



R&D in the Field of Public Safety: Selected Theoretical and Empirical Viewpoints

A Visibility Report of the EU Twinning-project (KS 14 IB JH 01) in the Form of the Collection of Articles Prepared as a Part of the Component 3 on R&D Issues: Activity 3.3.1, conducting research projects



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Introduction

This publication has been produced as a part of the Twinning-project "Further Support to Public Safety Education in Kosovo" financed by the European Union. The main goal of the project is to develop the organisation and activities within the Kosovo Academy for Public Safety (KAPS). One part of the Twinning-project is to enhance the research, development and innovation (RDI) activities in KAPS. The focus in this task is on one hand to develop basic structures for RDI activities, and on the other hand to initiate individual RDI-projects.

The publication has been prepared in co-operation with the beneficiary organisation KAPS and member state organisations. Project organisations from two member states consists of the Police University College (POLAMK), Jyväskylä University of Applied Sciences (JAMK) and the Training Institute of Prison and Probation Services (RSKK) from Finland, and the Estonian Academy of Security Sciences (EASS). The collection has been edited by Vesa Mutttilainen from POLAMK and Indrek Saar from EASS with the help of authors and support from KAPS and the Twinning project.

Most of the individual articles in the publication are based on the results retrieved from ongoing or finalised projects in the field of public safety. Besides this there are contributions describing basic structures and the implementation of RDI activities in some higher education institutions. The content of the articles varies from theoretical and methodological, to empirical and descriptive viewpoints. The material and data collected which have been utilised in the articles cover literature, other documents, interviews, statistics and questionnaires. This collection includes six articles that are divided into three chapters.

The first chapter handles themes related to applied RDI activities in the selected higher education institutions. Irmeli Maunonen-Eskelinen, Sirpa Laitinen-Väänänen and Olavi Kujanpää describe this topic in their article "Content of RDI in the Universities of Applied Sciences". Vesa Mutttilainen and Jarmo Houtsonen focus on RDI activities in the field of internal security under the title "Transformation of the RDI activities at the Police University College".

The second chapter includes contributions on organisational development in the field of public safety. Priit Suve analyses various viewpoints on police reforms in his theoretical article "Exploration and exploitation for public safety advancement". Indrek Saar, Kadi Luht, Helmo Käerdi, Felix Angelstok, Alar Valge and Andres Mumma focus on a method for measuring the effectiveness of operative activities under the title "Developing the methodology to assess the value of real estate property saved in rescue operations in Estonia".

The third chapter focuses on the prisoners' position and prison environments. Besnik Fetahu and Halil Asllani describe their ongoing project on prison conditions in their article "The suicide and attempted suicide spectrum in detainees and prisoners of Dubrava and Lipjan Correctional Centres". In addition, Henrik Linderborg, Peter Blomster, Marja-Liisa Muiluvuori, Sasu Tyni and Tuomas Laurila have comparative point of view in the article "Measuring Quality of Imprisonment and Community Sanctions in Finland".

I Applied RDI in higher education institutions

Content of RDI in the Universities of Applied Sciences

Irmeli Maunonen-Eskelinen, Sirpa Laitinen-Väänänen & Olavi Kujanpää

Introduction

The universities of applied sciences (UASes) in Finland have strong and wide research, development and innovation (RDI) activities, which aim to enhance the competitiveness of enterprises and renewal of the world of work and Finnish welfare society. According to the Finnish legislation, the UASes are responsible for the implementation of research, development and innovation (RDI) activities that promote working life and regional development and revitalise the industry's business structure, and besides these, serve and strengthen the education of the universities of applied sciences (Universities of Applied Sciences Act 932/2014). Thus, education, RDI and regional development are seen as the equally important basic tasks of the UASes (Figure 1).

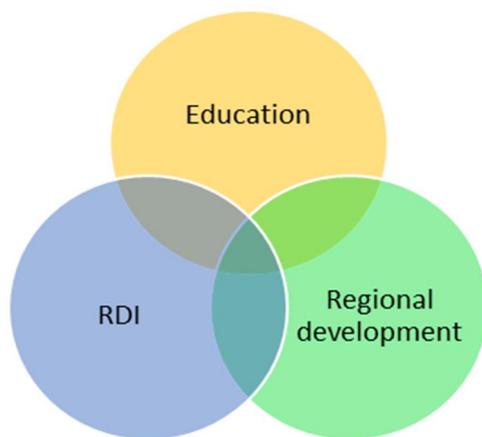


Figure 1. The basic tasks of the universities of applied sciences

The UASes are obliged to implement these three tasks as well as monitor and evaluate the activities, results and effectiveness. Applied research, the development of methods, and new innovative experimentations and pilots generate the results and effectiveness. RDI is realised through diverse projects together with partners and co-creators locally, regionally, nationally and internationally.

Characteristic of the RDI

By nature, the research and development work of the UAS is based on the strong interaction with interest groups. It consists of open, goal-driven and practice-oriented applied research with businesses and other research organisations. In addition, it includes development that is multidisciplinary focusing on finding new solutions, designing new products, services and concepts for the working life purposes. Finally, it concerns

innovations that generate new commercial innovations like products and services, and enhance entrepreneurship as well as acting as a booster for the open innovation ecosystem. (Innovation, development and research 2017.)

Accordingly, RDI activities focus on finding solutions to practical needs by combining the scientific expertise and creation of new knowledge together with working life and business partners (Marjamaa & Latvanen 2017). In practice, firstly this means that the personnel of the UASes work in development teams, which can be multidisciplinary and include people from different organisations and from the world of work. Secondly, besides the collaborative nature of the action, innovation and agile experimentation are the cornerstones of the RDI activities.

The RDI activities are based on the strategic choices of the UASes. The strategies of the UASes are linked with the regional and national strategies. Hence, each RDI project implements the strategies of the university and region, supports the professional development of people who are involved in the projects, and in addition, more widely develops the organisations and region. The personnel of the UASes that are participating in the RDI projects have a double affiliation. On the one hand, they develop their organisation and themselves, on the other hand, they develop working life and the region.

The RDI activities are framed by ethical principles. This embodies the personnel's behaving, working in groups, and communicating with local partners and stake- and shareholders. Additionally, ethical RDI work asks for conceptual understanding. Services need clients or customers, but conceptual understanding is something above. It includes cooperation, co-creation as well the values to meet local people and their challenges. In addition, ethical principles guide the research process in all its phases.

Profiling the university of applied sciences by RDI

The functions of the UASes address the needs of world of work and regional development. Therefore, each universities of applied sciences have profiled their RDI action according to their strengths and regional needs. However, to be a good regional actor, it is required to have high quality in the profiled areas both nationally and internationally. Thus, the UASes have national networks in order to collaborate and come up together with the distribution of the work between different UASes and find new collaboration possibilities. Likewise, international networks bring new knowledge and aspects to the development work and enhance the quality of RDI and education.

The profiles or focus areas of each UAS are based on the needs of the region where the organisation is located, strategic choices and the strengths and capacities of the UASes. In the report by ARENE (2017) it is defined, what the characteristics of the focus areas are:

- the focus area has to be ambitious and incisive, not only regionally but also nationally;
- there can be only limited numbers of focus areas, maximum 3–5;
- the set criteria of the focus areas for the universities of applied sciences;
- the sufficiently strong RDI action;
- the critical mass of competence;
- the strong international link, which strengthens the focus area;

- there have to be networks that form the grounds of the focus areas;
- there have to be the evidence of investments to and results of the focus area;
- recognised nationally,

Integration of teaching and RDI

The focus areas guide and steer the RDI action and help the personnel and students to concentrate on the identified themes and issues. The focus areas include diverse actions: e.g. the integration of the RDI and teaching, integration of students' learning processes like thesis, project-based courses, internship and RDI, the implementation of RDI projects by the personnel of the UASes, research and publishing (Muurimäki & Taijala 2016). It is crucial how education, programmes and courses are integrated with RDI in order to build evidence-based and working life relevant learning environments to students. From the working life point of view the focus areas for RDI are related to regional strategies and the needs of the companies are collected and used as areas for RDI-projects.

Teachers' role in connecting the RDI and working life is crucial especially at the starting phase. Teachers have been seen as contact points between the schools and world of work. Teachers transfer knowledge about all the possibilities offered by the schools (Marttila et al 2004). This also asks for a fresh view of teacher's work and this change can be described as a turnaround from school-centred teaching towards regional networks, and from being the coordinator of working life contacts towards a builder, a broker in regional development (e.g., Auvinen 2004).

For students, RDI provides versatile authentic learning opportunities, where they can develop their competence. The students can also show their competence in real work context to the employers. Furthermore, the students can get good connections with the world of work, and thus, it can facilitate their employment and enhance their working-life readiness.

For the personnel of the UASes, RDI forms a basis for continuous professional development. Since the nature of RDI is future-oriented, creating and innovating something new, it challenges the existing competence of personnel. Learning is an in-built element of RDI. In addition, RDI is often implemented together with diverse national or international partners, which make the people who are involved in to rethink their own actions and practices. Collaboration is feeding learning and development processes. Besides learning new tools, processes and strengthening competence, the personnel gain the better connection with the world of work. Through collaboration, they get information about what is important from the point of view of diverse companies and organisations, and from that basis, they can improve education.

Benefits of RDI to the world of work

The type of knowledge that is built in UAS can be seen as Mode 2-type knowledge production (Gibbons, et al 1994). This kind of knowledge is produced in an environment where it is used and applied like in the workplace, it is problem-focused, interdisciplinary, reflective and critical, theory and practice are intertwined and it is evaluated according to its feasibility. Therefore, it is evident that world of work can be argued to benefit from the RDI-collaboration.

Focuses and accordingly the benefits of RDI have changed over the years. Earlier important technological innovations will be more often replaced by, or alongside, radical systemic innovations and concept innovations or organisational and social innovations or service innovations.

Enterprises, public organisations and all work places have a continuous need to renew their know-how, practices and tools for succeeding in the current connected and networked environment. RDI collaboration has to be meaningful from the workplaces' perspective and provide benefits to them. Myyryläinen & Puhakka-Tarvainen (2015) suggest that exchanges of experts between workplaces and the UASes enhance competence development. Furthermore, it is stated that the workplaces have got concrete tools, practices and guidelines to develop their actions in RDI projects. Even though the workplaces often expect concrete solution to their problems, in addition, they get things that are not straight benefits, e.g., networks, collaboration and interaction, wider understanding about current education and possibilities to make impacts in the networks. (Koskinen, Laasanen, & Paldanius 2016.)

According to the surveys made in Finnish UASes it has shown that when comparing the benefits for the enterprises, it seems that the larger the company the more beneficial is the RDI-collaboration. In addition, the UAS's RDI-work was more recognised in big companies than in small or medium size companies. (Vanhanen-Nuutinen, Laitinen-Väänänen, & Ahmaniemi 2013). Also, from the Finnish alumni (n=5373) graduated from the Finnish UAS, more than 70 percent stated that they benefit from the collaboration with the UAS. (Vanhanen-Nuutinen, & Laitinen-Väänänen 2011.)

Conclusions

Instead of scientific expertise, policy-driven innovation focuses on brokerage, the general ability to perceive potential worlds. It can also be the development of innovation capability in order to integrate working life silos.

While implementing RDI activities, the UASes produce concrete results and practical solutions, and hence, they response to the development needs of enterprises and other partner organisations. The underpinning ideas of RDI involve strong user orientation and genuine problem solving. In this way, the UASes sciences bring added value to their partners. As a result of successful implementation of RDI, the UASes develop their services into working life and students. Services can consist of in-service training for the qualified professionals, diverse courses to potential and existing students, research and other services to companies and other organisations. Publishing the results is a part of the evidence-based development. The UASes have wide publishing channels, which provide to the personnel, students and partners the possibilities to publish their work.

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Transformation of the RDI activities at the Police University College

Vesa Muttilainen & Jarmo Houtsonen

Introduction

The dual identity of the Police University College (POLAMK) as a national police unit and a higher education institution gives the college a unique status and mission among Finnish higher education institutions. In our review, we examine the Police University College's research, development and innovation (RDI) activities as part of the basic mission of the college, and from the strategic and organisational viewpoints. We also describe the key contents of RDI activities and the challenges in the use of project results.

Our article will help readers to establish a general picture of the POLAMK's RDI activities. The purpose is to increase information on the POLAMK's status in the field of higher education institutions and on a wider scale, as well. In this particular context of Twinning-project, the article might help Kosovo Academy for Public Safety (KAPS) to enhance their own RDI structures and activities.

Statutory and strategic viewpoints

The Act on the Police University College (1164/2013, section 2) defines, that one statutory task of the college is “to engage in applied research and development, serving the planning and development of police operations and internal security, as well as education at the Police University College”. The strategic policy for RDI activities specifies the statutory tasks, and is aimed at developing the general profile of activities, project operations, collaboration, and information generation.

The vision for the POLAMK's RDI activities policy (2018) is that “the Police University College is a top-level RDI activities expert in the fields of policing and security, and a valued member of the international university and research community”. The objective is to produce information, products, and services for the purpose of developing security in society. RDI activities cover research and development projects, the production of publications and analyses, the capacity building projects, compiling and showcasing the history of the police, theses, student projects, and related innovation activities.

At the POLAMK about 25 full-time experts are employed in RDI positions, which correspond to 12 per cent of the college's workload. Most of the working hours for research and development are used by the full-time staff specialised in project work and publication operations in the RDI competence area. On one hand, specialisation is strength, but due to the organisational separation of RDI unit, it requires a lot of effort and coordination to link the RDI activities to education and studies.

A research-based perspective, national funding, sociological and criminological approaches, and publication orientation characterised the profile of the Police University College's RDI activities until the 2010s. Aspects that have since emerged alongside scientific research include a stronger developmental perspective, international funding, a

multi-disciplinary approach, and project-based outputs other than publications. (Mutttilainen 2014; FINEEC 2018.)

In projects with an emphasis on research, empirical data, such as register, survey, and interview materials, are used. The publications have been channelled to the college's own publication series and to external peer-reviewed scientific and other forums.

The volume of development and innovation activities typical of universities of applied sciences has increased at the POLAMK (Kalalahti 2017; Project search 2018). The growth has manifested itself particularly in EU funded projects carried out in international consortia, involving not only public administration organisations and higher education institutions, but also third-sector operators and companies. In RDI projects, the technological dimension has become stronger alongside the social and behavioural sciences.

The Content of RDI activities

To further specify the content-related profile of RDI activities, the Police University College has drawn up the following research fields, adapted in accordance with its statutory tasks: Police work and organisation, Policing, and Police in society (Research fields 2018). In this way, the RDI activities can be targeted at the key theme areas of policing and internal security.

The objective is to steer the selection of project topics, on one hand, to the internal operating environment of the police (the various sub-areas of policing, content of work, competence, well-being at work) and, on the other hand, to the external operating environment (security threats, crime phenomena, stakeholder cooperation).

The project operations at the POLAMK consist of both research projects and projects focused on development and innovation (Project search 2018). Research projects often apply a method using empirical material, allowing the repetition of research design (Table 1). In these projects, the share of framework funding is bigger than in projects focused on development and innovation.

Table 1. Research-oriented follow-up projects at the POLAMK

Project	Focus and materials	Timing
Police's operating environment	Characteristics and changes in police's operating environment, a collection of articles	every second year
Police barometer	Public opinion on police and policing, based on a population survey	every second year
Effectiveness of education	Effectiveness of education in Bachelor and Master education, based on mixed methods	every second year
Police's work-welfare barometer	Working conditions and well-being at work in police organisation, based on a staff survey	every second year
Use of force in police	Use of force situations in police operations, based on police records	continuous data collection
Hate crime	Racist crime and other hate motives, based on police records	every year
Economic crime investigation	Economic crime investigation staff and processes, based on a staff survey	every fourth year
Corruption crime	Bribery and other forms of corruption, based on police records	every fourth year

Many separate short-term projects also represent the research-based approach. In recent years, such projects have been carried out on topics such as immigration, money laundering and terrorist financing, waste-related crime, domestic violence, investigation of crimes against children, voluntary rescue services, and the use of simulations for teaching purposes. Besides these themes, there are few doctoral students preparing their dissertations for some universities while working at POLAMK with foundation funding. Some other dissertations related to policing or security issues are also under preparation among teachers and other staff members.

The range of themes of RDI projects has been supplemented by the Police's operating environment review. This collection of articles, which supports the strategic analysis of the Ministry of the Interior and the police, has been compiled every two years since 2012 (see, e.g., Muttilainen & Potila 2016). This work also helps collate topical research on internal security by prominent researchers and thereby strengthen the RDI networks.

The acquisition of separate international funding, from EU funding schemes in particular, has turned out to be a good choice. Currently, most of the RDI staff employed on a fixed-term basis work on long-term EU projects with funding received through, for example, the Horizon 2020 program or the internal security funds (AMIF/ISF). EU funding has also been used for carrying out capacity-building projects. (Table 2.)

Table 2. Development-oriented EU-projects at the POLAMK

Projects according to the sources of funding	Description	Timing
1. EU HORIZON 2020		
IMPRODOVA	High impact domestic violence	2018–2020
MINDb4ACT	Prevention of radicalisation and violent extremism	2017–2020
UNITY	Community policing	2015–2018
NEXES	New services at emergency centres	2015–2018
2. EU FP7		
SOTERIA	Mobile communications in emergency situations	2014–2017
iSAR+	Mobile communications in emergency situations	2012–2015
3. EU ISEC / AMIF & ISF		
MISEC	Cooperation between immigration authorities and security agencies	2018–2020
KIVI	Vulnerability of critical infrastructure	2017–2019
EPRAS	Awareness and training on detection and prevention of domestic violence	2017–2019
TURVA	Understanding of fundamental and human rights of asylum seekers and related crime prevention	2017–2019
BLOCKWASTE	Prevention of illegal waste trafficking	2016–2017
4. EU TWINNING etc.		
KOSOVO	Further support for public safety education	2016–2019
CHINA	Developing police education and training	2013–2016

Project funding from within the POLAMK’s own administrative sector (Ministry of the Interior, National Police Board) has traditionally enabled national project activities. However, provision of such funding has decreased as a result of the downsizing of public administration resources and the creating of the new cross-sectional funding instruments.

At the POLAMK, much of the RDI work is also conducted as part of the degree students’ theses, which may focus on either research or development. Furthermore, the POLAMK performs student projects based on customer assignments, where the participants usually collaborate to seek a solution to the problem presented. Student work and the organisation’s own projects can be combined, for example, in such a manner that students carry out some limited part of project tasks.

Challenges of using the results

Effective exploitation of RDI activities requires information about the content and significance of project outputs. On the other hand, those carrying out the practical operations need to express their information needs to researchers, but the information and other results produced in the project also has to be transferred from the producers to the users. Ideally, the exchange of information works both ways, benefiting both parties. (Fyfe & Wilson 2012; see also Muttillainen 2014.)

Problems related to the exchange of information have also been studied in international police research and described as a “dialogue of the deaf” (Bradley & Nixon 2009). The

basic message has been that researchers are theoretical and do not produce any useful information. Researchers tend to express the matters in an unclear manner and depict the police in a bad light. Police officers, on the other hand, rely on their practical experience and do not care about research results, dismiss any critical studies, and do not even read research reports.

However, the situation described above is quite representative of old-school thinking for many reasons. Firstly, the police degree education at the levels of Bachelor of Police Services and Master of Police Services provides a much greater readiness to understand research and statistical data and project operations (see, e.g., Myllylä et al. 2015). Secondly, the RDI activities in the field of policing and internal security often combine the empirical research and the development needs of those doing the practical work. For example, EU projects may involve end-users in testing technological applications. Indeed, European Commission (2014), for instance, highlights responsible research and innovation, which aims to ensure that all societal actors work together to the benefit of European societies. Thirdly, the strategic guidelines for public administration and the police have emphasised, for example, knowledge-based decision-making, research evidence on the functioning of matters, and better use of information (see, e.g., Virtanen, Stenvall & Rannisto 2015; Mutttilainen & Potila 2016).

There are opportunities to receive external project funding particularly for development-oriented projects, targeting rather broad security issues beyond policing, or the most central international phenomena that cross different administrative sectors (e.g. immigration, cybercrime, organised crime, terrorism). There is less room left for narrower projects comparing specifically the content of and alternative operating models for practical police work. This setting naturally also affects the exploitation and application of results.

With a view to the impact and exploitation of the results of RDI activities, it would be important to encourage students and their supervisors to increase their participation in project work from the present level. This link has gradually strengthened, but even stronger ties should be built between the students, teachers, and researchers and the organisations commissioning the projects.

Final remarks

The general profile of the Police University College's RDI activities has shifted from publication of academic research to development and technology projects. The balance between these two needs to be monitored closely, since both perspectives are important. It can be considered a strength that defines the profile of the operations that the college has full-time RDI staff for performing project and publication work. On the other hand, there is room for improvement in engaging the teachers and students more closely to RDI activities.

On the basis of the international audit of the Police University College's quality system (FINEEC 2018), the basic elements of the college's project and publication operations in RDI activities are firmly on track. The college has a versatile range of RDI projects involving a large network of partners. A direct connection to operational police departments offers a unique opportunity to carry out RDI activities.

The police organisation does not always know how to fully leverage the project results. However, the situation is changing, since a university degree provides students with greater readiness for research and development work, and the practices of knowledge-based decision-making spread in the organisation. In the future, the Police University College's RDI activities can be enhanced, e.g., by creating an individual service concept, acting as a think-tank of internal security, focusing on strategic partnerships, and adopting best practices from other higher education institutions.

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II Developing public safety organisations

Exploration and exploitation for public safety advancement

Priit Suve

Introduction

Many police reforms in last decades are driven mostly by financial or organisational purposes, and often lack any link to police strategies (see, e.g., Cameron 2017; Fyfe, Terpstra & Tops 2013; Mendel, Fyfe & den Heyer 2017). The latter is a crucial factor if the police is interested having some influence on public safety. It is a well-known fact that police's behaviour has a stronger impact on safety compared to the number of policemen (Clarke & Eck 2005; Lee, Eck & Corsaro 2016). Since police reforms are tightly connected to organisation but often loosely linked to police strategies (in order to change police's behaviour), it is necessary to understand general trends of main organisational institutions.

One of these institutions influencing organisational design as well as behaviour is bureaucracy. Handling developments of the concept from traditional bureaucracy, through post-bureaucracy to neo-bureaucracy (see Sturdy, Wright & Wylie 2015; 2016) as a mental maps about trends characterising also many other disciplines, gives a valuable knowledge to understand and advance an organisation. It also link and mix administrative and functional strategies in advance of public safety (see e.g. Bratton & Gold 2017). And here comes to play an organisational aptitude in creation appropriate context for learning organisation, i.e., the questions about exploration and exploitation if to follow idea of James March's seminal article (see March 1991; Wilden, Hohberger, Devinney & Lavie 2018). In this article, the term of learning organisation should be understood as a characteristic of an organisation having desire and readiness to change in order to have a chance for an appropriate answer concerning safety problems.

Using bureaucracy as an example, the purpose of this article is to illuminate changing nature of traditional, still inherent but often underestimated organisational characteristics having a potential to bind ideas of organisational reforms, organisational design and police's behaviour. However, the article does not offer a right or single answer instead of emphasising appropriate solutions depending on contextual situation, organisational ability and readiness to learn.

Organisation as a central object of police reforms

Although it is dangerous to oversimplify the overall trends in reforming the police, it is hard to deny the centrality of an organisation in these reforms carried out in developed countries in the past decades. Even if the primary purpose were not to save the money, as it was stated by Lars Holmberg in his recent research about Nordic police reforms

(Holmberg 2018: 6), an organisation as the object of reform often played a crucial role (see e.g. Fyfe, Terpstra & Tops, 2013). For that reason, it is necessary to have advanced knowledge about organisational characteristics having an impact on most essential parts of an organisation, and bureaucracy is a distinguished representative of that. In addition to bureaucracy, one may find some other similar characteristics, but the idea is to recognise changes occurred and to use the knowledge in advance to a better understanding of other parts and developments in an organisation. The latter can be identified as one limitation of recent police reforms in many European countries (see e.g. Suve 2016). It seems apparent that adequate knowledge about the trends described above may have a significant impact on overall organisational performance including police's behaviour in the field of safety.

Knowledge – to exploit or explore, that is the question

Although there are various debates about the concept of learning organisation, the general idea about the necessity for appropriate knowledge in managing organisations is hardly disputable. In this article, I'm not taking the course to discussions about learning organisations or abilities to learn but focusing on knowledge and, more precisely, to the question about how we could think about it in order to pave the way for more open-minded understandings about the trends taking place in other but more or less related disciplines. The relational approach in social sciences has something to learn from (see, e.g., Dépelteau 2018).

In his seminal article, James March (1991, 85) famously stated about learning, analysis, imitation, regeneration, and technological change that the "essence of exploitation is the refinement and extension of existing competencies, technologies, and paradigms" and the "essence of exploration is experimentation with new alternatives." In this article, there is no question about the dimensions of exploration or exploitation (see the overview, e.g., Wilden, Hohberger, Devinney & Lavie 2018). For me, it seems clear that there cannot be one single formula for balancing exploration and exploitation since it depends on particular situation and context. However, it is vital to understand and decipher developments in fields related to particular organisation and/or function. But there are some mechanisms influencing all organisations, although in different ways, and bureaucracy is an example of the latter.

Bureaucracy and its underrated values

Public or private sector organisations, third sector or informal groups or families – bureaucracy plays a crucial role everywhere. In everyday language, the bureaucracy often has (mostly undeservedly) a negative connotation. The iron cage, from which Max Weber warned us, is built by us. So, the bureaucracy is present but has changed in many ways. These changes from traditional bureaucracy, through post-bureaucracy to neo-bureaucracy, can be seen as examples of similar trends in various domains, but can also be exerted as a linking mechanism in particular field or organisation. However, the patterns described above were noticed and studied (see, e.g., Farrell & Morris 2003; Sturdy, Wright & Wylie 2015; Sturdy, Wright & Wylie 2016) that they don't perform in

similar forms and strength in all organisations (see, e.g., Tengblad 2006). From the point of this article, it is important to emphasise some characteristics of those changes. The bureaucracy as a way of administration has transformed from strict and rigid specialisation, standardisation, formalisation, centralisation and depersonalisation throughout more flexible forms into various hybrid forms appropriate to the particular organisation in particular context.

More importantly, the different understandings and usages of bureaucracy may still be valuable in many different situations. The keyword is appropriateness, but the premise is knowledge about the possibilities. Changes in understandings and diverse usages of bureaucracy are good examples to learn from. Even if the general trends are towards hybrid forms of bureaucracy, it still may have many situations in which elements of traditional bureaucracy may entail some advantages.

Conclusions

In conclusion, the trends in understandings and usages of bureaucracy illuminate the need for both, the exploration and exploitation of knowledge. There is no right formula for appropriate balance of the latter. Everyday police work, as well as police reforms, could have an additional advantage while a toolkit (trends and transformations in fields and domains that may have something to offer) is packed up with many different tools. The lesson to learn from the developments of the concept bureaucracy is multi-dimensional, and I would emphasise only three of them. Firstly, to succeed in some particular field, it is inescapable to explore trends and developments in other fields. In many cases, it is more useful to recognise how the trends are carried out, and not necessarily what exactly is changing. Secondly, the good old concept of (traditional) bureaucracy is changing and could stay as a representative about developments of invisible artifacts. It isn't only pieces of technology that are changing, but also (and primarily) the ways we think and behave. However, bureaucracy isn't some marginal idea or tool but plays an essential role in every organisation, and especially in public organisations like the police that have immediate contact with people they serve. Thirdly, from the point of strategic management the concept of ideationalism could be retained: in organisations, the imagination of some particular strategy is always more definite than imagination of any arbitrary strategy. More importantly, for successful management, it is necessary to develop and combine administrative strategies (e.g., related to human resource and/or financial management) with functional strategies (e.g., community policing, professional policing) in various organisational forms and configurations (e.g., machine or professional bureaucracy; dilemmas of concentration or centralisation).

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Developing the methodology to assess the value of real estate property saved in rescue operations in Estonia

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Introduction

The Estonian Rescue Board (ERB) is a public agency in Estonia that is responsible for carrying out rescue operations and preventive activities in order to protect and rescue people from different kind of accidents such as fires or drownings. It has been declared that the long-term aim of the ERB is to reduce the number of accidents and related harm to the level of Northern European countries by the year of 2025 (ERB 2017). Over the last decade the decreasing trend in these indicators can be observed. However, from current level it is more and more difficult to take further steps toward improvements in safety.

In order to find better methodological approaches to assess the effectiveness of rescue activities specifically in case of the house fires, the ERB seeks for more sophisticated methods to estimate the monetary value of saved property in rescue operations. Currently used methods are more inclined to measure the consequences of fires rather than how effective have the ERB been in preventing or mitigating the negative effects from fires. Therefore, a joint research project was initiated by the ERB and the Estonian Academy of Security Sciences to develop new methodology for the ERB to meet its needs (Luht et al. 2017). The objective of this paper is to give an analytical overview of the core elements of the methodology developed for Estonian context as well as about different key inputs used in the development process.

The first section describes currently employed methodological approach and related empirical evidence regarding real estate property damage in Estonia. Second section reviews some methodological approaches and related aspects to measure the effectiveness of rescue operations in other countries. The third section describes the approach proposed for Estonia. At the end some concluding remarks are drawn.

Estimates on current real estate property losses in Estonia

Currently the ERB estimates the property losses due to fires based on the burned area and its rebuilding costs per one square meter, by adjusting that by remaining value of the building (ERB, 17th January, 2017, personal communication). The latter takes into account the age of the building but also assumed sanitary repairs, renovations, capital repairs and guarantee repairs that increase the value of buildings and slow down the decrease in the value. However, altogether it is assumed currently that the value of building is decreasing more or less linearly and reach zero value at the age of 125 years.

Systematic empirical evidence about real estate property losses in Estonia exists since 2008. The total losses registered in 2008–2016 are shown in Figure 1. It can be seen that the overall level of losses has remained in most years around 15 million euros, except for

2008 when the losses amounted to above 20 million euros. This represents approximately 0,1% of Estonia's gross domestic product.

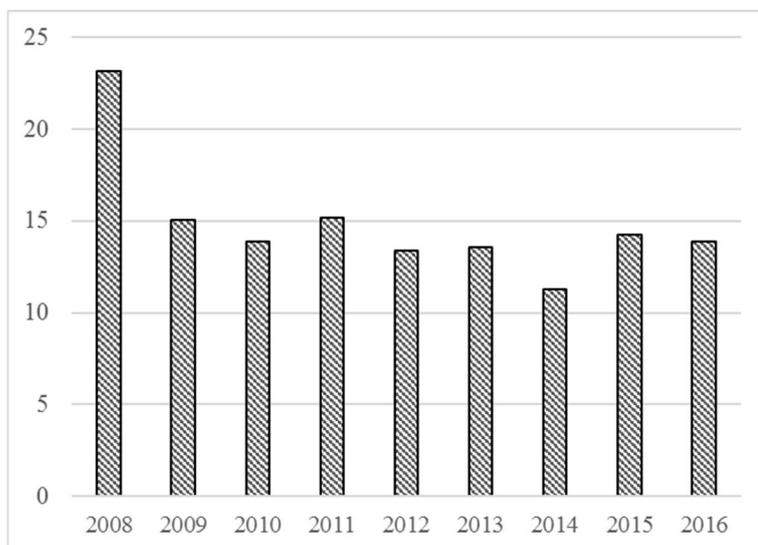


Figure 1. Real estate property losses (million euros) due to fires in Estonia in 2008-2016
Source: ERB (24.03.2017, personal communication), authors' calculations

The property losses can be also categorised based on the type of buildings in which the fires occurred. The total estimated property loss over the study period was 133,6 million euros. The biggest part of it – 46,3 million euros – have arisen from fires in buildings made of timber. Approximately the same amount of losses, i.e., 40,7 million euros, came from fires in buildings with the mixed construction.

Buildings can be categorised into different subcategories to get a better overview of the distribution of losses. For example, the biggest damage or 49,6 million euros has been arisen from one-dwelling or two-dwelling buildings. The owners of industrial buildings have been borne the damage of 12,9 million euros, and agricultural, forestry, hunting and fishing buildings have lost the value of 10,4 million euros. In addition, it is rather expected that around 60% of the entire damage is related to buildings made of timber or combination of timber and stone.

Related methodological evidence from other selected countries

Three countries were selected to gather some background information and prior evidence from elsewhere. The countries – United States, New Zealand and Finland – were chosen based on the research papers found through web-based search and contacts available.

Evidence from New Zealand revealed the accuracy of repairing cost estimates based on the flame damage area. The key message from the study was that this type of approach over-estimates the costs when more than 50% of building is damaged, and underestimates them when less than 50% is damaged. To obtain better accuracy also flame damage should be taken into account. (Page 2009.) For example in Finland, in addition to burnt area, also data about flame damage as well as damage caused due to rescue work itself, such as water damage is collected (The Emergency Services College, 18.09.2017, personal communication).

In a Finnish study the effectiveness of rescue operations was estimated based on the effects of travel time at which the rescue brigade arrives at the fire scene. It was shown that reduction of the arrival time by one minute saved approximately half of million euros over two-year period. (Thillander & Keski-Rahkonen 2000.)

The most sophisticated methodology, however, is presented by Columbia University (Bleicher et al. 2009). According to that approach, estimate of a property loss could be assessed based on the following formula:

$$S \cdot V = T,$$

where S is the size of saved property in square feet, V is the dollar value per square foot and T is the total value of saved property in dollars. S takes four different values for each fire and denotes areas that the fire would have damaged due to its spread from the location of fire to room, from the room to floor, from floor to building and beyond the building. More specifically, the building dimensions involved (surface, number of floors) are utilised while estimating proportion of burnt surface if fire spread from one level of ignition to the next. The V was determined based on average rebuilding costs.

While the ERB does not collect the data about fires that would enable to replicate identical methodology in Estonia, the general approach proposed by Bleicher et al. (2009) seems appropriate for the purposes of the ERB. In the following section its adjustment to Estonian context is described.

Proposed method for the ERB

Basic principles for the Estonia's methodology were drawn from the approach worked out by Bleicher et al. (2009). It means that there are mainly three inputs in order to find the value of saved property: the risk of fire spread, the area that was saved in rescue operations, and monetary value of that area. Empirical estimates for first two inputs were found based on fire statistics collected by the ERB and presumed sizes of fire compartments. Specifically, in the first step three probabilities were assessed to reflect the risk that the fire spreads from the location of ignition to the fire compartment, from the compartment to the building, from the building to a neighbouring building. One should notice that the risks of fire spread are calculated separately for different types of buildings (one-dwelling or two-dwelling buildings, apartments, public buildings and industrial buildings). In addition to that, all these different types of buildings were categorised into three fire resistance classes where class 1 is the most resistant and class 3 is the least resistance.

These probabilities (see estimated risks for apartments in Table 1) as well as the typical area of a fire compartment were estimated based on statistics about burned areas in 2011–2016 in Estonia (ERB, 2017) and a related regulation (Minister of the Interior 2017).

Table 1. Estimated risks of fire spread for apartments in Estonia in 2011–2016

Probability (%) that ...				
Fire resistance classes	... location of ignition is damaged (until 10 m ²)	... fire spreads till the borders of fire compartment	... fire spreads outside the fire compartment	... fire spreads outside the building
1	100	13,6	1,6	1,7
2	100	31,6	2,3	5,3
3	100	42,1	4,5	5,2

Source: ERB (2017), authors' calculations

The probabilities shown in Table 1 enable to estimate the potential spread of fire for any particular fire incidence. For example, if there was a fire in an apartment dwelling with total area of 90 m² where 8 m² was burnt, the saved area or potential spread of fire that was prevented can be calculated as follows:

$$S = 1 \cdot (10 - 8) + 0,136 \cdot (52 - 10) + 0,016 \cdot (90 - 52) + 0,017 \cdot 90 = 9,9 \text{ m}^2.$$

The first term measures the area saved in the location of ignition. It is assumed that there is 100% probability that 10 m² is burnt. The 52 m² is the area of fire compartment taken from the respective regulation (Minister of the Interior 2017) and statistical evidence on the actual spread of fires (ERB, 24.03.2017, personal communication). Therefore, since there is 13,6% probability that fire will spread from location of ignition to the area of fire compartment, the second term reflects the property saved within the fire compartment. Analogously, the third term calculates saved property outside the fire compartment but in the building and the last term reflects saved area in the neighbouring building. As a result, 9,9 m² was saved.

In the last step the monetary value for the saved area is estimated. In order to do that, the following characteristics of a particular building are taken into account: age of building, whether the building is in use or not, and the cost of rebuilding. To be more specific, the monetary value is calculated in three steps. At first the percentage of depreciation is calculated based on the principles of geometric depreciation (e.g. see Eurostat & OECD 2014; OECD, 2009). Depreciation rates 2% for the buildings in use and 4% for the building not in use were determined based on the rates employed by Statistic Estonia (27.10.2017, personal communication) for national accounts data.

In the second step the base index is calculated based on the construction price indexes received from Statistics Estonia (2018) to express the change in construction costs from the base year – at which construction costs are determined – to the period for which the monetary value is needed. Construction costs are obtained from the regulation that sets the rules for estimating average costs of construction per one square meter for the year 2007 for different types of buildings (Minister of Economic Affairs and Infrastructure 2015). In the final step, respective average construction cost is multiplied by the base index and remaining value of the building in percentages. The latter gives the monetary value per one square meter. In order to obtain the value of property saved in a particular fire, like the one estimated above, the monetary value per 1 m² is multiplied by the saved area or 9,9 m² in that particular case. For example, should this value be 400 euros, the value of saved property would be 3 960 euros.

Concluding remarks

This paper described the key inputs based on which the development of the methodology that is going to be used by the ERB in estimating the effectiveness of rescue operations of house fires. Theoretical framework was borrowed from the methodology worked out at the Columbia University. Theoretical mathematical model as well as empirical approach were adjusted and developed to Estonian context based on the available data and related regulations.

It should be pointed out that the methodology has several limitations that need to be addressed in the future. For example, currently the ERB does not determine the entire damaged area, including water or other damages caused in rescue operations. It rather measures the burnt area that might distort the estimate compared to actual damage. In order to obtain more accurate estimates, the ERB should also find ways to collect more information about the houses where the fire has been taken place, e.g., which floor was in fire or what is the area of fire compartment. Therefore, the development of the methodology is still an ongoing process and the described approach is only the first step toward the more sophisticated one. Regardless of several limitations, compared with the currently used methodology it should add substantial analytical value for the ERB to become more effective organisation.

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III Insights to prison environment

The suicide and attempted suicide spectrum in detainees and prisoners of Dubrava and Lipjan Correctional Centres

Besnik Fetahu & Halil Asllani

Introduction

In recent years, the number of suicides and attempted suicides among prison population in correctional facilities in Kosovo has increased significantly. In the context of functioning and organisation, Dubrava and Lipjan correctional centres are regarded as the most populated ones in Kosovo. Lipjan Correctional Centre was refurbished in 2003, and employs a number of 100 uniformed staff members. It houses more than 150 detainees and convicts with minor sentences, who serve their terms doing different (rehabilitation) work in the centre.

Lipjan Correctional Centre has been supported by both international and local institutions in providing different treatment and rehabilitation programs for its detainees and convicts. However, in relation to other detention centres in Kosovo, the correctional centre in Lipjan has the highest number of cases of suicide and attempted suicide. No studies have been conducted to determine the degree of suicide and attempted suicide among detainees and convicts in this centre. No studies have been carried out to determine the causes of suicide and attempted suicide, as there have been no assessment of its occurrence by sex, region, method and time of committing.

During the years 1976–1986, Correctional Centre in Dubrava (Dubrava Prison) was regarded as high security facility and the most modern one in the country. It can house more than 1 000 prisoners, whereas the staff comprises of more than 150 uniformed correctional officers and other civil servants. It has been one of the correctional centres that received donations from the international community in regaining full capacities in terms of housing, security, personnel, and rehabilitation programs. Inmates are active in treatment and rehabilitation programs such as their involvement in growing agricultural crops, in the lower and upper secondary education, on carpentry, accounting training, machinist, plumbing, use of computer and recreational activities. The inmates are housed in eight residential blocks, patients and mentally ill are housed in the hospital ward, whilst semi-open block housed low-risk prisoners who are under minimum supervision. However, Dubrava Prison has the highest number of cases of suicide and attempted suicide in comparison to other prisons in Kosovo. Due to its sensitivity to society (often perceived as a taboo), lack of will to handle it scientifically, and the unwillingness of institutional officials, this phenomenon is reported peripherally by media without elaborating the factors that influence the choice of this path (Wenzel 2019).

Being two correctional centres with the largest number of suicide and attempted suicide cases, they differ between themselves also by the nature of their organisation and functioning. The correctional centre in Lipjan houses detainees, law offenders who are awaiting court's decision for their offense, while offenders in Dubrava Correctional

Centre have the status of convicted persons on the basis of a court decision. The selection of these two centres has also been made in order to determine as to what extent the form of punishment (nature and length of punishment) is linked with the occurrence of suicide cases and attempted suicide. Every suicide is unique by its nature and represents a drama unfolding in front of a correctional officer's eyes. Although each case is different, there are still lots of similarities that can alarm an officer who is prepared to deal with unexpected troubles. Sometimes an officer may be able to predict a suicidal action and prevent it depending on the way he or she handles the situation. In other instances, however, he/she loses the chance or fails in his/her attempts (Stuart 2003).

Clearly, in any case the person has his/her own reasons to choose this path and any suicide occurs under unique circumstances and conditions. Frequent are the serious flaws we face in the system. Some of these problems are as follows (Kamalmaz 2003):

- many institutions have no organised programs for suicide prevention;
- only a limited number of correctional and police officers or other officers are sufficiently trained to identify high-risk detainees to be able to act effectively in preventing suicide;
- often the risk of suicide is widely underestimated.

In recent years, the number of suicides in Kosovo has gone up. It has become one of the most sensitive issues or problems in society. In addition to superficial coverage by the media, no profound scientific assessment has been conducted to identify, evaluate and analyse the causes that encourage individuals to choose this path. There have been attempts to address it from a psychological point of view, putting emphasis on mental disorders. However, such studies are incomplete unless the social factors that influence suicide and attempted suicide are not analysed.

Purpose of the study

The main purpose of the study is to assess and analyse cases of suicide and attempted suicide in correctional centres in Dubrava and Lipjan, by evaluating, analysing and interpreting official statistical data from these two centres, Kosovo Police and the Statistical Agency of Kosovo. This process would enable us to determine the degree of suicide and attempted suicide in the two correctional centres, the occurrence broken down by gender, region, age, ways of committing suicide, and time when it was committed. This degree of suicide and attempted suicide is then compared with data at Kosovo level to determine its occurrence to the overall deaths in Kosovo.

The second goal is to find out the reasons that encourage detainees and prisoners to choose the path of suicide and attempted suicide. This process involves surveying correctional officers involved in the administration of suicide and attempted suicide cases in these two correctional centres. The survey would help us identify the nature of incentive factors among detainees and prisoners expressed over the years.

Objectives of the study

1. Raise collective awareness about the phenomenon of suicide and attempted suicide among detainees and prisoners, by determining the extent and causes of it.
2. Encourage further studies on this phenomenon in other correctional centres as well as for its extension to Kosovo society.
3. Make state institutions more aware of the need to organise suicide prevention programs for prisoners.
4. Make state institutions more aware of the need to organise trainings for correctional officers in the identification of high-risk prisoners and detainees and prevention of suicide.
5. Build research capacities at Kosovo Academy for Public Safety in the realisation of other scientific research projects.
6. Involve students, teaching staff, and correctional officers in carrying out a research project that, which among other things, aims at developing research skills for them.
7. Establish a network of cooperation between Kosovo Academy for Public Safety, Correctional Service and Kosovo Police in studying the problems Kosovo society is facing with.

Hypotheses

1. The rate of suicide and attempted suicide in correctional centres of Dubrava and Lipjan depends on the degree of individual's integration within the institution.
2. The rate of suicide and attempted suicide in correctional centres of Dubrava and Lipjan depends on the power of social rules within the institution.
3. Family and community stigma increases the degree of suicide and attempted suicide in correctional centres of Dubrava and Lipjan.

Research questions

1. What is the rate of suicide and attempted suicide in correctional centres of Dubrava and Lipjan?

What are the reasons that make detainees and prisoners of these two correctional

2. centres choose the path of suicide and attempted suicide?

Research Methods

For the purpose of this study realisation, various methods will be combined. The analysis and synthesis method will be used for analysing primary and secondary sources such as medical reports, report of psychologist, sociologist, social workers, correctional officers, management of these two correctional centres as well as an analysis of official statistical data from Kosovo Correctional Service, Kosovo Police and Kosovo Agency of Statistics for the purpose of presenting the degree of suicide and attempted suicide by gender, age, region, method and time of committing. Local and international study reports of governmental and non-governmental organisations as well as reports of scholarly researchers and journalists related to the phenomenon will be analysed.

The dimension of suicide and attempted suicide in these two correctional centres will be treated from a historical perspective from the past to the present. From this perspective, we find out the direction in which the phenomenon of attempted suicide and suicide is developing, from the simplest to its most complicated forms, and then track the ways in which they become complicated.

A comprehensive survey of all correctional officers, psychologists, sociologists, social workers, and medical services will be conducted in these two correctional centres, in order to obtain accurate data on their experience in administering cases of attempted suicides and suicides. The survey (questionnaire) will contain semi-open questions in which respondents will have the freedom to respond, but will also be able to select one or several alternatives. The survey will be filled out face-to-face by the surveyor who will lead the questions. The survey will be identifiable only to project providers in order to monitor the quality of work of field researchers tasked with conducting the survey. The survey will be encrypted, the information obtained will then be analysed in the SPSS statistical program. Through SPSS we will make factor analysis (analysis of variables, changes), in order to reflect a set of variables that are in common with each other. In order to identify the relationship between two or more variables or factors, correlation analysis will be performed. Correlative analysis will enable us to find out how the size of a variable changes as a result of associating with the changing size of the other variable (see Statovci 2011). Through correlation analysis we also determine the underlying relationship between variables, for example, we can present the correlation between the degree of suicide and the seasons of the year. All this will be reflected in tables crosscutting of two or three variables or more in correlation with each other. At the end of the research work a research report will be drafted which will summarise the research findings about suicide and attempted suicide in two correctional centres in Dubrava and Lipjan.

Project Products and Relevance

From the conduction of this research project, its outcomes and expectations are multi-dimensional for the Kosovar society as a whole, and in particular for the institutions involved in the project such as the Kosovo Academy for Public Safety, the Kosovo Correctional Service, the Ministry of Education, Science and Technology and the Faculty of Public Safety together with its teaching staff and its students.

Below we present some of the benefits that result from this project, as follows:

1. Raising the public awareness about the phenomenon of suicide and attempted suicide in the correctional centres;
2. Mobilising the Correctional Service Institution, the Ministry of Justice, other governmental and nongovernmental organisations about finding the best practices for dealing with these cases;
3. Evaluating, analysing and interpreting scientific findings and determining the degree of suicide and attempted suicide in the correctional centres for the first time. Scientific findings will serve to design internal policies in the correctional service to address this social phenomenon;
4. Raising research capacities at the Kosovo Academy for Public Safety and the Kosovo Correctional Service;

5. Creating a network of cooperation between the Kosovo Academy for Public Safety, the Kosovo Correctional Service and the Kosovo Police, to handle and study other cases of interest to Kosovo society;
6. Increase research capacities for students of the Faculty of Public Safety and development of special modules within the study program which reflect the findings of the study;
7. Establish a network with international partners to exchange experiences on scientific research, mobility and joint project development;
8. Developing training programs for correctional officers about suicide cases and attempted suicide at their correctional centres. Providing basic knowledge, developing psychological and sociological therapies, and professional reporting about cases of suicide and attempted suicide;
9. Publication of scientific findings in serious scientific journals and its dissemination to line institutions, international partners, teaching staff and students, as well as to the wider scientific community;
10. Installing the SPSS software program and using it also for the handling of other research problems;
11. Encouraging general research studies to other researchers on the phenomenon of suicide and attempted suicide at the Kosovo level.

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Measuring Quality of Imprisonment and Community Sanctions in Finland

Henrik Linderborg, Peter Blomster, Marja-Liisa Muiluvuori, Sasu Tyni & Tuomas Laurila

Background: New practices require new quality thinking

Since the beginning of the millennium, the criminal sanction system in Finland has undergone large reform. The Prison and Probation Services have been united into one authority called the Criminal Sanctions Agency, which has put pressure to develop penal practices and to create a new organisation and work culture. The mission of the unified organisation is to promote desistance and integration of the criminal sanction clients by combining restriction and control with support and rehabilitation in a more effective and secure manner. The prison and probation sentences have been modified into a planned process including an assessment of risks and needs that could be influenced in order to promote a crime-free life and reintegration into society. An Anglo-American Risk-Need-Responsivity (RNR) model and evidence-based programs, which have since a long time ago been important methods of influencing offending behavior elsewhere, became more common also in Finnish prison and probation sentences. During their sentences prisoners and probation clients will be provided with more possibilities to participate in different rehabilitative activities, which influence problems connected to offending behavior like substance abuse.

Along with the reforms, the enforcement of the prison and probation sentences has become professionally more demanding in many ways. It has become more important to know how to get the sentenced people comply with the conditions and requirements of their sentence so that they also genuinely commit themselves to the goals of the sentence plan. (McNeill & Robinson 2013.) The work with the prisoners and probation clients now requires knowledge of appropriate use of authority, fair and respectful treatment, interpersonal skills, security and safety procedures and practices as well as rehabilitation and program implementation.

The Criminal Sanctions Agency has hitherto not provided more detailed criteria for how the work should be done in order to be professionally acceptable and of good quality. It was therefore decided to outline and assess what kind of practice requirements there could be in order to develop a permanent quality assessment and measurement system and quality thinking in the whole organisation. For this purpose two research projects (Linderborg et al. 2012; Linderborg et al. 2015) were conducted at the Criminal Sanctions Agency based on an English study conducted by Alison Liebling and Helen Arnold at the University of Cambridge (Liebling & Arnold 2004).

Quality as a Question of Moral Performance in English Research

Liebling & Arnold (2004) investigated quality of imprisonment as a question of moral performance by using so called MQPL-questionnaire (MQPL=measuring the quality of prison life) meant for the prisoners and staff. In the questionnaire the quality factors that were identified in the preparatory work in prisons, were grouped into 14 theoretical-

empirical dimensions, which were divided into following three main dimension: 1) relationship dimensions: respect, humanity, relationships, trust, support, 2) regime dimensions: fairness, order, safety, well-being, personal development, family contact, decency, 3) social structure dimensions: power, social life. The quality factors within these dimensions were measured by over one hundred Likert-scale statements in the questionnaire.

The main result of the study was that – in the interaction and power relationships between the prisoners and staff as well as within the prison organisation context – humanity, respect, fairness, safety, order, support, and other factors influencing the quality of prison life were connected to each other and formed the key components of moral performance in different prisons. Moral performance varied from good to bad between the prisons. Even in the morally better prisons moral performance was limited. For instance there were common problems with combining respectful treatment of prisoners and rigid security regulations (Liebling & Arnold 2004, 444–448).

Quality as a Question of Enforcement Culture in Finnish Survey

In Finland, the first quality survey and theme-interviews with staff and prisoners were conducted in four prisons in 2011. It showed that a work culture focusing on supervision and security still dominated especially in closed prisons. That also affected which practices were considered the most effective and, at the same time, of the highest quality. In particular, for the uniformed staff, quality meant functional control and disciplinary practices whereas different rehabilitative and supportive activities were seen more as a threat than an opportunity to expand their own job roles. As for the prisoners, they found that prisons were mainly punitive and restrictive rather than promoting socialisation and rehabilitation, although some prisoners had experience of that too. Nevertheless, the prisons differed from each other regarding how punitive they were considered to be. (Linderborg et al. 2012.)

The second survey and interviews were conducted in 2013 including the staff, prisoners and probation clients of all the prisons and probation offices in Finland. The theme-interviews with staff and clients were conducted in four probation offices. (Linderborg et al. 2012.) The purpose of the interviews was to describe in more detail what the quality dimensions represented at the individual level and what kind of problems and challenges were associated with them in the countless everyday situations where staff and probation clients met and which shaped the quality and moral performance of probation sentences. (Liebling & Arnold 2004; Liebling et al. 2011.)

The results from this research confirmed the findings in the first study (table 1). The experience of quality was significantly different between closed imprisonment (mean 3,1), open imprisonment (mean 3,5), and community sanctions (mean 4,2) measured with the Likert scale 1–5 where 1 is the most negative and 5 the most positive result. (Linderborg et al. 2015.)

Table 1. Mean, median (MD), and standard deviation (SD) of the dimensions in prisoner and community sanction client questionnaires

	Closed prisons			Open prisons			Community sanctions offices		
	Mean	MD	SD	Mean	MD	SD	Mean	MD	SD
Reception	2,9	3,0	0,7	3,5	3,5	0,7	4,3	4,3	0,5
Order	3,3	3,3	0,8	3,6	3,8	0,8	4,4	4,5	0,6
Fairness	2,9	3,0	0,7	3,2	3,2	0,7	4,2	4,2	0,6
Safety	3,6	3,7	0,6	3,9	3,9	0,6	4,1	4,0	0,6
Well-being	3,0	3,0	0,8	3,7	3,8	0,7	4,2	4,3	0,7
Living conditions	3,4	3,5	0,8	3,8	3,8	0,7			
Health care	2,8	3,0	1,1	3,1	3,2	1,1			
Relationship with staff	3,2	3,3	1,0	3,6	3,6	0,9	4,5	4,7	0,5
Treatment	3,1	3,1	0,8	3,5	3,4	0,8	4,3	4,4	0,6
Acknowledgement and appreciation	2,9	3,0	0,9	3,3	3,3	0,9	4,3	4,3	0,6
Attitude to ethnic minorities	3,4	3,3	0,7	3,8	3,7	0,7	4,1	4,0	0,7
Contact	2,9	3,0	1,1	3,9	4,0	0,9	4,2	4,5	0,8
Programmes	3,0	3,0	0,9	3,2	3,3	0,9	3,7	3,6	0,7
Support	2,8	2,9	0,8	3,3	3,3	0,8	4,2	4,1	0,6
Overall	3,1	3,1	0,6	3,5	3,6	0,6	4,2	4,2	0,5

In some dimensions, open prisons were closer to closed prisons (e.g., order), whereas in other dimensions, they were closer to community sanctions served in freedom (e.g., contact and well-being). The lowest mean was under 3,0 only in closed prisons, whereas in community sanctions it was 3,7. The study confirmed that quality was influenced by two enforcement cultures, which differed from each other in many ways. In the questionnaire, closed imprisonment was placed closest to the strict core of the penal system, i.e. it was considered more negative than open sanction forms and, therefore, more punitive in all its dimensions. Open prisons and community sanctions were placed further away from the strict core and were not considered as punitive penal practices. In contrast to imprisonment, the care-based credo was highlighted especially in community sanctions based on the questionnaire.

The differences in the enforcement cultures and environments appeared first in the dimensions connected to support, acknowledgement, and appreciation as well as the relationships with staff. Based on the quantitative data and open-ended responses, community sanction clients in particular received support from the staff with regard to the serving of the sentence and everyday matters. In the prisons, acknowledgement was often connected with the staff's correct behaviour and objective management of their duties. Prisoners highlighted a formal, confidential, and fair relationship with staff, whereas community sanction clients emphasised interactivity and values, such as dedication and caring.

Secondly, there were differences in the dimensions linked to the reception and fairness. Especially in closed prisons, there was lack of knowledge about issues related to placement, induction, and planning of the sentence term. The prisoners considered particularly important that the staff provided information about the prison rules and

practices. In the prisoner questionnaire, lack of instructions reflected negatively on all factors contributing to quality. On the other hand, community sanction clients were often very pleased with the guidance they had received. Community sanction clients did not bring up themes related to fair treatment or fair rules.

In closed prisons, contacts or especially its restrictions also influenced quality. In addition, isolation and lack of activities lowered the level of experienced quality. Prisoners felt they had to spend too long locked in their cells. In addition, they did not have enough possibilities to participate in prisoner activities and free-time activities. They considered work and exercise particularly important. Based on the open-ended responses, prisoners in closed prisons in particular wished that treatment, punitive measures, and decisions were fair, predictable, transparent, and equal. For instance, collective punishments and conventions regarding the granting of the permissions of leave were considered unfair. Prisoners in both closed and open prisons also criticised health care and shopping possibilities. On the other hand, they valued their own cells, good hygiene, and privacy.

Based on the regression analysis, instead of the respondents' background factors, the dimensions were most strongly connected with the overall quality experienced in the closed prisons, open prisons, and community sanctions (see Appendix). The main factor explaining the experienced overall quality was the relationship with staff just as in earlier similar studies (see Liebling & Arnold 2004; Johnsen et al. 2011). Like in the study of Liebling & Arnold (2004), the assumption was that many quality factors were connected with the relationships between the prisoners and the staff also in Finnish prisons. In closed prisons, where the relationships between the prisoners and staff were distant and formal and the issues related to order and safety were essential, imprisonment could be considered punitive in a negative sense in all dimensions. In community sanctions, where the relationships were based on individual cooperation, negative punitive experiences were less common.

Besides the relationships, the dimensions measuring well-being, treatment, and fairness explained the experienced overall quality in closed prisons. Well-being along with the relationships with staff also came up in open prisons as factors explaining the experienced quality. On the other hand, treatment and fairness were not linked to the overall quality when all dimensions were analysed together. The overall quality of community sanctions was explained by dimensions measuring the relationships with staff as well as the reception, well-being, and programmes.

Conclusions

The studies conducted at Criminal Sanctions Agency showed that respectful and proper treatment, fairness, order, and other issues influencing the moral performance of the penal system were important quality indicators also in Finland. Besides imprisonment, they were suitable for describing what is essential or problematic in view of the quality of community sanctions and their moral performance, i.e., what matters in community sanctions (Liebling & Arnold 2004). As community sanctions have moved closer to prison sentences and become more demanding in a punitive and rehabilitative sense, it has made many issues brought up by the quality dimensions even more topical (e.g. Robinson & Ugwudike 2012). Furthermore, this article pointed out that the enforcement

cultures affected the quality of imprisonment and community sanctions within the dimensions. The enforcement cultures of both imprisonment and community sanctions had many features, which could be perceived as both weaknesses and strengths in view of the quality pursued by the Criminal Sanctions Agency. A distant, formal and more punitive approach prevailing in the prisons could be considered a problem if it did not enable a more individual and interactive approach. On the other hand, an individual and dedicated approach important to community sanctions was realised quite unevenly, which caused fluctuation in quality.

When measuring quality, it would be important to consider how the strengths and weaknesses of both sanction forms could be brought out better so that the indicators would be linked to the reality, which they describe, in a functional and correct way. Therefore, quality should be developed in close cooperation with the employees carrying out the practical work and the people serving sentences.

The qualitative data used in this article showed concretely what the issues measured by the quality dimensions meant to the enforcement cultures of prison sentences and community sanctions. Besides the development of joint quality criteria, attention should also be paid to the possibilities of developing imprisonment and community sanctions by learning from the strengths and weaknesses of both sanction forms. For example, community sanctions offices could learn from the more authoritative and distant approach and the organisational practices of prisons without abandoning individual work with clients, which is essential to community sanction work. On the other hand, imprisonment could be developed from the viewpoint of individual and dedicated approach typical of community sanctions without abandoning the safety-oriented approach important to imprisonment. There are already good experiences of that, for instance, in the enforcement of electronically monitored community sanctions, where prison employees with prison officer backgrounds carry out the monitoring and apply the approaches used in both prison sentences and community sanctions in their work.

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