



# European Crime Prevention Award (ECPA)

## Annex I

Please answer the following questions in English language.

1. Is this your country's ECPA entry or is it an additional project. (Only one ECPA entry per country plus up two other projects)

This is Finland's ECPA entry in the year 2012.

2. What is the title of the project?

**The Ankkuri ('Anchor') Project** The Enhancement through Multi-Professional Teamwork of the Life Management Skills of Young People in Danger of Becoming Marginalised. The Prevention of Domestic Violence.

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3. Please give a short general description of the project.

The purpose of Ankkuri activities is early intervention in juvenile delinquency and intimate partner violence as well as the enhancement of preventive police work in the Province of Kanta- Häme. Ankkuri teams comprise a police officer, a social worker, a psychiatric nurse and a youth worker. These professionals engage in close cooperation, bringing their professional expertise and the support and expertise of their respective organisations to the team. This makes it possible to combat juvenile delinquency more effectively and to carry out a comprehensive assessment of the

victims' and the perpetrators' circumstances.

The primary objective of the Ankkuri Project is early intervention in the activities of young people who are experiencing problems with life management and to remedy the situation as soon as possible.

In addition to helping young people, Ankkuri also aims to disclose, prevent and terminate intimate partner violence (domestic violence). Ankkuri provides victims of domestic violence with support, an opportunity to bring the matter out into the open, and to get the process started.

Early intervention in situations involving domestic violence is a nationally trail-blazing approach which has been productised during the project.

The City of Hämeenlinna has had product descriptions drawn up for Ankkuri activities. Where necessary, these may provide assistance when starting operations in new areas. They may also be utilised in international contexts.

The product descriptions are enclosed to this application.

Ankkuri is community policing at its most effective. It utilises the expertise of various authorities and helps them reach their objectives more efficiently. This makes it possible to break the vicious circle of criminal activity and prevents young people from becoming marginalised.

4. Please describe the objective(s) of the project?

Ankkuri activities in the Hämeenlinna region were initiated in 2004 as a result of a cooperation project between the City of Hämeenlinna and local police. The activities have now become well established in this area. In 2004-2006 the project was implemented and developed in cooperation with the Estonian province of Rapla in the form of a joint project entitled 'Majakas'. The joint project was provided with EU Interreg IIIA funding.

The purpose of the project is to help young people to escape marginalisation, prevent

juveniles from ending up in a vicious circle of crime, and to promote their integration into society. The project also focuses on domestic and intimate partner violence, which are both on the increase. The approaches developed in the project may be used to promote the internal security of the province.

In 2009-2012 the operational area of the Ankkuri Project was extended and it became active in the entire Kanta-Häme region. New teams, based on the Ankkuri model, were established in the Riihimäki and Forssa regions. The extension was implemented through a project-like approach. The Ankkuri team already active in the Hämeenlinna region tutored the other teams.

#### 5. How was the project implemented?

Regional Ankkuri teams were established as a joint project for the police and the municipalities.

The teams were formed as follows:

##### **1. Police** (Neighbour police)

The police officer is responsible for the investigation of suspected cases of juvenile delinquency. The police officer also forms a team with, primarily, the social worker and also with the youth worker.

##### **2. Social worker** (a social worker, authorised by the municipalities, is appointed jointly by these)

The social worker is responsible for the assessment of the young person's social circumstances, the immediate initiation of child welfare measures where necessary, and the provision of support for the families. The social worker operates as a team together not only with the police officer but also with the nurse.

##### **3. Psychiatric nurse** (Primary health care)

The psychiatric nurse is responsible for the assessment of the young person's health status and the immediate initiation of treatment. The nurse also contacts victims of domestic violence and initiates the

necessary corrective action to normalise the family situation.

**4. Youth worker** (a youth worker, authorised by the municipalities, is jointly appointed by these)

The youth worker maintains contact with schools, various sport clubs and other clubs. The youth worker also develops activity groups for young people, where they have an opportunity to develop their own activities. The youth worker forms a team with the police officer and the social worker.

The cooperative model and its objectives have been agreed on with the police and the municipalities. The teams work together. On the basis of the Child Welfare Act, when dealing with a minor the authorities may exchange information with a view to helping the young person.

The teams are based at police stations because it was estimated that reaching young people in trouble could best be achieved through police activities.

The Ankkuri teams are supervised by multi-professional supervisor teams. During the project, public funding and the efficacy of the activities are regularly assessed by a regional steering group as well as Social Development Co Ltd, a Finnish company jointly owned by the municipalities and responsible for the management of the project. A Project Manager was appointed, charged with the management and development of the activities and the creation of uniform operational procedures for all Finnish provinces.

6. Were partners involved in planning and/or development and/or implementation of the project? If so, who were they, and what were their roles?

Ankkuri teams, which are the key operators in the implementation of the project, are a cooperative effort, involving the police, social services, psychiatric health care and youth services. The idea for the project came up in joint meetings for the municipal authorities, health care authorities and the police, where it was established that young people were regularly customers of all these services. The idea was to arrange an

experiment to see whether a multi-professional team could make the processing of young people's matters faster and more efficient. If successful, the project could also lead to cost savings.

An even more extensive cooperative network, providing additional support, is involved in the planning of the project:

#### Municipalities in the Province of Kanta-Häme

The municipalities are responsible for the provision of the necessary financial resources for social and youth work. The municipalities also build their operational processes around Ankkuri, making it possible to process young people's issues and to take immediate corrective action through other municipal functions.

#### Regional Council of Häme

Is responsible for funding the extension project. Negotiates with the municipalities and encourages these to tailor their services to provide support for Ankkuri activities.

#### Municipal youth services

Act in close cooperation with the Ankkuri teams. Develop and create opportunities for various hobbies and other activities for young people.

#### Primary health care

Act in cooperation with the psychiatric nurse, making it possible to refer the young person or victim of domestic violence immediately to treatment on the basis of an assessment made by the Ankkuri team.

#### Social services

Act in cooperation with the Ankkuri teams, making it possible to initiate child welfare procedures immediately on the basis of an assessment made by the Ankkuri team. Supervise the work of social workers and coordinate the cooperation between emergency social services and the

#### Ankkuri teams.

Education welfare officers, head teachers and school health services

Act in cooperation with the Ankkuri teams. Report issues at school, such as vandalism, bullying, violence, substance abuse etc. Plan and implement interventions in cooperation with the Ankkuri Teams to solve negative issues or to calm the situation.

#### A-Clinics

Substance abuse treatment and the provision of care services in substance abuse cases.

Additionally, Ankkuri Teams have created contacts with many other operators in their operational areas, such as the youth workers of Finnish parishes and regional village committees. Cooperation with the authorities responsible for mediation in offences is another form of cooperation.

7. How did you build in plans to measure the performance of the project? Has the project been evaluated? How, and by whom?

A performance indicator tool, recording customer meetings, the steps taken and the hours spent on each customer, has been developed for the Ankkuri Teams based in the Kanta-Häme Police Department. Additionally, the number of repeated juvenile offences is monitored through interviews and a study to be conducted as a student project in the HAMK University of Applied Sciences in 2012. The interviews provide information on the opinions of young people and their parents/custodians on the efficiency and impact of Ankkuri activities.

Through a questionnaire aimed at the organisations and stakeholders involved in the project, the evaluation report (NetEffect 2008) on the Hämeenlinna-based Ankkuri Project revealed that in the opinion of the participants, the effects of Ankkuri activities are apparent in the prevention of crime and the marginalisation of young people. The (large) majority of the participants/or whatever is the correct description) felt that Ankkuri activities have made the work of social services and health services easier.

During the project (2009-2012), Ankkuri activities were studied and evaluated by

Social Development Co Ltd. The study focused on the evaluation of the results of the project, its cost-effectiveness and the creation of performance indicators.

8. What were the results? How far were the objectives of the project achieved?

The objective was the provincial extension of the Ankkuri activities developed in the Hämeenlinna region and the creation of a uniform and well-functioning template for immediate intervention in the problems of young people. This was fully achieved. Ankkuri has now become the standard operational model employed throughout the three economic areas within the province.

There are three Ankkuri teams in the province of Kanta-Häme. The operational model has also been introduced to authorities in other parts of Finland. Ankkuri teams have been set up in Lahti and Kokkola, for example, and there are plans to establish teams in Helsinki in the near future.

The main objective of Ankkuri activities was for it to have a preventive effect (tertiary-level prevention).

The percentage of repeat offenders in the group of minor Ankkuri customers was some 5 %. The estimate is based on the monitoring of the customers' activities through the statistical data provided by the police and social services.

The model for intervention in domestic violence is one of the best procedures introduced in the project. The social workers and nurses in Ankkuri teams endeavour to reach both the victims and perpetrators of domestic violence and to provide them with the help and support they need.

The Ankkuri model has been included in the Finnish Internal Security Programme.

Product descriptions for the various elements (products) of the model were also drafted during the project. The product descriptions are enclosed to this application.

9. Give a concrete description of the implementation of the project and the references.

The Ankkuri Project, a joint effort of three regions in the province of Kanta-Häme, was completed in February 2012. The project aimed to develop the resources of the police, social services and health services through the combination of more effective methods to help young people in Finland. As stated in their objectives, the Ankkuri teams have managed to

- a. Apply early intervention methods to juvenile criminal behaviour.
- b. Create a more comprehensive view of the circumstances and the need for help of young people and to refer them to appropriate authorities for help and support.
- c. Apply early intervention methods to cases of domestic and intimate partner violence and to refer them to appropriate authorities for help and support.
- d. Enhance public safety in the region through multi-professional cooperation.

**From the viewpoint of information on marginalisation**, the Ankkuri project has provided information on how it is possible to break the vicious circle of crime and on how common various types of crime and violence actually are among the youth in the region. An estimate of the financial impact and benefits of Ankkuri was carried out in 2012. New information has been produced on the long-term and short-term efficacy of the Ankkuri model in relation to the available resources, as well as to what the costs would be if the marginalisation of young people was allowed to continue instead of early intervention.

**From the viewpoint of the development of the service system**, Ankkuri activities have endeavoured to enhance the resources of local authorities to enable these to intervene in problems early enough through effective cooperation. Additionally, new working methods have been developed with a view to providing local youth with the necessary resources to lead a good life and become independent members of society.

Ankkuri activities have become well established in the entire province and are still in operation.

10. Are there reports or documents available on the project? In print or on the Web?  
Please, give references to the most relevant ones.

"Ajoissa Ankkuriin." Varhaista puuttumista nuorisrikollisuuteen ja lähisuhdeväkivaltaan. Social Development Co Ltd., 2012.

"Ankkuri - moniammatillinen palvelujärjestelmä lasten ja nuorten rikollisuuden ehkäisemiseksi." Palvelujärjestelmän toimivuuden ja vaikutusten arviointi. Net Effect oy, 2006.

Ankkuri - moniammatillinen tiimityö tukena kriisissä. Jaakko Peltonen - Sami Talso; Police College of Finland, 2010.

Service descriptions:

Expert Services Ankkuri

Evaluation and Initial Support Ankkuri

Teamwork Activities Ankkuri

Summer Holiday Express Ankkuri

Team Meeting Ankkuri

Intimate Partner Violence Ankkuri

Ankkuri Coffee and Refreshments Product Description

Total Cost Estimate Ankkuri

Operational statistics:

2012 January-June, 3 copies.

ESF Project Presentation 2012 Eng. (cancelled)

**11.** How is the project funded? Has a cost-benefit analysis been carried out? If so, how? What were the findings? Please provide supporting information.

In 2004-2006 the project was implemented and developed in cooperation with the Estonian province of Rapla in the form of a joint project entitled 'Majakas'. The joint project was provided with EU Interreg IIIA funding.

In 2007-2009 the project was operating in the city of Hämeenlinna and costs were funded by the police and city of Hämeenlinna.

In 2009- 2011 the project was funded by the police 70 000 euro's per year and the participating communities around 120 000 euro's per year. The funding includes all cost of the participating authorities, salaries, office expenses and other current expenses. So, less than 200 000 euro's the state and communities area able to achieve big savings.

In the early 2012 Ankkuri activities came permanent activities of the Kantahäme

region, where the cost of authorities are paid by the police and participating communities.

During the project (2009-2012), Ankkuri activities were studied and evaluated by Social Development Co Ltd. The study focused on the evaluation of the results of the project, its cost-effectiveness and the creation of performance indicators.

#### Costs of marginalisation

Based on the concept of early intervention, Ankkuri activities focus on the prevention of marginalisation. The cost-effectiveness and efficacy of Ankkuri activities may be evaluated through a comparison with other similar projects or programmes focusing on the prevention of marginalisation, or by comparing the results with the alternative scenario of having no Ankkuri activities whatsoever.

The cost-effectiveness of Ankkuri may also be evaluated through a cost savings analysis, where the costs arising from Ankkuri activities are compared to the costs savings created through the prevention of marginalisation. What makes an evaluation such as this challenging is that the costs arising from marginalisation are long-term and cumulative; also, if the preventive action is successful, these costs are not created.

In Finnish studies, the total lifetime costs of marginalisation have been estimated at EUR 1-1.4M. The calculations include the costs, compensation, benefits and allowances arising from marginalisation, as well as the tax revenue lost during the life-cycle of an individual citizen or the years between the ages of 18-68. According to the calculations of Jouko Kajanoja, a single marginalised individual translates into the loss of EUR 700,000 in terms of GDP and some EUR 400,000 in terms of the public economy.

According to Swedish estimates, if all the costs for the state, municipalities and individual citizens, such as the victims of crime, are taken into account, the above calculations represent only about half of the actual costs of marginalisation. According to these estimates, some 10 per cent of municipal tax revenue is spent on the costs arising from the marginalisation of young people. The National Institute for Health and Welfare has estimated that on an average, the amount spent on the treatment of a marginalised young person is EUR 27,500.

#### Financial impact of Ankkuri activities

The figures presented above form the basis for estimates on the potential savings created through Ankkuri activities. In 2011, the costs of Ankkuri activities in the Hämeenlinna region were EUR 70,000 for the

police and EUR 120,000 for the municipalities, amounting to a total of EUR 190,000. Since the primary objective of Ankkuri activities is to prevent young people from spiralling into a vicious circle of crime and having a criminal lifestyle, it is justifiable to compare the costs of Ankkuri activities with the costs arising from crime and marginalisation.

Preventive work and the provision of early intervention measures are more economical to society than helping a young person only when the situation is out of control and he/she has already been marginalised to a considerable extent.

The following table provides a few examples of the kind of direct societal costs that may arise as a result of unemployment, a vicious circle of crime, the treatment of injuries caused by accidents, or the need for psychiatry, substance abuse or child welfare services.

Sample figures:

Crime	EUR
Prison sentence, 2 months	12,200
Consideration of charges and district court proceedings	1,228
Police investigation (4 thefts or cases of damage to property)	1,316
Unemployment	
Labour market subsidy for an unemployed person, 1 year	6,662
Loss of tax revenue, arising from unemployment, of the average annual income of a person with an intermediate-level education	5,472

<ul style="list-style-type: none"> <li>On the basis of this information we can deduce that the costs to society created by a young person who has been guilty of four thefts or cases of damage to property during a single year, who has been constantly unemployed for a year, and who has been a customer of substance abuse services, are more than EUR 26,000 per year.</li> </ul> <p>The costs created to society in a single year by a young person who has spent a month in a youth psychiatric inpatient ward, and who is in professional family care, amount to EUR 76,000.</p>	Need for psychiatric services	
	5 youth psychiatry outpatient clinic appointments	1,000
	Psychotherapy, 20 sessions	2,600
	Youth psychiatry inpatient ward, 1 month	14,725
	Need for health care services	
	Treatment of an injury, care period of 4 days	2,769
	Need for substance abuse services	
	Use of care and rehabilitative services, 1 month	12,600
	Substance abuse outpatient care	631
	Need for child welfare services	
	Child welfare, institutional care	82,125
	Child welfare, professional family care, 1 year	61,320
	Child welfare, foster family care, 1 year	18,615

- The price of a single prison year is EUR 73,000.

Accordingly, Ankkuri may be considered a cost-effective intervention if it manages to make at least 3 prison years unnecessary.

In addition to the state and the police, successful Ankkuri activities benefit most of all retailers (in the form of the reduced losses arising from petty theft and thefts) and individual citizens who have avoided becoming victims of crime. The costs to Finnish society of crime in 2010 were estimated to be at least EUR 9.4 billion, or 5.4 per cent of GDP. This minimum estimate takes into account the direct costs of violent and property offences, such as the treatment of injuries caused by criminal offences and the financial damage arising from property offences. Additionally, indirect societal costs are created by sick leave, premature deaths, loss of welfare, and the time spent on solving crimes.

One of the primary objectives of Ankkuri activities is to help youth in need of support and their families to find multi-professional help early enough. In terms of the financial impact, in the short term this means an increase in costs to Finnish cities. It is safe to say, however, that the life-cycle cost savings created through early intervention more than compensate for the rise in short-term costs.

Link to the study:

<http://www.sosiaalikehitys.com/uploads/Ankkuritoiminta.pdf>

Ankkuri has its own web pages on the Kanta-Häme Police website:

<http://www.poliisi.fi/kanta-hame>

On the City of Hämeenlinna website:

<http://www.hameenlinna.fi/Lapsiperheiden-palvelut/Lapsiperheiden-tuki/Palvelut/Ankkuri/>

On the City of Forssa website:

[http://www.forssa.fi/palvelut/sosiaalityon\\_palvelut/ankkuri/](http://www.forssa.fi/palvelut/sosiaalityon_palvelut/ankkuri/)

12. Please, write a *one page* description of the project:

Brief description of Ankkuri

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