Citizen participation on security topics in the municipality of Mäntsälä

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The thesis was conducted for the purpose of mapping security and safety related topics for the municipality of Mäntsälä in Finland. Objectives for the thesis were to research what are the effects according to municipality representatives, citizens and what the expected effects are and why.

The base information was built via a literature review on topics which can have influence in citizen participation. The knowledge base was expanded when new topics were brought up.

There were multiple data acquisition methods used, all of which were qualitative methods. These methods were semi-structured interviews, idea workshops and development workshops.

Analysis made as a gap analysis comparing the perceived effects to literary sources. The results indicated deep understanding in the opportunities provided by the project, but limited thought was put into the threats and risks.

Recommended to invest in communications, risk research and risk management on subject. Encouraged to continue the project as the reward is significantly higher than the risk.

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1 Introduction

The thesis was commissioned by the municipality of Mäntsälä in Finland. The purpose of the thesis is to map potential effects on different security topics brought by a local democracy improvement project, which will be referred to as citizen participation project from here on. The project involved interviews and different workshops throughout the thesis process, which will continue in the near future into implementation of a more citizen participation centric democratic system in the municipality. The thesis was done as a case study to map security effects on behalf of the municipality and thus aid in the security management in the implementation of the citizen participation improvements.

Mäntsälä was founded in 1585 and has a population of approximately 20 800 people. about half of these people are aged between 25-64 years of age. The municipality is run by the municipality administration, which is responsible of the administrative tasks as well as the development, coordination and providing administrative services to the population and different service areas. (Mäntsälä. 2017. Tietoa Mäntsälästä.)

1.1 Basic information on the project

The project was started with the aim to strengthen the populations opportunities to affect the activities of the municipality. The foundation of the project came from the Democracy and participations taskforces final report from August 2014. The report details the ideas on how a public office can function more efficiently for the benefit of the office and the public by the use of more tightly knit cooperative models and gives the people more opportunities to affect what and how systems function within the municipality. (Demokratia ja osallistuminen työryhmä. Loppuraportti. 2014)

As the project brings many questions about internal security, the thesis originally aimed to map the potential effects in the context of internal security. The aim of the project is to revamp the structures of participation in the municipality and create new guidelines and activities within, which create a new environment for municipality safety and security matters and these may open significant opportunities and pose problems for the municipality. As the project and the thesis progressed, more security related topics were brought up in interviews and workshops, which caused the thesis to broaden the original scope from internal security matters to more varied security topics with internal security being affected by them.

By researching the security effects within this project, the aim of the thesis was to provide a realistic vision for what the governing body and populous wish to affect and what effect such

actions might result in. By doing this the municipality has a level of foresight and data to use when implementing citizen participation improvements. The scope of the thesis excludes any other security questions and topics apart from the direct consequences of the project itself.

1.1.1   Thesis as a workplace development tool

The municipality approved the thesis due to their wish to map effects for their benefit, so the countermeasures could be implemented before any significant threats would arise out of the project.

The issue of alienation and isolation of a portion of the population has been rising in the recent years increasingly in discussions. This is a cause of concern for policy makers and a security topic, as if the alienation continues and grows the resilience and continuity of the governing body weakens. However, as the Finnish population has done in the past, citizens are willing to participate more in order to improve their own feeling of safety.

There is little in terms of security publications within citizen participation. This is an issue as there are a multitude of nations, regions and municipalities starting to adopt such methods to improve citizen participation procedures. In lieu of that, this thesis aimed to provide a source of information in which other entities can use to map effects in their own environments security topics within such a project and use this as a partial roadmap to take such issues into account.

1.1.2   Research Question

The original research questions were 1) What are the effects on internal security from the municipality's perspective? and 2)What are the effects on internal security from the inhabitants? (I.e. The feeling of safety in everyday life). The questions were changed to streamline the analysis and avoid unnecessary redundancy. This research question combines the municipality and inhabitants to the same analysis, so the effects can be properly cross evaluated. The research question is:

 1.   What effects does citizen participation project have on security topics in Mäntsälä?

1.2   Limitations

This thesis analyses this data and results only in the confines of the project and the projects end recommendations. This means that no other variables outside of the project are considered and all data was accumulated during the project. The analysis focuses on what issues

the project tackles that are connected to various aspects of security matters within the municipality and what effects some issues will have if not treated, with different treatment options given in the recommendations portion.

The reason for the limited scope is that the citizen participation project was the main focus of the municipality and the final results of the improvement were not the focus of the thesis. As a whole the citizen participation project aims to establish and develop these methods within Mäntsälä and that it will be a process which spans years and the results might only be evident after several years. That would mean the thesis would be done during the course of years which is not ideal for students.

1.3   Hypothesis & expectations

The hypothesis is based on the democracy and participation task forces final report from 2014 and the book Modernizing Democracy Innovations in Citizen Participation by Buss Terry F., Guo Kristina and Redburn F Stevens. The first one because it is specifically made to explore and discuss the methods and reasons for democratic improvement (i.e. citizen participation) as well as the goals for such improvements in Finland, where Mäntsälä resides. The second because it discusses in great detail about risk management, effects, shortcomings and methods of citizen participation and democratic practices.

The working hypothesis was that the population will have little to offer in terms of improvement methods, focusing instead on what they wish to accomplish and thus cannot bring their voices heard in the proper opportunities. The issue is that the population might often think in very shortsighted way. This creates an issue for the governing body to syphon through all the different demands the population voice . Due to that the municipality will likely have trouble communicating the situation to the populous creating mistrust between the governing body and the population. Other probable risks and threats include unmanaged budgeting to regional boards leading to mild corruption or unmanaged debt.
In article "Emerging problems of Citizen Participation" D. Stephen Cupps discusses how the issues mentioned were a cause of concern in the United States as far back as the 1970s.
(Cupps D. Stephen. 1977. Wiley. Emerging Problems of Citizen Participation)

The goals of this thesis are to provide Mäntsälä with information and of the risks and threats which have been noted during the citizen participation project and how they might affect the security and safety within the community. By doing this the municipality can create counter measures to avert these issues.

2   Literature review

Important literature in this thesis includes publications from the Finnish government which give basic information on the situation in the nation currently, different multinational publications and papers about the subject. Keywords during the search have been citizen participation, regional participation and security and safety.

2.1   Literature from Finland

According to the Finnish Ministry of the Interior, the feeling of safety has weakened within the Finnish population in the last years since the middle of the 2010s. It is noted that the safety and security issues are mostly concentrated on a small portion of the population which raises the question why the feeling of safety has weakened. The publication states how the current security and safety climate places greater emphasis on the municipalities and other public organizations to build upon their role. One of the fundamental issues stated in the publication is the issue of alienation and isolation of a portion of the populous, which is seen as a step in the direction of radicalization. (Sisäministeriö. 2017. Hyvä elämä – Turvallinen arki: Valtioneuvoksen periaatepäätös sisäisen turvallisuuden strategiasta 5.10.2017)

The democracy and participation task forces final report from 2014 discusses heavily on how adding more avenues for discussion and participation will lessen the amount of people who are isolating themselves and adds to the feeling of community via giving more direct opportunities for participating to the decision-making process within a municipality and seeing the effects of participating. Though it is still believed that the current system of elected officials who are voted in the office is functional and a good system, it is also believed that it requires more diverse routes for participation for the average citizen. One reason for this is the decline in the voting activity levels within the last 30 years. Thus, by opening and creating new participation avenues it is seen that communication can be improved and more direct methods of input and feedback will strengthen the relationship between the populous and the governing body. (Demokratia ja osallistuminen työryhmä. Loppuraportti. 2014)

The Finnish Ministry of Justice published a report on the crime prevention within municipalities, which discusses the improvement of communication with the residents in municipalities in portions 4.3 and 5.2 respectively. It is important that the population has the means and opportunities to take part in planning, participating and affecting crime prevention to bolster the feelings of safety and security. The participation of residents is vital, not only due to the focus being often more on the people, but also the fact that locals have usually more insight about the problems and issues facing their respective living environments. This supports in conjunction with the Finnish Local Government Act (410/2015), which already requires and encourages cooperation with multiple different councils and avenues for participation, that

the population has adequate avenues for communication and participation with the municipalities. Though the report states that these methods are utilized properly and adequately, it is desired that the use of participatory systems would be more encouraged. (Oikeusministeriö. 2017. Paikallinen tahtotila kuntoon)

The Association of Finnish local and regional Authorities, which is an association of which all municipalities in Finland are members to, published a book in 2011 which discusses participation in great detail. The discussion is made from the point of view of deliberative democracy and citizen councils and how these can be improved upon. As before there is clear emphasis on how the population in municipalities should have more opportunities to take part in democratic processes. One reason for this is that due to the rise of the internet and the ease of information access has caused people to easily create bubbles of supporting information and isolating themselves from differing opinions. This has caused alienation and problems in different communication situations. (Vartiainen Pirkko, Raisio Harri. Kuntaliitto. 2011. Osallistumisen illuusiosta aitoon vaikuttamiseen)

As well as discussions on participation, communication is brought up within the topic often. It is no wonder that studies on the importance of municipal communications have also been conducted by the Association of Finnish local and regional Authorities in 2017. Within the study it was concluded that communication between the governing body and population is more important, especially with the growth of social medias within the current society. The importance of providing factual information through reliable sources and as directly to the citizens as possible is more important than ever. (Seppälä Jari. Kuntaliitto. 2017. Kuntaviestinnänselvitys 2017: Kuntien viestintä lisääntyy)

The importance of communication and ensuring that reliable information is conveyed directly cannot be understated in the current structure of society where information can be obtained through channels with varying degrees of reliability.

In his thesis on mapping the feeling of safety in the city of Oulu, Eero Lesonen found that though the population mainly feels safe within the city, they still would be highly willing to participate more in activities that would increase their feeling of safety within the city. As most security issues brought up by the authors research have been centric to insufficient lighting in the sidewalks and the traffic within the sidewalks, the point of view is limited in the context of citizen participation in decisionmaking. The moped and bike traffic was felt as a significant risk to the citizens feeling of safety. The population is willing to even start neighbourhood watches to increase their feeling of safety. (Lesonen Eero. 2012. Oululaisten turvallisuuden tunteeseen vaikuttavien tekijöiden kartoitus)

The research of Lesonen shows that people are highly willing to participate in issues if the result has a positive influence on their personal feeling of safety and they feel as the community comes together to accomplish it together. This has an important connection to the citizen participation projects goals, as it shows that people are willing to work for the common good within Finland.

In their thesis on village safety in Posio, which is a municipality in the southern parts in Lapland and is fairly isolated in terms of services and even within the municipality itself, the authors Heikkala and Heikkala conducted research on the population feeling of safety. The municipality is large, and the communities live with sometimes large distances between. The findings of the authors show that one of the largest reasons for the loss in the feeling of safety is that the sense of community within the populous has faded and people wish to live in more isolation from one another than before. Other than that, reasons for the diminishing feelings were traffic security related topics and the elderly who live alone in relative or complete seclusion. (Heikkala Leena, Heikkala Kirsti. 2015. Kyläturvallisuus Posiolla)

As Posio is large, mostly rural municipality, similarly to Mäntsälä, the findings of the authors Heikkala and Heikkala are very similar to the what have been stated in interviews and workshops during the Mäntsälä citizen participation project. The feeling of relative seclusion is stengthening and the sense of community is diminishing and those feelings are what the population wishes to decrease. More on that topic in the chapter 4 of this thesis.

In the thesis on citizen participation as a tool in renewing services, the author researched the topic of participatory budgeting. The research found that the model of participatory budgeting is a good method to prioritize with the citizens and as a reality check on testing how well an idea or system can be implemented. (Jäppinen Tuula. 2015. Citizen participation as a systematic development tool in renewing social and healthcare services – a Case Study in the Public Service Context)

The work discussed above does give a functional reference point to the participatory budgeting idea, though it must be considered that the thesis uses it through the lens of health care and social services, which are in no way taken into account in the topic of this thesis. This is due to a healthcare and social service reform, which is being implemented in the coming years.

2.2   Literature from outside Finland

In the book Modernizing Democracy Innovations in Citizen Participation the authors discuss that the most efficient mode for managing risks, threats and issues in citizen participation is

to invite the different parties affected in any way by a vote, legislation or any other such decision to properly have all the parties participate in the decision making to make sure every party is satisfied by the outcome. Another major issue discussed is the fact that not all decisions are open to everyone. Such as some decisions about defense and such have a degree of secrecy that the issues cannot be fully disclosed to the populous. Perhaps the biggest issue stated is the fact that normal citizens might not have enough information to make educated arguments on the issue. For example, the EPA from United States stated that people might not understand the science or have the time to read on the situation and issue beforehand. (Buss Terry F., Guo Kristina, Redburn F Stevens. 2014. Modernizing Democracy Innovations in Citizen Participation)

Newman and Tonkens wrote extensively on the importance of giving the responsibility back to the populous as they found that corporations have too much power compared to the citizens within a nation. By introducing more responsibility to the people, the goal is to gain more interest in the process thus creating a more involved system between the government and the populous and creating less conflicts of interest. (Newman Janet, Tonkens Evelien. 2011. Participation, Responsibility and Choice: Summoning the Active Citizen in Western European Welfare States)

In the book Citizen Participation in Decision Making: Towards Inclusive Development in Kenya the author discusses in great lengths on the issues of creating an inclusive democracy in a state where dictatorial ideologies and exclusive tactics have been widely used throughout its history. As there is a history of using violence to gain their goals is still fresh in the minds of the populous, the citizen participation is met with both cautious optimism and an amount of fear. This invites the threat of exclusions via fear and disbelief in the new system. (Njogu Kimani. 2013. Citizen Participation in Decision Making: Towards Inclusive Development in Kenya)

Though the points brought up by the author of Citizen Participation in Decision Making are apt, they are limited when applying their views to citizen participation in Finland which has been part of the free democratic systems since the nations birth. The points can still be taken in consideration by discussing how reclusive the Finnish population is. If the populous does not find the system functional or the issues the systems tackle aren't interesting they will not use it and will exclude themselves unintentionally from participating. Another issue is that if a large enough portion of the populous loses faith in the system there might be some civil unrest.

In the book Electronic Citizen Participation State of the Art the author Alexander Prosser brings up a very important issue in the citizen participation, which is the difficulty of informed citizen participation. The difficulty of making sure that the stakeholders have all the information required to make an informed decision is important and uninformed opinions and votes can bring down even the best of ideas and propositions. (Prosser Alexander. 2011. Electronic Citizen Participation State of the Art)

The importance of the problem Prosser brought up cannot be understated as even within this Mäntsälä project and this thesis there was an example of the difficulty of getting the information out. Even when people are given preliminary information packets which give an understanding of the issues discussed, people tend to ignore such issues and simply come to the discussions with no prior knowledge or understanding of the issues in question.

In the book Participatory Budgeting by Anwar Shah, multiple different contexts are brought up throughout the world with the effects discussed. Though some negative effects were observed, generally participatory budgeting brought the community together and strengthened the regions where it was implemented. (Shah Anwar. 2007. Participatory budgeting)

In the thesis "It's not about winning, it's about participating" by Iver M. Fiksdal, it was found that regions do not have methods to circumvent the government of the nation they are part of to voice opinions to the European Union. It was found that trends were already in place in 2011 that participation will likely rise in nations. This means that not only a region must participate more, but that a priority must be to gain more participation from citizens to be sure that individuals can be heard in the union better. (Fiksdal Iver M. 2011. "It's not about winning, it's about participating")

Most publications from the field of citizen participation does little discussion in terms of safety and security. This created issues with finding information for the literary review. As the thesis discusses the security and safety matters in such a project.

3   Methodology

The research method for this thesis is a qualitative case study. The entire thesis process within the citizen participation project was conducted with high participation level from the writer of the thesis as a part of the project group. The research included interviews, idea workshops and development workshops. The project ended in April 2018 with the report presented to the municipality's representatives in May 2018.

3.1 Overview of data collection in Mäntsälä

The project this thesis worked in tandem with had three distinct phases which are divided as follows:

Table 1: Data collection phases

	Citizen participation project goal	Thesis goal	Notes, limitations, observations, etc.
Phase 1: Interviews	Build knowledge base in preparation to idea workshops	What security effects, risks & threats does the municipality expect	Unwillingness to acknowledge risks or threats
Phase 2: Idea workshop 1	Get ideas from the citizens on ways to improve participation and participation methods and regional differences	What security effects, risks, threats & opportunities does the citizens expect Effect on feeling of safety	Populous uninterested in security topic Populous ignorant on what security topics
Phase 2: Idea workshop 2	Get ideas from the citizens on ways to improve participation and participation methods and SWOT analysis	What security effects, risks, threats & opportunities does the citizens expect Effect on feeling of safety	SWOT analysis gave more workable data than the first workshop.
Phase 3: Dev. workshop 1	Narrow down the method ideas from previous workshops	Insight into the answers gotten in previous workshops Additional answers if possible	Very few participants, little insight gained
Phase 3: Dev. workshop 2	Get step by step ideas to implement methods	Insight into the answers from previous workshops	Some new answers were gained via the "obstacles" section gained

The clear advantage with conducting research in tandem with a project is that results can be gained even without direct input from the researcher and that if setbacks happen the thesis won't automatically be delayed. The disadvantage is that the data collection cannot go into deep detail due to the larger project and the research conducted within the project cannot eclipse what the main project tries to accomplish. That means that the questions and methods to gain data is limited and less specific. The preparation for Phase one was begun in October 2017 and the thesis process was begun approximately at the same time.

3.1.1 Citizen Participation Project Phase 1: Interviews

The interview phase was begun in October 2017 by starting to specify the scope and goals of the interviews. By October 26th was a frame for the analysis decided upon and interview concept approved by the municipality, with the questions approved a little while later. The interviews were conducted in December 2017 and fourteen people were interviewed. The interviewees are politicians and municipality's decisionmakers. The thesis asked effects, risks and

threats that could affect the project and Mäntsälä by the project. The interviewed people were chosen by the municipality.

3.1.2 Citizen Participation Project Phase 2: Idea workshops

The workshop had an open invitation which encouraged anyone to participate. The idea workshops were conducted on February 8th, 2018 and February 15th, 2018. These included decisionmakers, politicians, private citizens, entrepreneurs and union members as participators. These focused on collecting a vast amount of ideas on different methods for improving participation. There were approximately thirty attendees in the first workshop who took part in the workshop tasks and approximately fifteen people attending the second one. Exact number is difficult to pinpoint as people arrived late and some left without taking part in the tasks. The thesis focused on finding the answers to what security effects, risks, threats & opportunities does the citizens expect the project to bring and how will it affect the feeling of safety.

3.1.3 Citizen Participation Project Phase 3: Development workshops

The development workshops are conducted in March 20th and April 10th, 2018 and include decisionmakers, politicians and representatives of the third sector. In these workshops the ideas from the previous workshops were checked by the participants during which they decided upon the most important methods on how to improve and built better participation and why these issues are what should be built on. The participators represented the same different stakeholders as the previous workshops, though not the same people were always present. There were twelve attendees in the first workshop and around twenty people attending in the second workshop. The thesis focused on gaining insight into the answers gotten in idea workshops and to gain additional answers from new people attending.

3.2 Thesis in the phases

This thesis is done concurrently as these workshops and interviews of the project. In the interview portion there were questions which were directly related to the thesis. Before the questions were asked, informed consent was acquired, and all interviewees agreed to participate in the thesis research as well. In the planning stages of the workshops, the thesis author was actively involved, and each workshop had a small portion which directly discussed the issues this thesis tackles. Within the workshops the participants were informed that the tasks would be utilized in the thesis as well.

3.2.1   Research Design and Methods of Data Collection

The phases included different research methods and thus the data was very diverse and included multiple different points of view. With this method the answers will be very representative of the different stakeholders, values and security matters they personally hold dear.

The first phase was a semi structured interview and the goal was to build the foundation for the research through interviewing the decisionmakers and politicians who were already involved in or will be affected directly by the citizen participation project. These findings were divided into an analysis framework detailed later in this document. The main project analyses this data in their own framework and structures it for the next phases workshops and analysis. The interviews were conducted in groups of one to three students, with one student making notes on the interviews, second being the head interviewer and third asking follow-up questions where they felt they are necessary. Interviewees were interviewed with one to three people attending at a time, so more data could be gained through the interviewees starting a conversation on the subjects of the questions.

The second phase is the idea workshops. During these the idea is to gain ideas from different people, organizations and decisionmakers on how these visions can be implemented and how this will affect them. The workshops work as brainstorming sessions and gauging the willingness of the people and third sector to implement these changes. The data collected will be then analyzed and structured for the third phase. First the idea workshops started with a short questionnaire for the attendees which asked different questions on how, why and can people affect their municipality. In the first workshop this was done entirely as an individual task, but in the second it was determined that the individual task was held as too strict and thus the second workshop used the individual questionnaire as a small group task with people together filling the questionnaire while being encouraged to speak to each other at the same time. The main task involving the brainstorming was a map-based task in which the municipality was divided into three sections (North, middle, South) to gain information on subjects which were region based. The participants worked in groups of four or five people. The second workshop had a task of creating a SWOT-analysis of the project itself. In these there were student facilitators in each group aiding the group when necessary. There were four people in a group.

The third phase will be similar to the second, but with the difference that in this phase the time for ideas is over and the goal is to find methods to reach these goals set in the two first phases. By doing this the project gains stepping stones to reach the vision in the far future. These will be set as actions in the near future. The structure of the answers in the idea workshops was done by theming the answers into themes such as society, nature/environment and

leisure among others. The data collected will be then analyzed and structured along with the other phases. The workshops were held in a similar fashion to the idea workshops but did not use the individual portion. The task in the first workshop was to read through the different answers from the previous workshops and prioritize the most important points and why they were important. Each group consisted of four people and a student facilitator was present in each table. The final workshop of the project had the task of analyzing how to make the prioritized topic an implementable plan. This was made by dividing the priorities from the previous workshop and setting it into a framework, which the participants then filled in groups. The framework consisted from top to bottom of the topic itself, why it should be done or improved on, how the topic could be solved and finally what are the opportunities and obstacles for the topic. In this workshop, people worked in groups of three to four and had a student facilitator attending the group when necessary.

After the third phase all the data and results are written in a single report with conclusions, recommendations and methods for the municipality to continue with the project further in the near future with mapped effects to improve the goals and manage the effects.

3.2.2   Ethics of the research

In all the interviews conducted, the interviewees were informed that a portion of the interviews will be concentrated on questions that are involved on this thesis. All interviewed people gave informed consent. No names or identifying details of the interviewees will be disclosed within this thesis and the privacy of the people in the workshops will be protected without exceptions. In the workshops there was an introduction portion in the beginning the participants were informed that the answers within the workshops will be utilized in thesis research as well.

3.3   Data collection methods

The methods are specified for each portion. The interviews are conducted with one to three people at once and are done with a poster which has the map of the municipality and it is divided with sections with the divide the municipality uses when discussing internal subjects. The poster is used as an answering sheet, so the interviewees can write notes and ideas on the map, when certain issues might only affect one section. There is also a section for common issues and ideas for when the entire municipality is affected.

The second and third phase used a task-based method which involved different tasks given to the participants and gaining the data necessary to extract from the tasks. This included map-

based issue placement to figure if any issues had specific geographical centrum and if there are issues not yet brought up before that point in time. Another task used was an overall SWOT analysis of the municipality which built a clear listing of threats for the thesis, as well as discussed what opportunities are there to combat these issues. In the idea workshops there were also portions with individual questionnaires. These revolved on the core issue with a portion discussing the issue from a security and safety standpoint which also grew the available data for the thesis.

After these workshops the development workshops were started where the first one used the findings of the idea workshops to prioritize issues and development ideas. The second one used a framework to identify steps to create the implementation plan for the ideas.

3.4 Analysis

The analysis was done with a framework that was built specifically for this thesis. It was created as a table which was built to reveal a gap in the expected effect and the effect stated in literature. The literature can be seen in the literature review. Analysis form is a gap analysis.

The framework shows the security related topic in the left column followed by the source of the topic in the next two columns, the sources being the municipality when discussing interviews and the citizen when discussing workshops. After these the next column is reason why there is an effect with the two following columns showing if the effect is a risk, threat or an opportunity. Then the expected effect is in the next column, followed by the effects from literature and lastly the gap between the two. The basic form of the framework is shown below:

Table 2: Analysis framework

Security topic	Source	Reason	Risk/ Threat	Opportunity	Effect	Effect from literature	Gap
Topic 1	Municipality	Reason 1	X		Reason 1 happens, leads to situation X	According to source ABC Reason 1 leads to Z	X is not Z. Difference between X & Z is Y
Topic 2	Citizen	Reason 2		X	Reason 2 implemented, leads to J	According to source DEF Reason 2 leads to J	J = J. Source and literature match
Topic 3	Both	Reason 3	X	X	Reason 3 can be an opportunity if risk Z is managed	According to GHI Reason 3s risk Z is unmanageable	Z cannot be managed properly.

4   Results, conclusions and recommendations

When analyzing the answers from the workshops and interviews and syphoning through the non-security related answers and the answers with no justification, there were clear topics which were brought up. These topics were Communication, Financial security, Social, Feeling of safety and Project failure.

Communication involves topics brought up by the municipality or citizens that involves the reliability of information, effect of improved communication on stability and how the improved communication can support or disrupt the citizen participation project. Communication raised the third most data from the data collection. It is also the only topic on which all topics were brought up by both the municipality and the populous.

Financial security involves topics which might have an effect on resources and financial situation within the municipality. These range from stabilizing effects, risks or opportunities. This topic second most data along with the feeling of safety topic. Though both the municipality and populous brought up topics within the subject, the municipality provided more diverse topic data.

Social is a more difficult subject. It involves multiple various aspects from face-to-face communication events, unwilling participants within the populous, committees and free time topics. It discusses how these opportunities can either support the project, support continuity in citizen participation, threaten the project or create new issues due to the project. This topic yielded the most data out of all the topics and while both parties brought up similar subjects within, the population had more sebjects to discuss.

Feeling of safety involves how the possible new participation can affect the continuity and general well-being within the municipality and communities within. This topic shared the second most data amount with the financial topic. Though both parties shared similar subjects within the topic, the municipality had more diverse subjects within the topic.

Project failure is self-explanatory as it simply discusses what effects could be if the project fails on some level. This topic had the least data, which showed confidence in the projects success. This was also the only topic purely consisting of only one of the parties, in this case the municipality.

As the project was the focus and the thesis was a supplementary portion, the number of diverse topics brought up is smaller than originally hoped for. However, sufficient data was accumulated to create

The results are discussed by category with the comparisons which were derived from all different literature sources, which are all listed in the literature review and reference lists. Some results are also derived from the main projects experience from workshops as examples to illustrate the point when appropriate.

However, as stated in the end of the literature review, there is very little security and safety related texts on citizen participation. Relevant information was found nonetheless in the literature, especially in the theses and the book Participatory Budgeting.

4.1   Communication topic results

The results involving communication topics are as follows. Both the municipality representatives and citizens gave the same topics. Both parties agreed that a feedback system, which would be beneficial in building trust, evolving the participation culture and ensuring fluent continuity in the future. By studying the literature, these points were supported in several sources, most prolifically in Modernizing Democracy and the study conducted by the Association of Finnish local and regional Authorities. Continuing with the feedback topic, both parties also agreed strongly on the importance of feedback in general and the importance of finding reliable and direct feedback, which will both strengthen the performance of the administration and the cooperation between associations within the municipality. Both topics of the more normalized feedback system and the continuous and honest feedback are opportunities to build on the feeling of safety and security within the municipality.

Both the population and the municipality also agreed on the importance of having dedicated communications personnel is important and would cause less misinformation and misunderstandings within the municipality. Tied to this topic is the use of different communication channels, on which both parties agreed is an important topic. The channels currently are not as well utilized in neither's opinion. Thus, the topic of channels was seen as a threat currently. With unutilized channels and poor use of the used channels, many felt that they are not up to date with the information that the municipality publishes. This causes a rift between the parties and causes some mistrust in the population. These points are also collaborated in the literature on both topic. Both theses from the feeling of safety in Oulu and the village security in Posio brought up the importance of communication in Finnish regions. On top of that the book Modernizing Democracy provided information on the importance of the topics as well.

There is no gap between the data from the parties and the literature sources. Both establish the same priorities with the essentially same arguments. This means that the data gained is

well thought out and shows that even the problem topic is being managed with the serious-
ness it rightfully deserves.

4.2   Financial security topics

The financial topics had five points brought up, two of which were seen as a possible threat
or a risk. Most topics can be summarized into participatory budgeting. These include two op-
portunities and a risk. Coincidentally these topics were brought up by both the municipality
and the populous. Two topics not within the participatory budgeting sphere is that the imple-
mentation requires tied resources and the topic of subsequent effect on financial stability.

The topics within the participatory budgeting sphere are resource goal setting via resource
distribution, shared participatory investment planning and budgeting and finally the risk of
fraud or misuse of funds. The goal setting, and participatory investment planning and budget-
ing were seen as important measures in participation to build upon the relationship between
the municipality and the populous. Both agreed that the cooperation in budgeting and goal
setting helps to address issues which the citizen have and strengthens the administrations un-
derstanding of issues not common to them. These points are corroborated in the book Partici-
patory Budgeting and the thesis by Tuula Jäppinen. Both showed that participating in such a
matter strengthened the understanding in both parties and generally was found to address
the priorities of both parties. The risk of fraud or misuse of funds was not corroborated in any
source. There was no instance of fraud and the funds cannot be misused if the financials stay
in the hands of the administration. This means that though the populous participates in plan-
ning of the use for funds, they are not the ones using the money and thus the administrations
responsibilities stay. The only gap between the answers is the risk description, which might
indicate some mistrust on both sides. However, in rare cases in the book Participatory budg-
eting some negative effects were noted. These are elaborated on in the conclusions.

The topics that are outside the participatory budgeting sphere were the implementation re-
quires tied resources and the topic of subsequent effect on financial stability. Both topics
were brought up solely by the municipality. Though the implementation of a new budgeting
method or other participation method does require time, manhours and money, the risk is not
as big as the answers feared according to the literature. Even when the systems might fail, it
will not cause a significant loss according to the books Participatory Budgeting or Modernizing
Democracy. The loss would be only the initial input of money, but that amount is not enough
to cause long-term issues. With the topic of financial stability, which is seen as an oppor-
tunity, it was speculated by the municipality that when more people are reached and partici-
pate, there will be more resources which can be used for other goals. This however, is not
fully corroborated. In the book Participatory Budgeting by Anwar Shah it is noted that in some

instances this has shown issues within the region. These issues include the poverty in the region, unemployment or other issue with the population. This means that there might actually be no stabilizing effect and that the same resources used to reach the population is still used in the same goal.

Gap in the financial topics are shown to be in the idea that funds could be misused, loss if the project fails and financial stabilizing effects due to reaching more people. First two topics are shown not to be so large an issue in the literature and the final one is shown to be a best-case scenario in the literature, not a certainty.

4.3   Social topics

Social topics are centric to the meeting of people physically and other face to face interactions. These include visitation of the administrative personnel in villages, cooperative events, establishments of committees in villages, activity and free-time support and the worry on unwilling participants.

Visits and events are brought up by both parties and both see these as opportunities. The answers show that both believe that these are methods that improve participation and builds upon the continuity in the municipality. This opens an opportunity to discuss issues in the villages and feedback opportunities. These systems are supported by literature found from the Association of Finnish local and regional Authorities, no gap in these topics observed.

The topics on village committees are brought up by both participants as an opportunity to improve on administrations and villages communication and coordination efforts. These were also thought to work in tandem with the participatory budgeting method. Such committees are supported in literature by the Association of Finnish local and regional Authorities and in the book Participatory Budgeting. No gap observed in these topics.

Both parties have shown concern for the fact that there will always be a portion that declines opportunities to participate. This is seen as a threat as the unwilling portion might be alienated from the community and even discriminated against. However, this outcome is not corroborated in the literature. All sources used in this thesis have pointed to the opposite outcome. Not only are the participation percentages risen, the unwilling portion still participates by proxy via neighbors and friends. Gap is present in the risk description.

The final topics are only brought up by the population and concentrates on topics of free-time activities, village support and businesses and services. In the topics of free-time and village support, the opportunity of building activities in villages via hobbies, free-time activities and

youth centers are seen as opportunities. This is corroborated in literature as existing frameworks from such places offer their own avenues for participation. Though these are missing in the more remote areas of the municipality, this can be rectified with active participation and with the participatory budgeting. The threat brought up was that small businesses and services leave the remote areas and thus the populous does not have the opportunity to use basic services near their homes, which has caused people to leave the villages. This is a credible threat corroborated in literature. When the services leave, and people are being isolated more and more, the feeling of safety diminishes and hurts participation. Example from literature is the thesis involving the municipality of Posio. No gaps present in these topics.

4.4 Feelings of safety and security topics

The topics which line up with the feeling of safety and security are the effect of a more connected community, the social topics interaction building trust and improve the feeling of safety and the resulting strengthened communication as opportunities and the threat that the feeling of safety in the populous lessens participation rates.

The collected data states that when the community is more connected via participation, the feeling of safety and security improves and the interactions between the administration and the population builds trust between the parties. These topics were brought up by both parties with similar reasoning. Both believe that these improvements enhance perceptiveness and prevents disruptions in the community. People will take care of their own -mentality will rise and thus alienation is prevented in many cases and through this the feelings of safety and security are enhanced supporting the continuity in the municipality. These lead to the topic of strengthened communication and trust between the entities and increases the information flow and the topics discussed in the communication topics. These are supported in many literature sources including the Association of Finnish local and regional Authorities, the theses regarding Oulu and Posio and in the theory of the book Participation, Responsibility and Choice: Summoning the Active Citizen in Western European Welfare States. No gaps observed in these topics.

The municipality also discussed an issue regarding the feeling of safety and security. The worry is that when this feeling is strengthened, the need to improve on the community and participate dissolves and participation rates would plummet. This is not corroborated in literature and is in fact noted to have the opposite effect in literature in the theses regarding Oulu and Posio and in the book Modernizing Democracy.

4.5   Project failure topics

These topics are brought up only by the municipality and are all risks and threats. They involve effects of different situations where the project fails. These topics are people refuse to participate, participation organization fails to structure itself properly and that the entire project purely fails. The third topic can be for any reason. The first one involves the possibility that people simply refuse to participate. If this happens then the project is doomed from the start. This is a possible threat, especially if communication channels are not utilized to their fullest potential. One reason is an observation during the project, which is that even when workshops are announced people will not show. This caused a limited pool of data in workshops within the project. Literature does acknowledge the risk, though offers little insight. The second one involving participation organizations structuring issues. This involves no clear organization forming or no model chosen. This is an unlikely risk as most literature studied offer some frameworks and examples of implementation. And finally, the risk that the entire project fails for any reason. Risk description involves financial loss, mass migration and debt. It is a possibility acknowledged in different literature sources, but the risk description is far too severe compared to the literature. As stated in the financial topics, the failure of the project is unlikely to cause long-term significant harm. The populous is also unlikely to leave in large numbers as project failure means that the administrative system stays similar to current model.

5   Conclusions and recommendations

The communication topics brought up by both parties are important. What the results show that as it is agreed that the new channels and methods would provide new positive opportunities. The opportunities open avenues for participation and build trust between the parties, when less misunderstandings arise, and the feedback is used to improve on current models within the municipality. The only threat against this is the problem of using the different communication channels efficiently enough that the information reliably reaches the largest possible percentage of the populous. These topics were well thought out as there was no gap between what the gained data stated and what the literature on subject had established.

The financial topics were also very important to both parties, though only the subjects within the participatory budgeting were brought up by both sides. Both agreed that the cooperation would be the most beneficial way to support participation and setting priorities for the benefit of both parties. These are opportunities which should not be ignored. By adapting or creating a participatory budgeting method both parties gain more than either stand to lose. The only risk brought up was fraud or misuse of funds which is not corroborated at all. Though

Anwar Shah did note in the book Participatory budgeting from 2007 that in some instances unemployment rose and poverty grew in some areas that used the such methods, but it is not clear if it was causation or correlation. The worry that the failure in the implementation of such a project would be detrimental is not as severe as was implied by the municipality and the hopeful though that the situation could free resources for other endeavors is also not corroborated completely. The gaps show that some mistrust might be present in between the administration and population as well as some worries which are not completely validated.

The social topics were diverse and opened many interesting discussions. These are highly relevant when discussing the continuity within a municipality. The important conclusion that can be made in the social topics is that there was only one gap between the data gathered and the literature. The gap in question is that the issue that the unwilling participants will be more alienated and even discriminated against brought up in the data is not corroborated in any way and is less likely to happen according to the literature.

In the topics of feelings of safety and security comparable results were observed. The discussed topics and the positive effects were in line with the literature on the subject. This shows a clear vision and forethought in the subject. The only gap present was the notion that this feeling would have an adverse effect on participation rates.

Scenarios involving the topic Project failure showed clear gaps in risk descriptions given by the municipalitys representatives. This means that the threats and risks which were brought up were not realistic in comparison to the literature. These extreme scenarios gave nearly catastrophic after effects for the municipality. It shows that if there was risk management involved in this stage of the project, the information had not reached the people within the administration. These issues could be fixed with proper risk management and communication on the subject. The scenarios are either unlikely or the negative effects very minimal compared to the description.

5.1   Recommendations

To Improve the successful implementation of the project there are few things, which could be concentrated on. These are communication, risk management, risk research and risk descriptions.

In communication, as both parties agreed improvements are necessary, a specified communications or public relations manager would be preferable. This person would be specifically working with these topics and should not work on anything else as communications and utilizing multiple channels are enormous undertakings. If the communications are given to a person

as a supplementary work task, the quality of the communications are not improved significantly and may even suffer. Thus the most efficient thing that Mäntsälä could invest in is an individual communications person or team, who would have the full-time task to keep up the communication channels and provide the most direct and factual information to the public. If such a task would be added to a persons usual workload, it will likely cause more issues than it fixes.

In the study conducted by the Association of Finnish local and regional Authorities in 2017, communications personnel were seen as a strength within the administrations level in a municipality and shows how important it is to invest in such activities. (Seppälä Jari. Kuntaliitto. 2017. Kuntaviestinnänselvitys 2017: Kuntien viestintä lisääntyy)

In risk management, risk research and risk descriptions, there should be pre-research covering at least the publications within this thesis and preferably even more. As it was shown in the results and conclusions portions, risk descriptions were often overstated and a general misunderstanding on what could be a significant risk in such a project were misguided. This shows a disconnect with the actual risk management as if proper risk analysis was conducted and published, there would be less misunderstandings and less severe risk descriptions. Though everyone might not read the documents regarding these issues, every such complaint or person who is worried about the prospect could be directed to the analysis conducted. This would set the populations mind at ease and garner support within the different steps of the administration as well. Such documents show commitment to the population and shows restraint and forethought to the people within the admistration level.

The risk management can also be tied together with the communications recommendations. Even the best risk management efforts are worthless if people are not informed that such measures and countermeasures are taken into account to ensure the continuity of the municipality and security within the implementation of the project.

As a recommendation the project should move forward as the municipality can gain more than what it can lose in the project. The improved effects on administrative tasks and more fulfilled populous will bring more possibilities to the municipalities than what a failed attempt would issues. If the recommendations regarding the communications and risk management are taken into consideration and implemented, the project will likely provide resounding positive effects within the municipality. Literature and the research done in this thesis show that if the method of citizen participation is chosen wisely, it will provide enormous benefits for both the population of the municipality and the admistration of the municipality.

6   Summary

This thesis was started within a project with the goal of mapping out opportunities and threats within the larger project and citizen participation. The data was collected via qualitative methods, which included semi-structured interviews, idea workshops and development workshops.

The interviews were conducted in Mäntsälä and included fourteen decisionmakers from the municipality. These were conducted during two weeks in December 2017. The goal of these interviews for the thesis was to build on what the municipality thought would be the opportunities and threats regarding this project.

The Idea workshops were conducted in Mäntsälä during February 2018. These events were with an open invitation to everyone who wanted to attend. The goal for the thesis was to build an understanding on the populations image on what effects this project would have.

The development workshops were conducted in March and April 2018. These were open invitation events to everyone who wanted to attend. The goal of the thesis was to build on the information gained in previous workshops and gain insight into what the population thought the effects would be.

The data was analyzed as a gap comparison with different literature sources. The results showed a clear understanding in the benefits of the citizen participation concept, though the risk images and most negative effects were greatly exaggerated in comparison to the literature.

Recommendations are to build on the municipality's communication channels and hire a dedicated communications manager. Also recommended is research into realistic risk scenarios so proper risk management can be done on the subject. Ultimately, the project should move on and fully commit to the citizen participation concept as the municipality can gain more positive effects than what it can lose.

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