

# Working Together for Better Integration

– Immigrants, Police and Social Work



Editors:  
Elli Heikkilä, Manon Danker,  
Emilio José Gómez Ciriano, Hugh McLaughlin  
and Henny Reubsaet



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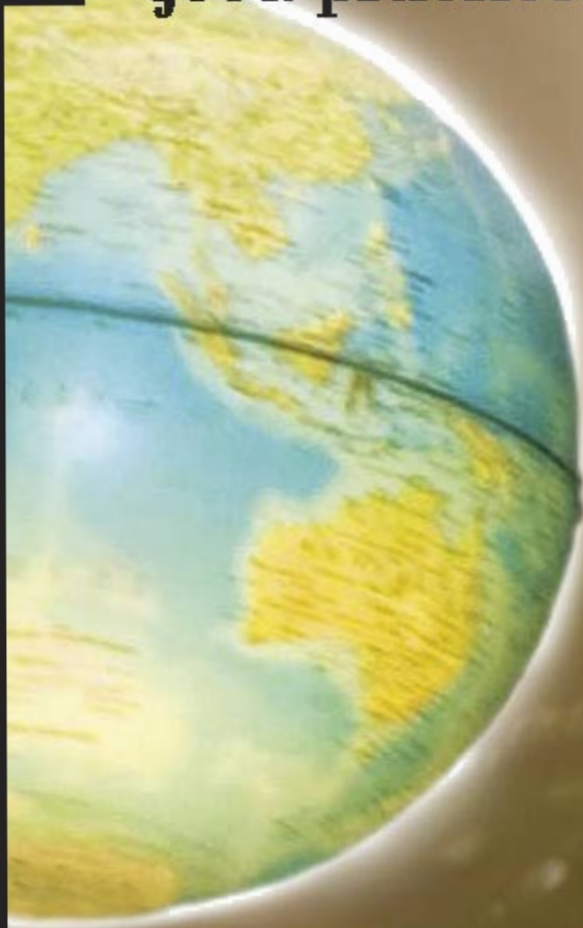
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**good practices**





# Introduction

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– *Hugh McLaughlin, Henny Reubsaet and Sari Vanhanen*

This book contains 25 examples of good collaborative practices between the police, social work and immigrants in five European countries. The collection of these good practices has been completed as part of a European project called IPS. IPS stands for Immigrants, Police and Social Work; the project has been conducted in Finland, the Netherlands, Spain, Sweden, and the UK between December 2009 and June 2011. The European Fund for the Integration of Third Country Nationals funds the IPS project to identify how police officers and social workers could work more effectively together to promote the integration of third-country nationals (persons coming from outside the European Union member states) into their new nation state. In addition to the research on good and promising practices, there are two other objectives in the IPS project: an overview of the existing education materials concerning intercultural competences in further education, and the model for the joint educational program for police officers and social workers in each partner country.

The publication of this book aims to address several objectives, including:

- contributing to the effective education of European police officers and social workers
- promoting education within a multicultural context where these examples of the good and most promising practices can be used as case studies.

Different countries face different problems concerning police and social work cooperation and this publication adds to mutual learning and understanding

of integration issues in European societies. The aim is to open up new perspectives, describe different ways of working in different countries and to inspire others to develop their own work practices. Finally, coming to the main purpose of the IPS project, we hope that this book can help to improve the intercultural competences of police officers and social workers working with immigrant communities, so that in the end “old” and “new” neighbours can be better supported in the two-way integration process in the different member states and that the different states can fully maximise the potential immigrant contribution.

## **Immigrants, Police and Social Work**

### ***Why this subject?***

The need for an immigrant labour force has become a permanent feature of the European Union. As the number of immigrants increases, successful integration and accommodation processes are essential to the cohesion of the host societies. In our view, integration is a dynamic two-way process involving both immigrants and the host society with accountabilities and responsibilities on both sides. But for immigrants from poor backgrounds and living in marginal areas, integration may be extremely difficult to achieve. Tensions in their own communities, between the immigrant communities and in the world around them (discrimination, racism, marginalization, and criminalization) can hinder integration. For the immigrants, illiteracy or not being able to understand the language of their new country can present major barriers, and even the newly born children of the immigrants can experience difficulties in becoming a full member of society.

Social workers and police officers are two of the most important local professionals who are active in these communities and who are able to prevent the escalation of conflicts and stimulate participation and active citizenship. They can support newcomers to find their way in society. Police officers and social workers have important tasks to fulfil in immigrant communities, but usually they work separately, with different mandates for different purposes. In short, the police have to focus on safety issues in the community and social work has the responsibility to promote the care of the welfare of its citizens. Sometimes these different assignments clash with each other, e.g. in the case of young people hanging around on the streets. But more often these different problems

social workers also have to deal with safety issues in the community. Domestic violence is a good example of the merging of these problems, an area in which police officers and social work are forced to communicate and cooperate with each other. Even in this field, successful cooperation is still more of an exception than a rule, which shows that successful cooperation is difficult to achieve. In thinking about cooperation, we also need to ask, who we are working with and for what purpose. Quinney (2006: 22) identified the requirements for effective collaboration between health and social services, which can also be adopted into the collaboration between the police and social workers:

- The need to be aware of the role of other professionals as well as having a clear understanding of your own role.
- The need for all to have a motivation and commitment to collaborative practice.
- The need to be confident, both personally and professionally about the contribution of your profession.
- The need for open and honest communication.
- The time and opportunity to develop trust and mutual respect.
- The need to develop a model of shared power with clear responsibilities and accountabilities.
- Groundrules for the management of conflict whilst remembering that conflict is not always negative and can be the springboard for energy and creativity.
- The need for senior management support is a prerequisite for effective interprofessional practice.
- Uncertainty is inherent in such practice and needs to be both acknowledged and managed.
- Tensions can and will arise from envy and rivalry between individuals and organisations when competing for resources and power.

This book will provide examples of good practices in cooperation and also illustrate a number of the issues described above. In order to collaborate each organization must know the tasks and responsibilities of the other. But once organized and active, cooperation between the police and social work may not only increase the quality of life in immigrant communities, but can make the work of the professionals of both occupational groups more rewarding. It should also be noted that this is not a risk-free activity. If the process is poorly carried out it may damage the relationships between the police and social workers and may even make matters worse for the immigrants. The aim of the discussions in this book is to help those engaging in this important work to reduce the risks and increase the chances of such work having a positive

outcome. This may also help to define, or redefine, the common aims towards a better integration.

Before we turn to the 25 projects described in the book, we will first briefly look at the differences and similarities in immigration figures and issues, police work and social work in the five partner countries.

### *Number of third-country nationals in the partner countries*

In Spain, the Netherlands and the UK, the largest immigration flows are caused by workforce needs. After World War II, the Netherlands and the UK needed industrial labourers for their factories, whereas Spain needed labourers in the agricultural, tourist, building and social sectors (care of the elderly and domestic work) especially after the late eighties. In many, if not most, cases immigrants end up taking the low-skill and low-paid jobs, whatever their educational background is (even higher education). These three countries also experienced a large inflow of inhabitants from their former colonies. As for Finland and Sweden, most immigrants arrived from the neighbouring countries, aside from a smaller flow of asylum seekers.

Although the absolute numbers and percentages of third-country nationals show broad variation between the five countries, the general trend is obvious: all countries have seen a substantial increase of third-country nationals during the last decade. Especially in Spain, the increase is remarkable (Table 1).

### *Origins of the third country nationals*

More than two thirds of the foreign-born in the UK come from India, Pakistan, South-Africa, Bangladesh, Nigeria, and Jamaica, reflecting the colonial past. In the Netherlands, the number of immigrants from former colonies equals the number of labourers that were invited in the seventies and eighties to work in Dutch factories: 335,799 Surinamese, 335,127 Moroccans and 372,714 people of Turkish background. In Spain, most third-country nationals come from Morocco (710,401), Ecuador (413,715) and Colombia (292,975). In Finland in 2008, 26,909 third-country nationals were Russian-born, 4,919 Somali and 4,620 Chinese. Sweden's third-country national communities derive mainly from Norway, Iraq, Iran, Turkey and Bosnia-Herzegovina.

It has been suggested that immigrants from former colonies might experience fewer problems than other immigrants, since in most cases they were already educated about the mother country in their country of birth and may already speak its language. Acquiring the language of the new country is one of the most important and biggest problems for immigrants. Most third-country nationals have moved to Western European countries to gain a better econo-

**Table 1.** Total number of third-country nationals (stock) and number of third-country nationals as percentage of all citizens (in brackets). (Database of Statistics Finland; StatLine - Statistics Netherlands; National Institute of Statistics in Spain; National Statistics on Sweden)

Country	2000	2005	2008
Finland	60.796 (1,2)	74.968 (1,4)	91.342 (1,7)
The Netherlands	1.408.767 (8,9)	1.699.042 (10,4)	1.765.730 (10,8)
Sweden	268.039 (3,0)	262.946 (2,9)	306.168 (3,3)
Spain	514.433 (1,3)	2.894.712 (6,6)	3.300.000 (7,1)
The UK			6.983,400 (11,3)*

\* Unfortunately, the UK does not gather statistics specifically on third-country nationals, but it can be mentioned here that in 2008, 11, 3% of the inhabitants of the UK were foreign-born.

mic future, but figures show that a good economic position is hard to achieve (although life for the immigrants in their new country is very often better than in their countries of origin). In all project countries, the unemployment rate for migrants is much higher than for native-born, and children of immigrants are more unlikely to complete their education.

### *Integration debate in the partner countries*

The increase of third-country nationals in all European countries has left its mark on the public debate about immigration. In all the identified countries, the call for anti-migration rules keeps getting louder and sentiments towards immigrants become more and more negative all the time. We will briefly present the integration debate in the partner countries to show that it is important to try to improve the integration process of immigrants. If immigrants cannot participate as full members of society, it will not only damage them, but will also damage the whole country through its waste of human resources and increased risk of social unrest. Social cohesion is an important condition for a well-functioning society. We have to realise that international migration will never stop. All partner countries included in this book not only receive immigrants, but also have numbers of their own population who emigrate to other countries. Mobility and migration are processes that started at the beginning

of mankind; it is a natural condition for human beings to want to improve their quality of life.

It is also obvious that integration is not an easy process, immigration processes cause problems for both immigrants and native citizens. Racial riots have now been reported all over Europe. It is not only the personal integration process itself that causes problems, but the way nation states manage integration processes: what their purpose is and whether they are seen as welcoming of different cultures or as promoting assimilation, providing employment opportunities or providing a cheap workforce, or whose entry should be subjected to restrictions.

### – *Finland*

The rise in the numbers of asylum seekers in recent years has been one issue in the Finnish public discussion. There have been negative tones, since municipalities are not always ready to establish refugee receiving centres. At the same time, the need for immigrant labour has been a topic in the public discussion because of the rapid ageing of the Finnish society. The baby boom generation retires during the next decade and the need for labour to generate and maintain wealth remains.

Another topic is the need for better integration of immigrants. There are different types of immigrant groups: some are high-educated professionals, and at the other end are those who are illiterate. The needs in integration are varied. Finnish language lessons in different levels are essential since language proficiency is very often needed to get a job.

Recently, nationalist attitudes and a critical view on immigration have gained more popularity in the political life. The problems of integration are highlighted as well as the possibility to abuse the Finnish social security system. On the whole, the discussion is about who should be allowed entry to the country. The anti-immigration opinions spread quickly especially with the introduction of the internet.

### – *The Netherlands*

In the Netherlands, migrant policy has been developed after the eighties, as it became clear that most immigrants did not return to their motherland. The minority policy was first aimed at maintaining the mother tongue and culture of the immigrant, but as these measures failed, emphasis was put on the integration of the immigrant in Dutch society. Since 1998, a new law forces the migrant to start an *inburgering* process (becoming a citizen) through language classes, exams about Dutch customs and culture (see also the report of Human Right Watch 2008). There are stricter laws for reuniting families and on marrying an

immigrant bride. Suburbs that became immigrant areas are now remodelled by varying the housing stock to create more social-economic diversity.

But public opinion nowadays seems to ask for an even stricter immigration policy. The increase in the popularity of the political party PVV (Party for Freedom), with Geert Wilders as the party leader, is a clear sign of this new sentiment. The PVV uses provocative language and phrases like “the Islamisation of the Netherlands”, “a tsunami of foreigners” or “threatened national identity”. Anti-immigrant sentiments are fed by problems with immigrant youth on the streets and fears of Islamic fundamentalism in the society.

– *Spain*

In Spain, central government and regional government have different responsibilities regarding immigrants. The central government is responsible for border control, labour policy, irregular immigration and the management of the migration flow, while the regions have to take care of education, health and social services for immigrants. Actually, in a context of crisis, the presence of immigrants is now being discussed and questioned by growing sectors in the society, although this discourse is not yet widely spread. The ruling socialist party has adopted some hard-line measures described in the recently approved new immigrant law. These measures and the law were strongly rejected by civil organisations and NGOs. Whilst attitudes of explicit racism are not common, more commonly immigrants experience what is known as low-intensity racism and institutional racism.

– *Sweden*

There are discussions on racism and hostility in Sweden as well, and even violence and crime (ethnic-related organized political violence). In addition, the exclusion of immigrants is one concern in the Swedish society. Due to the unfortunate tragedies in Malmö and Stockholm just recently, the public discussion has become more active and critical concerning immigration.

– *The United Kingdom*

The UK has seen an increasingly racialised debate over immigration where immigrants are viewed negatively as ‘swamping’ the British society and they have increasingly become a political issue. In recent years, the UK has seen the rise of the British Nationalist Party (BNP), which seeks to keep Britain for the British and which would like to deport immigrants, including third-country nationals, back to their country of origin. This debate has been further fuelled by the rise in the number of asylum seekers, the 7/7 bombings on the London underground and riots in e.g. Oldham, Burnley and Bristol, resulting in the UK government having developed a points-based system for entry to the UK as a



means of managing/reducing the number of applications for citizenship. As the global financial crisis continues, the difficulties faced by immigrants are likely to increase and be exacerbated as the UK seeks to reduce its welfare bill and faces increased hostility from workers who lose their jobs and who see immigrants as unjustified competition for employment and accommodation.

The general opinion in all immigration discussions in the media in our partner countries seems to be that immigration no longer helps the development of the society, but has become a social problem. Explanations for this shift in perspective range from economic to socio-cultural reasons. Due to the economic crisis, there is less need for immigrants. Native citizens complain that immigrants do not adapt well to society – by this they often mean that they do not take on the majority population’s lifestyle or culture, creating problems and creating communities or ghettos with problems. Many people now view the notion of a multicultural society in which citizens live in harmony as some kind of utopia.

### *Police work in the partner countries*

What is the police’s role in these migration issues? Do they only deal with illegal or criminal immigrants or do they have a much broader assignment?

In Sweden, each of the 21 counties constitutes a police district. Besides regular crime control and prevention, police tasks include traffic control, passports, identity controls, border control, and the management of illegal immigrants. In Spain, there are two bodies of state police: first the “Guardia Civil”, which is in charge of border control, trafficking in human beings and smuggling, and second the national police, which is in charge of crimes and delinquency, but also of issues regarding the legal-illegal status of migrants, the documentation and management of the detention centres for migrants. The major cities also have local police bodies and in some regions (Catalonia, Basque country and Navarre) there are regional police bodies whose main task is related to migratory issues and auxiliary tasks (ie. helping state polices).

In Finland, there is one national police force which is under the administration of the Ministry of the Interior. Under this one national police there are local police departments. In general, Finland has one police officer per 681 inhabitants. In the UK, there are 43 police forces in England and Wales, 8 in Scotland and one force for Northern Ireland. These are responsible to local police authorities, including local elected representatives. The new Conservative – Liberal coalition is proposing that such police forces should come under local control as opposed to central control, which is the current position.

The police in the Netherlands is organised into 25 regional forces (this will be 11 in 2011) and one National Police Agency (KLPD). The police tasks of the



regional forces are to investigate criminal offences, reduce (youth) criminality and violence, and work for safe neighbourhoods and youth-at-risk. Police forces vary greatly in size and character; in urban areas there is one police officer for every 170 inhabitants, while in rural areas the ratio is one police officer for 445 inhabitants.

Despite all the differences in the organization of the police forces in European countries, police tasks are mainly concentrated on promoting and ensuring safety issues, keeping the streets, communities and the country safe, whether this is by community policing, traffic control, investigating criminal offences, identity control or combating terrorism. Seeing a police uniform informs the public that they are being observed and monitored. For some this may lead to a feeling of security, while for others, for whom the police are likely to be viewed as the enemy and representatives of an oppressive state, it feels oppressive. As for migrants, who may have had very negative experiences with an authoritarian police force in their native countries, their attitude towards police may well be ambiguous; on the one hand they want to be helped by them and guarded in their new society, while on the other hand, given their previous experience, they might be frightened of them.

### *Social work in the partner countries*

Immigrants, legal and illegal, are likely to be one of the target groups for social workers in our partner countries. But this does not mean that all social workers use the same methods or work in the same operational environment. Social work practice differs due to the immigration history and the numbers of immigrants in each country, and also because of the different constructions of welfare systems and the national and international emphases inside the discipline. The International Federation of Social Workers and the International Association of Schools of Social Work define the social work profession as:

*The social work profession promotes social change, problem solving in human relationships and the empowerment and liberation of people to enhance well-being. Utilising theories of human behaviour and social systems, social work intervenes at the points where people interact with their environments. Principles of human rights and social justice are fundamental to social work. (<http://www.ifsw.org/p38000279.html> accessed on 21/12/2010)*

From the above it is clear that issues of immigration are clearly within the identified remit of the international definition as agreed by all the partner countries contributing to this book.

Social work can be practiced with a diverse emphasis on the working environment (in offices or in communities, streets), the perspectives (preventive or problem-solving), on the focus level (individual, family, community), etc. It might be focused on cultural welfare work, pedagogical welfare work, social service, or specific fields of action such as creative therapy, community work, social advocacy services or personnel and labour management. Social work may also work in trying to help the individual to fit into the society or agitating for change in society to fit the individual.

The education levels of social workers in the five countries differ. In Sweden, Finland and the UK, social workers must have a university degree, while in the Netherlands no university education for social work exists. It is obvious that there are different ways to conceptualise and practice social work in the partner countries.

### ***The “best” practices?***

As you will read in the book, it has been a difficult task in each country to find, select and present five projects which give an actual national overview of areas and topics in which police and social work cooperate together in close contact with migrants. Some countries knew beforehand that it would be difficult to find good practices, since police tasks and social work assignments are very different and difficult to combine (Spain, Sweden and the UK). Other countries, such as the Netherlands with a long history of minority policy, expected to find many projects in this field, but even there it was difficult to find structurally embedded cooperation between the police and social work in this field.

During the process of our research, we sometimes decided to broaden our focus from third-country nationals to immigrants, and even to vulnerable citizens; police and social work often work together in deprived neighbourhoods, where people are socially at risk. In these areas, no difference is made between the background of the citizens that the police and social workers encounter in their daily work. But in practice, a disproportionately larger number of these clients have an immigrant background, struggling with oppression and adaptation to the rules and regulations of their new country.

Once we managed to find projects in which police and social work were involved, we had to make a selection. We had to decide whether to choose a city project or a country side project, projects designed for improvement of family life versus projects for community mediation, projects for special groups like migrant women versus projects for social security in neighbourhoods. The most important criterion for the selection, however, was the active involvement of third-country nationals in cooperation with police and social work on an

equal level. And this appeared to be the most difficult criterion to apply! In the concluding chapter, some reflections are made on the question of why migrants in most projects are still subjects rather than actors.

With the presentation of these 25 good and promising practices, we do not pretend to have an overview of all the projects or practices in our countries in which police and social work try to improve the integration process of migrants. We have probably not heard of many projects, since not all projects are documented or are on the internet, and our research was mainly desk-based research. Besides, due to selection reasons, many good projects have not been recorded in this book, simply because they resembled a project we already registered or because they were difficult to research for practical reasons, the lack of time or the distance of the location, for instance.

Therefore the 25 projects that are presented here only show part of the professional world of cooperation between police and social work. Therefore we do not call these projects the best practices; they are good practices because for all we know, also other important and even better projects might exist.

We tried to describe the good practices in such a way that they can be used as case studies in an educational programme. The book is divided into five chapters, each country presenting its five good practices. In the index, the titles of the good practices show what theme the practice addresses. Cooperation between police and social work focuses around issues concerning social security; conflicts that might arise in family life (the UK, the Netherlands, Finland), on the street (Spain, the Netherlands), at school (the Netherlands), or in communities (Spain, Finland, the Netherlands). Some projects are aimed at certain target groups, as unaccompanied youngsters (Finland, Sweden), immigrant women (Finland, Sweden), or street gangs (Spain, the Netherlands). In many good practices the co-operation is above all information sharing. The challenge is to go beyond information sharing and to support immigrants and communities to work and live together.

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## Tools for thought

### Integration

Integration is a "dynamic two-way process of mutual accommodation by all the immigrants and residents of the member states". This definition, adopted by the EU member states at the First Ministerial Conference on Integration in Groningen in November 2004, frames the EU Policy on integration and serves as a source of inspiration for EU countries in the process of re-creating and updating their former integration policies to the new realities of immigration.

If we go in depth with the definition, we can depict some important elements:

**Integration is a dynamic process:** means that initiatives that pursue integration have to adapt to a culturally diverse reality. It is a reality that is continuously changing its patterns and ways of expression; a reality that has to be continuously checked and interpreted to identify elements that promote (or not) the mutual accommodation of the migrants and the host societies. For this purpose, coordination between the social workers and the members of police is crucial.

**Integration is a two-way process:** this means that both the receiving societies (with their institutions) and the migrants (and their associations) are co-responsible in the integration process. It also means that the objective is not to "integrate migrants", but building up integrative environments in which the immigrants and the host residents can feel comfortable and exchange experiences, expectations and abilities on an equal level. By contributing to creating "integrative environments" where interculturality is possible, the police members and social workers have to work together with the immigrant associations, neighbour associations, health care and the educative systems etc.

**Mutual accommodation is the aim of integration:** An effort is required on both sides (the immigrants and host societies) in the never-ending process of constructing common understandings and building up mutually accepted structures that enable convivence and make mediation possible in the case of conflicts.

However, some academics have given an alert on the danger that the common framework on integration of the EU could be used as an excuse by some states for implementing policies oriented towards the control and selection of the migration flows at a moment on which there is an increasing feeling of insecurity amongst EU citizens (Eurostat survey 2010) and a backlash against multiculturalist policies. In this sense, inappropriate practices for integration should be carefully avoided, such as:

- Considering integration a requisite and not an objective: Thus happens when the newcomers and residents are obliged to pass compulsory tests if they want to obtain a visa or if they want to have their residence renewed or get a permanent resident permit.

- Thinking that the main effort for integration should be done by the immigrants who will have to demonstrate their will of integration if they want to have some rights granted.
- This perspective goes against the spirit of integration as a two-way process of mutual accommodation. On the other hand, it is quite common that the huge majority of the initiatives aimed at integration do not involve the host society actors at all.
- Identifying migrants as problems and the situations they are involved in as “problematic” in many initiatives developed in the name of integration. This stigmatizes migrants and conditions the way the actors act.
- “Culturalizing” attitudes and behaviors which are not cultural at all, just because immigrants or people with an immigrant background are involved. Many attitudes and behaviours that are presented as “cultural” are not cultural at all. Many supposedly cultural conflicts are not culturally rooted. It is important to distinguish what is cultural and what is not. That would be very helpful in normalising the relations.

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## *Multiprofessional working*

There are a number of different terms in common usage which are often used interchangeably to identify multiprofessional working. These terms include interprofessional working, multi-agency working or partnership working. All these terms contain a set of common ideas that 'a joined up' approach with 'joined up thinking' would reduce the overlap between services and the pooling together of expertise and resources that will not only add value but result in a more effective and less costly service which is more in tune with service user needs. The value of undertaking a multiprofessional approach is in being able to respond holistically to needs and being able to arrive at a more developed understanding of the problem and its potential solutions (Morris, 2008). It is envisaged that such work would develop a reciprocity whereby the multiprofessional relationship is seen to be of mutual benefit to each of the partners helping them to achieve their goals whilst reducing risk and resources (Glasby & Dickinson 2008).

A multiprofessional approach also refers to at least two individuals from different training backgrounds or different occupational groups who share a common aim but make complementary contributions to the achievement of the aim (Leathard 2003). There is a debate to be had as to whether police officers and/or social workers can lay claim to be a profession but that is not relevant for our discussion – it maybe more important to consider that the different workers act professionally.

Multiprofessional working is a process covering a range of potential possibilities which can be classified by the depth of the multiprofessional relationship. This relationship can range from the two individuals or groups sharing information, consulting with each other, coordinating activities, being subject to a joint management, forming a partnership organisation or a formal merger (Glasby 2007).

In this book we are particularly focussing on police officers and social workers working together towards a common goal with third country nationals to promote integration within the nation state in which they live. This means the levels of multiprofessional working most likely to be engaged with are the first three levels of this approach; information sharing, consulting and coordinating activities.

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## ***Active citizenship***

Active citizenship is a value-shared framework for social and democratic politics as promoted by the European Union. Active citizenship implies three principles:

### **1. The principle of self-responsibility or self reliance**

This principle refers to the idea that people should take care of their own living and working conditions and are held fully responsible for their own behaviour. They have to fulfil their duties and to behave as responsible citizen. It is not a plea for unbridled individualism but for a conditional individualism, based on the human values of dignity, decency and responsibility. However, this principle of self-responsibility assumes that people have resources to meet this self-responsibility. For that reason, this first principle is fully interdependent with the two other principles.

### **2. The principle of human and social rights**

In a number of declarations and conventions, human and social rights are endorsed by nearly all states in the world. The social rights refer mainly to the right on access to education, labour, housing, health and a healthy environment and social protection. The activating State still endorses the rights but conditionally. The most important condition is that individuals have to meet a number of obligations. The often-neglected obligation is the responsibility of the State and local authorities to guarantee an easy access to them. To get access the systems should be on hand (provision), to find (information) and easily to access (payable, understandable, reachable).

### **3. The principle of social responsibility**

Social responsibility refers to be responsible for the community, for the people around you, for caring and supporting, for social justice. In the Western Welfare State, it is maybe the least developed principle. In the last two centuries, Western societies were very strong in liberty and equality. The ages of emancipation and progress were mainly related to this thriving power of autonomy and equal opportunities. The forgotten issue was the 'fraternity', the commitment to the community, the social dimension in life. It is now back on the European agenda by promoting social cohesion. It is actually the catchword for modern social policy and also keyvalue to how we behave towards immigrants.

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## *Intercultural competence and professional development*

Intercultural competence is the ability (relating to both individuals and organisations) to interact effectively with those from different cultural backgrounds in the context of a diverse society. It requires a greater understanding of and sensitivity to norms and values prevalent in cultures other than one's own. A person who is interculturally competent is able to communicate effectively and empathetically with individuals and groups from diverse cultures.

The concept of interculturality is a debated term in academic research. The study of identity and interculturality is the study of a whole array of social problems and power-issues. Interculturality has become an umbrella term for a view of the world that foregrounds complexity of meaning production and identity construction.

In the educational model developed within the Immigrants, Police and Social work -project, social workers and policemen are instructed to explore what intercultural competences (knowledge, skills and attitudes) are needed to effectively work with migrants. The intercultural competences that accumulate via the work are often based on tacit knowledge. There is thus a need to externalize this knowledge and to bring it into an open discussion with peer professionals. Reflecting on practice helps professionals to both acknowledge what they already know – but also to learn and gain new skills.

It is important for the practice of both social workers and police officers to have knowledge about, or access to knowledge about the cultural ways, traditions, religious habits and beliefs and access to interpreters in order to assess and intervene appropriately in the professional situation they face with migrants. A lack of cultural and intercultural knowledge might deprive the migrant from access to services and even sometimes lead to a denial of their basic human rights.

“Having knowledge about cultural diversity helps the professionals to pose the right questions”, as the Finnish Russian born social worker Olga Egorova puts it. The right questions enable mutual understanding of the situation, or of a person's circumstances. A mutual understanding is often a starting point that enables a dialogue which can lead to identifying the required actions and solutions that can be mutually agreed.

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**good practices**



# Finland

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– *Riikka Susi and Elli Heikkilä*

## **Immigrants, Police and Social Work – Good Practices in Finland**

Of the authorities who meet immigrants in their work, the police and social welfare authorities are essential ones. A lot of work is still done separately, though the spheres of operation between authorities converge in a multicultural community. As society changes the requirements for professional skills also constantly increase. The clients therefore comprise more and more people who speak foreign languages as their mother tongue and who come from different kinds of cultures. In addition, an immigrant is often a client who is not familiar with the Finnish system of services. These issues create needs for development, in order for the authorities and also non-governmental organizations (NGOs) to be able to better serve clients who have varying backgrounds.

An analysis of immigrant work carried out by the police in Turku (Heikkilä et al. 2008) showed that the police are often contacted for matters that actually belong to the duties of social welfare authorities. With regard to interest group activities, mutual exchange and flow of information were found to be important. The police officers interviewed in the study believed that social work related familiarization training could help the police in further advising their clients in order to ensure the receipt of aftercare and assistance, also in situations which



do not actually fall within the sphere of police duties. Increasing immigration therefore results in new skills-based requirements for various public service professions and the third sector, i.e. NGOs.

### ***Statistical view to immigrants and those from the third countries***

In Finland, the number of immigrants is still relatively low compared to other European countries. At the end of 2009, the number of foreign-born people was 233,183, which equals 4.4% of the Finnish population (Table 1). Of the foreign-born, the share of those born in third countries, i.e. outside the European Union, has increased from 48% in 1990 to over 65% in 2009. There were 155,705 foreign citizens in Finland at the end of 2009 and two-thirds of them were third-country nationals (99,599 people).

Of the foreign-born, clearly the majority was born within the area of the former Soviet Union and Russia – a total of 54,646 people – which forms 23% of all foreign-born people and 36% of those born in third countries in 2009. The second largest group was formed by the Swedish-born 30,966 people (13% of all foreign-born) and the third largest group by the 21,761 Estonian-born people (9%). The next largest groups were again formed by people born in third countries. People born in Somalia (7,110), China (6,591), Iraq (6,180) and Thailand (6,108) all constitute a few percents of the overall total of foreign-born people.

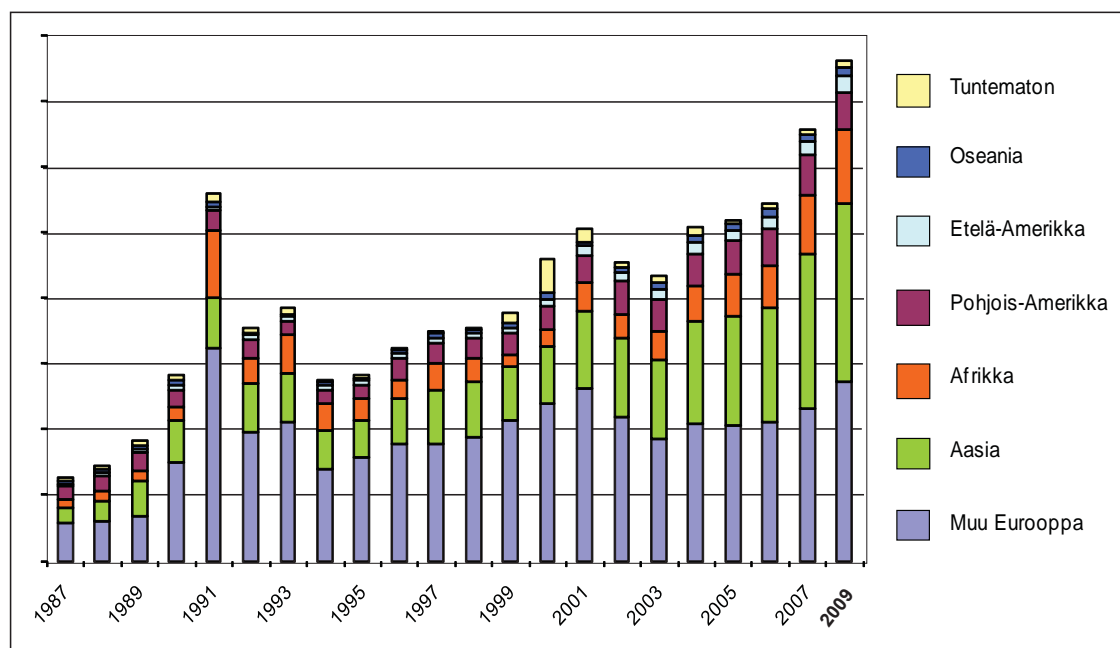
By far the largest number of people born in third countries lived in the county of Uusimaa: 74,553 people in 2009. This forms approximately one-half (49%) of the share in the country as a whole. Finland's capital, Helsinki, is situated in Uusimaa. The second largest share of people born in third countries can be found in the counties of Southern Finland, i.e. in Varsinais-Suomi (13,894 people), where the regional centre of Turku is also situated, and in Pirkanmaa (10,794), with Tampere as its regional centre. This population group is thus largely concentrated in the southern parts of Finland. The areas with the least people born in third countries were the Åland Islands (843 people), Central Ostrobothnia (966) and Kainuu (1,460). Of the people born in third countries, the share of people born in the former Soviet Union and in Russia was as high as 53% in Kainuu. This is partly explained by the fact that Kainuu is situated in the eastern border of Finland.

In the long term, the flow of immigrants from third countries has increased: whilst there were 2,522 immigrants in 1987, the number in 2009 had already reached 14,064 people (Figure 1). In 2008, the number of immigrants was even higher (15,224 people), but economic recession has caused a general

**Table 1.** Indicators concerning the foreign-born in Finland, 1990–2009  
(Data: Statistics Finland)

Country of birth	1990	1995	2000	2005	2009
Country of birth, total	4 998 478	5 116 826	5 181 115	5 255 580	5 351 427
Finland	4 933 556	5 010 523	5 044 912	5 078 968	5 118 244
Born abroad	64 922	106 303	136 203	176 612	233 183
Born abroad as % of total population	1,30	2,08	2,63	3,36	4,4
Europe	45 578	75 567	96 413	120 376	152 316
Other EU (27) countries	33 507	44 074	51 399	62 586	80 701
Rest of Europe	12 071	31 493	45 014	57 790	71 615
Africa	1 946	7 298	9 521	13 660	20 432
North America	3 303	3 733	4 084	4 562	5 352
South America	916	1 499	2 076	3 229	4 497
Asia	5 555	11 900	18 600	29 496	44 768
Oceania	467	560	754	889	1 116
Unknown	7 157	5 746	4 755	4 400	4 702
<b>Born in third countries, total</b>	<b>31 415</b>	<b>62 229</b>	<b>84 804</b>	<b>114 026</b>	<b>152 482</b>
Born in third countries as % of foreign born	48,4	58,5	62,3	64,6	65,4
Born in third countries as % of total population	0,6	1,2	1,6	2,2	2,8

decline of immigration, and the same also applies to Finland. The immigrants are mostly from the rest of Europe. In the past few years, the share of Asian immigrants, however, has increased. A spike can be noticed in the immigration figures in 1991 when the Ingrian Finns received the status of returnees when moving to Finland. At that time, the share of immigrants coming from rest of Europe of the overall immigration from third countries was as high as 58%. Of the immigrants coming from rest of Europe, the share of people born in the former Soviet Union was 86% – a total of 5,515 people. At the same time, immigration from Africa and especially from Somalia started to be significant; 1,339 immigrants arrived from Somalia in 1991. On the whole, Finland attracts immigrants from all over the world and the numbers for third countries vary between a few individual people to thousands of immigrants in the country-based analysis for the year of 2009.



**Figure 1.** Immigration from third countries to Finland in 1987–2009  
(Data: Statistics Finland)

An examination of the age structure of immigrants in the five largest country groups of people born in third countries shows that in 2009, with reference to the people born in the former Soviet Union and Russia, most (83%) are at working age – between 15 and 64 years of age – and every tenth is at the age of 65 and older. The next largest group is formed by Somalia-born people, with whom the share of working-age people is 86% and every tenth is a child. Of immigrants born in China, 85% are at working age and the share of children is also considerable (14%). Among the countries compared, the greatest share of people of working age was found amongst Iraqi-born immigrants: approx. 90%. Thai-born immigrants make up the fifth biggest country group and, amongst them, the share of working-age people is 77% and the proportion of children is as high as close to a quarter. The groups from third countries thus vary as to their population structure, and there are country-specific differences. The population structure also determines what kinds of services each group needs. Considering the forthcoming retirement of the baby boom generation and the demand for labour, immigrants from third countries carry potential. Most of them are of working age and there are also children amongst them, providing, as well, future labour in the long run.

## ***Background for choosing five good practices***

Good cooperation practices between the police and social workers which aim at the integration of immigrants were searched from different walks of life. Subject issues to be studied were selected from current themes. In the selection the knowledge of persons who are members of Finland's working group and the project's steering group was utilized. Within these subject issues 19 interviews were carried out, and altogether 23 policemen, social workers and other actors were interviewed.

It was decided to look for good practices from the ones that have been current, for example among underage refugees who have come to Finland alone, and preventive anti-violence work towards immigrant women. The minors who have moved alone are a vulnerable group since they do not have a family supporting them in the new country. Some of the young people who arrived at Turku have moved to Raisio where the advisors of the Federation of Special Welfare Organisations (EHJÄ ry) support them in everyday life. The social worker of the town cooperates closely with EHJÄ ry, but the role of the police is minor. The second special group is immigrant women and the violence directed towards them. Monika, Multicultural Women's Association, tries to tackle this problem together with the authorities, such as the police and social work. The association offers many kinds of services to prevent violence and exclusion. In the residential areas where the immigrants' share of the population is high, area work was also under study. Varissuo in Turku, a living area in which 33% of the inhabitants are immigrants, and Hervanta in Tampere, where there has been community policing for a long time, were chosen as research targets.

Other good practices of cooperation between authorities were searched from geographically different types of areas, from the sparsely populated county of Kainuu and its main centre Kajaani, and the capital of Helsinki. The interviews that were made in these cities offered much information. The importance of giving advice in immigrants' own language and its easy accessibility were brought out in numerous interviews. Counselling services by those who have already integrated into Finland and counselling services with many different languages were one good practice selected for analysis. In addition to the counselling services, service mentoring as a customer-specific more tailored form of advice was examined. Many of the above mentioned good practices are made possible by non-governmental organizations (NGOs). These organisations have special know-how which is related to their own interest and which the police and social welfare authorities can utilise when carrying out legal integration work. The actions and potential which promote integration accomplished by the third sector can thus be considered generally as a good practice, to function as an integration tool which supplements authorities' functions.

***Good practice 1: Immigrant counselling and service coordination***

At the end of 2009, there were 233,183 foreign-born people in Finland. Of this total number, 155,705 were citizens of another country. Only a small portion of immigrants are asylum seekers: in 2009, some 6,000 people sought asylum in Finland (Tilastokeskus 2010; Maahanmuuttovirasto 2010). The asylum seekers who are waiting to get residence permits receive all basic services – such as social and health services – in the reception centre. For the first three years, those refugees who have received residence permits and municipal placements are clients of the immigrant services in their municipality of residence. After the official integration period, they shift into the sphere of basic services in their municipality of residence. However, the main part of immigrants has come to Finland due to family ties, such as marriage, or because of work or studies. They are automatically clients in the basic services in their area of residence. In spite of the services provided by the employment and economy office and municipality, the success of integration is, to a great extent, dependent on the person's own activity and, for example, that of his/her Finnish spouse. The needs of this group remaining outside the official integration services have been noted in the past 10–15 years, and information service points have been set up especially in bigger cities where an immigrant will receive information on various questions in his/her own language. Immigrants also include people whose integration has become complicated due to various factors such as financial difficulties, problems in their credit history, discontinued studies or family trouble. When the problems become intricate, help is available from a personal service mentor (Jokisaari 2006; Interviews 1 & 2, 2010).

***Counselling directed to immigrants***

In many municipalities, the questions posed by immigrants are currently answered by counsellors at immigrant information service points. They are usually people who have once immigrated to Finland themselves and have integrated into Finnish society. Their strength lies in their language skills and in their understanding of the culture they represent. The information service points operate under various names from one municipality to another, and also under varying projects or authorities. Counselling is a slightly lighter form of service than service mentoring where even long-term service relationships may form and where the mentor actually joins the client in using various services. Counselling and service mentoring also supplement each other. In the event the employees of information service points find themselves lacking time or skills, they can advise the client to turn to service mentors. Service mentors



have the resources to look deeper into complex problems as well (Interviews 2, 3 & 4, 2010).

In Helsinki, the immigrant information service point in Itäkeskus – selected as one of the best integrating functions in 2008 – began its operation in 2000 as an AVAIN project funded by the European Social Fund. During its first years of operation, the information service point collected information on who their clients were, where they came from, and what they wanted to ask. This was a way to gather proof for the fact that there was a great demand for this sort of service. The information service point was turned into a permanent municipal function in 2004. Until the end of February 2010, the information service point operated under the Social Services Department, after which it moved under the Personnel Centre. In addition to the organizational change, the information service point will move from Itäkeskus, located in the eastern part of Helsinki, to the city centre, where it is believed it will better serve a wider client base – such as students and educated immigrants. At the information service point, a Helsinki resident may ask about anything and the immigrant-based employee, speaking according to his/her ability the client's own language, will try to find an answer to the client's needs. If necessary, an interpreter will also be summoned. The clients' questions concern, for example, residence permits, social security, working, living and education. The biggest client group is formed by Russian-speaking persons, of which most are women, whereas clients from the Arabic-speaking countries are more often men. (Helsingin kaupunki 2009; Interviews 3 & 5, 2010)

The counsellors have received general training relating to various social fields and duties of the authorities. The information service point has signed a joint service agreement with the Finnish Immigration Service and the local register office. The counsellors are also able to use KELA's registers (The Social Insurance Institution of Finland), but no cooperation agreement has been signed. The counsellor may certainly help the client in filling in the forms, but no decisions are made on the authorities' behalf, and no money transfers are handled at the information service point. There is also no cooperation agreement with the police; however, the cooperation is close, since the Itäkeskus Police Station is situated next to the information service point. The counsellors advise their clients in, for example, cases of domestic violence to report the offence to the police and to visit the social worker at the police station if required. In child welfare cases, the counsellors always report to the child welfare authorities. Sometimes the police ask the counsellors for help in interpreting if an actual interpreter cannot be reached as quickly as required. Indeed, the director of the information service point praises the head of the police department for his innovative and cooperative personal orientation and finds the interaction with the police to be functionally viable. When needed, the police provides training

for the counsellors and advises their own clients to visit the information service point. Personnel in the information service point have also provided training in cultural knowledge for police officers at Caisa, the international cultural centre. (Interview 3, 2010)

### *Service mentoring*

Service mentoring is a working method offered by various actors. Since the 1990s, the concept has been extended to refer to more and more client groups, including immigrants. Service mentoring is a client-oriented working method aimed at supporting the client's independent life and reducing the need for counselling. It is a "one-stop" service which gathers information both on support matters and on services that may be available to the client. Service mentoring is of most use to people who have a complex, long-term need for services. For many immigrants – especially for those coming from a society that functions very differently – this is the very case. In order to sort out their situation, the clients need a person who has the time to listen and familiarise himself/herself with what are often highly complex problems, because of which the integration process has slowed or discontinued altogether. Ideally, service mentoring is preventive work: in other words, the client finds or is guided to service mentoring before his/her problems start piling up and coping gets more difficult. (Hänninen 2007; Interview 2, 2010)

The PALO project, ongoing in Turku between 2008 and 2011, concerns service mentoring for immigrants and aims at speeding up immigrants' integration. A common finding is that receiving service mentoring and counselling in one's own language at the early stages of immigration speeds up the integration process and prevents social exclusion. In December 2009, the Infotori information service centre for immigrants was opened in Turku, and it now offers service in 14 languages (Figure 2). The PALO project also includes Testori, a guidance centre and a centre for mapping of language skills and learning abilities, and Ohjuri, aimed at integration and service mentoring (Turun kaupunki 2010a). The operations of Testori aim at finding suitable study places for immigrants to learn Finnish (Turun kaupunki 2010b). In the Ohjuri service, a social worker and an employment consultant together with the client try to find solutions to accelerate the integration process, especially with regard to employment (Turun kaupunki 2010c).

Alongside the Ohjuri service functioning under the PALO project, the MAHKU project (personal service mentoring for immigrants, 2008–2010), organised by YMCA Turku Finland, operates in Turku. MAHKU offers personal and individual service mentoring for immigrants free-of-charge. During the project, the mentors will develop the personal service mentoring model towards a direction



**Figure 2.** Responsible counsellor Alas Ali (in the middle of the photo) advises together with Esmaelzade Mahden (left) client Vahid Hosseini at Turku Infotori (Photo: Terhi Hytönen)

that will support other immigrant work carried out in Turku. Personal service mentoring is a working method in the YMCA's social functions in which a client is systematically directed towards more balanced and independent coping in everyday life. Earlier on, service mentoring has been available for young people. The target group of the MAHKU project is formed by those immigrants of working age whose official integration period has ended. Two mentors work within the MAHKU project and they offer services in the Finnish language. (YMCA Turku Finland, 2010a and 2010b) Even though it is regarded as important that immigrants receive services in their own languages at the early stages of integration, the clients are encouraged to use Finnish due to the MAHKU target group, in order to practice and retain their Finnish language skills. The mentors are, in a sense, Finnish-speaking assistants to their clients. The original expectation was that most of the clients would find the MAHKU services through referrals by social services. However, as the project has proceeded, it has turned out that many clients come based on hearsay or positive experiences by a friend, or as sent by employment and economy office clerks and church deacons. The clients' average duration of stay in Finland is eight years and most of them are Iraqi and Iranian Kurds and Afghans. (Interview 2, 2010)

MAHKU is a low-threshold service accessible to anyone by telephone or email. Service mentoring is available by appointment. Some of the clients keep the mentor busy for a long period of time, as the web of problems starts to untangle once the client seeks help. An individual client and possibly his/her family may have problems with housing and finding a new flat, employment and finances, delayed payments, criminal charges, mental problems and so forth. Due to the wide range of problems, MAHKU works in close cooperation with authorities, like the police, and other actors, such as immigrant organisations and deacons. For example, the mentors are often in contact with licence-granting administrative authorities and they help clients in filling in various kinds of forms and applications, such as family reunification applications. They also assist in consumer disputes, complaints, etc. If the client so wishes, mentoring and support may also be provided outside the office. It is usual for a mentor, for example, to join a client on a hospital visit when the client is in need of mental or so-called psychosocial support. After having run errands in bureaus, the mentors often repeat and explain the content of the discussions to the client, as the jargon of many fields is difficult for an immigrant to understand. As the mentors themselves see it, they act as a sort of community interpreters. (Interview 2, 2010)

### *Counselling and service mentoring as promoters of integration*

A significant number of immigrants have entered the country due to family ties, studies or work, and therefore do not belong to the sphere of municipal immigrant services. In Helsinki, the information service point serves both highly educated work related immigrants as well as people with refugee backgrounds and deficient literacy. Amongst asylum seekers with residence permits, there are people who have completed their official integration period but have not adapted to the culture enough in order to function as full members of society. Their coping is hindered by, for example, deficient Finnish/Swedish language skills and, consequently, lack of knowledge and understanding concerning societal functions. People of this kind are best helped by service mentors who are able to commit themselves to help a single person or a family for several months and examining even complex problems in depth. As a working method, service mentoring has an empowering approach; in other words, the client is encouraged to use the human resources that he/she holds. Counselling and service mentoring in particular aim to help the client in understanding the basic structures of society, such as the Finnish model of running errands and the importance of written means of communication and agreements.

In many municipalities, counselling and service mentoring for immigrants are organised as experiments, or in other words, as projects or parts thereof.

Many projects are funded by Finland's Slot Machine Association (RAY), as the MAHKU project is as well. In spite of the positive experiences, popularity and success of MAHKU, it will terminate at the end of 2010, and the PALO project alongside with Infotori in Turku will end in 2011. Especially in big cities, where there are many immigrants and a vast demand for information within that group, counselling and service mentoring should be permanent activities. It seems that the networks and contacts often disappear once service coordination and counselling project ends and the actors shift to other duties. The networks and authority contacts that develop during these projects – as well as the accumulated information on client needs and wishes – should be utilized, at least in the municipality within which the project has been carried out. Finland's history with immigration in a wider sense is quite short, and the needs and stumbling blocks of immigrants we are now discovering should be given closer consideration than before. In this sense, the counsellors and service mentors are very important sources for information.

### ***Good practice 2: EHJÄ ry – support for youngsters immigrating alone***

The number of asylum seekers has grown strongly in the past two years. In 2008, 4,000 people sought asylum in Finland, whereas this number was almost 6,000 people in 2009. The number of minor asylum seekers that have immigrated to Finland by themselves has also increased from less than a hundred in 2007 to over 700 in 2008. In 2008, a total of 157 approving decisions on minor asylum were made. In 2009, approximately 550 minors sought asylum alone, and 247 children received decision approval. At the beginning of 2010, the number of incomers decreased. Due to the long processing periods, the number of people having received a decision during a specific year cannot be directly compared to the number of asylum seekers (Maahanmuuttovirasto 2010).

Typically, a minor asylum seeker immigrating alone is a boy aged 15–17, and the country of departure is in most cases Iraq, Somalia, Afghanistan or Iran. In recent years, approximately 80% of all minor applicants have been male. The basis for asylum applications of most minors is a poor safety situation in the home country, the danger of persecution due to belonging to a religious minority, the political activity of a family member and, with girls, the threat of honour related violence. The bases for asylum applications of minor people are seldom personal. In most cases, the minor receives a residence permit, as it is the child's best interests that must be considered and it is inappropriate to send him/her back to a disordered home country or, as based on the Dublin



Agreement, to deport the minor to another EU country (European Migration Network 2009, 6; Interview 6, 2010).

After entering the country, a minor asylum seeker will report to the nearest police station. After that, the applicant is accommodated to the group home in the reception centre. The reception centre will prepare an application for the asylum seeker to the district court concerning assignation of a representative to the minor. The representative will protect the child's best interests and participate in the asylum investigation. In the asylum hearing carried out by the police or border guard authority, the applicant's identity, travel route and entering date are established. For applicants who have declared themselves as minors, specification of age is an important part of establishing their identity. Later, the applicant is summoned to the Finnish Immigration Service in Helsinki for an asylum briefing, after which he/she will return to the group home and wait for the residence permit decision. The application of a minor entering the country alone is processed urgently: the targeted processing time is 120 days. However, the average processing time was 192 days, for example in 2009, and 331 days in January–May 2010 (European Migration Network 2009, 20–22; Maahanmuuttovirasto 2010).

#### *From group home to municipality – from Pansio to Raisio*

The aim is to seek municipal placement for a minor with a residence permit as quickly as possible, in order to enable the youngster to begin his/her life as a local resident and to release a position from the group home to the next comers. A minor is usually placed in a family group home, of which there are five in Finland. Three of these are located in connection with group homes, enabling a minor with a residence permit to continue living in a familiar environment. A youngster who is on the verge of adulthood and at least 16 years old may receive a placement in a municipality offering a flat and support in living alone for youngsters having immigrated alone (European Migration Network 2009, 22; Interview 6, 2010).

The group home in Paimio, maintained by the Turku Reception Centre of the Finnish Red Cross, is a place for 24 minor asylum seekers between 14 and 17 years of age. Children under 14 years coming to Turku will be taken to Kontiolahti, Oravainen or to Punkalaidun unit operating under the Turku Reception Centre. The support flats located near the adult unit have 14 places for 17-year-old boys. The Turku Group Home is practically always full, because a great number of people enter through Turku, and it may take long before an immigrant receives a municipal placement after receiving a residence permit. According to the leading refugee secretary (Interview 6, 2010), Turku acts as a kind of transit unit: when all places are full, clients are sent forward. Once a

minor asylum seeker turns 18 years, he/she is moved to the adult section of the reception centre to wait for a residence permit decision. A minor who has received a residence permit and a municipal placement in Turku will move to an eight-place family group home, located in connection with the mother and child home and shelter in Turku. These youngsters are Turku residents and receive social and health care services from the immigrant services of the City of Turku for three years, in other words, during the official integration period. The police visit once in a while Turku Reception Centre and introduce to the youth and tell them about important issues connected to integration (Interview 6, 2010; Turun ensi- ja turvakoti ry 2010)

Approximately 50 youngsters immigrating alone have received municipal placements in Raisio. Most of these youngsters have turned seventeen, as they live independently in flats owned by Raision Vuokra-asunnot Oy in various parts of town. According to a social worker of the town of Raisio (Interview 7, 2010), the aim is to avoid the concentration of immigrants in specific areas. In the family group home in Turku, the children's interests are protected by personal advisors, but when moving to Raisio, a youngster who has immigrated alone is under support of an immigrant social worker and the support persons of EHJÄ ry (The Federation of Special Welfare Organisations). EHJÄ ry is a national child welfare organisation founded in 1983, and its operation is funded by RAY (Finland's Slot Machine Association). The work of the organisation is focused on the aftercare of child welfare, supported accommodation for young immigrants and support person training (EHJÄ ry 2010). In addition to those immigrating alone, EHJÄ ry's support in Raisio is also partly granted to young immigrants with family – such as girls from big families who carry responsibility at home for their younger siblings and housework despite their young age. In these cases, EHJÄ ry provides the girl with the opportunity to try out things that a Finnish youngster would also do and have as a hobby. The support also extends to young immigrant mothers whose challenges include – in addition to motherhood – integration in their new home country. (Interview 8, 2010)

In Raisio, the idea of buying services from EHJÄ ry was formed during the PAVAKE project (a project for refugee reception and integration, 2005–2008) operating in the Turku subregion. The purpose of the project was to get refugee reception agreements for all 18 municipalities in the subregion. Placing minor asylum seekers in the municipalities was also a significant part of the project (Raision kaupunki 2008). EHJÄ ry has operated in Raisio since 2006 and the number of support persons varies according to need. Currently, there are 12 youngsters aged 17–23 within the field of social work. The town of Raisio buys support services from EHJÄ ry in order to not overburden the social worker, and to offer support to the youth even at times when the social worker is busy with other work. (Interviews 7 & 8, 2010)



The foundation of EHJÄ ry's operations is the time that the support persons offer to the children as well as a low threshold to asking for help with any question the children may have. A youngster will meet the support person as often as he/she needs to, perhaps even three times a week, which helps in creating a confidential relationship. This also makes it possible for the support person to create an overall picture of the youngster's situation and to evaluate the need for treatment due to, for example, mental problems or traumatic experiences. The time spent with the youngster therefore does not only aim at keeping company, but is also target-oriented social work and service coordination. A youngster within EHJÄ ry's support services receives help in handling official matters, such as engaging with KEELA (The Social Insurance Institution of Finland), the employment and economy office, tax office, and so on. The importance of the psychosocial support preventing social exclusion is at least equally significant: this kind of support is offered to youngsters when carrying out their everyday functions such as housework and hobbies together with their support persons (Interviews 7 & 8, 2010; Figure 3).

Those immigrating alone do not have their parents in Finland and are therefore unable to share these everyday functions with them; EHJÄ ry thereby aims to act as a support network compensating the lack of parent and family support for these youngsters. For instance, the support persons participate in parent/teacher meetings at schools. The goal of the support work is to "make itself useless", in other words, the aim is to guide the youngsters in a way that enables them to find their own support networks and to cope on their own after the support period is over. Depending on every youngster's personal situation, they stay with the support service for approximately a year. Even after this, a youngster may turn to the support person with any questions that he/she may have. (Interviews 7 & 8, 2010)

### *EHJÄ ry and authority cooperation*

In addition to the municipal social worker, EHJÄ ry is in close cooperation with the group home of Turku Reception Centre. These actors together make the assessment of the situations in which the youngsters need support the most after receiving a residence permit and a municipal placement in Raisio and then moving to live alone. Migration from an institutional environment into an independent municipal resident is an enormous challenge to a young immigrant. Even though the youngsters study Finnish throughout their stay at a group home, their language skills may still be on flimsy ground when moving to their appointed municipality. Even before the move, the support person visits the young candidate who has been suggested for support. The youngster himself/herself must decide whether or not he/she is willing to commit to the support offered by EHJÄ ry. If the youngster is willing to accept the support service,



**Figure 3.** EHJÄ ry's responsible support person Aino Levanto (left in the photo) together with youngsters Paulina Sobczak, Lidet Worku and Ako Ahmad Khidir (Photo: Terhi Hytönen)

the support person will already participate in his/her life when moving to the municipality. At the very beginning, the youngster will meet with the social worker who, among other things, takes care of the youngster's finances during the first three years. The cooperation between EHJÄ ry and the municipal social worker is closely tied and both parties report that it has been a great success. The support persons report the youngster's situation to the social worker on a monthly basis and the parties also otherwise stay in touch every week. The social worker is therefore well informed of how each youngster is succeeding in his/her integration into Finnish society. EHJÄ ry does not use interpreters; it strives to use the Finnish language, which is also a good thing for the youngsters. To them, the support person represents a reliable Finnish-speaking adult. If a situation requiring an interpreter comes about, the support person will book a meeting with the social worker who orders the in situ services of an interpreter in the premises of the social welfare office. (Interviews 7 & 8, 2010)

According to a responsible support person of EHJÄ ry (Interview 8, 2010), the role of the police in the lives of youngsters who have immigrated alone is invisible. In everyday life, a youngster will perhaps only encounter a police officer after having drifted into some sort of trouble or after becoming a victim

of a crime. EHJÄ ry is not in cooperation with the police, and the responsible support person suspects that, for example, a lecture by the police in the organisation's premises on violence and its punishments in Finland would not reach the audience that most needs this information. Instead, a lecture by the school police in the school premises would reach a wider audience of youngsters. Even though the youngsters immigrating alone do not deal with the police much in a negative sense and even if their attitudes towards the police are mostly positive, a municipal social worker finds that wider cooperation with the police could be beneficial in a preventive sense. (Interview 7, 2010)

### *The challenges to society of receiving youngsters immigrating alone*

There has lately been discussion on whether or not the asylum process and the special treatment of minors immigrating alone are being exploited. The methods for age specification are being constantly developed in order to prevent misuse. An adult posing as a minor causes additional costs to the state: the annual expenses of a group home placement are three times higher than for an adult applicant. (European Migration Network 2009, 18). According to a police expert (Interview 9, 2010), some cases of so-called "anchor child" activity have also come up in asylum investigations: after the minor has received a residence permit, the aim is also to get the rest of the family into the country through family reunification.

One significant problem in both the reception and integration of asylum seekers is the granting of municipal placements, both in the Turku region and nationwide. The municipalities can themselves decide whether or not they are willing to receive refugees and – of the municipalities in the Turku region – for example only Turku, Raisio and former Piikkiö had an effective reception agreement at the end of 2008. Piikkiö later merged with Kaarina and the agreement extended to the new municipality of Kaarina as a whole. Having signed a reception agreement in 2009, Lieto has started to accept minors immigrating alone, and the municipality now buys services from EHJÄ ry. The municipality of Naantali has also signed an agreement in 2010. However, Turku accepts multiple numbers of refugees by comparison to its neighbouring municipalities; also, voluntary moving to Turku is brisk. This brings along problems that are typical for immigrant centres, such as regional segregation within the city (Myllymäki 2008; Kangasniemi 2009).

For youngsters who have immigrated alone, the support with beginning their own lives and the presence of a safe adult are at least as equally important as the receipt of a municipal placement. The backgrounds of the youngsters are varied: their parents may have gone missing or they may have died. Many are illiterate, which makes it more difficult to learn the Finnish language and

thereby adapt to the new home country. A youngster in this kind of a situation needs all the support available both from authorities and from the third sector, i.e. NGOs, but few municipalities receiving refugees are able to offer these services to the extent required. The time and support offered by EHJÄ ry in Raisio is invaluable both to the youngsters themselves and to the municipal social worker. The responsible support person of EHJÄ ry (Interview 8, 2010) finds that all young immigrants arriving alone should have the right to support services when moving to live independently, in order for life in the new home country to start to proceed.

### ***Good practice 3: Work with immigrant women facing domestic violence***

As the number of immigrants coming from outside Europe increases, the topic of violence towards immigrant women has also been brought up more in Finland. One reason for this is that an increasing number of cases of violence have come to the authorities' awareness as the immigrant population has grown. Immigrant women have also learnt the Finnish or Swedish language while adapting to their new home country and have therefore received information about their rights and been made aware that violence is a crime in Finland. Low-threshold services have also been developed especially by Monika – the Multicultural Women's Association for immigrant women who have encountered violence, like domestic violence, honour related violence, human trafficking and forced marriage. The association develops special services for vulnerable groups which often are missed out in other services.

The people immigrating to Finland from outside European Union face many challenges which are also often directed differently at men and women. The integration of immigrant women has been found especially difficult in those immigrant groups where the conception of equality and women's position are very different in the home country compared to those in Finland. The women have more limited opportunities in functioning within society, and suppression may emerge in the form of domestic violence. The violence may also manifest itself as forced marriages or as genital mutilation. Some immigrant women follow the cultural tradition where a man's honour is attached to the honourable behaviour of a woman and where violence is acceptable to the community as a means to protect the honour of the family. Honour related violence may be manifested in the strict control of women and girls as well as isolation from society and, at its worst, physical violence. An extreme form of honour related conflicts is honour killing, the most drastic way of restoring a family's honour (Vänttinen 2008; Monika-Naiset liitto ry 2010a; Tiainen 2010).



In order for the authorities, like the police and social workers, to be able to recognise the signs of honour related violence and act in the victim's best interests, information and training are needed. Honour related violence as a phenomenon in Finland has been studied and functional operations models surveyed in the Honour related violence project (2005–2006) and Amoral project (2007–2010), organised by the Mannerheim League for Child Welfare's Uusimaa District Organisation. The Mannerheim League for Child Welfare's Uusimaa District Organisation finds honour related conflicts to often concern problems with parenthood (Mannerheimin... 2010). The Kitke! project in turn, which was launched by the Finnish League for Human Rights in February 2010, finds that the solution to honour related conflicts lies within the communities. The main objective of the project is to prevent human rights violations caused by detrimental traditions by means of cooperation and to promote conflict-solving capabilities within the community as well as aptitude for attitude changes. (Ihmisoikeusliitto 2010)

Authorities, like the police and social workers, rarely become aware of violence towards immigrant women (e.g. Alitolppa-Niitamo 2005, 44; Kyllönen & Saarnio 2005; Kiuru 2008, 45) as the threshold for seeking help is generally very high. In the fear of consequences, the women are often too afraid to seek help, or they simply do not know where to turn to for aid. The barriers for seeking help are often linked with the lack of language and civic skills. After arriving in Finland, these women often become socially excluded in their own ethnic community or even within the limits of their own home, despite the initial integration activities. Due to their deficient Finnish or Swedish language skills, they do not learn about legislation or the service system, and they unknowingly expose themselves to violence. The prevention of violence and integration are therefore closely entwined, which is also a basis for increasing cooperation between various authorities and developing operation models and practices for the prevention of violence. Health and social welfare authorities and the police are in key roles in recognising violence, intervening in it, and helping the victims (Vänttinen 2008). Monika – the Multicultural Women's Association is one of the few venues in Finland that offer services for immigrant women who have experienced violence and are under a risk of social exclusion. The association has trained a vast number of authorities and has, among other things, participated in the compilation of guidebooks for aid professionals in the field of social and health services. (Kyllönen-Saarnio & Nurmi 2005; Interview 10, 2010; Monika-Naiset liitto ry 2010b)

*Monika – Multicultural Women’s Association supports and integrates*

Monika – the Multicultural Women’s Association (Monika-Naiset liitto ry) is an association founded in 1998. Its operations are funded by Finland’s Slot Machine Association (RAY), the City of Helsinki, European Union’s Refugee and Integration Funds, ministries, foundations and the municipalities which buy the association’s services. The personnel of the association mostly comprise immigrant-based health and social welfare professionals who know, in addition to their own culture and language, the Finnish language and the basic structures of Finnish society. There are approximately 40 employees in the association. Service is provided in a total of 20 languages, and one of the principles of the association is that services are offered in the client’s own language whenever possible. The association offers and develops special services according to the needs which have been raised from the target group and multi-professional network. The services of the association are supporting women’s social welfare and prevent exclusion and at the same time support basic services and other organisations actions (Interview 10, 2010)

The headquarters of Monika – the Multicultural Women’s Association are situated in Sörnäinen, Helsinki. Two other units of the association – the Resource Center Monika (Voimavarakeskus Monika) for victims of violence and its helpline as well as the Multicultural Women’s House (MoniNaisten Talo) – are both located in the same address. The association also has local Resource Centers in Espoo, Vantaa, Mikkeli, Kajaani and Kemi-Tornio. A Multicultural Women’s House (MoniNaisten Talo) is also located in Mikkeli. The operations of the association also contain the Mona Shelter, a refuge which provides crisis services for immigrant women and their children who have encountered violence. The Mona Shelter is the only refuge in Finland at a hidden address, consisting of a network of residences in various municipalities. Refuge can be sought from different parts of Finland. (Interview 10, 2010; Monika-Naiset liitto ry 2010c)

The aforementioned functions are included in the welfare support and prevention of social exclusion operations of Monika – the Multicultural Women’s Association. Another sphere of operation comprises civic and organisational activities. The association has 14 member associations and approximately 20,000 private members. The association operates as the umbrella organisation and trustee for multicultural women’s associations in Finland. The Multicultural Women’s House (MoniNaisten Talo) is a project carried out in 2009–2011 which relates to the civic and organisational activities and which aims at developing and mapping a low-threshold social operational environment. The third sphere of operation is communication, lobbying and education. The association prepares proposals, gives statements and provides information on the needs of immigrant women and immigrant population and their special problems



in addition to attempting to influence decision-making and the operations of the authorities. The educational and advisory operations aim at increasing the preparedness of various actors in recognising violence, intervening in it, and helping the victims as well as supporting the integration process on a general level. (Monika-Naiset liitto ry 2010d)

### *Organisations and authorities – together against violence*

Multi-professional cooperation is the requirement to fulfil the special needs of clients. Monika – the Multicultural Women’s Association cooperates with the authorities, like the police, legal aid and child welfare inspectors, and trains various related actors. Cooperation is concrete and it consists, among other things, of client work, consulting and different cooperation meetings. For example, for a person who is entering a refuge a mapping is carried out in the beginning and safety plan accomplished in cooperation with the police and social work. The consulting of the authorities is connected to the services offered to clients, mapping the services and advice and information about how it is best to act for a client in certain situations. The workers of the association are acting as cultural interpreters between the authorities and the clients. The workers of the association are accomplishing, among other things, home visits together with the authorities and help clients at the police station to report about a crime and also to make a restraining order.

The training directed to authorities has reached thousands of representatives of public authorities all over Finland – in total, 1,400 persons during the spring of 2010 alone. These training sessions are often “opening moves”, after which the authorities contact the association to ask for advice and consultation in client situations. Ever-increasing numbers of clients come to the Resource Centers or Multicultural Women’s Houses through authority guidance, but most women still find these services after having been advised by a friend, or through immigrant women’s organisations. The development manager of Multicultural Women’s Association (Interview 10, 2010) emphasises the educational and communications activities in the counties in order for the authorities in small municipalities also to be able to guide their clients to aid services.

A lot of authority cooperation is also carried out in the Kitke! project by the Finnish League for Human Rights. Authority consultation is a significant part of the project’s expert work. Kitke! also trains the authorities and students in the fields of health and social welfare. Knowing the context of honour related conflicts helps the authorities in finding the correct actions in situations where the threat of honour related violence is present. In cases of honour related conflicts, the same rules do not apply as in cases of domestic violence. There may be several offenders and also victims within the family, and therefore convicting

one person to imprisonment or sending one victim to a place of refuge does not abolish the threat of violence. Therefore, authorities should be trained and encouraged to use community-based working methods when preventing and solving conflicts. (Interview 11, 2010; Ihmisoikeusliitto 2010)

### *Challenges of developing anti-violence work*

For immigrant women who have experienced violence, the threshold for seeking help is high. For example, the women are afraid of losing custody or their residence permit and they are often even unable to explain what they are afraid of. Monika – the Multicultural Women’s Association has noticed that the support services are insufficient for immigrant women who do not know the Finnish language, and that there are significant regional differences between cities and small municipalities. In big urban centres, immigrant related activities have been developed since the 1990s with an increasing demand. For example, Naistari, which is situated in Hervanta, in the city of Tampere, provides a social meeting place for women and a course centre for Finnish language studies. The employees of Naistari also act as counsellors and service mentors to the women. (Interview 12, 2010; Naistari 2010) However, there is an increasing demand for social activities that empower women and support attachment to society in order to prevent the social exclusion of immigrant women.

In some respects, cooperation between actors in the third sector, i.e. NGOs, and the authorities could be further improved, as functional cooperation requires trust between the various actors and crossing the traditional boundaries between separate operational sectors. The authorities hold some suspicions towards actors in associations. (Interview 13, 2010) Within the sphere of anti-violence work, cases have been noted where the person in need for aid does not get assistance due to diverging views between the authorities and NGOs. An employee of the Multicultural Women’s Association’s Resource Center in Kajaani (Interview 14, 2010) thinks that the ones in the weakest position are childless women who have encountered violence or a threat thereof. It may be difficult for an adult victim to get help, especially if there are no physical signs of violence. The threat of violence is present especially in immigrant families which follow the norms of an honour culture. The situation is problematic if a member of the family is forced to leave home but cannot obtain assistance due to the authorities’ lack of knowledge about how to help a person under the threat of honour related violence. The experts in the Kitke! project, organised by the Finnish League for Human Rights (Ihmisoikeusliitto 2010), train authorities and negotiate with immigrant communities in order to prevent the community member from having to leave the family and in order to obviate the need for crisis work.

A focal problem in much of immigrant work is that the activities are carried out as fixed-term, small-scale projects organised by various organisations, like Monika – the Multicultural Women’s Association, and other actors without permanent funding. Well-planned and launched activities are in danger when the project ends, as there is no certainty of receiving funding for follow-up projects. For example, the Mona Shelter, maintained by Monika – the Multicultural Women’s Association, got started in a project in which the intent was to create an operation model for hidden refuge. It is contradictory that the funding of Monika – the Multicultural Women’s Association’s basic activities is insecure. The Internal Security Programme (Sisäasiainministeriö 2008) prepared by the Finnish ministries, economic life and associations, aptly states that the shelter operations need to be reorganised by 2015. Furthermore, the telephone helpline maintained by Monika – the Multicultural Women’s Association is an example of the lack of planning and financing difficulties in aid services directed at immigrant women: there is currently no budgetary appropriation for the telephone helpline, and the employees take the calls along with their other work. The telephone helpline, in particular, is an important tool in helping immigrant women who have encountered violence, not only in the big cities but also elsewhere in Finland.

### ***Good practice 4: Regional work in suburbs – Varissuo and Hervanta as examples***

The structural change in the 1950s–1970s from a highly agricultural society into a more industry and service-centred one initiated extensive migration towards cities. There was considerable demand for lodging, and the intended solution to this was to build entire residential areas within a short period of time. This is how Finland’s suburbs got started – the residential areas situated outside the city centre and comprised mostly of blocks of flats. The suburbs also frequently have their own commercial centres. Most of the suburbs represent regional building – the procedure of building several houses at a time by one construction organisation (Hankonen 1994). Quick construction work and population growth in the suburbs also created problems, as they once did in the Hervanta district in the city of Tampere. For the first 15 years, a problem was posed in Hervanta by the disorderly behaviour growing from the concentration of low-income families into the rental apartment buildings built in the 1970s – families that were inexperienced in suburban life. Added to the continuous incompleteness of the construction work in the area and the lack of leisure activities, the mental indisposition of the people also started to show in the street scene. As the problems accumulated, attempts were made to normalise

the situation. In the early 1980s, community police and a regional work group began operations in Hervanta. The general economical upturn also improved the situation (Kultalahti et al. 1998).

### *Multiculturalism challenges community policing*

Suburbs usually contain a considerable number of city-owned rental blocks of flats, which is why immigrants with refugee backgrounds have largely concentrated in these areas (see Vilkama 2006, 106; Pikkarainen & Wilkman 2008, 29). This immigrant concentration has been further increased by moving between municipalities (e.g. Kokko 2002). In Varissuo in the city of Turku in some of the blocks of flats 80% of the residents are immigrants. Immigrants from other municipalities and counties are attracted by, for example, the service and price levels in Varissuo. Before immigration began in a larger scale, the poor reputation of Varissuo culminated in a few buildings where the so-called troublemakers had accumulated. Today, Varissuo is quite a peaceful suburb. Among other things, an active community police functions in the area and cooperates with the other authorities and actors in the area (Interview 15, 2010).

### *Regional work in Varissuo, Turku*

Varissuo is situated in eastern Turku, near the municipal border of Kaarina. The construction work in Varissuo began in 1975. Of the suburbs in Turku, Varissuo has the most versatile service structure. The area has its own social welfare office, Kela service point, health centre, library and, among other things, versatile sports facilities. The Itäkeskus trade centre is situated in the heart of Varissuo and contains grocers as well as specialised shops (Sedig 1996; Turun kaupunki 2001). The great share of immigrants in Varissuo's residents makes the area special in the scale of Finland as a whole. At the end of 2009, there were approximately 8,700 residents in the area, of which 35% spoke a language other than Finnish or Swedish as their mother tongue (Turun kaupunki 2010d). Thirty percent is generally considered as the limit beyond which the interest of native Finnish people towards the area diminishes and the risk of becoming a slum increases (Interviews 15 & 16, 2010).

In Varissuo, the duties of the community police are managed by a senior constable who has held the position since June 2006. This constable has 30 years of working experience in police functions and in addition to being a community police, the officer has worked in three-shift alarm squads and as a youth police officer. According to the community police officer's opinion, it has been the lifeline of Varissuo that the services in the area have been kept diverse – this

increases comfort and supports the smooth flow of life in the area. Cooperation with the authorities also runs smoothly (Interview 15, 2010; Figure 4).

The Varissuo community police officer acts as the school police for all the schools in the area: Varissuo School, Turku Normal School (Turun normaalikoulu) and the international school. The officer finds that cooperation with the personnel of the schools, especially the rectors and curators, is one of the most important tools in his work. Many of the pupils in these schools have an immigrant background. At Varissuo School, there are a large number of personnel in relation to the number of pupils, as the multicultural and multilingual backgrounds set specific challenges for teaching. For example, the community police have achieved good results in solving disturbances caused by Somali youngsters in Itäkeskus in cooperation with a teacher of Somali background and the Somali Association. In addition to school police cooperation, the community police are content with the cooperation with social workers. Varissuo has its own social welfare office but, in the community police's opinion, the problem with the cooperation is that the clients have been divided between the social workers on an alphabetical basis. This causes problems with accessibility, as social workers are naturally bound to have meetings, holidays and other absences. The police officer mentions that he is frequently in direct contact with the leading social worker in cases where the person in question is already a client of child welfare or other social services. The social worker of Varsinais-Suomi police department is also an important cooperation partner for the community police officer, and the constable considers it a wise decision that the position was made permanent in 2008. The social worker joins the community police officer approximately once every two months in a patrolling round of Varissuo. They also have mutual clients, for example, in child welfare (Interview 15, 2010).

### *Regional work in Hervanta, Tampere*

By population, Hervanta is one of the biggest suburban areas in Finland. At the end of 2009, the number of inhabitants in the area was 22,798, of which 10% were foreign citizens (Tampereen kaupunki 2010). In addition, the area is inhabited by a large number of immigrants who have received Finnish citizenship. The service structure in Hervanta is versatile – the area is said to be like a small town within a city. In addition to a shopping centre, the Tampere University of Technology, the Police College of Finland, VTT Technical Research Centre of Finland and the technology centre Hermia with its high-technology companies are also situated in Hervanta. The institutes of higher education have also attracted many students to the area (Interview 16, 2010).





**Figure 4.** Senior constable Vesa Jauhiainen discusses with Samir Bakhsh (left in the photo) and Asib Hotaki in Itäkeskus in Turku (Photo: Terhi Hytönen)

Due to the increased growth and social problems in Hervanta, community policing began in the area in 1980. From the very beginning, the police have been in close operation with the social and schooling services in Hervanta, although the police have only had the official obligation to engage in regional cooperation since 2001 in Finland. The cooperation was initiated due to an actual need, as the purpose was to address the problems in the area more efficiently through united resources. In practice, the actors in cooperation for calming the suburb included the community police, local schools, the social welfare services and Paussi social welfare centre, which was launched in 1993 in the police department premises and is currently providing the emergency social services. The cooperation yielded results: the troubled suburb turned into an average area and, encouraged by the positive experiences received in Hervanta, the model was also expanded to other residential areas in Tampere. The community police officer who had started in that post in 1980 continued until retirement in 2008. According to the colleagues, community police work in Hervanta was strongly personified in this particular officer (Jokinen 2006; Interview 16, 2010).



Refugees also began to arrive in Tampere at the turn of the 1990s and a large number of them were placed in Hervanta due to, for instance, large vacant rental apartments that suited the immigrant families well. (Interview 16, 2010; cf. Pikkarainen & Wilkman 2008, 29). A reception centre operated in Tampere from 1994 to 2007 (Kangasluoma 2007). Due to the increased number of immigrant youngsters, problems such as gang activity began to emerge among them in the early 2000s. The youth living in the suburbs mainly gathered in the city centre and caused disturbances. Authority cooperation was also targeted at addressing this problem. A cooperation model was developed where the police, immigrant coordinators, municipal youth services, child welfare services of social work, interpreter centre and immigrant associations, together with schools, tailored parent/teacher meetings in the clients' own languages for specific immigrant groups. As the information on their children's negative leisure activities reached the parents, the situation in Hervanta calmed down and, according to the police, there has been no need for intervening in similar situations since (cf. Heikkilä et al. 2008, 129). The police emphasise and appreciate the efforts of the child welfare services as well as the cooperation with schools and the emergency social services. (Interview 16, 2010).

According to the community police man, Hervanta is nowadays a peaceful area and there is little need for example for detective work. Many of the immigrants in the area, especially children and the youth, know the Finnish language and are therefore able to communicate fluently with both their neighbours and the police. This prevents problems from emerging. In problematic situations that require police intervention, the parties include people of both Finnish and foreign origin. The positive attitude of immigrant youngsters towards the police may be at least partly due to the school police operations. The community police officer in Hervanta is, just as in Varissuo in Turku, the school police of all the schools in the area. Cooperation with the school administration is functional and both parties have a low threshold for contacting each other. This also enables early intervention and preventive work which are important both in immigrant work and in youth work in general. Among the adult immigrant population, preventive work is best carried out through immigrant associations. Relations with these associations were already created when dealing with youth problems in the early 2000s. According to the community police in Hervanta, it has been easy to maintain relations with these associations ever since, and relationships of this kind indeed work better than planned operation models, as the police duties almost always require case-specific consideration (Interview 16, 2010).

In Hervanta, information is shared between authorities and other actors on a regular basis in a regional work group which assembles a few times a year. The regional work group began assembling already in 1982 and it originally

comprised the authorities, mainly representatives of the social and health services. Today, the work group is a cooperative team and a common forum for administrative branches and authorities, the third sector (NGOs) and other actors operating within the area. In the meetings of the work group, the various parties bring out their observations on possible problems in the area and suggest solutions and the division of tasks amongst the actors in order to correct the situation (Sisäasiainministeriö 2007, 14; Repo 2008; Interview 16, 2010).

Also, community police in Helsinki has long time done multi-professional cooperation in order to prevent exclusion of the immigrant youth. In the police of Helsinki especially certain policemen have been active towards other authorities in developing immigrant work and in the creation of cooperation channels toward other authorities and the actors of the third sector (NGOs), such as immigrant associations. According to the community police of the Helsinki police, southern police district (Interview 17, 2010) confidence among immigrant youth towards the police started to develop with the help of a night basket ball event of the YMCA of Helsinki in which the policemen participated in civilian clothes in the 1990s. When the contact had been created, the police dismounted to the centre of Helsinki asking the news of the adolescents. In this way the police got in contact with the immigrant youth and gained understanding about the background factors of the crimes made by them. On the basis of the knowledge gained, the police started in cooperation with social work and youth work to plan a TIME-OUT project (AIKALISÄ project). In this project young people in danger of exclusion could be encouraged and empowered to a crimeless life. The intention was to arrange camps, among others, for the young people ordered by the youth work. The representatives of the police and of the social welfare authority had already chosen the young people within the sphere of the support of the project, but the project did not get financing. However, the idea is further utilised. In the social office of the city of Helsinki, there is a social instructor of an immigrant background for immigrant families, attempting to empower a young person and his/her parents so that the young would get off a crime spiral. The police work in cooperation with the social instructor usually mainly as an information provider of the crimes of immigrant youth and the situation in general (Interview 17 & 18, 2010).

### *The significance of authorities' regional work to welfare and development*

The extensive suburb in Hervanta was built from the 1970s onwards with the purpose of providing homes for thousands of migrants with various backgrounds, posing a challenge to the functions in the residential area. The orderliness in building the area and the regional work group established in the early 1980s have been significant factors in the development of the area and

for maintaining its attraction and comfort. The community police has operated and participated in the regional work group in Hervanta for three decades.

According to the community police officers, the regional work in Hervanta and Varissuo is very functional and the residential areas are peaceful suburbs. The areas were formerly so-called troubled suburbs, so work has been done to improve their reputation and residential comfort. In Hervanta, the regional work is highly personified in a police sergeant who retired in 2008 and whose life work has been rewarded with a Police Cross of Merit. For almost three decades, this sergeant solved problems in the area and also participated in the regional work group in Hervanta ever since it started its operation. The sergeant created relationships with the actors, authorities and residents in the area that the current community police are now able to utilise. Also the community police in Varissuo, in operation since 2006, have functional relations with the schools, social welfare services and the housing advisor. In the work of the community police, it is important to maintain one's own personality to ease cooperation with the various actors. The actors can call a familiar person instead of contacting the police headquarters. Personal relationships have central importance in the work of community policing (Kultalahti 1998; Interview 16, 2010)

In multicultural suburbs the police faces situations in which the Finnish culture differs considerably from another culture. In these situations social skills and the ability to adapt know-how in different situations are important qualities in the work of the community police. With immigrant background youngsters, problematic situations are often best solved by contacting, for example, a teacher or a representative of an immigrant association from the same culture. In addition to the command of social skills the cultural knowledge is a useful tool when meeting immigrant clients. Some policemen consider the command of cultural knowledge and adapting it fairly difficult because in police work situations arise fast and the customer is perhaps met only once. The cultural knowledge cannot be utilised in the same way as for example in social work where client connections can last long. In Helsinki, cultural knowledge education to the police has been given by police organisations and, for example, in cooperation with Cultural Centre Caisa already since year 1999 (Interviews 15, 16 & 17, 2010). However, more and more attention is paid to the cultural knowledge also in other parts of Finland as part of the further education of the police (Interview 13, 2010).

### ***Good practice 5: The third sector as an integrator***

According to the Act on Integration (Laki 1215/2005), the primary responsibility for the integration of immigrants is with the employment authority and municipality. The role of the third sector is, however, important in the integration work. It works as a supplement to authority work and also fills in for the authority resources that have been cut due to economic savings. The third sector is a part of society which diverges from the public and private sectors; most of its actors are associations, such as civic organisations (NGOs). The actors in the third sector do not pursue profit, and their operations are led by mutually agreed social objectives (Helander & Laaksonen 1999).

#### *The third sector – the varied means of integration*

Amongst immigrants, there is a varied range of integrators who need individual services. They comprise, for example, illiterate refugees, those tortured, immigrants through marriage, athletes, scholars and ICT professionals. Municipal authorities try to fulfil the integration act requirements defined in legislation, but for some integrators, these acts are insufficient. For people with refugee backgrounds, the official integration period of three years is often not enough even for obtaining basic language skills, let alone understanding how society operates. In these cases, when the client shifts to the so-called normal municipal services, the authorities may not have enough time in order to sufficiently provide services to a person with language deficiencies. In addition, immigrants may have suspicions towards authorities due to their own backgrounds (see Egharevba 2009), and, consequently, they do not run errands readily with authorities or at least are not willing to discuss their most difficult issues. The third sector may be able to offer help in these cases.

There are nowadays more and more immigrant associations, available for immigrants, whose work is directed to immigrant integration activities. An example of this is SONDIP, the Union of Multicultural Associations in South-West Finland, which operates in the area of Turku and promotes the multiculturalism of society, among others things, by increasing the visibility of the multicultural associations and the actors' interaction in the society. SONDIP ry is responsible for the Makosa project which tries to direct the know-how of multicultural associations to support the public sector. (Sondip ry 2010a and 2010b)

An example of a different kind of integration work is Juuret ja Siivet project (Roots and Wings) (2008–2010), administered by the Mannerheim League for Child Welfare, in Kajaani. The project coordinates the operations of the multicultural activity centre Monika in the county of Kainuu, established during the project of Kainuun monikulttuurinen toimintakeskus (Multicultural activity

centre in Kainuu project) (2003–2007). A demand for premises for the activities and events of multicultural associations had been noted in Kajaani. At Monika, anyone can read newspapers and use the Internet as well. Men in particular have enjoyed using the Monika "living room", and consequently it is not the case that women from all kinds of cultural backgrounds feel as comfortable in the premises. The services for women include a Finnish-speaking female counsellor's reception in Monika, as it has been noted that women prefer to run their errands with a female employee as opposed to a male counsellor (Mannerheim... 2006; Interview 4, 2010). A so-called gender sensitive approach should therefore be incorporated in activities aimed at the integration of immigrants, which in authority activities can not necessarily always be taken into consideration (cf. Heikkilä et al. 2008, 128). Even though equality is a basic norm in Finland, some of the immigrants come from such third countries where everyday functions are very much gender specific. The field of the third sector is so wide that it may offer services also for immigrant groups with special needs, such as women, adolescents and so on.

The challenges of arriving in a new home country are often different for men and women. Those who come from a very different background compared to the Finnish culture have the biggest challenges with integration. They are especially substantial for immigrant women whose country of departure has a patriarchal gender system. Fundamentally, these women do not have the same liberties and possibilities as the men do, even though Finnish society offers them to the women as well. There are absences from the language and civic skills courses organised during the official integration period, as it is the women's responsibility to take care of small children and home. Language skills are deficient even after several years, since the women do not have a social environment in which to maintain their Finnish or Swedish language skills. Unemployment is common due to poor language skills. Indeed, many immigrant women become socially excluded within their own ethnic communities. There are also cases of domestic and honour related violence. In fact, the female point of view should be addressed more strongly in the integration debate, not only in order to fight for women's human dignity and the prevention of violence and social exclusion, but also with regard to the employment debate. There are immigrant women in Finland whose employment is prevented by a vicious circle of violence, seeking help and failure in integration. Monika – the Multicultural Women's Association offers help and support to these women in a vulnerable position and facing violence or its threat. Also, Turku Women's Centre (Turun Naiskeskus), operating in the city of Turku, has worked a long time to help immigrant girls and women in particular who have become embroiled in honour related conflict situations (Interview 19, 2010; Monika-Naiset liitto ry 2010a).



### *Integration projects or good practices?*

It seems that only few of the methods used in projects promoting immigrant integration have lived on as permanent functions of the municipality or city. However, one example of this is the information service point for immigrants in Helsinki which was launched as a project in 2000 but then turned into a permanent function under the Social Services Department in 2004 (Interview 3, 2010). Most integration related functions are funded by the European Union Social, Integration or Refugee Funds or Finland's Slot Machine Association (RAY). RAY usually grants project funds for three years.

Integration work which is carried out as projects has both advantages and disadvantages. Finland is a vast country and there are many ongoing projects, so there is bound to be overlapping work. On the other hand, there are differences between municipalities, so each project can be said to respond to local needs in particular. It would nonetheless be wise to avoid overlapping work and wastage of resources, and the immigration workers should be aware of the various operating models being tested and used elsewhere. There is no comprehensive databank available on immigrant integration projects, but the Family Federation, for example, has gathered some of them as part of the Monikko project administered by the Finnish Institute of Occupational Health (Ruhanen & Martikainen 2006). Also, the ALPO and MATTO support structures of the Ministry of the Interior (2010a and 2010b) gather information for those working with occupational immigration and early-stage guidance services. ALPO is a support structure for providing people who have moved to Finland with initial guidance and development of skills; it monitors, supports and maps the results of regional development together with the experts in the project network and collects positive experiences and practices in order to develop the service models for initial guidance. MATTO support structure for immigration programmes aims in turn to create a close-knit cooperation network between the various projects and actors. The support structure shares information and offers support, education and encouragement to the actors. Furthermore, the INSITE support project for labour immigration, administered by the Centre for Economic Development, Transport and Environment in the county of Uusimaa, has been designed to respond to the need of coordination in the field of labour immigration. Its target group comprises the employers in the county of Uusimaa and immigrants arriving on a labour basis, as well as their families. Since it is a support project, the central measures taken within the project are directed at supporting the mapping and recruitment processes in other projects through, for example, communication, joint meetings and educational sessions. The purpose is to provide a forum for the actors in the field in order to create a cooperative network. (INSITE 2010) The aforementioned support structures aim



at the very thing that many project and organisational actors demand: sharing the already developed operation models between all actors.

### *The potential of the third sector*

The history of immigration in Finland is still quite short and we cannot assume that we have already experienced and lived through all the problems, challenges and potential of immigration. It will take time before the various actors in immigrant and integration work find the potential for cooperation on various regional levels. Authorities, like the police and social work and also other professionals in other branches of society, should see the potential in the third sector as well as the experience and expertise accumulated by these third sector actors performing on immigrant work. Perhaps cooperation should also be more coordinated than it currently is. However, there are regional and actor specific differences in this respect.

In the future, the services that support integration, such as counselling and service mentoring, social low-threshold meeting points and aiding work for immigrant women who have encountered violence, are hopefully functions that are permanently resourced and operate within the structures of municipal and city organisations. In the best case scenario immigrants are no longer just customers but active and trusted actors alongside the police and social workers integrating new immigrants and those in need for integration services.

## **Conclusions**

The number of immigrants who are so-called third-country nationals will increase in Finland every year. Society becomes more and more multicultural and this is reflected in the work of the authorities. The good practices introduced show that there is already cooperation in Finland between immigrants, the police and social work. Regional disparities are, however, great. Immigrants are located very much in large cities and have already created models of cooperation, for instance in the form of community policing, common cultural knowledge education for the police and social authorities or, for example, that many police departments have a social worker in the case of an emergency. The cooperation is particularly related to child protection issues as well as preventive and case by case issues. In addition, information service points have been established for immigrants where counsellors having an immigrant background have an active role in helping other immigrants, even in their own language. It is important that immigrants are seen as a valuable human resource to help other immigrants' integration into Finland - for some to a country that is culturally

very different than what the country of origin has been. Every immigrant as a client is an individual with specific needs.

Immigrants have settled today to all municipalities in Finland, and as clients they are encountered in different regional levels. Many different authorities deal with integration work and the successful integration of immigrants therefore requires cooperation between the authorities. Individual customers will benefit from increased efficiency in client processes and handling problems in a holistic way. The cooperation of authorities may be hampered by confidentiality provisions (Lumio et al. 2010). Cooperation between the police and social work depends largely on the municipalities and also, among other things, their financial resources. It is hoped that each police department would get a social worker for at least on emergency basis if it is not possible as full-time basis. In Finland, there are municipalities where there is already a full-time social worker at the police station. Experiences have been good and it would be important to disseminate this model to the various regions. Both authorities have their own job descriptions, but they can also complement each other when things are designed to be solved in a holistic basis (Holm 2010).

Cooperation between immigrants, the police and social authorities is an important preventive action. Among the authorities, there are also some policemen and social workers of immigrant background, who have beneficial cultural knowledge in migrant work. Also in immigrant communities, there are contact persons, who operate as so-called cultural interpreters. They have an important role also in creating trust among immigrants towards the authorities. Individuals may have very different experiences for example of the police in the country of origin, and this may also affect the initial perception of the Finnish police (Egharevba 2009, 17–18).

The third sector, i.e. NGOs, among the authorities is a valuable actor to assist in the integration of immigrants in Finland. Cooperation between public authorities and NGOs is working well in many places, but it can also be developed further. According to NGO actors, the authorities could make case by case closer cooperation with organizations and utilise more NGOs' knowledge and the acquaintance of individual customers (see Lumio et al. 2010).

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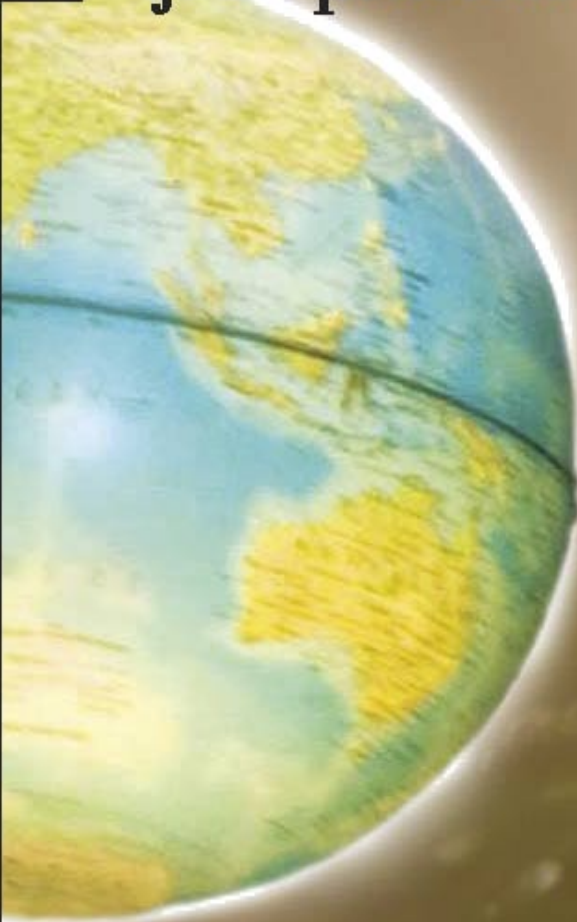
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**good practices**



# The Netherlands

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– *Jolanda Berends, Manon Danker and Henny Reubsaet*

## The Dutch Approach; Working Together for Liveable Communities

### *Introduction*

In this chapter you find five selected Good Practices from the Netherlands. They were selected with the help of an advisory board representing Immigrants, Police and Social Work. The practices chosen cover diverse areas; working in schools, on the streets, in domestic situations, in local politics and in communities. It was hard to find practices with an active involvement of immigrants, BOMO is the best example we found so far. Nevertheless immigrants are significantly represented as professionals working in these practices.

The structure of the subchapters is similar. First we describe how a practice originated in Dutch society; they all are aimed at existing needs. Different actors have picked up on these needs. To name some; police, health services, municipalities, and immigrant bodies play a substantial roles in the different practices. The work process and organization are described in depth to give other countries an idea of the feasibility of these projects in their own country. And since we are focusing on good practices we have added achievements and lessons learned as a heading. In this you find information from available evaluations and also aware-



ness on what is difficult in the process of bringing a change in often complex situations with partners involved from different organizational backgrounds.

To describe the practices we have used extensive interviews, evaluations and project documentation. We hope you will enjoy reading them, our aim was to illustrate *the practice* of the practice vividly.

### **Good practice 1: School safety team**

The School Safety Team can be seen as a promising practice of cooperation between schools, the municipality and police. The teams are a response to alarming truancy figures and reported incidents on primarily preparatory secondary vocational education (VMBO) schools in Amsterdam. The teams are embedded in revisions of truancy and school safety policies. Safety in and around school, has been a primary concern for some decades resulting in many initiatives to strengthen safety in schools, still there is a need for more effectiveness especially when it comes to prevention of truancy and the decrease of incidents. In many major Dutch cities, secondary schools have become large scale institutions, this combined with a mixture of cultures, families from poor backgrounds and lack of understanding and clear communication, can be a recipe for problems. There is an increase of unrest and crime in schools. Fights, blackmailing, sexual intimidation, theft, drug abuse are no exception in some of the schools. The Amsterdam Municipal Social Development Department (DMO) and the Police Department decided that more was needed to address these problems.

#### *Background of the project*

School Safety Teams started in 2009 on four locations. The aim of the project is to support the schools starting point that children go to school and stay in school and that it is safe in and around school. It is a broad and powerful aim according to the initiators and therefore supported by all parties involved. Schools are selected for this project when there have been a relatively high number of incidents recorded at the police stations and truancy offices. In May 2010 teams started on two more locations and next school year (2010–2011) another four will be added, which makes a total of 10 active locations. Other municipalities in The Netherlands have expressed interest; Utrecht is likely to start this year.

The teams work in close cooperation with the schools and supports professionals like teachers, mentors, concierges, care and safety coordinators. Providing a good school climate, both pedagogical and physical, is a core task of schools. Every school in the Netherlands has a Care and Advice Team (ZAT), in these teams pupils who need extra support are discussed in order to provide extra care.

There are professionals focusing on learning or behavioural problems, school social workers focusing on the background and home situation of the pupil and care coordinators who work with reports of a mentor and coordinate external help. Truancy has to be reported at the regional registration and coordination centre (RMC).

### *Work process and organization*

School Safety Teams consist of a police officer in school, one or two assistant attendance officers working closely with the attendee bureau, and a project coordinator provided by school. This can for example be a teacher or a janitor. The team stays in school for one year, it is a temporary intervention. The team does not want to establish itself but rather strengthen existing care, safety and prevention structures in school, and then leave.

The police officer is in school on a daily basis, in uniform and also armed since he has to be able to operate in every situation. Pupils often call the officer, teacher. The attendee assistant wears an uniform too. He primarily monitors and controls, does activities like a head count in class, registers pupils that are late, visits homes, sometimes even collects pupils at home with the attendee assistant bus. The attendee assistant focuses on truancy and the police on safety, but in practice truancy can be related to police matters and vice versa, e.g. a girl stays away from school since she was sexually assaulted, or pupils who play truant are active in criminal activities outside of school.

Important is the cooperation with school mentors and school social work. They are primary agents for addressing pupils when there are signs something is wrong. The attendee officer and police officer are highly dependant on these first lines of communication. The project coordinator connects and translates information about effective elements and obstacles to the school management. He also brings back information and suggestions for solutions from the management to the team. He keeps mutual objectives clear. Some solutions that presented themselves in the piloting year are a new long term safety plan, a special class for truants and a bullying prevention protocol. The teams set out to be a small intervention in a practical setting, by making visible the context of problems and filtering out tools to make schools more effective in handling incidents and cross normative behaviour.

The team observes, advises and supports, together with the school, in order to improve the safety and truancy policies in school. It tries to have a directive influence, through supporting the expertise of professionals. Costs are low since school, police and the municipality provide personal out of regular staff. At present there is sufficient cooperation to ensure the application and growth of the teams for years to come.



**Figure 1.** School Safety Team officer in the school hall

The police officer participates actively in school. When the pupils arrive he or she is present and if necessary he has a talk with pupils about their behaviour. All types of deviant behaviour are addressed. The police officer works according to the core tasks of the police: caring, service, taking action, regulating, tracing and prosecuting.

A police officer describes how he experiences too much room for interpretation in the school rules, not all teachers handle them with the same consistency. The police officer leaves no room for doubt. E.g. listening to music is not allowed, or wearing a cap in school. A School Safety Team does not have the different interests the school has; they can be quite singular in their message and aim; keeping the school safe and stick to the rules. The school has to manoeuvre between a broad range of interests and this is visible in the personal interpretation of rules. As a result there can be chaos; pupils test the rules all the time.

The officer stresses the importance of communication and contact and visits every classroom. With the help of statements he makes pupils think for themselves about the presence of the police in the school. For example *I feel safe at school* or *the police is your best friend*, how true is this for the pupils? The outcomes are surprising; they often do not feel so safe and realize that the police can be quite helpful.

The officers who join the team have no special training. An officer says training in communication can be helpful to meet the requirements. Officers

are selected from a local bureau for their competences. One has to be open to new approaches, be self sufficient, flexible, able to work with little structure, perceptive, able to translate what is happening, communicative, a team worker and most of all have affinity with youth. All police officers have a general education in Multicultural Craftsmanship, diversity and youth problems at the Police Academy. At present the education at the Academy is catered to meet the needs of these times. Therefore especially recently graduated district team chefs are well qualified to instruct the operational staff. Teams are continuously supported by the project leader. There are work meetings and meetings with the school directors and coordinators.

A high percentage of police officers in the corps are migrants themselves, mainly from Turkish, Moroccan and Surinamese origin. The schools where the teams work often have an 80 to 90% migrant population. Sometimes culture plays a role e.g with a sexual offence there can be a taboo to inform parents. But the target group is not migrants specifically, rather socially vulnerable children. That can be seen as a common denominator.

### *Achievements and lessons learned*

School Safety Teams have been active for one year and they have recently been evaluated (Coenraads & van Gansewinkel 2010). The evaluation mentions results like a clearer record of truancy, early detection of pupils at risk, more pupils on time in schools and a better contact with parents. Schools provide the possibility to reach youth at risk before they walk out of sight. When they leave school they are hard to find. In school there is a chance to confront them instantly with deviant behaviour. Then there is a chance they see the consequences of their behaviour and are more likely to make different choices in future.

One of the pillars in making this project successful is good cooperation with schools. Sometimes it takes some effort to come to mutual agreement. Schools participate voluntary, but are not always comfortable with a School Safety Team in their building. Schools have to inform parents through newsletters, some school directors are afraid that the presence of a police officer in school makes parents decide to change school. It is essential that the motive for installing the teams is clear, it is temporary, and used in schools with a strong record of truancy and deviant behaviour. It intends to make schools safer and more successful in their primary target of qualifying pupils.

Another element for success is that partners involved communicate well and work transparently, so that adequate information is accessible and a crisis can be prevented rather than cured. This is a challenge since sometimes a school balances between different choices, on the one hand have a good image as a safe school, on the other hand communicate all incidents so the school can become

safer. Also pupils tend to find it hard to tell the whole story; they still have to deal with the group and feel unsafe if they point someone out who harmed them. The team therefore also wants to stimulate and strengthen social skills of pupils. Some schools say the key to really improve safety is strong mentorship with a proactive attitude towards signs of cross norm behavior.

An important lesson learned is the need to improve cooperation with existing networks for youth. According to the project leader it still happens too often that schools have a pupil with a problem but do not know where to go with him. Follow up organizations do not respond quickly. In this first year it has become visible that for instance the Child Protection Agency responds quicker to a police call than to a school call. This also seems the case for other youth care agencies. What is helpful is that at the police station there is an internal youth care platform with close connections to these agencies. For officers it was a surprise to see how hard it is for schools, and even school social workers, to place a pupil to get intensive youth care support or a placement in institutions or special schools. Schools have become de-motivated by the slow response and long waiting lists.

It is important that there is a good platform to translate findings in a structural improvement of the school policies. The role of the School Safety Team Coordinator is crucial in this. He has to weigh the needs of the school and external parties and generate commitment to support a structural approach. One way of doing this is a good registration of results and actions. The team intends to be a temporary means to an end and to give back full responsibility to the school, pupils and parents after one year. For schools the findings are not necessarily new, but the teams helps to look at them in a different light, and stimulate a broader vision on school safety.

### ***Good practice 2: Neighbourhood mediation: conflict resolution***

Where people interact, there is social interaction. This mostly is desirable and pleasant, although it can bring disagreements among them as well. Citizens can have disputes about noise nuisance, overhanging trees, sly digs and children or pets that cause trouble. Furthermore, vandalism, trash around the house, unpleasant smells and/or parking issues might also cause annoyances. These so-called around-the-houses issues happen to have a severe impact on the quality of life of the residents. Neighbourhood mediation anticipates on those particularly social conflicts between neighbours, which do not need to be enforced by the police and/or justice.





**Figure 2.** Mediation emblem

### *Background of the project*

San Francisco Community Boards (SFCB, United States of America) started to mediate between neighbours about 30 years ago. SFCB is based on empowering citizens by teaching them skills they can use to solve their own problems. After all, conflicts belong to the citizens in question, so they are responsible for settling them as well. Mediation between residents by citizens of equal standing might be more desirable than to use professionals. These professionals often use juridical solutions, and this does not regularly contribute to the good relationship between the citizens. The project seemed to be very successful in the USA. In the mid nineties the concept of neighbourhood mediation reached the Nether-

lands. The Dutch cities Gouda, Rotterdam and Zwolle pioneered the project.

From 2000 to 2004 the national coordination of neighbourhood mediation was housed by Verdiwel, an association of directors of Dutch local welfare organizations. Several national projects arose during those years. The Dutch Centre for Crime Prevention & Safety (CCV), a national centre that develops and implements coherent instruments designed to improve community safety, took over the national coordination of the project. The CCV composed a methodological handbook and they will re-adjust the structure and process of this project if necessary. The Ministry of Justice finances the CCV for the nationwide coordination, since this project relieves the police and justice in their work and prevents escalation of neighbourhood conflicts. During the first part of 2010, there are nationwide approximately 130 project managers who operate more than 140 projects in about 150 Dutch municipalities.

### *Structure and process*

The steering group of each neighbourhood mediation project exists of several contracting parties, in which the higher-level decision makers of the following organizations take place: the police, the housing corporations, the municipalities and/or the welfare organizations. Next to the steering group, there is the working group. This group is composed by the district policemen, the consultant of the housing corporations and the public district coordinators. Mostly the community worker of the local welfare organization is the project manager. His duty is to support continuation of the local project. The role of the CCV is to stay in touch with the local project managers. There are several regional meetings

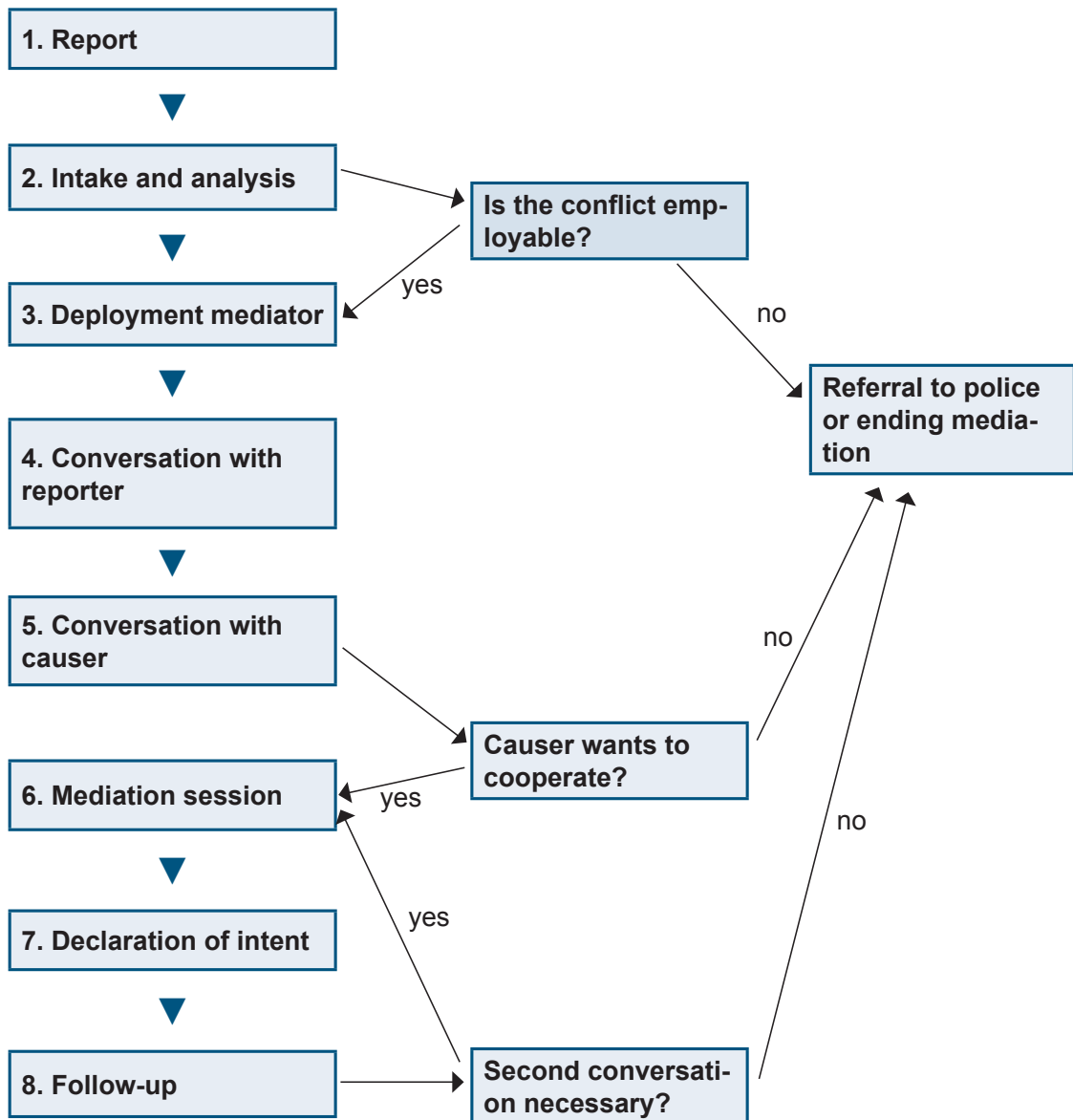
over the year, where the local project managers meet each other and talk about the current affairs of their projects.

In the context of civil participation, all the contracting parties find the neighbourhood mediation a powerful tool. Locally the project is usually financed by the public municipality and/or housing corporations, but it can differ in each local cooperation. When there is a steering group with a project manager and enough money to finance the local project, the three-year-pilot is allowed to begin. After the three-year-pilot, there will be an evaluation. The CCV and the local steering group will decide if there is enough financial and implementation support and / or capacity for the project. When sufficient the local project will continue, if not, the project will not be maintained.

Citizens are the central participants throughout this project. Voluntary mediators support the willing residents to solve their conflict. For safety reasons and for a good working process, most local projects put two mediators on one case. Nationwide most mediators are middle aged and well-educated. Each case urges for matching mediators. This means that it is important to find out the characters, the origin, the interests and the social background of the mediator, the reporter and the possible causer. A good connection between the mediator and both parties might conduct a good conversation. Therefore, nationwide the project needs more representatives of low-educated, younger and /or immigrant mediators. However, it is particularly difficult to recruit immigrant volunteers. Due to their own cultural background, they are often not familiar with volunteering. Sometimes it has to do with the lack of the Dutch language, the low socio-economic standing or because they are low(er)-educated. Furthermore, practice shows that they are habitually used to solve their problems themselves. It is a nationwide concern of the project, as the amount of reports, in which one of the parties has an immigrant background, increases.

Neighbourhood mediation is an evidence-based practice; a service with a clear methodology. Since the name of the project is not protected (everyone can mediate), the CCV and the local project managers together developed quality requirements. To receive this CCV-assignment, the project must fulfil the formulated conditions for each participant of the project. Therefore, the mediators have to be trained, before they can start the voluntary mediation-sessions. The training has the following setup: first day theory, second day practice and two half day follow-ups. The participants will be instructed to take an impartial position during the mediation-session, to be neutral to both parties and to keep hold on the methodology. Also, skills as listening to both sides of a story and working together with each other will be trained.

Figure 3 reproduces the flow chart of the mediation process. During the eight stages, there are two critical moments: stage 2 and 5. If the conflict is not employable or the causer does not want to cooperate, the mediation will end



**Figure 3.** The process of neighbourhood mediation

and the report will be referred to the police if necessary. In this flow diagram an essential point has not been added: since there is no obligation to continue the process of neighbourhood mediation, the voluntary consultation can be interrupted or stopped at any desirable moment, without any consequences for the participants.

The circular process is essential for the success of the neighbourhood mediation working process. The financial support must go on and the consultants of the housing corporations and the policemen have to refer the around-the-houses issues to the neighbourhood mediation project as consistently as possible. If this not occur, the project loses its ground for existence.

### *Lessons learned*

Voluntary citizens approach the reporter and the possible causer on their own free will. There is no hierarchy among the persons who take part in the mediation-session. Citizens are self responsible by entering into agreements during the mediation-session. The project has shown to bring stronger social cohesion in the district. When people feel more comfortable in their neighbourhood, there is more social control, which leads to bigger safety and liveability in the nearby area. The project neighbourhood mediation motivates citizens to work on their quality of life, since the neighbourhood mediation conciliates citizens.

Unfortunately, the long term effects of the problem solving is not guaranteed. The disputes between the citizens must be tackled when the problem is actual. However, next week the conflict probably starts again. Since the impact of conflicts can bring human derailments, the quick fix of the conflict will prevent slippages. Neighbourhood mediation is thus a sort of incident control. In addition to the short time solutions, the problems must be traced back to their source. In the city 's Hertogenbosch the project manager links some cases to Social Work, the so-called "neighbourhood mediation plus-package". Not only the conflict has to be solved, also the source of the problem must be tackled.

The cooperation between the police, the housing corporations, the municipality and the welfare organizations is generally positive. Although, sometimes there are conflicting concerns. The housing corporations are responsible for housing people and taking care of the liveability of the residents. The core task of the police is to maintain order and safety by taking action through interfering. The welfare organizations aim to support, bond and bridge people. All these functions have to be clearly defined, so that all parties adhere to their own responsibilities. Actually, so far, the role of each cooperative partner is not clear in all situations. Therefore, partners can work in each other's field. Sometimes it goes hand in hand with their shared concerns. For example, referring citizens conflicts to neighbourhood mediation means less work for the consultant of the housing corporations. If the police sees conflicts, the policemen take quick action. If they do not act at the very moment the police can lose their respect. For that reason it is essential to know the roles and tasks from each cooperative partner.

Due to the mutual commitment between the social organizations to increase the quality of life and safety, the project neighbourhood mediation is a success in the Netherlands. Benchmarking has revealed that 69% of the reported cases in 2009 have been solved by the mediation-sessions. Throughout the process, three points require consideration: the long term effects of the problem solving, the definition of the core responsibilities of each contracting party and the viability of the working process by the financial support and referral of the around-the-houses issues.

### ***Good practice 3: Domestic violence – pilot honour related violence***

In 2002 the government memorandum Private Violence- A Public Case pointed to the fact that domestic violence like all other violence is liable to punishment. Since then a lot of new developments were started by police and municipalities and domestic violence became a primary concern. The reason we included the project in this book is the fact that domestic violence urges police and social work to work together very intensively. Special policy concerning domestic violence is needed among migrant groups since they are more difficult to reach and have less knowledge about the topic. Some cultural accepted forms of maltreatment of family members may occur among certain migrant groups. Besides, many third world nationals live under unfavourable socio-economic circumstances. Research has pointed out that factors like unemployment, bad housing, and poverty cause stress which may lead to domestic violence. Most municipalities in the Netherlands nowadays develop projects to reach migrants and make them more knowledgeable about the topic.

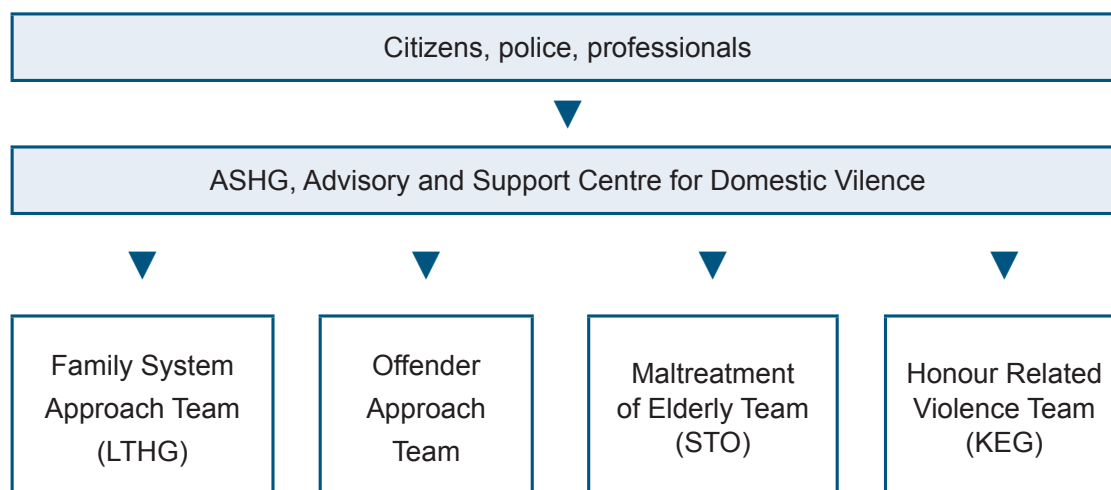
#### *Background of the project*

In 2005 the municipality of Rotterdam approached the Health Services (GGD Rotterdam-Rijnmond) to start an integral approach of domestic violence. Their first step was to organize a ASHG, an Advisory and Support Centre for Domestic Violence. They also started a website for citizens and professionals, with information, advice and newsletters. At a starting meeting for professionals to inform them about the new code of conduct for reporting domestic violence at the new centre, it became clear that good communication and arrangements between organizations was necessary. It appeared that both police and care workers were convinced the other party had the responsibility for cases of domestic violence, or otherwise the municipality! After this starting meeting the report code was also communicated and shared with schools, child care centers, sport clubs, doctors, libraries etc. A new aspect of the project that has been followed in other municipalities was the second step in the project, the formation of LTHG's, Local Domestic Violence Teams.

#### *Working process*

Anybody in Rotterdam who comes across a case of domestic violence reports this at ASHG, which can be reached 24 hours a day. In domestic violence it is essential that information is shared, under normal restrictions of privacy arrangements. After a case of domestic violence is reported at the police station the team work-





**Figure 4.** ASHG organization

ing at the centre immediately gets this message and starts searching in their files for more information about the family members. They contact the professionals involved with the family. If the family is unknown, they start a new file. At the ASHG registration office ten professionals of different disciplines work together. They can choose among four teams to help the family involved.

Police and social work cooperate together in ASHG, Local Teams, STO (city team elderly maltreatment) and KEG (core team honour related violence). This team for honour related violence is still in a development phase. It has been organized as it became clear in the local teams that honour related violence needed a different approach than other cases of domestic violence. Rotterdam is one of three pilots appointed by the national government to develop a method to approach honor related violence. In this chapter we will pay special attention to this migrant related pilot.

### *Approach of domestic violence by local teams*

The goals of the new integrative approach of domestic violence in Rotterdam are early detection and reporting, a well-coordinated network of professionals, and a focus on prevention. The emphasis is on intervening early in situations involving domestic violence, guiding victims and witnesses towards treatment and, where necessary, punishing the perpetrator. In this approach the Local Domestic Violence Teams play a key role. LTHG is a local care network operating at borough level that specializes in domestic violence. Rotterdam now has twelve local teams. The local teams are formed through cooperation between the Police Rotterdam-Rijnmond, general welfare services, child and women welfare services and the municipal health services. At the start of a new team all

members get a special training together. Police and other team members follow a two day course to learn the new working processes and to get to know each other. Before this training members of the local teams followed an on-the-job-training on recognizing signals of domestic violence, elderly maltreatment and (in future) honour related violence.

The team members meet every two or three weeks. The coordinator of local team decides on the agenda of the meeting and prepares the cases by doing research on the registered families. He is the only one who has access to all the files of the GGD client system and can look for links with other family members or registrations at other organizations. The members of the local teams discuss cases and make plans for intervention for the families involved. They design steps and tasks for every family member, leading to simultaneous interventions from different sectors, police, health care, youth care, women care, and/or psychiatric care. They often visit families at home.

The local teams follow a holistic approach, meaning besides helping all members of the family attention is also given to the social context like other family members, friends and schools. If needed, they work together with professionals of different disciplines.

If suspicions rise that domestic violence is caused by honour related issues, the KEG team (core team Honour Related Violence) is consulted. This can be the case with ethnic groups in which the honour of the wife or daughter determines the honour of the family.

### *Honour related violence*

Honour related violence might be more a cultural problem than a religious one, happening in patriarchal societies with strict hierarchal relationships. In the Netherlands honour related violence is found among people of Moroccan, Turkish, Afghan, Kurdish or Hindustan descent, and it can also happen in Dutch Christian orthodox families. This kind of violence differs from domestic violence in the sense that it has a specific motivation: the purification of the honour of the family. Another difference with domestic violence is the fact that many family members are involved and the violence is often planned, it can be performed at a public place.

In 2007 the regional Core Team Honour Related Violence (KEG) was initiated, consisting of representatives of ASHG, police, crises service of Child Welfare and women aid. The Public Prosecutor is available on demand. The five people forming the core team have a lot of expertise on honour related violence. They discuss what they want to achieve for the client, and what the role of the police should be. Sometimes it's better not to prosecute the offender directly, since this can harm the research or endanger the victim.

### *National pilot*

The KEG approach is a national pilot in order to develop an administrative, integral approach of honour related violence. It started by the Ministry of Justice in Rotterdam since here cooperation between organizations concerning domestic violence was already well established. The Rotterdam pilot approach of honour related violence aims at the improvement of early detection, interventions and chain approach. Also prevention is a main topic of the pilot. If more knowledge about honour related violence is generated, a better policy is possible. The pilot is supported by scientific research. (Verwey Jonker Instituut 2010). Fifty cases of honour related violence have been analysed, resulting in a manual for professionals, to be published this year.

A third product, to be used nationwide, will also shortly be published: an instrument to qualify whether domestic violence is honour related violence, and if so, the instrument can weigh how “heavy” the case is.

The approach of honour related violence equals the approach of domestic violence. Protection of the intended victim and de-escalation of the conflict are the main purposes of the chain approach.

### *Role of migrants*

The experts of the core team are not necessarily migrants. Sometimes they participate in the team because of their background, but their knowledge and experience with the topic is of more importance. All team members stay in touch with migrant organizations because they want them as their advisors. And they want to train the active volunteers within these organizations to be able to inform their people about the impact of honour related violence. Migrant organizations equally don't know how to handle honour related violence, but they are the only ones who can break the taboo on the topic. They can stress the importance of empowering women and develop ways to decrease the often isolated position of families. Professionals and migrants mutual benefit from good relationships between them: migrants can get information and education and professionals can offer help, support and care. Especially the police works on the development and maintenance of migrant networks.

### *Achievements*

The project achieved some remarkable facts. A central registration office and one uniform code for reporting domestic violence in Rotterdam is realized. In the centre the cooperation between police, social work and care has reached a high level. Coordination by GGD functions well, since this organization has access to all client files of citizens. Regular meetings of the Local Domestic Violence Teams

make sure every partner knows his tasks and families-at-risk stay monitored. Extra vulnerable groups as gays and elderly get special attention, and a pilot for honour related violence, supported by scientific research has generated several products to increase the safety of endangered family members. Because the Rotterdam approach of domestic violence has been very successful, other municipalities in the countries have copied this approach.

### *Lessons learned*

When one wants to start an integral approach it is important to bring together a group of compassionate professionals of different disciplines. It takes some time to develop a common vision and to organise an effective cooperation between partners as police, youth care, women's aid, social work. A common training is a good start. The cooperation needs to be supported by administrations of all organizations involved. And most important, networks of target groups need to be actively brought in.

### ***Good practice 4: BOMO, a network of migrant organizations***

BOMO stands for 'Bestuurlijk Overleg Migranten Organisaties', meaning a consultative body of migrant organizations. This advisory board started in 1995, to give advice to the town council of district East in Amsterdam on matters concerning migrants. Actually the title BOMO is not correct, since also welfare organizations and the police take part in the meetings. The council is unique since it is structurally embodied by law in the district policy, a public servant has been appointed as coordinator, and official rules and regulations formulate the tasks and responsibilities of the members of the board.

### *Background of the project*

At the beginning of the nineties district East in Amsterdam started experimenting with innovative policy concerning migrants, since half of the 34.000 inhabitants were of migrant origin. Convinced of the surplus value of an active migrant involvement, the president of the district council, supported by an active civil servant of Turkish origin, conducted informal interviews and meetings with all migrant organizations, in order to get insight in their problems and needs. After several years they managed to organise these meetings in a structural advisory body, BOMO. Welfare organizations and police took part in the meetings too, since they also were searching for ways to come in contact with these citizens. In 1998, when a new district was formed, the newly chosen politicians directly

incorporated BOMO as an advisory body. In order to monitor the progress and impact of the new migrant policy, they invited the Institute for Migration and Ethnic Studies to conduct inventory research and evaluations; these reports (Wolff, Van Heelsum & Penninx 1999; Van Heelsum & Penninx 2003) were used as guidance.

### *Working structure and process*

#### *– BOMO participants*

Nowadays eleven organizations are members of the network. There are two community centers involved, representing citizens of Turkish and Moroccan descent; besides several other organizations for Turkish and Moroccan citizens one organization for Surinamese and Antillean inhabitants is also active in the board. Some organizations work for women only, some work for children at risk or have a religious purpose. All members of these migrant organizations are volunteers. Other members of BOMO are professionals of welfare organizations and a knowledge centre for emancipation and participation. Police nowadays comes to the meetings once or twice a year, especially when they want to inform migrant organizations about new developments concerning safety. Likewise, a school for vocational education now and then joins the meetings.

#### *– Organization*

BOMO advisory board comes together five times a year. President of the meeting is the alderman for care, welfare and participation. The meetings are prepared by the coordinator of BOMO. He takes care of the agenda and the required documents for the meetings; he makes the minutes and takes care of the communication with the BOMO members in between meetings. Concrete activities are prepared in smaller working parties. The network is financed by the quarter administration.

BOMO functions as a bridge between migrants and the city council. Through BOMO the city council now knows of problems among migrant groups which it might otherwise be unaware of. Like the relatively high rate of suicide among highly educated Moroccan girls. After they finish their education they often don't fit anymore in the traditional Muslim family but are forced to marry a relative and live according traditional rules. Politicians and public servants can now try to find an answer to this emerging problem. But also minor problems reach the council through BOMO, like the need for more information on changes in law, social services and labour services, the educational system, etc. The coordinator contacts organizations which can address these problems.



BOMO meetings are also used by policy makers to put some items on the agenda they think are important for migrants to discuss. Characteristic of the migrant policy of district East of Amsterdam is that the focus is not on ethnic groups, but on problems all migrants have in common, starting with their relatively bad socio-economic position. Emancipation is considered to be of more importance than integration. Local authorities want to inform the migrants about new projects, for instance about ways to stay healthy, about domestic violence, etc. Members of the BOMO have to spread this new information among their networks. This is the main reason why police and educational centers sometimes join the meetings.

Within BOMO three target groups are active: one for women, one for elderly and one for youth. In this way Surinamese, Moroccan, Turkish and people of other descent work together.

### *Achievements*

The power of the BOMO network became clear at the moment filmmaker Theo van Gogh was murdered in this Amsterdam district by a Moroccan Muslim fundamentalist in 2004. Within minutes after this terrible news was spread, members of BOMO started calling each other. They all worried about the same question: how can we prevent that hatred will spread among our citizens, that Muslims will be condemned by this act of one person, that riots will start? Within one hour after the murder about 300 people were gathering in the town hall of the district. They quickly organised a briefing for the press about a big demonstration that would be organised a day later, to give people the chance to express their concern about the freedom of speech (of which Theo van Gogh was a true representative) in Amsterdam and to canalize their anger. This demonstration ended with a meeting in the Moroccan mosque, where the mayor and other well-known politicians, some of Moroccan descent, expressed their grief meanwhile stressing that all citizens of Amsterdam were equally horrified by the killing.

Analyzing the events in the city after the murder of Van Gogh, it was obvious that without BOMO it hadn't been possible to mobilize so many migrants for the demonstration. The fact that all migrant organizations knew each other well and they had close working relations with organizations in charge, including the police, contributed to the quick canalisation of tensions. The murder of Van Gogh illustrated the need for social cohesion among citizens. Different initiatives were taken nationwide to support social cohesion and fight radicalization. The quarter started a think tank Social Cohesion. Fruitful plans that emerged from this new council were subsidized by the municipality, like a mobile coffee place and apprenticeships for migrant youngsters.



**Figure 5.** Backgrounds of rejection

BOMO successfully organised a Day of Meeting, on which more than 2000 inhabitants met each other at stands serving different kind of foods and giving information about their activities. All migrant organizations, local shops, mosques, housing corporations, cooperated in this event. Other achievements of the network are the organization of a congress about the position of elderly migrants, the laying of a wreath at the annual Remembrance Day on the 4<sup>th</sup> of May (which a lot of Muslims associate with a Jewish memorial) in the centre of Amsterdam and organising a “pampering” day for female volunteers. In all these projects migrant organizations worked together with the support of the welfare organization, and sometimes in cooperation with the police. After the death of Van Gogh, the cooperation of the police with the Muslim organizations increased. BOMO received signals that Muslim women were not feeling safe in the streets. They reported incidents as being spit at or suffering verbal abuse. They were deliberately ignored in shops or felt discriminated in other ways because they wore a headscarf. The coordinator of BOMO informed the police, after which the local police officer contacted all Muslim organizations, offered direct telephone numbers and reassured the women they would take immediate action in case of reported incidents. The police also posted an extra guard at the mosque.

### *Lessons learned*

The BOMO network sometimes suffered from the unequal balance of power between the volunteers of migrant organizations and the professionals of other organizations. For example, all meetings were scheduled on Wednesday afternoon, as the volunteers usually had to be at their own job or had children to attend to. Migrant organizations often aspire to supply their community with broader service than only religious and cultural activities, but district authorities clearly support the view that immigrant organizations should not take over the work of professional public institutions in fields like for instance childcare, youth-work, work for the elderly or language lessons. Improvement of the disadvantaged position of migrants should remain in the hands of professional public institutes of the district and the role of migrant organizations is only to inform their members and send clients to these public institutions. Volunteers therefore sometimes

felt frustrated that they were only financed by government to organize activities for their community if the welfare organizations failed to reach migrants. Social professionals on the other hand were critical if activities organized by migrant organizations were not professional enough. But besides these mutual irritations, in general cooperation between volunteers and professionals was successful. Migrants now know they are an important and influential actor in this Amsterdam quarter. A good network between organizations clearly helps to increase the quality of community-life. In order to guarantee the network is effective people have to trust each other and their problems have to be treated seriously. Migrant organizations are very positive about BOMO since it provides opportunities to maintain and broaden network contacts. Cooperation between migrants, social work and police is useful and effective if organizations know the possibilities and limitations of each organization and know how to find each other.

Essential for effective networks is an adequate political backing. Amsterdam recently (1.5.2010) changed into new administrative quarters, so again it is the question whether new policymakers will support the BOMO network. If not, the network will cease to exist, and all contacts between social work, migrant organizations and police will be back to bilateral contacts. Then it will be very hard, if not impossible, to organize events for all citizens or to mobilize all migrant organizations to receive information from the local government.

### ***Good practice 5: Street and family intervention teams***

Groups of youngsters can cause a hindrance, nuisance and crime on the streets. Since 2000 police officers work diligently to map these groups with a special shortlist called the Ferwerda method (Ferwerda 2004). Shortlists are developed to identify and qualify group behaviour. Elements of the shortlist are location, composition, daily activities, risk factors, delinquency and type of group (hindering, causing nuisance or criminal). The project focuses on the first two groups.

#### ***Background of the project***

Street and family intervention teams are part of a foundation developed by the Department of Public Safety in Amsterdam, called SAOA (Stichting Aanpak Overlast Amsterdam). The teams started in 2006 to reduce the street youth problem, especially with Moroccan youth, through addressing the behaviour of youth *and* their parents. In some urban districts the groups have a different ethnic background. E.g. in the north of Amsterdam there are problem areas where mainly Dutch boys hang on the street.



**Figure 6.** Coaches at work

The founders of the project emphasized from the start the importance of combining two types of interventions; this resulted in street coaches and family visitors. The project works in close cooperation with existing local policy networks, called networks 12+. These networks consist of all organizations that deal with youngsters in the ages between 12 till 24. It is here that partners can work out a strategy together to ensure long term solutions. SAOA was purposely organised as a private foundation, so it could work more freely and outside of existing bureaucratic structures. The concept of street coaches has spread to many municipalities, mainly urban areas, in The Netherlands, but not in combination with family visits and close cooperation with the youth networks. That is why SAOA prefers to be seen as a separate working method.

The project is active in five urban districts in Amsterdam and in Amstelveen and financed by these municipalities. This year it will also be implemented in the city of Leeuwarden. At present there are approximately 100 street coaches and 10 family visitors at work. The intervention teams have a strong link with migrants. About 80% of the coaches came from migrant families.

### *Work process and organization*

In this project two work processes are combined, street and family interventions. A general director oversees both interventions. Street coaches have a process



manager, a coordinator and four teamleaders. Family visitors are managed by a process manager and two coordinators.

– *Street intervention teams*

Street coaches focus on youth groups that regularly cause hindrance or nuisance on the street. The approach to the groups is not too friendly, not too authoritarian; they call this method a *velvet fist*. They aim to fill in the gap between police work and youth work, by restoring order in public spaces. They also look at the maintenance on the street e.g., if streetlights are working, streets are clean and graffiti. When groups are involved in crime they become target of the police. There is close cooperation with the police. Together with the police hotspots are identified.

The coach works in a team of two; they are distinguished by their outfit with the logo Street coach and the mountain bikes they use to move around. They are not armed. At present all the coaches are men. It is hard to find women for the job.

Every working day the coach gets a briefing. The process manager uses information from both police and the municipality to set out the action plans. Street coaches report their findings each shift. Over 20 teams work in the city daily, 7 days a week. They can be reached from 2.30 pm till 4 am. When there is a complaint, coaches go to the location and try to convince the youngster to stop the nuisance. If coaches can not control the problem by themselves, they ask police assistance. The coach talks with youth, when the police has to come the time to talk is over. The tasks between police officers and street coaches are strongly separated. Preventing police action is also a strong incentive, youth are explained that when they cooperate they can prevent being fined or arrested.

Many of the coaches have a history of hanging on the street, now they are role models. The project offers jobs to men whom often have bleak perspectives at the labour market. A lot of the coaches do not have a qualification when they start. Initially the majority was Moroccan, but now coaches from different ethnic backgrounds are represented and they reflect the multicultural society and the diversity of the target groups.

– *Family intervention teams*

Everyone who is a target of the street coaches will be visited by the family intervention team. The municipality is responsible for these visitations and manages them. The teams go to homes unannounced. When a person is on the shortlist it gives enough reason to pay a visit. Family visitors mainly work with multi problem families where there is unemployment, poverty, small housing, illiteracy and very little control over the children. The most pressing problems are often



found in single mother families. Often there are other organizations active in the families, like social work and youth care.

Family visitors are often a bit older and do not wear an uniform, they act on authority of the municipality, not police or youth care. Parents find this less threatening. They are available 7 days a week and work in teams. Female visitors are very important, especially to work with single mothers. A recurring phenomenon is that parents lose sight of what kids are doing on the street. The information that derives from the surveillance is brought back to the context of the family. Visitors have little information about the family beforehand and a first meeting can last up to three hours. Per family there are approximately 6 visits. At the first meeting priority is breaking the ice, explaining why you are there and that you will be back within 24 hours. The second meeting is to deepen the understanding of the problems and the third for making agreements to try and solve them. Both parents have to sign an intention declaration, where all agreements are written down, aimed at taking responsibility for the upbringing of their child. If parents do not cooperate there is an up scaling method of summoning them at the district council, attendance officer, or police station. This is rarely the case, most parents cooperate. To see if agreements are followed and the family is doing well, there are three control meetings by the visitors.

#### – *Selection and training*

The selection and training is different for street coaches and family visitors. Street coaches are recruited by a security company. The company works with a profile of the competences a good coach needs. There are four competences the project is specifically looking for: 1) be pro-active, by being engaged and approach situations, 2) be communicative, by talking with youngsters both in *war and peace times*, and be capable to make reports, summarize what happens, and work together with other actors, 3) be disciplined and sportive, non-aggressive, train necessary skills e.g. riding a bike, aggression control and self defence, and 4) be streetwise, understanding the cultural background of the target group and their needs. Police will also screen a candidate, they do not need a totally clean record, but if they have one it has to be acceptable for all parties to work together. Good candidates have some life experience and can preferably be a role model.

The aspirant coach gets seven day training at the Streetcoachacademy. The academy started in 2009 and is situated in the police training centre. There are eight police instructors that train the coaches. Elements of the training are working with different cultures, cycling skills, aggression regulation, self-defence, teambuilding, analytical skills. A lot of the competences are learned on the job. The coaches get constant support from the team leader, there are weekly meetings with the coordinator and the police.

Family visitors are trained by an advisory bureau; they use the projects methodology and translate it to educational modules. A family visitor trains for 9 months, several times a month. The training consists mostly of knowing how to refer families to other agencies. Many care institutions have a hard time to reach these families, so visitors can play an important role in matching them up. Another aspect of the training is role-playing, professional actors are playing situations visitors can encounter in homes. Family visitors also need to fit a profile, they need good communication skills and speak different languages. A family visitor has to have some authority and be able to motivate and influence parents.

### *Achievements and lessons learned*

The success of the project is the ability to connect the domains of the street and family, combined with quick action and flexibility. A street coach works on a short term goal and a family visitor on a long term goal. The coach first of all wants to bring back safety on the street.

In 2008 an effect evaluation (Bouscher 2008) showed the following outcomes: Partner organizations confirm that the teams have a positive and visible effect. They see this method as an important means in combating juvenile nuisance; partners feel that their goals can be achieved more effectively with the help of the teams. The project also helps youngsters and their families to become more capable in handling their lives.

Measurements in 2007 and 2008 showed that civilians and shopkeepers are well acquainted with the street coaches (80%). About 70% is pleased or very pleased with their functioning and 40% finds that coaches have contributed to a reduction of problems with youth. About 40% of the civilians feel safer. In 95% of the cases family visitors are invited in the homes of parents. About 80% of the visits have positive results, parents cooperate and take more responsibility over the upbringing of their children. To date about 400 families have been visited.

At the start of the project a clear goal was formulated; decreasing the number of problematic youth groups with 50% between 2006–2010, compared to the zero measurement of 2005 (119 groups). This year it will become clear if the goal is attained. SAOA is confident; in the urban district where it started are hardly any reports of nuisance or hindrance.

The project has found that a good relationship between coaches, citizens and local organizations is a primary concern. It is important to acknowledge tensions that can arrive from working close to each others terrain. With informative presentations they increase the effect of the project, expectations and possibilities are clarified. Also, in order to serve a common goal, it is necessary to define and certify core tasks of partners involved.

The project stresses the importance of making parents feel they can be part of the solution and not address them as incompetent parents. Parents have to be empowered by providing pedagogical skills so they see how they can correct and raise their children. A lot of parents feel shame and powerlessness. They need long term assistance and in future the project wants to monitor trajectories that are offered to families. Another aspired goal is a close working relationship with schools, so homes, streets and schools can be monitored simultaneously.

To work with groups effectively it is essential that criminal (hard core) youngsters are removed from the group by police and the justice department. This can cause delay. The group dynamic is hard to tackle, it has to be a collective effort, coaches need civilians to report nuisance, parents have to accept that other people also correct their children.

## **Conclusion**

The practices in this chapter go through different stages, some have just started, others might have had their height or potentially have a major impact on working methods nationwide. The school safety teams are a relatively recent development. The practice is primarily aimed at prevention and reducing the number of high school students at risk. It is a temporary tool aimed at strengthening safety in schools and it aims to address many schools with truancy and safety problems in the Netherlands. Neighbourhood mediation is a widely acclaimed method. Also in the Netherlands it is successful and numerous. Its strength lies in the non-hierarchical, voluntary structure. It empowers individuals and social organizations in communities. This gives the practice a good chance in long term implementation and effect.

Domestic violence is an urgent concern. It is a problem that can affect all families; however honour related violence is primarily seen in families with a different ethnic background. The pilot honour related violence in Rotterdam, is paving the way for other municipalities to develop a deeper understanding and stimulate effective ways of co-operation. In the BOMO network migrants are the initiators of the practice. The network has proven its intrinsic value in an explosive time. It would be most helpful when networks like these get support in how to align voluntary initiatives with professional organizations. Here lies a challenge for municipalities. Street and family intervention teams address youngsters on the street. Nationwide there is a call for assistance in connecting to this target group. This project has added family intervention to the method. The aim is to help parents as well in seeing themselves as potent parents and

not as powerless when it comes to helping their children in finding a constructive way in society.

We have enjoyed writing about the practices since they illustrate a positive attitude towards problems we face in our social domains. The professionals involved from police, immigrants and social workers are often pioneers, but they find support in their arena. The practices illustrate a wish for communication, empowerment of communities and individuals, safety in families and schools. All important ingredients for building a safe and vital multicultural society.

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### *Figures*

Figure 1. Politie Amsterdam-Amstelland, Amsterdam  
Figure 2. Dutch Centre for Crime Prevention & Safety (CCV)  
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Figure 5. Politie Amsterdam-Amstelland, Amsterdam  
Figure 6. Stichting Aanpak Overlast Amsterdam, SAOA, Photo by Mw. Gitte Brugman





**good practices**



# Spain

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## Spain: Developing Synergies for Integration

### *Introduction: A brief statistical analysis of the reality of immigration in Spain*

According to the most recent firm data of the Spanish National Institute of Statistics (INE), of 1 January 2009, 5,648,671 foreign nationals were registered in the municipal registers of Spain. This is equivalent to 12.04% of the registered population of Spain of 46,745,807 inhabitants.

The following Table 1 shows the large increase in the flow of immigrants to Spain in this country's brief history as a destination for immigrants.

*By origin:* At present, 59.8% of foreign nationals are from "third countries" (3,375,445), the largest number being from Morocco (718,055), Ecuador (421,426), Colombia (296,674), Bolivia (230,730) and China (147,479) (see Table 2).

Among the foreign nationals from Member States of the European Union, the number of people of Romanian (798,892) and Bulgarian (164,717) nationality is noteworthy, as they are from the countries that most recently joined the EU. It is important to note that the important increase in the number of migrants in the period 2000–2005 is in relation with the important need of workforce in



**Table 1.** Evolution of the number of immigrants in Spain in relation to the total increase in population. Source: Instituto Nacional de Estadística. Prepared by authors

Year	Population Of Foreign Nationals	Total Population
1978	158,347	36,749,000
1984	226,470	38,311,300
1991	360,655	39,025,000
1996	538,984	39,669,394
2000	895,720	40,499,791
2005	2,738,932	44,109,000
2009	5,648,671	46,745,807

the services sector and in the building sector. During these years Spanish GDP grew at rates of 2,8 as a media). In the years 2001 and 2005 there were also three regularization processes that permeated almost 1.5 million migrants in irregular situation to become regular.

*Distribution by age groups:* The population of foreign nationals is young and primarily of working age; a large part of the population is younger than 16 (Table 3). This has influenced the makeup of the population of school-aged children. In the 2008–2009 school year, foreign nationals represented 9.6%

**Table 2.** Principal regions of origin of foreign nationals in Spain, by percentages Source: Instituto Nacional de Estadística. Prepared by authors

Region Of Origin	%
Europe 27	40.2
Other European countries	4.0
Africa	17.9
North America	0.9
Central America and the Caribbean	3.4
South America	28.3
Asia	5.2
Others	0.1

**Table 3.** Percentage of foreign nationals of the population of Spain, by age groups. Source: Instituto Nacional de Estadística. Prepared by authors

Age group	% Of total
Younger than 16 years	15,4 %
16 to 44 years old	62,0 %
45 to 64 years old	25,9 %
Older than 65 years	5,4 %

of all students in non-university education, out of a total of 743,696 foreign students according to the Ministry of Education statistics (Table 4).

*Administrative situation:* A total of 4,473,499 of the overall 5,648,671 of the foreign nationals are legally authorized to reside in Spain, or in other words, have a regular administrative status (data 1 January 2010). The rest, approximately 1.175172 are supposed to be in irregular situation (Data of the Secretary of State of Immigration). Migrants in irregular situation have granted the right to education in compulsory ages (up to 16 years old), health services and social care/social service systems.

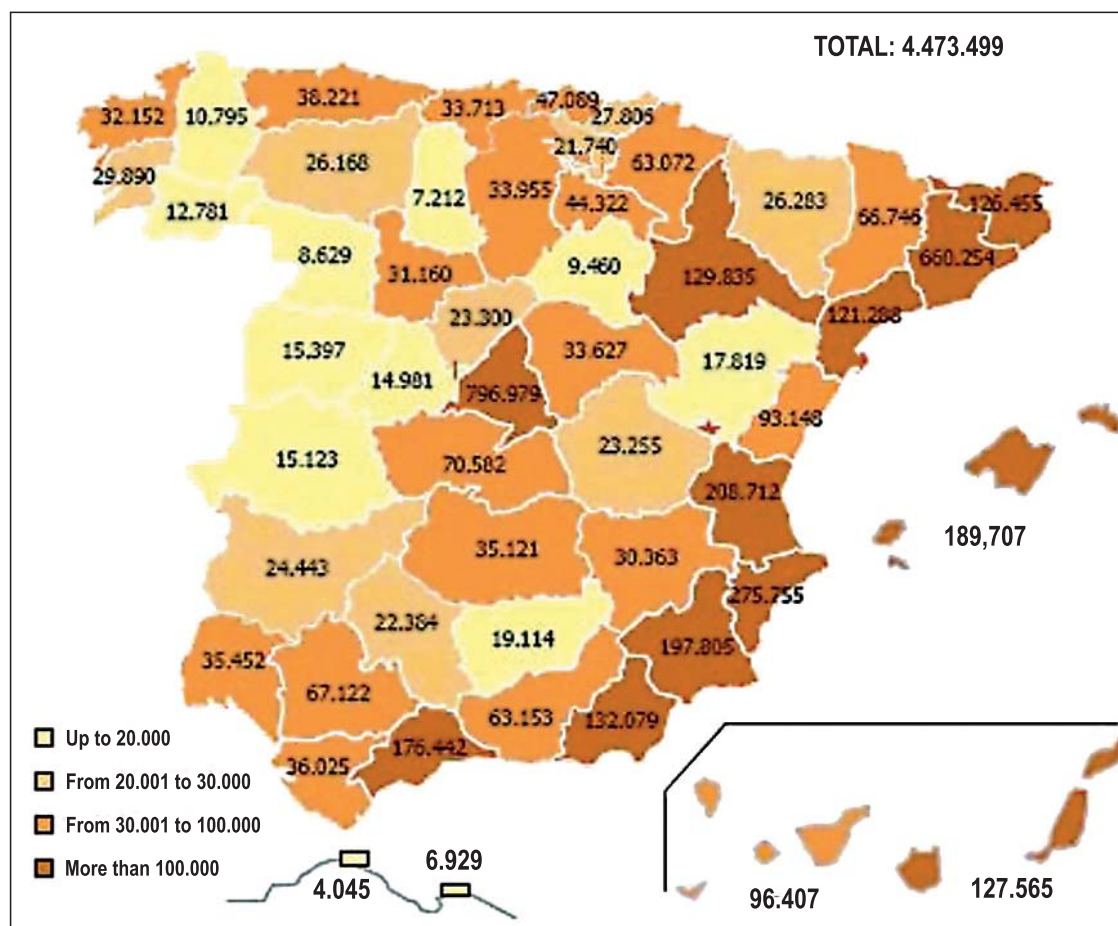
*Distribution in Spain:* Although immigrants are present in the population throughout Spain, the highest numbers are concentrated mainly in the national capital (Madrid), in the regions of Catalonia, Valencia, Murcia and some areas of Andalusia (coast of Almeria), and the Islands. There are fewer immigrants in the western and northern areas of Spain (see Figure 1).

*Possible evolution of the migration of foreign nationals:* The early data that have been made known by the INE (Spanish Statistical Institute) for 2010 re-

**Table 4.** Evolution of the number of foreign national students in non-university educational centers. Source: Ministerio de Educación. Prepared by authors

Academic Year	Foreign National Students
1998–1999	80,527
2003–2004	402,117
2007–2008	702,392
2008–2009	743,696





**Figure 1.** Distribution of foreign migration with regular administrative status in the different Spanish provinces. Source: Permanent Observatory of Migration (Ministry of Labour and Immigration)

veal that the number of foreign nationals from third countries has decreased for the first time. This is probably due to the economic crisis and to stricter immigration policies.

### *Background for choosing five good practices*

It has not been easy for the two Spanish universities involved in this project to choose these good practices amongst the important number of them we had collected. We tried to find examples of consolidated practices in which police and social workers (but also other actors) could be involved, in good coordination and with effective results for integration. Also we tried that in the chosen practices, the plurality of the country could also be reflected (and not only focus on two regions). The result is, in our opinion, quite satisfactory.

In the first good practice depicted (police mentors) we demonstrate how an special unit of local policy working in proximity references can be very helpful in the prevention of gang violence and in promoting good habits and attitudes while working mainly with minors and their families. It is also a good example of coordination between police, third sector organizations and schools. In the second good practice (neighborhood and public dynamization service) we focus on another perspective: common spaces in neighborhoods (parks, sport areas) and how differences can be managed for the promotion of intercultural neighborhoodness by applying adequate mediation techniques and how this can have a positive effects in the proper and shared use of common spaces in neighborhood. The third good practice (SEMAS) is a good example of how policemen and social workers can work together through a specific unit to meet people at social risk. This device works with immigrants living in the street, offering information and guidance in situations of extreme need and guiding immigrants to appropriate resources as needed.

With regard to the fourth good practice (Sant Pere de Ribes) we highlight a consolidated good practice in community mediation in which local police develops a very relevant role in the strengthening of links between neighbors of different cultural backgrounds by using conflict resolution and prevention tools and also by ensuring compliance with agreements resulting from the mediation process. Finally, the experience of the SAMI at the heart of the Basic social services of the Castilla-La Mancha region guarantees that every social services user will be adequately attended by taking on account his/her cultural background and also that the social services providers will be properly trained in these important aspects.

### ***Good practice 1: Police mentors (Madrid and San Pedro del Pinatar)***

#### *Nature of cooperation: Brief description*

The experience of the so-called “police mentors” in the city of Madrid dates from April 2002, when the municipal police force created an experimental unit of volunteers whose job was to interface with other existing services to serve minors in the setting of school and outside the school. Many of these minors are immigrants. The police mentor unit, formed by local policemen is now consolidated and has grown from 36 agents in 2002 to 130 in 2010 (4 agents for each of the 21 districts) and 49 in the headquarters or reinforcing their presence in different places when required.

### *Objectives*

The objectives of the police mentor are the integral protection of minors (some of whom are immigrants or have immigrant background) by providing personalized responses to problems occurring in school and outside schools. They also act as liaison officers with the educational community and with third sector services (whether institutional or not) optimizing coordination with them and forging effective links with authorities charged with protecting children and adolescents.

### *What is the profile of a police mentor?*

Normally agents with certain experience and time in service, available on certain hour periods, who enlist voluntarily and are specifically trained for their duty at Madrid police academy in subjects such as developmental psychology of minors, social skills techniques, group dynamics, methods of interviewing, police intervention in protection matters, police intervention in reform matters, school integration. Overview of institutions related with the problems of minors.

### *What is their action area?*

Situations which have to do with risk, destitution and social conflict, school absenteeism, out-of-school violence and bullying, child mendicancy, child prostitution, child work exploitation, abuse of minors, violent juvenile groups/gangs, traffic violations, alcohol consumption by minors (drinking in the street and control of alcohol sales to minors), protection of unaccompanied foreign national minors and runaways/foster homes amongst others.

### *How do police mentor services work? Development of the process*

Police mentors are coordinated internally by a general coordinator who centralizes the actions and procedures of the unit as well as institutional coordination with other organizations. There are three work shifts of police mentors, in the morning afternoon and night. In addition to this general coordination, operational coordination and sector coordination are implemented.

Police mentors work in the street on all three shifts, watching schools, parks and recreational centers.

With regard to the *prevention of school absenteeism*, they investigate actors that may lead to situations of absenteeism and advise parents that it is obligatory to enroll children in school. They attend meetings of parent-teacher associations and school commissions. They have the special job of detecting

possible cultural conflicts that may occur in school and can predispose to the entry in juvenile gangs (Latin Kings, ñetas).

In *situations of violence inside and outside school*, police mentors try to investigate those responsible for the violence and the causes that originated it. They try to mediate with the parties directly involved, parents, and school managers. They keep in contact with the school council and conduct follow-up interventions. In these cases, relations of coordination with immigrant organizations and nongovernmental organizations for children's causes exist.

In the case of *minors who are not collected after school*, police mentors tried to find out why these situations occur (for instance, disagreements between parents who are separating, the parents' work situation, and the person who cares for the minor, which is common among immigrants). In these cases, police try to locate the father/mother or legal representative. In the case of true situations of abandonment, the solution is coordinated with the juvenile courts.

In cases of prevention and follow-up of violent groups (Latin gangs), police mentors carry out missions of school surveillance and detection of gangs in parks and public spaces, always trying to avoid exercising their authority abusively. They try to identify gang members, remove symbols, conduct family follow-up as a way of involving the family in the problem, and refer members who wish to leave the gang to social services. The problems that police mentors encounter in this setting are fundamentally gang members who are minors and are returned to their families after long absences. It is very difficult for them to leave the gang and it is complicated for the police to protect minors who wish to leave gangs. The work situation of their parents does not help.

*Cases of unaccompanied foreign national minors* require police mentors to undertake investigations to determine the age of the minor, including the perceptive medical examinations, to contact the services of the juvenile courts, and to arrange for the admission of minors to foster care centers managed by nongovernmental organizations.

### *Evaluation and impact*

This intervention has had very positive results in terms of preventing violence, reducing risk and in the mediation setting.

It has also been positive in involving the community and institutional bodies. Consequently, coordination with educational centers and school management, participation in staff meetings, the school council, parent-teacher meetings and in meetings with professionals of the agencies of the Community of Madrid has increased notably. Coordination with municipal social services, neighborhood mediation services and dynamization of public spaces has also increased.

Non-governmental organizations for children, organizations of immigrants and the juvenile courts have also become more closely coordinated with the unit.

As a result of the success of this project, part of the police mentor unit of the city of Madrid has extended to other locations in the Community of Madrid (Alcobendas, San Sebastián de los Reyes) and other regions (Murcia, San Pedro del Pinatar). The number of agents dedicated to this task has increased notably since the unit was founded. In San Pedro del Pinatar: a city in the region of Murcia there is a twin figure of police mentors.

*Financing:* The City Hall of Madrid through the Police Council is the only fund provider for this service, that has been affected by recent cuts in a moment when most immigrants are losing their jobs and the presence of this specialized unit is more necessary than ever

### ***Good practice 2: Neighborhood and public space dynamization service (Municipality of Madrid and CEAR)***

#### *Nature and brief description of the practice*

The growing presence of immigrants is transforming the public spaces and neighborhoods of Spanish cities: the presence of immigrants sharing parks, bus stops, or at the school door now constitutes a daily experience for most citizens. The Neighborhood and Public Space Dynamization Service emerged as a response to encounters between neighbors of different cultural origins in the city of Madrid, encounters that sometimes punctuate tense and conflictive relationships. By dynamization service we understand a service that promotes intercultural, active and in-process relation between “old and new neighbours” in global, multicultural cities (such as Madrid) in permanent transformation. This municipal service is provided by an NGO called CEAR (Spanish commission for refugees) which also works with migrants and has a relevant experience in intercultural mediation.

This intervention was generated at an initiative of the community movement of both, the host population and immigrant population living in the city of Madrid, as a response to problems of coexistence that were arising in some neighborhoods of the capital as a consequence of the way that common areas were being utilized by people of different cultural backgrounds.

A community mediation service arose as the outcome of a signed agreement by different organizations, including the Spanish Commission for Refugees (CEAR), the Regional Federation of Neighborhood Associations of the Commu-



nity of Madrid, and the municipal government through the “Plan Madrid for Social and Intercultural Coexistence” redacted in 2008. The aim of this initiative was to favor community coexistence and neighborhood relations by increasing the awareness of neighbors of the correct use of public spaces, mutual respect for different cultures and the need to build common spaces where all citizens can live in harmony. To do this, the obstacles and risks for coexistence were identified.

### *What are the objectives of this service?*

The fundamental objective was to contribute to achieving a harmonious and life-enriching coexistence of all the people in the neighborhood.

1. Know and understand the current social reality in order to plan specific interventions.
2. Promote the participation and interaction of all the neighbors for the creation of spaces that contribute to mutual understanding.
3. Facilitate information and access by the immigrant population to the network of public services (education, health, social services etc).
4. The prevention and management of intercultural conflicts that may arise in the neighborhood and public spaces using mediation as a tool.
5. Creation of a social and associative network that favors the coexistence of immigrants and the local population.
6. Generate synergies with other professionals and social actors to enhance the impact of intervention and resource optimization.

### *Profile of stakeholders*

The neighbors residing in different districts and users of public spaces are directly involved in this initiative: immigrants and local residents, children, young and elderly people, men and women regardless of their place of origin, culture, religion, ideology or sexual condition.

The target group of this Mediation Service are the neighbors who use public spaces as meeting places: green areas, recreational areas, sports areas, plazas and streets, urban areas, communities of neighbors, surrounding areas, etc., all of which can be meeting points for the community.

All these people participate actively in the resolution of their own conflicts, taking responsibility as citizens to control public authorities or manage the system of democratic participation.

In this task they are supported by experienced professionals from various disciplines, such as social workers, educators, psychologists, mediators, ad-

ministrative personnel and volunteers. The community services involved are coordinated in accordance with the needs or conflicts that arise: local police, schools, health centers and others. This activity requires the consolidation of the figure of the neighborhood and public space mediator. Mediation complements the actions developed in other areas where the target collective is exclusively immigrants, but in our case, we are trying to involve new and old neighbors to generate spaces where the different cultures that live together in a neighborhood can meet and have social exchanges.

To do this, the work team is constituted mainly by social workers and educators. The figure of the dynamization agent is singled out as responsible, among other functions, for observing and detecting the primary needs of the community in the target areas. The figure of the coordinator is responsible for implementing coordination, individual supervision, follow-up, and evaluation of the work plan and activity of the dynamization agents.

### *Area of action*

The area of action of this project is Madrid, concretely its 21 districts and the neighborhoods (barrios) on which these districts are divided.

The intervention referred to here is the creation of incentives for developing an urban space that favors coexistence and community development. Specifically, we propose to create spaces for encounters between users, the promotion of the quality of public service installations, advocacy of the exchange and cooperation between diverse social networks integrating the community, the exchange of points of view, the elimination of prejudice and stereotypes, and mutual assistance for the management of intercultural conflicts with a holistic focus that integrates different aspects of social life: health, urban development, education, recreation and free time, etc.

This service is developed in each neighborhood in accordance with the specific characteristics of the population makeup, services, type of buildings and homes, and the availability of public spaces.

The intervention is carried out comprehensively through individual attention to cases that require it by offering the initial attention and referral or the follow-up of cases, etc. Group attention is also offered, as in the case of support and reinforcement of informal groups, the creation of networks, associations, etc.

A typical day of this service would be as follows:  
(depending on the weekly planification tasks may vary)

Mondays to Wednesdays (from 11:00am to 18:00pm)

11:00 to 15:00	Coordination meetings with agents and social networks in districts
15:00 to 18:00	Office work: planification, evaluation, systematization of the information/alternatively and if there is not office work planned, field work in districts

Thursdays and Fridays (from 11:00 am to 22:00 pm)

11:00 to 13:00	Office work
13:00 to 16:00	Meeting of the different groups intervening in the districts, exchange of views, prioritisation of spaces of intervention for the weekend
16:00 to 18:00	Planification of the next week intervention
18:00 to 22:00	Field work in districts

Saturdays and Sundays (13:00 am to 22:00 pm)

13:00 to 22:00	Field work in districts as prioritized in the previous meetings
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### *How do mediation services work? Development of the process*

Community mediation is the primary instrument for improving participation in democratic decision-making processes by neighbors and users of public spaces, by promoting a culture of consensus. This practice is developed through the following specific interventions:

- Detect and analyze the primary needs of the members of the community.
- Inform and provide guidance regarding rules for coexistence in the neighborhood and public spaces.
- Raise the awareness of citizens regarding the need to respect the values inherent to the different cultures present in the city of Madrid.
- Collaborate with other municipal professionals in the areas of social prevention and intervention.
- Promote the creation of associations and support networks as a formula for encouraging participation.
- Contact, implicate and work together with associations to develop actions or programs in the intervention spaces.
- Participate in awareness-raising and information campaigns for the purpose of disseminating information about coexistence and interculturality.

- Prevent conflictive situations and ameliorate the disagreements that arise in conjunction with the use of public spaces in the city of Madrid.
- Encourage the coexistence of the groups that share community spaces.
- Intervene, inform and orient foreign nationals and local citizens who are living in illegal settlements or occupying public ways or uninhabited buildings.
- Publicize the service among citizens through channels close to the community: social initiatives, communities of owners, and users of community spaces.

These interventions are developed through two different, simultaneous applied approaches. The preventive approach consists of using tools like the organization of neighborhood celebrations, recreational and free time workshops, historical memory activities, language training, school mediation, or the preparation of awareness-raising and information materials. The other approach is to manage existing conflicts through direct interventions, social mediation, reflection-action groups or participatory diagnosis workshops.

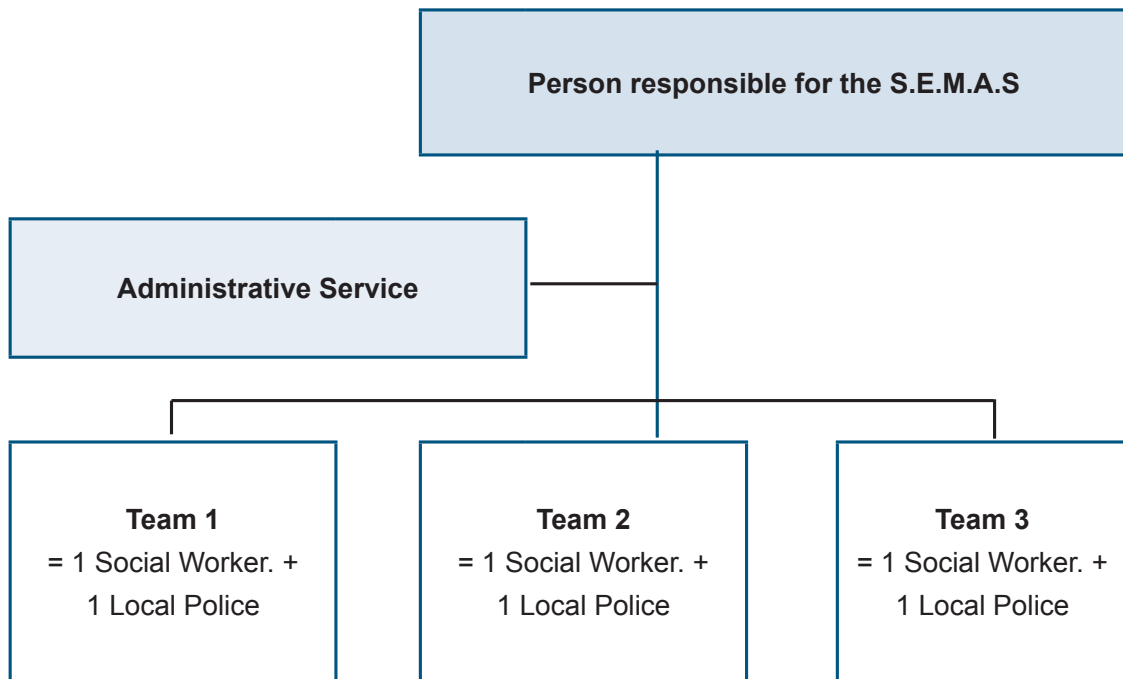
### ***Good practice 3: SEMAS mobile emergency and social attention service (Murcia)***

#### *Nature and brief description of the practice*

The Town Council of Murcia decided to create a new service to address the needs of people with urgent social situations. This service offers personalized attention to residents and/or transients in the city who do not have access to, or cannot access, regular Social Services quickly and immediately.

The SEMAS pertains to the Prevention and Social Insertion Service of Social Services of the Murcia municipal government. SEMAS consists of a service head, a service administrator and three teams, each one formed by a social worker and a local policeman, as shown in the organizational chart of the service (Figure 2).

This service was designed to address social emergencies related to situations of destitution that occur in the resident or transient population of the municipality. This service detects and offers immediate social attention – 24 hours a day in the streets and at the place in town where the need occurs – of people in situations of risk, extreme exclusion or with urgent needs (minors or older adults who are alone, abandoned, or temporarily vulnerable, transients with health problems, homeless families or families that have lost their homes



**Figure 2.** SEMAS organization

because of eviction, fire, seasonal migration, immigrants who live in the street and are in an irregular administrative situation, etc). Action is coordinated with different resources dependent on public and/or private organizations that cooperate to resolve and follow-up the cases seen.

At the same time, this service has the mission to seek out people who cannot or do not adapt initially to the standardized routes of access to the Social Services system.

### *Objectives*

The fundamental objective of the service is to detect and take initial action in all those situations or social problems that take place in the street (or in areas or at a time that the corresponding agency cannot carry out any intervention). The motives are even clearer in urgent social situations.

The work of attending to and providing information and guidance to people in situations of extreme exclusion (homeless people, medicants, and others) with regard to available social resources, how to access them, etc., must be especially emphasized.



These are situations amenable to SEMAS intervention:

- Personalized attention to transients and homeless people living on the streets to provide information and guidance regarding available social resources.
- Personalized attention, social assistance and orientation regarding situations of abuse at times of the day when the respective agency is closed.
- Detection and initial intervention in situations of illegal settlements and/or occupancy.
- Detection of situations of school absenteeism, destitution and begging by children or using children.
- Urgent actions derived from court orders when they cannot be attended immediately by the regular designated services and they involve an area of concern of Social Services.
- In periods of low temperatures, a Prevention Service is carried out to avoid the possible consequences of cold for people living in the street. An attempt is made to immediately and directly offer users anything that they may need at the moment (blankets, food, support, transfer to the shelter of the Fundación Jesús Abandonado, etc).
- Social emergencies.
- Special arrangements (for example, certain holidays in which begging by children or by adults accompanied by minors often occurs).

In all these situations, the service offers an initial intervention for people who will later be referred to the regular agency. The exception should be noted of the follow-up of homeless people who do not use regular resources and, because of their special characteristics, require a customized, long-term personal intervention until they can be referred to regular services.

### *Profile of participants*

#### *– Transients and homeless people*

These people receive individualized attention, assessment and guidance, assistance and social insertion actions. They are given personal attention in coordination with lodging and food services.

#### *– Migrants*

Migrants are given individualized attention to inform, guide and mobilize specific resources for them. Campaigns are carried out to inform citizens and promote the creation of immigrant associations and support groups.

– *Roma people*

The SEMAS implements social insertion and training activities and promotes groups and supports associative efforts.

*Area of action*

The SEMAS acts throughout the municipal area of Murcia. The following Figure 3 shows where the Social Services of Murcia act.

*How SEMAS works: development of the process*

The Mobile Emergency and Social Attention Service can act at its own initiative, or at the request of the interested party or any other party, administrative or not, related to the case.

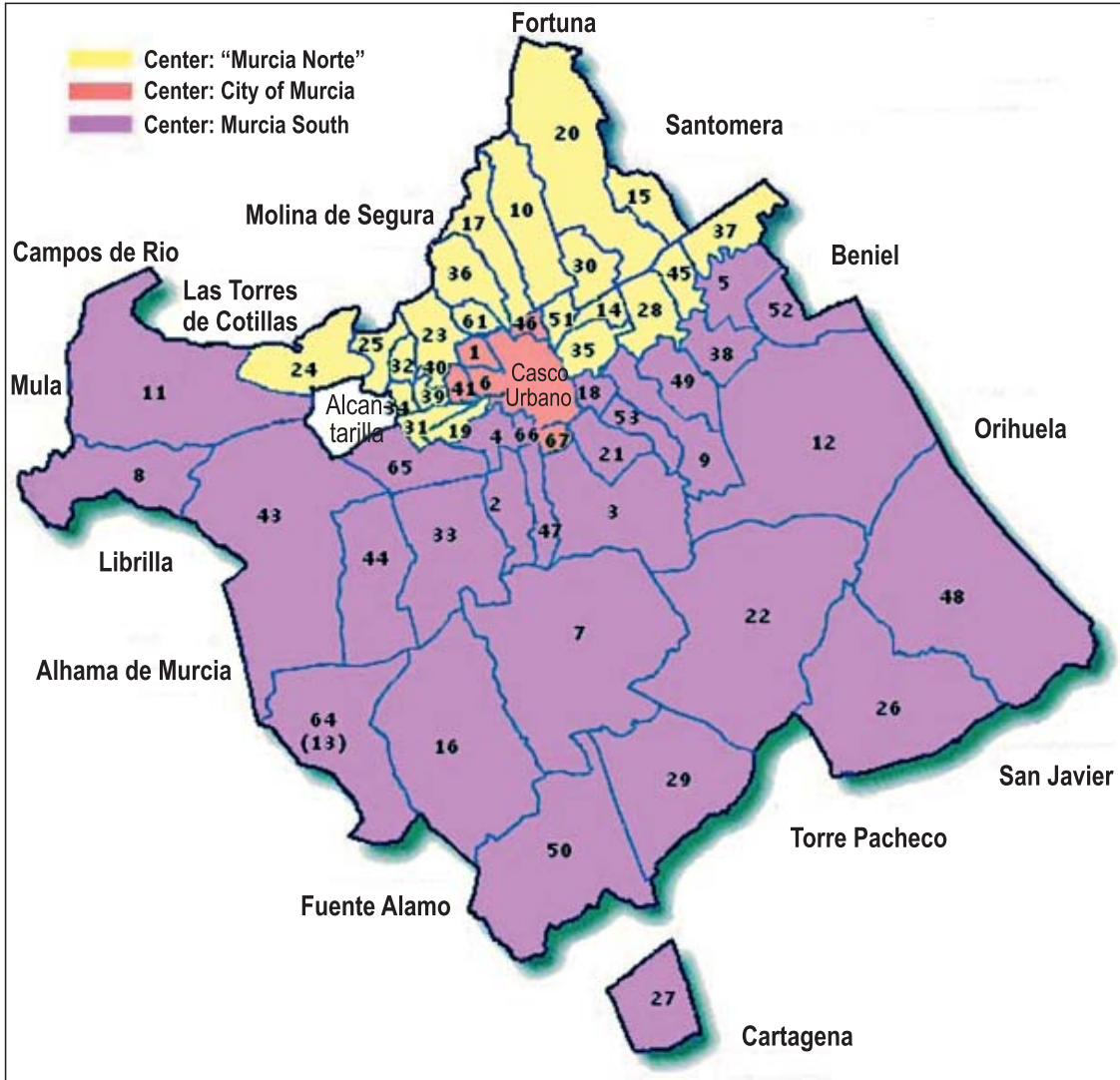
The service may be requested in person (by coming to the office) or by telephone. It can also be requested through the local police.

In addition, the team does the rounds of the street every day at different times of the day.

After initially addressing urgent situations, the service offers guidance and referral to the regular system of Social Services – acting as a point of access to these services or channeling users to other Social Protection Systems.

The teams that work with SEMAS, to which any person at risk of social exclusion may be referred, with specific attention to the collective of immigrants are:

- Meal Center, a public kitchen that serves meals and is open every day, which is run by the “Jesús Abandonado” shelter.
- Shelter for Transients and Immigrants, which offers rooms daily and is run by the “Jesús Abandonado” shelter.
- A Shelter under contract to provide training, lodging and meals for people that is run by Traperos de Emaús. Shelter and Occupational Insertion for Immigrants. CEPAIM Consortium.
- Shelter and Foster Care Center, Nuestra Señora de la Fuensanta-CAYAM, run by Caritas of the Diocese of Murcia.
- Apartment for convalescent male immigrants, run by Murcia Acoge.
- Apartment for convalescent female immigrants, run by Murcia Acoge.
- Apartment for immigrant women at risk of social exclusion, run by Columbares.



**Figure 3.** Action areas of social services in Murcia

*Evolution and impact*

The population data managed are from the population census updated in December 2009, according to which the Center City District had 188,797 inhabitants, South Center had 128,717 inhabitants, and North Center had 107,070, which was equivalent, respectively to 44.4%, 30.2% and 25.4% of the total. The city of Murcia thus had a legal population of 424,584 inhabitants, with an increase of 8,820 inhabitants over the previous year.

During 2009, 24% of the users attended by the Social Services centers had the primary need of problems related to limitations in personal autonomy, solitude and isolation; 28% of users needed information on the social services

system, 20% of users lacked the economic means to cover basic needs and, finally, 10% had needs related to social integration, a basic problem of the immigrant population when it reaches the receiving country, and 28% needed information.

In the Table 4, the population is divided by the sectors of intervention, or problems targeted for professional intervention. According to this table, immigrants generated 5,53 % of all actions.

### ***Good practice 4: Sant Pere de Ribes community mediation programme (Barcelona)***

*Reasons for the selection of this good practice: This good practice build a space through mediation are resolved conflicts in the community including conflicts that may arise with the immigrant population. Through this program works with the police as this is the best known community problems and ensures compliance with the agreements resulting from mediation process.*

#### *Nature and brief description of the practice*

The complexity of community life sometimes leads to difficult situations. Many of these situations do not have "socially worthy" solutions, others have no specific spaces where solutions can be found, whereas other situations are of confidential nature, of interest only to the neighbors involved. In many of these situations, the people involved are incapable of finding a solution. Community mediation is a valid alternative for handling this type of problems.

Mediation is the process of conflict resolution in which a third party, an impartial professional known as a *mediator*, provides assistance to the parties to the dispute, guiding the negotiation and leading the parties to search for mutually satisfactory agreements, without forming any previous opinion about what the outcome should be. Mediation is not an alternative to the judicial system, nor does it attempt to remedy any of the shortcomings of the judicial system. In contrast, it is a basic instrument for modifying the attitudes of the parties to a conflict and their amenability to participating in the resolution of the conflict.

Mediation helps all the parties to develop behavior patterns that deeply reinforce democratic organization. Consequently, mediation is a model for learning within the context of a social peace-keeping culture.

Social mediation not helps to find solutions to problems; it also reinforces the relationships between the people involved and can thus be considered a

**Table 4.** Sectors of intervention of Social Services

Intervention Sector	City	South	North	Total	%
Family	2,652	2,542	4,050	9,244	21.92
Children	237	224	458	919	2.17
Young People	37	39	86	162	0.38
Women	262	527	383	1,172	2.77
Elderly People	5,829	5,891	6,389	18,109	42.94
Persons With Disabilities	2,149	2,926	3,201	8,276	19.62
Prisoners And Former Prisoners	9	8	16	33	0.07
Ethnic Minorities	81	93	516	690	1.63
Homeless People And Transients	33	76	13	122	0.28
Drug Addicts	89	83	88	260	0.61
Refugees And Asylum Seekers	5	1	0	6	0.01
Migrants	69	38	46	153	0.36
Victims Of Catastrophes	4	1	4	9	0.02
Mental Illness	60	23	60	143	0.33
Terminal Disease	7	1	7	15	0.03
Other Groups In Need Of Assistance	150	70	296	516	1.22
Immigrants	899	698	737	2,334	5.53
<b>Total</b>	<b>12,572</b>	<b>13,241</b>	<b>16,350</b>	<b>42,163</b>	<b>100</b>



preventive measure: it improves human relations and creates the conditions for a better quality of life.

The Sant Pere de Ribes Town Council has created a Mediation Center in collaboration with the local police, as well as a Community Attention Office (OAC), which provides information on urban planning and social services.

The local police force is one of the best and most important sources of case referrals because, due to the nature of police work, they come into contact with conflicts before they have generated a demand for the services of the Mediation Center. The police force can help to guide citizens toward a peaceable and positive way of managing their differences.

On the other hand, a permanent dialogue with the police is often necessary in order to obtain a comprehensive vision of a specific case. The police may have knowledge of background related with mediation cases that can be very useful at the start of mediation.

Finally, the agreements reached through mediation are communicated to the police. Mediation work requires technical knowledge related with judicial procedures and guidelines, as well as a relational capacity that enables police to manage the feelings, uncertainty, and fears of citizens.

The primary objective of mediation is to work together with the local police to build a community that is more in touch with people, more peaceable and healthier.

### *What are the objectives of community mediation?*

1. Rapid intervention. From the time that a citizen requests assistance, no more than one week passes until a response is received.
2. Guaranteed confidentiality of the consultation and outcome of mediation.
3. Service free of charge.
4. Non-establishment of precedents.
5. Encourage users to believe that they will be heard.
6. Preserve the dignity and good name of the people involved. A personalized solution is sought for the people involved and their reality.
7. Encourage the parties involved to effectively take control of resolving their problems.
8. Clarify misunderstandings and search for solutions that benefit everyone.
9. Ensure that if one of the parties to the conflict fails to find a satisfactory agreement, that party will be free to desist from any attempted resolution at any time. Similarly, the party shall be free to return to the mediation center as necessary.
10. *Promote Investigation-Action.* The model of the mediation center is investigation-action. This means that, together with the Master of Mediation of

the University of Barcelona, investigation and permanent reflection about the task of mediation are encouraged.

11. *Create a space for attention to people.* Mediation allows the dignity and good name of the parties to a conflict to be preserved, as these parties effectively control the solution to their dispute. Likewise, if it is in their interest and the parties agree, the link between them can be consolidated through the intervention of a mediator, thus facilitating their future coexistence.

### *Profile of stakeholders*

Generally speaking, the profile of the stakeholders in the community mediation initiative is the community itself. This means that those involved in the project are the community at the urban level, individual citizens and neighborhoods, including an immigrant population of a full range of ages living in the municipality. Foreign nationals from third countries and the community are actively involved in the process.

The Social Mediation Center of the town council of Sant Pere de Ribes was created with the aim of defending a right of the city's inhabitants: the possibility to resolve their disputes in a protected environment with the help of independent professionals who help people manage their differences in a positive way and find formulas for coexistence that are real, believable, and feasible.

The mayor of Sant Pere de Ribes, Josep Antoni Blanco i Abad, views mediation as a citizen's right and supported the creation of the center. Blanco i Abad said that, just as people have access to health, education, and a home, they should also have access to a place where they can talk to their neighbors in a peaceable and unthreatening way about the conflicts that arise in daily life.

On the other hand, the town council, as the public authorities closest to the community, is a space that the inhabitants view as a safe place to discuss their day-to-day experiences.

### *Area of action*

The predominant areas of action of community mediation are communities of neighbors and public spaces. Therefore, the Mediation Center was set up as a community and municipal resource. Similar initiatives can be found in different municipalities of the city of Barcelona.

Recently, the debate about the need to enhance the level of civil commitment in cities and towns has moved to the forefront. This is a question that concerns citizens and centers the attention of public authorities. Many of the voices that are being heard coincide in the conviction that the key to this debate is the concept of active and responsible citizenship. According to this

perspective, civic responsibility implies that each individual is aware of and assumes his or her rights and responsibilities, and is committed to collective affairs, to a type of relation with other citizens, and to respect the public space as a shared space.

In this sense, the situation must be approached from the vantage point afforded by policies that reinforce the concept and exercise of active citizenship. Everyone should experience public space as an extension of their own space and every citizen should feel that they can participate in society. These goals can be achieved by implementing awareness-raising and civic education activities designed to inform the community of their rights and obligations, involve neighbors in collective decisions, promote commitment to society, and encourage respect for diversity and differences.

Aware of this fact, many municipalities have initiated actions to promote coexistence and civic responsibility. The Provincial Council of Barcelona is reinforcing its support for and assessment of the local community. The town council, from its Area of Equality and Citizenship, has set up a series of activities, such as economic support for municipal initiatives, work related to civil ordinances and a common institutional discourse, and community education and awareness-raising initiatives, such as traveling exhibitions, communications media programs, specific training for municipal personnel, and the development of municipal services for community mediation.

Definitively speaking, community mediation is an instrument that municipal authorities propose to use to reinforce and complement local policies, together with other initiatives. These policies are expected to contribute to encouraging shared responsibility and engaging citizens in an active and responsible sense of community.

### *How do mediation services work? Development of the process*

The mediation services of each centre must be requested personally, in the hours set for that purpose. The person seeking mediation may be referred by another agency, by a friend, neighbor, or come at her own initiative. It is not necessary to make an appointment and users are attended in the order of arrival. Mediation services are free of charge.

In general, the steps of any mediation intervention are the following.

1. The secretary of the Conflict Mediation Center channels the request to a mediator.
2. The mediator interviews the person requesting the service. The interview may result in one of the following:

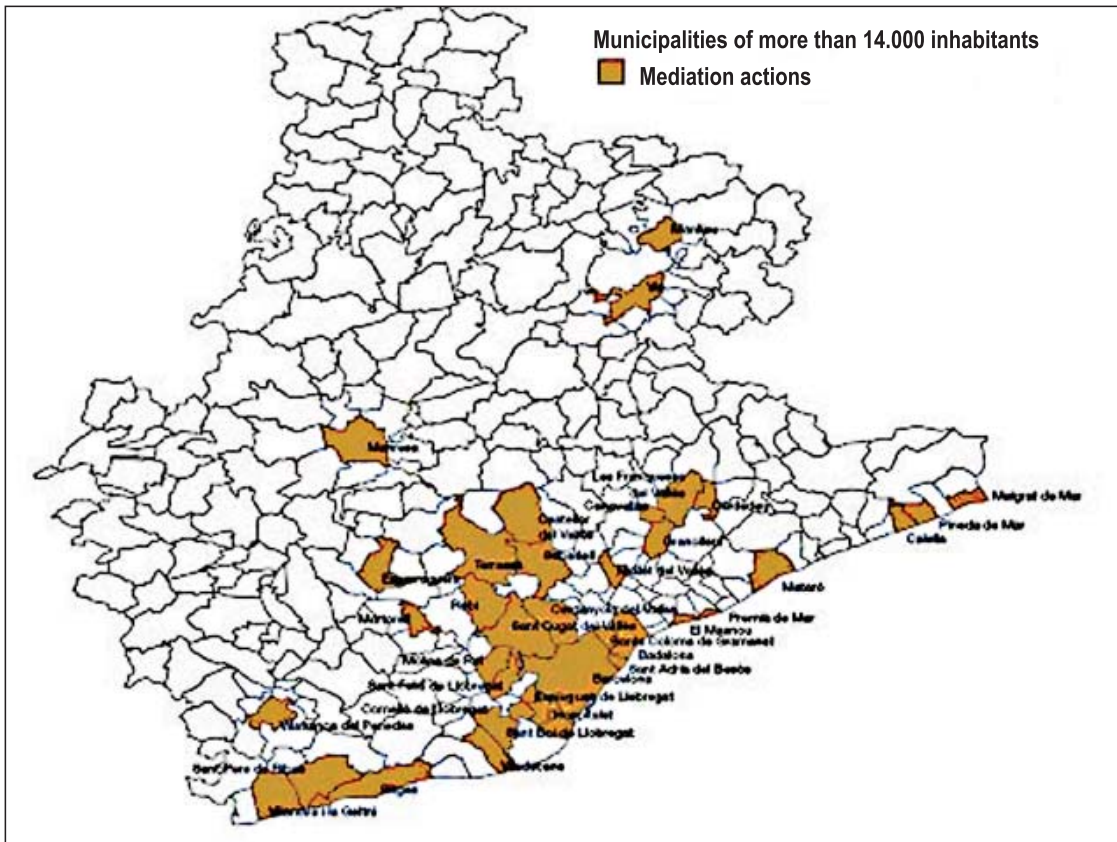
- a. Acceptance of the case for mediation.
- b. Referral of the case to an agency or office because it does not qualify for mediation or the requester does not accept the service.
3. If the case is accepted for mediation, a date is set for meeting with the other party to the conflict. The mediation center takes responsibility for issuing the appointment.
4. On the day of the first meeting with the other party, the mediator meets with the party privately, as was already done with the requesting party. The purpose of this meeting is the same as before: (a) to explain how the Conflict Mediation Center works, (b) discuss the disagreement, and (c) ascertain whether or not the party will accept mediation.
5. If the other party does not accept mediation or the mediator decides that, given the new information, the conflict no longer satisfies the criteria for mediation of the center, the case is closed. Closure of the case may result in referral to another agency.
6. If the other party accepts the service, the mediator meets with the parties to the conflict and the mediation process begins.
7. If an agreement results from the mediation process, it is recorded in writing and is signed by the parties and the mediator.
8. If there is no agreement and it is decided that another meeting with the parties will not help to reach an agreement, the case is closed. However, the case may be referred to an agency at the request of the parties. The mediation process is expected to be completed in one or two meetings, but additional meetings may be scheduled or the case may be followed up.

The role of the police in the activities of mediation centers is the following:

- To prevent and detect conflicts,
- In the initial intervention in cases of conflicts, to avoid worsening the situation and to refer it to a team of mediators,
- To ensure compliance with mediation agreements,
- And to participate in mediations in which the presence of the police is necessary in order to guarantee order during the mediation process.

### *Evolution and impact*

Community mediation appears to be a conflict-management system that allows negotiation in the case of a conflict of interests between two or more parties. The purpose of mediation is to resolve conflicts by dealing with them positively, which also favors the development of the community. Of the 58 municipalities selected, 65.51% have implemented mediation activities (Figure 4).



**Figure 4.** Municipalities mediation proceedings. Source: article “La mediación ciudadana en la provincia de Barcelona”. Migrainfo 18. Boletín de Migración y Ciudadanía. Diputación de Barcelona. Third semester 2006

The town councils adopt diverse models of mediation depending on the specific needs of each locality. In some cases, the model implemented is based on the creation of community mediation centers that, in general, center their actions on requests for service from citizens and referrals from other areas of the municipality. In other cases, the town council has started mediator programs or teams that act locally to detect, manage and resolve the conflicts that arise in the area.

An important factor that is habitually related to a community’s sense of security or insecurity is immigration. The massive arrival of immigrants that Spain has experienced in recent years is usually associated with an increase in delinquency and, therefore, an increased sense of insecurity. This situation translates into a rejection of immigrants by the community that generally leads to conflicts. Mediation is a most useful tool for destroying stereotypes, as an approach that encourages dialogue and relations between the parties to a conflict and thus facilitates the adaptation of new arrivals.



Our general conclusions are that:

1. Citizens recognize mediation services as useful, flexible, and effective.
2. The police force received mediation training centered on the resolution of community conflicts.
3. The mediation center has become established as an alternative to civil litigation and open-ended conflicts in the community.
4. Mediation improves community coexistence.
5. Mediation also helps to bring the police closer to citizens.

### ***Good practice 5: SAMI intercultural mediation and attention service: (Castilla-La Mancha)***

#### *Nature of cooperation: brief description*

The Intercultural Mediation and Attention Service (hereinafter referred to by the Spanish acronym SAMI) started in 2001 as an initiative promoted by the Social and Welfare Regional Directorate (currently the Social Welfare and Health Council) of the Regional Government of Castile-La Mancha. Together with the Special Shelter Program (temporary shelters for immigrants, CATI, humanitarian aid apartment for migrants, information and lodging for immigrants for humanitarian motives), reinforcement actions in urgent social situations, mediation for access to housing, linguistic intermediation, and the program for preventing social conflict make up the Regional Network of Immigrant Attention. This network was born under the umbrella of the II Regional Social Integration Plan, which contemplated four areas of action: 1. The integration of persons and families that are socially vulnerable or in a situation of social exclusion. 2. Comprehensive development of deprived neighborhoods. 3. Measures adapted to the immigrant foreign national population with language and cultural difficulties.) and 4. Measures adapted to persons of Roma origin who are socially vulnerable or in situations of social exclusion.

The SAMIs, although a regional program, are articulated and organized at the municipal (or district) level and form part of the Basic Network of Services. It is a resource designed to contribute to improving communication, relations and the inclusion of immigrant individuals and families considered to be ethnic minorities at the risk of social exclusion and with difficult access to social protection.

### *What are the aims of the SAMI?*

The aim of the SAMI was to facilitate access to public and private resources for immigrants and ethnic minorities by establishing communication and information channels especially adapted to the characteristics of individuals and groups of other cultures.

Actions of *assistance for social insertion* are carried out, which is understood not as actual physical assistance but the creation of personalized social attention modality that is sustained over time to help people interact with their social setting, while avoiding the creation of situations of dependence and welfarism.

To intervene in *conflict resolution* when the social situation requires this by facilitating communication between people and groups of different cultures.

Support the cultural interpretation of user demand by participating in an interdisciplinary team in the *comprehensive diagnostic assessment* of the psycho-social situation, as well as in planning for work objectives and in the design of intervention strategies.

Participate in planning and executing actions in the Social Services context for populations of foreign nationals and ethnic minorities, whether these actions are of community nature or part of social assistance.

Promote the mutual dissemination of values between the immigrant community, or other culture, and the receptor community, or social majority.

An example of such actions is the specific case of the SAMI project of the town of Casar in Guadalajara, whose process consists on:

- Learning about the reality of the immigrant collective through the coordinated work of different social services and the public and private institutions of the municipality.
- Detect, diagnose and evaluate the needs that arise in the migration process, carry out a follow-up, provide social assistance for insertion coordinated with basic social services, or refer the subject to the proper agency.
- Facilitate access to social resources to immigrants through information/communication channels adapted to their cultures.
- Work for the social and occupational insertion of immigrants in coordination with the employment office of the municipality. Mediate in the case of possible occupational conflicts due to cultural misunderstandings.
- Measure and prevent situations of exclusion and discrimination, and work to resolve conflicts in the social and community setting.
- Participate in the planning and execution of intercultural recreational activities, training, etc., in the social and community setting in coordination with municipal social services and promote the participation of the

immigrant collective.

- Mediate and strengthen the relation between immigrants and the local population by promoting the formation of associations and constitution of community organizations.
- a) Mediate in relations between associations, informal groups and community organizations.

### *What profile do intercultural mediators have?*

University degree in any specialty related with the Social Sciences and at least 200 hours of specific training in intercultural social mediation or immigration affairs. The content of the course should touch on the following areas:

- *Mediation actors:* The characteristics of the parties to any mediation intervention (cultural and identity factors, idiosyncrasies, and social and cultural factors, etc).
- *Intercultural relations:* Analysis of the relation between immigrants and the society of origin: problems, type of conflicts, aspects of verbal and nonverbal communication, language, translation, interpretation, misunderstandings, etc. Evolution of the concepts of ethnic and racial identity and analysis of racial, ethnic and origin discrimination.
- *Mediator action:* Process of approaching the conflict, analyzing the context, the mediation process, alternative construction of the conflict, skills and techniques, negotiation, agreement and transformation.

### *Area of action*

The mediator acts at both the individual/family and group level to engage and identify people at risk of social exclusion, offering them assistance for social insertion, for instance at the community level in collaboration and coordination with the social services of the area. <sup>1</sup>Likewise, the mediator works with individual immigrants and families/ethnic minorities as well as with the local community in general.

Individual/family actions are: information, referral, social assistance, follow-up, language interpretation, and assessment by other professionals.

Community mediation actions include: information, awareness-raising in different settings: how to detect and manage multicultural relations and conflicts at school, with children/young people in the neighbor contexts or in public services so that it is possible to improve coexistence and confidence levels.

## ***Some reflections on the selected practices***

The two partner universities responsible for the research and selection of these five good practices are very conscious that they are “fortunate exceptions to the rule “ because promote integration, not only by involving involve the main stakeholders but also by working with native and people with a migrant background at the same level in neighbourhoods. This is essential for building up intercultural relations and makes possible integration as a two-way process. However, there is a growing tendency towards managing cultural diversity by promoting the assimilation of immigrants to the mainstream culture. This could be highly problematic in the future.

## **Notes**

- <sup>1</sup> *The Areas of Social Services are taken as reference for structuring the SAMIS, decree 287/2004 of 28-12-2004 in which the territorial structure of the zones in areas of social services and functional structure of the public system of social services of Castile-La Mancha is regulated.*

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*Special thanks for their contribution*

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Policía Local de San Pedro del Pinatar)

SEMAS (Ayuntamiento de Murcia)

Policía Local de Sant pere de Ribes

SAMI (servicio de Atención y Mediación Intercultural) Castilla-la mancha

CEAR (Comisión Española de Ayuda al Refugiado)

Servicio de Mediadores de Espacios Publicos (Madrid)

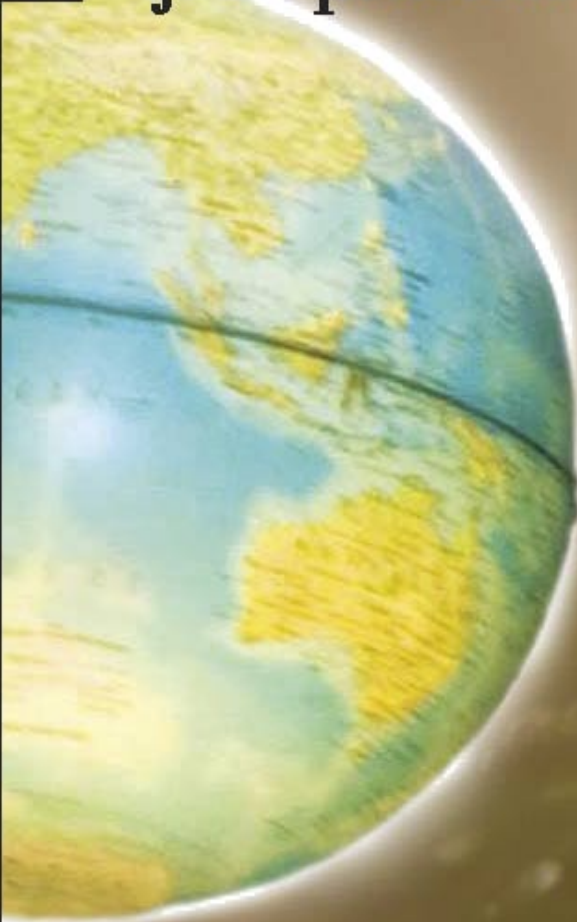
Escuela de Profesionales en Inmigracion y Cooperación de la Comunidad de Madrid (EPIC)

Area de servicios Sociales del Ayuntamiento de Fuenlabrada





**good practices**



# Sweden

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– Jan Carle, Hanna Wikström, Charlotte Melander and Peter Backenfall

## Practices for Generating Integration and Inclusion

### *Statistical analysis of immigrants and those born in the third countries, by regions*

Sweden has a relatively high proportion of people born abroad. In 2009, the number of people born abroad was 1,337,965 persons, or 14.3% of the population (Table 1). In 2009, 602,893 persons or 6.5% of the population hold a foreign citizenship. In 2009, the proportion of third-country nationals was 61%, compared with the proportion of third-country nationals in 2000, 34%. In the year 2009, 20% of the people born abroad were of Nordic citizenship, of whom a large proportion were from Finland.

### *Large groups*

The largest groups of people born abroad comes from Finland (172,000), Iraq (118,000), Yugoslavia (71,000), Poland (68,000), Iran (60,000), Bosnia (56,000), Germany (47,000) Denmark (46,000), Norway (43,000), Turkey (41,000), Somalia (32,000), Thailand (29,000) Chile (28,000), Lebanon (23,000), China (21,000), Syria (19,000), India (16,000), USA (16,000), Ethiopia (13,000)



**Table 1.** Indicators concerning foreign-born in Sweden in 1990–2009. Some figures concerning 1995 are not available for the moment. (Source: SCB, Official Statistics Sweden)

	1990	1995	2000	2005	2009
<b>Sweden</b>	8 590 630	8 837 496	8 882 792	9 047 752	9 340 682
<b>Foreign citizenship</b>	483 704	531 797	477 312	479 899	602 893
<b>% Foreign citizenship</b>	5,6	6,0	5,4	5,3	6,5
<b>Born abroad</b>	790 445	943 804	1 003 798	1 125 790	1 337 965
<b>% Born abroad</b>	9,2	10,7	11,3	12,4	14,3
<b>Nordic</b>	319 082		279 631	274 936	266 519
<b>% Nordic</b>	40		28	24	20
<b>EU 27/25</b>	175 679		187 883	189 539	259 300
<b>% EU 27/25</b>	22		19	17	20
<b>Europe</b>	71 167		174 482	212 754	217 072
<b>Africa</b>	27 343		55 138	69 124	103 077
<b>North America</b>	19 087		24 312	27 108	30 145
<b>South America</b>	44 230		50 853	56 652	62 465
<b>Asia</b>	124 447		220 677	284 737	388 037
<b>Oceania</b>	1 866		2 981	3 602	4 251
<b>Soviet Union</b>	7 471		7 584	6 798	6 348
<b>Immigrants</b>	295 611		338 027	660 775	811 395
<b>% third-country nationals</b>	37		34	59	61
<b>Unknown</b>	73		257	540	751

(National Migration Board). The numbers of people from different countries illustrates very well the different parts of the world from where immigrants and refugees have chosen to come to Sweden.

### *Regional distribution*

53% of all foreign-born are living in the three major city areas, Stockholm, Gothenburg and Malmö. In Stockholm, 419,326 (62% of whom are third-country nationals), in Greater Gothenburg 150,413 (65% of whom are third-country nationals), and in Greater Malmö 133, 667 (62% of whom are third-country nationals).

### *The history of the Swedish immigration*

Groups of people have migrated to Sweden several hundred years ago. Examples of such “historical” immigration are Germans in the Middle Ages, Finns who settled in Mälardalen during the 1500s, Gypsies or Roma who began arriving as early as the 1500s and Walloons who were attracted to the iron industry in the late 1600s.

### *From emigration to immigration*

Although there has always been some immigration to Sweden, it is the great emigration from the mid-1800s and until 1930 which has left the deepest imprint on the collective memory. Many families in Sweden still have family connections to the U.S., Canada, South America or Australia. About 1.3 million Swedes went abroad to seek happiness “over there” for reasons such as poverty, religious persecution, political unfreedom but also adventure during the “Gold Fever” era in the USA. With World War II, Sweden became an immigrant country. Since 1930, except for a couple of years in the 1970s, Sweden has always had a higher annual immigration than emigration (Source: National Migration Board in Sweden, [www.migrationsverket.se](http://www.migrationsverket.se)).

### ***Projects produced by the team in Sweden***

The team in Sweden decided to collect examples from the region of Västra Götaland. This has to do with the organisation of the Police Force in Sweden, which is organised as 21 different local authorities. We had the possibility to make contacts with the police in Västra Götaland (due to contacts within other, different research projects). The organisation of social work is in a similar way



organised by local municipalities, so the contacts are therefore in the municipality of Gothenburg. We therefore chose to take examples from projects situated in the local area of Gothenburg.

We chose to take five examples that illustrate the migration and integration processes in Sweden. These examples do not cover the full picture in Sweden, not even the full picture in Gothenburg. Rather, it illustrates the process from the first meeting with the Swedish society to projects that try to improve integration in the society and to prevent anti-social behaviour and exclusion. We would like to stress that these five examples are descriptions with different scientific qualities, due to varying opportunities to get material and to be able to make interviews, etc. We would also like to stress that since the process and organisation of working with immigrants will totally change in the year 2011, these projects therefore illustrate in some sense both the history as well as the future.

### *The selection of "good practices"*

We started our selection process of "good practices", directed to "third-country nationals", by looking at the institutional integration model provided by the Swedish state and the local City councils. Some of the practices directed to "third-country nationals" in this integration model are regulated by the Swedish law and it is a legal right to participate in some activities, as for example Swedish language training.

We decided to start up with looking at those activities that are provided by the authorities and especially those in which social workers and the Police participate. The regulated introduction period is 24 Months and it starts when an asylum seeker has got a formal decision about permanent residence and has got a place to live in, granted by a specific Council. All refugees who have a permanent residence decision or a non-permanent residence decision have a right to a place to live and a right to economic support from the social services. In order to get economic support, one has to follow an introduction plan according to the institutional integration model. Two of our selected "good practices" are included in this institutional integration model. These two projects are "Public service announcements for the new arrivals – Gothenburg City" and "The police inform new arrivals". Both projects are about giving information to the new residents about the Swedish social and juridical system as well as cultural values.

Our other three projects were selected with the help of an administrative city council officer called Pia Borg, who has a specific responsibility for the work on integration in the city of Gothenburg. Pia Borg recommended several projects that could be of interest to describe. From those recommended practices, we

decided to select "Project Escalate" and "Community Work in two multiethnic suburbs in Gothenburg". Our fifth good practice called "Pilots Angered" was recommended by the social workers and the police officers working in the "Community Work in two multiethnic suburbs" mentioned above. The last three projects are directed to people who have gone through the first two years of institutional integration. Project Escalate has a goal to include unemployed people in the working force through several steps, depending on if a person has a position as employable or not yet employable. The Community Work is directed to a whole community and its goal is to engage and mobilise parents and listen to their own initiatives and needs in order to shape a better future for the most vulnerable children and young people in the area above all. The practice "Pilots Angered" is directed to young people at risk and who live their life outside the norms of the society. By using so-called positive role models among other young people, the goal is to work on inclusion and to get those young people at risk to participate in society and to follow the accepted norms.

### **Good practice 1: Public service announcements for the new arrivals – Gothenburg City**

One of the projects that we have and will continue studying in the IPS project is related to public service announcements for new arrivals, mainly refugees. The project is governed by the "Regulation on support for new arrivals" in order to create opportunities for self-support and participation in the Swedish society. Social information is part of the two-year introductory period for new arrivals.

The responsibility to inform and create opportunities for newcomers so they can become established in Sweden is normally handled by the municipalities through social services, but under a new law from December 2010, the state will have the primary responsibility of working with new arrivals through the Employment Service. This proposal should be considered a response to the criticism that has concerned the lack of coordination between the parties managing and participating in the introduction of newcomers, and between the social services, police, employment services, insurance, etc. The criticism has been that the information may have been problem-oriented rather than opportunity-oriented, geared towards being supplied rather than self-support. Here we will now give a short description of the new law.

#### *Introductory work with newly arrived immigrants*

*The society's efforts for newly arrived women, men, girls and boys during their first period of time in Sweden ought to focus on giving conditions for*

*self-sufficiency, education and participation in the Swedish society* (Integrationsverket 2006).

Individuals with an immigrant background who have received a permanent or temporary residence in Sweden are entitled to take part in the municipality's introductory program for newly arrived immigrants (Prop. 2009; SOU 2008). Until the December 1st 2010, the municipalities are responsible for the introduction through so called *Introduction units*; this responsibility is mainly to be transferred over to the state government and the *Employment office*. The introductory time is 24 months, during which allowances are paid. Target groups are newly arrived immigrants from outside the EU and registered by the municipality in question.

The goal is to make the individual a self-sustained independent actor of the new society. This is to be accomplished through a mapping of the individual's whole (life) situation according to their settlement, family, economy, education, employment status, interests/engagements and health, to be able to provide individualised and accurate planning for the duration of the program. An introductory plan is made, constituting of the full time education (such as language; evaluating workability; actions aiming to strengthen workability); civic information; and health enquiries.

The process has until 2010 been controlled by an *introduction officer*, which has had the lead responsibility to guide the individual to the right services and agents needed to reach self-sufficiency. Several actors, such as educational units, employment units, social services, health units and others required (for the process) have been involved in introductory program in the municipalities to facilitate the process of integration as a whole.

### *The new order*

The new order is then that the state is taking over the overall responsibility for the introduction of newcomers between ages 20–64 able to work. The actor *establishment pilot* (etableringslots) and the Employment office are to be the main actors governing the process of the establishment of newcomers.

The employment office is to be responsible for arranging “establishment talks”; creating “establishment plans” and deciding on the right of the newcomer to the “establishment allowance”. The employment office is then to coordinate the plan for establishment in the name of the Swedish concept *the work line* (arbetslinjen). The establishment pilot can be any private or public actor found suitable and will work on behalf of the employment office. The work done by the establishment pilot can be created as needed, mainly as an employment officer or a life coach, for example. To have an establishment plan is a *right*; if it is not

given, the right can be appealed for in administrative court. Those not willing to exercise their right to an establishment plan will not receive allowance.

The municipalities (kommunen) are still to be responsible (as before) for language education and civic information. They also coordinate things such as rehabilitation and settlement for those not entitled to an establishment plan. Children, the youth, the disabled, sick and old will as a result be the main target groups for the municipality, as well as for the county administrative board.

An important part of the civic orientation – as is pointed out in the plan – are the knowledge and reflection of Sweden as a country, and what it means to live in Sweden, as well as rights and duties/obligations. It is also to contain – teach – respect of human rights, democracy and equality between men and women.

### *Reflection*

What one can witness in this new organisation of the introduction of newcomers is of course that the government wants to strengthen the imperative of employment and self-sufficiency in relation to work, but also a “normalisation” of immigrants as a group, in the sense that whether one is employable or can be rehabilitated works as a division line in the form of assigned treatment in a way. The social services and other “rehabilitating” institutions will only be part of the process once one is not entitled to an establishment plan.

This is a step further away from the previous order, where the introduction of newcomers was an issue for the social services (socialtjänsten) and thus connected with being a social problem. The Introduction units are seen as “halfway houses” in this process, while being assigned an establishment plan at the employment office could be seen as almost being treated as a “normal citizen”. The content of the civic information still testifies to the impression of newcomers not being fully “democratic citizens”, however. One can maybe also view this as a singling out of “worthy” and “not worthy” newcomers, which of course will change public discourse concerning newcomers from outside the EU.

### *What is civic information?*

Although the Civic Information is required, there is an absence of a common national definition of both its content and scope. Civic information thus varies from municipality to municipality, and the government’s proposal is a way to deal with this problem. Investigations have studied how this variation has worked out in practise and have found differences, but also many similarities in some key areas, values, practical social studies and practical everyday knowledge.

The new proposal for the establishment of a pilot and the employment services as, means, according to several observers, that the municipality will

continue to be responsible for the SFI (Swedish education) and social information, which will change its name to Civic orientation.

What we have taken on is what have been perceived has been good practice with the government that has worked over the period 2008 - 2010 in the city of Gothenburg. The Civic Information during this period has been evaluated by the R & D unit in the Gothenburg region, and it is this evaluation that is the basis for our discussion on the working models that seem to work well in an introduction (Sennemark & Moberg 2009, 2010).

Sennemark and Moberg refer to a state government inquiry in March 2010, which contains suggestions for the future orientation of how the society should go on to do introductions to immigrants with permission to stay. Orientation as a whole should cover at least 60 hours and it should begin as soon as a person has received a residence permit. It should be based on three basic elements: dialogue, discussion and reflection. The orientation should as far as possible, be conveyed in the participants' native language or another language that the participants speak well. The orientation must be coordinated with the SFI (Introductory Language teaching for Immigrants), and experiences between teachers from the target groups are central. The orientation should be based on the participants' needs and be built on the basic activities of daily life. The pedagogical challenge in learning to deal with this situation requires strong skills from the teachers and their organisation. Special efforts at the university level for them to professionalise in social orientation has been proposed.

### *Experiences of social information in Gothenburg City*

The operations at the Unit of civic information are based on a dialogue model in which the training is conducted by trained instructors who use the participants' mother language. Discussions and comparisons with the situation in their home countries are central. The program is divided into twenty blocks spread over six themes: Theme 1 - Start and public information; Theme 2 - Employment and Training; Theme 3 - Health; Theme 4 - Family; Theme 5 - Sweden today and before; Theme 6 - Culture and environment.

The program also includes four field trips, of which three are optional. The field trips also contain lectures by representatives of different agencies (insurance, employment services, police and the tax office).

It also distinguishes between information given to adults and the youth. Information to the youth groups may include more practically oriented modules and more information related to education and work. The unit currently has 38 hourly-paid instructors using nine different languages.



– *Success factors and barriers*

The staff and management stress that the engines of the first working model are well developed and the commitment that exists within the business is important. They also stress the development of the skills of the instructors and of the joint PowerPoint materials developed in nine different languages. It is also important to work on the practices and cooperation with the adult education school ABF that works together with the business.

Problems that stand out are the communication between the communicators, the fact that language groups vary over time and that the material should be tailored to target audiences in more ways than just the language, taking young adults into account as well, and additional training for instructors.

The evaluation of the activities also points to the importance of developing a learning situation that is tailored to target populations. It describes how to find ways of learning where one can describe the bridge between the familiar, ingrained from home, and the new and unfamiliar, in a process of identifying opportunities to find ways for new and old habits to coexist in the new country, building on the experience from the familiar.

Instructors feel that the project subsequently increased their influence in the business and that a consensus has developed that the skills that made them increase their professionalism and the training material are now better suited for the task. Participants believed that the information has given them knowledge, security and tools for integration, that the information in their mother tongue is essential and that they are broadly satisfied with the content and the study visits. The cooperation parties stressed that the cooperation between the participants has improved and that this is central, that it significantly reduced the overlapping of information, but they held on to that there are different ways of looking at different evaluation issues.

The evaluation of the project stresses that further work should focus on developing a working model that focuses on quality assurance in order to reduce the risk that participants may be given different information and that the dialogue is reduced. In the training material it is recommended to reduce the size of PowerPoint images, and allocate more time for discussions, and to point out what is mandatory and what is optional, and to arrange more study visits. Information officers should also receive further training in group processes and group dynamics and get the skills to mentor and teach in groups.

### ***Good practice 2: The police inform the new arrivals***

The description of the project is primarily based on official documents produced by the local police in Gothenburg. The Swedish team within IPS would like to

stress that some parts of the text might be normative, and it also might deal with the concept of integration in a way that it focuses on assimilation rather than integration. We would like to stress that a new type of documents from the police has been produced, but too late to be able to be a part of the project (Based on documents from the police department of Västra Götaland).

### *Background*

Since many years, two police officers at police authorities in Västra Götaland (the western region) have conveyed information to new arrivals. This information and lectures are given at times when newcomers have participated in other activities as part of Integration programs (Inslussningsverksamheten). It was done in collaboration with the Migration Board, Swedish for Immigrants (SFI), etc. In this project, we will try to study how the police work and develop an outreach to new arrivals. First, a brief introduction will be given to SFI and the relationship to government information, and to why the police is a part of this information.

### *SFI and public service information*

Swedish for immigrants are an important part in the integration of newly arrived, and police involvement in this activity is therefore based on the basic ideas in the SFI and the police action must be part of the teaching process.

Swedish for immigrants is basic training in the Swedish language for adults who do not have Swedish as their mother tongue. Swedish for immigrants is their own form of schooling. SFI is based on fundamental values expressed in the curriculum for the non-compulsory schools, Lpf 94<sup>th</sup>. According to the training curriculum, both “design and convey “[...]” sanctity of human life, individual freedom and privacy, all humans are equal, gender equality, and solidarity with the weak and vulnerable” (Lpf 94, Section 1.1, Basic Values).

One has the right to study in SFI in adulthood (from the 1 July of the year that one turns 16), if one did not have basic knowledge of Swedish when entering the country and if one is registered in a municipality. Each municipality is responsible for adults who are entitled to SFI and live in the municipality. Someone who has the right to education and who has come to study in his or her home municipality will start training within three months. This is the municipality’s obligation (see Education Act, chapter 13, § 3–5). The municipality is also responsible for the quality of education (see Regulation on quality reporting in schools, SFS 1997, 702).

The activities of SFI must also be coordinated with social information (see Project on Government of the City of Göteborg). The municipality is responsible

for public information being given. All local and state authorities are obliged to ensure that everyone in the society can access and absorb the relevant public information. The municipalities also have a special responsibility to ensure that public information is given to the refugees. Social information can be given in collaboration with SFI, but must be done outside the framework of teaching that applies to SFI.

Municipalities that receive refugees and other foreigners have a special responsibility to implement a program of introduction to the society in accordance with a written introduction plan established after consultation with the person. A consultation of the Employment Service is obligatory if the immigrant is of working age. An introductory program for persons under 16 years must include Swedish for immigrants (SFI) under the Education Act, and orientation of Swedish social conditions and the Swedish society and information about daily life in a commune and other similar circumstances - see § 11 regulation (1990, 927) on state compensation for the reception, etc.

### *Police operations with new arrivals*

#### *– Organisation and conditions*

The persons engaged in this project at the police department in Västra Götaland are keen to stress that the project is created entirely on their own initiative. Nobody in a position of responsibility on the Authority has decided that the project should happen, how it should be implemented and to what extent. The project and the material created are created on their own initiative by the two police officers involved in the project. The information is compiled from the two police officers' own perception and knowledge of what the audience may need for information and for what purposes. The information is not granted in all police districts, but only in the north-vest districts of Gothenburg (where the largest migrant population are living) and in Mölndal. There is also no explicit cooperation with social services.

This expresses quite well what the situation is in Sweden, with the independent police and the independent units under the same authority, in this case, Västra Götaland. The police, it should be added, are a government agency, while SFI and social services are a matter for the municipality. This means that cooperation within the authority or municipality and between the authorities and the municipality is hampered due to this. The new arrangements that apply to the handling of new arrivals from December 2010 have the intention to try to overcome this problem.

– *The police project*

The police element of SFI and the public information as it is conducted in Västra Götaland is constructed in various sub-projects that are tailored to participants' ethnicity, age, and length of stay in Sweden. The papers and information can be broken down into nine major areas emerge from the papers and the information, but there are a few other minor elements also included. The nine main areas are:

- The police organisation is structured in general, and in Greater Gothenburg in particular
- Emergency numbers, help lines, etc. and their role and functions
- Police diversity goals and information on police training
- Traffic
- Crime Ladder
- Parental information targeted to different audiences
- Lectures for asylum seekers
- Milestones in specific legislation concerning women's rights
- Honorary problem

We will now give a brief content description of each area.

– *The police organisation is structured in general, and in Greater Gothenburg in particular*

It describes the organisation of the police in Västra Götaland. It deals with the facts about the region, that there are 1,569,458 inhabitants and 49 municipalities. Within the police in Västra Götaland are 3,049 police officers in office and 908 civilian employees. There are 193,882 offences reported (except traffic) and 212,600 events reported in 2009. The rest of the information concerns how the authority is structured, responsible managers (seven different area managers including two women).

– *Emergency numbers, helplines, etc. and their role and functions*

This section deals with the way that the various authorities responsible for various relief situations are structured, and the fact that the police must first be contacted in connection with crimes or suspected crimes. For other situations, there are other links too, such as counselling, victim hotlines, insurance company, social services, etc.

– *Police diversity goals and information on police training*

This section is about the police comprehensive action plan devised by the police for ethnic diversity. This underlines how the Swedish police should not

be treating people differently according to ethnicity, sexual orientation, social class or religion. The police must actively promote diversity and assist in promoting inclusion, diversity and equality. This part of the information is very important, because many immigrants come from societies where the police role in this context is different. This is also an example of an action plan, which local authorities cannot choose to ignore; it is a method and a plan that applies to all police authorities in Sweden and which has to be enforced.

– *Traffic*

Here, the information covers questions of foreign driving licenses and how to deal with the issue of the driving licenses of immigrants in their new home country. Further information on specific traffic rules in Sweden, the law on seat belts, child restraints, insurance, ownership etc.

– *Crime ladder*

This section concerns how young people and adults can be drawn into crime. It often begins with adjustment difficulties, truancy and bullying. Thereafter, shoplifting and gangs, then vandalism, theft and violent crime, and then a slide into professional crime with jail, closed prisons and other institutional care. The police want to emphasise, especially for the young and their parents, that it is very rarely the case that young people get started immediately with theft and violent crime, but rather, they are schooled into the criminal career. And crime is almost without exception connected to the use of tobacco, alcohol and drugs. Serious crimes committed by persons who have not been drunk on alcohol or taken drugs before the crime are very rare. The police also emphasise the importance of inclusion and participation in Swedish society as a barrier to slipping into crime. The police would here also like to emphasise the importance of prevention. The police in Västra Götaland is now in the process of implementing a new type of police force working specifically within local areas and working on integration and inclusion. That project is also a part of our studies in the good practise (separate description).

– *Parental information targeted to different audiences*

This part refers to parent's responsibility to interfere, to make demands and ask questions. It is about adults caring about their children and taking responsibility for a young person. This covers a wide range of issues that parents should do, to listen and talk to their children, not letting kids be out at night, to never accept children's smoking and alcohol use, and be happy to check with other parents. It also describes various approaches one can have in preventing, such as being attentive to the children if they start to smoke or drink alcohol and have a clear but dismissive attitude to alcohol, drugs and smoking. Parents should be now



their children's friends' parents, they should build their own safety net of rules and working methods if something happens. The parents should also ask for the requirement for the school and that the school draws up action plans and works against school bullying, as is stated by the law. Studying the school's drug education and other education related crime and illegal activities are also ways that parents can know more about the children's environment.

– *Lectures for asylum seekers*

This section is designed specifically for police information when visiting the Immigration Service and the asylum applicant. In short, this material may be described as a summary of the other eight points but with an emphasis on Swedish society, the judiciary, police and various special laws and regulations relating to children, women and crime in Sweden and how they are addressed. Among the anticipated conclusion, it takes up the issue of domestic violence, etc.

– *Milestones in the law particularly relating to women's rights*

This section seeks to highlight and illuminate how the law in Sweden highlights women's specific rights but also obligations relating to marriage, violence, taxation, child custody, restraining orders, etc.

– *The problem of honorary violence*

This Section is one of the more extensive throughout the material. This can be explained by the great attention that has just been attracted by the question of honour-related violence that is responsible in the Swedish society for a number of high-profile murders committed by fathers on their daughters and sons. The material relates to human rights issues, what is an honour-related crime and whether are there links to the regions, religions or ethnic groups. Then there is a section on statistical information about the problem across the world and in Sweden. Then follows a section that deals with different idioms and cultural expressions that describe how the concept of honour can take various forms and how the concept of honour can be expressed using different keywords, such as control, sexuality, and culture / tradition. It also describes how various forms of problems can manifest themselves in the family and how a process of increasing repression and threats may turn out. It also describes the difference in depth between 'ordinary' crimes and honour crimes, and why it is important that the police work to maintain this difference and how it is important for the family and the individual to know the difference and what you can do to deal with the problem. The question of the honour problem is also an issue that is centrally managed by the National Police and is an issue that all police forces actively have to be working on.

### **Good practice 3: Project Escalate (Trappa upp)**

Gothenburg is a segregated city due to income, national background, health and age (Statistical Sheet Gothenburg City 2009). In one of the poorer suburbs of Gothenburg, a project called *Escalate* (Trappa upp) is in process. Target groups are people that have been unemployed for a substantial amount of time and live on social benefits. The aim of Escalate is to guide each person to self-employment through participation in a six-step program for creating employability.

Even though it is not spelled out, one criterion for participating is that one is of “immigrant background”. This is visible through the administrative arena where the project is held; half of the population was born abroad. It is also shown in the services provided, e.g. language education for each participant and civic information containing basic guidance, concerning democracy, public authorities and health services, for example.

It is implied that due to the project, social benefit rates have decreased and that they continue to decrease (Ernest & Young 2009). (As a whole from 146 million Swedish crones, which is 15,550,111 Euro, down to 130 million Swedish crones, 13,845,989 Euro, a decrease of nearly 11%). For participants in the project, social benefits were cut in half. The reason is that participants have employment; they joined education; or they found “another way of supporting themselves” by being guided to the right form of support, for example sick leave. “I think we have found a method that works” one project leader claims.

#### **Background**

The county district *Lärjedalen*, the administrative and geographical area where project *Escalate* is run, has approximately 25,000 inhabitants (Statistical Sheet, Lärjedalen 2009). The county district is characterised, as mentioned, by half of the population having been born abroad, with a fourth living on social benefits, and with approximately a third with an education beyond elementary school. In addition, a large part of the population lacks work experience in Sweden; or does not have work experience at all; or lacks the ability to work due to health problems. The *Lärjedalen* population is younger than in Sweden and Gothenburg as a whole, and the income rates are around half of Gothenburg’s as a whole.

The project started, partly funded by the EU, in 2005, and is now part of the regular municipal social office activities. It is continually evaluated.

### Structure

The overall structure of project *Escalate* is divided into six steps (Alvarado 2010). *Step one and two* are mainly targeting people far away from the labour market. Step one focuses on learning Swedish; learning to keep a structure in everyday life; and on practicing social skills. It takes half a day, twice a week. Step two contains certain group activities, such as language education in both Swedish and English, civic orientation, computer training, and takes three hours every day. An evaluation is also made on the ability to work, social skills and attitudes. Trainee posts of two days a week will also be part of this step. The overall goal is to be able to see opportunities for oneself in society.

*Step three and four* target people that should have been on the labour market, but are not, due to reasons such as language difficulties or lack of work experience. In this step, you can be offered trainee posts and language education both in groups and individually. Assessments of the participant's abilities to carry out certain work tasks, for example, are continuously made, even at this stage of the process.

*Step five and six* target people ready to begin employment, but are not working due to lack of experience, merits or contacts. They are offered work-related courses, often in interaction with employers within commerce, industry, transport or telecom companies. Step six involves work coaching and/or matching with companies or other employers.

The process is governed by co-working within and outside the social welfare office, such as the employment office, the regional social insurance office, and primary health care and private companies within different trades.

### Characteristics

One characteristic that is seen as important by the staff in the project is to work from the *individual perspective and needs* of each person. That is accomplished by in-depth investigations called DUR, Documentation, Investigation and Results, (In Swedish Dokumentation, Utredning, Resultat). Another characteristic is the *cooperation* between many different actors, such as the employment office and private companies, as mentioned above. A third characteristic is *focusing on the positive* and motivating the client. A fourth characteristic is the *matching* of the individual needs, strengths and interests with the needs of the labour market. And finally, success in the project is said to be accomplished through the will to *change the structure* of the work carried out in the project in accordance to the different and individual needs of the client group.

### *Reported outcomes*

Reported results are above all a decrease in social benefits (Ernest & Young 2009; Interview with Project leader). From 831 participating clients in 2006, 332 became self-sustaining, which means that they left social welfare and became employed, joined education or “other forms of self sufficiency”. Around 200 persons out of 800 each year reach self sufficiency due to the project. According to co workers in the project one can witness increase in health, family situations and positive effects on the well being in the area as a whole. Especially an increase in improvement of health concerning participants in steps 1 and 2 has been reported. The project is also said to strengthen the role of parents by them being able to participate in society without needing their children as an interpreter or guiding them in how the Swedish society works.

Complaints have been put forth from participants concerning participating in some trainee jobs which did not lead to employment. There have also been experiences of control over job applications processes which are to be carried out at specific times and places, instead of the person having the freedom to apply when they can. Directive elements can also be seen in discussions concerning that women should consider choosing between getting pregnant and being self-sufficient through employment or some other activity.

### *Products of the project focusing on mothers and young people*

The Project Escalate has been a role model in Gothenburg and also in meetings with EU-representatives (Information Sheet on Conference 2009). The project co-workers do not only come across financial concerns in the families they meet. As mentioned, they are also confronted with how women perceive motherhood. A talking circle offered to mothers on maternity leave therefore became one product off the project (Information Sheet, Hjällbo Library 2010).

In the spring of 2009, the social welfare office organised the circle through the project Escalate and one local library. The content aimed to improve the health of participants, to break their isolation, and to improve their participation in society, to find ways to become self-sufficient (after the maternity leave), and to increase their ability to formulate their own goals. The women brought their youngest child with them on each occasion.

The dynamics in the group were high and the evaluations show that the women were very content with the circle, meeting other mothers and being able to put their own situation into perspective. Activities in the circle are sharing information and discussions held with a physicist on health; discussions with a pedagogue on family issues; and discussions with a police woman on how to make the suburb a safer community. A study counsellor explained the possibilities in education, e.g. how to write your cv and do activities with

the children. The first circle of this project was very much appreciated by the mothers, but the other semester with a new group had fewer participants. The project team has no explanation for this. The team plans to hold a third circle with the positive outcomes from the first in mind.

### *Targeting youth unemployment*

Another product of the project Escalate is a project targeting unemployment among young people on social benefits (TU 2010). The origin of this project was the figure of more than 10% unemployed youth between 18 and 24 years of age in the County of Lärjedalen. The equivalent figure concerning youth in Sweden as a whole is approximately 5%. The project focuses on young people, with the strong position that through their employment they will be able to affect their environment in a positive way. These influential young people in the County are meant to influence their peers in a positive way instead of the current negative role modelling.

The goal of the project is that twenty out of twenty-five young persons will be self-sufficient through employment, being in education or other. This will be accomplished by being in an internship for three months and starting employment with special government support (granted by the law within the employment policy), or financial aid to start their own company. During this period the youngster is to join the unemployment benefit fund.

The Social welfare office through Project Escalate has arranged trainee posts with a number of public and private companies, with funding from the project and the employment office. The youngsters will be offered an information meeting, and afterwards they are interviewed to make sure there is enough motivation. The chosen participants will have a personal coach from project Escalate. They will also be offered practical civic information and, if needed, language education. The idea is to look at their individual needs at every step of the ladder. The ambitious outline that twenty out of twenty-five youngsters will be self-sufficient is inspired by the successes in the Escalate project.

### *Brief analysis*

Projects like Escalate must be viewed between the two nodes of democracy: becoming self-sufficient and being dependent on regulations imposed by the authorities. The latter is accentuated, since being on social benefits is a heavily conditioned situation. Looking at this in a critical way, the closer the agents in official power will get to the participants, the closer and more efficient the control will also become (Foucault 1980). The participants act under the threat of losing their benefits (a condition applied to the whole of the Swedish aid



system). This also explains some of the experiences expressed by the participants, when they felt forced to act. In the project targeting mothers one can see how “voting by foot” by not showing up is one way of opposing this. Still, the regulations present in these projects can be said to work for the good of the participants, since no longer needing the welfare office means becoming able to express democratic rights as an independent human being. Therefore, looking on the positive side, the ability to fulfil the goals of participating in the society by working, by being self-sufficient, and as such as a more active citizen, is empowering the participants. In this sense, the closely regulated scheme of the project Escalate helps participants to climb their own ladders.

### ***Good practice 4: Community work in two multiethnic suburbs in Gothenburg***

#### *Background*

In 2007, a social worker called Bettan Byvald started to work as a so-called process leader in Lärjedalen, which is a suburban area with 25,000 citizens in the northeastern part of Gothenburg. Lärjedalen consists of seven different housing areas. The main goal for the process leader was to find ways in which different authorities and professionals could work together in order to help the most vulnerable children, youths and their families living in Lärjedalen. The process leader was not personally involved in individual cases at the social services. The role of the process leader was to be neutral and to invite different authorities and family members in order to meet the needs of an individual child or youth at risk. The work of the process leader did not only involve individual casework, but also prevention work in the community. The first priority was to give social support to individuals and families according to those decisions that were taken by the social services. The second priority was to be a participant in preliminary judgements and in social investigations at the social services. The third priority was to be involved in giving support to individuals and groups who had not received a formal decision of social support at the Social Services. The fourth priority was to work with general prevention in the community of Lärjedalen.

The reason why the process leader was employed was also that the costs for social treatment at external institutions had risen. One goal was to develop methods to take care of the needs of vulnerable children and youths in the community in order to reduce the costs of treatment at external institutions. The role of the process leader was to mobilise different professionals in the local

area and collect their different experiences and knowledge in order to meet the needs of a special child or youth and their families in a more effective way.

In all of the different suburbs in Gothenburg, there is a collaboration unit between different authorities called SSPF. In this unit, there are representatives from professionals working at the social services, the school, the police and recreation centres for teenagers. These different authorities have in some cases worked together with a common action plan for meeting the needs of a specific child or youth in Lärjedalen. SSPF is implemented in all parts of Gothenburg.

When the authorities told the process leader that they were worried about a special group of youths in the community, the process leader found that this information had not reached the parents in the community. In order to spread the information to the community, the process leader invited all parents to an open meeting. The community members were invited through a local community paper and through information that reached out to different organisations in the community. The result from the community meeting was that the community members came up with different themes they would like to get more information about. One theme was about how the community police worked against the drug Kat. A dialogue/theme-meeting was arranged where the local police was invited. At this meeting, the community members wished to get more information about other drugs as well. After that meeting, another wish was to have a new meeting about how it is to grow up in two different cultures, one at home and one outside the home.

The process leader Bettan Byvald describes the good experiences and results of working on prevention and the mobilising of community members and their own initiatives, capacities and needs. Her work and experiences are the foundation for the development of the collaboration between the Police and Social workers in the community work in Lärjedalen, which started in February 2010. The vision was to employ six police officers and six social workers who should work on prevention in the area. The Police did employ six police officers that are now working in the area of Lärjedalen. The Social Services have not prioritised to employ six social workers working on prevention, even though it was the plan from the beginning. The process leader Bettan Byvald continues with her work as a process leader, where the prevention work is only one of her duties. The goal of the Social Services is still to reduce the costs of treatment at external Institutions and to take care of the needs of the most vulnerable children and youths in an early stage within the community. Community work is a way to mobilise the strengths and capacities among the members of the community and to involve different organisations and authorities that could contribute to shape a better future for children and youngsters in the community (Byvald 2009; Interview with Byvald 2010-09-03).

According to the police officer Daniel Norlander, who is one of six police officers working in the Community Work in Lärjedalen, the reason why the Police got involved in the Community Work was to decrease the criminality rate and to make the community a safer place to live in.

### *Target groups*

The main target groups are children and young people at risk and who are in need of special assistance and social support from the authorities. The target group in a wider perspective are all community members who live in Lärjedalen. The Community work in Lärjedalen has a focus on two of the seven communities in Lärjedalen. These communities are Hjällbo and Hammarkullen. Both Hjällbo and Hammarkullen are so-called multiethnic communities.

Hjällbo is in some reports of the so-called “Storstadssatsningen” (A big development project financed by the Swedish State directed to urban and segregated areas in the three big cities – Stockholm, Malmö and Gothenburg), described as the most negative segregated area in Sweden, and maybe in the whole Northwest of Europe. In 2002, 94% were born outside of Sweden or had at least one parent who was born outside of Sweden. Hjällbo has changed from being a community for working-class Swedes and for labour immigrants from Finland in the 1970s to a place where newly arrived immigrants and refugees from countries mostly outside of Europe moved during and after the 1990s. In 2002, 40% of the adult population between 20–64 years were employed in the Swedish labour market (Olsson et al. 2005). Because of the high unemployment rate in these communities, many people have contact with social workers in order to get economic assistance.

### *Methods*

The methods used in the Community Work in Lärjedalen are diverse. One method is to reach out with information to the whole community through so-called Worry meetings. At these meetings, the collaboration unit between the School, Social Services, Police and Recreation centres for youngsters invite all parents in the community in order to inform them about what is going on in the area and about what the authorities are worried about when it comes to the situation of children and youngsters. The attendants at those meetings are parents who live in the area, as well as representatives from different organisations and authorities that are active in the area. An important facilitating arrangement, according to the social worker Bettan Byvald, is that the municipality offers childcare during the meeting and sandwiches for all participants and their children. This arrangement makes it possible for all parents (even single parents) to participate at the Worry meetings.

Another method is to listen to the community members and to their needs and wishes during the Worry meetings. With inputs from the community members, the community workers plan new meetings with a specific theme that the members of the community have decided upon. These theme and dialogue meetings are held once a month.

A third method is to listen to the community members and to support their own initiatives to organise themselves in order to shape a better future for the children and the young people in the community. One example is a network of fathers with a Somali background who meet regularly. Another example is a group of parents who have started an association called Active Parents. These parents meet every week in order to discuss and improve the situation of children living in the community of Hjällbo. This association started as a result of the parents' own initiatives after a "Worry meeting" in the community. These parents also walk together in the area at nights in order to increase the safety for the young people in the area. The parents and their families also have different activities and trips together. The social workers and the police have a supportive role both in the group of fathers and in the "Active Parents" association.

A fourth method is to function as mediators between the authorities and different community members when there has been an incident between a specific family and the Police or the Social Services. The method is to explain to one or several community members why the Police or the Social Services are acting in a specific way. The mission of the community workers is also to try to build a more trustful relation between the community members and the Police and the Social Services. The community workers try to inform the community members about how the Police and the Social Services are there to help them.

A fifth method is to inform the authorities about how the community members experience the authorities and their treatment. This communication makes the authorities more aware of how the members of the community experience the way they are treated by the authorities. The view that the community members have of the authorities has consequences on the trust between them and the authorities and on the possibility for the social services and the police to reach out to children, young people and families in need of support. According to the community workers, they hear stories about the authorities being racists. This information is important in order to improve the way these authorities meet people in their daily work with clients (Interview with Byvald & Norlander 2010-09-10, field visit and discussion with parents and social workers at a meeting with the association "Active Parents" 2010-09-29).

### *Reflection*

An important facilitating factor in the community work is the involvement of social workers with the same ethnic background as the target group. Both the police officer Daniel Norlander and the social worker Bettan Byvald point out that two of the social workers in Lärjedalen have played an important role as facilitators and bridge builders in reaching out to the members of the community. The fact that two of the social workers in the area have a background in Somalia and speak the Somali language have made it much easier to reach out to those people who have a Somali background.

The methods used in the community work can be seen as tools for social mobilisation and empowerment on a group level and on a community level. The social workers and the police officers involved in the Community work are also working as bridge builders and mediators when there are misunderstandings in the relations between the community members and the authorities, the Social Services and the Police. The police officers and social workers involved in the Community Work are all professionally trained social workers and police officers.

### ***Good practice 5: Pilots Angered – co-investment for a secure and prosperous neighbourhood***

The description of the project is primarily based on official documents. The Swedish team within IPS would like to stress that some parts of the text might be normative. This has to do with the nature of the text that we have to deal with. It illustrates in a sense the way that official documents are written and produced within official bodies in Sweden (based on official documents and assessment reports).

### *Project partners*

- Stena Property, Property AB Poseidon and Gårdstensbostäder (both building and housing company)
- National Resource Management, Young and Safe (public body dealing with young people's security in the city of Gothenburg)
- SDF Gunnared (a local district within Gothenburg City and in charge of social work) and local police.



### *Background*

The district of Gunnared, constituting of the areas of Gårdsten, Lövgärdet, Rannebergen and Angered Centrum, has a large proportion of adolescents from 15 years upwards. The range of leisure activities is large in the district and many people enjoy living there, but there is also a too big proportion of young people “who know nothing about anything”. Many of these young people are isolated and inactive, even within the school system. The consequences of long-term exclusion can be devastating for the individual, the family and the society, particularly for young people who are going into adulthood but have not yet received the opportunity to establish themselves.

Exclusion feeds despair and can lead to choosing a lifestyle that is norm-breaking in the absence of other alternatives. The local social authorities as well as the local police know, for example, that recruitment by criminal networks takes place in the district. This in turn means that residents and in particular young people in the district feel insecure.

The society has a responsibility to support young people in seeking opportunities for inclusion and involvement in the society they grow up in. In this way, the society can contribute to fewer young people choosing an antisocial lifestyle of crime and/or abuse as a result.

The problems of insecurity, exclusion and crime must therefore be taken seriously in the district of Gunnared. It requires a focused business plan with broad cross-collaboration and participation including the young people themselves. The absence of such a plan in Gunnared forms the background for the introduction of Angered. The pilot Angered works to outreaching young people who are or might end up alienated, and those who already are in isolation and on the criminal ladder.

### *Problem identification*

Some young people choose crime over participating in a democracy as a corporate citizen. Social exclusion and crime have negative and costly consequences for the individual, the family and the society. Social exclusion and crime contribute to the erosion of trust in each other and in the society. Social exclusion and crime strengthen segregation, which is devastating for democracy. Some young people do not see the possibilities and benefits of a life inside the society.

### *Mission and goals*

Angered’s mission is to actively seek out and meet young people who have developed or are about to develop antisocial behaviour; in this case this means behaviour that in different ways violates norms and rules of the environment

the individual is in. This type of behaviour is repeated, and it consists of distinct and not individual or isolated events.

### *The objectives of the project*

An objective is to reduce crime and recruitment to criminal gangs in Gunnared. Young people and residents in Gunnared have to be able to feel safe. Another objective is to increase one's reliance on the community and its structures, thereby increasing the possibility for young people in Gunnared to grow into confident adults and engaged members of society.

### *Target group*

The target group for activities are young people aged 15–25 who have developed or are in the process of developing antisocial behaviour, and thus vulnerable to exclusion. The target group can be identified as young people with an active addiction or who have committed crime.

### *Organisation*

Angered is an activity under the auspices of the local district of Gunnareds. The project belongs to the Culture and Education and Leisure Department. A steering committee has been formed and it consists of among others the Head of Leisure, police, representatives from housing and building companies and social resource and social work. Managers within the Pilots are a group of people in which social work and police are represented among others.

### *Pilots Angered – staff*

The staff in the cooperation and the so-called Pilots have a relevant education or experience for their mission. The total Working Group consists of eight persons, including three special Youth Pilots who have a fixed-term employment.

The idea of the Youth Pilots is that they facilitate contact with young people in the area and increase youth influence in the operation. Field Assistants have the overall responsibility in the performance of all activities. They will also coach Youth Pilots and provide feedback on their work. Youth Pilots will have work experience, a network and external or internal training according to their knowledge needs. A Youth Pilot can be a girl or guy serving as a young role model and who has an interest in or experience of working with other adolescents.

### *Methods*

Pilots Angered will use the following methods to reach the target population and to promote opportunities within the Community:

- Outreaching work. Construction of supporting relations with young people. Motivating young people to change their lives.
- Untangling negative group formations and addressing potential negative group formations.
- Conveying a world view based on humanistic values and demonstrating the positive role models that exist in the community.

Operations will transfer knowledge about how society is constructed and how it functions, and create conditions for introducing young people. An example of this may be that staff plan and carry out visits to study and or workplaces with young people. The pilot wants to make visible to young people the choices for paths in life. The youth may be learning how to make active decisions and make their own choices; these are tools for long-term change in their lives.

Pilots will mainly work by outreaching and by networking. The staff's primary role is to be a good role model capable of setting limits even in "tough" situations and a person who has a professional approach to young people. Their working methods are thus engaging in outreach activities and thereby they listen, discuss, initiate and motivate. Motivation activities with the target group places high demands on both the adaptability and the structure of the Pilots Angered. It is important to have great flexibility in working hours and performance.

One of the cornerstones of the Pilots Angered is a close interaction with the judiciary, individual and family care (IFO), school, and other authorities to further improve the quality of activities. Collaboration also means that the shortcuts for various actions are planned and parallel processes are avoided. Club activities are another cornerstone of the business. Staff should, for example, initiate participation in community programs and be instrumental in the formation of interest groups and the development of the voluntary sector in the district. To work more efficiently and reach out to as many people as possible, the Working Group includes networks, such as the National Town Council and SSPF, a cooperative body of Gunnared with representatives from School, IFO, Police and Recreation.

### *Vision*

The Pilots Angered vision is to bring the civil society's commitment to children and youths in the area. The involvement of voluntary enthusiasts and citizens in the dis-

trict is a necessity for the project to be successful. Therefore, contact with parents and other important adults in the area are a natural element in the project. Joint forces and broad cooperation increase the chances of success.

### *Youth participation*

Without the young people themselves involved, it becomes impossible to conduct the project, and the participation must be real. It is important that the youngsters take the responsibility they are capable of. For too much responsibility too soon creates insecurity and failure, which youths in the current target group have an extensive experience of. The appropriate level of responsibility and influence is crucial to achieve real participation. Participation can also involve taking advantage of young people's interests and motivate them to further develop themselves. Participation is personalised based on every youth's personal needs and conditions.

### *Assessment and monitoring*

Employees who are responsible for the coordination of the project and the Head of Leisure are responsible for ongoing evaluation based on business logic. Young and Secure will assist the business with an external evaluation. The steering group is responsible for ensuring that targets are monitored and that the partner organisations get continuous knowledge of the business.

### *Experience from the police*

After the introduction, the members of the pilot and police youth officers met regularly. The meeting with the staff offered a good dialogue about the situation and the variety among young people.

The police heard from the pilots that the attitude of the youth in the target group improved all the time. There have been a number of successful cases. In these cases, some problems have emerged, however, that have provided the Police with a concern that the pilot did not receive the support needed for optimisation.

Probably there is also a need for top management support and a clearer voice from the other organisations, as regards the various collaborations within Gunnared with various clients. Today it feels like the aspirations and expectations do not go hand in hand with the policies and procedures.

### *Assessment: calculating social contacts*

In the documentation, statistics are compiled for daily contacts with young people on the ground. Contact means that people within the project (Pilots) notice when they make contact with a youngster verbally or nonverbally, and that young people will notice and make verbal or nonverbal contact with the employees. It suffices to say hello, give a nod etc. When you work in two teams, it sometimes occurs that the teams see the same youth at the same location but at different times. This youth may then be counted as more contacts. This number of contacts can therefore be used to estimate the number of youth activities in contact with people working within the project Pilots. Number of contacts with youngsters was 7,918 in one year (all statistics below during a one year period).

With relationship-building, contact relates to contact between the staff of the pilots and youth. This relationship-building can be done through conversation, but also through various activities such as football, dancing, braiding hair, or otherwise being there for them and interacting with them. The number of relationship-building contacts is counted not only as one contact between a youth and the Pilots as a group, but also as contact between a youth and a specific person from the Pilots. For example: In a Pilot team of three people, all have had a relationship-building contact with five adolescents. Pilots have since had 15 relationship-building contacts. Number of relationship-building contacts was 2,887.

Another type of assessment is in-depth talks. They show if the Pilots should pay more careful attention to young people in the streets, if the view is to converse and discuss, and if it is in confidence, and if it is on one or more occasions for example, and if it is with the same subject or with associates within the youngster's life. The conversation can be about an opportunity to lead a process towards a positive goal. Number of in-depth discussions was 145.

Boundaries mean that the pilots select, view, or stress in a significant way through dialogue, contact or gesture to the young person's behaviour, if it is antisocial in a non-desirable manner. Number of border settlements was 14.

Pilots have kept statistics on the number of girls and boys they encounter and the number of contacts with adults. They began keeping these statistics from the start; this will be reported at a later stage in the project. Pilots are also trying to develop documentation to measure the number of services supplied.

### *Conclusion*

The main vision of the project is to prevent exclusion and to improve inclusion, and to be able to do this, the project has created the working group Pilots. But



to be able to prevent exclusion, the project must involve the whole community including business, young people and their parents, social work, police, and others who are active in the local community.

Other key objectives are participation and relations, and to work with social contacts as a major focus in the work of the Pilots. To be able to measure if social contacts do matter, the Pilots use a technique of calculating different types of social contacts. In the first major assessment of the project, a lot of effort will be made to analyse if and how different social contacts can be linked to inclusion and to preventing anti-social behaviour.

## Summary

Within the project, we focus on how two professional groups (social workers and police) work together (if they do) in their professional activity with third-country nationals. In Sweden, we have focused on the work that has been done in one specific geographical area, the west coast of Sweden and in Gothenburg. The reason for that is due to practical matters concerning how the Swedish society has organised the welfare system around independent local communities and independent local authorities', as well as independent police districts in Sweden. If we had chosen some other districts in Sweden, we would probably have chosen some other examples of "good practice". In our case, we had to choose what was available within the district. This is important to stress, since these examples should or could not be examples that comprehensively cover what's going on in the Swedish society.

### *Some reflections on the key concepts*

We would like to start our summary with some reflections on some key concepts concerning our common project. Third-country nationals are not a concept that is used on a daily basis in Sweden, either in the field of police work or social work. It is not used in the education of police at the academy or in the education of social workers. In daily practice, the police and social workers work in accordance with the laws and rules that govern their daily work. There are only few situations where the police and social workers cooperate in the first place, and we have not been able to find good practices that are said to work specifically with "third-country nationals". But on the other hand, in daily practice both police and social workers get in situations where this group is a part of their work. Therefore, this project will offer a very good input into these professionals' daily work and into their job training.

In practice, police are to prevent crime, to improve security and to react when a crime of any sort has been done. The police have a duty to be a part of our society in improving inclusion and integration and to prevent exclusion and to react on activity that might lead to criminality, and therefore prevent steps that lead to exclusion. This work is made in a general order, and it is not specifically addressed to third-country nationals. The situation is the same for social workers when it comes to preventing exclusion and promoting integration and inclusion.

Exclusion, marginalisation and the corresponding concept, integration, are all metaphors subscribing to the underlying notion of a social space with a centre and a periphery. They denote the dynamic processes rendering movement of individuals and groups of individuals between these poles. Social exclusion might be defined in this manner:

*“Social exclusion is a multidimensional process of progressive social rupture, detaching groups and individuals from social relations and institutions and preventing them from full participation in the normal, normatively prescribed activities of the society in which they live”. Another way of defining the concept describes it as “the outcome of multiple deprivations that prevent individuals or groups from participating fully in the economic, social, and political life of the society in which they live”.*

Lynn Todman, director of the *Institute on Social Exclusion at the Adler School of Professional Psychology*, suggests that social exclusion refers to the processes in which individuals and entire communities of people are systematically blocked from rights, opportunities and resources (e.g. housing, employment, healthcare, civic engagement, democratic participation and due process) that are normally available to members of the society and which are key to social integration ([www.adler.edu/page/institutes/institute-on-social-exclusion](http://www.adler.edu/page/institutes/institute-on-social-exclusion)). In the project, we have in the similar fashion attempted to use some common definition of the concept integration, but that discussion is made in the introduction of the book.

### *Reflections on the Swedish examples*

We would like, as an additional way of seeing things, to discuss the two concepts we addressed above, social inclusion and exclusion in relation to integration, and introduce them through the concept of citizenship and welfare dependency.

The concept of citizenship provides a fruitful approach to an analysis of individual actors in countries within different welfare regimes (see further below). The point of departure is Marshall's analyses of citizens' rights as conditions

for a full civil, political and social citizenship (Marshall 1950, 1973). Marshall saw the liberal democratic welfare state as the basis for citizens' rights. By guaranteeing citizens' civil, political and social rights, the welfare state ensures the individual's integration into society, and enables everybody to participate in social and political life. If such rights are not secured, this may lead to social marginalisation and low participation.

This Marshallian understanding of citizenship is sometimes described in the literature as passive or private citizenship, because citizens' rights are claimed by the individuals without any requirements relating to responsibilities and duties. In a review of the literature, Kymlicka and Norman (2000) show how this has been criticised. Citizens should not only have 'passive' rights but also bear a responsibility for an active citizenship, implying self-reliance and political participation. Whereas Marshall claims that citizenship rights guaranteed by the welfare state are a condition for participation, critics then argue that the welfare state creates passive citizens and a dependency culture, which does not increase opportunities for the "underclass", but does quite the contrary. An effective welfare state should involve citizens in common responsibilities and duties. Welfare dependency may involve a "learned helplessness" and a retreat from political and public life. By the same token, Habermas claims that social marginalisation expresses a "particular clientelization of the citizen role" (Habermas 1992, 11).

Marshall (1950, 1973) argues that social rights should be a condition for active participation. A citizenship is based on social, economic and political rights, and to be able to be a citizen, one has to have access to those areas in society where these rights could be addressed. For third-country nationals and immigrants in general, one often finds that these rights are not possible to fulfil. In Marshall's way of seeing things, this then is a part of exclusion. He argues that a social citizenship must be provided by the state, through a safety net that gives every person in a given society the possibilities to participate. He also argues that when a given society moves from poverty to welfare, it must include all citizens in this process. Marshall puts a high emphasis on social class, rather than social stratification factors such as gender, ethnicity and age. The concept of citizenship has also been used in analysing the situation of women and different racial and ethnic groups. It is therefore important to try and to discuss the problem about citizenship that Marshall raises in connection with third-country nationals: what does that specific situation mean in a specific individual case and for the society as a whole? One might argue that in different ways, the presence of third-country nationals makes an influence on the common understanding of the welfare state and what a citizenship might address. On one hand, Marshall (1950, 1973) argues that a generous welfare

state ensures that all citizens may participate on the same level, but is this really the case for third-country nationals?

### *Citizenship and good practice*

In our opinion, the five Swedish examples of good practice illustrate five different ways of tackling the problems of social exclusion, and doing that within the borders of the welfare system and promoting integration and social citizenship.

- “Information to newcomers” tries to promote basic knowledge of society, to encourage newcomers to be able to use their basic rights. This good practice therefore tries to deal with social, economic and political rights.
- The good practice “Police inform newcomers” basically tries to do the same thing as Information to newcomers, but with the focus on normalisation, to try to inform newcomers about laws in society and the rules of the police. In this good practice, the focus is more on norms rather than rights.
- The good practice “Escalate” is focused on the labour market, and therefore the focus is on economic rights. The main goal is to be able to get people self-supported on the labour market, to try not to make people dependent on the welfare system, since this might lead to lesser activity and access to other social rights.
- “Community work” also focuses on the local community, but rather on the aspect of influence and power, to promote people in the local area to act and to take control over their life situation. This good practice has therefore a focus on the political rights, and on promoting young peoples’ social inclusion by mobilising the adults in the local area to be more active in the process of inclusion.
- The good practice “Pilots” tries to break the path of exclusion and to promote integration. To be able to do that, the focus is on the local community, to use the range of networks within housing companies, police, social work, etc. This good practice has a focus on integration, by working with social and economic rights.

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### *Interviews*

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Telephone interview with Bettan Byvald, Social Worker working in the Community Work in Lärjedalen. (2010-09-03). Interviewer was Charlotte Melander.

### *Field visit*

Field visit and dialogue with two parents and the Social Workers Bettan Byvald and Faduma Awil at a meeting in the Association “Active Parents” in Hjällbo (2010-09-29). The field visit was conducted by Charlotte Melander.



**good practices**





# The United Kingdom

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– *Hugh McLaughlin and Ian Cummins*

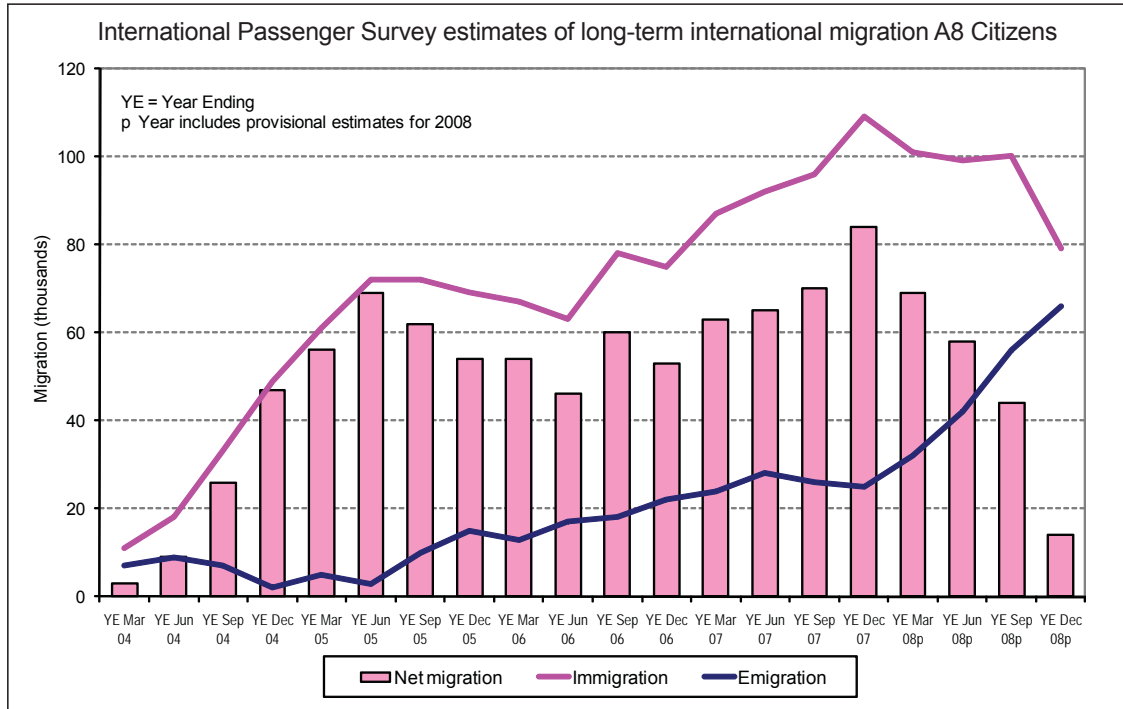
## **Immigration, Policing and Social Work: The UK Perspective**

### *Introduction*

This chapter begins by identifying the migration position within the United Kingdom (the UK) including both immigration and emigration. The chapter adopts a historical perspective identifying the key issues for immigrants and third-country nationals noting how different immigrant groups have been treated in the UK. The chapter will then identify 5 examples of where the Police and social workers have worked in a multi-disciplinary way seeking to ensure immigrant populations are treated fairly and with respect within the UK.

### *Background*

The period after the Second World War saw dramatic changes in the demographic make-up of the population of Britain. The country moved from being a virtually all-white society to a multi-racial and multi-cultural one. The impact of global changes, conflict, wars and poverty mean that there are significant differences between the experiences of those emigrating to the UK and the resources that these groups have to manage this transition. These social changes



**Figure I.** Net migration to UK including Migration of the UK.  
[http://www.statistics.gov.uk/downloads/theme\\_population/IPS\\_estimates\\_of\\_long-term\\_international\\_migration\\_YE\\_Dec\\_08.xls](http://www.statistics.gov.uk/downloads/theme_population/IPS_estimates_of_long-term_international_migration_YE_Dec_08.xls)

have had a profound impact on the social, cultural and economic life of the nation. Immigration raises difficult questions about the nature of citizenship, racism, national identity and the role of public agencies whilst challenging public services such as health, education, social work and policing to meet the needs of the new members of the community.

*Immigration policy*

The fact that Great Britain is an island nation with an imperial past means that immigration and emigration has been a feature of its modern history (see Figure 1). The latest migration figures (IPPR 2010) suggest that net migration is rising but that this is largely explained by the smaller numbers of British citizens emigrating (down from 90,000 in 2008 to 36,000 in 2009).

The issue of immigration has always provoked a lively political debate and a number of recurring core themes (Humprheys 2004). The first feature is that the immigrants are seen as alien in the widest possible sense. They are seen to lack an understanding or appreciation of core British values. In addition, immigrants are seen as *dirty, carriers of disease and criminal by nature*. These stereotypical views have been applied in the past hundred years to Eastern



European Jews, African- Caribbean workers in the 1950 onwards and the largely Asian business class thrown out of Uganda by Idi Amin. In addition, two other issues are raised on a consistent basis, the negative impact on the welfare state – immigrants are always portrayed as “*benefit scroungers*” or a drain on other sources. In addition, a final recurring theme is the idea that the latest group of immigrants will destroy the supposedly peaceful and harmonious race relations that currently exist.

Currently the top ten countries for migrants registering to work in the UK in 2009/10 are (in order) India, Poland, Republic of Lithuania, Republic of Latvia, Pakistan, Bangladesh, Romania, France, Nigeria and Nepal. Seven of these nationalities were in the top ten in 2008/9 and five in 2004/5 suggesting a degree of fluidity around immigration (IPP 2010).

This fluidity is also represented in the estimated population of residents in the UK by foreign country of birth which in 2009/10 are (in order) India, Poland, Republic of Ireland, Germany, South Africa, Bangladesh, United States of America and Jamaica. (see Table 1). 11.3 per cent of the UK population were non-UK born in 2009 a similar figure to 2008. This population is not distributed equally with less than 5% of non-UK born nationals living in the North East and nearly up to 34% living in London.

From these statistics it is clear that the UK has a diverse range of populations with India, Pakistan, South Africa, Bangladesh, United States of America, Nigeria and Jamaica representing the largest third-country national groupings currently living in the UK.

Most immigrants to the UK are younger adults. In 2008, half of all people entering the UK were aged 25–44 (ONS 2008). One key question is whether these migrants will choose to stay and raise a family here or whether they are just temporary economic migrants who will later return home. This has important consequences both for the UK in terms of its demographic structure, labour market and social transfers and for the country of origin, where the economy as a whole, as well as individual families may benefit from remittances but where the disruption of traditional family networks may leave older people vulnerable (Falkingham 2010).

In recent years the UK government has introduced a Points Based System (PBS). The PBS is a rationalisation of immigration control processes for third-country nationals (not including Swiss citizens) coming into the UK for the purposes of work or study. Entries are classed into five tiers ranging from Tier 1 for highly skilled workers to Tiers 3–5 for low skilled workers, students and temporary workers. The overall purpose of this policy is to limit immigration.

**Table 1.** Top 10 countries for Foreign Nationals Living in the UK by Country of Birth and Nationality in 1989. <http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=15147>

United Kingdom		
January 2009 to December 2009		
	Country	Estimate (thousands)
1	India	653
2	Poland	520
3	Pakistan	441
4	Republic of Ireland	389
5	Germany	293
6	South Africa	216
7	Bangladesh	200
8	United States of America	187
9	Nigeria	156
10	Jamaica	142

### *Social policy*

In the UK there have been two major approaches to the response to immigrant communities. From the late 1950s, the approach was a largely an assimilationist one. This assumes that there is a core set of British – possibly English values – around which society can coalesce. The aim of policy was to inculcate those values in communities where they did not exist or need to be developed further. This approach claims to be “*colour blind*”. The most successful communities are deemed to be those that assimilate most quickly to their new identity or surroundings

The 1980s saw attacks on the policy of assimilation. Firstly, the idea of assimilation was based on inherently racist notions of cultural superiority. Assimilation by definition requires immigrants to reject or give up some of their own cultural identity to conform to new social norms. The second theme in this argument was that ideas of assimilation covered up the racist exclusion or treatment of individuals from minority communities. The barriers to social

exclusion lay not in the cultural norms of the immigrant groups but in the attitudes of the host society.

From the 1980s onwards, the emphasis was placed on multiculturalism and recognition of the diversity of communities. This policy was particularly strong in the public services where there was an emphasis placed on anti-discriminatory or anti-oppressive practice. In social work writers such as Dominelli (1988, 2005) emphasised the racist nature of British society and the role that social workers could take in challenging these structures. The Macpherson Inquiry (1999) into the London Metropolitan Police's investigation into the racist murder of Stephen Lawrence a black London teenager claimed the Police had been guilty of "*institutional racism*, that is:

*"The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture, or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people (Macpherson 6.34)."*

The Police response was a series of initiatives on diversity issues including, a recruitment drive amongst Black and minority ethnic (BME) communities, training and new policies on the recording of racist incidents.

After 9/11 in America and local riots e.g. in Oldham, official policy returned to more assimilationist ideas. It was felt that the emphasis on ethnic and cultural diversity had failed particularly following the London bombings of 7/7/2005 and the arrival of so-called "*home grown terrorists*". From that point to the present day policy has had two main themes: *management of the asylum and immigration systems* (these two issues have often been conflated) and *an emphasis on integration*.

The current debates about immigration, integration and social cohesion frequently cast newcomers as fundamentally problematic (IPP 2010). The positive contribution that these groups make to the economic, social and cultural life of the nation is often obscured in such debates. In addition, the complexity and diversity of communities are frequently ignored.

### **Good practices**

In the next section of this chapter we identify five examples of the Police and social workers working together; these examples cover mental distress, child protection, child sexual exploitation, domestic violence and hate crime involving

police and social work representatives. These examples were identified by the steering group for the project involving police, social work, charity and third country nationals. The steering group struggled to identify any examples of specifically joint work between the police officers and social workers, although there were examples of single agency work which we have not included due to the nature of this project. What is noticeable about these examples is that none focus specifically on promoting integration and are more concerned with more just, equitable or effective practices promoting multi-professional work between two occupational groups who have often been characterised as having not only differing, but opposing remits.

### ***Good practice 1: Policing and mental illness***

Policing is a complex process. Police officers are called upon to perform a number of roles in addition to preventing and detecting crime. This involves working with a range of social work, health and non governmental organisations (NGOs). This first example focuses on the ways that police and mental health social workers work together to attempt to ensure that individuals experiencing acute mental distress receive appropriate support and treatment. There is overwhelming evidence that people from minority communities, particularly black communities experience discrimination in mental health services. A census carried out in March 2005 *Count Me In* found that almost 10 per cent of mental health patients are black or mixed race and that black people were 44% more likely to be detained under a statutory order and are twice as likely to be referred to mental health service by the Police or courts than white people.

Police officers can have a key role to play in such situations where individuals are experiencing some sort of crisis related to mental health problems. The Sainsbury Centre's 2008 study suggested that up to 15% of incidents dealt with by the Police include some sort of mental health issue or concern. The Police have considerable discretion in terms of their response (Bitner 1967). They may well be the emergency service that is first contacted by the relatives of those in acute distress, who are, for example, putting themselves or others at risk. If a person is acutely distressed in a public place then the likelihood of some form of police involvement is increased significantly.

In the UK, successive governments have followed a policy of diversion of the mentally ill from the Criminal Justice System (CJS). This policy is outlined in the Home Office circulars 66/90 and 12/95. For this process to work effectively, social workers and police officers need to work effectively together and with a range of other agencies. The police station can be a key locus for this diversion or perhaps more accurately for accessing of mental health care. The

provision has been patchy and led to frustration for police officers (Vaughan et al. 2001; Curran & Matthews 2001). However, to access appropriate mental health services for those in contact with the CJS, as the Bradley Report shows, can be fragmented and disjointed.

Policing always involves an element of discretion and individual judgment. Wolff (2005) suggests that police officers have always had a quasi-social work function in this field. However, as Husted et al. (1995) argue this is not something their training or police culture values highly. MIND (2007) highlighted the negative impact of police involvement from the perspective of those using mental health services. Lamb et al. (2002) provide a rationale for police involvement which has been expanded by the failure to develop robust community-based services in the era of de-institutionalisation (Pogrebin 1986).

Police officers in Gillig et al.'s (1990) study felt that what they really needed was access to information about an individual's past history as well as rapid support from mental health staff. Watson et al. (2004a) found that knowledge of an individual's mental health history has a negative impact on how the police respond – in this study the Police were less likely to take action on the information provided if the individual had a history of mental illness. However, there is evidence that police officers have skills in this area (Smith 1990). Watson et al. (2004b) show that in certain situations police officers are sympathetic to the needs of people with schizophrenia. Lamb et al. (2001) demonstrate that joint working can tackle deeply entrenched positions of mistrust. Steadman et al. (2000) emphasise that inter-agency co-operation is a key factor if the inappropriate use of jails for the mentally ill is to be avoided and by implication the over represented numbers of third country nationals within the CJS and mental health systems. Lamb et al.'s. (1995) study indicates that joint teams can both meet the needs of severely mentally ill people and help to avoid the criminalisation of acutely distressed individuals.

The first contact some individuals, who are acutely unwell, have with any services is via the Police using the powers under section 136 MHA, the Police may be asked to support Approved Mental Health Professionals (AMHPs) carrying out a MHA assessment or execute a warrant under section 135 MHA. The Police are increasingly involved in the management of patients on the ward.

### *The Bradley review*

In 2008, the UK government commissioned a report to look at the experiences of people with mental health problems or learning disabilities in contact with the CJS. It should be noted that individuals in these groups are more likely to be victims than perpetrators of crime. The Bradley Review reported in April 2009 and made a series of recommendations about how agencies should work



together more effectively to meet the needs of vulnerable adults. The review also highlighted examples of good practice including innovative examples of joint working.

In the Dyfed Powys police force, a service level agreement was established whereby all student officers undertook a programme of work in the mental health unit that covered the area of their base command unit as part of their basic training. The programme has now been developed further so that all student officers receive two days training in first aid in mental health. In addition, they spend four days at the acute psychiatric unit where they become personally involved in the care of individuals who are experiencing acute distress. As part of the programme, student officers are also introduced to community mental health teams, crisis resolution and home treatment teams, assertive outreach teams and the multidisciplinary teams working at the unit. The overall aim of this programme is not only to provide the student officers with background mental health knowledge, but also to provide an insight into the structure and workings of the agencies in their area that they are most likely to come into contact with in their work. One of the great strengths of the Dyfed Powys model is that there is a very strong input from service users. Service-user groups which include members from different communities including immigrants have welcomed the initiative. They highlight the positive impact it has had on attitudes. In addition it has improved the working relationships between police and health and social work staff. This model of training has received national recognition and been identified as best practice. (Cummins 2010)

The Bradley Review emphasized the importance of improving the effectiveness of inter-agency working in this field. There are a number of examples of innovative projects that seek to meet this challenge. -what they all have in common is that seek to take a holistic approach to tackling the issues involved. Social workers and police officers along with colleagues from a range of other agencies are working together on a day to day basis to meet the needs of vulnerable adults including third country nationals.

### ***Good practice 2: Child protection***

The second example involves child protection. Police officers and social workers have a key role to play in a number of areas involving the protection of vulnerable people, particularly children. Child protection work raises a number of challenges for all the agencies involved. In particular, the roles and professional cultures of police, social workers and other agencies can become blurred or confused. In addition, there are other issues such as organisations covering different geographical areas. Finally, the cultural attitudes of police and social

workers to the other group has, on occasions, been characterised by mistrust or hostility. These structural and other issues have to be overcome if both agencies are to work together successfully to carry out their role in the protection of vulnerable children.

Inquiries in the UK in the 1970s highlighted the often poor working relationship between, the Police and social services. For example, the Police were somehow peripheral in terms of the investigation of cases suspected child abuse. The response in the late 1970s/80s, was to ensure that the police were increasingly integrated into the case conference structures of child protection. This system involved a series of meetings of all the professionals, including police and social workers who had had contact with the family involved. The aim was to ensure that all agencies were aware of the nature of the concerns but also shared relevant information. In addition, following the conference each profession would be aware of its responsibilities and role in the future plans for working with the family. This system was further developed in the 1980s with an increasing drive towards joint training and improving coordination between statutory services. The police service and social services started working together to plan and carry out joint investigations, particularly in child sexual abuse cases.

Social Workers and police officers come from very different worlds in terms of ethos, ideology and practice in relation to child protection. Social work emphasises its value base with its commitment to anti oppressive practice (Dominelli 2005). The police have a different agenda, viewing their task more in terms of preventing or detecting crime, arresting offenders and responding to crises. Traditionally, social work has a clear commitment to notions of social justice which involves challenging discrimination and injustice. The fundamental police role is concerned with the maintenance of social order. There are bound to be occasions where there is a conflict between these two views.

The whole notion of working together and joined up working is now enshrined in *Working Together* which requires all public agencies to work together to safeguard children in the UK (Department of Health 1998; D.O.H, Home Office and Department for Education and Employment, DH 2010).

The Children Act 1989 required a multi collaborative approach to protecting and supporting victims of child abuse and their families. As part of that protection, police and children's social care services are required to prosecute known offenders and control their access to vulnerable children. The concept of joint working with children and families acknowledges the inter-relatedness of family needs in the fields of health, social services, law enforcement, child welfare, housing and education and aims to make the delivery of services more efficient and effective. (Salmon 2004)

Policy in this area has been developed, in part, as a response to high profile inquiries into child deaths where the child was known to the social services, police and other agencies. Following the death of Victoria Climbié and the resulting inquiry (Lord Laming 2003), there was a series of legislative and policy developments including: *Every Child Matter* (DfES 2003), the subsequent Children Act 2004 and *Working Together to Safeguard Children* (HM Government 2006). These emphasised the importance of *joined up working*. This concept has become central to the governments approach in relation to child protection. Each local authority has its own Local Children's Safeguarding Boards. LCSBs are made up of all agencies with responsibilities towards promoting the safeguarding of children (including the Police and social services) which is responsible for the development of multi agency working in their authority.

Children from all cultures are subject to abuse and neglect and understanding this is an important factor. Underpinning this work is the view that all children, irrespective of nationality or country of origin, have a right to grow up safe from harm. In order to make sensitive and informed professional judgements about a child's needs, and parents' capacity to respond to their child's needs, it is important that professionals are sensitive to differing cultures, family patterns and lifestyles. Professionals also need to be aware of the broader social factors that serve to discriminate against black and minority ethnic people whether third country nationals or not. Working in an anti-oppressive way in a multicultural society requires professionals and organisations to be committed to equality in meeting the needs of all children and families and to understand the effects of racial harassment, racial discrimination and institutional racism, as well as needing to develop intercultural competence to intervene effectively. Intercultural competence in this sense refers to the ability to provide relevant and effective services across cultural differences. Each LCSB develops training programmes for all agencies to promote effective joint practice. This training brings staff from the different partners together, including the police and social workers, challenging stereotypes, identifying mutual interests, promoting reciprocity and positive working relationships.

### **Good practice 3: Protect team**

The third example involves a specific example of child abuse, child sexual exploitation. *Working Together* (HM Government 2006) promotes the notion of multi agency team approach including police, social care, health and education in delivering a coordinated response to preventing and protecting young people from sexual exploitation. An evaluation undertaken by Barnardo's on ten of their services providing specialised support to young people at risk or

experiencing sexual exploitation concluded that as a result of joint services provided there had been significant improvements in outcomes for the young people, reducing their risk of sexual exploitation. Barnardos is a major child care NGO providing children's services in the UK. Young people who are third country nationals, and immigrants generally, are of particular risk of sexual exploitation often due to a lack of employment or housing opportunities and can be seduced by the promise of money and a place to live.

Manchester City Council has a specific process in place to investigate any allegations of sexual exploitation. This process is separate but augments the standard child protection process. Manchester has a multi agency team called the "Protect" Team that comprises four police officers, four social workers, two Barnardo's workers and two workers from another children's NGO. This multi agency approach was born out of a major investigation in Manchester involving the identification of twenty seven young people considered to be at risk or experiencing sexual exploitation. Following this the police decided to commit a dedicated resource to this area.

The Protect social work role is to undertake the investigation jointly with the police. Barnardo's and Children's Society workers work with young people intensively assisting them in developing and implementing exiting strategies and helping build resilience. The team also do preventative work in schools and colleges.

Data was collected on a sample of 557 young people in contact with Barnardo's services and detailed information on the case histories of 42 young people. The evaluation demonstrated that as a result of contact with these services the risk of sexual exploitation for many had significantly reduced and the following outcomes had been achieved; a reduction in the number of episodes of going missing, reduced conflict and improved relationships with parents and carers, access to safe, stable environment, an improved ability to recognise risk and exploitative relationships and an increased awareness of their own rights (Scott et al. 2006).

The conclusions drawn from the evaluation suggests what was key to achieving a reduction of risk in these young peoples lives was the establishment of a relationship with a concerned, non-judgemental adult and it was the intensity of the contact that appeared to facilitate the contact.

The majority of the research in this area suggests that a multi-agency approach is the way forward with Police, Social Care, Health and Education provision to deliver a co-ordinated holistic response to preventing and protecting young people from sexual exploitation. Young people, who wish to exit prostitution face a number of difficulties including; financial difficulties and debt; drug dependency; single parenthood; lack of qualifications and training; housing problems; criminal convictions (through prostitution) and abusive partners

and/or pimps. Additionally they may experience low self-esteem, depression and other mental health problems (Chase et al. 2004). Pearce (2006) argues that that there is not only a need to focus on the individual needs of young people but also the underlying issues which contribute towards sexual exploitation such as poverty and deprivation.

What works for a team dealing with such a multi faceted problem, is the working together of the Police and social workers who by working together can support a young person in escaping and surviving sexual exploitation. The Protect team is an example of the strengths of the multi-agency approach. It also demonstrates that the professions involved have to change not only their practice but also their attitudes to be successful. For example, for the police the shift involves recognising that the young people are victims of abuse rather than offenders. For social workers, this work may well involve a focus on a more evidential approach to the collection of information for potential prosecutions of those who control the exploitation.

### ***Good practice 4: Domestic violence***

Domestic violence situations are another example of good collaborative practice between police officers and social workers. Domestic violence includes any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, or young people, who are or have been intimate partners, family members or extended family members, regardless of gender and sexuality. Women are more likely to experience the most serious forms of domestic violence but it is important to acknowledge that there are female perpetrators and male victims and that domestic violence also occurs within same sex relationships. There is also a relationship between domestic violence and abuse and neglect of children. (NSF for Children, Young People and Maternity Services 2004).

When responding to incidents of violence the police check to see if there are any children present in the house to assess their immediate safety. There will be arrangements in place between the police and children's social workers to enable the police to find out whether any such children are the subject of a child protection plan. The police are already required to determine whether any court orders or injunctions are in force in respect of members of the household. The police make an assessment of risk of harm to the children and their mother using a dedicated assessment tool for example, the Domestic Abuse, Stalking and Harassment and Honour Based Violence (DASH) 2009 Risk Assessment Model. If they have specific concerns about the safety or welfare of a child they make a referral to children's social care and to a Multi-Agency



Risk Assessment Conference (MARAC) – a multi-agency meeting that focuses on the safety of high-risk domestic violence victims. MARACs and LSCBs and agrees joint working arrangements for. The MARAC also identifies joint training for professionals including police officers and social workers in identifying, protecting and supporting adults and children affected by domestic violence. This also includes cultural issues for those not born in the UK and addresses cultural competence in dealing with such situations.

Professionals should offer all children, young people and women, accompanied or not, the opportunity of being seen alone (including in all assessments) with a female practitioner which is particularly important for certain religious and cultural groups, to ascertain whether they are experiencing or have previously experienced domestic violence. The police work closely with social workers where there is a child within a domestic violence situation. The impact of domestic violence on children is well documented and police and social workers act as protective services to support the mother and her children in escaping domestic violence and rebuilding their lives.

The professionals are there to help the mother with a safety plan to separate from the abusive partner and to consider the possibility of removing the abusive partner rather than the mother and child/ren from their home. Police and social workers work together to ensure that there is sufficient support in place to enact this plan. Where a mother proposes to remain with the abusive partner a multi-agency assessment is undertaken to assess whether the safety plan is sufficient to safeguard the children.

Children's social workers assess the child/ren and their family using the Framework for the Assessment of Children in Need and their Families (DH 2000). Safe information sharing arrangements are used to ensure that social workers and police are confident about when and how to share information between themselves and other agencies. The LSCB and the Domestic Violence Forum, involving both police and social service personnel, jointly contribute to an assessment of the incidence of children and young people experiencing domestic violence.

### ***Good practice 5: Hate crimes***

The Race Relations Act (RRA) (1976) made it illegal to discriminate directly or indirectly on the grounds of colour, race, nationality, ethnic or national origin. In addition, it is illegal to apply requirements or conditions that are disadvantageous to people of a particular racial group and which cannot be justified on non-racial grounds. Section 71 RRA 1976 placed a duty on Local Authorities to promote racial equality. The Commission for Racial Equality was established

to oversee the workings of the act but also to work towards the elimination of discrimination. The act was amended in 2000 following the Macpherson Inquiry. Public authorities now have a positive duty to eliminate unlawful racial discrimination and promote “*equality of opportunity and good race relations between persons of different racial groups.*”

The 2000 Act extends vicarious liability to the police, making Chief Constables of police forces liable for the actions of their staff. The Home Office has recommended that Chief Officers review the position within their forces to ensure that they have taken reasonable steps to ensure that officers under their direction and control do not racially discriminate.

A hate crime is defined as any crime that where the offence is the result of hostility of prejudice based on an individual’s *disability, race, religion or belief, sexual orientation or gender or gender identity*. When tackling such issues one of the first steps is to acknowledge the existence of such crimes and encourage individuals to report them. There are a number of barriers that have to be overcome here. The first is the fear of the victims that prevents them coming forward. In addition, historically minority communities have seen the police as part of the problem rather than part of the solution to these difficulties. For example, the Macpherson Inquiry (1999) severely criticised the Metropolitan Police for its investigation of crimes where members of the Black and Minority Ethnic (BME) community were victims. Greater Manchester Police (GMP) has established special procedures to encourage the report of hate crimes. These include having community relations officer available across all divisions of the force. The community relations officers are local experts. They can provide a range of support including details of local support services, details of local neighbourhood policing teams and how to arrange a visit from local officers. GMP has made clear its commitment to tackling these issues in all its publicity materials. In addition, its website provides case studies have been supported to report such crimes.

In a recent report from the Scottish Government (2010) <http://www.scotland.gov.uk/Publications/2004/10/20027/44269> hate crime is identified as an area for multi-agency practice and a need for change in police officer and social work behaviour. This includes a call for the Police to have a liaison officer who could deal with ongoing harassment and that they should become more proactive in engaging with communities whilst identifying and being aware of particular social groups in their area and adapt the way they operate accordingly. It was also identified that this was an area that required further training for social workers in both working with those who have suffered hate crimes and in the supervision and management of offenders. This follows a cross government response in the UK (HM Government 2009) which argued for, among other things, the need to build community cohesion and positive relations between all groups and communities; all people to be free to express their identities without the fear

of harassment and crime that targets them because of their identities; policies, services and functions aimed at tackling and preventing hate crime to be accessible, culturally competent and accountable to all members of the public. This is a potentially promising area for social workers and police officers to work together in promoting the integration of third country nationals within the UK.

## **Conclusions**

From the social policy perspective and the five examples of police and social work multi-agency working in relation to third country nationals we can draw some tentative conclusions from the UK. Third country nationals is not a term that is easily recognisable within the UK where immigration and asylum seekers get conflated into our understanding of immigration. Discussions on immigration tend to focus on problems of immigrants and neglect the positives they offer UK society. In particular there is a tendency to focus on numbers with a view that somehow the UK is at risk of being overrun by immigrants and having its core values undermined. Interestingly, there is less concern expressed about those leaving the UK and the skills they may be taking with them or the fact that certain immigrants, for example, those from US, Australia or South Africa receive a more positive welcome than those from sub-Saharan Africa or Asia.

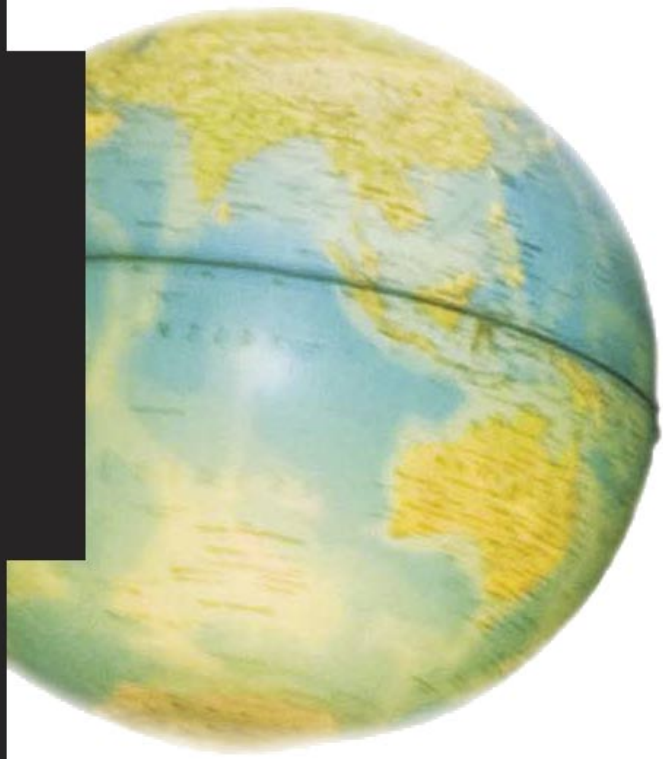
Our examples of best and promising practices indicate that there is, or at least to those who made up the reference group, few specific projects for promoting integration serviced by police officers and social workers. This does not appear to be a concern of either the Police or social work communities. In fact there is an often underlying questioning of the other's role in such 'community development' practice. Social worker's, especially since the protection of title, that is only those who have undertaken a recognised degree level qualification and are registered with the General Social Care Council can call themselves social workers, has led to such workers being increasingly employed to focus on issues of risk and adult and children's safeguarding. This has reduced the opportunity for social workers to engage in more community development activities which have increasingly become the preserve of NGOs or other professional groups. What the UK does have is examples of where the police and social work (along with other key public agencies) work together to address key concerns like mental distress, child abuse, sexual exploitation, domestic violence and hate crimes to develop effective working relationships often underpinned by joint training. This training recognises the different roles, cultures and remits of the two organisations and seeks to promote effective ways of joint working including working in culturally competent ways with third country nationals.

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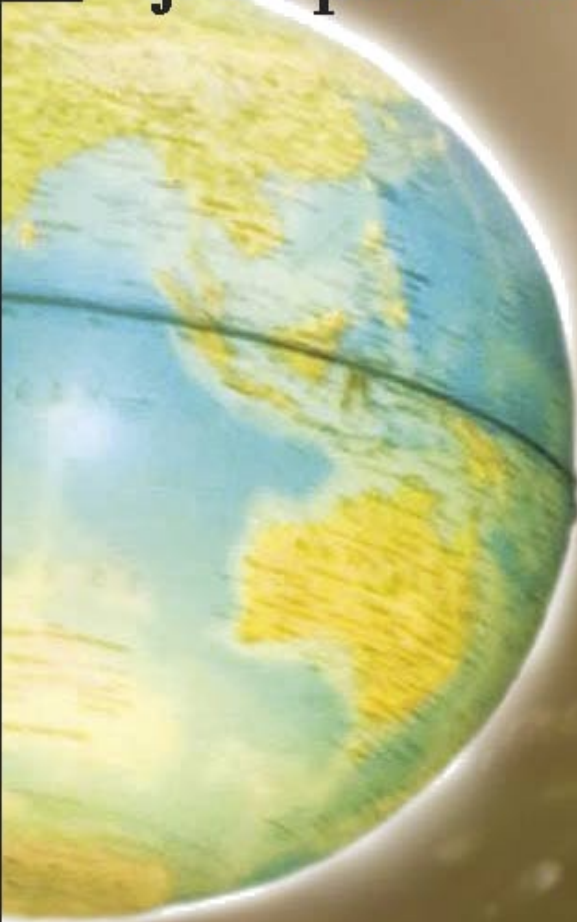
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**good practices**





# Reflections

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– *Elli Heikkilä, Emilio José Gómez Ciriano and Mira Ojalehto*

In this book we have reviewed a number of good practices between police and social workers working with immigrants in Finland, Spain, Sweden, the Netherlands and the United Kingdom. The purpose of the “Immigrants, Police and Social Work” (IPS) project was twofold: firstly, to promote cooperation and collaboration between police officers and social workers in their work with immigrants and immigrant communities. Secondly, the aim was to increase the knowledge of intercultural competence between the differing professionals by introducing new approaches and multi-professional working methods. Thereby, this book provides a contribution to the debate on the integration and social inclusion of the immigrants, whilst also promoting mutual adaptation between European nationals and immigrants.

Each partner country in the project selected five good cooperation practices for introducing them to the professionals in the other countries. These examples are intended to serve as exemplars in professional development and cooperation between social work and police practitioners in promoting the integration of immigrants identifying both enablers and barriers to effective practice. The idea is not merely to copy good practices from one country to another. Instead, we hope that the exemplars will stimulate critical reflection of personal and organisational work practices by inspiring practitioners who want to develop multi-professional processes in this field. For other readers, we recommend looking at chosen good practices with an approach of innovation diffusion, in which the ideas are modified and localised for new circumstances and contexts in different countries and regions.

The good practices described here are often related to a particular target group and are dependent on local organisational structures. When the situation differs in each country, it is inevitable that a successful method cannot simply be transferred in other surroundings without adjusting them to local circumstances. The purpose of the book is to share information of good practices and, this way, learn from the experiences of the different countries.

### ***Establishing networks***

Good practices can be seen as examples of the networking and collaborative practices between different organisations. Each authority has its own networks and the organisations have different systems for cooperation. The chosen good practices show that networks and collaborative practices have been built between police officers and social workers, but in working on immigration there maybe a need to develop wider cooperation and links e.g. with the health service or educational institutions. The extent and nature of the networks may differ from person to person, depending upon circumstances and the employer, whilst a good practice in this area can be something that an individual worker may be doing unconsciously or that may be something that has to be learnt.

Multicultural skills may also differ among organisations, depending on, for example, the culture of the organisation, and the opportunities to meet with others from different cultural heritages, including immigrants and asylum seekers. Given the complexity of the modern European society, there is a need for multicultural knowledge and inter-professional education for workers from different organisations. In Helsinki, Finland, police officers and social workers have been taking part in inter-professional multicultural education in the International Cultural Centre, Caisa. In the Netherlands many courses have been developed on intercultural competences for both social workers and police officers, but it is not yet common practise that both professions take courses together. In the book we describe a good practise in Rotterdam in which police officers and social workers have participated in a joint course to better understand how each other's organisation works and to develop better personal relationships to work more cooperatively in investigating and intervening in cases of domestic violence. In Spain, different courses are offered for promoting intercultural competence, and some others specifically targeted to local police and/or social workers. In Sweden theories about discrimination as well as a multicultural perspective is included in several of the educational programs for social workers. This type of programs is also about to be implemented within the police force as well, but as an "on the job training programme".



Intercultural competence can thus promote change, that is, in the ways of thinking, and the attitudes and skills in working with other persons. This will lead to a higher quality of practices undertaken by police officers and social workers. Potocky-Tripody (2002) identifies the importance of valuing and respecting differences that exist between professionals and service users in relation to ethnicity, culture, and beliefs. Organisations have to be willing to contrast their own beliefs and attitudes with those of their culturally different service users in a non-judgmental fashion (see Lasonen & Halonen 2009). This is not to suggest a “colour blind” or “anything goes” approach, but a culturally competent approach whereby the knowledge of an individual culture is included in the assessment process that helps to identify where action is required or not. One has to be aware of the role of the professional as a professional in the field, or put in another way by one of the police representatives in the project from the Netherlands “Do not react on behalf of the attitude towards the uniform.”

Prior to considering under what conditions collaborative practice can be effective, we need to first ask in relation to promoting the integration of third-country nationals, what are we seeking to achieve, and who do we need to work with to do this, or to put it more simply: inter-professional work with whom and for what purpose? This book highlights examples of the integration of immigrants and of promoting mutual accommodation of host societies and immigrants. There are many examples of this type of good practices identified, including community work, school policing and so on. Some cases also present good cooperation with immigrant communities. According to our findings, the networking between police, social work and immigrants is a valuable asset in the empowerment of the communities. Networks are mostly built for information exchange where all actors are information mediators and receivers. Likewise, networks are created for communicating and learning from each other. In partnership with other actors, the police are responsible for maintaining peace, order and security in the community. The police, and also social workers, can serve as “detectors” of problems due to their daily contact with many parts of the population (see Feltes 2006, 129), but also can be very useful as facilitators and promoters of good convivial habits.

Unsurprisingly, we have discovered barriers in building networks. In some cases, resources are scarce and the ability of an individual practitioner to build wider networks and develop new methods in cooperation between different professionals is limited. In these circumstances, the organisations and their personnel have to focus on their key tasks, especially if there is a lack of personnel, time and financial resources. Another problematic aspect is connected to the confidential information stored by the different organisations. Legislation mandates mean that there are limitations in sharing information of the joint clients, even if it would seem rational and would help in resolving one’s situation. In the

UK, there is a requirement under Working Together for all public organisations to share information in relation to child abuse, but this requirement does not extend to working with immigrants or other groups within society.

Immigrants are themselves “experts by experience” and are an important and valuable source of information and knowledge of the experience of being an immigrant and the barriers and enablers to promote effective integration (see Gomez Ciriano 2008, 100). Organisations should develop methods of engagement to ensure the immigrant voice(s) can be heard and involved in positively contributing to resolve any barriers. Immigrants are valuable human resources for the host society and the local community. Effective results can already be seen in some suburb regions which earlier have had a “problem” label, but which after joint professional practices and focused actions have changed to more peaceful living areas, like for example Hervanta region in Tampere, Finland. In Amsterdam, in the Netherlands, fewer street conflicts between young people have been reported in the areas in which there are street coaches working with the police, youngsters and the families of the youngsters involved. Also in some Spanish cities, where community mediators, tutorial police agents or open space dynamizators operate, there has been a reported reduction in intercultural conflicts. In a community in Gothenburg in Sweden a collaborative work between social workers and the police has lead to the mobilisation of parents who want to work for a safer place to live in and for a better future for their children.

### ***Diversity and intercultural skills***

The conceptualisation of community policing is important in understanding this work. Community policing represents a method of managing the basic task of the police with quality and efficiency, in a citizen-oriented manner. Its objective is to provide security and a sense of security, to reduce and prevent crime and public disturbances, thereby maintaining social order and promoting a positive image of the police and encouraging trust between communities and the police. The dependability of police services and trust in the police are notably important factors, for example, in Finland (Kunnasvuori et al. 2007, 2, 11). Egharevba (2009, 17–18) points out that the African immigrants have been less likely than the majority citizens to agree to a positive characterisation of police officers in Finland. African immigrant assessments of police encounters were attributed to their prior experiences with the police in their country of origin, and their treatment at the hands of those police now becomes the determinant of their attitude towards the police in Finland. This presents a challenge to the police force and it is hoped that with more recruits to the police force from

immigrant-backgrounds, trust in the police can be further increased among all population groups (Singh 2008).

However, the solution is not straightforward. Increasing the diversity in public bodies, including police officers and social workers, may seem a positive factor to stimulate the integration of immigrants and mutual accommodation in culturally diverse societies, but it has proven to be problematic within the workplaces, even in countries with a longer experience of multicultural diversity. In the Netherlands, the police have been trying for decades to embrace immigrants in their public bodies, but organisations have faced difficulties to attract and keep these new professionals in the organisations. In the UK, the Macpherson Report identified the London Metropolitan Police force as “institutionally racist”, following the inquiry into the death of a black teenager, Stephen Lawrence. This resulted in a recruitment drive amongst black and minority ethnic communities, and in training and policy initiatives. Besides the problem of being accepted amongst their colleagues or progressing in their careers, police officers and social workers from an immigrant background may also face the prejudices of the immigrant service users. These experiences lead to the conclusion that, in order to support immigrant background colleagues in their chosen career, professionals – and moreover, the organisations – need to acknowledge and address the difficulties whilst developing and practicing their intercultural competency.

### ***Promoting integration – a problem based approach or preventative work?***

The public discourse on European integration policy conceptualises immigrants as problems. Hence, we have been aware of the risk of stigmatisation in the work with the immigrants while investigating the work practices of police and social work. They are, after all, two groups of professionals whose duty is to help citizens in challenging life situations and therefore the approach of their work often is problem focused. However, many preventative work practices have derived from an occasional encounter in a problem situation: a permanent multi-professional team or a monthly meeting can be established when the purpose, need and demand for cooperation have been mutually agreed on. Possibilities of further cooperation occur when multi-professional solutions have proved to be successful. Cooperation between police forces and social workers can be very effective not just in facing problematic situations, but also in the development of environments where the host society and immigrants can exchange contentious views, perceptions and develop common strategies for a more harmonious and convivial co-existence.

When talking about promoting integration, it is important to not to see the immigrants as merely problems, but as equal partners and a valuable resource with something to offer to the host communities. Immigrants are not objects but active citizens and thus are not only shaped by their communities, but help to shape those very same communities. As previously identified, there are good examples of consultation with immigrants with an advisory role, but there is still plenty of work to do in making this more collaborative and the inclusion of immigrants a standard rather than an exception. Immigrant-background police officers and social workers, if they wish to, could also provide their input to the integration of third-country nationals. However, we need to be aware of not ghettoizing such issues and see the “problem” as not merely one for immigrants but for society as a whole.

In many cases, there has been an advantage to having workers or working teams who have specialised in and who can concentrate on immigrant issues. Some police departments also have their own social workers, and this organisational structure may allow better cooperation between these two professional groups. In this cooperation and collaborative practice, there are natural opportunities for problem-solving but also preventative work. Preventative work also occurs through networks within immigrant communities. Community contact persons who are also from an immigrant background can act as cultural interpreters, as they are aware of what young people are doing and know how to reduce the causes of crime and prevent the criminal behaviour of the immigrant youth (see Heikkilä et al. 2008, 132). It is important to identify those members of communities who can support the police: in-depth knowledge of the complexities of communities allows for strategic partnering between police and communities (see *Police-Muslim Engagement 2008*, 12). This has become all the more important, given the examples of the “radicalisation” of young people and “home-grown terrorism”.

To conclude we want to acknowledge that European countries have significant differences in the organisation of police work and in providing the services of social work. In many countries, the non-governmental organisations (NGOs) are responsible for implementing the social work, whereas in Finland, Sweden or the UK, for example, it is strongly focused in the public sector and the role of the third sector NGO actors needs to be stressed separately. Third sector actors play an active role in preventative work and can be more creative than statutory services, as they are not subject to the same governance or legal duties. It is therefore important to be inclusive and consult them as well as immigrant communities in the planning processes. NGOs undertake important work and it is imperative to guarantee their future in this field through having permanent financial and other resources to carry out their projects and schemes with immigrants or within immigrant communities. There is also a need to secure resources for the police and social work agencies to continue

this work, as the number of immigrants is increasing every year and the European societies have become multicultural societies, which is unlikely to change.

### *Finally*

Interviewing professionals involved in the good practices introduced in this book has shown that cooperation between police and social work has led to many rewarding results, both for immigrants and for the practitioners of these two professions. They have come to understand and respect each other, understanding each other's difficulties, their positions in life and profession, and have learned how to communicate with each other on an equal level. It appeared that the essential ingredient of a good practice was not only the common goal that all professionals eagerly wanted to achieve, but also the faith and trust in each other that they managed to develop within good practices.

It was very interesting to observe that not only did the police officers and social workers have problems understanding immigrants, but they initially had equal problems understanding each other, as they spoke their own professional language, hailed from different cultures and also undertook differing, and sometimes conflicting, remits. It was also interesting to note that in many successful good practices, some of the professionals had an immigrant background themselves, showing us that employment is one way to promote effective integration. These immigrant professionals not only prove that they can be full members of the society, giving a valuable contribution to their new country, but they are also important role models for other immigrants and they bring valuable information into the organisation. As a result, many organisations for social work and many police forces are actively trying to attract workers from minority backgrounds into their ranks. But as mentioned before, this is not the panacea for intercultural communication and cooperation, since professionals of immigrant background often have to face prejudices from colleagues and/or citizens, or even opposition from their own ethnic group.

This book is intended as educational material to promote discussion, supporting the development of cooperation and collaboration between police and social work in different European and other countries to work more effectively with immigrants and their country nationals. For all the differing countries, whether they have a long or a short history with immigration, we hope that in the end, this book helps social work and police officers in their day-to-day job to understand the issues of third-country nationals more comprehensively, to be able to communicate with third-country nationals on a more equal level, to understand their needs and to help them understand the host nation's needs,



whilst supporting third-country nationals and immigrants to become active citizens and full members of society.

Finally, it needs to be noted that we can make only tentative conclusions based on these selected good practices. With this study, we want to bring one essential discourse to the increasing discussion on European integration policy. The intention has been to address the question of promoting integration and enhancing the social inclusion of the immigrants into the European societies. Every step in improving the engagement of immigrants, police and social workers to exchange perspectives, to identify challenges and develop solutions together takes us forward. We hope that we have succeeded in arousing the interest in the police and social work interprofessional practice and in stimulating new ideas for daily working routines. For us, this has been an interesting learning process and from this same perspective we believe that the value of our work lies in the possibility to learn from others.

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## **Project behind the book**

The "Immigrants, police and social work" (IPS) project aims at promoting the integration and social inclusion of third-country nationals in the European societies. The objective of the project is to enhance the cooperation between police, social work and immigrants and to increase the knowledge of various approaches and working methods between the two professions.

The IPS project consists of several tasks. The first phase of the project has been a study of good and promising work practices between police and social work. This book is the final product of the research. In the second phase of the project an overview of the existing education materials concerning intercultural competences has been made. In the third phase of the project a joint educational program for police and social workers has been built and it will be piloted in each partner country in spring 2011. The professional development program bases on sharing knowledge and building cooperation between the professionals.

The "Immigrants, Police and Social Work" project is co-financed by the European Union under the European Integration Fund Community Actions for 2008. Project is implemented in five European countries 1.12.2009–31.5.2011.

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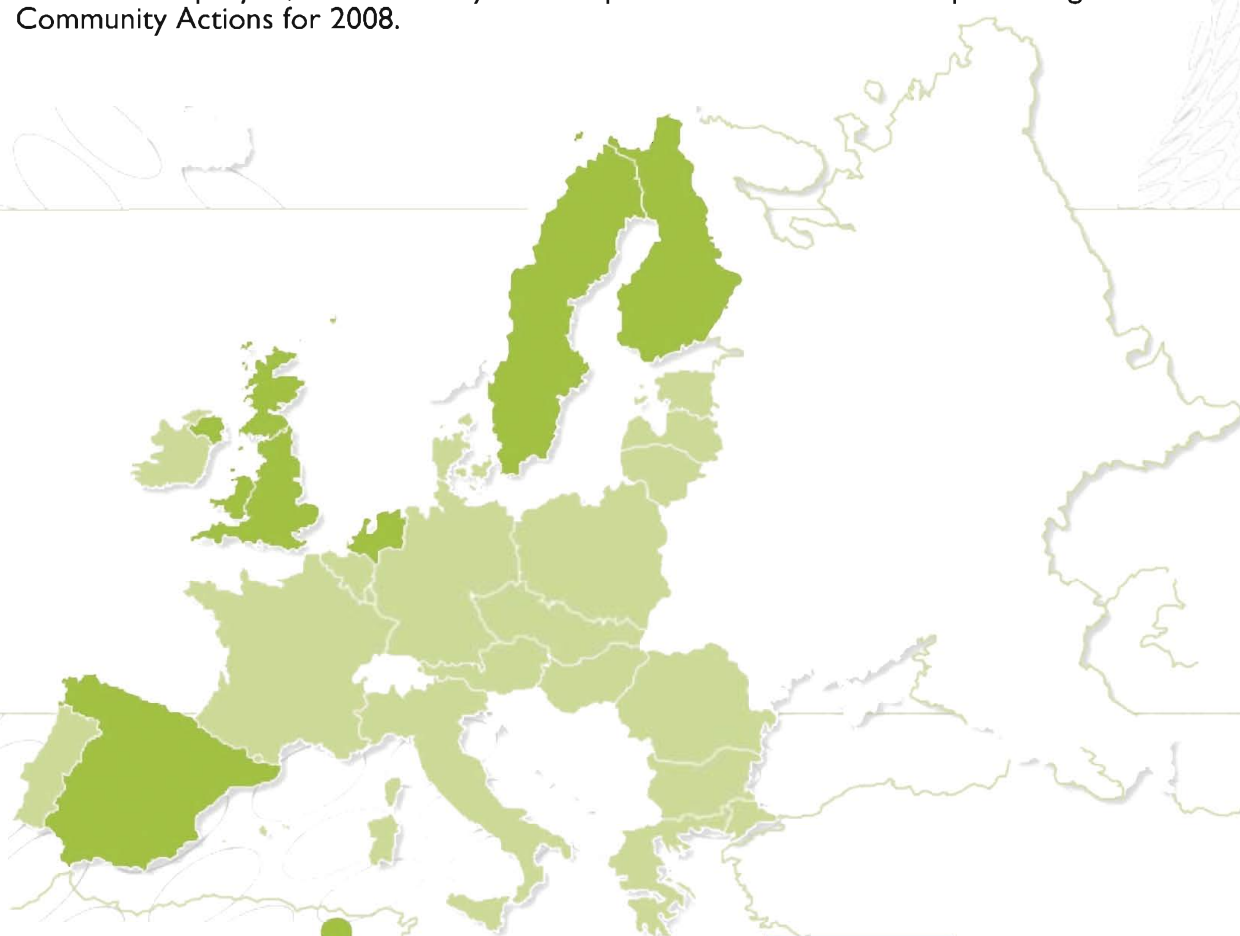




This book introduces 25 examples of good practices of cooperation between immigrants, the police and social work in five European countries: Finland, the Netherlands, Spain, Sweden and the United Kingdom.

As the number of immigrants increases, a successful integration process is essential to the cohesion of the host societies. In our view, integration is a dynamic two-way process involving both the immigrants and the host society, with accountabilities and responsibilities for both sides. This book illustrates that the cooperation between the immigrants, police and social work may not only increase the quality of life in immigrant communities, but can make the work of the professionals of both occupational groups more rewarding. The practice-oriented book can be recommended especially to the police and social work professionals who wish to widen their perspectives internationally, as well as to any individuals interested in the questions of multiprofessional working methods, integration and cultural diversity.

The collection of the good practices has been completed as part of the “Immigrants, Police and Social Work” project, co-financed by the European Union under the European Integration Fund Community Actions for 2008.



ips

Immigrants, Police and Social Work



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