Evaluation of the cooperation to prevent social unrest in the Järva area

Part 1/3 of the Project
“Methodological Manual for cooperation in segregated areas for increased integration”

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Translation into English: Språkvärdarna
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Preface

This report is the first part of a project that consists of three parts and spans three years. The project is a cooperation between the Västerort Police District and the City District Administration in Rinkeby-Kista and Spånga-Tensta.

The first part consists of an evaluation of the cooperation in the Järva area and an inventory of other positive experiences in other parts of Sweden and Europe. This was conducted during the autumn of 2011. Study trips have been made to Uppsala, Gothenburg and Malmö within Sweden, and London, Copenhagen and Paris outside Sweden. Common to these cities is that they have experienced similar problems and thus have experience in handling social unrest and riots.

The second part contains the production of a Methodological Manual for cooperation that aims to promote integration and prevent segregation primarily through the reduction of youth crime in areas of social exclusion.

The third part involves, by way of the Methodological Manual, disseminating the knowledge acquired, both via the internet and via conferences.

The project's steering group consists of Superintendent Jörgen Karlsson, chief of community police in the Kista community police area, Per Granhällen, safety and crime prevention strategist within Rinkeby-Kista District Administration and Eva-Britt Leander, coordinator for cooperation concerning children and young people within Spånga-Tensta District Administration.

The project team consists of Superintendent Johnny Lindh from the Västerort Police, project manager for the project, analysts Nina Axnäs and Annica Nord, who are also the authors of the report, Bilger Ulug-Calísir, administrator, and Anette Behm, economist.

From the District Administration in Rinkeby-Kista and Spånga-Tensta, Dejan Stankovic and Michael Frejd have also participated.

Other participants include Amina Qvist, fire information officer at Kista Fire Station, and Roger Roffey from the Swedish Defence Research Agency (FOI) as an expert.
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Summary

The main purpose of this report is to describe the initiation and development of forms of cooperation at all levels of the cooperation work conducted in the Järva area within the Västerort Police District. The aim is also to identify the factors that, according to the actors involved, have led to a better cooperation process, as well as the shortcomings which have contributed to an unsuccessful cooperation. What are the success factors for the cooperation work?

Cooperation in Västerort has been built up gradually, both in project form and in the daily line operations. Some projects have been successful, while others have not. Four main categories in the cooperation work are highlighted in the results: fundamental conditions, value-adding factors, complex factors and one area for improvement.

Fundamental conditions include factors that are generally considered necessary for the cooperation to work at all. These include a common situational awareness, regular cooperation meetings at several levels, mature organisation, time, continuity, personal relationships, commitment and support from management.

Value-adding factors are factors that have developed the cooperation for the better. These include real enthusiasts and driving forces, recruitment in the local community, cultural understanding and support, communication and encouragement.

We have also identified a number of complex factors which may be value-adding, but which also come with certain risks. Found among these are youth involvement, youth centres and overworked cooperation.

Finally, we have identified an area for improvement: Parent participation

The field study in the Järva area and the contextual analysis show that the working methods used in the various cities in Sweden are similar in many respects. Factors highlighted as successful are repeated, both within Sweden and in Copenhagen and London. There is also a consistency in what is lacking. We believe the main reason for this to be, in part, the absence of a national collaborative forum for the organisations, and partly that the effects of the crime prevention cooperation efforts are not so easily measured.

The natural continuation of this report is to develop a cooperation measurement that can show whether the collaborative actors are working on the right things and that the work should thereby be more actively prioritised; alternatively, if it is a waste of public resources so that time and energy should be devoted to other things.
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1 Introduction

A background to the project application is provided below. The section is largely a summary of the project application to the EU Integration Fund.

1.1 Background to the project application

A significant factor for the non-integration of newcomers is the risk of early contact with criminality or of developing their own criminal lifestyle. The early onset of criminality is more prevalent in segregated areas where exclusion is already evident.

There are a number of areas in the Västerort Police District where exclusion is greater and the socioeconomic status is significantly lower than the average in Stockholm. These districts have large youth groups and a relatively high proportion leave compulsory school with incomplete grades. Unemployment and crime rates are also higher than in the City of Stockholm as a whole.

Within these areas, there is a normalisation process underway with regard to criminal attitudes. Police staff and other collaborative actors working in the districts have in recent years seen a trend of more and more adolescents shutting themselves off from the established society and forming subcultures where other rules, norms and laws apply. A certain level of criminality is considered acceptable behaviour in these subcultures and an increasing proportion of adolescents seem to think that crime against authority is natural behaviour.

The consequences of high criminality are, in part, the problems that citizens and societal actors experience and are exposed to (for example, insecurity, harassment, stone throwing, etc.), and partly the fact that the possibilities for youth integration in these areas decrease. Moreover, a high level of crime in an area results in a decrease or absence of people moving in or the establishment of businesses. Business owners avoid operating in the area and authorities and other public services move their operations away from the area. The result is that it becomes a self-segregation driven by the bad element in the area, which further hinders the integration of newcomers.
2 Aim

The main purpose of this report is to describe the initiation and development of forms of cooperation at all levels of the cooperation work conducted in the Järva area within the Västerort Police District.

The aim is also to identify the factors that, according to the actors involved, have led to a better cooperation process, as well as the shortcomings which have contributed to an unsuccessful cooperation.

The purpose of the external visits is to learn from other cities' positive and negative experiences of cooperation in order to substantiate or potentially dismiss any success factors in the Järva area.

2.1 Limitations

In the project application, it is assumed that a reduction in crime among adolescents leads to greater integration. This theory is not intended to be tested in this study. The authors of the report and the project team are working from the assumption that the theory is sound.

Furthermore, the study is limited to cooperation work relating to insecurity, social unrest and riots among adolescents – not serious criminality among young adults.¹

The study primarily deals with local preventative cooperation efforts and the processes in play on a daily basis.² Operational cooperation will however be an important ingredient in the second part of the project wherein the Methodological Manual will be produced. In emergency situations, it is not uncommon as part of the operational work that the central parts of the police organisation become involved or even head the interventions, which is why representatives from the Operations Department and from the improvement initiatives underway in the area should be involved in the project.³

In conclusion, the study is not intended as an analysis of the occurrence of social unrest, nor is it a more in-depth study of causal connections or different theories on integration processes and exclusion, even if the phenomena are dealt with in certain sections.

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¹ For example, drug dealing, extortion and the burglary of residences.
² Riots and emergency interventions are nevertheless unusual.
³ There is, inter alia, an unpublished document “Social oro i Stockholms län [Social unrest in Stockholm County]”, which is an action plan developed to prevent and act against social unrest. There is also an ongoing project on co-localisation and cooperation centres in emergency situations.
2.2 Questions at issues

The report aims to answer the following questions:

1) Do we see a positive development with regard to reducing juvenile delinquency in the Järva area? Does this differ from the development in other areas?

2) Do we see a positive development with regard to integration in the Järva area? Does this differ from the development in other areas?

3) What are the success factors for the cooperation work? What concerns and shortcomings can we see?

2.3 Target groups

When all three phases are completed and the Methodological Manual is distributed, there are two primary target groups that are directly impacted by the effects and one secondary group indirectly impacted by the project’s effects.

Newly arrived adolescents comprise the first and perhaps the most important primary target group. The idea is to provide them with a more secure environment in which to grow up, with a lower crime rate in the area, which will in turn lead to increased opportunities for integration.

The other primary target group is the actors who will be involved in the evaluation, reviewing and creation of the Methodological Manual, as well as its launch. They are the engine that drives the project to its end result:

- Organisations such as the Police and the City District Administration that represent the driving party in the project.
- Organisations and religious associations such as mosque activities, ethnic associations and voluntary actors that represent the project partners and are tied to the Police, the City District Administration or religious associations.
- Voluntary actors in the form of newly arrived third-country nationals participating in the project.
- Organisations and other actors who will become the recipients of the Methodological Manual, for example, schools, Emergency and Rescue Services and the Stockholm County Council.

The secondary target group is made up of the residents who gain a more secure environment, the individuals who are less exposed to threats and risks associated with their profession, and the business community who establish themselves in the areas in question, leading to more job opportunities for young people.
3 Definition of key concepts

Methodological Manual for cooperation in segregated areas for increased integration is a project name that contains several concepts which require closer definition and a clear delimitation of our intentions with this particular report.

Part 2 of the project must be taken into account when establishing definitions. The project application states that the project aims to produce a Methodological Manual for cooperation. The Methodological Manual shall, in turn, serve to promote integration and prevent segregation, primarily through reducing youth crime in areas of social exclusion.

The project name also suggests that the Methodological Manual intends to increase integration, therefore necessitating a scale for integration. It is unlikely that the project, in conjunction with the development of the Methodological Manual, will be able to prove that it is the cooperation work in particular that has led to a positive trend in juvenile delinquency and integration in areas where the Methodological Manual is utilised (as there are other factors that have greater significance and impact on the integration process, such as public economy, government implemented policies, labour market factors, etc.). The Methodological Manual can nevertheless benefit from a scale being developed that makes it possible to track trends over time.

The report name: Evaluation of the cooperation to prevent social unrest in the Järva area also contains terms and concepts that require a more detailed explanation of what is meant in the context of this study.

Evaluation

Evaluation involves two tasks; first, acquiring knowledge about a phenomenon and, second, evaluating the phenomenon based on this knowledge. To evaluate is to accurately assess. To assess means to determine value. Evaluation intends to systematically distinguish the valuable from the valueless.

In this report, we wish to evaluate the forms, forums and tools for cooperation in the Järva area. We do this by assessing the frequency of assertions made of what is considered to be a success factor in the cooperation work, regardless of who has made the assertion. If several actors, both in interviews and in external visits, highlight a factor as successful in cooperation work, or highlight effects in the form of peace in an area, we have then assessed this knowledge as valuable.

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Cooperation

Two of the collaborative actors we interviewed define cooperation as a process rather than a state. It also appears that the central factor in the cooperation work is the actors that hold the structure together:

"A cooperation goes beyond cooperation, cooperation work is a process where society’s organisations and actors restructure their operations in order to cater to society’s and each other’s needs."

Eva-Britt Leander, coordinator for cooperation concerning children and young people

"Cooperation is about building bridges"

Hagi Farah, citizen host, enthusiast, parent

In “Samverkan i lokalt brottsförebyggande arbete [Cooperation in local crime prevention work]” we find the following definition of cooperation: “Cooperation in crime prevention involves the parties providing their specific resources, skills and knowledge in order to together reduce the likelihood of crime and reduce the harmful effects (including fear) of crime.”

This definition, however, is a composite of several definitions and is also limited to preventative work and criminality. Although the report focuses on prevention work, we would also like the definition to be valid and be applicable to cooperation in emergency riot-like situations. Neither should the definition be limited to cooperation relating to criminality, as the cooperation should also lead to increased integration.

In the book “Strategi för samverkan [Strategy for cooperation]” we find a somewhat broader definition that was developed jointly by the Swedish National Agency for School Improvement, the National Police Board and the National Board of Health and Welfare. We have chosen to adopt the same definition.

Cooperation is defined in this report as:

"several parties providing their specific resources, skills and/or knowledge for a task which is to be jointly undertaken."

Cooperation can be entered into in an emergency situation or it can be planned and long-term in structure. Cooperation can occur between different agencies or between public authorities and other actors such as voluntary organisations, residents of an area, property owners, or the like. The coop-

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eration is not limited to the prevention of crime but also includes reducing unrest and insecurity in general.

**Success factors**

Success factors are those factors which, according to collaborative actors, are perceived to have either resulted in positive effects with regard to reduced unrest or the altered behaviour of young people in an area, or led to a positive development of the cooperation work itself. The relevance of the assertions is assessed based on the extent to which the positive results have been substantiated, either by concrete examples or by several actors having independently highlighted the same factors.

**Segregated areas**

According to the National Encyclopaedia, segregation is stated as: “the spatial separation of sections of the population”.8 This is a fairly simple and shallow definition. In particular, it says little about what we can assume that social commentators typically refer to and envision when they speak of, for example, a segregated area.

A segregated area, in addition to the spatial separation of sections of the population, often involves factors which depict the area as particularly disadvantaged. Vulnerability usually stems from poor language skills, lower educational level, higher unemployment, lower average income and a higher proportion of individuals receiving welfare allowance. The area is also often characterised by a higher proportion of rental flats. A segregated area is generally perceived as having a lower status than the city as a whole and other more affluent areas in particular.

This report will not be an exception. In this report, a segregated area is the opposite of an area with a high degree of integration, which will be dealt with further on in this chapter.

**Disadvantaged area, area with higher vulnerability, exclusion**

In this report, these terms also mean a segregated area, that is to say, a segregated area where a larger proportion of the population, when compared to the city average, is not integrated. Living in exclusion is interpreted in this report as the connecting link to Swedish society and the labour market being weaker in accordance with the definition of integration.

**Social unrest**

Social unrest refers to the actions of youth groups in the form of arson, criminal mischief, violent riots, stone throwing, as well as threats and violence

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8 http://www.ne.se/segregation 16/01/2012
against the police, fire brigade, public transportation, or other societal representatives.\footnote{This definition is taken from the report “Att hantera social oro och upplopp – del av en hållbar samhällsutveckling [Dealing with social unrest and riots – part of a sustainable societal development]”. Botkyrka Municipality 2010.}

**Crimes that disturb security**

This refers to assault outdoors (not acquainted with victim), muggings, bag snatching, riots and damage through fire.\footnote{See Appendix 1, Section 1.4 referenced crime codes.}

**Juvenile delinquency**

In this report, juvenile delinquency refers to the number of reported muggings and bag snatchings,\footnote{Henceforth, muggings and bag snatchings will appear only as muggings in the text, tables and charts in order to maintain text flow.} the number of reported assaults where the injured party is aged 15-17, and the number of reported crimes inflicting damage, excluding graffiti.\footnote{See Appendix 1, Section 1.1 referenced crime codes.} These crimes have been selected as it is mostly adolescents who commit this type of crime.

To describe the development of juvenile delinquency, the Police statistics on the number of adolescent criminal suspects aged 15-17 will be used, as well as the following variables from the Stockholm Survey:\footnote{The Stockholm Survey is a comprehensive survey on adolescent’s breaking of norms and deviant behaviour. The survey is conducted every two years, in all classes in compulsory school’s Grade and in upper secondary school’s Year 2 by Prevention Centre Stockholm in the City of Stockholm} the proportion who say they do not feel anxious about being exposed to crime at school, the proportion of pupils in Grade 9 who state that they have pilfered/stolen items, the proportion of pupils in Grade 9 who state that they have used threats/violence, and the proportion of pupils in Grade 9 who report that they have used drugs.\footnote{See Appendix 1, Section 1.1 for variable description.}

**Newly arrived third-country nationals**

According to the EU definition, you are considered a third-country national if you have been in Sweden for less than five years and come from a country which is not an EU member. In this report, we will primarily use the term newcomers, as it is shorter and simpler to use within the text.

**Methodological Manual**

This will constitute an internet-based guide for all types of collaborative actors and especially for the municipality and the Police. The purpose of the Methodological Manual is to disseminate success factors and best practices in terms of cooperation in order to prevent and deal with social unrest in segregated areas.
Integration

According to the National Encyclopaedia, integration within the social sciences is stated as the process and outcome of the process that lead to divided entities being united.\(^{15}\) Furthermore, it is stated that the term can be applied, inter alia, to the processes through which a society is formed and maintained.\(^{16}\)

The definition in the National Encyclopaedia raises far more questions than it answers and problematizes more than it simplifies. What entities are being referred to? Is it integration between newcomers and ethnic Swedes in society as a whole? Or is it integration of newcomers into the local segregated society where they arrive? Or does it refer to integration between different non-ethnic Swedish groups in the local community? What kind of society is to be formed, and what is to be maintained?

Processes are difficult to measure, and we can conclude that there are many questions that remain unanswered. What we do know is that a significant part of a person's ability to integrate into a new society depends on political processes and decisions made by the Parliament and Government.

Government integration policy

In the Government Communication “Egenmakt mot utanförskap – regeringens strategi för integration [Empowerment against exclusion – Government’s Strategy for Integration]” the Government’s assessments of what the aim and direction of integration policy should be are presented, as well as the strategic areas and issues that policy implementation should be focused on during 2008-2010.\(^{17}\) The Communication states that the Government, in the 2009 Budget Bill, proposed that the objectives of integration policy would be replaced by one overarching goal: equal rights, responsibilities and opportunities for all, regardless of ethnic and cultural backgrounds.

In the Communication, the Government goes on to state that the integration policy during the mandate period should focus on the following issues: “An effective system of reception and introduction for newcomers, more jobs and more entrepreneurs, better educational outcomes and equality in schools, better language skills and learning opportunities for adults, the effective combatting of discrimination, a positive development in city districts with widespread exclusion and a common set of core values in a society characterised by increasing diversity.”\(^{18}\)

Research has shown that the leaving certificate in Grade 9 is a variable that is not only specific but can also be used to forecast future conditions for a

\(^{15}\) [http://www.ne.se/sok?q=integration&type=ENC](http://www.ne.se/sok?q=integration&type=ENC), 2012-01-16

\(^{16}\) [http://www.ne.se/integration/212264](http://www.ne.se/integration/212264), 2012-01-16


\(^{18}\) ibid.
young person. With a completed diploma in Grade 9 and eligibility to apply to upper secondary school national programmes, it can be assumed that the risk of unemployment and exclusion is smaller.

In several contexts during this report's development, including in interviews but also during the trips, the view has been expressed that the segregated areas have become transitional areas.\(^{20}\) As one becomes better off and becomes established in the labour market, the choice is then made to move from the segregated area, which may have a bad reputation, and settle instead in a more integrated area with a better reputation and higher socioeconomic status. As a result, the socioeconomic status does not increase in the already disadvantaged area, but rather decreases. If, at the same time, the area is reflected negatively in the media as an area where criminality and insecurity is high, we can assume that the likelihood of people voluntarily choosing to live there decreases. In a transitional area, it can be assumed that the population is less inclined to take responsibility for and become involved in the area.

If the average income increases in an area while social assistance decreases, this may be viewed as the socioeconomic status having increased and exclusion thus having decreased.

**Definition of integration**

Based on research and the Government's goal for integration policy, the definition should include variables that measure: educational outcomes, language skills, unemployment, and socioeconomic status. In this report, integration means that:

> “regardless of ethnicity, individuals should be provided the opportunity to finish compulsory school with passing grades, be able to make themselves understood and understand the Swedish language in order to obtain employment or other taxable income”

**3.1 Operationalization of integration**

A measurement of integration is not only of interest to investigate whether we can see a positive development in integration during the 2000s when the cooperation in the Järva area was initiated and developed. We also wish to have a scale to be able to chart the development in the areas that utilise the Methodological Manual.

\(^{19}\) National Board of Health and Welfare (2010): “*Social rapport [Social report] 2010*”, p. 228. The report shows that low or incomplete grades from Grade 9 will increase the risk of exclusion in the future. For example, it is 8 to 10 times more likely to find adolescents with low grades involved in serious crime than among those with average or high grades. Furthermore, this connection is not specific to any particular social group but is found in all socioeconomic groups.

\(^{20}\) For example, in interviews with employees within the District Administration in Spånga-Tensta and Rinkeby-Kista, but also during the visit to Gothenburg.
The variables that the project has chosen to use as a measurement of integration are presented below. A more detailed description of the variables and the sources from which they were taken are presented in Appendix 1. It should be noted that there may be a need to further refine the measurements prior to continuing the work with the Methodological Manual.

**Variables**

- Proportion of students eligible to apply to upper secondary school (educational outcome)
- Proportion of persons who completed and received a passing grade in SFI (language skills)
- Number of openly unemployed adolescents aged 18-24 per 100 inhabitants aged 18-24 (unemployment)
- Average income for persons aged 20-64 (socioeconomic status)
- Proportion of low-income earners (socioeconomic status)
- Proportion of persons with financial assistance (socioeconomic status)

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21 All variables are described in Appendix 1, Section 1.2.
4 Theoretical premises

Crime prevention cooperation efforts are highlighted in this report as a necessary and successful method for the prevention of juvenile delinquency in areas where exclusion and vulnerability are greater than for the average.

We also assume that there are public benefits with cooperation work in line operations focusing on prevention. It is an obvious assumption to think that an established cooperation between different actors is more effective because they can react more quickly in emergency situations. This in turn provides a lower cost to society as the absence of riots means less injury to individuals and less damage to property in the area.

4.1 How can cooperation lead to greater integration?

Today's society embraces other cultures and experiences and we more readily move between different countries. When new experiences and cultures are mixed with the old society's definition of a “Swede”, we speak of “the new Swede”. In some cases, this can lead to a slight culture clash when “the new Swede” finds themselves in the “old society”. In areas where this clash of cultures has become a reality, it is not sustainable to simply require that the individuals adapt to society. It also requires that society adapts to the individuals in order to create positive conditions for the “new Swede”. Otherwise, there is a risk that, in an effort to reclaim society and reinstate it as “it was before”, there is an attempt to separate individuals in categories of “us and them”.

In order for an area to be shaped by its population, a needs analysis is required. What are the population's needs, experiences, problems, suggestions for improvements, etc.? The collaborative actors should therefore ask themselves: Are these reasonable needs? What can I or my organisation do to meet these needs and who do we need to involve to make this possible?

Through various organisations in a society creating a wide network of collaborative actors, the different authorities are gathered on one platform. The hope is that, through this platform, life will be made easier for newcomers. This will give them a fair chance to become part of society where, by working together, the conditions necessary for integration are created.

Respect and understanding of other individuals' cultures and ancestry, with other standards, systems and laws, are instrumental for integration into society. A norm change in individuals is something that takes time. Many newcomers hail from countries characterised by undemocratic rule and police forces, which is why it is important to reach out to newcomers immediately upon their arrival in Sweden and explain the role of the authorities and the Police in society. Otherwise there is a risk that they obtain a false or superficial picture of the societal functions.

Through cooperation between, for example, citizen hosts, youth hosts and field assistants, it will become easier to reach out to people. These actors
find themselves among the population on a daily basis, do not wear uniforms and actively engage with people. The general perception is that these individuals and that people turn to this type of actor first with their problems before they contact the authorities.

An important factor for security in society is that people are content. Contentment could be defined as the residents actively creating relationships with other residents and getting involved in local community affairs. In segregated areas, there is often a high turnover of people. Moreover, it is not certain that people have the same language and cultural background. This in turn means that it is harder to engage oneself and fosters the ambition to get onto the property ladder and move to an area where others have already created an environment of security and contentment. In segregated areas, it is therefore important to try to get people to feel secure in order for more people to want to stay put and get involved in the local community and contribute to the sense of contentment.

The issue of security and contentment in an area does not fall under the auspices of one particular authority. It requires a strong, broad and structured cooperation between different organisations.
5 Description of the Järva area

This chapter describes crime trends and the development of integration in the three areas within the Västerort Police District that are included in the field study. These are Husby and Rinkeby, belonging to Rinkeby-Kista District Administration, and Tensta, which belongs to Spånga-Tensta District Administration. All three areas are among the 38 districts involved in local development agreements (LUA).  

Flera av måtten avseende ungdomsbrottslighet och integration finns endast nedbrutna på stadsdelsförvaltningsnivå, men i de fall det är möjligt särredovisas Rinkeby, Tensta och Husby.

Comparison with other areas

The description of the development in crime and integration in the three areas is compared with the development in Bromma District Administration, based on that area being considered an integrated area. The development is also presented in relation to the development in the whole of Stockholm City or County.

The chapter concludes with the crime trend in the three areas being presented in relation to three other areas that we visited during the contextual analysis; namely Gottsunda, Backa and Rosengård.

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22 For the period 2008-2010, 21 municipalities have signed local development agreements pertaining to urban development initiatives that comprise 38 city districts. The agreements will enable the municipalities to form local partnerships with government agencies and actors within the business sector and civil society. It is the local needs that determine which actions are taken in each municipality and district. In November 2010, the Government decided that the ordinance would also apply in 2011. [http://www.regeringen.se/sb/d/10666/a/105661](http://www.regeringen.se/sb/d/10666/a/105661)

23 The city district of Bromma is depicted in “Killar och strategiska brott [Young men and strategic crime]” as an area where social oppression is low, while Rinkeby-Kista and Spånga-Tensta are found at the other end of the spectrum and defined as city districts with high social oppression.
5.1 Description of investigated areas

Table 1: Statistical overview relating to population, demographics, education and socioeconomic factors in Rinkeby, Tensta and Husby in 2010.\(^24\)

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<td>Population</td>
<td>14 530</td>
<td>16 448</td>
<td>11 017</td>
<td>9 415 570</td>
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<tr>
<td>Proportion with foreign background</td>
<td>90%</td>
<td>87%</td>
<td>84%</td>
<td>19%</td>
</tr>
<tr>
<td>Proportion born outside of EU/EFTA</td>
<td>53%</td>
<td>52%</td>
<td>53%</td>
<td>9%</td>
</tr>
<tr>
<td>Proportion that passed SFI</td>
<td>18%</td>
<td>18%</td>
<td>19%</td>
<td>42%</td>
</tr>
<tr>
<td>Eligibility for upper secondary school</td>
<td>59%</td>
<td>66%</td>
<td>72%</td>
<td>88%</td>
</tr>
<tr>
<td>Proportion unemployed aged 20-25</td>
<td>41%</td>
<td>36%</td>
<td>30%</td>
<td>20%</td>
</tr>
<tr>
<td>Average annual income</td>
<td>141 240</td>
<td>149 800</td>
<td>158 360</td>
<td>226 840</td>
</tr>
</tbody>
</table>

Rinkeby, Tensta and Husby are areas in the Västerort Police District characterised by diversity. The proportion of inhabitants with a foreign background is higher than in the city as a whole and the informal networks are broad and dense.

These areas are often mentioned in contexts where social unrest and riots are discussed or debated. For several years, fires in buildings and cars have been commonplace, as well as situations where the police and emergency services have being subjected to stone throwing by the local inhabitants. This phenomenon is considered to have a tendency to escalate in conjunction with holidays and weekends, but has also been known to occur early in the week on other occasions.

The trend in recent years has been that those who work with adolescents in the area have perceived that the adolescents' attitude has hardened towards the Police in particular, but also towards other persons of authority. Working as a police officer in areas with high social unrest may therefore be perceived as virtually impossible without the cooperation of other local collaborative actors.

The next section describes crime trends in the past five years and presents this in relation to developments in Bromma and Stockholm City/County.

\(^{24}\) All variables are described in Appendix 1, Section 1.3.
5.2 Crime trends among adolescents

![Graph showing trends in crime]

**Figure 1: Trends relating to reported muggings and bag snatching 2007-2011.**

Figure 1 shows that the number of reported muggings and bag snatching per 1,000 inhabitants aged 12-19 in Stockholm County during the past five years has been fairly constant, while the trend in Bromma and Spånga-Tensta shows a marked increase. The development in Rinkeby-Kista is characteristic of the development in the county as a whole, albeit at a higher level and with a sharp decline in 2010.

In Rinkeby-Kista and Spånga-Tensta, the number of reported muggings and bag snatchings in 2011 is almost four times as high as in Bromma and more than twice as high as in the county as a whole.
In Rinkeby-Kista, the number of reported crimes involving inflicted damage (excluding graffiti) per 1,000 inhabitants aged 12-19 has reduced in recent years. Above all, it is the occurrence of other criminal mischief and malicious damage to motor vehicles (not fire) which has reduced. Damage caused using fire has instead increased from constituting 6 per cent of crimes inflicting damage (excluding graffiti) to representing 11 per cent. In Rinkeby-Kista, 2010 was a record year with 114 reports of damage through fire.

In Spånga-Tensta, we see the same trend for crimes inflicting damage as we observed for muggings in Rinkeby-Kista. The number of reports of crimes inflicting damage remains at a relatively constant level for the period 2007-2011, with the exception of a sharp decline during 2010. In Spånga-Tensta, fires have increased from representing 8 per cent of crimes inflicting damage (excluding graffiti) in 2007 to 11 per cent in 2011. The number of reported fires peaked in 2009 in Spånga-Tensta when 115 crimes were reported.

In Bromma, the number of reported crimes in 2011 returns to the same level as in 2007 following an increase during the period 2008-2011. In absolute terms, however, crimes inflicting damage have not increased in Bromma. It is the number of young people aged 12-19 that has decreased. The number of fires represents between 2.7 and 3.7 per cent of crimes inflicting damage (excluding graffiti). In the county, the number of reported crimes maintains a relatively steady trend, with a slight tendency to decrease.

Figure 2: Trends relating to reported crimes involving inflicted damage (excluding graffiti) 2007-2011.
Over time, we cannot observe any clear increasing or decreasing trend in either Rinkeby-Kista or Spånga-Tensta with regard to assaults against persons aged 15-17 per 1,000 inhabitants aged 12-19. The number of reported crimes in the three districts in 2008 remains, in absolute terms, unchanged in 2011. The increasing trend in Bromma is a consequence of the number of adolescents aged 12-19 years having decreased. Common to Rinkeby-Kista, Spånga-Tensta and the county is that the number of reported assaults increased significantly in 2008-2009, and then by 2011 had decreased to the same level as in 2007.
The development in the number of adolescent criminal suspects aged 15-17 per 1,000 inhabitants aged 15-17 follows the same trend in Rinkeby-Kista, Spånga-Tensta and the city: A clear decrease from 2008 to 2010. In Bromma, however, the development remains on a more even level. From having dropped slightly between 2007 and 2008, the number of suspects in 2010 returned to the same level as in 2007.

**Self-declared criminality - the Stockholm Survey**

The results from the Stockholm Survey show that the proportion of pupils in Grade 9 who state that they have pilfered or stolen at any time has increased from 27 per cent in 2004 to 36 per cent in 2010 in Rinkeby-Kista. In Spånga-Tensta, the corresponding proportion increased from 24 per cent to 33 per cent. Rinkeby-Kista and Spånga-Tensta are not much different in this respect from the city as a whole. The number of pupils in Grade 9 who say they have pilfered or stolen has, in the City of Stockholm, increased from 27 per cent in 2004 to 32 per cent in 2010. Pupils in Bromma differ in this context in the sense that the development there is constant.

The proportion of young people who state that they have at some point used threats or violence is significantly lower in all districts and in the City of Stockholm. In Bromma, the percentage decreased from 13 per cent to 10 per cent between 2006 and 2010. In the city and Spånga-Tensta, the proportion remains unchanged at 17 per cent and 19-20 per cent respectively. Rinkeby-Kista stands out due to the proportion of pupils who state that they have used threats or violence having increased from 22 per cent to 27 per cent.

![Figure 5: Trends relating to the proportion of pupils in Grade 9 who state that they have at some point used drugs 2002-2011.](image-url)
The proportion of pupils in Grade 9 who state that they have used drugs more or less follows the same pattern in all three districts and the City of Stockholm in 2002-2011. From having fallen quite sharply between 2002 and 2004, the proportion has increased over the past six years to be back on virtually the same level in 2010 as it was in 2002. It is worth noting that while the proportion who have used drugs has increased gradually in Rinkeby-Kista, Bromma and the City, the proportion has decreased in Spånga-Tensta between 2008 and 2010.

Gratifying, the sense of security in the school has increased among pupils in Grade 9 between 2009 and 2010, both in the City and in Rinkeby-Kista and Bromma. However, the proportion is higher in Bromma and the City of Stockholm. Here, 90 and 86 per cent respectively state that they did not feel anxious about being exposed to crime at school in 2010. In Rinkeby-Kista, the corresponding proportion was only 76 per cent, which nonetheless represented an increase from 2006, when the proportion was only 72 per cent. In Spånga-Tensta, the proportion who do not feel anxious decreased from 81 per cent in 2006 to 77 per cent in 2010.

**Summary**

In Rinkeby-Kista District Administration, the statistics on reported juvenile delinquency per 1,000 inhabitants aged 12-19, the Police register of adolescent criminal suspects aged 15-17, or self-declared criminality among pupils in Grade 9 do not point to an unequivocally positive development with regard to crime among the adolescents in the area.

Reported crime relating to both assaults against persons aged 15-17 and muggings vary over time, and the number of criminal suspects aged 15-17 remains at a fairly constant level. On the other hand, self-declared criminality shows a marked increase, i.e., a negative development. The proportion that feels anxious about being exposed to crime in school, however, is shown to be constant.

In Spånga-Tensta District Administration, self-declared criminality does not exhibit quite the same negative development. The proportion that states that they have used threats and violence remains at a constant level, and the proportion that states that they have used drugs decreased between 2008 and 2010. The number of reported assaults also decreased during the period 2008-2010. However, between 2007 and 2011, reported muggings in the area increased by almost 80 per cent.

In Bromma District Administration, we observe quite a clear upward trend with regard to assaults and muggings. The number of adolescent criminal suspects has also increased since 2008. The proportion that states that they have pilfered or stolen remains at a constant level, while slightly fewer state that they have used threats and violence. The proportion that states that they feel anxious about being exposed to crime in school remains at the same level.
In Stockholm County, reported muggings have remained at a constant level, along with reports of damage, excluding graffiti. Assaults against persons aged 15-17 have decreased during 2009-2011, but are at a higher level in 2011 than in 2008. The number of adolescent criminal suspects aged 15-17 remains at a constant level, while the proportion of pupils in Grade 9 who state that they have pilfered or stolen has increased during the period 2004-2010. However, the proportion that states that they feel anxious about being exposed to crime in school and the proportion that states that they have used threats or violence remains at a constant level.

5.3 Development regarding integration

![Graph showing development regarding eligibility of pupils in Grade 9 to apply to upper secondary school national programmes 2002-2010.](image)

In the city as a whole, the proportion of pupils eligible for upper secondary school national programmes has remained at the same level during virtually the entire 2000s. The proportion of those eligible increased from 80 per cent in 2002 to 90 per cent in 2003 and has since remained at this level. Even in Bromma, the proportion has remained at approximately the same level the entire time, with between 95 and 98 per cent finishing Grade 9 with complete grades.

In Spånga-Tensta, the proportion of those eligible in 2010 is at the same level as it was in 2002, but in the interim the proportion has ranged from a low of 77 per cent to a high of 84 per cent.

The development in Rinkeby-Kista looks basically the same with the big difference being that, in 2010, only 70 per cent were eligible to apply for upper secondary school national programmes. This represents the lowest proportion during the period investigated, as well as part of a downward
trend from 2006 when the proportion of eligible pupils was at its highest at 83 per cent.

![Figure 7: Development regarding the proportion that passed SFI (Swedish for Immigrants) 2002-2010.](image)

The success rate in SFI (Swedish for Immigrants) has decreased since 2007. This applies to all three investigated areas and in the city as a whole. The investigated areas show the same trend as the city as a whole during the period 2002-2010 with two interesting exceptions: that Husby shows the success rate as the city and a significantly higher success rate than Rinkeby and Tensta in the early 2000s. By 2010, the differences between the three areas have evened out, and then only marginally lower than the city as a whole.
The number of openly unemployed adolescents aged 18-24 varies significantly during the period 2002-2010 in Rinkeby-Kista and Spånga-Tensta. Even in the city as a whole, the variation is relatively wide. The development in Bromma is shown to be more stable and the proportion of openly unemployed only varies marginally.

**Average income, financial assistance and proportion of low-income earners**

The development regarding average income, financial assistance and the proportion of low-income earners is presented in table form in Appendix 1, Section 1.3, due to space restrictions.

To summarise, the trends in the three investigated areas and the city can be said to exhibit the same pattern. The average income has increased and the proportion of inhabitants receiving financial assistance has decreased, while the proportion of low-income earners has increased. However, the gap between Rinkeby-Kista and Spånga-Tensta on one side and Bromma and the city on the other side has widened and grown larger with regard to average income and the proportion of low-income earners. In addition, the gap has narrowed with regard to the proportion receiving financial assistance.

**Summary**

The development of integration does not point in any one clear direction and the variations within any one area during the period 2002-2010 are in many respects quite marginal.

It is worth noting that the success rate in SFI (Swedish for Immigrants) is the only variable where the gap to the county average has narrowed in the three areas of Husby, Rinkeby and Tensta. Unfortunately, this is not only a conse-
sequence of better results in Husby, Rinkeby and Tensta. The proportion of SFI passing grades in the county has also decreased.

With regard to unemployment and the variables that measure economic welfare in the area, the gap has either widened or remained the same.

At the same time, the development in Bromma or the city is not particularly positive either. In the past year, the average income has fallen in Bromma and the proportion of low-income earners has increased.

5.4 Crime development regarding social unrest in local development agreement (LUA) areas

In Sweden, as previously mentioned, there are a number of areas with local development agreements, known as LUA areas. Three of these are identical to our investigated areas Rinkeby, Tensta and Husby. In Malmö and Uppsala, which are included in the external visits, the areas of Rosengård and Gottsunda are found.

In these two areas, as well as Backa, the following types of crimes have been used to describe the crime development over time: assault outdoors (not acquainted with victim), muggings, bag snatching, riots and damage through fire. Together, these are crimes that can be connected to insecurity and social unrest.

![Crime trends regarding crimes that disturb security](image)

Figure 9: Crime trends regarding crimes that disturb security.

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25 The crime code of assault outdoors (not acquainted with victim) where the victim is aged 15-17 was first defined in July 2007, which is why all age groups are included here.

26 A description of the crime codes included can be found in Appendix 1, Section 1.4

27 Ibid.
As shown in the diagram, the crime trends regarding crimes that disturb security per 100 inhabitants rise and fall in all areas. In Tensta and Rosengård, crime during the period 2006-2011 has risen by 22 per cent and 27 per cent respectively, but while the increase in Tensta is steadily rising over the entire period, crime in Rosengård rose by over 130 per cent between 2006 and 2009. Thereafter, the number of reported crimes decreased significantly in the area.

Rinkeby exhibits a steadily rising trend in criminality which increased by over 70 per cent during the period 2006-2011.

In Gottsunda and Husby, crime has decreased by 33 and 12 per cent respectively, with the number of reported crimes in Backa remaining at approximately the same level in 2011 as in 2006, with variations in the interim.

**Similarities and variations in crime composition**

Rinkeby's steady and relatively sharp upward trend stretching from 2006 to 2011 can be explained by an increase in both assaults and muggings as well as damage through fire.

During 2009, Rosengård, Gottsunda and Tensta and Husby show the highest reports of crimes that disturb security. In Gottsunda and Husby, this is primarily due to the higher number of reported fires that year. In Rosengård, it is both reported fires and assaults that explain this peak. In Gottsunda and Rosengård, the fires represented about 50 per cent of crimes that disturb security, and in Tensta, the figure was 40 per cent. In Husby, however, they only constituted 29 per cent.

Finally, the similarity in crime trends between Gottsunda and Husby is worth noting. They follow the same level and pattern, with a downward trend apparent in the last three years.

### 5.5 Results

(1) **Do we see a positive development with regard to reducing juvenile delinquency in the Järva area? Does this differ from the development in other areas?**

No, there is no positive development regarding a decrease in juvenile delinquency in Rinkeby-Kista and Spånga-Tensta shown in the statistics. The development differs from Bromma and Stockholm City/County in that there are more fluctuations in reported crime in Rinkeby-Kista and Spånga-Tensta. In Bromma, the development is more stable over time, or exhibits a clear upward trend.

The proportion of Grade 9 pupils living in Rinkeby-Kista and Spånga-Tensta who state that they have pilfered/stolen or used threats and violence has increased in recent years. Development in Bromma is more constant or subject to decline.
At the same time, we do not know what the development would have looked like if the Police, City District Administration and other collaborative actors in the area had not collaborated with initiatives involving preventative measures. Several interviewees feel that Rinkeby is more peaceful now and that there are more adults out in the area.

(2) *Do we see a positive development with regard to integration in the Järva area? Does this differ from the development in other areas?*

No, a clear positive development regarding integration in Rinkeby-Kista and Spånga-Tensta during the 2000s cannot be observed. Most of the variables speak to a negative development. The average income has certainly increased, but this has occurred in tandem with an increase in low-income earners. Overall this means that the gap between Rinkeby-Kista and Spånga-Tensta on one side and Bromma and the city on the other side has widened and grown larger with regard to average income and the proportion of low-income earners.

However, the gap between the city districts with regard to the proportion of persons receiving financial assistance has narrowed since the proportion is basically unchanged in Bromma while having decreased in Rinkeby-Kista and Spånga-Tensta.

The impact of the scope and consequences of a troubled financial market on our variables is difficult to quantify. Any effects would seem to have affected all areas, even if the population and households in Bromma are generally considered to have been affected to a lesser degree than in Rinkeby-Kista and Spånga-Tensta, as well as in the city in general.
6 Field studies in the Järva area

This part of the report presents the field study conducted in the areas of Rinkeby, Tensta and Husby. The field study shows the different forms of cooperation that have taken place as well as the collaborative actors involved.

The field study is based on qualitative semi-structured interviews, observational studies of the collaborative process and a survey study conducted at one of the briefing meetings held during weekends and holidays. The interviewees are people who the project team, together with the steering committee, have identified as key players in the cooperation work that has been developed in the area.

6.1 Growth of cooperation in the Järva area

Cooperation in Västerort has been built up gradually, both in project form and in the daily line operations. Some projects have been successful, while others have not. The less successful projects, however, are not considered to be fruitless, as they have led to initial contact between the different organisations. They are also considered to have led to a wide network within the cooperation work, characterised by an active awareness of each other's roles and tasks and where each other's experiences can be put to good use.

Background

In 1996, the Government presented a crime prevention programme entitled “Allas vårt ansvar [A Collective Responsibility]”. The programme involved an increased erasing of the boundaries between the public sector, private sector and civil society. This led to a change wherein the local community was given a greater role in areas where the state previously had responsibility.

“In the public debate, criminal policy in recent years has come to be singularly associated (...) with police, prosecutors, courts and prisons that, in various ways, are charged with monitoring compliance with the rules. Criminal policy, however, involves much more: the general welfare policy focused on social housing policy, a school system that is open to all, preschools and recreational activities where children from different backgrounds and environments come together and which is not, as in many other countries, solely aimed at risk groups, to name a few examples. Measures that contribute to strengthening the safety net for children and adolescents at risk, or that prevent large groups of people being excluded and marginalised, are equally if not more important within criminal policy work than the work conducted in the judicial system. ”

In the Järva area, this approach is believed to have been applied as early as in the 1970s. The only neighbourhood police officer from those days says that the work in Järva would have been unsustainable without the cooperation of

28 http://www.regeringen.se/content/1/c4/28/05/6f7f8a41.pdf  s. 1-2.
various associations and organisations from the area. It was a difficult area in which to work as there was only a vague understanding of the benefits of cooperation. Many external organisations and associations were difficult to cooperate with at that time due to the police role. Establishing contact and a relationship with the local community was time-consuming work. Much time was spent personally trying to find out what resources were available in the area and trying to build up a relationship with these.

Making contact with the inhabitants was perceived as difficult, and it took up to a year to be accepted among the actors in the area

"There was not as great a need for integration in society at the time as most people were already well integrated, but with the culture clashes that have arisen today, integration is of the utmost importance."

Lena Yng, former neighbourhood police officer

That period's neighbourhood police evolved over time to become area police, which in turn became community police in accordance with the Bill 1989/90:155 regarding renewal within the Police:

"The police authorities have the opportunity to establish one or several police commissions in order to, under the guidance of the police board, lead the police authorities within the part or parts of the police district determined by the board. In order to achieve a deeper cooperation between the police authorities, an amendment is proposed to the Police Act provisions regarding the county councils' directives right in the police area. (...) The guidelines for the Police work include, inter alia, that operations should have a more preventative focus."[29]

The idea behind community policing was to increase focus on the crime prevention work. When the community police were established, the neighbourhood police had already fostered a certain level of trust between the Police and citizens. The first barrier between the Police and the inhabitants had thus already been broken down, but there was still much to do, especially with the Police's own attitude. In an interview with a former community police chief, it transpires that, in the beginning of the 2000s, there was a general police perception that "everyone in South Järva is a criminal".

In order to satisfy to the demands of crime prevention work, local police councils were created which gradually transformed into local crime prevention councils. In these local crime prevention councils, aside from the Police, other actors in society also participated with representatives that were authorised to make decisions in different public institutions.

Citizen hosts

2001 was considered to be a turbulent period in Rinkeby, primarily in the central area which was perceived as unsafe. From the District Administration's side, the realisation dawned that there was a need for representatives

from the local residents who, at the same time, would represent the authorities. Citizen hosts were hired by the District Administration in Rinkeby, but were also co-financed by the Public Municipal Housing Companies Act and were given a premises by SL. Soon thereafter the municipal housing company Svenska Bostäder employed “Centrumvärdar” [Centre hosts] in Tensta. However, the Centre hosts initiative was shut down due to economic circumstances.

In an interview with the citizen hosts it was revealed that they found it difficult to work in the area during the first year. They were subjected to threats and witnessed serious violence. Despite being recruited from the area itself, it was hard to gain respect. They felt that the inhabitants associated them with informants out in society as they were often called “snitch”. The citizen hosts also perceived there to be a lack of confidence in them from the side of the police. This form of cooperation proved to be less effective in practice than in theory. As a rule, mutual assistance was only provided in emergencies. The perception was that it was difficult for the inhabitants to comprehend the value and actual purpose of the citizen hosts.

However, over time, the citizen hosts fostered a sense of trust in the local community. Primarily, this was achieved through a cooperation with the mosques and ethnic associations. According to the police officers who were interviewed, the citizen hosts today are viewed to be very valuable and important collaborative actors.

2004 proved a worrisome year in Tensta with riots and stones being thrown at busses. The Police therefore convened a conference wherein an invitation was extended to police from all cities with problematic areas similar to Järva, including Rosengård, Angered and Södertälje. The conference was called “Polis i mångkulturellt område [Police in multicultural areas]”. During the conference, the problems facing a multicultural society were discussed as well as other cities' experiences of such matters.

One of the problems highlighted during the conference was that there was a certain lack of knowledge regarding how the Police could relate to the adolescents in a multicultural area. Cooperation emerged as one of the solutions, as well as the importance of having a broad platform for discussing difficulties and experiences in different perspectives together with other societal actors. Gothenburg shared their experiences from one, in their opinion, successful cooperation called “Ung och trygg i Göteborg [Young and safe in Gothenburg]”. Following the conference, it was decided that a “Young and Safe in Järva” would be formed.

Ung och Trygg på Järva [Young and Safe in Järva]

Young and Safe in Järva began as a project initiated by the Police Authority in Stockholm County in 2005. The project was led by a steering group con-
sisting of the Police Commissioner in the Västerort Police District, the chief prosecutor and the District Directors in Rinkeby, Kista and Spånga-Tensta. A project manager was appointed who led an operational management group comprising the community police chiefs of South Järva and Kista, along with social services officials and chief education officers from the districts.

The aim of the project was to make the cooperation work more operational and to together identify adolescents considered to fall within the risk zone for establishing a criminal lifestyle. The intention was to, at an early stage, contact the legal guardians and offer interventions for adolescents who risked adopting a criminal lifestyle.

The project was phased out in 2007 when the project manager was placed on other work duties and the participants were no longer considered to be engaged or active. Another contributing factor was believed to be the reorganisation of the District Administrations following the change of power in the general election of 2006.

Despite the failure of the Young and Safe in Järva project, it is thought that this nonetheless sowed a seed within the organisations. According to the interviewees, a cooperation slowly but surely developed in a positive direction when the advantages of working together began to be realised. The District Administrations, the Police and associations created various forums where they discussed societal issues. However, certain collaborative actors were more engaged than others.

Briefing meetings

In 2008, so-called briefing meetings were developed where different actors and organisations such as citizen hosts, field assistants, patrolmen, Police, youth hosts, parents, “nattvandrare” (night neighbourhood watch), etc., would meet every Friday and Saturday as well as weekdays during school holidays. The aim of the briefing meetings originally was to show those out in the field that they were not alone.

"There are so many of us working with the same issue. Should we not then help each other?"

Per Granhällen, safety and crime prevention strategist, Rinkeby-Kista District Administration

Minutes were kept of who had participated and which actors the participants represented. The briefing meetings were convened on the initiative of the Police and the District Administration.

Other projects developed during the same year were “SamTidigt FörSt [Together First]” in Spånga-Tensta and “Järvaandan [The Järva Spirit]” in Rinkeby-Kista. Both are collaborative projects described further on in the report.

That same year, all political parties in City Hall also agreed that a more unified objective was needed for Järva. This common goal became known as Järvalyftet [the Järva Boost]. The goal was, through participation from the
inhabitants and cooperation with other parties, create positive social and economic development.

"Järvalyftet is the City of Stockholm's and other actors' broad and long-term investment in social and economic development in the districts surrounding Järvafältet [Järva field] (...) a long-term investment to improve living conditions in the districts surrounding Järvafältet".

What is considered to separate earlier collaborative projects from those that exist today is that the network has become wider, more efficient and more qualitative. The general consensus is that, since the cooperation began, the actors have begun to work more long-term within the participating organisations. The collaborative forums that exist today are presented in the next section.

6.2 Collaborative actors and forums

To reach out to and highlight all actors and forums that in some way collaborate within the Järva area is an impossibility. This means that there are probably more collaborative actors at both a higher and lower level. Presented below are actors and forums that, according to the project team, are or have been of importance to the cooperation work.

The Police

The community police

The community police are the local Police in the area. Their strength lies in having good knowledge of the local community as well as the problems that characterise the area. The community police prevent and take action against crimes such as theft, assault, criminal mischief and disturbing the peace. The community police collaborate with most of the actors in the local community in different forms, however, their main partner in a structured form is the District Administration.

Local police stations

The local police stations are found in areas where criminality and insecurity as a whole are highest in the county. Within Spånga-Tensta District Administration, this is located in Tensta, and within Rinkeby-Kista District Administration, it is found in Husby. The task of the police stations includes both working with crime prevention and taking action against crime. They work with establishing more in-depth contacts with schools, recreational centres, field assistants and other actors. They strive to become a natural part of the everyday life of adolescents and those living in the area.

31 http://www.jarvadialogen.se/Nyheter/Jarvalyftet-inom-Stockholms-stad/
Contact polices

The contact police are community police that are also commissioned with being contact persons to schools in the area. The contact police have, among other things, previously been known to give lessons on law and justice at schools and were thus known as school police. Nowadays, this role has been evolved into contact police. Their mission is to foster trust between the Police, the school staff, pupils and parents. The aim is to prevent children and adolescents from being mistreated or becoming involved in crime. The contact police act as a direct link between the Police and the school administration.

Together with the school administration, the contact police develop procedures for regular meetings. The idea is for the school administration, pupils and parents to be able to turn to the contact police if they have information, questions or thoughts regarding crime in schools. Nowadays, there is a collaborative group consisting of the contact police and representatives from the field assistants, social services and school. This group is known as an area group and they meet 3 to 5 times per term, depending on the needs. These meetings involve discussions on how the school works, how the term looks and whether there are any difficulties or problems with certain pupils. The district is responsible for there being contact teachers available that cooperate with the Police on the schools' behalf.32

Järvalyftet [The Järva boost]

Järvalyftet is the City of Stockholm's broad intervention regarding Järva. It is a long-term investment to improve the living conditions in the city districts surrounding Järvafältet [Järva field]: Akalla, Hjulsta, Husby, Kista, Rinkeby and Tensta. This is to be achieved through the participation of inhabitants and cooperation with other actors.

Järvalyftet deals with proper housing and a more varied city environment, issues of security in everyday life, good educational opportunities, more jobs and increased enterprise.

Something that is unique to Järvalyftet is that it involves many actors, both public and private, who together wish to achieve the same goal. Furthermore, the preventative and social work is prioritised. The varied participants range from actors in the city's own organisation, to the Police and sporting associations. Svenska Bostäder is one of the biggest actors involved. Järvalyftet is also responsible for something called Järvalärling [Järva Apprentice].

Järvalärling [Järva Apprentice]

Järvalärling is a project run in partnership with hantverksakademin [Trade Academy] and the City of Stockholm. It provides young adults up to the age of 24, who are without a complete upper secondary school education, the

32 http://www.polisen.se/Om-polisen/lan/St/op/Polisen-i-Stockholms-lan/sarskildasatsningar/Kontaktpoliser/ 12-02-28
opportunity to train for a trade. Pupils get to try out a number of skilled trades so that they can determine which holds the most interest for them personally. After the training is complete, the goal is for the apprentice to be able to make a living from their trade expertise or continue on to further studies.

**Järvaandan [The Järva Spirit]**

In cooperation with Spånga-Tensta and Rinkeby-Kista District Administrations, a network has been established under the name Järvaandan.

Järvaandan was formed in 2009 and consisted of some 80 members, associations, organisations and companies. In January 2012, Järvaandan comprised over 400 members.

The idea behind Järvaandan is to build a strong network with different actors in the area, such as business proprietors, the Police, district, religious communities, associations, etc. The aim is to assist each other in different situations, not only in emergencies but in everyday life. The network spans the whole of Järva. Everyone from associations, organisations, companies and authorities is welcome to become members. Regardless of who the inhabitants in the area are or if the district administrations disappear, Järvaandan endeavours to represent a durable brand that will endure the test of time in the area. The key words are “Here we stand up for each other” and “Consideration and security”.

"A network of positive forces within the Järva area with the goal together creating security, contentment and a feeling of home”

Järvaandan was formed as a consequence of the disturbances that occurred in the area in 2007. As a result, the District Administrations, Police and SL sought help from associations and mosques in the district. It was realised that this was a societal problem that could more easily be dealt with together by various actors in the community. This resulted in a large number of volunteers participating in the work to create a safer outdoor environment through mobilisation and maintaining a visible presence in outdoor environments where adolescents tend to frequent.

The following year, 2008, the actors again mobilised with the intention of initiating preventative measures. This time saw even more parents, associations, churches and business owners take part in a mutual, preventative intervention together with youth hosts, citizen hosts, field assistants, Lugna Gatan and the Police.

Today, all those involved with crime prevention and efforts to create a peaceful living environment are invited to participate in the Järvaandan network of positive forces. The aim is to highlight the importance of every-

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33 http://www.stockholm.se/jarvaandan
body's efforts and show that even small contributions can make a big difference.

In Järvaandan, the focus is on the local community. The goal is to allow the people who live there to take their place and be heard. The hope is for Järvaandan to live on, even without active district administrations.

Järvaandan distributes a monthly newsletter to the participating actors. Those responsible for Järvaandan today feel that the project has grown to become something much bigger than they had initially hoped. Through the use of the participating organisations’ own networks, information can more easily reach many individuals in a short time. Järvaandan is considered to be the unifying platform for different actors in the community.

The business community is nowadays a significant part of Järvaandan as a result of the participation of many large companies. These have, in turn, assisted the smaller local companies with advice regarding their enterprises.

The Police and Rinkeby-Kista District Administration have also signed a unique cooperation agreement with Kista Galleria, which is the first of its kind in Sweden. In the agreement, Kista Galleria has been encouraged to primarily employ adolescents from the area in their stores, cafés and the like, instead of bringing in labour from outside.

Summer work

The District Administrations collaborate with the employment office and offer summer work or holiday work to adolescents aged 15-18. They also collaborate with Jobbtorg, which is another agency that caters to jobseekers. Holiday work involves five days a week for a maximum of three weeks.

This is a huge investment in Järva. In 2011, approximately 1,360 adolescents received holiday work. In Farsta and Skarpnäck, whose inhabitants comprise around as many adolescents as in Järva 34 erhöll omkring 440 ungdomar feribetens.

<table>
<thead>
<tr>
<th>Number of adolescents aged 15-18</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Farsta</th>
<th>Skarpnäck</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 287</td>
<td>2 297</td>
<td>3 051</td>
<td>2 351</td>
<td>1 981</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number of summer jobs*</th>
<th>685</th>
<th>675</th>
<th>100</th>
<th>245</th>
<th>195</th>
</tr>
</thead>
</table>

| proportion of adolescents 15-18 with a summer job | 30% | 29% | 3% | 10% | 10% |

* Figures are approximate.

The work that is offered involves positions within preschools, geriatric care, parks and voluntary organisations. There are also a few positions available within sports and athletics, IT and culture. The idea is for the jobs to contrib-

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34 Approximately 11,000 adolescents aged 16-24
35 Source: Responsible for holiday work in each district administration: Tove Ås (Rinkeby-Kista), Agnete Mejbert Carlsson (Spånga-Tensta), Kristina Fernaeus (Bromma), Kristian Slotte (Farsta), Rose-Marie Lithén (Skarpnäck).
ute to building up the adolescents' work experience. This work is considered to have been a great asset in maintaining a quiet area, as the adolescents are given a purpose and kept busy. The district provides them with an activity, a task, which instils in them the feeling that they are needed, but more importantly, they take responsibility.

**Positive forces**

Engaged citizens are considered important collaborative actors in the District Administration's efforts to encourage participation and create a feeling of connection for the youth in Spånga-Tensta. Therefore, the positive forces in the area are marshalled, such as associations and others who regularly get involved and participate in various collaborative forums.

**The city districts**

Presented below are the two city districts involved in the field study as well as their collaborative actors/forums.

**Spånga-Tensta District Administration**

Spånga-Tensta District Administration's districts include Bromsten, Flysta, Solhem, Lunda, Sundby, Hjulsta and Tensta. The District Administration is divided into five departments, one of which works in an overarching capacity. The District Administration is responsible for preschools, recreational activities, geriatric care, care for the disabled, social services and some maintenance of parks and the local environment.

**SamTidigt FörSt [Together First], Spånga-Tensta**

SamTidigt FörSt is a collaborative initiative in South Järva which stands for “Cooperation, Timely, Trusting and Structured”. The work began as a project but is now conducted as a line operation and aims at long-term cooperation with regard to children and young people considered to be at risk. The vision is that the work involving children and young people will become more effective and successful if more timely and coordinated measures can be taken in different areas.

“SamTidigt FörSt aims to create a structure and a common work approach and attitude for the work with children and young people who are mistreated or vulnerable, regardless of where this occurs”.

SamTidigt FörSt consists of a steering group comprising the senior management who meet around four times a year, a cooperation management team made up of division managers authorised to make operational decisions and
who meet every six weeks, and school groups at each school that focus on specific yet general needs in and around their school. The school groups also meet four times a year, or more often if needed.

In Tensta, where there are many children and young people who do not participate in meaningful and structured recreational activities, there is also a “recreational field and police group” that exchanges current information on the situation in the area. They meet once a month as well as before school holidays. In addition, it organises four conferences a year with an invitation to all those involved. During these conferences, information is disseminated on how the various operations work, the assignments that guide their work and the areas that receive focus. “Good examples” are also given an opportunity to shine. Furthermore, lecturers who contribute to the development of the desired work approach and attitude are also invited. The goal is for everyone to understand their role, as likened to a cog in a great machine. Many contacts are forged over the course of these days and new collaborative ideas take shape in order to be later developed within the network. A coordinator employed within the District Administration is responsible for support to all forums and the conferences, coordinating efforts and updating the contacts.

*Field operations*

The division for preschools and recreational activities is responsible for field operations. Aside from recreational field assistants, there also two social welfare secretaries in the field. They collaborate with adolescents, parents, recreational field assistants, 'nattvandrare' (night neighbourhood watch) and other positive forces that contribute to good living conditions for adolescents.

The purpose of the field work is to reduce the number of children and young people at risk that might end up involved in drug abuse and/or criminal behaviour. The mission also involves building good relations with the majority of children and adolescents in the district. In addition, the field assistants work with developing cooperation.

"You have to be the spider in the web and unravel the contacts to work out who can be of benefit to whom, as well as the how and the why”

Johan Lusth, field assistant

The field assistants' work is focused on problem solving. Their mandate involves increasing the feeling of connectedness among the parents. All work that the field assistants perform is based on voluntary participation by the children and young people. The work is conducted at an individual, group or structural level. The field assistants work alone or in a network with other adults. They often work “in the field”. The field assistants engage in talks, meetings and joint activities, as well as provide guidance for children and young people. In the case of serious concerns or the discovery of bad conditions, it is the field assistants’ obligation to firstly bring it to the attention of
the parents, followed by the social services and/or the Police through contact or notification.

**Trygg i Tensta [Safe in Tensta]** (**TIT**) and **Tensta Against Crime (TAC)**

TIT and TAC involve safety and development work mainly directed at adolescents. Spånga-Tensta District Administration is responsible for the operations which are run by two operational leaders. TIT is directed at individuals aged 18-23 and TAC targets adolescents between 13 and 17.

The operation started as a project in 2009 with a view to creating role models in the area. The two operational leaders' work involves crime prevention with adolescents at risk. The adolescents are hand-picked from the area. The two operational leaders take the selected adolescents “under their wing” for a period of one year.

The aim is to strengthen the self-esteem of the vulnerable adolescents and their belief in the future through developing new work methods and forms of cooperation within youth leisure time. The goal is for them to take what they have learned during this time and independently continue to develop in a positive direction.37

The younger target group participates in personal coaching and development discussions as well as exercises, study visits, activities and courses, while the older target group is offered work placement, among other things. In addition to strengthening the group itself, much of the work is aimed at providing individual support in training endurance, patience and responsibility. The focus is on increased participation and therein strengthening the participants' self-esteem and their belief in the future.38

> "It's all about prevention. If you compare it to a fire, we're the ones removing the junk to ensure that a fire will not occur or spread"

Roland Ki, Operational leader for TIT&TAC

**Youth centres and meeting places for older adolescents**

There are various youth recreational centres/meeting places in the area. All of these are open at least four days a week. The age limits at these different meeting points vary between age 13 and age 20. Some of the youth recreational centres have representatives from the staff at the briefing meetings.

**Tensta Community Centre (TCC)**

TCC was founded in the autumn of 2008. It began as a project but is now part of Ross Tensta Gymnasium's operations. They offer the pupils at the school a voluntary extension of the school day with a variety of different activities. They cater to around 250 adolescents a week, of which 70 per cent are girls. TCC offers homework assistance, a recording studio, dance classes, a cinema, computers, a work studio, lectures, a pupil-run café and leadership

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courses. All of this is to provide students with good opportunities to achieve their goals in life.

**Cooperation surrounding planned spaces and parks**

In a unique collaborative project together with the Traffic Administration Office's landscape architects, the Sports Administration, schools, property owners in the vicinity, residents and external interests, the District Administration has designed a space for socialising and spontaneous activity in one of the area's parks. The aim is to create activities for adolescents on these sites.

**Rinkeby-Kista District Administration**

The Rinkeby-Kista city district area includes the districts Akalla, Husby, Kista, Rinkeby and the nature reserve Hansta. The Administration is divided into different operational areas: preschools, care for the disabled, geriatric care, social care, financial assistance, and preventive youth work and civic service.

Within the operational area of preventive youth work and civic service, there is a prevention division consisting of a coordinator for adolescent participation and influence, and a coordinator for drug prevention initiatives. The division also includes the field group, citizen hosts and youth hosts.

**Local crime prevention councils (Lokala Brå)/Security in buildings and outdoor environments**

Local crime prevention councils (Lokala Brå) are a collaborative forum made up of actors authorised to make decisions regarding security in buildings and outdoor environments. Regular meetings involve discussions which identify the existing problems as well as who is capable of addressing the problems and who is responsible for covering specific expenses ('problem owners'). These issues are followed up in the next meeting. The idea is that all organisations can do something. Even a minor change can generate something major in the long run. One part of Lokala Brå is the security tours conducted in the area which bring together volunteers from the residents in the area along with various actors in the area, including those with the mandate to make a change, such as property owners, the Police, but also others interested in safety and security. As a rule, a security tour is not conducted if none of the local residents take part.

**Myndigheter i samverkan [Authorities in cooperation]**

Agency cooperation in Rinkeby-Kista is an established cooperation model that is built on local cooperation between schools, the Police, social care and preventive youth work and preschools. The work is led by a steering group which meets four times a year, with representatives from Rinkeby-Kista District Administration, the Education Administration, the Police and the Fire Brigade.
The goal is to prevent and reduce youth crime, drug use and other high-risk behaviour, by working in the environments frequented by children and adolescents.

The steering group decides on the direction and vision for the work. The main task of the steering group is to contribute to a common understanding of the current situation in the district area with regard to the safety of children and adolescents, as well as head the initiatives of local area groups.

The area groups are made up of staff who work directly with adolescents based on a work mandate: field assistants, school staff, recreational leaders, preschools and community police. The mission of the area groups is to promote belief in the future and reduce exclusion through, for example, working with gender equality issues, values and attitudes with regard to crime, drugs and other anti-social behaviour among girls and boys, and to endeavour to do so in cooperation with parents. The field assistants in Rinkeby-Kista play a big part in 'Authorities in cooperation', wherein they act as coordinators for the group. The area groups meet at least three times per term, as well as when necessary to resolve emergency issues and act collectively.

Ungdomars fritid och framtid [Adolescents' leisure time and future]

An open working team where interested actors can participate. The team aims to represent the needs of the adolescents in the community, as well as the problems that exist and similar issues. 'Authorities in cooperation' uses this team to acquire information regarding decisions that need to be made.

Field operations

The prevention division in Rinkeby-Kista District Administration is responsible for five field assistants, all of whom are trained social workers. Their primary objective is to create trusting relationships with adolescents (13-16 years old), explore any possible risks that may exist in the area and create contacts with others working in the area.

Specifically, the work focuses on prevention and outreach with adolescents in the district in order to counteract addiction, criminality or other anti-social behaviour. The field group is responsible for coordination and development for the so-called area groups, which represent the operational part of 'Authorities in cooperation'. The field group works both with public interventions aimed at the entire target group and with more focused efforts aimed at risk groups and individuals. Where necessary, the field group is able to work flexibly with different age groups. The field assistants conduct social field work based on RIF (Swedish Association for Outreach Work) guidelines. The field assistants are found in schools, at youth centres and wherever adolescents gather. Field assistants are also active on the internet.

Citizen hosts

Rinkeby-Kista District Administration is responsible for the citizen hosts. These are co-financed by different housing companies in the area as well as
other property letters. There are eight in total, four in Husby/Akalla and four in Rinkeby. The citizen host operations were established in 2001 in Rinkeby when there was thought to be too few adults out in the community.

The primary purpose of the citizen hosts is to contribute to a safer society. Through their presence they convey a sense of security, be generally helpful to individuals in the area, and prevent crime. They are also intended to motivate young people to get involved in stimulating recreational activities. Their aim is to get more adults out in the area and for citizens to take responsibility for their residential area and, together, work to bring about a safer environment.

In practical terms, they are always scheduled to work in groups of at least two, but where necessary, a later patrol can be arranged. They often patrol the centre, residential areas, stairwells, basement premises, football pitches, schools, etc. Their strategy for achieving this is to actively establish contact with the citizens and to maintain a strong street presence, as well as visiting people in their homes in order to reach out with their message to those who stay at home. They are also active in different associations and organisations in the area.

In a riot-type situation, citizen hosts' primary role is to facilitate the work of the Police by providing situation reports. Depending on the situation, they can help to disperse the congregation of young people who are not necessarily participating in the riots but are loitering in the vicinity, as well as try to collect contact details for witnesses.

The collaborative actors with whom they come into most contact are the parents, Police, Parent Alliance and other associations and organisations operating in the district.

Results suggest a good knowledge of how, when and where problems usually occur as a consequence of their strong ties to the area. They have therefore in many situations been able to act as the eyes and ears of the Police.

It is important to point out that it is not part of the citizen hosts' assignment to in any way intervene in a situation that could pose a danger to themselves; their safety always comes first. Thanks to their good relationship with the area, they are often very good at getting a feel of situations and thereby know when they can get involved and when they should refrain.

Youth hosts

Rinkeby-Kista District Administration is also responsible for those known as youth hosts. Each year, 20 youth hosts between the ages of 18 and 24 are hired, two of which are remaining from the previous year. This means that there are 18 new employees per year. These 20 are divided into four groups of five with one team leader in each group.

The aim of the youth hosts is to contribute to an increased feeling of contentment in the area. The idea is also to give the youth hosts a picture of
what social work involves and inspire further studies or work within the area. The hope is that the sense of responsibility experienced as a youth host is retained even after the assignment is complete, as part of their moral courage. The aim is also to offer “older” adolescents with little work experience the opportunity to acquire work credentials, as well as act as good role models for the younger adolescents.

Their assignment is to communicate with adolescents in their environments, for example, in youth centres, meeting places for young people, streets, squares, etc. During school holidays, they all work full-time, after which at least one group works every weekend Friday and Saturday.

**Youth centres/Meeting places for older adolescents**

The District Administration is responsible for a number of youth centres in the area. These offer a range of different sports, dance and other activities for adolescents.

They have also created meeting places for older adolescents. However, they have chosen to separate the young from the adult, as they do not wish the younger people to be influenced by the older individuals. The purpose of having these open to young adults is to create meeting places that are properly organised.

Something that is considered fairly unique to the Järva area is that they always have an organised meeting place open all year round. Some of the youth centres sporadically have representatives present at the briefing meetings.

**Clean and tidy**

Rinkeby-Kista and Spånga-Tensta District Administrations organise and administer clean-up activities for local associations in the districts of Akalla, Husby, Rinkeby, Tensta and Hjulsta. In conjunction with this, a training programme is also offered in cooperation with the District Administration, Familjebostäder, and Kista fire station. Through these workshops, approximately 650 residents in the districts around Järvafältet have learned about housing, fire safety and the environment. The idea with making use of local resources is to increase awareness among the local inhabitants of the resources that are employed to keep the area clean.

**Religious communities**

Since 2007, a number of religious communities have cooperated in a dialogue forum in Spånga-Tensta and Rinkeby-Kista. They work together on issues and information about faith, everyday problems, youth issues and the like.

The mosques are a major gathering place for a large part of the population in the Järva area, where many in the area are believers. Cooperation with the Järva area’s mosques is deemed to have been very helpful as regards to communicating information to the population, which in turn is considered by
many of the interviewees to be a contributing factor to reduced social unrest. In situations where it is necessary for information to be disseminated to as many inhabitants as possible, the mosques have been contacted and informed on the situation in order to appeal to those people with children to try to keep them at home in the evenings. Appeals have also been made to the adults to try and increase their presence on the streets as much as possible with the aim of preventing crime.

The Church of Sweden mainly participates in cooperation work during crisis situations, but they also organise activities for adolescents. Approximately 25 per cent (21,000) of the inhabitants in the area are members of the Church of Sweden.

Other collaborative actors

Schools

In 2009, the Education Administration took over the schools division which was formerly under the auspices of the District Administration. The schools collaborate with several city district administrations; on a comprehensive and preventative level with the district administration where the school is located, and on an individual level with the district administration where the pupil is registered. This means that the schools have many collaborative partners. As previously mentioned, each school in the area also has a contact police officer from the community police. This ensures that the school has an established path of contact to the Police. Some schools also have Lugna Gatan as well as field assistants on their premises.

There are many advantages to collaborating with the school, for example, as a way of facilitating communication between the School, Police and District Administration. It also becomes easier for all parties to identify those vulnerable young people at an early stage.

Within the Järva area, the School collaborates with the District Administration in various forms. Some of the school's partners in the Järva area include the Police, Myndigheter i samverkan [Authorities in cooperation], SamTidigt FörSt [Together First], Järvaandan [The Järva Spirit], social services, etc.

However, the cooperation between social services and the school is complex. The Government's website outlines the way in which Social Services, the Labour Market Administration and the Education Administration have together developed draft guidelines for cooperation between the schools and social services on issues relating to children and adolescents who are mistreated or risk being mistreated. In one referral, however, it shows that there are deficiencies in the cooperation with the school and with the agreement, as certain parts that should be included according to city guidelines have
been omitted. Furthermore, there is no corresponding cooperation agreement with independent schools, compulsory schools or upper secondary schools.\footnote{39 TJÄNSTEUTLÅTANDE [Official statement] SID 1 (5) DNR 1.4.-759-2011 2012-01-26 SDN 2012-02-09}

**SL**

Representatives from SL's hired patrolmen participate in the briefing meetings held on Fridays and Saturdays. SL is also involved in the local crime prevention council.

The cooperation with SL is generally perceived to have its starting point in the disturbances that occurred in the area during winter 2007 and 2008 when it was forced to shut down the station. SL is therefore considered to be an important actor and was invited to be represented in local crime prevention councils (BRA) and Joint Consultative Committees in Stockholm County and also in Västerort. Many of the inhabitants use public transport which makes SL an important actor in the municipalities' and city district's security work.

The aim with having SL participate in the cooperation work is primarily to involve all active actors found in the area.

SL and their hired actors (Lugna Gatan and Svensk Bevakningstjänst) are restricted to public transport in the area and may not stray from this delimitation.

The most significant collaborative actors for SL in the area include the crime prevention coordinator in Rinkeby-Kista District Administration and the citizen hosts.

Results that can be highlighted from the cooperation with SL are that it is now easier to arrange a meeting with other actors in the area, and that the station has not needed to be shut down again since the cooperation began. It is easier to enlist help with prevention work.

**Property owners in Järva**

Housing companies in the area have a collaborative forum called “fastighetsägare i Järva [property owners in Järva]” which is an association of property owners and cooperative building societies in Akalla, Husby, Kista, Rinkeby, Tensta and Hjulsta. The aim is to cooperate in developing long-term security strategies and raise the area's reputation and status. The housing companies collaborate with more economic goals in mind. In pace with an increase in security in the area, their houses also become more attractive to the market.

The collaborative forum was formed in 2007 and the association currently has 26 members consisting of apartment building owners, cooperative building societies and local property owners in Akalla, Husby, Kista, Rinkeby,
Tensta and Hjulsta. Together, the association members have over 16,000 apartments.

In order to prevent social unrest in the area, they conduct security inspections with the Police. Together they make an inventory of security elements in and around the houses, as well as additional measures that need to be taken.

“Property owners in Järva” cooperates with SL, the Greater Stockholm Fire Brigade, the Police, Riksbyggen and the City of Stockholm.

Security companies
“Property owners in Järva” has signed a contract with a security company where two security vehicles patrol the area around the clock. The security company's objective is always to be quick on the scene when something occurs in order to immediately be able to begin work with resolving the incident. Their mission is to create contacts with the residents and to act as an extra pair of eyes in the area when the property owner's own staff have gone home.

The security guards are often the first contact during disturbances as they are already on site. Many of the guards who work in the area, in addition to a high level of interpersonal skills and a good knowledge of the area, have some sort of relationship to the area. It is important that security functions and actors that operate in the area reflect the area as a whole. The security guards collaborate with the property owners, community police, Lugna Gatan, citizen hosts and youth hosts. They engage in daily meetings with the property owners where they go over the risks that are currently found in the area. In addition to collaborating with different actors in the community, it is in their mission to create relationships with the citizens by being visible in the area and participating in the briefing meetings on Fridays, Saturdays and weekdays during school holidays.

Nattvandrare (Night neighbourhood watch)
The night neighbourhood watch mainly patrol on Friday and Saturday nights. The network's “hubs” are the field assistants and youth recreational centres, with the support of the community police. Associations, parents and other interested adults can sign up for the night neighbourhood watch based on their own interest and the possibility of participating in security work. The night neighbourhood watch is part of the District Administration's crime prevention efforts.

The participants in the night neighbourhood watch often proceed out on patrol following the briefing meetings each weekend night and holidays. They are also contacted via a text message contact list through which a situational overview of the area is communicated. If disturbances are in the offing, a bulk text massage is sent to the adults requesting an outdoor presence on the streets in as many numbers as possible.
**Fire Brigade**

In the Järva area, the fire brigade utilises fire officers who inform and educate on fire safety. The fire officers speak several different languages, have a wide contact network in the Järva area and teach, among other things, what to do in the event of a fire. The officers’ duties also include home visits, where instruction is given on how to protect one's home and prevent fires and accidents. The Emergency and Rescue Services also post information in different languages in the stairwells.

The fire brigade also collaborates with the schools. Following a period involving a number of small fires and incidents in a school in the Järva area, the fire brigade initiated a project together with the school. The project included a number of information campaigns as well as support to pupils and staff at the school. The aim was to develop a new approach for informing staff and pupils at the school. As part of the new approach, more focus was given to drills and the pupils’ own engagement. The work was evaluated with positive results. Incidents decreased significantly and the fire brigade was not called to any emergencies at the school, either legitimate or false alarms.

**Parent education**

There are various parent programmes in the area, both general educational programmes that are beneficial to all, and programmes that are more tailored to the needs of the area in which they are held.

One example of a needs-based programme is that which falls under the auspices of the “Somaliska föräldra- och modersmålsföreningen” [Somali parents’ and native language association]. It is a unique parent education programme in Rinkeby-Kista aimed specifically at those with a Somali background and which focuses on the particular problems that this group may face as parents.

The language of instruction is their native tongue. One aim is to get the parent involved in their children's development where there are clear rules and demands placed on the children. It is hoped that the parents will acquire a more detailed picture of how Swedish society and the system is constructed. Awareness of the course is spread by word of mouth, as this is considered most effective.

Depending on the type of problems facing the area, the Police can also participate in the programmes where, through the use of different themes, they provide information and describe the role of the Police in society. In 2011, the Police participated in such a course and provided information on drug issues.

**Joint briefing meeting**

Every Friday, Saturday and during school holidays, briefing meetings are held. The purpose of the briefing meetings is for all the “positive forces” that are working with safety and security in the outdoor environments in Tensta,
Hjulsta, Rinkeby, Kista, Husby and Akalla on that particular evening to meet, establish contacts and discuss potential threat scenarios for the evening. The phone list of actors working during that evening is also updated. Examples of positive forces include the night neighbourhood watch, citizen hosts, youth hosts, field assistants, Lugna Gatan, representatives from mosques, patrolmen, police officers, firefighters and more.

The Police indicate that eight out of ten of these briefing meetings do not provide them with any great input but that the meetings are instead shown to have greater value for cultivating a feeling of participation among the other actors.

**Values and risks**

It is very important for the Police to be present at the briefing meetings as they assume the role of chair at the meeting.

Something that has been discovered in the Järva area is that, in those briefing meetings open to all the inhabitants, when the Police have issued information stating that they will not be present in the area during that evening, an increase in anti-social behaviour is subsequently noted in the area. The understanding is that a rumour spreads among the adolescents that the Police will not be out in the neighbourhood.

A deliberate tactic of the Police to avoid the risk of rumour-spreading is to remain in the premises after the briefing meetings in order to provide an opportunity for those actors who wish to discuss sensitive topics that should not be treated in a large forum.

**Survey study of the briefing meetings**

An evaluation of the briefing meetings has been conducted wherein we have compiled the collaborative actors’ views on the briefing meetings, with the exception of the Police. Those involved in the cooperation have given their own definition of what they consider the aim of the briefing meetings to be, as well as their own role and the role of the police within them. The various collaborative actors will hereinafter also be referred to as simply actors.

The evaluation shows that the cooperation meetings are considered extremely worthwhile by the participating actors, not only because they allow the sharing of a common situational awareness, but because they feel that the meetings also act as a preparation for the night's activities.

The collaborative actors have been asked to indicate on a scale of 0-10 the level to which they consider the briefing meetings to be advantageous for their own work. Both the mean value and the median ended up as seven on the scale.

Another positive is that it is a good way to get to know other actors in the area. It builds a relationship and a trust in each other that goes beyond their own organisation.
Together they patrol those refuges for adolescents, such as public transport, the district’s centre, etc., in order to prevent the occurrence of crime.

The briefing meetings are also considered to be a forum for expanding their own professional role, acquiring new experiences and information, and an opportunity for discussing various concerns. They are also thought to contribute to a more peaceful and safer society where, together, criminal forces can be opposed.

**Text message contact list**

The safety and crime prevention strategist at the District Administration has a text message contact list for the “positive forces” in Rinkeby-Kista. It consists of about 145 contacts including the night neighbourhood watch, mosques, ethnic associations, sporting associations, youth hosts, citizen hosts, field assistants, social services, youth recreational centres, the Police, SL trygghetscentral [Security Centre], emergency services, politicians, the City’s Head of Security, etc.

Those working with crime prevention within Spånga-Tensta District Administration use the same text message contact list to disseminate information to approximately 50 contacts, which include some of the aforementioned actors.

The text message contact list is primarily used to mobilise adults in the area in an efficient manner and get them out into the streets in situations where a riot may break out, but also to communicate situational reports on the mood in the area and on specific events.

**Operations under the auspices of other actors**

*Lugna Gatan*

Lugna Gatan is a long-term education and integration project. The idea is built on the hosts having experience with the areas or with the people they work with. Lugna Gatan is hired by SL as well as other schools in the area.  

The aim of Lugna Gatan is to break the stigmatisation of young people and facilitate their entry into the labour market and their integration into society as a whole. Lugna Gatan endeavours to reduce the general integration problems faced by young people growing up in disadvantaged areas and contribute to a better social climate through, for example, acting as positive role models for the younger adolescents within the area where they operate. On behalf of their employer, they will also undertake certain concrete tasks, such as reducing criminal mischief, insecurity, vandalism and fights in the environments to which they are assigned.

Lugna Gatan may only carry out their mission at the locations specified in the contract with their employer. Their assignment does not involve any ex-

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40 [http://www.fryshuset.se/lugnagatan/lugnagatan/faktaruta.aspx](http://www.fryshuset.se/lugnagatan/lugnagatan/faktaruta.aspx)

41 Ibid.
plicit cooperation or agreement with others. However, their contributions to a more peaceful society are welcomed and they participate in the briefing meetings that take place during weekends and school holidays.\footnote{Ibid}
7 External visits

The aim of the external study is to acquire knowledge from actors in other cities in Sweden and other European countries that have disadvantaged areas where social unrest is commonplace. The type of information received from each city is largely characterised by the specific people we have met, the role they have in their organisation and how the study visit has been planned.

That we show the results of evaluations and highlight the problems of social unrest from a national perspective in the report from Copenhagen, for example, is due to the fact that we visited a centre which can be equated with the Swedish National Council for Crime Prevention and the Rigspoliti (Danish National Police). In Uppsala we only met with the Police, which is why the municipality's various activities and contributions are only depicted from a Police perspective.

It should therefore be emphasised at the outset that, in all the cities we visited, there are probably other good examples of cooperations that are not mentioned in this report. As previously stated, the purpose of the external visits is mainly to consider them as an analytical tool; to use them to substantiate or dismiss the results from cooperation work conducted in the Järva area and to provide the report with input in the form of ideas, examples and suggestions on how to pursue the work within the area of cooperation.

7.1 Uppsala – Gottsunda

Table 3: Statistical overview of population, demography and socio-economic factors in Gottsunda and Sweden as a whole, 2010.43

<table>
<thead>
<tr>
<th></th>
<th>Gottsunda</th>
<th>Sweden</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>9 799</td>
<td>9 415 570</td>
</tr>
<tr>
<td>Proportion with foreign background</td>
<td>51%</td>
<td>19%</td>
</tr>
<tr>
<td>Proportion born outside of EU/EFTA</td>
<td>33%</td>
<td>9%</td>
</tr>
<tr>
<td>Proportion that passed SFI</td>
<td>39%</td>
<td>42%</td>
</tr>
<tr>
<td>Eligibility for upper secondary school</td>
<td>85%</td>
<td>88%</td>
</tr>
<tr>
<td>Proportion unemployed aged 20-25</td>
<td>31%</td>
<td>20%</td>
</tr>
<tr>
<td>Average annual income</td>
<td>179 760</td>
<td>226 840</td>
</tr>
</tbody>
</table>

The area

Gottsunda was built in the 1970s and is part of the Million Programme. The area is mostly made up of high-rise blocks and is characterised by anonymity. There is an indoor town centre which serves as a warm shelter and meeting place for adolescents and, as a result, disturbances are commonplace.

43 For a description of variables and source, see Appendix 1.
There is also a licensed restaurant, so as long as the restaurant is open, the young people are free to hang around in the otherwise closed centre. From the indoor centre, passageways run underground directly to the housing area's basements. This means that the people who live there can basically walk to the centre and the pub in their slippers.

Uppsalahem\textsuperscript{44} has said no to new apartments for the social services' clients. Instead, new cooperative apartments are now being built in the area. A lot of criminal activity is controlled from Gottsunda.\textsuperscript{45} These crimes include drug offences and extortion.

There is no police station in Gottsunda. The police are sent instead from the police headquarters in central Uppsala. However, there is one premises that is at the disposal of the police and the Recreation Administration. Nowadays, the position of field secretary has been established, something that was lacking in 2009 when the problems escalated. Resident hosts are also on site, but the problem with residential burglaries is not as serious as in Stockholm.

**Background to the disturbances**

The riots of 2009 were preceded by a steady increase in reported crime over a long duration. Basically, it was the intervention of the Police, something perceived as wrong by the youth, which became the starting point for a series of fires and stone-throwing episodes.

During the Uppsala Reggae Festival the same year, a drug operation was carried out in which many adolescents were tested and made to provide urine samples. The adolescents felt harassed and, as a result, the parents contacted the Police and requested a meeting between the adolescents and the Police. The adolescents arrived at the meeting masked, and the police officers who were representing the authority were hard pressed.

They demanded an apology from the Police, but the Police did not consider it justified since the intervention was conducted correctly. The meeting, which started off on a rather acrimonious note, was successfully concluded through positive dialogue, and the apology from the Police instead involved the Police coordinator smoking a “peace cigarette” with one of the leaders.

**Successful cooperation with the mosque**

The mosque has many visitors from Gottsunda at Friday prayers. This is a forum that the community police use to reach out to many parents, such as prior to a weekend where social unrest is forecast. The Imam has also participated in a mediating capacity, for example, when the police headquarters was barricaded by angry protesters after several people were arrested following the Lars Vilks lecture at Uppsala University.

\textsuperscript{44}Uppsalahem is a municipal property.

\textsuperscript{45}The problem was more serious a few years ago, but was still an issue in autumn 2011 when the project conducted its visit.
The Police had tried in vain for several hours to calm down the indignant mood. When the Imam and the community police inspector had a chance to sit down and the inspector could explain the details of the legal process, the Imam then went out to the yard and said a few words in Arabic. Ten minutes later, all the protesters had left the scene and calm was restored.

The Imam in Uppsala had also held lectures in the Police Headquarters on topics such as Islam and Muslim culture. This has increased the level of understanding among many police officers and benefited those who work in Gottsunda especially.

**Measures and success factors – from unrest to calm in the area**

- The Police coordinator for the community police was asked to put together a collaborative group that would focus on cooperation and the youth. At the time, it was difficult to recruit, but two years later when the operations become permanent, there are more applicants than there are places.
- Collaborative meetings were initiated every second week with social services, the school and field assistants. It always involves the same staff and those not present are not replaced.
- The fire brigade invited the most active young people to their station to a full day of information and activities, including smoke diving.
- The National Criminal Investigation Department took on the task of internally providing a more balanced picture of the youth in the area with regard to the danger they pose.
- The police eat lunch in the school and sometimes dinner in the restaurant in the centre.
- Police officers in the field have a responsibility to explain why they are conducting an intervention, which laws apply, what obligations they have as police and what tools they can use – especially when they intervene with adolescents.
- In the case of drug operations involving plain-clothed officers, it is now the practice that unformed officers are present in the field during the days that follow so that they can respond to the adolescents’ questions and respond to reactions directly.
- In order to act as a role model, even in the area of road regulations, the police in Gottsunda that drive liveried emergency vehicles follow speed limits and park in designated parking spaces just like everyone else.
- The police attempt to sow seeds in their everyday work, starting with those young people in the area that are willing to engage in a discourse with the officers on the street. This results in the likelihood of less adolescents dispersing on sight. In the end, the adolescents will themselves contact the community police.
- Police presence on the weekend buses from the city to Gottsunda.
- Active cooperation with the Imam and the Mosque.
Persistence – the same police in the area for over two years.

An attempt is made to reach out to girlfriends and sisters with the hope of steering the boys in the right direction. The girls are almost never seen out in the area.

**Future prospects and concerns**

- Minor growth in the number of adolescents, a gap with adolescents born 1994-1995
- Concern that resources will be cut back when it has now been quiet for a longer time; that there is a lack of long-term thinking and previous mistakes will be repeated; that resources will be withdrawn until disturbances again arise, and the entire operation is forced to start again from minus.
- The chief of the community police is the representative of the Police in the team dealing with the rebuilding of the town centre.
- The restaurant in the centre will instead have an entrance outside the centre – the warm shelter will be modified and the centre can close earlier than the pub in the evenings.

**7.2 Gothenburg – Tynnered and Backa**

Table 4: Statistical overview of population, demography and socioeconomic factors in Tynnered, Backa and Sweden as a whole, 2008.

<table>
<thead>
<tr>
<th></th>
<th>Tynnered</th>
<th>Backa</th>
<th>Sweden</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>27 618</td>
<td>27 986</td>
<td>9 415 570</td>
</tr>
<tr>
<td>Proportion born abroad</td>
<td>19%</td>
<td>27%</td>
<td>14%</td>
</tr>
<tr>
<td>Proportion openly unemployed</td>
<td>3%</td>
<td>3%</td>
<td>8%</td>
</tr>
<tr>
<td>Average annual income</td>
<td>257 500</td>
<td>221 000</td>
<td>226 840</td>
</tr>
</tbody>
</table>

Tynnered and Backa are two areas where the intensity of violence has increased each time problems have recurred. Tynnered consists of a younger populace open to discussions regarding the level of unrest. The adolescents in Backa are older and more aggressive towards the Police, which is why similar discussions have not constituted a viable approach. The area police have been subjected to much abuse, even if the adolescents in both Tynnered and Backa generally differentiate between “their police” and other police.

**Backa**

Backa is not a segregated area but the criminals in Backa are perceived as aggressive. The escalation of fires, stone-throwing and other criminal mis-
chief from August to October 2009 was preceded by the Police conducting an intervention in Backa involving a number of persons suspected of illegal possession of weapons. The initial fires received a lot of media attention and in the following weeks the disturbances also spread to other areas, including Tynnered. Over the course of two months, 160 fires were recorded.

The Police reaction became a specific event. The youth police in the area had for a long time earned a level of respect in the area. Suddenly, police in riot gear who are not acquainted with the adolescents arrive on the scene. Their mission was to secure the area, not to deal with individuals. It became a cat and mouse game with the adolescents who had been under investigation the entire time. They really had no objective with the riot and the fact that it might have been due to the lack of a youth recreation centre is seen as pre-tence.

**Tynnered**

The western city district is not considered a segregated area either, but instead distinguishes itself mainly through a relatively low proportion of residents born overseas, a high proportion of small homes, a small public housing sector, many high-income earners and a low proportion of inhabitants receiving financial assistance. During the visit, however, it was pointed out that these figures hide the fact that the district contains both the most exclusive areas and the most disadvantaged area.

The worst disturbances occurred in Tynnered in 2009. The adolescents behind the riots were motivated by a Police intervention involving these young people which they had considered wrongful. Generally speaking, the disturbances in Tynnered can be charted on a calendar: just before the summer, the start of school, the autumn break, etc. 2010 was relatively quiet but the spring of 2011 saw another volley of disturbances.

There are no natural meeting places, stores, restaurants or cafés in Tynnered. Quite simply, there is no reason to be out in the area, which is why there is no adult street presence in Tynnered.

**Ung och Trygg [Young and Safe]**

Ung och Trygg i Göteborg [Young and Safe in Gothenburg] started in 2004. The mission was to prevent the recruitment of adolescents into criminal gangs. The project consisted of representatives from the City of Gothenburg, Mölndal, the Police and the Public Prosecutor's Office. In July 2011, the project was transferred to municipal administration.

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47 A specific event means that an event involving crime or other disturbance of public order or security, is so extensive or severe the police to solve the task must organise, manage and use resources in a specific order. There are also specific requirements for monitoring and evaluation and what they should contain (FAP 201-1).
Collaborative meeting with a common problem overview

One of the initiatives that involved “Young and Safe” was the gathering of all collaborative actors in Backa – schools, field assistants, residents, adolescents, recreational leaders, social services, the Police, prosecutors, and more. Each actor had ten minutes on stage to talk about their experiences of the area and present a proposal for possible measures. Senior officials from schools, the City, Social Services, and the Police, as well as politicians, were all invited to take part and listen. The District Director and the Police, who prior to this had had divergent pictures of Backa, gained a more comprehensive and unified picture from the meeting and were able to prepare an action plan based on this new overview.

Händelsebaserat Förebyggande Arbete [Practically Based Preventive Work] – Emergency and Rescue Services in Gothenburg

The crime prevention work within emergency and rescue services began as a consequence of the disco fire at Backaplan in 1998. As a result of this, the emergency and rescue services were charged with going out and spreading information about the fire brigade’s activities as well as creating a relationship with the people they work for. This mission was called HäFA [Practically Based Preventive Work]. In 2005 it was decided that the firefighters would work 50 per cent with operational duties and 50 per cent with preventive activities.

The Emergency and Rescue Services in Gothenburg currently participate in several preventive activities, for example, in SSPF (School, Social Services, Police, Recreation) and Människan Bakom Uniformen [The Person Behind the Uniform] (MBU), but also in conflict resolution where a lot of work is done with the schools. In addition, each year all the pupils in Grade 5 are invited to take a tour of the fire station.

Discussion on concern

Discussions on concerns are used extensively in connection with the disturbances in Tynnered. The Police believe the presence of the emergency and rescue services in these discussions to have been valuable. However, the emergency and rescue services are not as positive. The perception is that they are maybe participating in a conversation with parents that ultimately leads to their child being taken into custody, which does not promote the emergency service’s relationship with the residents in the area.

School, Social Services, Police, Recreation (SSPF)

SSPF meets every second week. In Gothenburg, the Emergency and Rescue Services are also part of this cooperation. They themselves took the initiative following the “Backa fire”. Among other things, this means that the schools can call the Emergency and Rescue Services directly if a young person exhibits deviant behaviour and if the school has a problem with fires being started, for example, in wastepaper baskets. The firefighters can then visit the school and hold what is known as a consequence talk with the young
person and with an adult present. In 2010, around 30 of these talks took place.

For the emergency and rescue services, the situation reports provided at the meetings are interesting with respect to gaining a situational overview of the number of fires as well as where they were set. However, most of the cooperation work in the SSPF involves discussions about vulnerable young people. The Emergency and Rescue Services do not consider these talks to yield much. Furthermore, it is unnecessary to be associated with these “negative” connections.

**Människan bakom uniformen [The Person Behind the Uniform](MBU)**


**Positive and negative experiences**

During the disturbances of 2009, initiatives were carried out with the young people through the cooperation SSPF – School, Social Services, Police, Recreation – employing measures such as discussions on concerns. The church's premises are used for these meetings. MBU [The Person Behind the Uniform] was very successful. The following year saw half the number of stone-throwers. The conflict resolution work involved in the cooperation between the Emergency and Rescue Services and the schools has also been successful. The number of fires has dropped by half since entering into this cooperation.

From the district's side, it is felt that the adolescents have been allowed to steer the work of the district. It is described as having to continuously chase the ball without having the opportunity to think or reflect on game strategy. Statistical measurements at an all too aggregated level have also led to smaller areas experiencing negative development with regard to socio-economic conditions without this decline having being noticed.

The city district has acted as convener during the disturbances. On several occasions there have been cooperations with the church and their successful coffee wagon. This has given the police and adolescents a neutral meeting place to discuss issues in an unforced environment.

Another good example is the cooperation with Stena fastigheter. The adolescents in the area were given the opportunity to plant shrubbery and flowers in the residential area during the spring. Not one single flower bed was destroyed that year.

**The future – Success factors**

According to the Police, an action plan and a tactical concept is needed in Gothenburg. The city district also reflects on the fact that they have many initiatives and projects, but no comprehensive plan. Cooperation at the local level works well, but in conjunction with organisational changes, for example, the rate of progress slows. The common problem overview, the comprehensive plan and the responsibility must be established higher up in order for the cooperation work to survive changes in an organisation.

After having visited both the Police and the District Administration, and spoken with a representative who was instrumental in the starting up of “Young and Safe” in 2004, it is clear that there is much consensus on how the situation looks and a lot of similar proposals regarding possible measures. The views of the different actors can be consolidated under the Gothenburg Police’s 5S: Urgency, Cooperation, Consensus, Specialists who do the job, Identify adolescents at risk and flaws in the system.

**Urgency**

- Improved fast tracks in the process Public Prosecutor's Office  City Court Swedish Prison and Probation Service
- Focus on skills when recruiting as well as maintaining resource sustainability.
- A mass media strategy so that the media does not singularly steer reports

**Cooperation**

- The authorities need to collaborate in practice – across a broad front, from the national level down to the grassroots level.
- Better preparedness when someone is released – too large a gap between the probation service, social services and prisons.

**Consensus**

- Work together with the residents to a greater extent as this increases the opportunities for them to succeed.
- Strengthen the formal and informal control.
- Include parents and sports clubs in the cooperation work.

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48 When the project visited Gothenburg there had not been any riots recently.
The city district must support the parents in their role – parent education, family centres, advice, BVC (child welfare centres).

Identify adolescents at risk and flaws in the system.

Thursday meetings by telephone between the Social Welfare Director and the Heads of Units within the Police have been successful.

The County Police and Greater Gothenburg are together mapping individuals instead of types of crimes.

Time needs to be invested in the adolescents. They need to be educated in social codes and need to learn to read and write.

There are initiatives up and running for the adolescents during the day, but it is during the evenings that they need support.

7.3 Malmö – Rosengård & Fosie

Table 5: Statistical overview relating to population, demographics, education and socio-economic factors in Rosengård and Fosie and Sweden as a whole, 2010.⁴⁹

<table>
<thead>
<tr>
<th></th>
<th>Rosengård</th>
<th>Fosie</th>
<th>Sweden</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>17,726</td>
<td>27,986</td>
<td>9,415,570</td>
</tr>
<tr>
<td>Proportion with foreign background</td>
<td>90%</td>
<td>68%</td>
<td>19%</td>
</tr>
<tr>
<td>Proportion born outside of EU/EFTA</td>
<td>54%</td>
<td>39%</td>
<td>9%</td>
</tr>
<tr>
<td>Proportion that passed SFI</td>
<td>31%</td>
<td>34%</td>
<td>42%</td>
</tr>
<tr>
<td>Eligibility for upper secondary school</td>
<td>54%</td>
<td>68%</td>
<td>88%</td>
</tr>
<tr>
<td>Proportion unemployed* aged 20-25</td>
<td>43%</td>
<td>42%</td>
<td>20%</td>
</tr>
<tr>
<td>Average annual income</td>
<td>124,120</td>
<td>145,520</td>
<td>226,840</td>
</tr>
</tbody>
</table>

Eastern community police area – Rosengård

Rosengård has 18,000 inhabitants, the majority of which have a foreign background. Youth unemployment is more than double when compared to Sweden as a whole: 43 per cent of young people aged 20-25 do not study or have gainful employment. The average income is half that of the Swedish average.

Since 2007, Rosengård has experienced peaks of social unrest with fires and stones being thrown at the police, local public transport and the emergency services. On occasion, this has escalated into riots or riot-like situations. In December 2008, a more extensive riot situation broke out for the first time after the Police went to clear a number of protesters and entered a premises that served as a mosque with their shoes on and with dogs in tow. The protesters saw this as a provocation.

⁴⁹ For a description of variables and source, see Appendix 1, section 1.3.
The riot, which involved fires and stone-throwing, lasted 10 days in 2008. When the situation calmed down the police withdrew back to the regular line operations. However, in May 2009, due to the area again having become so unsettled, the County Police Commissioner made the decision that there would be 40 police officers stationed around the clock in Rosengård. The signal would be that the Police would always be on site and would not need to be dispatched to Rosengård. The community police have attempted to maintain this assertion, that they are always there, even if there are not 40 police officers around the clock nowadays.

**Southern community police area – Fosie**

Fosie is, both geographically and in terms of population, larger than Rosengård. The socioeconomic status is higher, with a higher average income and more pupils in Grade 9 eligible to apply for upper secondary school. Youth unemployment is, however, equally as high in Fosie as in Rosengård. Fosie is described by the Police as slightly less tough when compared with Rosengård, although Fosie has many serious criminals living in the area.

In the summer of 2011, a riot-like situation was developing in Fosie involving a series of attacks, including some aimed at the police. Since the adolescents posted a group picture on Facebook, it turned out to be easy to identify the perpetrators and take measures. Things subsequently calmed down in the area. The chief of the community police in Fosie describes what he sees today in Fosie as similar to what he experienced in Rosengård 10 years ago.

**Cooperation work between the City of Malmö and the Police**

The cooperation work in Malmö, which involves the Police and the City of Malmö, is characterised by close cooperation with Malmö University. There is also a clear structure with collaborative groups at all levels, from the top management and the steering group for SSP (School, Social Services, Police) down to local SSP groups at the administrative level. A point worth noting with the City of Malmö is that there has been a transition to process control.

Fem Fokus is an agreement between the Police and the City of Malmö. It aims to emphasise structure, cooperation and work with forms instead of measures. The cooperation areas are: Youth at risk, Organised crime and criminal networks, Drugs, Crime victim support, and Initiatives to create safety in public space.

**Actions taken and current activities and initiatives**

The staff shall communicate with the adolescents. This can certainly be difficult, however it is not the language that is the main problem, but the culture. The Police in Rosengård have received training in both the Arabic language and the Muslim culture in order to open doors and increase the possibility of direct dialogue with parents and residents.
Police vans or SWAT vans may only be used in Rosengård during violent riots. Vehicle and foot patrol are to be standard.

Risk and protective factors at the individual level are to be used in order to achieve an integrated approach.

A system to haul away burned-out cars has been introduced.

Develop cooperation with business owners. The private sector must also accept its social responsibility and offer internships and summer jobs.

Introduce gang defection programmes

Night neighbourhood watch has been difficult to get the residents involved in. They would instead like to have camera surveillance as found in central Malmö. An objection from the Police side is that it is only real-time surveillance that has any preventative impact, and who is going to sit and monitor the feed?

Information and dialogue (Fire and Rescue Service Malmö)

In 2007, the fire and safety coordinator at Malmö Fire and Rescue Service was given the task of conducting preventive work with adult immigrants and stopping social unrest in Rosengård. In 2009, a more active targeted initiative was started.

A meeting was held with SFI, various associations and residents in the area. Information was provided on what had happened in their area. House call were made and fire alarms were installed, something which was lacking in many homes. Visits were also made to schools and the firefighters thus became a face and a name, not just another uniform in the crowd.

The coordinator was of the opinion that those she met viewed her as an authority figure. The residents did not differentiate between the fire brigade and social services. There was also a dammed up need of asking questions about grants, residence permits and other such things. They were more interested in why the authorities had taken their son into custody than in acquiring information on how to fireproof their home.

When the project team visits the Malmö Fire and Rescue Service in the autumn of 2011, a temporary calm has successfully been achieved but the underlying problems remain. Work has been done with dressing the wounds rather than on prevention and there is much left to do – both in Fosie and Rosengård.

RISK – Räddningstjänst i Samverkan med Kidsen [Rescue South in cooperation with the kids]

In Malmö, there are a number of firefighters involved in the RISK project, which is a cooperation between the Fire and Rescue Service and secondary schools in Rosengård in Malmö. The firefighters who take part in RISK have
received training in social work and communication.\textsuperscript{50} 20 per cent of the firefighters' time has been allocated to working with adolescents.

The adolescents who have been chosen from the schools participate voluntarily in the project. The pupils spend one day a week at the fire station in Rosengård. The goal with this cooperation is to increase awareness of the Fire and Rescue Service's work, provide adolescents living in a troubled environment with challenges and shift the focus from contention to cooperation.

Many of the adolescents in RISK are often absent from school or alternatively do not participate in school work at all. Through the RISK project, they at least receive some form of structure for 20 per cent of their school time. The firefighters report back to the coordinators who in turn report to the process owners. Furthermore, RISK aims to reduce the threat level against Fire and Rescue Service staff, including in Rosengård.

\textit{Collaborative meetings (Rosengård)}

The collaborative meetings began in March 2010. They take place every Friday and last approximately 30 minutes. The participants include the District Head (convener), the heads of Children and youth, Individual and family and Healthcare and welfare, the Fire and Rescue Service and the chief of the community police.\textsuperscript{51} The parties realised that they needed to meet in order to acquire a common problem overview. The forum serves as a source of inspiration. They have no fixed agenda, but there is a prerequisite within the group to provide material for discussion at each meeting.

Eslöv and Fosie have reproduced this model. The number of fires in Rosengård has decreased from 155 in 2009 to 55 in 2010, and further still to 35 in November 2011.

\textit{District hosts (Rosengård)}

The mission of the district hosts is to increase safety and security in Rosengård. This is achieved through crime prevention measures in the area and by acting as a link between the community and its citizens. Those working in this capacity have a foreign background and together speak 16 different languages. They are described as having a close relationship with both residents and associations in Rosengård. According to the Police, the cooperation with the district hosts works well. The district hosts also collaborate with the Fire and Rescue Service and property owners.

\textsuperscript{50} The Fire and Rescue Service has purchased an educational programme worth 7.5 credits from Malmö University.

\textsuperscript{51} The schools are missing from this forum (the compulsory school falls under the District Administration and the upper secondary school falls under the Education Administration). Neither does the forum deal with city planning issues.
Dialogue meetings (Rosengård)

During the autumn term in Grade 7, the Police meet with the adolescents in the school. The teachers and pupils together prepare questions for the meeting. The pupils are divided into smaller work groups where they can ask their questions and take part in some activity together. The purpose of the meetings is to create relationships in a relaxed environment by personally engaging with the groups. Positive effects have resulted from this work, such as attitude changes in those adolescents who had previously been hot-headed. The format for these dialogue meetings has been planned together with Pedagogiska Centralen [Educational Centre] in the City of Malmö.

SSP-police (Fosie)

A half-day every six weeks has been especially allocated for the community police at the school. They meet with the school management and circulate in the classrooms and break room. This is often where a relationship is first formed. Most targeted interventions are conducted when needed. Confidentiality between the school and the Police is often the hardest part, but names need to be used, otherwise it is pointless to attempt to work at an individual level and implement the necessary measures for the child in question.

Success factors

- Allow the young police officers to work with what they feel comfortable doing – the hope being that they will remain working with this.
- Keep the external BF (Children and Recreation) staff in Fosie so that the area does not develop in the same way as Rosengård.
- The action plan for the districts also includes the Police. A joint problem analysis is performed.
- The local action plan in the district shall be tied to the central cooperation agreement.

7.4 London – Brixton

The area

Brixton is a socioeconomically deprived area with a high number of immigrants in south London. This was one of the areas affected during the riots in August 2011. The riots in London went on for several days, but Brixton was not affected until day three. The reason for why the disturbances spread to and escalated in Brixton in particular is difficult to establish, but the same week as the riots were taking place in central London, there was also a music festival on in Brixton. This is a regular feature every year and draws a large

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52 There is no SSP in Rosengård. The organisation has not yet been successfully established, and neither have social action groups or prevention teams.
53 The community police have a large staff rotation. The County Bureau of Investigation, the Piketen (SWAT) team and the County Operative Department attract staff. In Fosie, there is 1 inspector for every 28 police constables involved in field operations.
crowd of young people. It made it easier for the adolescents to mobilise themselves on the scene.

**The 2011 summer riot**

In Brixton, the young people who took part in the riots were aged 15-24 and the majority was under 20 years old. All the adolescents involved were in some way previously known to the Police, either from prior convictions or from having been investigated or suspected of criminal activity or in relation to anti-social behaviour (see ASB further down in the documentation).

The adolescents were active on social media such as Twitter and Facebook. Small groups of 2-3 adolescents could be observed moving in on the centre while they talked or texted on their phones. In the centre itself, the groups congregated to form such a large group that it was impossible for the Police to monitor everybody. As a result, several stores, primarily Supermarkets and electronics outlets, were subjected to vandalism and theft. The riots mainly involved material damage, although both police and adolescents sustained injuries and required medical attention.

One pattern that emerged was that the adolescents who were arrested in connection with the riots were arrested within a 1 km radius of their home.

**Local community interventions**

The overall strategy of the Police was to maintain a high police presence. In total, 16,000 police officers were deployed to deal with the rioters and calm down the situation. Although the music festival facilitated the adolescents' mobilisation, it also made things easier for the Police as there were resources already available at the scene. After day four of the riots, the police officers worked in 12-hour shifts for four weeks in order to maintain the high police presence and to reduce the risk of another outbreak. In parallel with these efforts, the Municipality and the Police also worked together on long-term objectives.

Each morning at 09:00, the Municipality and the Police met with other actors in the community (schools, social services, refuse collectors, traffic wardens, volunteers, etc.). The Municipality convened and held these meetings.

The aim of the meetings was to exchange information, create a common picture of the situation and, based on the problem overview and common priorities, prepare action plans which clearly outlined what needed to be done, how these tasks would be assessed as achieved/completed, the next step to be taken, a timeframe for the completion of tasks and, not least, who would be responsible for the tasks' completion.

**Established crime prevention cooperation work in Brixton**

*Community Saftey Partnership meetings (CSP) – Collaborative meetings*

Since 1998 it has been prescribed by law that there shall be a CSP in every municipality. A CSP is made up of representatives from the Police, local...
authorities, emergency services, probation service, primary healthcare, voluntary organisations and the business community. The role of the CSP is to work with crime prevention and combat insecurity in cooperation with the local community.

The collaborative actors meet every second week and exchange information. In these meetings, discussions are held on problems at the individual level, however, personal details are not exchanged during the meeting as information from these meetings has been known to sometimes find its way into the media circulation. A situation report is also provided for the previous two weeks. Tasks are assigned during these meetings and high importance is placed on these tasks being completed. If not, the organisation's superiors can be alerted to the issue. This is part of the agreement. The tasks and the structure of the agreements, i.e., that the group can bring issues to the superiors' attention, constitute an important part of the cooperation agreement.

The collaborative meetings do not require extra resources or money. Existing resources are instead utilised in a more efficient and successful way. Everyone does what they can in their own area based on priorities established by way of the common problem overview.

School police – full-time job in the school

In Brixton, there are special police officers who only work in the schools. In principle, they do the same thing as the contact police in Västerort Police District, but with the difference being that they are in the school 100 per cent of their time. In Brixton, the police officers are based in the station, but in certain areas in London they have their own premises in the school and are also employed by the school.

Anti Social Behaviour Order (ASB) – Acceptable Behaviour Contract (ABC)

In London it is possible for the courts to issue an “Anti-Social Behaviour Order”. It involves conditions imposed on an individual to reduce their anti-social behaviour. For example, an order can restrict an individual's freedom of movement (where they are permitted to stay, go or not go, or the imposition of time restrictions). The order is similar to a judgment with the essential difference being that the individual does not necessarily have to be convicted or suspected of a crime. An ASBO can be issued solely based on anti-social behaviour and restrictions are imposed on the individual as a result of them having behaved in an anti-social manner, for example, by begging for money at an open-air restaurant or café.

Before the courts can issue an order, the individual must be given the opportunity to voluntarily change their behavioural patterns. This is covered by an Acceptable Behaviour Contract (ABC). An ABC can be drawn up by the Police, but also by a housing cooperative. An ABC is a voluntary undertaking and cannot be enforced by a court.

The ABC contract is an attempt to prevent an individual’s anti-social behaviour from escalating further. It is also hoped that the use of ABCs will pre-
vent young people from starting a criminal career, getting arrested and ending up with a prison sentence.

**The mosque in White Chapel**

There has been an established cooperation between the mosque and the Police since the mid-2000s. The first initiative was taken by the Imam from the largest mosque. He also acts as a contact person in dealings with the Police. This cooperation works very effectively, both in quiet times and during times of unrest. The Imam feels that cooperation with the mosque and other religious forums is a precondition for long-term prosperity in the disadvantaged areas. Politicians and other powers that be must recognise that Muslims and Islam already represent a part of English society.

**The success factor – Personal relationships and well-established contacts**

The key success factors identified in many of the areas not affected by the riots included successful community involvement with prevention programmes and established effective cooperation, as well as positive relations with the Police. The personal contacts had already been established for a long time.\(^{54}\)

### 7.5 Copenhagen

Unlike other cities that project visited, there was no specific event or specific intervention by the Police that triggered the riot. Instead, discontentment among the adolescents had grown over a long duration and culminated during the winter break. This discontentment involved the adolescents, primarily those with a foreign background, feeling harassed and discriminated due to them being subjected to frequent checks. They also stated that these checks involved racial abuse.

**The 2008 riots – the Winter War**

During the winter break in February of 2008, youth unrest reached a climax in Copenhagen, hence the name “the Winter War”. Cars were set alight, containers burned, and police officers and firefighters were attacked while they attempted to put out the blazes. There were 780 fires over a 14-day period, 30 of which were considered major fires.

One area that stood out from the rest was Fyn, where only three fires were started. Given that this area is one of the most disadvantaged and segregated, a higher number of fires might have been expected.

Unlike other cities that project visited, there was no specific event or specific intervention by the Police that triggered the riot. Instead, discontentment among the adolescents had grown over a long duration and culminated dur-

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\(^{54}\) Home Office highlights the success factors in the evaluation “Partnership response to the disturbances in August 2011” where they, among other things, draw attention to the difference between the areas affected by the riots and those unaffected, despite it being somewhat expected due to the area's demographic and socioeconomic profile.
ing the winter break. This discontentment involved the adolescents, primarily those with a foreign background, feeling harassed and discriminated due to them being subjected to frequent checks. They also stated that these checks involved racial abuse.

**The Danish Center for Urban Regeneration and Community Development (CBSU)**

The centre can be likened to a local crime prevention council. Geographically, it is found out in the middle of the disadvantaged areas. A change in government does not impact the centre's operations in any major way since the so-called “Ghetto list” is jointly developed across party lines.\(^{55}\)

CBSU is commissioned with planning and documenting interventions based on research. The centre does not directly conduct these interventions but, where needed, can assist in evaluating interventions and measures. This can involve parent courses, integration projects, hot-spots, etc. The next report relates to POP: problem-oriented police work.

The centre submits reports on best practices, with a focus on organisation, methodology and activities, to the Ministry, municipality and practitioners. The task of reporting back to these actors is important so as to ensure that the reports do not gather dust on the shelf.

**Examples of assignments:**

- Make residential areas more attractive, something which breaks the feeling of isolation (for example, that the municipality has Danish people with jobs move there).
- Create a better balance in the composition of residents.
- Strengthen initiatives, leisure activities for children and young people, encourage co-determination.
- Break the cycle of passivity.
- Combat welfare fraud and criminality.

**Evaluated interventions and successful concepts**

*Reduced crime in Gellerup/Tøveshøj*\(^{56}\)

In 2007, the local police station in Gellerup/Tøveshøj increased its staff. This staff increase meant that cooperation work with established collaborative partners in their area could be intensified. Between 2007 and 2010, the number of young criminal suspects decreased by 20 per cent. The evaluation that was performed shows that the criminality had not spread to adjacent districts. An action-intensive cooperation between the Police, social authorities and

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\(^{55}\) The Ghetto list is the Government's list of particularly disadvantaged areas.

\(^{56}\) CFBU Evaluation 02: “Mindre kriminalitet i udsatte boligområder [Reduced crime in disadvantaged residential areas]”, Danish Center for Urban Regeneration and Community Development. Copenhagen.
other collaborative actors with good contacts with the neighbourhood youth constituted the core of the work.

In essence, the successes in the cooperation work are due to the availability of an established collaborative forum with representatives that have both the mandate and capacity to make quick decisions. It is necessary to involve the residents and associations in the area, partly as they have good local knowledge of the area and partly to facilitate the spread of accurate information. The entire cooperation is characterised by trust and confidence, since the representatives have known each other for several years.

**Youth Fire Brigade (Ungdomsbrandkorps)**

The impetus for the fire brigade in Copenhagen to start up the youth fire brigade lay in several unacceptable events involving stone-throwing and fires in cars and containers. There was a desire from the side of the fire brigade to work more proactively.

The youth fire brigade is a cooperation between Copenhagen Municipality, the schools, recreation and social services. It is a training programme involving three months’ instruction and a subsequent presentation. This is followed by a three-month internship which culminates in a celebration and diploma ceremony. All adolescents aged 13-16 are invited to apply, both those who are conscientious and those in the risk zone.

The training programme is classified as school work. Regular conversations are had with the parents and the young people with regard to terms and conditions. The adolescents will learn a code, common sense and etiquette. They will receive homework assistance, physical training, conversational contact and learn fire duties. Older fire cadets act as mentors and assist the younger adolescents. All this is done together with the firefighters. The mentors receive training in pedagogy, conflict resolution and adolescent behaviour.

**Positive results**

The training programme is considered a sensible leisure pursuit and a possible way out of crime. The direct positive result is that the young people receive fire cadet training. The process effect is that they learn a code and participate more in school work than they did previously. The long-term preventive impact will be fewer fires, as those who participate pass on their knowledge to their friends and spread the message.

**The Government’s national plan for intervention in the Ghetto area**

The national plan for interventions in the disadvantaged areas contains the following points:

- Visibility, relations
- Rapid response
- Youth contracts (have existed for a long time but have not worked)
- Zone prohibition
Discourage parallel societies
Prominent prevention measures
Goal-oriented criminal policy advice, new buildings shall be built with more thought given to crime prevention

Success factors
Active cooperation with parents is by far the most important success factor. The parents are the entry point to everything. If the parents are not reached within the cooperation work, success will never be attainable.

Protective factors focusing on prevention should also be given a more prominent role instead of always talking about risk factors. A disadvantaged residential area is certainly a risk factor with regard to the possibility of becoming involved in crime, but this is of secondary importance if family, work and a meaningful focus in daily life are established as a present protective factor.

Video surveillance is a key element for success from an investigative point of view, but it rarely has any impact on crime prevention. People prefer to have security guards on site who are capable of intervening during an incident, or who even discourage incidents from happening at all.

The analysis of the cause of the riots showed that, among other things, there was a need for a cultural change. For some time now, the Police have worked with the signals that are sent out. What are we saying? How are we saying it? What are we doing? How do we differentiate between people? The Police prefer to use the term “disadvantaged areas” for those areas where social vulnerability is greatest, as opposed to the Government who use the terms “Ghetto” and “Ghetto list”.

7.6 Paris – Seine-Saint-Denis
The overall impression from the visit to Paris was that the Police are not working with crime prevention to any great extent, but instead focus primarily on different types of combating and repressive initiatives. It also seems that there are other opportunities to create legislation and restrict people’s freedom of movement in a different way than in Sweden.

Seine-Saint-Denis
Seine-Saint-Denis is a suburb of Paris. Seine-Saint-Denis is an industrial municipality with a generally stable socioeconomic status. However, there are some high-rise areas with rental properties that can be considered problem areas with a very poor population and where 90 per cent of the residents have an immigrant background.

According to the local Police, Seine-Saint-Denis is a complex area and a significant challenge to work in as a police officer. What the project witnesses during this participation study is thus not significative and representative of the Paris Police in general, but rather of one of the worst areas.
The youth in the area often speak pretty good French which leads to the same consequences as we see in Sweden, meaning that the young people gain a certain advantage in the family and therein more power over their parents.

The local police work with cooperation in the line operations, but particularly at the strategic level where mayors, chief education officers, property owners and the Police are actors. Weekly meetings are held to discuss strategy. Cooperation with religious communities is non-existent, rather the opposite: The Police attempt to infiltrate Muslim associations as a way to combat terrorism.
8 Findings – Success factors, concerns and weaknesses

This chapter presents the findings relating to success factors, concerns and weaknesses that have been identified in the Järva area field study. The findings have been divided into four categories:

- Fundamental conditions for cooperation
- Value-adding factors
- Complex factors
- Areas for improvement

8.1 Fundamental conditions for cooperation

Common situational awareness

It is deemed to be of great significance for achieving a common situational overview that collaborative actors meet continuously in larger forums.

The briefing meetings that take place in the Järva area on Fridays and Saturdays and on weekdays during school holidays have been an important tool in the cooperation work, where all actors can communicate their perceptions of the situation in the area, as well as any information they may have acquired on bigger events, parties, etc. It gathers the relevant experiences of all actors involved in the area.

A discussion of the situational overview is considered to make it easier to detect problems and deviant behavioural patterns in individuals as early as possible.

If all actors work from a common situational overview of the area, this also reduces the risk of confusion and rumour-spreading among the inhabitants, something which is thought to be an advantage in maintaining calm in the area.

Regular collaborative meetings at several levels

This helps to create a common situational awareness and plan initiatives, but also assists in mapping at the individual level in order to act promptly with decisions and interventions.

Mature organisation

The interviewees emphasise that, in the project “Young and Safe in Järva”, the participating organisations did not contribute any value to the collaborative forum as they were not mature enough for the change this would entail.

Several interviewees have also talked about the discord that existed between the organisations when the cooperation was initiated in Järva. They felt that all organisations had their own objective with the cooperation, one that primarily favoured their own organisation. They blamed each other for the
problems affecting the area. For an organisation to be ready for a new change, the interviewees in Järva have noted that the organisation cannot be infected by internal conflicts, a fragmented situational awareness or a confused objective.

If actors or organisations are to make cooperation worthwhile, it requires them to be ready for the change that cooperation work can entail. According to the “Community Readiness Model”, an organisation's maturity can be identified using a scale with nine different levels. It is first at level five, when the organisation and its management realise that a change is necessary, that it becomes mature enough to be open to new ideas or changes.57

When “Young and Safe in Järva” was underway, a major reorganisation of the area was also being implemented, where the districts of Rinkeby and Kista were being merged into one district. It is believed that a component of collaborative work is that the organisations involved have a permanent structure, or a structure that does not affect the cooperation if it is changed. An organisation is not considered mature if it is facing reorganisation. If this is the case, it may be prudent to abstain from collaborative work.

**Time**

According to the interviewees, a precondition for effective cooperation is to allow the process the time it needs. This requires a warm-up period in order for the organisations and actors to become familiar with and gain an understanding of each other. Cooperation is not something that should be forced. It should be built on respect, humility and good relations, three factors which are rather time-consuming.

Neither can fast results always be expected from a collaborative endeavour. In the interviewees' experience, the effect of cooperation occurs gradually in the form of a safer and quieter area, something which takes time to build up.

**Continuity**

Something highlighted in many interviews is the importance of continuity in the cooperation work, where regular meetings take place to discuss the situational overview in order to maintain long-term peace in the area.

According to the interviewees, continuity has been a contributing factor to the Järva area's strong cooperation. This involves regular appointment meetings, continuous situation reports via text message, daily meetings between the security guards and the property owners, Myndigheter i samverkan [Authorities in cooperation], SamTidigt FörSt [Together First], Järvaandan [The Järva Spirit], property owners in Järva, security tours, etc.

However, something which is problematised in many of the interviews is the importance of finding a good balance in the cooperation between time and

57 http://www.folkhalsoguiden.se/upload/folkh%C3%A4lsobete/B%C3%A4sta%20listan%202008.pdf
continuity. As mentioned in the paragraph on goal-oriented cooperation work, an excessive number of less effective meetings should be avoided so that the cooperation, and the requisite continuity, is not perceived as taking over the daily operations.

**Relationships**

*Interest and humility when interacting with each other*

Due to the close relationships involved in cooperation work, it is deemed important that those participating in the work engage themselves and make an effort to bridge the gap. Cooperation is considered to necessitate a genuine interest and humility when interacting with each other.

*Understanding each other's roles and responsibilities*

This involves understanding each other's roles and the obligations and conditions that come with a professional role. When are the Police obligated to intervene? When is an authority obligated to take a child into their custody? What consequences can a seemingly small fire in a wastepaper basket have?

It is also important to take into account the various actors' capacity to participate in the cooperation. Everyone must be seen to respect and value each other's work equally.

*Risk with relationships*

If cooperation is built on personal relationships, there is a risk that the work will also fail on the basis of personal relationships. It is therefore considered vital that the cooperation work is part of the collaborating parties' professional assignment, and that it involves clear responsibilities, mandates and defined expectations.

**Commitment**

Working in a disadvantaged area requires great commitment. In the Järva area, the commitment of the staff has been a significant success factor. It requires staff who are prepared to do more than just “their job”. There are driving forces in Järva who, in their spare time, distribute information using the text message contact list and who have also stepped in during disturbances on their days off in order to, for example, coordinate a team assembled to deal with the problem. These individuals, factors and tools are considered key contributing elements to successful cooperation in the Järva area. In order to create confidence, it is important to show commitment and presence in situations other than emergencies and crises.

**Support from management**

In order to initiate and maintain a collaborative endeavour, it is viewed as essential to have engaged superiors who show an interest in the community as well as the problems and deficiencies that exist. The cooperation should be characterised by strong management involvement in order to successfully
maintain continuity. If support from management is lacking, there is a serious risk that the cooperation work will be deemed less of a priority.

Active involvement by management is also vital in the form of the signal value it gives those working with the cooperation. It shows that their work is important and contributes added worth to the cooperation work. This in turn is thought to result in greater commitment among those involved in the work.

8.2 Value-adding factors

*Enthusiasts and driving forces*

There are certain individuals who are continuously mentioned in a positive context during the interviews. These are thus considered to be important individuals with regard to the cooperation work. In the interviews, these people are referred to as “enthusiasts”. 58 Dessa är centrala aktörer i samverkan på grund av deras engagemang och breda kunskap om området.

Other individuals who are frequently mentioned are “driving forces”. 59 Within the cooperation work, these people are considered to be structured and persistent while at the same time demanding more from the cooperation work, which in turn leads to higher quality initiatives. They assure the quality of the collaborative actors, school and recreational centre staff, etc. They are employed to drive the cooperation forward and keep it alive.

*Encouragement*

Working in a disadvantaged area takes a lot of energy and requires commitment. It is therefore considered important to continuously highlight the positive achievements of the actors involved. This applies to both the residents, officials and voluntary actors. Otherwise there is a risk that the cooperation becomes too problem-focused, which can lead to a negative mood and an undermining of the positive achievements.

*Needs-adapted measures*

As previously mentioned in the report, it is vital to have a common situational awareness and a common goal. After the actors have together analysed the problems being faced and identified the “owner” of said problems, an inventory can be taken of available resources which may be advantageous in addressing the problems.

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58 An enthusiast refers to someone who burns for something. Enthusiasts often work as a volunteer, either with a voluntary association or independently, and consider the issue to be so important that it is worth devoting a lot of their time to working with it.

59 Driving forces are individuals who work within different government authorities in the area and who are actively engaged in the problems.
Recruitment in the local community

In keeping with Järvaandan's vision for the Järva area, there is an attempt being made to primarily employ the local inhabitants; both to provide them with an occupation but also because those living in the area are considered to have a greater knowledge of the problems being faced. The residents in the area are thought to be the “experts”. The District Administration has chosen to only hire residents of the area to certain positions (e.g., citizen hosts and youth hosts). This is to ensure that the specific needs of the area are met.

Thanks to the strong mandate the actors have received from the residents in the area, they are able to intervene in certain situations where a police presence causes unrest and maintain the peace.

During some interviews, the employment of local inhabitants has been problematised. If the choice is made to only hire people from the area, there is a risk that the area shuts itself off from the rest of society. It can also lead to those in the area becoming comfortable with only seeking employment within their own district and becoming isolated from the rest of the city. This may result in the opposite effect, wherein there is increased segregation instead of increased integration.

“We should not waste the resources available in the area, nor should we limit ourselves to only using them.”

Hagi Farah, citizen host, enthusiast, parent.

Another risk with utilising local community resources is that the collaborative actor may have a hidden agenda or that the “evil forces” in the area infiltrate the cooperation work.

The briefing meetings that are held on the weekends and during holidays are open to the public. The information that is provided should therefore be subject to certain restrictions as participants have on occasion got the feeling that the information individuals try to acquire can benefit those criminal elements in the area.

The Police

Many collaborative actors in the Järva area have stressed the importance of the Police being involved in the cooperation work and them showing an interest in who the key players in the area are, the “positive forces”. This works well with the community police who are found in the area on a daily basis. However, it is perceived as functioning less effectively when it comes to the intervention squads. Even the adolescents differentiate between the community police as “our police” and other Police as “other cops”.

One explanation for this seems to be that the intervention squads often have limited information on the adolescents and the collaborative actors in the area, which can sometimes lead to unnecessary misunderstandings and a lack of communication. In this context, however, it is important to remember that

60 Those that oppose positive development in the area or those involved in criminal activity.
the local Police and central units have different missions and different conditions.

Cultural understanding and support

One of the most significant success factors in the Järva area is considered to have been the cooperation with the mosques. Those Police that talk about the mosque refer to it as a major asset in the cooperation work. Since many in the area embrace the Islamic faith, it is thus considered to have a significant impact on the inhabitants of the area. On one occasion, adolescents set fire to the police station in Rinkeby. Those who were inside the station were unable to escape. Thanks to the cooperation, the Police managed to get hold of representatives from the mosque who subsequently appeared on the scene. The adolescents backed off and the representatives from the mosque helped the people trapped inside to escape. Even parents and citizen hosts arrived on the scene and helped out. In this way, the cooperation was a success, with everybody doing what they could in the situation.

Close and effective cooperation with prominent/respected religious leaders was also a success factor in White Chapel during the riots in the United Kingdom in 2011. In Rosengård, the Police have received training in both the Arabic language and Islam. This has reduced the risk of culture clashes and opened more doors for conversations with parents.

Something that is problematised in the interviews is the risk involved in collaborating with one specific religious community. This can result in those that are not connected to that specific faith being sidelined in the cooperation work. It is therefore considered important that all the different religious communities collaborate with each other in order to point individuals in the right direction.

Local associations

The local associations in the area are also seen as having a lot of influence on the inhabitants. In cases where associations are connected to a specific religious faith, it is important that they take responsibility as an association and show tolerance to other religions in order to be allowed participate in the cooperation work. There is a desire in the Järva area for more associations with religious activities to show this openness and to collaborate to a greater extent with other associations and religious communities. There should be an effort to create strong and serious association activities where different associations collaborate with one another.

“You need to support each other and there needs to be some give and take. The religious communities and associations could benefit greatly from close cooperation with each other.”

Ibrahim Bouraleh, Chairman of the Islamic Association in Järva

Most of the associations in the Järva area are thought to collaborate well with each other and endeavour to develop the area in a positive way. However, there are problems with certain associations considered to be unreliable
and whose aim seems unclear. In order to avoid unreliable associations, it is important to establish why certain associations and actors wish to work voluntarily in the area as well as determine their purpose. As with government authorities, demands should be made of the associations and control variables should be employed in order to ensure their purpose is served.

**Communication**

Cooperation work requires an active, broad and clear dialogue. Information is an essential building block within cooperation work. The aim should be for collaborative actors to achieve this form of open dialogue, both when communicating with each other and with the citizens themselves.

Some of the riots discussed have occurred as a backlash to a police intervention perceived by the adolescents to be wrongful. The risk of riots occurring is thought to diminish if a clear explanation of one's actions is forthcoming. Available collaborative actors can assist in disseminating information in an efficient manner.

In situations characterised by a riot-like mood, the initial course of action has been to turn to the congregations in the area in order to spread information on the impending situation and to appeal to those with children and adolescents to try to keep them at home.

In the Järva area, the different collaborative actors have also gathered together after riots and followed up on the event. This is done through analysing the reasons behind the event and creating a coherent situational overview which can then be communicated to others in the area.

It is beneficial if the purpose of each collaborative partner's efforts can be outlined for the community in an organised manner. In this way it becomes easier for individuals to realise the value of the work being conducted. The residents can feel that there are people fighting for their community.

**Positive role models**

The importance of positive role models in the area is something which is emphasised in almost all the interviews. This can involve more adults having contact with the adolescents, as well as those employed within the different organisations. Positive role models are something which the interviewees claim to take into account when hiring in the area. TIT, TAC, the citizen hosts and the youth hosts are good examples of functions that, aside from other assignments, have been designed to act as positive role models.

This is something that can be considered to have had an evident impact, as it is claimed that the adolescents in the area think it would be desirable to work as an operational leader in TIT and TAC, or as a citizen host or youth host. TIT and TAC are often asked by adolescents in the area how they can “becomes like them”, and there are 120-130 applicants for the position of youth host, despite there only being 18 new recruits each year.
The importance of positive role models is that the focus is not on hiring individuals based on their gender or ethnic background, but on their equal opportunities appeal. There should be positive role models that everyone in the area can relate to.

**Right person in the right place at the right time**

The actors feel that with the right people in the cooperation, it is possible to accomplish a lot together.

With the wide network of collaborative actors that has been built up, it is considered to be easier today to reach out to relevant actors instead of going the long way around, for example, through contacting those directly responsible in the network.

An example of this is a fire that broke out in one of the areas in 2009, claiming the lives of seven individuals. Within two hours, the mosque, District Administration, church and Police were able to set up facilities as a base of operations for crisis management. The interviewees assert that, without the established network, this would have been impossible to do in such a short period of time.

In cases where the relevant actor cannot be on the scene, other actors can use their knowledge of their collaborative partners' organisation and take up the slack.

**Together – Confidence in society's system**

One of the desired effects of cooperation is that the negative picture of the Police and authorities that is often found in segregated areas can be erased through working together. Showing the adolescents that different authorities are capable of collaborating also shows that you have confidence in society's system. The hope with this is to alter the negative view of societal functions that adolescents can recreate in these areas.

**Clarity**

By clarifying roles and responsibilities, it is easier to create trust between the different collaborative actors. In this way, there is also a decrease in the risk of misunderstandings. The signal value of cooperation is something which has shown to have great success in the Järva area.

**Narrowed gap**

Today, the Police feel that they have come closer to the community's inhabitants through cooperation. Other collaborative actors also feel that, in this cooperation work, the Police have become a part of the community. The “us and them” feeling has diminished. The cooperation demonstrates the small steps that ultimately generate something big.
8.3 Complex factors

Youth participation in the local community

Youth participation, such as planting flowers in the residential area's flower beds or being offered summer jobs with the municipality, is mentioned as a success factor in several cases: That which you help to create, you have no desire to destroy.

At the same time, there is also considered to be a risk involved in using the local community's adolescents in volunteer work. It is the opinion of the interviewees that some of the adolescents participate in the cooperation work for the wrong reasons. If you choose to include adolescents in the cooperation work, it is considered prudent to discuss the purpose of the cooperation with the adolescents and what it is that they themselves wish to achieve.

Youth centres and meeting places for young adults

Whether or not youth centres perform a positive function is dependent on the recreational leaders. There are youth recreational centres which serve as pure breeding grounds for a criminal career. There are also examples of well-run recreational centres where the recreational leaders are real enthusiasts. In Malmö, all recreational activities have been moved into school premises and the pupils can now also receive help with their homework.

In Gothenburg, the lack of natural meeting places such as restaurants and other forms of entertainment was mentioned as a shortcoming, as there was no natural reason for adults to be out during the evenings. The question, however, is whether restaurants are a good solution.

Licences to serve alcohol result in inebriated people, which in turn can lead to violence.

Overworked cooperation

Cooperation consists of organisations with different tasks. It is therefore considered important that the cooperation not be overworked just for the sake of cooperation. This relates back to what was mentioned earlier with regard to relationships; that other actors’ various work tasks should be taken into consideration.

Several of the interviewees feel that the cooperation itself can take over the daily line operations instead of being part of it. As mentioned above, cooperation work is time-consuming. It needs to be monitored and constantly repeated so as not to lose momentum in the form of defective relationships. So as not to require too many resources, the existing collaborative meetings should be short and qualitative in character, and should only involve those actors relevant to the issues at hand. Otherwise, there is a risk that the actors will lose interest. Time-efficient, qualitative meetings are required with a departure point in the actual conditions of the area. Abstract discussions of
what should be done should be avoided. Strategy should instead be based on the conditions that actually exist.

**Media**

In order to prevent social unrest, the interviewees feel it is important to adopt a common media strategy, which in turn is based on the collaborative actors' common situational overview. There should be a common agenda with regard to the content and method of communication with the media.

To regard the media as an actor in the cooperation work is almost always an advantage as it reduces the risk of the media increasing the social unrest in an area through insufficient or incorrect information.

One of the police officers interviewed mentioned the importance of avoiding answering questions from the media such as "how many cars were on fire yesterday", as this can trigger the competitive instinct between the different disadvantaged areas. This is also confirmed in interviews with adolescents in the area as it was revealed that they saw it as a competition between “the worst areas”. If the media wrote that there were a lot of riots in Rosengård, for example, the attitude among the adolescents was that “we're also going to be that tough”.

Another officer said that a successful strategy has been to appeal to the press to reduce the number of reports, based on the argument that “the more you write, the worse it gets”. However, this should be achieved through dialogue with mutual respect for each other's roles in order to avoid an adverse reaction by the press.

**Confidentiality**

A problem that is highlighted during the interviews, primarily with the District Administration, the Police and Social Services, is the confidentiality that limits cooperation within respective organisations. However, this represented more of a problem in the past. Today, the collaborative actors have learned to work with the issue.

**Goal-oriented cooperation work**

Many of the interviewees believe that the cooperation itself can sometimes take over the daily line operations instead of being part of it, and that the cooperation can be complex and perceived as not having a goal. What they mean by this is that the purpose of the cooperation is not always clearly understood. It is therefore important to establish a clear common goal for the cooperation where the effects are monitored.

As cooperation is a structure that is suspended over, through and under an organisation, flexible goals for cooperation can be advantageous, i.e., a goal that can evolve in pace with a changing society. For cooperation work to be problem-oriented, it is considered important that the goal be formulated based on a common situational awareness.
8.4 Areas for improvement

The parents' role

Interviews in both the Järva area and during external visits involve testimonies regarding the lack of parent participation in the cooperation work. The parents, however, are those who have the greatest influence on their children. Both because it is they who are ultimately responsible for their underage children, and because they are part of the area. Parents are also considered to have great potential to influence their children's friends. Close cooperation with parents can have a positive effect on the adolescents' attitude.

Many of the parents already participate in the cooperation work in the Järva area, something which is viewed as a great success with regard to crime prevention. The participation of more parents would only serve to increase the effectiveness of the cooperation work.

Something which was highlighted during the interviews, however, was that it should be taken into account that some parents are unable to participate in the cooperation. In families that perhaps have both children and relatives still remaining in a country at war, there is more concern for their well-being than for the children that, relatively speaking, have a much better life situation in Sweden.

The schools are an effective actor for reaching out to parents, but it must again be taken into consideration that, in a segregated area, there is a large population with an ethnic background other than Swedish. With newly arrived individuals, the language barrier can represent a difficulty. It is therefore important to impart information in a language that the parents can understand.

The fact that the Police, District, other collaborative actors and parents are on the same side and strive to attain the same goals is invaluable in this endeavour.

8.5 Summary

The field study in the Järva area and the contextual analysis show that the working methods used in the various cities in Sweden are similar in many respects. Factors highlighted as successful are repeated, both within Sweden and in Copenhagen and London.
It is obviously no coincidence that the measures implemented are similar within Sweden. There are several documents that are jointly issued by Swedish authorities where strategic approaches and guidelines are specified.\textsuperscript{61} Organisations and authorities in different parts of the country also communicate with each other. This applies to the Police, but also to municipalities, district administrations and Emergency and Rescue Services.

But it is not only with regard to success factors that a consensus is reached. The interviews in the Järva area, and the visits to Gottsunda, Gothenburg and Malmö, also point to there being unanimity with regard to the elements that are lacking. We have the same concerns and highlight the same deficiencies.

We believe that the reason for this lies in the nature of the deficiencies. In part, they represent major challenges, but they also boil down to the same basic problems: that there is no national collaborative forum for the organisations and that the effects of the crime prevention cooperation work do not easily lend themselves to measurement.

A national forum is important for two reasons: Firstly, so that cooperation work can continue even during periods of agency reorganisation, and secondly, because the problems with social unrest are not isolated incidents in random suburbs, but instead appear to occur in every city with a disadvantaged suburb where the level of education and socioeconomic status are lower and the proportion of inhabitants born abroad is higher.

Experiences from Copenhagen and London tell us that this does not have to be the case. During the disturbances in London in 2011, the CSP could say that, although it became slightly unsettled in certain areas, several riots were able to be prevented. In Copenhagen, the Rigspoliti (Danish National Police) provided evidence of areas where, based on the area's socioeconomic status and demography, higher juvenile delinquency and lower security might have been expected, but have not been observed.

In both cities, the determining factors appear to be well-developed cooperation work based on structure, regularity, continuity and personal relations. A prerequisite for attaining this goal is focus and prioritisation from senior management.

\textsuperscript{61} E.g., \textit{Samverkan i lokalt brottsförebyggande arbete [Cooperation in local crime prevention work]}, published by the Swedish National Council for Crime Prevention, the Swedish National Police Board and the Swedish Association of Local Authorities and Regions, as well as \textit{Strategi för samverkan [Strategy for cooperation]} published by the Swedish National Agency for School Improvement, the National Police Board and the National Board of Health and Welfare.
9 Conclusions and proposals for action

During the work with this report, both in interviews with key individuals in the Järva area and during the study visits in other cities, we have seen several good examples of successful and structured collaborative work. At the same time, we can see that there is still quite a lot of work to be done.

The concerns and deficiencies we highlight during the findings section have been formulated below into more concrete measures and proposals for areas of development. They are categorised based on the specific level in the cooperation work most affected by the improvement proposals.

The actors

Collaborative meetings: These require participants with adequate authority to make decisions as well as the possibility of creating familiarity and trust so that information exchange can take place at the individual level. This is to achieve urgency with regard to measures and interventions and to ensure that the legal process is maintained. Other collaborative meetings aim to share knowledge of each other's tasks and powers as well as to create continuity through a common work approach and attitude.

Briefing meetings: Opinion is divided with regard to who should be responsible for the briefing meetings, and the value of these meetings for the actors and the collaborative process. An important part of the structured cooperation work is monitoring and documentation. Monitoring is also important in order to be able to eliminate waste, or what is known as non-value-adding time.

Our perception is that the briefing meetings should be continually evaluated by the participants. For this to be possible requires a structure with agendas and minutes from meetings. The documentation should contain relevant information on who has attended, a brief situational overview of the past and future, a common goal for the evening and expected results. A final point with a short note on how the evening has proceeded and any improvement proposals should also be included.

Parents: As there is a consensus that the parents are one of the most significant factors with regard to facilitating the integration of children and adolescents and thus reducing the risk of them being excluded and becoming involved in crime, it is of vital importance that efforts be made to increase parent involvement in segregated areas. They must be encouraged to participate in the cooperation work, both as residents and as parents. Through dialogue, and with respect for people's different backgrounds, it is possible to increase awareness of Swedish society's expectations with regard to parents' responsibilities, opportunities and obligations.

At the same time, employees within municipal operations, the Police and emergency services have the opportunity in these dialogues to develop their cultural competence regarding other notions and expectations. The where,
how, and content of these talks must develop in cooperation with the parents in order to create trust and long-term relationships.\textsuperscript{62}

Residents: Those affected most by occurrences of social unrest in an area are the well-behaved population, that is to say, the majority of the residents and those working in the area. At the same time, it is also these people who have most authority when it comes to making demands on those who create the unrest. During the course of the project, we have heard many accounts of residents who dare not testify, speak out or get involved since the individual suspect is a close neighbour of theirs. It is here that the collaborative actors perform an important function. By getting the residents involved in night patrols and other common activities, we have seen a growing feeling of belonging and of standing united together.

Creating relationships with the adolescents: We have observed a consistent pattern of success with regard to the police having been given a face and a name in their dealings with the adolescents. Through dialogue and an increased understanding of the other party’s role, conditions and experiences, culture clashes can be avoided and hard attitudes can be softened. To achieve this requires time and continuity, which in turn requires support and back-up from senior management.

Management level

In almost all the interviews and during all visits, regardless of organisation, the importance of consensus and an understanding of the benefits of cooperation have been stressed, from the administrative level all the way up to senior management. That the approach to cooperation permeates the entire organisation and senior executives at all levels is important for several reasons: for the staff, in the contact with other organisations and not least in connection with those responsible for the budget.

For the staff: The senior executive must have a good overall understanding in order to allocate the required authority and time to the staff for them to successfully engage in the cooperation. The senior executive can create continuity in the cooperation by ensuring that the work does not rest solely on the shoulders of one enthusiast but can also continue if staff changes are implemented. The senior executive defines the objective of the cooperation in order to motivate, support, coach and encourage the staff in times when the work seems tough and hopeless.

In the contact with other actors: The senior executive is also needed in the contact with other collaborative actors and organisations in the event that the cooperation does not work out, e.g., if an actor does not participate in the

\textsuperscript{62} There is already appropriate and effective material available for these talks, both for general and specific situations
collaborative meetings or does not uphold their side of the agreement. The senior executive's role is also instrumental in the contact, the exchange of experiences and in the development work together with other actors in various management forums.

*In connection with those responsible for the budget:* In conjunction with budgetary allocation, senior executives are forced to prioritise between different operational areas. The priorities must be well-balanced, justified and perhaps also defended in various contexts. This seems to be the greatest challenge for employees and middle management within both the Police and the District Administration: What is required for the executive management in City Hall, at the agency level or national level, to prioritise the crime prevention cooperation work in the disadvantaged suburbs where social unrest is a recurring problem?

When there is a fire or a riot underway, all available operational resources are thrown into action to extinguish the fires or restore the peace. The resources are often allowed remain on the scene for some time afterwards in order to guarantee that the peace prevails. Sometime after that, when the TV and newspapers have turned their focus to some other news, the numbers are again reduced to a minimum staff count, and those extra staff called to the scene return to their regular duties. The regular staff is forced to cancel deployments or let the long-term cooperation work take a back seat to duties at sporting events, local investigations, providing reinforcement to central commissions or initiatives and, of course, regular intervention activities.

**The organisation**

There is a risk that the immediate reaction of the reader to the discussion above can be that the staff in these areas do not see the big picture and therefore do not understand that a government agency comprises several operations. This is however not our point. Collaborative actors, both within and outside the Police, are well aware that the Police is an organisation with several prioritised operational areas and that emergencies will always be prioritised over crime prevention work when things come to a head and choices have to be made. However, it is primarily within the framework of line operations that we wish to highlight the priorities.

**Measuring cooperation**

Decision-makers often prioritise activities that they know have an impact on results. In order to be able to prove that the cooperation work has an effect, we must be able to measure it. For this to be possible, it is necessary to develop a measurement scale for cooperation (something that could be dealt

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63 In Brixton, the importance of the content of cooperation agreements was highlighted, that the participants in the CSP could turn to their superiors if activities were not carried out as agreed.

64 But not always, according to our interviewees. Sometimes the citizen hosts are left alone in the area after the instigators have been arrested. It is they who are left to provide explanations and defend the actions of the Police or social services.
with in the briefing meetings above for example). If it is possible to show that cooperation work in line operations has a direct impact, or that those resources that are available are being used efficiently, this will then increase the likelihood of the cooperation work being prioritised.

In order to achieve long-term sustainable change in these excluded areas, however, we believe that a change of focus is also required; from result-oriented management to process-oriented management. This applies in particular to the Police, but perhaps also the District Administration.

A process-oriented organisation
During the 2000s, the Police and many other organisations within the public sector have been characterised by goal-oriented management. Goal-oriented management basically means that different units are assigned requirements and goal levels. How these will be achieved is then decided upon locally. This method of guidance may, at first glance, seem free and allow the space for middle management and individual units to take responsibility and use their own initiative.

The problem is that when the performance is below the target value, all the focus is on the negative results, and when other means of guidance are not employed, the negative results get so much attention that the executive leadership and politicians begin to micromanage with only one objective in mind: reaching the target value.

In a process-oriented organisation, operations are guided with the help of procedures, check-lists, templates and customer focus. As a consequence of the organisation focusing on the processes instead of the results and differentiating value-adding activities from waste, time is freed up which can be used for improvement work. Even in a process-oriented organisation, different kinds of measurements are used. The big difference is that these measure the process with the aim of developing it, not the results. In an organisation that works in accordance with the LEAN philosophy, proposals for improvements come from the employees. 65 This strengthens participation and increases commitment. In this way the results are also improved.

Priorities
Not entirely according to scientific methodology, the report authors have performed a search in the Police and City directives for a number of words that, in the context of the cooperation work in the Järva area and other disad-

65 LEAN originally comes from Toyota and the production sector but in recent years the philosophy has also been embraced by the service sector and in public operations. LEAN can be summarised based on the principle that the best improvement proposals come from the employees and that the managers’ task is, through participation and increased understanding, to support the process.
vantaged areas, can be considered key words. The search was performed in the Letter of Regulation for the Police 2012, the Planning Prerequisites 2012-2014, and the City of Stockholm Budget for 2012.

The key words are scarce in all three documents. That is perhaps a natural result of the phenomenon not being national in nature, even though it occurs in several parts of the country and the three metropolitan authorities. If instead a search is performed for “cooperation” and “youth”, a different outcome is achieved. “Cooperation” occurs no less than 81 times and “youth” occurs 149 times in the 369-page thick budget for the City of Stockholm. The Planning Prerequisites for the Police, which is 52 pages thick, contains a word count of 34 and 25 respectively.

We can thus see that we within the Police and City are focusing on cooperation between authorities, and that is a good start. Community police operations which focus more on crime prevention were introduced in the mid-90s with a conviction that this was important. More than 15 years later, we have still not developed a scale of measurement that shows we are doing the right things in the right way.

If we are to achieve success in our cooperation work, politicians and senior agency management should create a common problem overview that transcends party and block boundaries.

They must dare to prioritise the long-term preventative cooperation work with the aim of reducing juvenile delinquency and exclusion, and seriously address the root cause of social unrest. It is only when it is articulated at the highest level that the organisations can prioritise in the line operations and not just in emergency situations. To achieve this requires supporting material on which to base decisions which clearly shows what is proven to be effective in the cooperation work

9.1 Afterword

The effects of crime prevention work are not easily measured. To show that it is cooperation work that leads to a positive effect is even more difficult. However, we dare to assert the claim that the societal benefits of cooperation work are extensive, and also that coherent cooperation in the preventative line operations is a crucial factor for effective and successful cooperation work in emergency situations, with lower costs, less material damage and less human suffering as a result.

In this report we have highlighted the forms, forums and factors that collaborative parties around the country and even abroad consider to be successful in cooperation work. The natural continuation of this report is to develop a cooperation measurement that can show whether the collaborative actors are

66 The key words are social unrest, vulnerability, disadvantaged area, exclusion, segregated, segregation, integrated and integration.

67 See Appendix 2.
working on the right things and that the work should be more actively prioritised; alternatively, if it is quite simply a waste of public resources so that time and energy should be devoted to other things. The Police, District Administration and municipality are authorities with the capacity to be the engine behind this development work.
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http://www.ne.se/sok?q=integration&type=ENC (2012-01-16)
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City of Stockholm

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/ (12-02-28)

Tjänsteutlåtande Tjänsteutlåtande [Segregation Of Duties]:

UTBN DNR 08- 012/471 SAN DNR 3.2- 0846/2009


Tjänsteutlåtande [Segregation Of Duties]:

SID 1 (5) DNR 1.4.-759-2011 2012-01-26 SDN 2012-02-09


The Police

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Community Readiness Model

http://www.folkhalsoguiden.se/upload/folkh%C3%A4lsoarbete/B%C3%A4sta%20listan%202008.pdf
Contact persons

Responsible for holiday work in each district administration:

- Tove Ås (Rinkeby-Kista)
- Agneta Mejbert Carlsson (Spånga-Tensta)
- Kristian Slotte (Farsta)
- Rose-Marie Lithén (Skarpnäck)
- Kristina Fernaeus (Bromma)

Persons we have met in connection with study visits in other countries

<table>
<thead>
<tr>
<th>City</th>
<th>Contact person</th>
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<tbody>
<tr>
<td>Uppsala</td>
<td>Ulf Lundgren, assistant chief of community police, Uppsala/Knivsta</td>
</tr>
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<td></td>
<td>Robert Alvrud, community police inspector, Uppsala/Knivsta</td>
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<tr>
<td></td>
<td>Roger Hellström, coordinator, community police Uppsala/Knivsta</td>
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<tr>
<td>Gothenburg</td>
<td>Peter Backenfall, head of crime prevention</td>
</tr>
<tr>
<td></td>
<td>Even Magnusson, head of crime prevention</td>
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<tr>
<td></td>
<td>Lars Klevensparr, Commissioner, Police area Greater Gothenburg</td>
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<tr>
<td></td>
<td>Martin Staxäng, head of public order issues</td>
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<td></td>
<td>Maria Wallin, analyst</td>
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<tr>
<td></td>
<td>Peter Erlendsen, head of Police unit South</td>
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<tr>
<td></td>
<td>Maria Lejerstedt, Director, West Gothenburg District Administration</td>
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<tr>
<td></td>
<td>Gunilla Holtz, head of sector Individual and family</td>
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<td></td>
<td>Per-Arne Pettersson, head of sector Culture and recreation</td>
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<tr>
<td></td>
<td>Per Anders Lindfält, Greater Gothenburg Fire Brigade, Gårdafire station</td>
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<td></td>
<td>Dan Gaversjö, head of security Framtidskoncernen</td>
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<tr>
<td>Malmö</td>
<td>Katarina Aspegren, head of crime prevention</td>
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<td></td>
<td>Bengt Hersler, chief of community police, Malmö East</td>
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<td></td>
<td>Håkan Rengbrandt, assistant chief of community police Malmö South</td>
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<td>Per-Olof Helin, researcher Malmö University Malin Martelius, Brå coordinator</td>
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<td></td>
<td>City of Malmö Mats Brandström, Brå coordinator City of Malmö Ulf Nilsson,</td>
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<td>Bream Sager, fire information officer, Fire and Rescue Service Malmö</td>
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<td>London</td>
<td>Verity Rigman, analyst, Public Order Unit, Home Office</td>
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<td>Russel Taylor, Uniform Inspector, Metropolitan Police, Brixton</td>
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<td>Copenhagen</td>
<td>John Radmer, Crime prevention, Danish National Police, Copenhagen</td>
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<td>Per Sandau, Crime prevention, Danish National Police, Copenhagen</td>
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<td>Helle Aagot Clausen, Youth Fire Brigade, Copenhagen Fire Service</td>
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<td>Klavs Odgaard Christensen, Special consultant, Danish Center for Urban</td>
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<td></td>
<td>Regeneration and Community Development</td>
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Paris

Daniel Goourmelan, Ministry Of The Interior, head of international visits
Maurice Signolet, Commissarie, Commissaire Central d’Aulnay-sous Bois
Anne Kramata, Commissarie, chef de la Sûreté Urbaine, Aulnay-sous Bois
Eric Tuaillon, police assistant, Police nationale, Aulnay-sous Bois
Christophe Joulaud, head of CRS (riot police) Olivier Dubaut, Sub-prefect, Paris
Céline Guillet, secretary, CIPD, Comité Interministériel de Préventin de la Délinquance
Balanger, Prefecture de Paris, head of liaison centre
Anna Svedberg, Police liaison Swedish embassy in Paris
Laurent Clavel, counsellor for financial affairs, French embassy in Stockholm
Appendix 1: Tables and variables

1.1 Crime trends regarding juvenile crime

Information on population that forms the basis of all the variables has been retrieved from the Area database as of 31 December the year before the measurement year in the numerator.

Table 6: Number of adolescent criminal suspects aged 15-17 per 1,000 inhabitants aged 15-17

<table>
<thead>
<tr>
<th>Adolescent criminal suspects 15-17</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
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<th>Sthlm city</th>
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<td>101</td>
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<td>2010</td>
<td>92</td>
<td>70</td>
<td>35</td>
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</table>

Source: Trygg i Stockholm 2011, City of Stockholm's peace of mind survey

Question: Table 4.

Measurement: Proportion of children and adolescents aged 15-17 that are suspected of crime/number of children and adolescents aged 15-17

Table 7: Number of reported muggings per 1,000 inhabitants aged 12-19

<table>
<thead>
<tr>
<th>Muggings &amp; bag snatching</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
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<td>2011</td>
<td>39</td>
<td>39</td>
<td>10</td>
<td>18</td>
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</tbody>
</table>

Source: RAR, Police official statistics by month and year.

Crime codes: 0855, 0856, 0877, 0878, 0879, 0890, 0892, 0893, 0896, 0897, 9806-9813, 0885, 9819, 9820

Measurement: Number of reported crimes/number of children and adolescents aged 12-19.

Table 8: Number of reported assaults against persons aged 15-17 per 1,000 inhabitants aged 12-19

<table>
<thead>
<tr>
<th>Assault against adolescent aged 15-17</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
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<th>Sthlm county</th>
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</tr>
<tr>
<td>2011</td>
<td>9</td>
<td>10</td>
<td>5</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: RAR, Police official statistics by month and year.

Crime codes: 9317-9324, 9341-9348

Measurement: Number of reported crimes/number of children and adolescents aged 12-19.
Table 9: Number of reported crimes involving inflicted damage (excluding graffiti) per 1,000 inhabitants aged 12-19

<table>
<thead>
<tr>
<th>Year</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm county</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>245</td>
<td>193</td>
<td>159</td>
<td>154</td>
</tr>
<tr>
<td>2008</td>
<td>209</td>
<td>208</td>
<td>121</td>
<td>152</td>
</tr>
<tr>
<td>2009</td>
<td>221</td>
<td>213</td>
<td>128</td>
<td>155</td>
</tr>
<tr>
<td>2010</td>
<td>204</td>
<td>152</td>
<td>129</td>
<td>136</td>
</tr>
<tr>
<td>2011</td>
<td>181</td>
<td>183</td>
<td>136</td>
<td>138</td>
</tr>
</tbody>
</table>

Source: RAR, Police official statistics by month and year.

Crime codes: 1201-1205

Measurement: Number of reported crimes/number of children and adolescents aged 12-19.

The Stockholm Survey

Table 10: Proportion of pupils who state that they do not feel anxious about being exposed to crime at school.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm city</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>72%</td>
<td>81%</td>
<td>86%</td>
<td>83%</td>
</tr>
<tr>
<td>2008</td>
<td>76%</td>
<td>73%</td>
<td>86%</td>
<td>82%</td>
</tr>
<tr>
<td>2010</td>
<td>76%</td>
<td>77%</td>
<td>90%</td>
<td>86%</td>
</tr>
</tbody>
</table>

Source: The Stockholm Survey.

Statement: I am anxious about being exposed to crime at school

Measurement: Proportion of pupils responding that the statement corresponds fairly or very badly with their school situation

Table 11: Proportion of pupils in Grade 9 who state that they have pilfered or stolen

<table>
<thead>
<tr>
<th>Year</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm city</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>27%</td>
<td>24%</td>
<td>24%</td>
<td>27%</td>
</tr>
<tr>
<td>2006</td>
<td>32%</td>
<td>25%</td>
<td>22%</td>
<td>28%</td>
</tr>
<tr>
<td>2008</td>
<td>30%</td>
<td>34%</td>
<td>25%</td>
<td>31%</td>
</tr>
<tr>
<td>2010</td>
<td>36%</td>
<td>33%</td>
<td>23%</td>
<td>32%</td>
</tr>
</tbody>
</table>

Source: The Stockholm Survey.

Question: How many times in the last 12 months have you pilfered/stolen?

Key figure: Pilfered/stolen is a key figure that combines three questions: Stolen. Pickpocketed. Stolen something else that we have not asked about.

Measurement: Proportion of pupils who state that they have at least once committed any of the crimes asked about in the key figure.

Table 12: Proportion of pupils in Grade 9 who state that they have used threats or violence

<table>
<thead>
<tr>
<th>Year</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm city</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>22%</td>
<td>19%</td>
<td>13%</td>
<td>17%</td>
</tr>
<tr>
<td>2008</td>
<td>24%</td>
<td>20%</td>
<td>14%</td>
<td>17%</td>
</tr>
<tr>
<td>2010</td>
<td>27%</td>
<td>20%</td>
<td>10%</td>
<td>17%</td>
</tr>
</tbody>
</table>

Source: The Stockholm Survey.

Question: How many times in the last 12 months have you used threats or violence?

Key figure: Threats/violence is a key figure that combines three questions: Forced someone to give you money, mobile phone or other valuables. Intentionally beat someone to the extent that you believe or know that he/she required hospital treatment. Carried a weapon.

Measurement: Proportion of pupils who state that they have at least once committed any of the crimes asked about in the key figure.
Table 13: Proportion of pupils in Grade 9 who state that they have tried drugs

<table>
<thead>
<tr>
<th>Year</th>
<th>Proportion of pupils who have tried drugs</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>15% Rinkeby-Kista, 12% Spånga-Tensta, 10% Bromma, 14% Stockholm city</td>
</tr>
<tr>
<td>2004</td>
<td>7% Rinkeby-Kista, 5% Spånga-Tensta, 7% Bromma, 10% Stockholm city</td>
</tr>
<tr>
<td>2006</td>
<td>10% Rinkeby-Kista, 9% Spånga-Tensta, 7% Bromma, 10% Stockholm city</td>
</tr>
<tr>
<td>2008</td>
<td>11% Rinkeby-Kista, 13% Spånga-Tensta, 10% Bromma, 12% Stockholm city</td>
</tr>
<tr>
<td>2010</td>
<td>15% Rinkeby-Kista, 11% Spånga-Tensta, 10% Bromma, 13% Stockholm city</td>
</tr>
</tbody>
</table>

Source: The Stockholm Survey
Question: Have you at any time used drugs?
Measurement: Proportion of pupils who have answered yes to the question.

1.2 Integration development

Table 14: Proportion of students eligible to apply to upper secondary school

<table>
<thead>
<tr>
<th>Year</th>
<th>Eligibility to apply to upper secondary school</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>75% Rinkeby-Kista, 80% Spånga-Tensta, 96% Bromma, 80% Stockholm city</td>
</tr>
<tr>
<td>2003</td>
<td>76% Rinkeby-Kista, 83% Spånga-Tensta, 97% Bromma, 90% Stockholm city</td>
</tr>
<tr>
<td>2004</td>
<td>75% Rinkeby-Kista, 80% Spånga-Tensta, 96% Bromma, 90% Stockholm city</td>
</tr>
<tr>
<td>2005</td>
<td>76% Rinkeby-Kista, 84% Spånga-Tensta, 98% Bromma, 89% Stockholm city</td>
</tr>
<tr>
<td>2006</td>
<td>83% Rinkeby-Kista, 84% Spånga-Tensta, 97% Bromma, 90% Stockholm city</td>
</tr>
<tr>
<td>2007</td>
<td>78% Rinkeby-Kista, 82% Spånga-Tensta, 95% Bromma, 89% Stockholm city</td>
</tr>
<tr>
<td>2008</td>
<td>79% Rinkeby-Kista, 77% Spånga-Tensta, 95% Bromma, 89% Stockholm city</td>
</tr>
<tr>
<td>2009</td>
<td>77% Rinkeby-Kista, 84% Spånga-Tensta, 97% Bromma, 90% Stockholm city</td>
</tr>
<tr>
<td>2010</td>
<td>70% Rinkeby-Kista, 79% Spånga-Tensta, 95% Bromma, 89% Stockholm city</td>
</tr>
</tbody>
</table>

Source: Statistical yearbook for Stockholm
Table: Table1.56
Measurement: Pupils finishing Grade 9 with eligibility to apply to upper secondary school national programmes

Table 15: Proportion of students eligible to apply to upper secondary school

<table>
<thead>
<tr>
<th>Year</th>
<th>Eligibility to apply to upper secondary school</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>59% Rinkeby, 59% Tensta, 79% Husby, 80% Sweden</td>
</tr>
<tr>
<td>2003</td>
<td>62% Rinkeby, 68% Tensta, 75% Husby, 90% Sweden</td>
</tr>
<tr>
<td>2004</td>
<td>63% Rinkeby, 69% Tensta, 75% Husby, 90% Sweden</td>
</tr>
<tr>
<td>2005</td>
<td>65% Rinkeby, 71% Tensta, 74% Husby, 89% Sweden</td>
</tr>
<tr>
<td>2006</td>
<td>71% Rinkeby, 75% Tensta, 81% Husby, 90% Sweden</td>
</tr>
<tr>
<td>2007</td>
<td>65% Rinkeby, 69% Tensta, 77% Husby, 89% Sweden</td>
</tr>
<tr>
<td>2008</td>
<td>74% Rinkeby, 64% Tensta, 74% Husby, 89% Sweden</td>
</tr>
<tr>
<td>2009</td>
<td>65% Rinkeby, 73% Tensta, 75% Husby, 90% Sweden</td>
</tr>
<tr>
<td>2010</td>
<td>59% Rinkeby, 66% Tensta, 72% Husby, 89% Sweden</td>
</tr>
</tbody>
</table>

Source: Statistics Sweden's statistical database.
Table: Proportion of pupils eligible for upper secondary school by local development agreement (LUA) area. Years 1997-2010
Measurement: Pupils finishing Grade 9 with eligibility to apply to upper secondary school national programmes
Table 16: Proportion of persons who completed and received a passing grade in Swedish for Immigrants

<table>
<thead>
<tr>
<th>Success rate in SFI</th>
<th>Rinkeby</th>
<th>Tensta</th>
<th>Husby</th>
<th>Stockholm city</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>15%</td>
<td>16%</td>
<td>24%</td>
<td>24%</td>
</tr>
<tr>
<td>2003</td>
<td>15%</td>
<td>15%</td>
<td>24%</td>
<td>25%</td>
</tr>
<tr>
<td>2004</td>
<td>25%</td>
<td>20%</td>
<td>28%</td>
<td>30%</td>
</tr>
<tr>
<td>2005</td>
<td>17%</td>
<td>20%</td>
<td>25%</td>
<td>26%</td>
</tr>
<tr>
<td>2006</td>
<td>19%</td>
<td>22%</td>
<td>22%</td>
<td>28%</td>
</tr>
<tr>
<td>2007</td>
<td>31%</td>
<td>30%</td>
<td>32%</td>
<td>34%</td>
</tr>
<tr>
<td>2008</td>
<td>31%</td>
<td>29%</td>
<td>32%</td>
<td>34%</td>
</tr>
<tr>
<td>2009</td>
<td>29%</td>
<td>25%</td>
<td>30%</td>
<td>29%</td>
</tr>
<tr>
<td>2010</td>
<td>18%</td>
<td>18%</td>
<td>19%</td>
<td>23%</td>
</tr>
</tbody>
</table>

Source: Statistics Sweden's statistical database
Measurement: The numerator consists of the number of persons who completed Swedish for Immigrants (SFI) during the period and who received a passing grade. The denominator consists of persons that completed SFI or dropped out. Age 20-64.

Table 17: Number of openly unemployed adolescents aged 18-24 per 100 inhabitants.

<table>
<thead>
<tr>
<th>Proportion of openly unemployed aged 18-24</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm county</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>3.3%</td>
<td>3.8%</td>
<td>2.3%</td>
<td>2.6%</td>
</tr>
<tr>
<td>2003</td>
<td>4.5%</td>
<td>5.8%</td>
<td>2.0%</td>
<td>3.5%</td>
</tr>
<tr>
<td>2004</td>
<td>3.3%</td>
<td>4.4%</td>
<td>2.0%</td>
<td>3.2%</td>
</tr>
<tr>
<td>2005</td>
<td>3.7%</td>
<td>6.2%</td>
<td>2.4%</td>
<td>3.6%</td>
</tr>
<tr>
<td>2006</td>
<td>4.1%</td>
<td>4.2%</td>
<td>2.3%</td>
<td>2.9%</td>
</tr>
<tr>
<td>2007</td>
<td>1.6%</td>
<td>4.4%</td>
<td>1.6%</td>
<td>2.1%</td>
</tr>
<tr>
<td>2008</td>
<td>2.0%</td>
<td>3.3%</td>
<td>1.7%</td>
<td>2.1%</td>
</tr>
<tr>
<td>2009</td>
<td>5.2%</td>
<td>5.8%</td>
<td>2.1%</td>
<td>3.9%</td>
</tr>
<tr>
<td>2010</td>
<td>5.9%</td>
<td>5.4%</td>
<td>2.3%</td>
<td>3.6%</td>
</tr>
</tbody>
</table>

Source: The Area database
Table: Asok2
Measurement: Openly unemployed persons aged 18-24/inhabitants aged 18-24
Information: Jobseekers without work who are actively looking for work and can immediately accept employment existing in the labour market and who are not participating in a labour market programme. Persons registered with the public employment office within the jobseeker category 11 and 96+97+98. Category 11 is termed “unemployed”; categories 96-98 are used for automatic jobseeker category changes.

---

68 The details are only available for those areas that have local development agreements, known as LUA areas, which means that the tables only contain Husby, Rinkeby and Tensta.
Table 18: Average income for persons aged 20-64

<table>
<thead>
<tr>
<th>Average income, age 20-64</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Sthlm county</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>179 650</td>
<td>232 700</td>
<td>319 700</td>
<td>265 900</td>
</tr>
<tr>
<td>2003</td>
<td>182 050</td>
<td>238 100</td>
<td>321 100</td>
<td>268 400</td>
</tr>
<tr>
<td>2004</td>
<td>193 600</td>
<td>243 800</td>
<td>328 700</td>
<td>274 100</td>
</tr>
<tr>
<td>2005</td>
<td>195 200</td>
<td>250 000</td>
<td>342 200</td>
<td>274 100</td>
</tr>
<tr>
<td>2006</td>
<td>198 400</td>
<td>255 800</td>
<td>359 500</td>
<td>293 600</td>
</tr>
<tr>
<td>2007</td>
<td>204 400</td>
<td>265 500</td>
<td>375 100</td>
<td>293 600</td>
</tr>
<tr>
<td>2008</td>
<td>212 500</td>
<td>274 300</td>
<td>388 400</td>
<td>319 800</td>
</tr>
<tr>
<td>2009</td>
<td>213 900</td>
<td>275 900</td>
<td>384 400</td>
<td>321 500</td>
</tr>
</tbody>
</table>

Source: Statistical yearbook for Stockholm
Table: Tabell 1.62/1.63/1.67
Measurement: Average income for persons aged 20-64

Table 19: Proportion of low-income earners aged 20-64

<table>
<thead>
<tr>
<th>Proportion of low-income earners aged 20-64</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Sthlm county</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>34,8%</td>
<td>26,7%</td>
<td>16,7%</td>
<td>18,4%</td>
</tr>
<tr>
<td>2003</td>
<td>37,3%</td>
<td>30,0%</td>
<td>17,8%</td>
<td>19,7%</td>
</tr>
<tr>
<td>2004</td>
<td>38,8%</td>
<td>31,0%</td>
<td>18,1%</td>
<td>20,2%</td>
</tr>
<tr>
<td>2005</td>
<td>40,3%</td>
<td>31,6%</td>
<td>18,3%</td>
<td>20,4%</td>
</tr>
<tr>
<td>2006</td>
<td>41,4%</td>
<td>32,5%</td>
<td>18,0%</td>
<td>20,5%</td>
</tr>
<tr>
<td>2007</td>
<td>41,2%</td>
<td>32,3%</td>
<td>18,3%</td>
<td>20,6%</td>
</tr>
<tr>
<td>2008</td>
<td>41,0%</td>
<td>31,9%</td>
<td>17,9%</td>
<td>20,7%</td>
</tr>
<tr>
<td>2009</td>
<td>42,1%</td>
<td>34,2%</td>
<td>19,1%</td>
<td>21,7%</td>
</tr>
</tbody>
</table>

Source: The Area database
Table: Ink2
Measurement: Low-income earners (total income from employment and business) aged 20-64/population aged 20-64
Information: Income from employment and income from business together make up “total income from employment and business” as an income term arose in connection with the implementation of the tax reform in 1991. This income term is similar to the income term “work income”. The main difference is that pension and unemployment benefit are not included in “work income”. There are some other differences, but these two are the most important. The value limits for the quintiles have been calculated for all men and for all women in Sweden who were aged 20 or older and had a total income from employment and business > 0 for the year in question. Men in Sweden have been divided into five equally sized groups (low, medium low, medium, medium high, high), according to which the income limits have been set – women have been divided in the same way.
Table 20: Proportion of persons with financial assistance

<table>
<thead>
<tr>
<th>Proportion with financial assistance</th>
<th>Rinkeby-Kista</th>
<th>Spånga-Tensta</th>
<th>Bromma</th>
<th>Stockholm county</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>17.0%</td>
<td>13.8%</td>
<td>2.4%</td>
<td>5.4%</td>
</tr>
<tr>
<td>2003</td>
<td>16.9%</td>
<td>13.4%</td>
<td>2.7%</td>
<td>5.6%</td>
</tr>
<tr>
<td>2004</td>
<td>17.6%</td>
<td>13.9%</td>
<td>2.9%</td>
<td>5.8%</td>
</tr>
<tr>
<td>2005</td>
<td>17.1%</td>
<td>13.9%</td>
<td>2.9%</td>
<td>5.7%</td>
</tr>
<tr>
<td>2006</td>
<td>15.4%</td>
<td>13.5%</td>
<td>2.5%</td>
<td>5.2%</td>
</tr>
<tr>
<td>2007</td>
<td>14.2%</td>
<td>12.5%</td>
<td>2.1%</td>
<td>4.6%</td>
</tr>
<tr>
<td>2008</td>
<td>12.8%</td>
<td>11.4%</td>
<td>1.9%</td>
<td>4.1%</td>
</tr>
<tr>
<td>2009</td>
<td>12.8%</td>
<td>10.9%</td>
<td>1.9%</td>
<td>4.0%</td>
</tr>
<tr>
<td>2010</td>
<td>11.6%</td>
<td>10.4%</td>
<td>1.9%</td>
<td>3.8%</td>
</tr>
</tbody>
</table>

Source: Statistical yearbook for Stockholm
Table: Table 1.47 (2002) and Table 1.49 (other years)
Measurement: Number of persons with financial assistance/population.
Information: The register for financial assistance. Including compensation under the Reception of Asylum Seekers and Others Act, but excluding introduction benefit. The data for the whole of the City of Stockholm also includes the unit for homeless.

1.3 Description of investigated areas

All the variables used to describe Rinkeby, Tensta, Husby, Gottunda, Rosengård and Fosie regarding population, demography and socioeconomic factors have been retrieved from Statistics Sweden’s statistical database.

Befolkning
Search word: Population per district having a local development agreement (LUA)

Proportion with foreign background
Table: 1. Statistics focusing on demography. Distribution by LUA area and sex. Years 1997-2010
Measurement: Persons with foreign background include those who were born abroad and those born in Sweden with both parents born abroad. Where no data is available on the parents’ country of birth, the following applies: For persons who were born in Sweden, the parents are assumed to have been born in Sweden. For persons who were born abroad, the parents are assumed to have been born abroad.

Proportion born outside of EU/EFTA

Proportion that passed SFI
Table: Proportion of persons that passed Swedish for Immigrants (SFI) by local development agreement (LUA) area. Years 1997-2010.

Eligibility for upper secondary school
Table: Proportion of persons eligible for upper secondary school by local development agreement (LUA) area. Years 1997-2010.

Proportion unemployed aged 20-25
Table: 1. Proportion of students or neither employed nor studying persons. Distribution by LUA area and sex. Years 1997-2010.
Measurement: Proportion of persons aged 20-25 who are neither working nor studying.

Average annual income
1.4 Local development agreement (LUA) areas

*Crimes that disturb security*

**Assault outdoors (not acquainted with victim)**
- **Crime codes**: 0351, 0353, 0355, 0357, 0371, 0373, 0375, 0377, 9301, 9303, 9309, 9311, 9317, 9319, 9325, 9327, 9333, 9335, 9341, 9343
- **Source**: RAR/HOBIT 2012-01-18

**Muggings and bag snatching**
- **Crime codes**: 0855, 0856, 0877, 0878, 0879, 0890, 0892, 0893, 0896, 0897, 9806-9813, 0885, 9819, 9820
- **Source**: RAR/HOBIT 2012-01-18

**Riots**
- **Crime codes**: 1606
- **Source**: RAR/HOBIT 2012-01-18

**Damage through fire**
- **Crime codes**: 1202
- **Source**: RAR/HOBIT 2012-01-18
Appendix 2: Search in steering documents

The Finance Commissioner's 2012 budget proposal for the City of Stockholm

<table>
<thead>
<tr>
<th>Word</th>
<th>Page</th>
<th>Context</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integration</td>
<td>10</td>
<td>The path to supporting oneself is decisive for integration. Stockholm should have an individually tailored and clear chain of establishment for the newly arrived that quickly leads to self-support. The outer districts are to be the focus of increased enterprise and more jobs.</td>
</tr>
<tr>
<td>Integration</td>
<td>81</td>
<td>The administration's overall mission is to help people into work and to bring the city's resources to focus on the labour market. The administration is responsible for the city's combined labour market initiatives, coordination and follow-up of labour market issues, integration and refugee issues, national minorities, adult education, Swedish for immigrants, SFI, as well as the coordination of the city's available summer jobs for young people.</td>
</tr>
<tr>
<td>Integration</td>
<td>83</td>
<td>Immigration enriches Stockholm. It is a positive, welcome and necessary thing that people look to come to Stockholm. Those coming to Stockholm from another country shall be given a real opportunity to establish themselves. For this reason, the reception of the newly arrived shall aim for integration, work and participation. Civil society should play an active role in the establishment of the newly arrived and in the general work of promoting integration.</td>
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<td>Integration</td>
<td>108</td>
<td>The incentive structure within culture and integration support should therefore continue to be designed to support this. Culture businesses are not to be placed at a disadvantage by the city's support to the free groups should increase their own revenues and thereby their independence and vitality.</td>
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<td>A far-reaching local and activity-based integration between school and out-of-school centres is of great importance.</td>
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<td>In order to be able to offer pupils a coherent school day, the integration of out-of-school centres and special needs schools on the premises of compulsory schools continues.</td>
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<td>Segregation</td>
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<td>Careers guidance plays an important role to facilitate the establishment of the newly arrived in the labour market, and it is also particularly important for the follow-up responsibility for 16-19-year-olds. A clearer link between SFI and the labour market helps to reduce segregation and increase employment. The circumstances and needs of individuals should form the basis for the development of SFI. Furthermore, SFI should be made more flexible so that studies and work placements may be combined to a greater extent. For those in Jobbtorg Stockholm and are in need of further SFI studies, SFI should be able to provide support.</td>
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<td>357</td>
<td>The city's system for integrated guidance and follow-up of operations and finances, ILS, see picture below, covers the entire group City of Stockholm.</td>
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<tr>
<td>Vulnerability</td>
<td>64</td>
<td>The vulnerability of the elderly should be noticed and counteracted. The Elderly Services Administration shall, together with the local crime prevention councils, the police and the district councils, continue to coordinate the work to stop violence and assault against the elderly and thereby reduce the anxiety and vulnerability of the elderly.</td>
</tr>
</tbody>
</table>
| Vulnerability | 163 | It is often in the evening and at weekends that children and young people experience vulnerability when school.
The Finance Commissioner's 2012 budget proposal for the City of Stockholm (continued.)

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Integration</td>
<td>10</td>
<td>The path to supporting oneself is decisive for integration. Stockholm should have an individually tailored and clear chain of establishment for the newly arrived that quickly leads to self-support. The outer districts are to be the focus of increased enterprise and more jobs.</td>
</tr>
<tr>
<td>Integration</td>
<td>81</td>
<td>The administration’s overall mission is to help people into work and to bring the city's resources to focus on the labour market. The administration is responsible for the city's combined labour market initiatives, coordination and follow-up of labour market issues, integration and refugee issues, national minorities, adult education, Swedish for immigrants, SFI, as well as the coordination of the city's available summer jobs for young people.</td>
</tr>
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<td>Integration</td>
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Letter of Regulation for the budget year 2012 regarding the National Police Board and other authorities within the police organisation.

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<tr>
<td>Vulnerability</td>
<td>21</td>
<td>Many people are subject to theft and vandalism, but too few perpetrators are prosecuted. These crimes are a violation of integrity and repeated subjection (vulnerability) is common.</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>22</td>
<td>This type of crime is in many cases a great violation of integrity and repeated subjection (vulnerability) is not uncommon.</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>27</td>
<td>The Police shall use available knowledge about repeated subjection (vulnerability), for example, in the case of violent crime in close relationships.</td>
</tr>
<tr>
<td>Integrated</td>
<td>15</td>
<td>This is an integrated part of operational planning and follow-up, thereby contributing to a focus on results and development.</td>
</tr>
<tr>
<td>Cooperation</td>
<td>34</td>
<td>instances.</td>
</tr>
<tr>
<td>Adolescent</td>
<td>25</td>
<td>instances.</td>
</tr>
<tr>
<td>Social unrest</td>
<td>No</td>
<td>instances.</td>
</tr>
<tr>
<td>Disadvantaged area</td>
<td>No</td>
<td>instances.</td>
</tr>
<tr>
<td>Exclusion</td>
<td>No</td>
<td>instances.</td>
</tr>
<tr>
<td>Segregated</td>
<td>No</td>
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