. Measures will be taken to develop workable procedures that can, by making effective use of resources, provide the public with feedback on the information and observations that they have supplied. This helps to ensure that people will also consider it necessary to provide the police with information on their observations in the future. This will be important in terms of the trust enjoyed by the public authorities.

## 4.5 Making more extensive use of technology and innovations in preventive police work

Technological developments have had a positive impact on many areas of police work and provided new opportunities for carrying out the work in a safer and more efficient manner. Technology has provided new tools for processing and analysing information and for relaying it to support the police work. Police vehicles have equipment providing access to all essential information systems, which facilitates the work in many ways and also enhances the occupational safety of the police. The police can reach a large number of people via social media. Bodycams, drones and other innovations facilitating police work and making the use of the resources more efficient are already an integral part of daily police work. Major investments are being made in the development of automation and artificial intelligence in Finland and other countries and using such applications in different tasks is still in its initial stages. Effective and innovative use of technology in preventive work can in many ways enhance the presence and visibility of the police and allow the development of easy-to-use bidirectional information channels (such as mobile applications). The areas coming under police departments are large and there are sparsely populated areas in different parts of Finland where police presence can also be increased by technological means, such as by developing procedures that allow police to be accessible and to have a virtual presence. Technology also provides new opportunities for cooperation with education institutions. Effective use of technology in police work requires that the technology helps to create new working methods and that the technology is not merely made part of existing technology. Consideration must also be given to legislative issues and ethical issues regarding the use of technology.

### Policy priorities

#### **The police will develop and introduce technology for preventive work**

Efficient use of police resources requires that innovations and operating models that are based on new technology and facilitate preventive work are developed and introduced. Systematic, long-term and coordinated development work ensures that new operating models can be comprehensively introduced and that the results can be extensively applied in practical work. Combining the opportunities of technology, the expertise possessed by the police and the requirements of the police work, identifying and consideration of citizens' expectations, familiarity with legislation, and ethical issues are key factors in the development work.

## 5 Implementing the strategy, monitoring and measuring of the results and reporting on them

### 5.1 Implementing the strategy on preventive police work

Under section 1 of the Act on Police Administration (110/1992), the Ministry of the Interior is responsible for the steering and supervision of the police sector and for the tasks in the police sector separately laid down for the ministry. The Police Department of the Ministry of the Interior is responsible for the strategic guidance of the administrative branch, which combines a broader societal security aspect and the need for the expertise required in the police work and for setting objectives for the sector. The Ministry of the Interior carries out its task by steering the work of the police administration through strategies, development of legislation and operational steering procedures.

The Ministry of the Interior concludes performance agreements with the National Police Board and the Finnish Security Intelligence Service. The performance agreement concluded with the National Police Board sets out national objectives for the different sectors of police work. In accordance with the instructions provided by the Ministry of the Interior, the National Police Board prepares an action plan for the strategy on preventive police work, which is reviewed each year, taking into consideration the results achieved and the changes taking place in the operating environment. The performance agreement between the Ministry of the Interior and the National Police Board will facilitate the implementation of the action plan prepared for the strategy. The action plan describes how the objectives set out in the strategy on preventive police work will be put into effect during the strategy period (including monitoring procedures).

Under the Act on Police Administration, the National Police Board is, in accordance with the steering provided by the Ministry of the Interior, responsible for the planning, developing, managing and supervising police work and its support activities in the



police units coming under its auspices, for ensuring equal access to the services provided to citizens in different parts of the country and for the performance guidance of the police units under its auspices and for allocating resources to them.<sup>19</sup> Individual police departments will implement the action plan for the strategy on preventive police work under the steering of the police administration. The National Police Board concludes performance agreements with individual police departments and the key objectives concerning the implementation of the strategy will be added to the performance agreements. The strategy sets out the same national objectives for all police departments but they are implemented and prioritised in accordance with regional needs and special characteristics. In the implementation, consideration must be given to the situation of each police department, regional and local needs, as well as the resources. Implementation of the strategy and monitoring of the results must be based on information and on analysis that is in accordance with the principles of information-based police work. The National Police Board will ensure that each police department organises and manages the work so that the objectives set out in the strategy and the action plan can be achieved.

Individual police departments are responsible for ensuring that the measures connected with the implementation of the strategy on preventive police work and set out in the management and steering process will be incorporated into the daily work of each police department through management and supervisory work. Joint understanding and vision of strategies and the objectives set can only be based on management and daily supervisory work and based on this understanding and vision, the strategies and objectives become part of the daily work and the police work as a whole. Daily management and supervisory work are essential with regard to the implementation of the strategy objectives.

## 5.2 Monitoring of results and reporting on them

Individual police departments will report to the National Police Board on the implementation of the strategy on preventive work and the achievement of its objectives each year in accordance with the action plan. The reports must also contain details of the working hours spent on preventive work, the tasks carried out and other key issues. The National Police Board will analyse the results and report on them and on the strategy implementation to the Police Department of the Ministry of the Interior. The Police Department will prepare a public report on the implementation of the strategy each year.

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<sup>19</sup> The Act amending the Act on Police Administration (860/2015)

Communicating at national, regional and local level on the objectives of preventive police work and on the measures aimed at achieving the objectives is important in many ways. Good communication practices can ensure that partners and stakeholders will support the work and they also help to justify the selection of the objectives. Open communication and cooperation with the media can help to provide the public with more information on safety and security at national, regional and local level and on the factors impacting it.

Individual police departments will ensure that both national and regional objectives for the preventive work are known to the key regional partners and stakeholders, and residents in the region. This can be implemented so that each year, at the start of the performance agreement periods, a meeting with key partners and stakeholders is held in which the objectives, the basis for them and the measures to achieve them are explained. Similar events will be arranged when the results are reported.

# Appendix 1: Finland's Strategy on Preventive Police Work 2019–2023

FINLAND'S STRATEGY ON PREVENTIVE POLICE WORK 2019–2023				
Policy priorities				
1. Enhancing the safety and security and the sense of security of different population groups through preventive police work	2. Preventing violence	3. Promoting good relations between population groups and non-discrimination and preventing polarisation	4. Ensuring effective and appropriate cooperation structures and processes supporting preventive police work	5. Making more extensive use of technology and innovations in preventive police work
<b>OBJECTIVES</b> <ol style="list-style-type: none"> <li>1. Reducing the <b>economic and human costs</b> to individuals and society at large arising from crime and disorder weakening security</li> <li>2. <b>Maintaining and enhancing people's safety and security and their sense of security</b></li> <li>3. <b>Maintaining and enhancing public trust in the police</b> and giving consideration to the needs of different population groups, minorities and age groups and the needs of different regions</li> <li>4. Preventive police work will <b>support other police activities</b> through special expertise and by ensuring that the cooperation networks established for preventive work can also be used in other police work</li> </ol>				
<b>NATIONAL WORK FORMS OF PREVENTIVE POLICE WORK:</b> <ol style="list-style-type: none"> <li>1. Community policing</li> <li>2. Multiprofessional work forms (Ankkuri and Marak)</li> <li>3. Local problem solving (POR)</li> <li>4. Persons of specific concern (HAH)</li> </ol>				
<b>All these measures will help to make Finland the safest country in the world – for all its residents</b>				



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