

Safety first

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Internal Security



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<p>Abstract</p> <p>On 29 August 2007, the Government set up a project to prepare the Internal Security Programme. This was mandated by the Government Programme of Prime Minister Matti Vanhanen's second Cabinet, issued on 15 April 2007, which states that the Government will determine the primary objectives and measures for internal security in an inter-agency Internal Security Programme. The Programme extends to the year 2015. The Government adopted a Resolution concerning the Programme on 8 May 2008.</p> <p>The objective of the Programme is for Finland to be the safest country in Europe in 2015. The Programme contains 74 measures intended to maintain and improve security. These measures are based on estimates of future challenges and principal development needs in internal security. Each measure designates a responsible party and involved parties, and also includes a timetable for implementation. The Programme has been prepared through broad-based cooperation between ministries, organisations and the business sector. The implementation and monitoring of the Programme are coordinated by the Ministry of the Interior.</p> <p>The Internal Security Programme specifies the objectives and measures concerning the following key areas of security:</p> <ul style="list-style-type: none"> - improving safety in the home, during leisure time and in moving around, - improving the security of immigrants and ethnic minorities, - reducing violence, - boosting competitiveness by increasing business security, - preventing major accidents and environmental disasters, - border security, prevention of illegal immigration, customs security, prevention of human trafficking and comparable crimes, - combating organised crime, preventing cybercrime and Internet-related risks, combating terrorism, and preventing illegal extremist activities and violent radicalisation. <p>The Programme further specifies measures to enhance the potential for improving internal security. These include improved internal security research, training and expertise.</p> <p>Each ministry draws up its own implementation plan for its own areas of responsibility. The Ministry of the Interior collates these plans, harmonises them and coordinates the implementation of the Programme. The ministries update their implementation plans at regular intervals. Key indicators supporting monitoring will be included in the plans.</p> <p>To ensure implementation of the Programme, organisations and officials will regularly meet to discuss progress and results in implementing the Programme; these meetings are convened by the Ministry of the Interior. The implementation plans drawn up by organisations and businesses will be appended to the monitoring and reporting procedure for the Programme.</p> <p>The implementation and results of the Internal Security Programme will be regularly reported at the Ministry of the Interior website. The reporting is based on the monitoring of ministries' implementation plans. Monitoring is carried out once a year within the general timetable of operational and financial reporting</p>		
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INTRODUCTION

On 29 August 2007, the Government set up a project to prepare the Internal Security Programme. This was mandated by the Government Programme of Prime Minister Matti Vanhanen's second Cabinet, issued on 15 April 2007, which stated: The Government will determine the primary objectives and measures to guarantee internal security in an inter-agency Internal Security Programme. The focus in the Programme will be shifted, among other things, to the prevention of major maritime accidents and environmental disasters, safety in the home, the fight against organised crime, containment of extremist movements, anti-terrorist activities, domestic violence and the prevention of illegal immigration and human trafficking.

The draft Internal Security Programme was drawn up in broad-based cooperation coordinated by the Ministry of the Interior, involving almost 200 experts from 12 ministries, 22 government offices and agencies and 23 NGOs, along with the Association of Finnish Local and Regional Authorities and a number of research institutions. The draft will be discussed at a cabinet evening session before being put to the Government in plenary session. The Programme will be published in the Ministry of the Interior publication series once the Government has adopted the Resolution concerning it.

The draft Internal Security Programme was completed on 28 March 2008. The preparation was supervised by a ministerial management group, which met seven times and consisted of the following:

Anne Holmlund, Minister of the Interior (chair); Tuija Brax, Minister of Justice; Astrid Thors, Minister of Migration and European Affairs; Jyri Häkämies, Minister of Defence; Anu Vehviläinen, Minister of Transport and Communications; and Paula Risikko, Minister of Health and Social Services. The expert members of the management group were Permanent Secretaries Tiina Astola (Ministry of Justice), Ritva Viljanen (Ministry of the Interior), Kari Rimpä (Ministry of Defence), Harri Pursiainen (Ministry of Transport and Communications) and Kari Välimäki (Ministry of Social Affairs and Health).

The preparation was guided by a steering group, which met ten times and also held two 'round table' sessions for more extensive discussions on matters important for the preparation of the Programme. The steering group consisted of the following:

Ritva Viljanen, Permanent Secretary (Ministry of the Interior), chair; Tiina Astola, Permanent Secretary (Ministry of Justice), deputy chair; Kari Välimäki, Permanent Secretary (Ministry of Social Affairs and Health), deputy chair; Kari Rimpä, Permanent

Secretary (Ministry of Defence); Harri Pursiainen, Permanent Secretary (Ministry of Transport and Communications); Juhani Turunen, Under Secretary of State (Ministry of Finance); Håkan Mattlin, Director of Administration (Ministry of Education); Tapani Erling, Director-General (Customs); Klaus Frösen, Ministerial Counsellor (Ministry of the Environment); Markku Haiko, Development Manager (Association of Finnish Local and Regional Authorities); Timo Härkönen, Director of Government Security (Prime Minister's Office); Major General Jaakko Kaukanen, Deputy Chief of the Border Guard (Ministry of the Interior); Kari Kourilehto, Administrative Director-General (Ministry of the Environment); Kristiina Kumpula, Secretary General (Finnish Red Cross); Matti Kuusimäki, Prosecutor General (Office of the Prosecutor General); Jarmo Littunen, Head of Department (Ministry of Justice); Pentti Partanen, Director-General, Department for Rescue Services (Ministry of the Interior); Markku Salminen, National Police Commissioner (Ministry of the Interior); Markus Sovala, Deputy Budget Director (Ministry of Finance); Pentti Visanen, Director-General (Ministry of the Interior).

The joint secretariat of the management and steering groups had the following members:

Tarja Mankkinen, Director, Internal Security Secretariat (Ministry of the Interior), secretary general of the Programme; Aarne Kinnunen, Ministerial Adviser (Ministry of Justice); Olli Lampinen, Preparedness Coordinator (Ministry of the Interior); and Merja Söderholm, Senior Officer (Ministry of Social Affairs and Health).

Material for the preparation of the Programme was generated by seven expert groups, whose final reports have been published separately.

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1 BACKGROUND AND PURPOSE OF THE INTERNAL SECURITY PROGRAMME

The Internal Security Programme is a Government resolution that specifies the priorities, objectives and measures for the intersectoral development of internal security. The Programme specifies the key indicators that are used to report on a regular basis on the implementation and results of the Programme to the Government (as part of the Government's strategy document), to the actors involved in implementing the Programme and, through the Ministry of the Interior website, to the general public. The Internal Security Programme is valid for the current electoral period, and its implementation will be reviewed at the end of that period. The objectives of the Programme are set for the year 2015.

The primary objectives for the development of Finland's security policy are specified in the Government Report on Security and Defence Policy. In the Internal Security Programme, the Government outlines intersectoral objectives and measures. The Strategy for Securing the Functions Vital to Society determines which functions are vital to society and specifies which ministries and administrative sectors are responsible for which things. This forms the basis for preparedness for unusual situations in normal and exceptional conditions, and also for crisis management.

The Government first adopted the Resolution on the Internal Security Programme on 24 September 2004. The outline of the second Internal Security Programme was given in the Government Programme of Prime Minister Matti Vanhanen's second Cabinet, which was issued on 15 April 2007. On 29 August 2007, the Government set up a project to prepare the new Internal Security Programme, involving nearly 200 experts from 12 ministries, 22 government offices and agencies, 23 NGOs, the business sector, the Association of Finnish Local and Regional Authorities and three research institutions. The Programme preparation was supervised by a ministerial group chaired by Anne Holmlund, Minister of the Interior, and guided by a steering group chaired by Ritva Viljanen, Permanent Secretary of the Ministry of the Interior. The Ministry of the Interior is responsible for coordinating and harmonising the preparation and implementation of the Programme. The preparation organisation is described in Appendix 1.

Seven expert groups participated in the preparation of the Internal Security Programme. Their final reports are available at the Ministry of the Interior website at <http://www.intermin.fi/sisainenturvallisuus>. The expert group reports focus on key issues in more detail.

2 OBJECTIVE OF THE INTERNAL SECURITY PROGRAMME

The objective of the Internal Security Programme is for Finland to be the safest country in Europe in 2015.

To attain this overall objective, the Government will determine intersectoral objectives, strategic guidelines and measures for the various administrative sectors in the Internal Security Programme. Organisations and businesses will participate in the implementation of the Programme. The measures specified in the Programme will be implemented in the course of the operational and financial planning of the authorities within the constraints of allocated appropriations and Government spending limits.

3 DEFINITION OF INTERNAL SECURITY

Internal security is a state of society where everyone can enjoy the rights and freedoms guaranteed by the rule of law and a safe society without the fear or insecurity caused by crime, disruptions, accidents or any other phenomena in Finnish society or the increasingly globalised world at large.

There are many factors which contribute to good internal security: a safe home, living environment and working environment; smoothly functioning basic services; a well-designed traffic environment; obtaining help when needed; and certainty that those who commit crimes will be brought to justice. Internal security also involves preparing for major accidents and other disruptions under normal conditions.

4 KEY CHALLENGES IN INTERNAL SECURITY

The following describes certain key challenges in internal security in the coming years. Internal security development can be favourably influenced by anticipating future trends and by proactively addressing them. Influencing future developments increasingly requires cooperation, as the potential of a single actor is limited in an increasingly global and complex society.

4.1 Social exclusion

Social exclusion is the biggest threat to internal security. Unemployment and other income problems such as over-indebtedness increase income differences between individuals, contributing to poverty and the risk of exclusion. A low level of education, a lack of sufficient skills (especially information society skills) and a lack of hobbies increase the risk of becoming excluded from the labour market and from society in general. Social exclusion may also manifest itself in the form of non-participation in social activities.

Inherited problems, or transgenerational social exclusion, are a relatively new and worrying phenomenon in Finland. This involves the lifestyle and attitudes of the parents being passed on to their children. Socially excluded parents are poorly equipped to help their children and to notice problems leading to social exclusion, as their own position is weak.

A lack of adult and parental support exacerbates the problems of children and adolescents. An accumulation of such problems has been clearly evident in the recent past: increased alcohol use, leading to financial difficulties and a decreased capacity for caring for children. Alcohol use increases the risk of violence within the family and in close relationships. In cases where violence occurs between parents, it is often directed at their children too. A child who is subjected to or witnesses violence in the home is at high risk of becoming a violent abuser himself/herself.

Every year, some 200 schoolchildren, or 0.2% of the age group, drop out of school and do not receive a comprehensive education final certificate. These adolescents have poor prospects for the future. According to Statistics Finland, at the end of 2005 there were 20,000 young people in Finland who were not employed or in training, or performing military or non-military service, or registered as unemployed. About 14,000 young people had not completed a post-comprehensive qualification or degree by the end of 2005. Increasing exclusion among young men is a recent trend evident in Finland too. Young men form the largest group among perpetrators and victims of crimes, and they are also victims in a disproportionate percentage of accidents.

The population is ageing. In 2026, one in four Finns will be aged 65 or more. The number of extremely elderly in particular will increase: the number of people over 75 is expected to double by 2030. The general aim is for as many elderly people as possible to live in their own homes for as long as possible. The danger in this is that this may lead to increasing loneliness among the aged population and thereby social exclusion. Alcohol use among the elderly has increased noticeably. Loneliness, confinement within the walls of one's home and increased alcohol use may be a lethal combination for an elderly person. On the other hand, as the health and functional capacity of the elderly have been increasing, a growing number of them will be able to lead independent lives to a more advanced age.

4.2 Number of accidents

Accidents are the fourth most common cause of death in Finland. In recent years, accidents in the home and during leisure time have killed seven times more people than road accidents. The largest group among the former consists of falls, the number of which has been increasing since the 1970s. Alcohol-related poisonings have become more common. On the other hand, accidental deaths among children have decreased. Fires claim the lives of some 100 people every year, which is a high number relative to the population by international comparison.

The trend in the number of accidents in the home and during leisure time differs from that in road accidents and occupational accidents, the latter two showing a declining trend largely due to determined prevention measures. It is difficult to influence what people do in their homes and during their leisure time. A home is a private area, and external monitoring and control are more difficult to exert there than in other environments. Accidents in the home and during leisure time cause not only human suffering but also considerable costs to the local authorities, estimated at about EUR 4 billion per year. The number of accidents in the home and during leisure time has an impact on working life, as these accidents cause absences from work. The threat scenario is that the number of accidents in the home and during leisure time will continue to grow.

There are many reasons for the potential increase in the number of accidents. Increased social exclusion leads to an increasing number of accidents. Growing income differences also affect safety in the home, in everyday life and during leisure time. Those who are in financial difficulties also have a greater sense of insecurity either because of their lifestyle or because of external causes.

The number of immigrants and ethnic minorities is growing rapidly. Immigrants may lack knowledge about what to do in case of an accident. Their conception of matters involved in safety in the home and during leisure time may also differ from what Finns are used to.

It has been established as an objective that more elderly persons could live in their own homes for as long as possible. Unless issues involved in the safety of living and moving around are taken into account sufficiently at the same time, this will lead to problems. People whose functional capacity or perception is weakened — for instance because of intoxicants or medicines, because of physical or mental illness, or because of the debilitating effects of old age — are at a particularly high risk of dying in a fire. The safety of people living in institutions has become a topic of debate in recent years.

There are people who consciously seek thrills in extreme experiences. Combined with a willingness to take risks and a lack of safety skills and risk awareness, this is a recipe for accidents.

Dysfunctionality ('neo-helplessness') and poor safety skills have become more common. This is clearly seen in areas such as handling fire and other practical everyday matters the basic skills and knowledge of which used to be taken for granted. Practical skills and knowledge no longer pass from one generation to the next as before. Men have a lot of accidents when undertaking repairs, renovations or maintenance. A lack of skills and protective equipment contributes to this. Alcohol is the largest single cause of accidents. Increasing leisure time and increasing alcohol consumption add up to a growing number of road accidents, sports accidents, falls and fires in the home.

4.3 Relations between population groups

In the near future, the number of people belonging to ethnic minorities living or temporarily staying in Finland will increase. It is also probable that their cultural and religious backgrounds, their reasons for migration, their periods of stay and their educational and occupational backgrounds will be more varied than before. This increased multiculturalism involves many new opportunities for Finland. It is up to society as a whole — the political system, the authorities, the business sector and citizens — how well we will be able to leverage the positive factors and prevent the rise of factors that jeopardise security.

Finland is rapidly becoming more and more multicultural. In 1990, there were slightly over 26,000 people living in Finland who did not have Finnish citizenship. By 2006, that figure had increased to almost 122,000, or 2.5% of the population. In 2007, just over 25,000 people migrated to Finland, an increase of 12% on 2006. Immigrants and ethnic minorities have a particularly large presence in the major conurbations. In the Helsinki region they account for more than 8% of the population. Increased multiculturalism can be seen in everyday life, for instance in schools. There are now schools in Helsinki where almost half of the pupils come from immigrant backgrounds. In many other European countries the ascent of multiculturalism has been gradual, but Finland is seeing an accelerated version of the trend. The previous social upheaval of similar proportions in Finland occurred in the 1960s and 1970s with rapid urbanisation.

The attitudes of Finns towards ethnic minorities have slowly become more positive. Despite this, ethnic minorities are still viewed with mixed emotions, but those who view immigrants with a negative attitude do not perceive their opinions as racism but as 'cautious wisdom'. Underlying the negative attitudes are insufficient knowledge about ethnic minorities, their cultures and their religions. Increased tensions between ethnic minority groups are also a factor to consider.

Official statistics yield a darker view of multiculturalism in Finland than attitude studies seem to show. The number of cases of discrimination filed with the Ombudsman for Minorities is growing every year, as is the number of suspected racist crimes reported to the police. The trend is worrying even if we consider that this increase may simply be

due to the increased number of immigrants in Finland and the increased readiness of victims to report their cases to the authorities. However, studies of hidden crime indicate that discrimination or other illegal treatment experienced by immigrants still often remain unreported. The challenge here is to prevent crimes, to develop monitoring and also to lower the threshold for reporting crimes.

Ethnic minorities are extensively at risk of social exclusion. They undertake post-comprehensive education more rarely than the majority of the population and have less success in finding employment. Social exclusion is also often motivated by racist treatment and becoming a victim of racist crime. The same factors often contribute to the perpetration of crimes.

An increasing number of socially excluded people may, in the worst case, lead to a toughening of attitudes towards ethnic minorities and even to an emergence of isolated sub-cultures, both among the majority population and among ethnic minorities. So far, apparently no such sub-cultures have emerged in Finland. However, developments abroad have shown that the social exclusion and deprivation of ethnic minorities may lead before long to problems with major repercussions for society as a whole.

Successful integration of immigrants reduces their risk of social exclusion. The importance of integration will increase in the future, and the target group will become more diverse. Integration measures can serve to teach people arriving in Finland about Finnish society and improve their chances of finding a place in Finnish society and working life. Integration requires positive attitudes at workplaces and in communities. Integration is a two-way process where both the immigrants and the majority population learn to deal with each other and to live together.

It is important for the support of integration and for the enjoyment of fundamental rights that members of ethnic minorities have equal access to government services. However, insufficient knowledge of culture-specific phenomena is still all too common in many areas, and the time available for providing services is not enough to teach immigrants the basic facts about Finnish society.

Boosting mutual confidence and knowledge of one another between ethnic minorities and the principal security authorities such as the police, the rescue services and the emergency response centres is vital. These organisations must in the future be able to respond to requests for help from people from diverse backgrounds quickly and reliably. Promoting dialogue between the authorities and ethnic minorities is a crucial tool in this development.

4.4 Violence

The per capita number of intentional homicides in Finland is still about twice the EU average. The figure is higher only in the Baltic states, Romania, Bulgaria and Hungary. Fluctuations in this figure in Finland in recent years have been largely due to fluctuations in the number of homicides within the principal problem group, male alcoholics. The number of homicides against women remained stable between 2002 and 2006. In the homicides committed during this period, 71% of the victims were men and 29% women. The majority of the suspects in these cases and of the victims are intoxicant abusers. Irrespective of gender, those who commit homicides are, for the most part, excluded from working life.

Between 2002 and 2006, 28 children under the age of 15 were killed, more than half by their mothers and just under 40% by their fathers.

The number of cases of assault has increased steadily over the past ten years. The threat here is that the level of violence will continue to increase because of increased apathy towards violence, greater social inequality, growing violence in close relationships, the binge-drinking culture and technological advances. The latter involves new kinds of violence such as harassment, bullying and sexual abuse on the Internet. It is difficult to prevent and combat these phenomena because they are almost impossible to predict. Technological advances may also lead to a weakening of social contacts and thereby a loss of a sense of community, which in turn may increase the level of violence.

Urbanisation is an important factor in estimating trends in crime and violence. Social control, an important factor in crime, is often weaker in urban areas than it is in the countryside. Migration into growth centres has been rapid, and it is estimated to continue in the near future. Finland experienced rapid urbanisation in the 1960s, and by 1970 more than half of the population was living in towns and cities. The urbanisation rate today is 66%, and it is expected to reach 80% by 2020. This would mean that Finnish towns and cities would have a combined population one million larger than at present.

4.5 Major accidents

There is an increased risk of major accidents today, particularly as regards major maritime accidents, damage caused by violent storms, rapidly unfolding accidents involving hazardous materials in an urban area, and extensive energy supply outages. All of these have a widespread social impact.

The risk of a major maritime accident is omnipresent and will increase as the volume of transport increases. The risk is particularly high with Russian oil transport and in the

passenger traffic crossing the Gulf of Finland. The threat of collision and sudden weather change, such as storms, may undermine safety at sea.

At present, some 140 million tonnes of oil are transported along the Gulf of Finland every year. The 200-million mark may be reached before 2010. Oil transport is expected to continue growing, and the volume may reach 250 million tonnes by 2015. In 2006, Finnish ports handled 110 million tonnes of cargo, 26 million tonnes of which were oil. The special character and diversity of the natural environment of the Gulf of Finland make it particularly vulnerable. In a major oil spill, hundreds of kilometres of shoreline might be affected, and the damage could amount to billions of euros.

Because of climate change, the incidence of extreme weather phenomena and resulting natural disasters will increase. On a worldwide scale, 80% to 90% of major accidents are caused by natural disasters such as floods and raised water levels, storms, drought, heatwaves and earthquakes. In Finland too, changeable weather has contributed to major accidents, as in the case of the Konginkangas bus crash and certain maritime accidents.

Natural disasters and armed conflicts may lead to serious humanitarian crises, and Finland, like other countries, must prepare for their consequences, such as refugees and the need for international crisis relief.

4.6 Vulnerability of society

The vulnerability of society is significantly increased by what are known as systemic risks, or risks involved in ubiquitous technological systems. Systemic risks concern systems on which society is dependent, such as health care, transport, electricity and heat production, water and sewer systems, and telecommunications. The importance of systemic risks is heightened by the fact that they are difficult to manage using traditional means of risk management. The technology and its user do not necessarily even come into contact, people do not know how to use technology appropriately, and there is limited understanding of what user errors might lead to. Problems often involve extensive infrastructure systems, causing a domino effect. The probability of a domino effect occurring is low, but its impact would be huge. It is often also difficult or impossible to identify who is responsible for any given risk. Any given system might be owned by a foreign or a private actor, in which case the system owner does not have the same interest in ensuring the functioning of the system or its backup system as a public actor does. The financial interests involved may be considerable, and they affect the estimation of security issues. Technology products that find widespread use may also constitute a systemic risk.

Systemic risks constitute an increasing threat to internal security. The operations of the security authorities are largely based on technological systems that may be privately

owned. Outages in electricity or heat production or disruptions in the availability of pure water, for instance, could quickly lead to a crisis. As society becomes more complicated, the impact of disruptions under normal conditions and the importance of preparing to cope with them will increase.

4.7 Cross-border crime

In the long term, organised crime has increased. The development causing the most concern is the strengthening of the position of hard, professional crime and the emergence of new foreign relations, particularly towards Russia. Estonian organised crime groups remain the principal contacts for Finnish criminal groups in drug-related crime and in many other areas too. Finland is increasingly experiencing signs of international organised crime led from abroad, such as the transit smuggling of drugs and other regulated substances and illegal products through Finland, illegal immigration, procuring, dissemination of counterfeit euro notes or property crime aimed at Finland from abroad.

It has been estimated that the ageing of the population decreases levels of ‘ordinary crime’, as the age groups susceptible to such crime are becoming smaller. The ageing of the population has less of an impact on organised crime and other professional crime.

The increasing use of legitimate business as a front for criminal activities by organised crime is a security threat for the business sector. This is a significant threat in the international context, and there are signs of it in Finland too. Formally legal business enterprises may engage in forms of financial crime typical of the construction industry, such as fake receipts, tax fraud and the brokering and exploitation of companies with short life spans and illegal labour.

Illegal immigration into the European Union has continued apace and is increasingly connected to international organised crime, such as human smuggling and human trafficking. However, so far the enlargement of the EU has not increased the incidence of human trafficking or illegal immigration to or through Finland. Illegal immigration increasingly involves those who do not have any travel documents, in which case their identities cannot be verified. This is a significant obstacle to deportation in the EU. Free movement has been achieved within the Schengen area. The EU and Russia have agreed on considerable visa facilitations, which increases the potential for abusing the system for the purposes of illegal immigration.

4.8 Cybercrime

A sizable cybercrime infrastructure has evolved. The impact of cybercrime often extends to several countries. There are groups of cross-border criminals online who search for information easily convertible into money, such as credit card data or e-commerce user IDs.

Cybercrime can be divided into three groups according to the modus operandi. *Crimes that only occur online* include data break-ins, denial-of-service attacks and identity theft using malware. These crimes threaten the functioning of technological systems and may even endanger critical functions of society which are dependent on those systems. Cybercrime may involve *illegal information content*, such as incitement to racial hatred, publication of material involving the sexual abuse of children, or unauthorised distribution of copyright material. *Ordinary crimes*, such as fraud and forgery, may be committed online in the interests of efficiency, economy and ease of camouflage. Financial crime nearly always (and other conventional crimes often) involves computers, information networks and various terminal devices. The Internet is also used for communication between criminal groups in preparing crimes, for recruiting illegal labour, for transferring massive assets and for terrorist purposes.

There are currently no accurate statistics on cybercrime. The number of cases reported to the police and the number of cases solved do not reflect the total volume of cybercrime, and the level of hidden crime in this area is estimated to be high. The statistics compiled by the Finnish Computer Emergency Response Team (CERT-FI) of the Finnish Communications Regulatory Authority do not directly illustrate trends in cybercrime. CERT-FI has noted that the number of malware infections detected in Finnish information networks has remained stable while the number of broadband users has grown.

Crime that compromises information security is a significant threat to the information capital, efficiency and competitiveness of businesses. As a rule, businesses have poor awareness of the information security situation and its risks. The exploitation of security gaps in office software to conduct industrial espionage is an increasing problem. As businesses offering online services have improved their protection, criminals have increasingly targeted the much more weakly protected computers of customers. The next stage of cybercrime will involve new kinds of attacks against customers, such as the hijacking of e-transaction sessions and identity theft on a massive scale.

4.9 Terrorism and violent radicalisation

Terrorism is an ancient phenomenon, having been in existence throughout recorded history. The hugely publicised terror attacks in this millennium differ from previous ones in that they have been directed at ‘soft targets’ and have caused great numbers of casualties. Most of the victims have been ordinary people. As a result, the threat of terrorism has become a part of everyday life especially in the countries facing a direct terror threat.

Finland is not one of those countries at the moment. Procedures perceived as offensive may fuel the anger of extremist groups towards society at large and may in some cases accelerate the process of radicalisation leading to terrorist action. The threat is that in the eyes of the enemy all countries in Europe are seen as a single actor against whose interests it is justified to strike with violence. Even individual actions by non-governmental parties may quickly and unpredictably highlight an individual country as the choice of target for groups and persons bent on terrorist action. A case in point is the Danish Mohammed cartoon crisis, which blew out of all proportion and even supplied the principal motive for an attempted terror attack in Germany.

Finland’s participation in international crisis management operations may increase the terror threat against Finland in the future. Increasingly, Western countries taking part in international operations are threatened on audio and video recordings made by Islamic extremists. The groups making the threats do not necessarily have to have the capability or the resources to carry out the threat; what is more important is that a threat uttered draws attention to its intended target.

5 COMMON OBJECTIVES AND MEASURES FOR IMPROVING INTERNAL SECURITY

5.1 Prevention of social exclusion and harmful effects of alcohol

Social exclusion is often linked to long-term unemployment, income problems, intoxicant abuse and mental problems, which may combine in a multi-problem scenario leading to a spiral of social exclusion. Breaking this spiral requires concurrent measures by several actors and early intervention. Important measures for preventing social exclusion include proactive social work, early intervention in the problems of children and adolescents, integration of immigrants, and availability of social services for intoxicant abusers and health services.

The wellbeing of families and effective parenting are important factors in the prevention of social exclusion. The role of families has changed in many ways. Families are now more diverse, people are busier and the role of the parents is less self-evident. There is no longer a single established model or practice for parenting. Because of changes in society and the eroding of support from the immediate community, parents need more social support than before.

Alcohol consumption has increased in the 2000s. Preliminary data show that the documented consumption of alcoholic beverages in 2007 came to 46 million litres of 100% alcohol, which is an increase of 15% since 2003. The principal factors in alcohol consumption are availability and price.

Alcohol is the most common contributing factor in violence and accidents. Most perpetrators and victims of homicides are under the influence of alcohol at the time of the deed. Between 2003 and 2005, the number of people who died accidentally as a result of alcohol poisoning increased by 36%, reaching 575 in 2006. Nearly four out of ten people who died accidentally in 2006 were under the influence of alcohol. In that same year, 126 people died in fires, 70% of whom were under the influence of alcohol. Alcohol is a factor in one in three traffic deaths involving a car, and in one in five traffic deaths involving cyclists or pedestrians.

Measures

1. Increasing the alcohol tax so that its effect together with other available means will bring the overall consumption of alcohol down to or below the 2003 level.

The amount of increase required is to be reviewed annually. *Principal responsibility: Ministry of Finance. Also involved: Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health. Timetable: 2008-2011*

2. Strengthening and **extending the participation of security actors in broad-based early intervention**, with a view to preventing the social exclusion of children and adolescents and their recruitment to criminal activities. The potential for actors in this field to take the initiative in early intervention will be explored and procedures developed. Instruction in early intervention methods for actors in the security field will be increased. The national introduction of intersectoral early intervention models such as Ankkurimalli (Anchor model), Valomerkkimalli (Last orders model) and Tulipysäkkimalli (Fire stop model) will be ensured. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Social Affairs and Health, National Research and Development Centre for Welfare and Health (Stakes), polytechnics. Timetable: 2008–2011.*
3. In alcohol and other intoxicant education, **the accident risks and other risks inherent in the use of intoxicants will be highlighted along with the health issues**. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Finance, alcohol programme, National Research and Development Centre for Welfare and Health (Stakes), Finnish Centre for Health Promotion, intoxicant abuse officers in municipalities. Timetable: 2008–2011.*
4. **The significance of intoxicant-related accidents as a security risk** will be taken into account in the instruction of various professional groups. Accommodation provided for intoxicant abusers will be designed with the high accident risk in mind and will involve instruction in safety in the home. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of the Interior, Ministry of the Environment, Ministry of Transport and Communications, Association of Finnish Local and Regional Authorities, NGOs in the field. Timetable: 2008–2011.*
5. In sparsely populated areas, the erosion of a sense of community contributes to increased social exclusion and insecurity. **Community support will be increased** by boosting cooperation between the authorities and NGOs, by promoting village activities and new ways of providing services to ensure the availability of basic services which are essential to security. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Social Affairs and Health, Ministry of Transport and Communications, regional state administration, NGOs in the field. Timetable: 2008–2015*
6. **Workshop activities for young people will be developed** on a nationwide basis, with the aim of also involving unskilled and unemployed young people who are not reached by the services of employment offices. *Principal*

responsibility: Ministry of Education. Also involved: Ministry of Employment and the Economy, Ministry of Social Affairs and Health. Timetable: 2008–2011.

7. **Creating potential for NGO activities** to prevent the social exclusion of young people. The aim is to enable every young person to find a hobby through which they may become members of a community and thereby grow up to be active citizens. *Principal responsibility: NGOs. Also involved: Ministry of the Interior, Ministry of Education, Ministry of Social Affairs and Health, Association of Finnish Local and Regional Authorities. Timetable: 2008–2011.*

5.2 Training and competence improvement

Maintaining competence is a constant challenge. Changes in society and the security situation are quickly reflected in internal security and require continuous learning. Development of training and competence helps reduce the incidence of violence and the number of accidents, and also helps prepare for major accidents.

Measures

1. Every pupil in comprehensive education will study to qualify for a **security card**, which will provide the information and skills necessary for assessing risks in everyday life and for knowing what to do in case of an accident. *Principal responsibility: Ministry of Social Affairs and Health for preparing the proposal, National Board of Education for organising the teaching. Also involved: Ministry of the Interior, Ministry of Transport and Communications, Ministry of the Environment, Ministry of Education, National Public Health Institute. Timetable: preparation of proposal 2009, implementation 2010–2014.*
2. **The expertise of various authorities in violence-related issues will be developed** as follows:
 - Basic qualifications at all levels (police, social work, health care, legal sector, early education, youth work and education) will include information on violence and how to address it, how to refer victims to support services, and how to pursue cooperation between authorities. In training in fields susceptible to violence at work (social services, health care, services, education and transport), instruction on how to manage violence and threats at work will be added to the basic curriculum. *Principal responsibility: Ministry of Education. Also involved: Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health, Association of Finnish Local and Regional Authorities, NGOs in the field. Timetable: planning 2009, implementation 2011.*
 - Training will be provided for key authorities for recognising the signs of honour-related violence and for referring victims to support services.

Schools play an important role in this in detecting early symptoms requiring intervention. Cooperation and information exchange between various actors must be ensured in order to prevent this phenomenon.

Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Education, Ministry of Social Affairs and Health, National Board of Education, NGOs. Timetable: 2008–2011.

- The prevention of the circumcision of girls, which is prohibited in Finland's Penal Code, will be enhanced by taking proactive action even before there is a suspicion that a girl is threatened by circumcision. Training will be enhanced and directed nationally at various professional and intersectoral groups to reinforce cooperation, specifically at health care personnel, social workers, child protection professionals and the personnel at daycare centres and schools. The prevention and treatment of the circumcision of girls will be included in the basic training for these professionals. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Education, Ministry of the Interior, NGOs. Timetable: permanent.*
- Continuing education will be provided on a regional basis so that all authorities and NGOs coming into contact with victims are involved. Continuing education will be provided on a workplace-specific basis in fields susceptible to violence at work. Workplace training related to personnel safety and anticipation of workplace violence will be increasingly provided for supervisors and personnel in the social services, health care and education sectors. Particular attention will be given to the capacity of customer service personnel to deal with the threat of violence at work, to work-organisation models so as to prevent violence, and to the importance of evaluating and discussing actual violent incidents in the workplace community. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Employment and the Economy, Ministry of the Interior, Ministry of Education, National Board of Education, NGOs in the field. Timetable: 2008–2011.*
- Children will be instructed in how to protect themselves against potential and actual sexual abuse through electronic interactive media by means of safety skills education. Teaching for this will be included in the basic training for school teachers and kindergarten teachers, in the national core curriculum for comprehensive school and in the early childhood education and care plan. Safety skills education will take electronic interactive media into account, and material will be provided for national distribution to various professionals, parents, guardians and other people involved in the upbringing of children. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Education, Ministry of Transport and Communications,*

National Board of Education, Association of Finnish Local and Regional Authorities, NGOs in the field. Timetable: 2008–2011.

- An extensive national public education programme against corporal punishment of children will be drawn up. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of the Interior, Ministry of Justice, Ministry of Education, NGOs, National Research and Development Centre for Welfare and Health (Stakes). Timetable: 2009.*
3. Vocational education in various fields will ensure that **students will be provided with an overall view of and basic skills in promoting safety and planning security** in their professions. A submission concerning this and a proposal about the main content of the training will be prepared in cooperation in the field and given to the Ministry of Education. *Principal responsibility: Ministry of Social Affairs and Health, preparation of proposal; National Board of Education, changes in teaching. Also involved: Ministry of the Interior, Ministry of Education. Timetable: proposal 2009, changes in teaching 2010–2014.*
 4. **The status of traffic education in basic education will be strengthened** both as an integrated theme under various subjects and as a separate module in health education; this will be addressed in the reform of the national core curriculum for secondary education and in teacher training. *Principal responsibility: Ministry of Transport and Communications, National Board of Education (changes in teaching). Also involved: Ministry of Education, Liikenneturva (Central Organization for Traffic Safety in Finland). Timetable: 2010–2014.*
 5. **The compatibility of the course content at training institutions for internal security actors** (rescue authorities, the police and the Border Guard) **will be looked into**, and the potential for providing shared courses in the prevention of major accidents and environmental disasters will be explored. Training cooperation between the defence administration and maritime educational institutions will be increased. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Defence, Ministry of Transport and Communications, regional rescue services, NGOs. Timetable: 2009.*
 6. Training and exercises in preparedness for major accidents will be further developed by **drawing up a joint national programme for security exercises**. The potential for combining existing exercise models will be explored so that at least one national exercise would regularly address the functioning of national, regional and local commands and joint operations by the various administrative sectors in case of major accidents and the prevention of environmental disasters. *Principal responsibility: Ministry of the Interior. Also involved: Prime Minister's Office, Ministry of Defence, Ministry of Transport and Communications, regional*

rescue authorities, Association of Finnish Local and Regional Authorities, NGOs. Timetable: 2009.

5.3 Developing internal security research

According to the report of the working group on sector-specific research, the combined research costs of the various administrative sectors came to EUR 506.7 million in 2005. This does not include university funding. The volume of security research in 2006 was estimated at EUR 60 million. The funding was divided between the administrative sectors of the Prime Minister's Office, the Ministry for Foreign Affairs, the Ministry of Justice, the Ministry of the Interior, the Ministry of Defence and the Ministry of Social Affairs and Health. However, the majority of this estimated research did not involve sector-specific research. Indeed, the report on sector-specific research pointed out the low level of funding for internal security research. A decision will be taken on providing resources for the research projects outlined in the Internal Security Programme as part of the funding for sector-specific research.

Internal security research has so far been scant and haphazard, and unable to provide a comprehensive impression of the major trends in the development of internal security and of the effectiveness of measures. Research-based information on the broader development of internal security and on various areas with reference to new threats is needed for the purposes of decision-making. The ongoing reform of sector-specific research has potential for improving internal security research.

Boosting competitiveness by increasing business security requires information on major security threats in the business sector and on the competitiveness impact of improved security, plus knowledge and skills regarding the increasing of business security both in Finland and in international functions. Our knowledge and skills in these areas should be at least as good as or better than those of our competitor countries. Security applications could increasingly become a strength for Finnish businesses, and their use may lead to new businesses and innovations. New services based on security technology applications can support the operations of networked companies and the security of telecommuting. There is a need for more knowledge on the security properties of products and services and the safeguarding of business operations particularly with regard to information systems and information networks, business security in Russia, Asia and high-risk countries, and business and foreign trade logistics chains.

Measures

1. The availability of **sufficient information to help reduce violence** will be guaranteed by developing violence indicator systems and by coordinating violence-related research. Victim surveys will be conducted regularly, and permanent funding will be allocated to them. The homicide monitoring system will be made

permanent. Also, a study will be conducted on female, child and adolescent homicide to establish the functioning of the service chain in cases of homicide.

Principal responsibility: Ministry of Justice. Also involved: Ministry of the Interior, Ministry of Social Affairs and Health, Optula, National Research and Development Centre for Welfare and Health (Stakes), Police College of Finland. Timetable: 2009, after which the system is permanent.

2. The **outpatient statistics system** under development will include **monitoring accidents and violence** to ensure comprehensive coverage. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: National Research and Development Centre for Welfare and Health (Stakes), National Public Health Institute. Timetable: 2008.*
3. The problems involved in the uncovering, investigation, prosecution and punishment of **financial crime** and **environmental crime** relevant to the effectiveness of combating organised crime will be investigated, and necessary measures to eliminate these problems will be taken. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Justice. Timetable: 2009.*
4. The **level of Finnish security research will be raised to the level of our competitor countries** by cooperating with the business sector to create a research programme covering information system and information network security issues, business security issues in Russia, Asia and high-risk countries, and security issues in logistics chains in business and foreign trade. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Employment and the Economy, Ministry of Transport and Communications, Confederation of Finnish Industries (EK), Central Chamber of Commerce. Timetable: 2013.*

5.4 Improving situational awareness

A reliable situational awareness is the foundation of a functioning command system. In addition to up-to-date situational awareness, the system needs proactive and comprehensive analysis of the operating environment. Alongside the development of sector-specific situational awareness, the situational awareness activities of the Government in particular will be continued according to existing plans as part of implementing the Strategy for Securing the Functions Vital to Society.

Measures

1. **An intersectoral situational awareness system will be set up in the regional administration** to work in tandem with the central administration situational awareness system and to support the local administration. *Principal responsibility:*

Prime Minister's Office. Also involved: Ministry of Finance, Ministry of the Interior, Ministry of Defence, Ministry of Transport and Communications, Ministry of Employment and the Economy, Ministry of the Environment, Association of Finnish Local and Regional Authorities. Timetable: from 2009.

2. **The creation of proactive situational awareness in the local and regional administration will be supported** with a national thematic security review to be compiled at least twice a year. *Principal responsibility: Prime Minister's Office. Also involved: Ministry of the Interior, Ministry of Defence, Ministry of Transport and Communications, Ministry of the Environment, Association of Finnish Local and Regional Authorities. Timetable: Situational awareness review in February and September, and at other times as necessary.*
3. **The potential of the business sector and individual businesses for preparing for disruptions will be improved and their crisis preparedness enhanced** by drawing up twice a year a situational awareness review assessing serious threats of disruption and accidents that are a menace to the continued operation of businesses, for the use of the business sector and individual businesses. *Principal responsibility: Prime Minister's Office. Also involved: Prime Minister's Office, Ministry of Finance, Ministry of the Interior, Ministry of Defence, Ministry of Transport and Communications, Ministry of Employment and the Economy, Ministry of the Environment, National Emergency Supply Agency, Bank of Finland, NGOs in the field. Timetable: Situational awareness review in February and September, and at other times as necessary.*

5.5 Improving local security planning

Local security planning is the implementation of the Internal Security Programme at the local level, adapting the national objectives to the information obtained through an analysis of the local security situation. The first Internal Security Programme set the guidelines for improving local security planning. The report *Paikallisen turvallisuustyön kehittäminen* (Improving local security, Ministry of the Interior 19/2006) outlined the measures for further improvement of security planning, and their implementation began in autumn 2006.

The purpose of local security planning is to improve safety by reducing the number of accidents, crimes and disruptions and thereby increasing a sense of security. Security planning is managed by municipal leaders together with the top regional police and rescue officers. Representatives of NGOs and the business sector also participate. The work begins with an analysis of the local security situation, which is published for local citizens and businesses to comment on. Then, a security plan is drawn up naming objectives for improving local security, the practical measures to be taken and the parties responsible for those measures. The security plan is debated by the municipal

council, which also monitors its implementation regularly. The plan is implemented by joint working groups; it is monitored and reported on in the local media. The security plan is revised in each electoral period, with the newly elected council reviewing, revising and approving the plan at the beginning of its term of office.

The aim is for the municipal councils that take office at the beginning of 2009 to deal with the security plans drawn up according to the guidelines laid down in the working group report referred to above (19/2006). Under the new guidelines, all municipalities should have a municipal or sub-regional security plan in place by the end of 2009.

NGOs have an important role in strengthening internal security locally, regionally and nationally. Their active contribution to planning, implementation and evaluation will be important in the future. NGOs have the crucial task of motivating active civic participation in strengthening the security of the citizens themselves and their immediate community. It is particularly important to draw on the good experiences and practices of NGOs in the preparation of local security plans. Good experiences and practices must also be disseminated to other actors.

The security services situation in sparsely populated areas was investigated in 2006. On the basis of the report, national and province-level proposals were drafted to safeguard the availability of these services in the future. Local security planning, anticipation of problems, improving self-preparedness and ensuring the availability of basic services are major factors in maintaining security in sparsely populated areas. Village activities play an important part in maintaining both perceived and actual security. The significance of NGOs and voluntary activity increases in emphasis in sparsely populated areas.

In small communities and in sparsely populated areas, contract fire brigades play a significant role in producing operational services in cooperation with regional rescue services. Contract fire brigades manage about 40% of all rescue emergency calls on the basis of agreements concluded with the rescue services. In terms of geographical coverage, contract fire brigades account for up to 95% of the country, an area containing about 45% of the population. Contract fire brigades consist of firefighters who have signed a personal agreement or who are members of a fire brigade association that has entered into an agreement to provide rescue services. The operating potential of contract fire brigades in sparsely populated areas is being eroded because of a shortage of competent personnel due to migration from these areas and the ageing of the population.

Measures:

1. Local security plans under the new guidelines will be dealt with by municipal councils during 2010 at the latest. Local security plans involve the authorities and NGOs agreeing on joint action to prevent and combat crime, disruptions and accidents. In the current programme period, the focus in security planning

will be on **violence and accidents**. The objectives and common measures concerning the **prevention of alcohol problems** will be included in the security plans. **The comprehensive and flexible integration of various sectors in local security planning** (e.g. product safety, traffic safety, and accident prevention in social and health care) will be ensured. Measures will be undertaken to **involve the business sector and NGOs as fully as possible** in local security planning. The **security of ethnic minorities** must be taken into account when the local security plans are drawn up, and their views must be sought as applicable. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Transport and Communications, Association of Finnish Local and Regional Authorities, NGOs. Timetable: 2012.*

2. The State Provincial Offices have played an important role in promoting intersectoral cooperation in internal security and in supporting local security planning and work. **The continuity of intersectoral cooperation in internal security** will be ensured in the regional administration reform. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Social Affairs and Health, Ministry of Transport and Communications, State Provincial Offices. Timetable: 2010.*
3. **Village plans will include village security plans**, outlining measures for ensuring safety in villages. The village security plans will be taken into account in municipal security plans. Security planning in villages will be supported and promoted as part of the safeguarding of security services in sparsely populated areas. *Principal responsibility: Ministry of the Interior. Also involved: Village Action Association of Finland, Ministry of Social Affairs and Health, Ministry of Transport and Communications, Ministry of the Environment, Association of Finnish Local and Regional Authorities, regional rescue services. Timetable: 2008–2011.*
4. **Security services in sparsely populated areas will be guaranteed.** In local security planning, the responsible officers of fire brigades will be committed to local security planning and on that basis to security training. Thus, fire stations will become an important component of local security, providing local people with training in first-aid fire extinguishing, hot work and other internal security matters. *Principal responsibility: Ministry of the Interior. Also involved: State Provincial Offices, Ministry of Social Affairs and Health, Ministry of Transport and Communications, regional rescue services, NGOs. Timetable: 2011.*
5. **Improving the operating potential of contract fire brigades** will be taken into account when the Rescue Act is revised. Cooperation between professional and contract fire brigades will be strengthened, and the potential for harmonising emergency calls with other work and for exploring other

alternatives to help contract fire brigades carry out their duties will be studied.
Principal responsibility: Ministry of the Interior. Also involved: State Provincial Offices, regional rescue services, NGOs in the field, Association of Finnish Local and Regional Authorities. Timetable: 2010.

5.6 Improving security and safety through environmental design

Environmental safety is a key objective in urban planning. There should be no no-go areas shunned by people because of the fear of becoming a crime victim. Accidents can be reduced through careful planning. It is typical of many environments considered to be problematic that they have a multitude of problems: poor housing conditions, poor services, and decrepit buildings with little to enjoy. Women, the elderly, children, ethnic minorities and immigrants in particular avoid areas and premises that seem threatening. The fear of becoming a crime victim reduces the quality of life, the reputation of the area, local employment, business and the value of properties. A safe operating environment is a major factor when businesses decide where to locate, and thus security is connected to regional and national competitiveness.

Bad planning can actually increase the incidence of violence, property crime, disturbances, vandalism and accidents. A good environment is typically perceived as safe and is also safe in the light of statistics. Studies show that an environment perceived as unsafe and untidy increases the incidence of crime and accidents. A safe environment promotes a sense of community and participation and thus helps prevent social exclusion. The ageing of the population and increasing home care place new demands on the design of buildings and the planning of living environments in order to prevent accidents.

Security aspects should be taken more systematically into account in all urban planning and construction. Architects, urban planners and builders must be provided with training and instructions aimed at introducing security aspects to land use, land use planning, building design, living environment planning, business clusters and traffic routes. Residents and other users of the built-up environment must be involved more closely in planning.

There is plenty of research available on how to introduce security aspects into planning, both Finnish and particularly foreign. The problem is, however, that this information is difficult to find and use as it is not centrally available. Nor is it used sufficiently in training related to the planning of a built-up environment. Security aspects in urban planning can be strengthened if the existing information is collated and its availability improved.

Measure:

1. **Existing Finnish and foreign research data will be collated** and its suitability to urban planning for Finnish built-up environments will be evaluated. This information will be used to draw up a **manual on security issues in urban planning**. This manual will be intended for urban planners, architects, other experts, students and decision-makers. A **website** will be built based on the manual, and **training and publicity** in the field will be improved. *Principal responsibility: Ministry of the Environment. Also involved: Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health, Association of Finnish Local and Regional Authorities. Timetable: Manual completed 2009, website completed 2010, training and publicity plan completed and implemented 2011–2012.*

6 PARTICULAR OBJECTIVES AND MEASURES TO IMPROVE INTERNAL SECURITY

6.1 Improving safety in the home, during leisure time and in moving around

Current situation

Accidents in the home and during leisure time are a significant cause of injuries, premature deaths and disability. In 2006, 3,084 people were killed in accidents in Finland. Most accidental deaths (2,710 in 2006) occur in the home and during leisure time. Fatal accidents in the home and during leisure time have a higher incidence per capita in Finland than anywhere else in western Europe, and Finland ranks 20th among the Member States of the European Union. Population interviews show that the number of accidents in the home and during leisure time has doubled over the past two decades. Alcohol is often the main factor in these accidents.

In a comparison of fatal occupational accidents relative to the size of the working population, Finland ranks in the middle group among western European countries. Some 50 to 60 fatal occupational accidents occur annually, the total number of occupational accidents annually being about 130,000. This figure has been elevated because of the ‘full compensation’ reform, whereby medical care service providers bill insurance companies directly even in the case of minor accidents, and a higher percentage of accidents are recorded in the statistics. The growth is also due to the economic boom and the resulting increased stress. Particular factors include increased

sub-contracting, deficiencies in job instruction, and employees being unqualified for the demands of their work.

Of all people who die in fires, 70% are under the influence of intoxicants. The contribution of alcohol to fatal fires has increased, particularly because alcohol consumption by women has increased. A reduced capacity to react to danger is a major contributory factor to fires breaking out and particularly to fires resulting in casualties.

In the number of traffic deaths per capita, Finland ranks eighth in the European Union. In 2007, about 380 people died in road accidents, more than in the previous year. This figure is far behind the current goal, which is to reduce the number of traffic deaths per year to 250 by 2010. However, over the past few years the trend in traffic deaths has been slowly downward, while traffic kilometrage has increased by about 2% per annum. Pedestrian and cyclist fatalities have decreased in the 2000s. The number of moped accidents has increased in recent years as the number of mopeds has begun to grow.

Principal points for improvement

- * Comprehensive improvement of home fire safety, combining short-term and long-term procedures which are the responsibility of many different actors, and measures to improve residents' capabilities for risk prevention.
- * Reducing the number of accidents in the home and during leisure time by adding to preventive work and making it regular.
- * Developing the safety of the transport system as a whole: taking traffic safety needs into better account in land use and land use planning, promoting public transport and ensuring lifelong traffic education and constant attitude-shaping.

Objective

The objective is to curb the growth in the number of fatalities and to systematically reduce the incidence of serious accidents. The objective is also to increase citizens' awareness of accident risks and their knowledge of how to prevent accidents.

Accident prevention is governed by the following **intersectoral strategic guidelines**:

- * Increasing the importance of security in decision-making, planning and measures concerning citizens' everyday lives by harmonising accident-prevention measures and giving the topic more exposure in vocational education in various fields.
- * Supporting local security planning with expert services enabling the introduction of a uniform planning model.

- * Implementing efficient measures focusing on the principal road safety issues in order to achieve the nationwide objectives set.
- * Improving local security efforts by activating road users to look after their own road safety.
- * Improving safety in the home by developing systematic risk management in construction and in home services, and by improving residents' capabilities for identifying and preventing risks in the home.
- * Ensuring sufficient resources for systematic proactive work to prevent accidents in the home such as falls, and also to prevent drowning and sports accidents.
- * Making accident prevention play a more prominent role in intoxicant abuse policy and in the reduction of the adverse effects of intoxicant abuse.
- * Prompting citizens to take a more active role in accident prevention by increasing their interest in risk management and offering them the basic knowledge required.

Measures

1. **Objectives and uniform principles and practices will be defined for accident prevention.** A forum will be set up for authorities and NGOs for coordinating accident prevention. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of the Interior, Ministry of Transport and Communications, Ministry of Employment and the Economy, Ministry of the Environment, NGOs in the field. Timetable: 2009.*
2. The use of accident data in security planning will be improved by **increasing information exchange between regional rescue services and the National Public Health Institute.** Accident data will be handled as part of the risk management procedures of rescue services, and these data will also be used in local security planning. Rescue services will use accident data for assessing the effectiveness of accident prevention efforts and supervise the collating of accident data so that they will be available in a form easily usable at the local level. *Principal responsibility: Ministry of the Interior. Also involved: National Public Health Institute, regional rescue services. Timetable: 2008–2009.*
3. **Safety matters will be included in the daily work of schools and daycare centres.** A uniform security planning model will be prepared for daycare centres and schools at various levels. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of the Interior, Ministry of Education, Ministry of Transport and Communications, National Board of Education, NGOs. Timetable: security planning model completed 2009, implementation 2010.*
4. In road traffic, the emphasis will be on **preventing head-on collisions, off-road crashes and drink driving.** The **voluntary use of alcolocks** will be encouraged. The safety of children and the elderly as pedestrians and cyclists will be improved by **slowing down traffic in urban areas** and by developing automated surveillance

of speed limits and traffic signals. *Principal responsibility: Ministry of Transport and Communications. Also involved: Ministry of the Interior, Ministry of Social Affairs and Health, Finnish Road Administration, Liikenneturva (Central Organization for Traffic Safety in Finland). Timetable: 2011.*

5. **Pedestrian-slipping accidents** will be systematically prevented by improving the maintenance of pedestrian areas and by giving pedestrians information about walking safety. *Principal responsibility: Ministry of Transport and Communications. Also involved: Ministry of Social Affairs and Health, Finnish Road Administration, National Public Health Institute, Finnish Meteorological Institute, Liikenneturva (Central Organization for Traffic Safety in Finland), Federation of Finnish Financial Services, Finnish Centre for Health Promotion, municipalities. Timetable: permanent.*
6. The merger of the research and development institutes under the Ministry of Social Affairs and Health (the National Public Health Institute and the National Research and Development Centre for Welfare and Health (Stakes)) **will guarantee resources for preventing accidents in the home and during leisure time.** Prevention of falls will be enhanced by intersectoral accident prevention cooperation. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: National Public Health Institute, Finnish Institute of Occupational Health, National Research and Development Centre for Welfare and Health (Stakes), UKK Institute, municipalities, NGOs. Timetable: 2010.*
7. The potential for **expanding the scope of the domestic help credit** and other possibilities for funding the added introduction of safety technology in households will be explored. *Principal responsibility: Ministry of Finance. Also involved: Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of the Environment, Safety Technology Authority, Finnish Consumer Agency. Timetable: 2009.*
8. **Nursing and care facilities will be provided with automatic fire extinguishing systems** unless a safety survey demonstrates that a sufficient level of safety can be attained by some other means. The means for financing such systems and government contributions to this financing will be explored. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Social Affairs and Health, Ministry of the Environment, Association of Finnish Local and Regional Authorities. Timetable: 2015.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Fatal accidents in the home and during leisure time	2,710 / 2006	2,440	2,200	National Public Health Institute
Fatal falls	1,178 ¹ / 2006	1,060	950	National Public Health Institute
Fatalities from alcohol poisoning and accidents while under the influence of intoxicants	1,177 ² / 2006	1,060	950	National Public Health Institute
Fire fatalities	90	65	50	Rescue services resource and accident statistics, Pronto
Damage caused by fires, in financial terms	EUR 150 million	EUR 150 million	EUR 150 million	Federation of Finnish Financial Services
Automatic fire extinguishing systems installed in 20% of nursing and care facilities by 2011 and 50% by 2015.	13%	20%	50%	Ministry of the Interior, separate report
Traffic fatalities	378	250 (2010)	200	Central Organization for Traffic Safety in Finland
Number of drink drivers per 10,000	15	11	10	National Public Health Institute, police

6.2 Improving the security of immigrants and ethnic minorities

Current situation

There are some 160,000 people living in Finland whose mother tongue is not Finnish, Swedish or Sámi. Family ties have been the most common reason for immigration to Finland in the 1990s and 2000s.

Ethnic minority issues have gained in political importance in recent years and have also become more prominent in public debate in general. The Government's Migration Policy Programme and the Government Programme of the Prime Minister Matti Vanhanen's second Cabinet incorporate several measures related to immigration, ethnic relations and integration. The implementation of these measures is currently underway. Promoting good ethnic relations and integration also helps improve the security of the individual and of society as a whole.

¹ Cause of death statistics / Statistics Finland

² Cause of death statistics / Statistics Finland

It is important for improving perceived and actual security that everyone has equal access to services. However, a shortage of information and of time available for providing services is making it difficult to ensure equality in official services. Many authorities do not have equality plans, even though these are required by law. In the case of the security authorities, equality has a direct bearing on the perceived and actual security of members of ethnic minorities. Strengthening mutual trust also requires close dialogue.

The attitudes of Finns towards ethnic minorities have slowly improved. Despite this positive trend, however, the population is still divided in its attitudes towards them. It is important for good ethnic relations that both the majority population and the ethnic minorities have sufficient information about other cultures and other religions. Knowledge of one's own culture and religion also significantly aids the building and managing of one's own identity. At the moment, however, there are serious shortcomings in the quality and quantity of the teaching on minority religions, for example, and in the availability of competent teachers.

According to some reports, immigrants are twice as likely to fall victim to violence as members of the majority population. The number of cases of suspected racist crime filed by the police has increased each year. Since 2004, racist motives have been grounds for increasing the severity of the punishment. In practice, however, there have been few cases of punishments being increased on these grounds or of convictions for ethnic agitation.

The number of cases of violent crime against immigrant women filed is increasing, particularly with regard to sexual crime, other physical violence and threats of violence. Human trafficking and forced prostitution involve foreign women in particular. The increasing number of cases may be due to women in various ethnic groups becoming more aware of existing services and seeking help in cases of violence more than before. However, there is still a vast quantity of hidden crime.

There are some culturally linked threats to personal security, such as honour-related violence, avoidance behaviour and circumcision of girls. There are no exact figures available, as these cases are not usually reported to the authorities.

Relative to the size of the population group, foreign citizens resident in Finland are suspects in crimes 1.3 to 1.5 times more often than Finns. This is probably partly due to the fact that immigrant groups contain a disproportionate number of young men living in large urban communities, who are also those who commit the most crimes among the majority population. It has also been suggested that crimes committed by people with an immigrant background are reported to the authorities more commonly than crimes committed by members of the majority population.

Any explanations of crimes committed by ethnic minorities run the risk of over-emphasising the importance of ethnicity or culture. Research has shown that prisoners with an immigrant background have just the same experiences as any other perpetrators: social exclusion, unemployment and low income. Crimes committed by young people with immigrant or Roma backgrounds are typically group activities, often partly motivated by underlying experiences of racism.

Principal points for improvement

- * Spreading integration and the promoting of good ethnic relations across the board in government services.
- * Offering immigrant groups more comprehensive information on Finnish legislation and the service system.
- * Improving the processing of residence permit and citizenship matters.
- * Increasing dialogue between the security authorities and the ethnic minorities, and involving ethnic minorities in the planning of security services.
- * Identifying, monitoring and processing racist crimes in the legal system, and lowering the threshold for reporting such crimes.
- * Identifying and intervening in culture-bound phenomena that constitute a threat to personal security.
- * Improving advisory services for immigrants and ethnic minorities.

Objective

The objective is to improve the security of immigrants and members of ethnic minorities. Security services will be better available and accessible to immigrants and ethnic minorities. The authorities will be more aware and able to respond to the special security issues of immigrants and ethnic minorities.

The improvement of the security of immigrants and ethnic minorities is governed by the following **intersectoral strategic guidelines**:

- * Good ethnic relations and the attainment of equality will be promoted as a component of the security of ethnic minorities and of society as a whole. Cultural, religious or procedural differences between groups will be settled using agreed dialogue mechanisms.
- * Security will be enhanced by supporting the implementation of fundamental and human rights for ethnic minorities and the integration of immigrants through intersectoral measures. Training and guidance will be increased to improve awareness and implementation of the rights and obligations provided by Finnish legislation.

- * Mutual trust and the accessibility of security services will be improved by increasing dialogue between ethnic minorities and security services and giving minorities more opportunities to participate.
- * Prevention of crime related to ethnic backgrounds will be improved by enhancing the capabilities of the authorities to identify phenomena related to racism, discrimination and cultural practices, by enhancing cooperation between authorities and third-sector actors, and by obtaining more research data.
- * Access by representatives of ethnic minorities to security, support and advisory services will be eased according to the 'low threshold principle'. The operating potential of the third sector will be safeguarded.

Measures

1. People moving to Finland permanently or temporarily will be offered **more comprehensive information on Finnish legislation and the service system** at the time of immigration and at various stages of the integration process. **The status of NGOs in support and advisory services will be strengthened.** The provision of information will be improved by drawing up a concise intersectoral brochure on security services ('Secure in Finland') to be translated into various languages and to be distributed to immigrants, and by making information on security services and the rights and obligations provided for by Finnish legislation a more integral part of integration plans, integration training and the forthcoming guidance system. The reform of the system of central government transfers to municipalities will involve looking into whether a longer period of time could be allocated to serving immigrants on the **increased customer coefficient principle**. *Principal responsibility: Ministry of the Interior, Ministry of Finance. Also involved: Ministry for Foreign Affairs, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Education. Timetable: 2009.*
2. The **efficient and fair processing of residence permits** for persons moving to Finland because of work, family ties or humanitarian reasons will be ensured to safeguard the overall security of customers. **The processing times for residence permit and citizenship applications will be accelerated,** with a view to their impact on the integration and perceived security of immigrants. The permit authorities will be guaranteed sufficient resources for attaining this objective. The reform of the residence permit system will include a broad evaluation of how each type of residence permit, the rights they confer and the process for applying for them affect immigrants' perceived security and integration. *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Finnish Immigration Service. Timetable: permanent.*

3. **Ethnic minority security issues will be incorporated in the planning system, and the involvement of ethnic minorities in planning will be increased.** It will be ensured that all security authorities **draw up equality plans** and that local security plans are taken into account in municipal integration programmes. **All municipalities will be encouraged to draw up integration programmes**, either individually or on a sub-regional basis. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, municipalities, all authorities. Timetable: permanent.*
4. The **recruitment of representatives of ethnic minorities** for public-sector posts will be promoted. This will be approached by including recruitment-promoting measures in the recommendations regarding the drawing up of equality plans, by making it easier to enter job training and by revising qualification requirements that hinder the recruitment of ethnic minorities. *Principal responsibility: Ministry of Finance, Ministry of the Interior. Also involved: National Board of Education. Timetable: 2008–2010.*
5. It will be ensured that legislation and the judicial system can **efficiently address racist crimes and racist messages on the Internet by means of criminal law.** The need for enacting an obligation for website hosts to monitor and remove material that fulfils the criteria of racist crime will be evaluated. **Processing cases of racist crime will be enhanced** by improving cooperation between the police and prosecutors so that the motives for crimes will be examined in sufficient detail. Consideration will be given to whether persons reporting an offence should be offered the opportunity to provide further information at the reporting stage or the pre-trial investigation stage for purposes of compiling statistics pertaining to suspicions of discrimination crimes, such as the grounds for discrimination or ethnic background. Agreement will be reached on the definition of racist crime used in the judicial system for the purpose of developing monitoring. The **continuity of qualitative research on the progress of cases of suspected racist crime in the judicial system** will be safeguarded, and sufficient research resources guaranteed. This research will show how suspicions of racist crime reported to the police progress to the prosecutors and the courts and will thereby increase the scope for monitoring the functioning of the system. *Principal responsibility: Ministry of Justice. Also involved: Ministry of the Interior, Ministry of Transport and Communications. Timetable: 2009.*
6. It will be ensured that **the authorities have sufficient means available to intervene in situations threatening the security of ethnic minorities where special cultural features** require special action by the authorities in order to safeguard fundamental and human rights. A report will be drawn up to chart the need for possible measures such as the drawing up of guidelines. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Education. Timetable: 2009.*

7. **The overall situation in the teaching of minority religions will be examined** and a plan of action drawn up to address observed shortcomings efficiently so that the right to one's own religion and teaching of religion enshrined in the Constitution and in the Freedom of Religion Act will be implemented in practice. *Principal responsibility: Ministry of Education. Also involved: Ministry of the Interior, religious communities. Timetable: 2010.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Processing time for asylum applications, normal procedure (average time in days)	280	210	180	Finnish Immigration Service
Processing time for citizenship applications (average time in days) - straightforward applications - applications requiring clarification	448 1,128	250 500	180 300	Finnish Immigration Service
Authorities that have drawn up an equality plan, %	54% ³	80%	100%	Ministry of the Interior / Legal Affairs Unit
Number of suspected crimes classified as racist crimes and reported to the police, in proportion to the findings of the annual racism survey of the Police College of Finland, %	61% (2006)	more than 75%	more than 90%	Annual racism survey of the Police College of Finland

6.3 Reducing violence

Current situation

Finland has a high level of violent crime. Men are most commonly the victims and the perpetrators of violence.

Finland has a per capita homicide rate about twice as high as the average for Western countries. Alcohol and violence often go together. Typically, in a Finnish homicide the victim and the perpetrator were previously acquainted. In recent years, the number of cases of random violence has increased slightly. The most common type of homicide is that committed by an unemployed person of working age who has an alcohol problem and who is heavily drunk at the time of the crime. Victims of homicides are also often drunk, men more frequently than women.

³ Study conducted at the University of Joensuu.

The mortality of women in violent crime is higher in Finland than in the other Nordic countries and most other western European countries. Whereas the average mortality elsewhere is 0.7 women killed per 100,000, in Finland, the figure is more than double at 1.6 women killed per 100,000. Most of the victims of fatal domestic violence between 2004 and 2006 were women. Finnish general research on victims shows that more than 90% of domestic violence is targeted against women, and the same figure applies to the cases of domestic violence reported to the police.

About 2,000 cases of violent crime against children and about 1,000 cases of sexual crime are reported to the police annually. Surveys, police statistics and research support the conclusion that the probability of young people falling victim to violence has slightly decreased. It would also seem that the incidence of children's experience of corporal punishment has decreased. Adult attitudes towards corporal punishment seem to be slowly shifting in a positive direction: fewer and fewer Finns accept corporal punishment as part of bringing up children. Both men and women use corporal punishment.

Elderly women are more likely to experience domestic violence than elderly men. Women's experiences of violence increased between 1988 (3%) and 2003 (6%). There is no similar trend in men's experiences. Violence against the elderly is usually perpetrated by people close to them.

Women increasingly face violence at work. According to an interview study conducted in Finland in 2003, about 5.3% of the labour force experience violence or the threat of violence at work. The retail trade and services show a higher than average figure, whereas in industry and construction the incidence of violence at work is low. Violence at work usually arises from encounters with intoxicated or drugged clients or from situations involving burglary, shoplifting or theft.

'Grooming' in this context refers to the process of a person intentionally building up a relationship with a child and the child's immediate environment to enable eventual sexual abuse of the child.

In December 2006, Prime Minister Matti Vanhanen's first Cabinet adopted a Government Resolution on a National Programme for Reducing Violence extending to the end of 2008. Implementing this Resolution supports the violence-reduction goals of the Internal Security Programme. The implementation of the National Programme is being coordinated by the National Council for Crime Prevention, which will also draw up a report on the Programme after its conclusion.

Principal points for improvement

- * Improved identification of victims of violence.
- * More comprehensive availability of services and sufficient resources for them.
- * Enhanced prevention of repeated victimisation.
- * Taking the needs of victims and witnesses better into account.
- * Removing shortcomings in competence in identifying and helping victims of violence.
- * Collecting information and improving coordination.
- * Changing public attitudes regarding violence.
- * Reducing alcohol consumption.

Violence-reduction objective 2008–2015

The objective is to reduce violence.

Violence-reduction efforts are governed by the following **intersectoral strategic guidelines**:

- * Proactive intervention.
- * Information on violence governs and motivates an improvement in actions against it.
- * Legislation and its application will have a preventive effect, shaping attitudes against violence and enabling more efficient intervention in violent situations.
- * Service and cooperation structures contribute to victims being given appropriate and timely assistance in accordance with regional operating models.
- * Competence and improved cooperation skills will become evident in the steering and management of action against violence, in the service system, in the regional operating models and in the actions of employees and citizens.
- * Everyday security policy is steered through national cooperation structures.

Measures

1. **Violence against children and adolescents will be reduced** through the following measures:
 - a. **Security awareness education** will be given to children and adolescents as early as possible in order to teach them various skills, including the avoidance of online grooming. *Principal responsibility: National Board of Education. Also involved: Ministry of Social Affairs and Health, Ministry of the Interior, Ministry of Education. Timetable: 2011.*
 - b. A **children's house model** will be developed for providing comprehensive assistance to children and adolescents who are victims of sexual and

physical abuse. This model will ensure the availability of special expertise for dealing with children as regards criminal investigation, child-oriented judicial processes, care and support. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Justice, Ministry of the Interior. Timetable: 2010.*

- c. **An autopsy will be performed on all children under the age of 2 who die in unclear circumstances, i.e. possibly as the result of violence or an accident.** In addition to establishing the cause of death, events leading up to the child's death will be investigated in more detail as necessary, for instance visits to health care or other similar services. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry of Justice, Ministry of the Interior, Association of Finnish Local and Regional Authorities. Timetable: permanent.*
2. Existing victim support services will be reinforced by **making shelters and crime victim helplines national** and including in the system support for witnesses in criminal cases at each district court and court of appeal. A 24-hour free-of-charge national helpline for crime victims will be set up with a number beginning with 116. *Principal responsibility: Crime victim helpline: Ministry of Justice; shelters: Ministry of Social Affairs and Health; 116 number: Ministry of Transport and Communications. Timetable: 2015.*
3. Enticing children to meetings for the purpose of sexual abuse (grooming) will be **made a criminal offence** to the extent specified in the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse. **Enforcement of the legislation will be ensured by official action and cooperation between authorities.** The detection of attempted and actual cases of abuse will be enhanced. *Principal responsibility: Ministry of Justice. Also involved: Ministry of the Interior, Ministry of Transport and Communications, Ministry of Social Affairs and Health, Ministry of Education. Timetable: criminalisation 2009, implementation evaluation 2010.*
4. **Resources and coordination for the prevention of domestic violence and family violence** will be strengthened. *Principal responsibility: Ministry of Social Affairs and Health. Also involved: Ministry for Foreign Affairs, Ministry of Justice, Ministry of the Interior, Ministry of Education, Association of Finnish Local and Regional Authorities. Timetable: 2010.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Homicides reported to the police (murder, manslaughter, killing, infanticide, assault, negligent homicide)	average 120 (2003 – 2006)	average less than 110 (2009–2011)	average less than 100 (2013–2015)	Homicide monitoring system (OPTULA)
Cases of homicide and bodily injury reported to the police	37,600	34,000	32,000	Police result data system
Domestic violence calls*	18,548	fewer than 20,000	fewer than 18,000	Police result data system
Victims of violence causing an injury,% of the population	1.9% (2006)	1.8% (2009)	1.7% (2012)	National victim survey (National Research Institute of Legal Policy/Police College of Finland)
Violence reported to the police,% (involving at least hitting)	23% (2006)	30% (2009)	35% (2012)	National victim survey (National Research Institute of Legal Policy/Police College of Finland)
More victims to be reached and helped through extension of services for victims of crimes	969 support relationships	1,000 support relationships	3,000 support relationships	Crime victim helpline
Families who repeatedly visit shelters,% of all shelter users	20%	15%	10%	Ministry of Social Affairs and Health, Federation of Mother and Child Homes and Shelters

* Assault in a private place became an officially prosecutable crime as of 1 September 1995. Since then, the number of police emergency calls involving domestic violence has increased steadily. This is partly due to a change in attitudes; domestic violence and family violence are increasingly reported to the police. The interim goal for 2011 is set with a view to an increasing number of such cases being reported to the police and the amount of hidden crime decreasing. The goal for 2015 is set with a view to a decline in the overall volume of domestic violence and family violence, including hidden crime.

6.4 Boosting competitiveness by increasing business security

Current situation

Security issues are important for the Finnish business sector and thereby for the competitiveness of Finnish society. However, this aspect has not yet been addressed adequately in the context of internal security. In an increasingly international economy, society must be highly competitive to enable business growth. Competitiveness influences business location decisions and lays the foundation for national wellbeing. Finland understands the importance of competitiveness for economic growth and employment. Security is a significant factor in the competitiveness of individual municipalities, regions, countries and groups of countries.

So far, Finland has not emphasised security as a competitiveness factor as much as fiscal policy, taxation or expertise; yet security is an important competitiveness factor for municipalities and businesses. In corporate surveys looking into the competitiveness of Finland's regions, businesses considered a secure operating environment an important location factor alongside the attractiveness of the region, the availability of labour, the proximity of markets and good transport connections. Business managers thought that investment in the security and pleasantness of residential areas in particular would attract workers.

A business must be familiar with the risks involved in its sector and its operating environment, because its own efforts are crucial in the combating of unwanted security risks. In some cases, the risk awareness of Finnish businesses is still rather modest, and risks are not given adequate consideration in security measures. In small companies in particular, risk management is not a continuous operation but a project-based matter that usually only emerges in connection with insurance policies. If a company is not aware of the threats and risks involved in its business, both internal and external, it cannot manage them.

The problem is that small companies in particular do not receive sufficient information from the authorities regarding crime trends. Likewise, the authorities do not receive sufficient information about crimes against companies. Because of this shortage of information, the information collected and statistics compiled by the authorities are incomplete. The shortcomings in statistics are partly due to companies not wanting to report all suspicions of crimes or malpractice to the police for fear of their public image, for instance. In 2006, a joint strategy was drawn up by the business sector and the authorities to combat crimes and malpractice against businesses; the purpose of this was to improve cooperation and to improve security in the business sector. In the same year,

a national working group was set up to liaise between the business sector and the authorities at the national level.

Recent studies show that information security remains the most challenging and problematic area of business security. Crime that compromises information security seriously threatens the human capital, efficiency and competitiveness of companies. Despite this, companies are poorly aware of information security risks and the current situation. The exploitation of vulnerabilities in office software for industrial espionage is a currently escalating information security problem.

Personal security is an important part of business security. Violence against corporate employees is relatively rare in Finland, but violence at work is becoming more common. Preventing crimes from being committed by employees and partners is also an essential part of personal security. The international trend is that crimes committed by or with the assistance of 'insiders', i.e. company employees, are becoming more common.

Some crimes against businesses are perpetrated by organised criminal groups. Logistics in particular is susceptible to international organised crime. Also, robberies, burglaries and thefts masterminded from neighbouring areas such as Estonia and Lithuania have become more common in recent years.

The use of illegal labour is a serious challenge to the business sector, being one of the criminal phenomena that is the most detrimental to competition. Illegal labour is increasingly coming to Finland from countries outside the European Union. The supply and use of illegal labour is often managed by organised criminal groups who combine legal and illegal businesses in a way that harms the rest of the business community. Organised crime is a specific threat in the construction, shipbuilding, cleaning and restaurant sectors.

Principal points for improvement

- * Publicising and implementing the proposals and recommendations affecting business security decided in the Government Report on Security and Defence Policy, the Internal Security Programme and the Strategy for Securing the Functions Vital to Society.
- * Improving cooperation between the business sector and the authorities, particularly at the local level, to ensure stability and continuity of cooperation.
- * Increasing risk awareness and the broader adoption of risk management tools in companies, and promoting European good practices.

- * Improving the potential of companies to operate during disruptions and crises in normal circumstances to ensure that they can cope with such situations insofar as they can themselves influence the management of those situations. Creating and maintaining the potential for coping with extraordinary situations, and providing for information exchange related thereto.
- * Creating common security criteria for information security, business security, personnel security and premises security in order to ensure that Finland keeps up with national and international (information) security developments.

Objective

The objective is for Finland to be the safest country in Europe for business in 2015. The importance of security as a national competitiveness factor will be taken into account in planning and decision-making.

An improvement in business security and national competitiveness is governed by the following **intersectoral strategic guidelines**:

- * The role of society in promoting business security will be strengthened, because no individual business can by itself prepare for new security threats or take responsibility for combating them.
- * The development of cooperation between the business sector and the authorities will be supported by promoting a change in operating culture in both the public and the private sector.

Measures

1. In order to ensure uninterrupted business operations, **company rescue plans will be updated and comprehensively augmented with crime security plans. Cooperation between authorities regarding inspections of companies will be increased** to reduce the number of inspection visits. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Social Affairs and Health, Ministry of the Environment, Ministry of Employment and the Economy, regional rescue services, Confederation of Finnish Industries (EK), Central Chamber of Commerce. Timetable: 2010.*
2. **A common set of business security criteria will be created** to harmonise business and community security procedures and to improve self-monitoring and auditing.

Principal responsibility: Ministry of Defence, Ministry of the Interior. Also involved: Confederation of Finnish Industries (EK). Timetable: 2009.

3. Business security culture will be improved by creating a security portal with concentrated information on support and advisory services for developing and improving business security, on their essential content and contact points, and on how to send a request for contact. The portal can also be used for distributing threat assessments and situational awareness pertaining to companies and the business sector. *Principal responsibility: Ministry of the Interior. Also involved: Prime Minister's Office, Ministry of Social Affairs and Health, Ministry of Transport and Communications, Ministry of Employment and the Economy, Ministry of the Environment, Finnish Communications Regulatory Authority, regional rescue services, Association of Finnish Local and Regional Authorities. Timetable: 1st stage completed 2009, 2nd stage completed 2010, 3rd stage completed 2015.*

4. **The need to set up a National Communication Security Authority will be investigated.** Currently, the Finnish national security authority is the Ministry for Foreign Affairs, which authorises certain security authorities to manage certain areas of security. The role of the Finnish Communications Regulatory Authority is to manage telecommunications security. The authority responsible for these duties is by established international practice called the national communication security authority. This authority is in charge of information security policy, data transmission and processing security, and particularly the setting of security levels. The authority is also responsible for managing national encryption materials and for the approval of national and international information systems, for example by establishing the approval process and information security requirements and by inspecting systems subject to approval. *Principal responsibility: Ministry of Transport and Communications. Also involved: Ministry for Foreign Affairs, Ministry of the Interior, Ministry of Defence, Finnish Communications Regulatory Authority. Timetable: 2009.*

Key indicators used for monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Global competitiveness in relation to competitor countries (rank out of 131 countries) based on security indicators:				The Global Competitiveness Report (World Economic Forum). 2007 – 2008
1. business costs caused by crime and violence,	2	2	1	
2. business costs caused by terrorism,	1	1	1	
3. organised crime,	2	2	1	
4. reliability of police services	1	1	1	
Crime security in companies. Crimes against companies reported in corporate surveys (in the previous three years)	Baseline 2005			Corporate crime security survey. Central Chamber of Commerce.
1) Threats against employees	1) 29%	1) 25%	1) 23%	
2) Violence against employees	2) 7%	2) 6%	2) 5%	
3) Finding critical information / industrial espionage	3) 9%	3) 8%	3) 7%	
4) Burglary in offices or production facility	4) 28%	4) 25%	4) 23%	
Number of information security violations and threats reported to CERT-FI	2,191	2,500	2,900	Finnish Communications Regulatory Authority, CERT-FI
Arson against companies	364	300	250	Rescue services resource and accident statistics, Pronto

6.5 Preventing major accidents and environmental disasters

Current situation

At sea and along the shores, the growth in oil and chemical transports and other shipping increase the risk of a compound maritime accident along the shipping routes in the Gulf of Finland, the northern Baltic Sea and the Åland Sea. There are also other major accidents whose likelihood has increased: extensive storm damage due to extreme weather, major accidents involving hazardous substances in urban areas, and energy supply outages.

A major accident in the context of oil transport is defined as a spill of 30,000 tonnes in the Gulf of Finland, 15,000 tonnes in the Archipelago Sea and 5,000 tonnes in the Gulf of Bothnia. The oil recovery capacity that should be available at sea within 24 hours of such an event should be half of the amounts mentioned. Currently there is a shortfall of 10,500 to 12,000 tonnes of recovery capacity in the Gulf of Finland, 2,500 tonnes in the Archipelago Sea and 500 to 2,200 tonnes in various parts of the Gulf of Bothnia. Even in 2011, when Finland's planned new multi-purpose vessel, certain other improvements and new Swedish vessels will be in operation, there will still be a shortfall of about 7,000 tonnes of recovery capacity in the Gulf of Finland. Making up this shortfall would require the commissioning of five new multi-purpose vessels by 2015.

A major accident that would be exceptionally challenging for rescue operations would be a collision between a large passenger ship and a tanker, particularly one carrying chemicals. In such a scenario, the hazardous material in the tanker could affect hundreds or even thousands of people. A collision could result in leaks, a fire, explosions, emissions of chemicals and gases, and numerous fatalities and other casualties. In a maritime accident with multiple complications and multiple victims, rescue operations cannot be considered as consecutive processes. Saving human lives and preparing for the prevention of environmental damage and the salvaging of property must all proceed at simultaneously.

The central government crisis management model for major accidents is designed as a cooperation network where each administrative sector and level has its own specific duties. Each threat is the responsibility of a specific administrative sector. The new types of threat defined under the broad concept of security require joint planning by the authorities, coordination of preventive measures and a sharing of resources. The flow of information between the authorities and the mobile availability of situational awareness are crucial.

Climate change increases the risk of extreme weather and the natural disasters it may cause. A long-term energy outage combined with disruptions in communications could cause a long-lasting exceptional situation tantamount to a major accident, especially in the winter.

Principal points for improvement

- * As a result of changes in the internal and external operating environment, new threats under the broad concept of security require more extensive intersectoral cooperation between authorities and with NGOs.
- * In preparing for major accidents, the information society requires development of the central government crisis management model, a reduction in the number of command posts and a more efficient transmission of information between the authorities in the case of a major accident or environmental disaster.
- * Rapid and mobile availability of situational awareness and its analysis.

- * Making up the shortfall in the capacity to combat disasters involving oil and hazardous substances and improving the prevention of oil and chemical spills in the Gulf of Finland. Recovery capacity on high seas and in ice conditions must be improved.
- * Increasing joint research, training and exercises.
- * Increasing communications cooperation between the authorities.
- * Using new technology in initial communications to the general public in crisis situations, including an early warning system for natural disasters.

Objective

The objective is to improve the capacity for preventing and combating major accidents and environmental disasters.

The preventing and combating of major accidents and environmental disasters are governed by the following **intersectoral strategic guidelines**:

- * Enhancing the capacity for preparing to combat major accidents and environmental disasters.
- * Improving the functioning of preparedness systems and their cost-effectiveness.
- * Developing risk analysis, tactics, research and training regarding security situations involving multiple authorities.

Measures

1. **Preparedness for major accidents and environmental disasters will be enhanced** as follows:
 - a. The capabilities of existing oil recovery vessels will be improved. *Principal responsibility: Maritime actors action group (METO). Also involved: Ministry of the Interior, Ministry of Defence, Ministry of the Environment, Finnish Environment Institute, Finnish Maritime Administration. Timetable: 2009.*
 - b. The capacity for combating oil and chemical spills will be improved with the multi-purpose vessel already under construction, which will be completed and submitted to the joint use of the Finnish Environment Institute and the Finnish Navy in 2011. Possibilities for enhancing oil recovery capacity with two further multi-purpose vessels in the next decade will be looked into. *Principal responsibility: Ministry of the Environment. Also involved: Ministry of the Interior. Timetable: by 2015.*
 - c. Oil recovery cooperation between the Ministry of the Environment, the Ministry of the Interior and the Ministry of Defence will be enhanced. *Principal responsibility: Ministry of the Environment. Also involved: Ministry of the Interior, Ministry of Defence. Timetable: 2009.*

- d. A system of oil recovery depots will be set up, and an oil recovery operations chain from the open sea to the mainland will be established. *Principal responsibility: Ministry of the Environment. Also involved: Ministry of the Interior, Ministry of Defence. Timetable: 2009.*
 - e. A compensation system for accidents involving hazardous substances will be looked into. *Principal responsibility: Ministry of the Environment. Also involved: Ministry of the Interior. Timetable: 2011.*
- 2. Management of major accidents and environmental disasters will be improved** as follows:
- a. The functioning of preparedness systems will be improved by examining and ensuring the compatibility and possible integration of the command, situational awareness and communications systems of the authorities at regional and local level in the case of major accidents. This will be implemented as part of the regional state administration reform. *Principal responsibility: Ministry of the Interior. Also involved: Prime Minister's Office, Ministry of Finance, Ministry of Justice, Ministry of Defence, Ministry of Education, Ministry of Social Affairs and Health, Ministry of Transport and Communications, Ministry of the Environment. Timetable: 2009–2015.*
 - b. Cooperation between the authorities and NGOs will be increased, particularly in sparsely populated areas. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, State Provincial Offices. Timetable: 2015.*
- 3. Risk management of major accidents and environmental disasters will be improved** as follows:
- a. A shared risk analysis will be drawn up by all authorities for major accidents and environmental disasters. This will be used as a basis for reviewing national resources and for making proposals for improving them. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of the Environment, authorities specified in the Rescue Act. Timetable: 2010.*
 - b. The use of the resources and expertise of NGOs in evaluating the risks of major accidents will be increased. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance. Timetable: 2010.*
 - c. An early-warning system for natural disasters will be developed as part of the Government's situational awareness. Many natural disasters can be anticipated and prepared for better than is the case at present. *Principal responsibility: Finnish Meteorological Institute. Also involved: Prime Minister's Office, Finnish Environmental Institute, Department of Seismology at the University of Helsinki. Timetable: 2010.*

Key indicators used in monitoring

Indicator	Baseline 2007	Objective 2015	Source
Oil recovery capacity on the open seas	Recovery capacity in 2007: Gulf of Finland 18,000 tonnes, Archipelago Sea 12,500 tonnes, Gulf of Bothnia 3,000 tonnes	Recovery capacity in 2015: Gulf of Finland 30,000 tonnes, Archipelago Sea 15,000 tonnes, Gulf of Bothnia 5,000 tonnes in 24 h	Border Guard

* Achieving this objective requires implementation of measure 1b.

6.6 Border security, prevention of illegal immigration, and customs security

Border security consists of measures taken in Finland and abroad to prevent the breaking of laws and regulations regarding crossing the national border and the external border of the EU and also to prevent threats caused to public order and security by cross-border passenger traffic, while ensuring the safety of border crossings. The purpose of border checks is to fulfil the Schengen requirements of comprehensive border checks at the external border and to ensure the smooth flow of traffic across borders. Finland acceded to the Prüm Treaty in 2007, which enhances cross-border security cooperation with a view to combating terrorism, cross-border crime and illegal migration. Its means include creating a framework for enhancing information exchange between the law enforcement authorities in its contracting states.

The enlargement of the European Union has so far not increased the volume of human smuggling and illegal entry into Finland, or transit traffic through Finland to elsewhere in the EU. The number of cases of facilitation of illegal entry in 2007 was 76, including cases of aggravated facilitation of illegal entry. The total number of people found entering the country illegally was smaller than before, at 545. In 2007, 10 sentences were given in cases of facilitation of illegal entry and six sentences in cases of

aggravated facilitation of illegal entry. A total of 1,913 cases of refusal of entry were recorded in 2007, clearly fewer than before; 129 deportation decisions were taken.

Illegal entry into the European Union has continued apace and is increasingly linked to international organised crime, such as human smuggling and human trafficking. Illegal entry and residence (which includes illegal immigration) may refer to any unlawful entry into and residence in the country without a valid travel document, visa, residence permit or other entitlement to enter and/or reside in Finland as specified in the Aliens Act. Illegal immigration refers to an activity where international or national treaties, legislation or regulations concerning entry into a country, residence in a country and departure from a country are violated, whether on a temporary or permanent basis. Illegal immigration includes citizens of third countries who enter a Member State illegally and people who enter a Member State legally but then stay for a longer period than allowed or change the purpose of their residence without permission from the authorities. Illegal immigration makes use of travel documents that are forged or obtained under false pretences or issued to another person. Some form of organised crime is nearly always involved in these cases. Because of the abuses of travel documents and the lack of genuine ones, it is often difficult to establish the identity of the illegal immigrants, which causes problems for immigration management and crime prevention.

Illegal immigration comes to Finland from three directions: Russia, the Far East and across internal borders, the last-mentioned being the most common. Geographical distance is less of a factor today than it used to be, and Finland's attractiveness as a transit country for illegal immigration from countries of origin further away has grown as a result of increased mobility and better transport connections.

The majority of cases of illegal immigration across the external border were detected at Helsinki-Vantaa Airport and at the border crossing points in southeastern Finland. The persons brought illegally into the country and detected at the external border were mainly from the Far East, the Middle East and the countries of the former CIS, and they had been provided with forged travel documents. In these cases, Finland is usually only a country of transit, the final destination being elsewhere in the European Union or in North America, where it is easier to find illegal employment than in Finland. The criminal benefit accruing to those facilitating illegal immigration through arrangement fees is considerable.

The number of applications for Finnish visas has increased substantially. In 2007, some 700,000 people applied for a visa; about 15,000 of these applications were denied. In about 12,000 of the denied cases, the grounds for denial consisted of the assessment that the applicants would remain in the Schengen area and find illegal employment. There is a worldwide trend to disguise entry into a country with legal means so that at the moment of entry everything is perfectly in order. In these cases, a person applies for a

visa with a legitimate reason but has no intention of returning home after the journey, remaining instead in Finland or another Member State to find illegal employment.

Legal immigration channels are used to circumvent the provisions on entry and residence. Ostensibly legal entry into the country can be achieved under false pretences and by misguiding the authorities. This kind of abuse involves not only visas but also study and work permits, the family reunification procedure (e.g. marriages of convenience) and the asylum procedure.

Persons illegally resident in the Schengen area are, as a rule, detected in a Member State when they apply for asylum. It is typical in such cases that these persons have already applied for asylum in another EU Member State and, their application having been denied, have left the country before being served with the decision or being deported, only to apply for asylum again in another country, possibly using a different identity. The number of asylum seekers has decreased considerably since 2004 due to various reasons such as stricter border controls and the introduction of the Eurodac fingerprint register.

Finland is traditionally not an attractive final destination for illegal immigrants. Finland has an efficient surveillance system for foreign citizens and is also efficient in implementing deportation decisions compared with many other EU Member States. Both of these functions are mainly the responsibility of the police. Finland's efficiency in deporting illegal immigrants is instrumental in preventing illegal immigration and thereby human trafficking.

Customs security means the retention of imported goods under customs control until they are cleared. Customs control involves the surveillance of goods, vehicles and passengers as they enter and exit the customs zone; the purpose is to ensure the security of foreign traffic and trade and that it conforms to regulations, and also to prevent and detect customs offences. Specifically, the importing of drugs, weapons, nuclear weapons and other radiation hazards, and substances hazardous to human beings or the environment must be prevented.

In 2007, Customs filed slightly over 4,600 cases of customs offences. Since the Baltic states joined the European Union, passengers are bringing increasing volumes of alcohol back to Finland from trips abroad, and supervision of the legality of these imports has proved to be difficult because of issues of proving that imported alcohol is not intended for a passenger's own use. Traditional smuggling has recently shifted focus from alcohol to cigarettes and snuff. Due to the growth of world trade and the globalisation of production, there are an increasing number of products on the market that are dangerous or questionable in terms of health and safety, and also an increasing number of pirated products. Out of the goods examined by the Customs Laboratory on the basis of a risk analysis in 2007, 18% of foods and 19% of consumer goods were found not to conform with regulations.

Transit traffic to Russia has grown rapidly in the past five years, and this trend is expected to continue. This has led to transport and related business such as storage being largely handled by foreign operators. Abuses in this logistics chain, some of which are not perpetrated until the transport arrives in Russia, place increasing demands on customs control and cross-border cooperation between authorities.

Ports, airports and land borders have modern surveillance technology, including pattern-recognition and alert systems, radiation monitoring devices and x-ray equipment. The majority of vehicles crossing the border are required to drive through a radiation monitoring gate.

Principal points for improvement

- * Increasing importance of the external border of the European Union, border security challenges and improvement needs caused by the enlargement of the Schengen area and increased internal mobility in the EU, and developing replacement methods for controls at internal borders.
- * Participating in the common EU asylum and immigration policy, the fight against illegal immigration and the multi-annual programme ‘Strengthening Freedom, Security and Justice’, and improving cooperation with Russia and the Baltic states and with national actors.
- * Enhancing the work of diplomatic and consular missions and the network of liaison officers for instance to improve the combating of the adverse effects of direct flights to and from the Far East, and preparing for an increased number of refugees as a result of emerging crises and climate change.
- * Participating in the EU’s visa processing projects and the introduction of the Visa Information System (VIS) and biometric identifiers.
- * Preparing for the increasing import of foods and consumer goods hazardous to health and safety and of pirated products, and online sales of illegal and hazardous pharmaceuticals.

Objective

The objective is for the authorities to engage in cooperation to prevent and detect illegal immigration to Finland, its facilitation, human trafficking, the import of goods hazardous to citizens and other cross-border crime. The smooth flow of cross-border traffic will be improved particularly along the southeastern border of Finland and at Helsinki-Vantaa Airport. Finland’s border security and customs security will be maintained at the 2007 level.

Regarding the fight against illegal immigration, the objective is to keep the situation under control and to develop preventive measures in cooperation with other EU Member States, Schengen countries and the countries of origin of illegal immigration. Surveillance of foreign citizens will be enhanced nationwide to compensate for the adverse effects of discontinuing border checks at Schengen internal borders. The number of outputs in surveillance of foreign citizens will be increased from the 2007 level. Persons found to be in the country illegally will be removed from the country correctly and efficiently.

The objective of customs control is to ensure the security of foreign traffic and trade and that it conforms to regulations, and to prevent and detect customs offences, specifically to prevent the illegal importing of drugs, weapons, substances posing a radiation hazard and substances hazardous to human beings and the environment. Customs control and related spot checks involve goods, vehicles and passengers on entering and exiting Finland and, in the case of goods, also during storage.

The measures are governed by the following **intersectoral strategic guidelines**:

- * Efficient preventive action will be taken when a phenomenon is still in its early stages, including action in areas of origin, to keep the situation under control. Proactive attention will be given to participation in the monitoring and preparation of EU immigration matters, the shaping of Finland's positions, border security and customs security operations and development projects, and the improvement of security structures, monitoring and legislation.
- * Cooperation between the police, border guard, customs, visa, immigration and judicial authorities will be enhanced, both nationally and between Russia and the EU Member States, to prevent and compensate more efficiently and comprehensively for the adverse effects of the free movement of people and goods, in accordance with the EU border management strategy and the four-tier border security model.
- * The high quality of border checks, border surveillance and customs inspections at the external border and the smooth flow of cross-border traffic will be ensured by assigning sufficient personnel to these tasks and by improving border check and customs inspection methods and procedures. The actions of the Russian authorities in this respect will be supported.
- * Intersectoral situational awareness of the authorities will be developed. Russian border and immigration policy will be monitored in particular along with decision-making concerning EU border security and its knock-on effects.
- * Customs inspections based on risk analysis will be conducted within the Schengen area of free movement, and the surveillance of foreign citizens in Finland and related crime prevention efforts will be stepped up. The capacity for reinstating border checks at internal borders if required will be maintained.
- * Training cooperation between the authorities and stakeholders will be improved.

Measures

1. **Operational cooperation** between the police, border guard, customs, visa and immigration authorities against illegal immigration and human trafficking **will be improved** and extended to involve stakeholders. Cooperation between Finland's diplomatic and consular missions and liaison officers abroad in preventing illegal entry and human trafficking will be extended to involve other missions and also airlines. Cooperation among the Police, Customs and the Border Guard (known by its Finnish acronym as PTR cooperation) will be pursued between Finland and the Baltic states, particularly Estonia, in order to exchange information and to coordinate operations. The interoperability of the information systems used by the various authorities involved in the immigration process will be enhanced by using the electronic immigration procedure system (UMA). *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry for Foreign Affairs, Ministry of Social Affairs and Health. Timetable: 2011.*
2. **The methods and technologies used in border surveillance, border checks and customs inspections will be enhanced, and the smooth flow of cross-border traffic will be improved.** At both external and internal borders of the EU, national and international exchange of information and cooperation between authorities will be used together with risk analysis to target checks on goods transports and vehicles, and on passenger transports at the external border. Border surveillance will be improved by modernising and extending the technical surveillance system on the land border and by acquiring new vessels and aircraft. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Transport and Communications. Timetable: 2015.*
3. **The effects of discontinuing border checks at internal borders will be compensated** for instance by obtaining passenger and cargo information beforehand and by enhancing the operations of authorities inland. The objectives of these operations and the development of joint operating procedures will be determined in a separate plan of action which will also include procedures and publicity guidelines for enhancing the surveillance of foreign citizens in Finland and for increasing the number of spot checks conducted even without suspicion of a crime and the number of monitoring raids conducted on the basis of profiling. The needs of NGOs and foreign individuals will be taken into account in order to enhance the human rights aspect of these operations. The aim is to achieve practical cooperation between the authorities, NGOs and foreigners in order to improve awareness of the situation regarding foreigners in the country, mutual interaction and potential for assistance, and to support the efforts of NGOs in identifying victims of human trafficking. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Employment and the Economy, NGOs. Timetable: 2011.*

4. **Combating global illegal immigration** making use of the Schengen area of free movement **will be enhanced** across the board by drawing up in cooperation with NGOs an intersectoral **plan of action** against illegal immigration, defining the nature of and parties involved in illegal immigration and illegal residence, and determining the measures to be developed. The plan will focus on the prevention of illegal immigration and on measures to be undertaken together with authorities in neighbouring countries and in third countries. *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Ministry of Finance, NGOs. Timetable: 2009.*

5. **Jointly organised training provided by authorities and NGOs related to immigration matters and illegal immigration will be increased and expanded** to involve all concerned parties, including neighbouring area cooperation. This training will be governed by a steering group to be appointed separately. The Police, the Border Guard, Customs, the Finnish Immigration Service, Finnish missions abroad, prosecutors and courts, the tax authorities, the social and health care authorities and the NGOs involved will include material on illegal immigration, illegal residence and the black economy in their training programmes and continuing education. Training will also be targeted at labour market organisations, labour protection authorities and transport operators. The training, technical equipment and cooperation procedures of personnel that process visa applications will be updated to take into account legislative reforms, new technology and changing circumstances. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry for Foreign Affairs, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Employment and the Economy, NGOs. Timetable: 2011.*

6. Legislation will be reviewed to identify shortcomings that prevent the authorities from intervening more efficiently in situations where Customs have been given false information regarding imports, exports or transit traffic. *Principal responsibility: Ministry of Justice. Also involved: Ministry of Finance, Ministry of the Interior, Customs. Timetable: 2009.*

6.7 Preventing human trafficking and related crime

Current situation

Human trafficking is a diverse and global phenomenon. It is linked to prostitution, the sex industry and other sexual abuse, and also to forced labour and other labour abuses. Trafficking in human organs is also human trafficking. Victims may be men, women or children. Essentially, human trafficking involves the controlling, recruiting, transferring, transporting, receiving or accommodating of another human being for the purposes of sexual abuse, forced labour or other purposes that degrade human dignity, or for the purposes of removing tissue or organs for financial gain. Human trafficking is often part of organised crime and the black economy. Human trafficking and human smuggling are thought to be the strongest growth industry among international criminal organisations and also a source of funding for terrorists. Human trafficking is frequently linked to other serious cross-border crime.

Legislation against human trafficking in Finland has only been developed in recent years. Provisions criminalising human trafficking were entered in the Penal Code on 1 August 2004, and purchasing sexual services from a victim of procuring and trafficking in human beings was criminalised on 1 October 2006 with a view to undermining the market for human trafficking by influencing the demand for sexual services. While the above legislation has been in force, the police and the Border Guard have begun pre-trial investigations in 15 cases of suspected human trafficking, though only one of these cases has led to a conviction. The reason for this is that the name of the crime often changes in the course of the pre-trial investigation. A case of human trafficking may turn into a case of facilitation of illegal entry or discrimination at work tantamount to extortion.

Other action against human trafficking has been launched in Finland in the manner specified in the National Action Plan against Trafficking in Human Beings adopted by the Government on 25 August 2005. In addition to various ministries and administrative sectors, this involves NGOs, the labour market organisations, churches and other religious communities, and municipalities. The steering group coordinating and monitoring the implementation of the Action Plan submitted a proposal for a revised Action Plan in December 2007. The revised Action Plan prepared on the basis of this proposal is being discussed by the Government, the aim being its adoption during spring 2008.

The amendment to the Aliens Act concerning the reflection period to be granted to victims of human trafficking and residence permits for victims of human trafficking came into force on 31 July 2006. The system for assisting victims of human trafficking was started during 2006 and was made statutory as of the beginning of 2007. The services and support measures in this system include legal and other counselling, crisis support, social and health services, interpreter services and other support services,

provision of temporary or more permanent accommodation, income support and other necessary care, and support for a safe return to the person's home country or country of origin. In 2007, nine people were in the support system; six of these were minors, and some had been taken into the system in the previous year.

The probability of human trafficking occurring in Finland has been increased by the growth in transit traffic through Helsinki-Vantaa Airport and the new air routes to Asia opened up in recent years. Transit road traffic from the former Soviet Union and the Far East through Russia and Finland to elsewhere in Europe also has a bearing on the human trafficking situation.

It is a common goal of the Schengen member states to prevent people arriving from visa-required countries from falling victim to human trafficking or exploitation of labour. The influx of people from visa-required countries who enter the Schengen area to find illegal employment is mainly concentrated on southern and central Europe. For most countries of origin, Finland is a transit country used to obtain access to other Schengen member states where it may be easier to find illegal employment than in Finland. Illegal employees arriving from visa-required countries are particularly susceptible to exploitation and intimidation by employers.

Persons aiming to enter the European Union illegally pay considerable sums of money to those who facilitate illegal entry. This may result in a dependent relationship with the person engaged in human smuggling. Many illegal immigrants end up paying back their travel fees by working in conditions tantamount to slavery or debt imprisonment, or they may be subjected to hazards and abuse en route. The scope of operation of human trafficking can be narrowed by improving means for legal immigration and by combating illegal immigration.

A victim of human trafficking may just as well be a Finnish citizen or a citizen of another EU Member State making use of free movement. Also, victims of human trafficking from outside the EU are not necessarily in the country illegally; they may have a valid work-based residence permit. This is the reason why only one residence permit specifically for a victim of human trafficking has been granted by the end of 2007. Similarly, only four reflection periods have been granted. A case of human trafficking does not necessarily require the filing of a residence permit application or involve the facilitation of illegal entry, human smuggling or violation of the provisions regarding entry into the country.

Unaccompanied minor asylum seekers constitute a particularly vulnerable group. Mediators such as criminal organisations may deliberately exploit the asylum procedure whereby a smuggled person may seek asylum in a country of transit in order to secure entry into the actual country of destination. The asylum system may, at least in cases of facilitation of illegal entry, function as a channel for detecting underage and also adult victims of human trafficking. The risk for underage victims detected en route is that the

criminal organisation may entice the children to continue their journey to their planned destination when they have already been entered into the support system.

Helping the victims of human trafficking involves serious security risks, because human trafficking is often handled by organised criminal groups. Intimidation and threats by criminal organisations are a real risk to the victims themselves, to witnesses and to persons working with them. The authorities conduct a separate risk and security assessment on each case.

Aggravated procuring, aggravated facilitation of illegal entry and discrimination at work tantamount to extortion are crimes comparable to human trafficking. It is important for shaping an overall view of human trafficking in Finland to compare detected cases of suspected human trafficking to the capacity of society to detect and prevent crimes comparable to human trafficking. In 2007, no cases of aggravated procuring were filed. In the same year, 13 cases of aggravated facilitation of illegal entry and 13 cases of discrimination at work tantamount to extortion were filed.

There are several reasons for why the number of cases of human trafficking detected is so low. The estimate of the number of victims of human trafficking passing through or ending up in Finland may be incorrect, or else the detection mechanism has not functioned as intended. Distinguishing between human trafficking crimes and the comparable crimes listed above is difficult, and identifying a particular offence as human trafficking is uncertain with the current level of knowledge. It has proved more challenging than anticipated to identify victims. It is also possible that preventive work through Finnish missions abroad, cooperation with airlines and publicity campaigns is effective. It is also possible that not all the groups of victims are reached with current measures, and thus they never come to the attention of the authorities.

Principal points for improvement

- * Preventive measures in third countries to prevent human trafficking before the victims leave the countries of origin.
- * Increasing public awareness of human trafficking to influence supply and demand.
- * Improving the identification of victims of human trafficking so that all victims can be brought into the support system.
- * Improving actions of the authorities to prevent and detect human trafficking, particularly in cross-border traffic and inland surveillance.
- * Nurturing relationships of trust between the authorities and NGOs to lower the threshold of reporting suspected crimes.
- * Preparing for an increase in human trafficking as transport connections develop, as internal mobility in the EU increases and as the brokering of foreign labour increases.

- * Preparing for more extensive use of legal channels of immigration and visa-issuing as tools of human trafficking.
- * Improving the identification of new and changing forms of human trafficking and finding new ways of detecting human trafficking in sectors that are difficult to monitor, such as household work and personal services.
- * Detecting human trafficking online for purposes of sexual abuse, which is a growth area.

Objective

The objective is to prevent human trafficking, to help victims and to bring those responsible for human trafficking to justice.

Action against human trafficking is governed by the following **intersectoral strategic guidelines**:

- * The human-rights-based and victim-centred approach will be taken into account in all action against human trafficking.
- * Preventive measures to be implemented in countries of origin will be developed as part of the cooperation between EU and Schengen member states and other international cooperation.
- * Public awareness of human trafficking will be increased in countries of origin, transit and destination, with a particular view to curbing demand.
- * Identification of the victims of human trafficking and related crimes will be improved.
- * Cooperation between the authorities and other actors in reaching an understanding of human trafficking and how it is manifested and the relevant legislation will be developed across the board.
- * Starting an independent evaluation of and reporting procedure on measures against human trafficking.

Measures

- 1. Increasing public awareness of human trafficking to prevent it.** Action against human trafficking involves influencing both supply and demand. Publicity aimed at the general public and at potential victims will be increased in countries of origin, transit and destination in cooperation among the authorities, NGOs, transport operators and the media. Particular attention will be given to the importance of demand as a factor that fuels human trafficking. The potential of international cooperation, the liaison officer system, the visa policy of the EU and its national implementation will be utilised in preventing human trafficking. Awareness of human trafficking in border-crossing situations will be increased. Exploitation of

labour will be prevented by providing workers arriving in Finland with sufficient guidance, by monitoring employment conditions, undertaking labour protection measures, combating the black economy and cooperating with the labour market organisations. There will be an increase in training concerning human trafficking, provided jointly by the authorities and NGOs in various administrative sectors and professions and in society at large. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry for Foreign Affairs, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Employment and the Economy, NGOs. Timetable: 2011.*

- 2. The definition of human trafficking and related crimes will be clarified** so that the authorities, NGOs and the prosecution service will agree on the interpretation of human trafficking as a phenomenon and of the names of crimes. The potential for detecting human trafficking will be improved through systematic publicity, training and instructions, and victimhood indicator lists will be used. The threshold for detection will be kept low so as to bring all the victims of human trafficking into the support system. Inland actions of the authorities will be enhanced to detect human trafficking across Schengen internal borders. Cooperation between the authorities, NGOs and the labour market organisations will be enhanced to help identify victims and to bring them into the support system, taking particular account of the importance of the detection and guidance efforts of the third sector in identifying victims. *Principal responsibility: Ministry of the Interior. Also involved: all administrative sectors, labour market organisations, NGOs, churches and other religious communities. Timetable: 2010.*
- 3. The reporting and monitoring of the human trafficking situation will be improved.** An independent authority will be appointed national rapporteur on action against human trafficking. Systems for preventing human trafficking will be set up during 2009, and an independent external review will be conducted to assess how well they work together overall. This assessment will be used to draw up, in cooperation with the national rapporteur, recommended measures for the further development of legislation and measures against human trafficking. *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Ministry of Justice, Ministry of Social Affairs and Health, NGOs. Timetable: 2009.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Human trafficking and related crimes (number of cases filed)				PTR / National Bureau of Investigation
- trafficking in human beings and aggravated trafficking in human beings	3	20	30	
- aggravated procuring	6	8	10	
- discrimination at work tantamount to extortion	14	20	25	
- aggravated facilitation of illegal entry	76	70	80	
Convictions for human trafficking and related crimes				Legal register centre
- trafficking in human beings and aggravated trafficking in human beings	0	10	15	
- related crimes	12 (2006)	50	55	
Persons taken into / proposed for the support system		27/35	55/70	Finnish Immigration Service
- through the authorities	9	20	25	
- through NGOs	9	15	25	
Victims of human trafficking granted:				Finnish Immigration Service
- a reflection period	4	6	10	
- a residence permit		3	5	

6.8 Fight against organised crime

Current situation

Every year, members of organised criminal groups are implicated in nearly 3,000 criminal cases filed, and nearly as many notifications of apprehension and other notifications concerning them are filed. Between 2001 and 2005, members of organised criminal groups were suspected in 29 homicides and 51 attempted homicides. It was estimated that at the end of 2006 there were about 1,000 people in Finland actively involved in organised criminal groups: slightly under 900 Finnish citizens, slightly over 60 Estonian citizens and about 10 Russian citizens. There are numerous individual partners affiliated with organised criminal groups who are not members of those groups but who must be monitored too. There are Finnish professional criminals resident or living abroad but maintaining regular contacts with organised crime in Finland.

At the beginning of 2008, there were 283 foreign nationals serving a prison sentence in Finnish prisons or held in pre-trial detention; the largest groups among them were Estonian and Russian nationals. Some prisoners with a foreign nationality are permanently resident in Finland.

The activities of criminal groups are increasingly systematic, and competition between them for influence has increased. The largest Finnish criminal groups have a dress code or insignia publicly identifying their members. There are also numerous covert criminal groups operating in specific areas or regions. The competition for influence has led to new criminal groups with insignia being established in new areas. Cooperation between groups has also become closer. Criminal groups with insignia have stepped up their recruitment to boost their power base.

So far, there are only a handful of foreign criminal groups or groups formed by criminals with a foreign background in Finland, but established cross-border relations are important for Finnish organised crime. Estonian organised criminal groups remain the most important partners for Finnish similar groups in drug-related crime and in many other areas of crime. Also, phenomena associated with international organised crime led from abroad, such as the smuggling of drugs and other illegal substances and products through Finland, illegal immigration, procuring, distribution of counterfeit euros and property crime perpetrated from abroad, are becoming more apparent in Finland.

Most criminal groups finance their operations to a great extent through large-scale drug trafficking or illegal debt recovery operations that employ violence or the threat of violence. Organised crime is a significant factor in the import and sale of drugs. Amphetamine, which has established itself on the drug market, is mainly brought to Finland from or through Estonia, while hashish comes from Morocco through Spain. Recent reports show that the growth in the demand for drugs seems to have peaked.

Recently, there have been strong indications that the focus in criminal activities is changing. In addition to the traditional drug trafficking and debt recovery, the insignia-wearing groups in particular have begun to use legitimate business operations in their activities, particularly in the construction sector. The Financial Supervision Authority, which monitors the finance market, estimates that illegal insider trading on the stock market has become more organised than before.

The emerging interest in sub-contracting in the construction sector among criminal groups engaged in serious professional crime gives cause to anticipate that these groups are using ostensibly legitimate business to cover forms of financial crime typical of the construction sector, such as fake receipts, tax fraud, and the brokerage and use of companies with short life spans and illegal labour. It is common for criminal activities to be concealed behind long chains of sub-contractors and dummy companies. Tax

frauds committed with arrangements like this bring quick and substantial criminal benefits. Organisations may control dozens of companies whose true owners and operators are concealed behind fronts and dummy companies. Increasingly, labour is being brought from abroad, particularly from countries in the area of the former Soviet Union. The procurement and brokering of illegal foreign labour are managed by organised crime abroad, and this heightens the risk of the spreading of criminal culture and corruption to Finland.

Sub-contracting in the construction sector gives ample opportunity for criminal groups to engage in traditional property crime in addition to financial crime. Because travel to and from the Baltic states is now easier, the organised robbery, burglary, theft and counterfeiting crime practised there has an impact in Finland too.

Criminals make use of loopholes in official controls and legislation in Finnish foreign trade. Any legitimate business can serve as a front for criminal transports; on the other hand, there are also operations which are completely illegal. Criminal activities in the goods trade appear in the forwarding, storage and transport components of the logistics chain. Most such cases are related to the trade with Russia.

The threat is that criminal operators will exploit legitimate businesses and decision-making in society. International criminal organisations seeking large profits quickly have learned to use information networks and advanced IT. They aim to influence interested parties and witnesses in criminal procedures, and also officials and persons close to them. Links have been found between terrorism and international organised crime. These factors may contribute to a strengthening and increase of organised crime in Finland.

Principal points for improvement

- * Moving the focus in the combating of organised crime to prevention of crimes and damage control.
- * Combating fringe crime that feeds organised crime, enhancing the confiscation of proceeds from crime, and preventing criminal recruitment.
- * Using more comprehensive and better analysed criminal intelligence.
- * Developing broad-based intersectoral cooperation.
- * Safeguarding the freedom of action of witnesses, interested parties and officials in criminal procedures.
- * Participating actively in international crime prevention efforts.

Objective

The objective is to curb the operating potential of organised crime and other serious crime, to decrease the attractiveness of being recruited into an organised criminal group,

to prevent the spread of organised crime, and to alleviate the adverse effects of serious crime on society as a whole.

The fight against organised crime is governed by the following **intersectoral strategic guidelines**:

- * Enhancing proactive crime prevention, identifying organised crime and reducing the operating potential for criminal activities.
- * Increasing cooperation to ensure comprehensive crime prevention, and removing obstacles to cooperation.

Measures:

1. **National and international cooperation between authorities in combating organised crime will be enhanced.** The combating of organised crime will be based on a broad-based, real-time situational awareness which will be used for planning, scaling and harmonising nationally and internationally the prevention measures planned by various authorities against one specific crime cluster. The target selection procedure used in Finland will be expanded for application in cooperation with law enforcement authorities in neighbouring countries. International cooperation will use the liaison officer network, harmonised and extended to authorities who do not have a liaison officer of their own in a particular location. Foreign criminals will be brought to justice in their home countries by activating the law enforcement authorities in those countries to participate in pre-trial investigation processes, for example by means of the aforementioned target selection procedure and joint investigation teams. Foreign criminals convicted in Finland will be transferred to their home countries to serve their sentences, within the restrictions of international treaties. Crime prevention development will be supported in countries where crime and its adverse effects have an impact on Finland. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Customs. Timetable: 2008 onwards, permanent.*
2. **Sectoral cooperation with businesses will be increased.** The penetration of organised crime and corruption into the structures of the business sector will be prevented by increasing the capabilities of businesses and increasing their commitment to participate in combating crime. Official reports on current threats in organised crime will be prepared for various sectors, e.g. the construction, restaurant and logistics sectors. The necessary preventive action will be prepared by joint working groups set up between the authorities and businesses in the relevant sectors. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Social Affairs and Health, Customs, Confederation of Finnish Industries (EK), Central Chamber of Commerce. Timetable: Survey and recommended measures 2009, implementation from 2009.*

3. **Prevention of financial crime will be enhanced** by continuing preparations for an intersectoral financial crime threat-analysis unit to be set up at the Ministry of Finance or the Ministry of the Interior. This unit would monitor current phenomena and support other authorities in the detection of individual clusters of financial crime or other black economy activities. The preparation of other proposals aimed at curbing financial crime and the black economy will continue. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Justice. Timetable: 2011.*

4. **Persons participating in the criminal investigation process will be protected** by setting up a national centre — a personal security unit — for protecting witnesses, persons consulted and officials participating in the criminal investigation process. An intersectoral plan of action will be drawn up to support these efforts. Preparation will be started on a new act on personal security, which will also bring together provisions that currently exist separately in different acts. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Justice, Ministry of Education, Ministry of Social Affairs and Health, municipalities. Timetable: implementation 2009.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Number of organised criminal groups	89	85	Fewer than 80	National Bureau of Investigation
Number of members in organised criminal groups	1,185	1,100	Fewer than 1,000	National Bureau of Investigation
Percentage of members of organised criminal groups as per EU criteria in prison (%)	14%	19%	20%	National Bureau of Investigation and Criminal Sanctions Agency
Criminal benefits recovered in criminal investigations through forfeiture and claims of compensation on the basis of offences	EUR 39 million	EUR 43 million	EUR 50 million	Police results data system

6.9 Cybercrime and Internet use risk prevention

The development of information networks has created new opportunities for crime and also new ways of committing traditional crimes. Crimes committed using IT are becoming more common, and they allow the rapid accumulation and transfer of criminal benefits. In information-system crimes, the perpetrator violates the integrity, confidentiality or availability of the data in the system. The Internet is used for conveying illegal content, communicating by criminal groups preparing crimes,

recruiting illegal labour, transferring large amounts of property and for terrorist purposes. The aim of such a crime may be to steal or modify data or to prevent a business from operating online. Computers, data transmission networks and various terminal devices are increasingly used for committing financial crimes and other conventional crimes. Cybercrime is closely linked to international cross-border crime.

A typical cybercrime involves hijacking a broadband customer's computer as a 'slave' in what is known as a bot network, used for any number of illicit activities such as spreading malware, sending spam e-mail, conducting denial-of-service attacks or hosting scam websites. A new phenomenon in this is the use of malware that steals data or hijacks and manipulates application sessions. The number of cases brought to the attention of CERT-FI is low so far, but there are indications that such programs could be used to attack Finnish services. During 2007, there were instances of the use of spam to attempt to recruit couriers in Finland for laundering funds obtained through the use of malware or scam websites. CERT-FI gained knowledge of servers used to store user data stolen by means of malware, although little data on Finnish users of services was found on those servers. The rapid technological development of malware and bot networks is a challenge for criminal investigation and highlights the importance of proactive security in networks and information systems, and also in user practices.

Corporate data break-ins coming to the attention of CERT-FI most usually involved unauthorised tampering with websites. Some web servers that were broken into were used for hosting scam websites.

There are organised, networked and specialised persons and groups online whose purpose is to obtain financial gain through criminal means. Malware and bot networks can be used to grab bank and credit card data, which can then be used to commit crimes. Money-laundering networks through which the stolen assets can be transferred through bank accounts, brokers and various online payment systems to the criminals are also recruited and created online.

Racist offences are a new form of cybercrime. In 2006, the Ombudsman for Minorities submitted a request for investigation concerning about 40 websites. Racist material on the Internet is deeply offensive to the person concerned and is linked to other racist phenomena and discrimination. It is important to understand that statements that violate human dignity or incite to hatred against a population group are not protected by freedom of speech. Racist propaganda may not be distributed on the Internet any more than in newspapers or on TV; the same restrictions apply. The Constitutional Law Committee of Parliament has noted in a report that a person maintaining an Internet chat may face criminal liability if the chat is used as a channel for criminal messages.

Principal points for improvement

- * Much more comprehensive information than at present about the preparation and implementation of cybercrimes and their impact would help crime prevention by the police. Combining disparate bits of information makes it easier to uncover cybercrime.
- * The business sector in particular has information on cybercrime that threatens business interests. Ways of making this information available to the police will be explored without prejudice.
- * Improving cybercrime detection and prevention methods requires additional police resources. Improvements must be made in the criminal intelligence use of the information systems and investigation methods found to be useful in information security violations in CERT activities.
- * Legal obstacles, shortcomings in identifying criminal trends, and unclear methods and divisions of responsibility must not be allowed to hinder efficient crime prevention.

Objective

The objective is to achieve a clear division of responsibilities and operating methods at the interfaces of cybercrime, to ensure efficient criminal investigation. The capacity for detecting cybercrime and trends should also be good, and the number of notifications should increase. ICT advances will be taken into account comprehensively in crime prevention and investigation.

Measures

1. **The legislation concerning cybercrime will be reviewed, and sufficient and updated means of investigations will be ensured for the authorities. New forms of crime will be criminalised, and the responsibilities of parties that maintain websites will be established.** The potential for making better use of information collected by various authorities, such as the Data Protection Ombudsman and the Defence Forces, in criminal intelligence and investigation by pre-trial investigation authorities, and for enabling pre-trial investigators to use unconventional intelligence methods with regard to online networks and services will be looked into. The need to make identity theft a criminal offence will be examined. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Defence, Ministry of Transport and Communications, Data Protection Ombudsman, Office of the Prosecutor General. Timetable: legislation review 2009, project implementation 2011.*
2. **Police resources for the prevention and investigation of cybercrime will be enhanced.** Online monitoring and surveillance will be increased, with the participation of other law enforcement authorities. A sufficient number of

cybercrime investigators with the required up-to-date professional skills will be provided. Models for virtual policing online, with particular reference to the activities of young people, will be developed. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Defence, Ministry of Transport and Communications, Customs, Data Protection Ombudsman. Timetable: 2009.*

3. **Reporting activity will be increased.** The police will provide a centralised service system through which individual citizens, companies and organisations will be able to easily report actual or suspected cybercrimes, threats against information networks or other suspicious material. The service system will include information and materials essential for preventing cybercrime and limiting its damages. A manual for victims of cybercrime will be drawn up to promote reporting and to ensure efficient investigation. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Justice, Ministry of Transport and Communications, Finnish Communications Regulatory Authority, Customs, Data Protection Ombudsman, information security companies. Timetable: services and processes 2009.*

4. **The potential for combating cybercrime will be safeguarded, and the expertise of the authorities will be improved** by including studies on cybercrime in the basic and advanced vocational training for the law enforcement authorities. The authorities will provide specialisation training to improve the potential of the law enforcement authorities to combat and investigate difficult and complicated cases of cybercrime and forward them to a prosecutor for consideration of charges, and to participate in international cooperation. The police will regularly compile a report on cybercrime to make the pre-trial investigators, prosecutors and courts more aware of the current situation in cybercrime, new trends and investigative challenges. The authorities will ensure a sufficient level of expertise throughout the criminal procedure so that cybercrimes can be efficiently prosecuted; this involves training specifically for prosecutors and court officials. Cooperation between authorities involved in combating cybercrime will be maintained and improved, particularly through technology cooperation, methodological development and training. *Principal responsibility: Ministry of the Interior. Also involved: Ministry of Finance, Ministry of Justice, Ministry of Defence Ministry of Transport and Communications, Customs, Finnish Communications Regulatory Authority. Timetable: 2010.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Trend in cybercrimes reported to the police ⁴	451	525	600	Police results data system
Number of information security violations and threats coming to the attention of CERT-FI	2,191	2,500	2,900	Finnish Communications Regulatory Authority, CERT-FI unit
Detection rate of cybercrimes reported to the police ⁵	47%	48%	50%	Police results data system
Number of malware infections detected in Finnish information networks relative to the number of broadband connections (index)	100	90	75	Finnish Communications Regulatory Authority, CERT-FI

6.10 Combating terrorism and preventing illegal extremist activities and violent radicalisation

Current situation

The EU Terrorism Situation and Trend Report 2007 observed that there are a large number of various terrorist organisations active within the European Union. Their aim may be to strike at targets in a Member State or outside the EU while using the EU as a base. The Report classifies terrorist organisations according to their principal motive as follows: Islamist terrorism, ethno-nationalist and separatist terrorism, left-wing and anarchist terrorism, and right-wing terrorism.

In 2006, there were 498 attacks in the EU committed by organisations classified into one of the above groups. Of these, 424 were committed by separatist groups. Most of the attacks involved material damage only, without homicidal intent. The most common target countries for terrorist attacks were France, Spain and the UK. Half of all the arrests in connection with terrorist attacks were related to Islamist terrorism. International threat assessments indicate that Islamic extremist terrorism constitutes the most serious threat to the functioning of the international system. In recent years,

⁴ This indicator includes the following offences defined in the Penal Code: Chapter 38 section 7 Petty interference; 38:1 Secrecy offence; 38:2 Secrecy violation; 38:8b Copy protection removal system offence; 38:7a Information system interference; 38:5 Interference; 38:8 Computer break-in; 38:8 Attempted computer break-in; 38:6 Aggravated interference; 38:4 Aggravated message interception; 38:3 Attempted message interception; and 38:3 Message interception.

⁵ This indicator includes the following offences defined in the Penal Code: Chapter 38 section 7 Petty interference; 38:1 Secrecy offence; 38:2 Secrecy violation; 38:8b Copy protection removal system offence; 38:7a Information system interference; 38:5 Interference; 38:8 Computer break-in; 38:8 Attempted computer break-in; 38:6 Aggravated interference; 38:4 Aggravated message interception; 38:3 Attempted message interception; and 38:3 Message interception.

extreme Islamic groups and networks have become more active in Europe. Conflicts in Muslim areas contribute to radicalisation among Muslims living in Western countries. Conflicts may also lead to an increased flow of refugees to European countries, including Finland.

Recent trends in certain European countries have shown that immigrants do not always gain sufficient access to the rights afforded by democratic and equal societies to their citizens. Social exclusion and lack of a future combined with the perceived humiliation of the worldwide Muslim community or *ummah* creates fertile soil for radicalisation. Extremist Islamic groups particularly recruit young men who feel they have been excluded from Western society. This does not necessarily mean economic exclusion but a sense of no prospects.

There is at the moment no direct terrorist threat against Finland. However, we must note that not only foreign and security policy decisions but also economic and social conditions within the country may contribute to violent radicalisation. Finland may also be used as a base for funding or otherwise supporting terrorist action.

There are present and future threats against the interests in Finland of those countries that have been named as targets by extremist Islamists. Major international events organised in Finland, such as summits, sports events and conferences, are also potential targets for terrorist action. However, to date the security arrangements at such events have been successful even by international standards. Globally active terrorists systematically compare the security arrangements in various countries, Finland included, and aim to strike where they consider they have the greatest chance of success.

No international terrorist groups are operating in Finland, but the national extremist and alternative movements in Finland have become more international. This is particularly noticeable in the case of the animal rights movement, but other Finnish activists have adopted methods from abroad too. Environmental and climate issues and the problems involved in nuclear energy and the processing and storage of nuclear fuel remain the main themes among activists. Activists visiting Finland from abroad are almost without exception members of an international NGO disavowing violent action.

Principal points for improvement

- * Combating terrorist threats, identifying violent radicalisation and illegal action by extremist movements and addressing their causes through improved cooperation.

Objective

The objective is to weaken the potential, opportunities and motivation for engaging in terrorism and action supporting it, to prevent trends towards violent radicalisation and to intervene effectively in illegal action by extremist movements.

The combating of terrorism, the containment of illegal extremist movements and the prevention of violent radicalisation are governed by the following **intersectoral strategic guideline**:

- * Combating terrorism and preventing violent radicalisation are based on broad cooperation where the traditional confidential cooperation between security authorities, other authorities, the business sector and NGOs helps achieve common goals.

Measures

1. Terrorism and trends leading to it will be combated by **extensively surveying the potential and means available for various authorities to support the national bodies responsible for combating terrorism**. A national anti-terrorism strategy will be drawn up to define and clarify the roles and responsibilities of the various authorities in combating terrorism. *Principal responsibility: Ministry of the Interior. Also involved: Prime Minister's Office, Ministry for Foreign Affairs, Ministry of Justice, Ministry of Finance, Ministry of Employment and the Economy, Ministry of the Environment, Ministry of Education, Ministry of Transport and Communications, Ministry of Defence. Timetable: Strategy completed 2009, implementation thereafter.*
2. **The factors contributing to the emergence of violent radicalisation and the current state of preventive action in Finland will be examined by the authorities and through research. On this basis, training for and broad-based cooperation between authorities will be organised** to enable the detection, prevention and combating of violent radicalisation and illegal action by extremist movements. *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Ministry of Justice, Ministry of Education, Ministry of Social Affairs and Health, Ministry of the Environment, major cities. Timetable: launch 2008, plan of action completed 2009.*
3. **Cooperation structures will be established with the civil society to combat violent radicalisation. A forum will be set up as a meeting place for the authorities and the Muslim community and any other ethnic minorities necessary in order to prevent conflicts, violent radicalisation and social exclusion.** *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Ministry of Justice, Ministry of Education,*

Ministry of Social Affairs and Health, Ministry of the Environment, representatives of major cities, representatives of the Muslim community. Timetable: forum launched 2009.

4. **Research concerning radicalisation and terrorism will be better organised** by clarifying coordination of the research and defining the responsible parties. In planning official action, existing Finnish research on terrorism and radicalisation will be used, and new research projects will be started as required. *Principal responsibility: Ministry of the Interior. Also involved: Ministry for Foreign Affairs, Finnish Institute of International Affairs, security research division of sector research. Timetable: 2009.*

Key indicators used in monitoring

Indicator	Baseline 2007	Interim goal 2011	Goal 2015	Source
Identified terrorist organisations operating in Finland as per the Common Position of the Council of the EU 2001/931/CFSP	0	0	0	Security Police
Number of terrorist offences (as defined in the Penal Code) in Finland	0	0	0	Security Police

7 PROGRAMME IMPLEMENTATION, MONITORING AND EVALUATION

The Internal Security Programme will be jointly implemented by the authorities, NGOs and the business sector. The authorities will ensure that the objectives defined in the Programme will be achieved and its measures implemented as part of the normal operational and financial planning and performance guidance. The implementation of the Internal Security Programme will be monitored as part of the monitoring of the Government’s strategy document.

The Internal Security Programme management group (SM048:00/2007) will continue its work after the Government has adopted the Resolution on the Internal Security Programme, becoming the ministerial group for internal security, guiding and managing the Programme. In addition to monitoring implementation of the Programme, the ministerial group will monitor trends in internal security across the board and submit

proposals as necessary for enhancing implementation of the programme and for improving internal security.

The implementation of the Programme will be monitored and coordinated by the Internal Security Programme steering group (Ministry of the Interior 048:00/2007). The steering group may produce initiatives for the ministerial group on internal security for improving internal security.

The ministries will each draw up an implementation plan for the Programme regarding their respective areas of responsibility. The Ministry of the Interior will coordinate the implementation plans and harmonise and coordinate implementation of the Programme. The ministries will update their implementation plans at regular intervals. The implementation plans will include key indicators for monitoring.

In order to ensure implementation of the Internal Security Programme, NGOs and the authorities will meet regularly to monitor progress and results, with the Ministry of the Interior calling the meetings. The plans of NGOs and businesses for implementing the Programme will be linked to the monitoring of and reporting on the Programme.

Reports on the implementation and results of the Internal Security Programme will be made regularly on the website of the Ministry of the Interior. The reporting will be based on the monitoring of the ministries' implementation plans. Monitoring will be conducted once a year and fit into the general timetable for reporting on operations and finances.

A study to evaluate the effectiveness of the Programme will be conducted, evaluating how the Programme and the intersectoral cooperation it involves have affected internal security trends, taking into account the results and indicator trends of the Programme and also giving suggestions for improvement on the basis of those results

MINISTRY OF THE INTERIOR

Decision

Appendix 1

29 August
2007

SM048:00/2007

PREPARATION OF THE INTERNAL SECURITY PROGRAMME 2008-2011

Appointment

The Government has today set up a project to draw up the Internal Security Programme for 2008-2011. This was mandated in the Government Programme of Prime Minister Matti Vanhanen's second Cabinet.

The Government decided on the first Internal Security Programme on 23 September 2004. The Government Programme of Prime Minister Matti Vanhanen's second Cabinet stated: The Government will determine the primary objectives and measures to guarantee internal security in an inter-agency Internal Security Programme. The focus in the Programme will be shifted, among other things, to the prevention of major maritime accidents and environmental disasters, safety in the home, the fight against organised crime, containment of extremist movements, anti-terrorist activities, domestic violence and the prevention of illegal immigration and human trafficking.

Duration

1 September 2007 to 31 March 2008

Background and tasks

The Internal Security Programme is a broad-based, intersectoral security development plan. In this Programme, the Government will set objectives for internal security, specify measures for attaining these objectives and determine the indicators to be used in monitoring. The Programme will be based on assessments of future trends and principal internal security threats. The Programme will essentially consist of further measures required for attaining the objectives specified in the earlier Internal Security Programme, together with new priorities specified in the Government Programme of Prime Minister Matti Vanhanen's second Cabinet. The Programme will be intersectoral in nature. All principal internal security actors will participate in its preparation and

implementation. The Ministry of the Interior will coordinate and harmonise the preparation and implementation of the Programme.

Finland has set itself the national objective of being the safest country in Europe in 2015. This requires a reduction in the level of violence and in the number of accidents. Social exclusion trends must be intervened in at an early stage, before they lead to effects which have a negative security impact and are often persistent. The responsibility borne by society is particularly great with regard to ensuring the security of vulnerable groups such as children and the elderly. Finnish society is becoming increasingly multicultural, and the security and wellbeing of various ethnic groups must be addressed more closely than before. Successful integration and the prevention of discrimination will be increasingly important in the future. National borders will decrease in significance in security matters too, and crime and other security threats are often international in nature. Cybercrime and new forms of cross-border crime must be tackled effectively. New trends are quick to cross borders, and maintaining preparedness is also becoming more important. The capacity of society to prevent and cope with major accidents must be maintained, taking into account changes in the operating environment and new challenges. The changing and increasingly complex operating environment and the considerable challenges we face require cooperation between authorities and also broad-based cooperation among the authorities, businesses and NGOs.

The essential content of the Internal Security Programme will be as follows:

Intersectoral strategies, objectives and measures to improve **everyday security**. Improving everyday security involves reducing the level of violence and improving the security particularly of vulnerable groups such as children, adolescents, the elderly and women. The functioning of the service network helping victims of crimes and of witness support must be improved. Good ethnic relations and improved security for immigrants constitute a major future challenge. The growth in the number of accidents must be curbed, and general measures to reduce their number must be decided on. Improving traffic safety and safety in the home are essential factors in improving everyday security.

Intersectoral strategies, objectives and measures to improve **crime prevention and security in society**. Combating organised crime is a common challenge for all Member States of the European Union. Important points for Finland within this are drug-related crime, organised property crime, financial crime and the black economy. The networking and cooperation of criminal organisations make combating organised

crime increasingly challenging. Cybercrime is a growth area, and organised crime is increasingly making use of the new opportunities afforded by information networks. The combating of cybercrime places wholly new demands on cooperation between actors in the field. Finland's challenges in the fight against human trafficking and illegal immigration have increased with the opening of new air routes. This area requires continuous readiness and up-to-date prevention functions. Ensuring effective border management is important for this to succeed. Corruption prevention must also be addressed with increased international contacts, and we must aim to keep Finland one of the world's least corrupt countries as it has been so far.

Intersectoral strategies, objectives and measures to improve ***national competitiveness by improving business security***. Studies show that poor internal security causes significant costs to businesses. One objective must thus be to improve business security and to increase the potential for improving internal security through cooperation between the business sector and the authorities. This will promote the locating of international companies in Finland and thereby positively influence competitiveness both nationally and regionally while improving employment and wellbeing. Transit goods transports through Finland have grown substantially in recent years and are of great economic significance. Improving the security of logistics and services must be a common goal for the business sector and the authorities.

Intersectoral strategies, objectives and measures to improve ***maintenance of preparedness***. Being prepared for major accidents at sea is increasingly important as shipping volumes continue to grow. Complex accidents are a particular potential challenge. Finland's capacity for coping with environmental disasters must be improved, taking into account changes in the natural environment and human activities. Environmental security must be given more attention in the future. Terrorism is a continuous international threat that requires extensive preparedness. We must continue to improve our broad social capacity for preventing recruitment into extremist movements and radicalisation that might lead to terrorist activities. At the same time, the capacity of the authorities to prevent terrorist actions and to proactively limit the risk they pose to society must be increased.

The strategies and objectives to be adopted in the Programme require intersectoral cooperation. The definition of these strategies and objectives must be based on development needs essential for society, taking into account the needs of individuals, communities and businesses, and

international trends. The Programme will be implemented as part of the strategic planning, guidance and operations of each administrative sector and other actors. The monitoring of the Programme will be fitted in with other operational and financial monitoring.

The intention is that the required monitoring groups for the remainder of the Government's term of office will be appointed once the Programme is completed.

The Programme will be taken into account in the determination of internal security objectives and measures in the Government Report on Security and Defence Policy and the Strategy for Securing the Functions Vital to Society.

Organisation of the project

A management group, a steering group, a secretariat and expert groups will be appointed for the preparation and implementation of the Internal Security Programme.

Key experts from various administrative sectors, NGOs and businesses will participate in the preparation of the Programme. The intersectoral nature of the Programme requires a broad remit taking into account various aspects and approaches.

Management group

The project management group is the ministerial group on internal security. The group has overall responsibility for the preparation of the Programme and later its implementation and also lays down the principal guidelines for the Programme based on the submissions of the steering group. The ministerial group on internal security consists of the following:

Chair: Anne Holmlund, Minister of the Interior

Members: Tuija Brax, Minister of Justice
Astrid Thors, Minister of Migration and European Affairs
Jyri Häkämies, Minister of Defence
Anu Vehviläinen, Minister of Transport and Communications
Paula Risikko, Minister of Health and Social Services

Experts: Tiina Astola, Permanent Secretary (Ministry of Justice)
Ritva Viljanen, Permanent Secretary (Ministry of the Interior)
Kari Rimpä, Permanent Secretary (Ministry of Defence)

Harri Pursiainen, Permanent Secretary (Ministry of Transport and Communications)

Kari Välimäki, Permanent Secretary (Ministry of Social Affairs and Health)

Secretaries: Steering group secretariat

Steering group

The project steering group will guide and harmonise preparation of the Programme and the work of the expert groups. The steering group is also responsible for preparation of those portions of the Programme that have not been assigned to any expert group. The steering group consists of the following:

Chair: Ritva Viljanen, Permanent Secretary (Ministry of the Interior)

Deputy chairs:

Tiina Astola, Permanent Secretary (Ministry of Justice)

Kari Välimäki, Permanent Secretary (Ministry of Social Affairs and Health)

Members:

Kari Rimpä, Permanent Secretary (Ministry of Defence)

Harri Skog, Permanent Secretary (Ministry of Education)

Harri Pursiainen, Permanent Secretary (Ministry of Transport and Communications)

Juhani Turunen, Permanent Under-Secretary of State (Ministry of Finance)

Tapani Erling, Director General (Customs)

Klaus Frösen, Ministerial Counsellor (Ministry of the Environment)

Markku Haiko, Development Manager (Association of Finnish Local and Regional Authorities)

Timo Härkönen, Director of Government Security (Prime Minister's Office)

Major General Jaakko Kaukanen, Deputy Chief of the Border Guard (Ministry of the Interior)

Kari Kourilehto, Administrative Director General (Ministry of the Environment)

Kristiina Kumpula, Secretary General (Finnish Red Cross)

Matti Kuusimäki, Prosecutor General (Office of the Prosecutor General)

Jarmo Littunen, Head of Department (Ministry of Justice)
Pentti Partanen, Director-General, Department for Rescue Services (Ministry of the Interior)
Markku Salminen, National Police Commissioner (Ministry of the Interior)
Markus Sovala, Deputy Budget Director (Ministry of Finance)
Pentti Visanen, Director-General (Ministry of the Interior)

Steering group secretariat

The secretariat will serve both the management group and the steering group, harmonising and coordinating the preparation and implementation of the Programme in accordance with the policies of the management and steering groups. The secretariat monitors, harmonises and coordinates the preparatory work of the expert groups and promotes cooperation and interaction between the expert groups. Members of the secretariat can participate in expert group meetings, other meetings, and other events related to the preparatory work as necessary. The secretariat prepares the meetings of the management and steering groups and is responsible for other practical arrangements related to the preparation of the Programme. The secretariat consists of the following:

Tarja Mankkinen, Director, Internal Security Secretariat (Ministry of the Interior), secretary general
Aarne Kinnunen, Ministerial Adviser (Ministry of Justice)
Lieutenant Colonel Olli Lampinen (Ministry of the Interior)
Merja Söderholm, Ministerial Adviser (Ministry of Social Affairs and Health)

Expert groups

The expert groups will prepare material in their respective fields as background to the preparation of the Programme. Their work must take into account the essential changes and threats in the operating environment. The expert groups may, as necessary, organise seminars or other meetings for bringing up the views of experts, stakeholders and other important parties that may be relevant for the preparatory work. The aim is for the expert groups to network as appropriate.

The expert groups will prepare material in their respective fields as follows:

- Essential intersectoral strategic guidelines for the various actors to take into account in their actions and goalsetting.
- Clearly presented objectives, with numeric equivalents as possible.
- Measures for attaining the objectives. As a rule, no more than five measures per topic. The measures must be such that their implementation can be evaluated and monitored.
- Evaluation of cooperation structures vital for the field, with particular reference to the strategic guidelines and objectives. Preparation of development proposals to improve cooperation.
- Reliable and available indicators depicting the desired results.
- Evaluation of resources in the field, with particular reference to the strategic guidelines and objectives.

In addition to the above, the expert groups should take into account the points presented below for each group separately.

Expert groups can hold thematic meetings as necessary. Each expert group appoints a secretary or secretariat either from within the group or from outside the group if necessary.

The expert groups are the following:

Everyday security

The expert group will prepare proposals for intersectoral strategic guidelines, objectives and measures

- to reduce violence, particularly domestic violence and violence at work. The preparation must take into account national decisions and programmes that already exist and use these to prioritise points that need further attention. Particular attention must be given to children and adolescents, violence against women and women's insecurity.
- to reduce violence and crime against the elderly and the insecurity of the elderly.
- to improve services for victims of crime and support for witnesses.
- to undertake other measures important for everyday security.

The group should take into account new means of committing crimes, such as sexual abuse of children over the Internet. The strategic guidelines should take into account the prevention of social exclusion.

The group should evaluate the needs to improve services and support for victims of crime, particularly violent crime, and to consider how the services provided by the authorities and NGOs work as a whole and how accessible they are to those who need them.

Members of the expert group:

The expert group is the violence division appointed by the National Council for Crime Prevention on 15 May 2007 (appointment decision of 11 May 2007, OM 1/62/2007) with the following members:

Chair: Marita Ruohonen, Executive Director (Finnish Association for Mental Health)

Members: Kauko Aromaa, Director (HEUNI)
Helena Ewalds, Senior Officer (Ministry of Social Affairs and Health)
Päivi Kantanen, Senior Officer for Legal Affairs (Ministry of Labour)
Martti Lehti, Researcher (National Research Institute of Legal Policy)
Tarja Mankkinen, Director (Ministry of the Interior)
Immo Parviainen, Senior Officer (Ministry of Education)
Minna Piispa, Special Planner (Ministry of Justice / National Council for Crime Prevention)
Sirkka Rousu, Project Manager (Association of Finnish Local and Regional Authorities)
Detective Superintendent Kari Tolvanen (Helsinki Police Department)

For the purposes of its work as an expert group in the preparation of the Internal Security Programme, the following members will be added to the division:

Maria Kaisa Aula, Ombudsman for Children (Office of the Ombudsman for Children)
Anu Mantila, State Prosecutor (Office of the Prosecutor General)
Petra Kjällman, Executive Director (Victim Support Finland)
Juha Kääriäinen, Senior Researcher (Police College of Finland)
Mikko Lampikoski, Chief Police Inspector (Ministry of the Interior)

Aleksandra Partanen, Special Government Adviser
(Ministry of Transport and Communications)
Mervi Sarimo, Senior Planning Officer (Ministry of
Justice)
Jaana Walldén, Senior Officer (Ministry of Education)

Promoting good ethnic relations and improving the security of ethnic minorities

The expert group will prepare proposals for intersectoral strategic guidelines, objectives and measures to promote good ethnic relations, ethnic equality and diverse interaction between ethnic groups, and also to improve security among immigrants.

Attention should be given to racist crimes against immigrants and to measures to reduce the number of such crimes. Also, a broader perspective should be employed to consider factors affecting the actual and perceived security of immigrants. How do the security services provided by the authorities (emergency centre services, rescue services, social and health care services, police services) reach immigrants? Also, the types of crime and violence where the percentage of immigrant victims is high in relation to their overall number should be discussed. The expert group should also consider how to address honour-related violence and other similar phenomena in a preventive fashion and what the capacity of the authorities is to address such situations.

The expert group should hear from immigrants so that their views and needs will be taken into account. Also, the preparation should take into account the investigation launched in spring 2007 by the working group of Permanent Secretaries concerning how the integration of immigrants is progressing in various administrative sectors.

Members of the expert group:

The composition of the expert group responsible for preparation in this matter reflects the wishes of the Advisory Board for Ethnic Relations (ETNO) for their work to be taken into account in the work of the expert group.

Chair: Leena Kaisa Åberg, Head of refugee and immigrant work
(Finnish Red Cross)

Members:

Lena Bremer, Senior Expert (Finnish Association for
Mental Health)
Kielo Brewis, Researcher (Directorate of Immigration)

Mikko Cortéz Téllez, Senior Officer (Ministry of Education)
Meri-Sisko Eskola, Ministerial Adviser (Ministry of Labour)
Major Ilkka Herranen (Border Guard)
Pia Holm, Superintendent (Ministry of the Interior)
Mika Illman, State Prosecutor (Office of the Prosecutor General)
Dan Kantor (Helsinki Jewish congregation)
Irina Kapelian, Inkerikeskus ry (Ingrian centre)
Peter Kariuki, Project Manager (Victim Support Finland)
Riitta Koponen, Director (Ministry of the Interior)
Kristiina Kouros, Secretary General (Finnish League for Human Rights)
Jorma Laitinen, Detective Chief Inspector (National Bureau of Investigation)
Pekka Lampinen, Senior Officer (Ministry of Education)
Anna Leskinen (Union of Finnish Russian Associations)
Marja Lähde, Head of Immigration Services (City of Kajaani)
Suaad Onniselkä (Finnish Islamic Council, SINE)
Reet Nurmi, Executive Director (Multicultural Women's Association, Monika)
Kirsti Westphalen, Legation Counsellor (Ministry for Foreign Affairs)
Anu Wikman-Immonen, Immigration Coordinator (Association of Finnish Local and Regional Authorities)
Riitta Wärn, Expert (Confederation of Finnish Industries (EK))

Reducing the number of accidents and improving traffic safety and safety in the home

The expert group will prepare proposals for intersectoral strategic guidelines, objectives and measures to reduce the number of accidents, specifically in the categories of accidents which are particularly numerous. The expert group will also prepare strategic guidelines, objectives and measures for improving traffic safety and safety in the home, taking into account existing national decisions and programmes. The needs for improving coordination and cooperation in coping with and preventing accidents and the broader utilisation of good practices across sectoral boundaries must be given special attention.

Members of the expert group:

The expert group may hold thematic meetings called by the deputy chairs as necessary.

Chair: Matti Järvinen, Managing Director (Central Organization for Traffic Safety in Finland)

Deputy chairs:

Merja Söderholm, Ministerial Adviser (Ministry of Social Affairs and Health)

Vesa-Pekka Tervo, Senior Officer (Ministry of the Interior)

Members:

Timo Ajaste, Police Inspector (Ministry of the Interior)

Leif Beilinson, Ministerial Adviser (Ministry of Transport and Communications)

Auli Forsberg, Traffic Safety Manager (Finnish Road Administration)

Soile Helstén, Senior Expert (Association of Finnish Local and Regional Authorities)

Kimmo Kohvakka, Risk Management Manager (Keski-Uusimaa Department of Rescue Services)

Professor, Architect Kimmo Lapintie (Helsinki University of Technology)

Anne Lounamaa, Head of unit for preventing accidents in the home and in leisure time (National Public Health Institute)

Tomi Lounemaa, Director (Consumer Agency)

Erja Metsäranta, Senior Engineer (Ministry of the Environment)

Kari Rantala, Chief (National Traffic Police)

Outi Ruishalme, Director (Finnish Association for Mental Health)

Anna-Liisa Tarvainen, Ministerial Counsellor (Ministry of Transport and Communications)

Lieutenant Colonel Jussi Sainio (Border Guard)

Simo Tarvainen, Managing Director (Finnish Central Organization for Rescue Services)

Leena Kämäräinen, Head of Preparedness (Finnish Red Cross)

Seppo Pekurinen, Loss Prevention Manager (Federation of Finnish Financial Services)

Combating organised crime and terrorism

The expert group will prepare proposals for intersectoral strategic guidelines, objectives and measures to combat organised crime, taking into account the principal national and international trends and threat assessments. Attention should be given to drug-related crime, financial crime, property and violent crime, smuggling and illegal sale of alcohol and tobacco, illegal weapons trading, and procuring.

Cybercrime is growing and diversifying fast. The expert group must prepare intersectoral strategic guidelines, objectives and measures for enhancing action against cybercrime and other crime making use of information networks, for example by improving coordination and cooperation between the various units involved in combating cybercrime, other authorities and experts. Existing practices and plans must be taken into account, together with international trends and emerging threats.

The expert group will draw up intersectoral proposals regarding the need to protect witnesses particularly in view of enhancing the combating of organised crime.

The expert group will draw up proposals for enhancing prevention of corruption, with the aim of maintaining Finland's status as one of the least corrupt countries in the world. The proposals should take into account not only official actions but also actions of the business sector against corruption and the challenges brought about by internationalisation.

The expert group will prepare intersectoral strategic guidelines, objectives and measures to prevent the rise of extremist movements and to combat terrorism. 'Extremist movements' are here understood to refer to any actions using extreme means to achieve specific goals. These means almost always include violence, anarchy, unlawful action, disregard for human rights or disregard for human life or property. Anti-terrorism activities should take into account not only the development needs of the police and the rescue services but also the actions of all administrative sectors to prevent radicalisation and recruitment by terrorist movements, for example through proactive prevention of social exclusion, improvement of security and increasing participation in social activities. Anti-terrorism and anti-radicalisation measures implemented by the European Union must be taken into account along with general international trends. Also, the preparation should take into account the investigation launched in spring 2007 by the working group of Permanent Secretaries concerning how the integration of immigrants is progressing in various administrative sectors.

The expert group may hold thematic meetings called by the deputy chairs as necessary.

Members of the expert group:

Chair: Robin Lardot, Inspector General of the Police

Deputy chairs:

Erka Koivunen, Head of Unit (Finnish Communications Regulatory Authority)

Pentti Mäkinen, Deputy Managing Director (Central Chamber of Commerce)

Kirsti Westphalen, Legation Counsellor (Ministry for Foreign Affairs)

Members:

Meri-Sisko Eskola, Ministerial Adviser (Ministry of Labour)

Arto Hankilanoja, Police Inspector (Ministry of the Interior)

Markku Hirvonen, Project Manager (Development project for cooperation between public authorities, VIRKE)

Risto Karhunen, Special Adviser, Crime Prevention (Federation of Finnish Financial Services)

Kalle Kekomäki, Senior Specialist (Ministry of the Interior)

Ari-Pekka Koivisto, State Prosecutor (Office of the Prosecutor General)

Tero Kurenmaa, Deputy Chief (National Bureau of Investigation)

Timo Laine, Detective Chief Inspector (National Bureau of Investigation)

Kari Laitinen, Senior Researcher (Police College of Finland)

Reijo Lahtinen, Senior Officer (Border Guard)

Tarmo Lamminaho, Provincial Chief Superintendent (Western Finland Provincial Police Command)

Helinä Lehtinen, Ministerial Adviser (Ministry of Justice)

Tarja Mankkinen, Head of Unit (Ministry of the Interior)

Ismo Mäenpää, Ministerial Adviser (Ministry of Finance)

Pekka Oinonen, Counsellor for Foreign Affairs (Ministry for Foreign Affairs)

Rauli Parmes, Head of Security (Ministry of Transport and Communications)
Harri Pulsa, Maritime Inspector (Finnish Maritime Administration)
Juha Pietarinen, Security Manager (Federation of Finnish Commerce)
Martti Herman Pisto, Vice President - Corporate Security (Outokumpu Oyj), representing Finnsecurity ry
Chief Superintendent Tuomas Portaankorva (Security Police)
Tiina Raijas, Senior Specialist (Ministry of Defence)
Sami Rakshit, Head of Intelligence (Customs)
Kirsti Wallinheimo, Ministerial Adviser (Ministry of Finance)
Erja Virta, Senior Planning Officer (Development project for cooperation between public authorities, VIRKE)
Commander Jussi Voutilainen (Defence Staff)

Border security, preventing human trafficking and combating illegal immigration

The expert group will coordinate, harmonise and prepare proposals for intersectoral strategic guidelines, objectives and measures to prevent human trafficking and to combat illegal immigration, with regard to the decisions and strategies of the European Union, international cooperation, the National Action Plan against Trafficking in Human Beings and the plans of action of various ministries. The expert group will further specify the proposals regarding border security in the previous Internal Security Programme as necessary.

Members of the expert group:

Chair: Brigadier General Mikko Kirjavainen (Border Guard)

Deputy chair:

Esa Markkanen, Director of Development (Ministry of the Interior)

Members:

Per Ehrstén, Chief Police Inspector (Ministry of the Interior)
Anne Hujala, Senior Officer (Ministry of Social Affairs and Health)
Janne Kanerva, Counsellor of Legislation (Ministry of Justice)
Jaana Kauppinen, Executive Director (Pro-tukipiste)
Tuomo Kurri, Ministerial Adviser (Ministry of the Interior)
Katriina Laitinen, Senior Officer (Border Guard Headquarters)
Jyrki Linna, Director (Customs)
Lieutenant Colonel Erkki Matilainen (Ministry of the Interior)
Leena Metsäpelto, State Prosecutor (Office of the Prosecutor General)
Tero Mikkola, Senior Planning Officer (Ministry of Labour)
Ismo Mäenpää, Ministerial Adviser (Ministry of Finance)
Jaakko Sonck, Detective Chief Superintendent (National Bureau of Investigation)
Jaana Vuorio, Director (Directorate of Immigration)
Timo Täyrynen, Second Secretary (Ministry for Foreign Affairs)

Boosting competitiveness by improving business security

The expert group will prepare proposals for intersectoral strategic guidelines, objectives and measures to develop cooperation between the business sector and the authorities in order to improve security and thereby boost regional and national competitiveness. The preparation work should take into account the objectives and measures adopted in the joint strategy of the business sector and the authorities (Ministry of the Interior publications 15/2006). The expert group should assess the needs for improving cooperation structures and procedures, ways of establishing them on a permanent basis, and potential for promoting collaborative models. The expert group will prepare proposals for improving security in logistics connections and services and to curb logistics crimes.

Members of the expert group:

The national cooperation group and its secretariat (appointment decision 29 August 2006, Ministry of the Interior 063:00/2006) functions as the expert group in this field. Its members are:

Chairs:

Pentti Mäkinen, Deputy Managing Director (Central Chamber of Commerce) (1 September 2007 – 31 August 2008)

Lasse Laatunen, Director, Labour and Social Legislation (Confederation of Finnish Industries (EK))

Jarmo Littunen, Director General (Ministry of Justice)

Ritva Viljanen, Permanent Secretary (Ministry of the Interior) (1 September 2006 – 31 August 2007)

Members:

Markku Haiko, Development Manager (Association of Finnish Local and Regional Authorities)

Raila Kangasperko, Ministerial Counsellor (Ministry of Labour)

Henrik Räihä, Deputy Director-General (Ministry of Trade and Industry)

Markku Lemmetty, Director (Akava ry)

Lauri Lyly, Director (Central Organization of Finnish Trade Unions, SAK)

Janne Makkula, Legal Advisor (Federation of Finnish Enterprises)

Jarmo Mikkonen, Managing Director (Association of Finnish security companies)

Juha Niskanen, Director (Customs)

Veli-Matti Ojala, Director (Federation of Finnish Financial Services)

Hannu Olamo, Director of Accident Prevention Unit (Ministry of the Interior)

Rauno Ranta, Chief (National Bureau of Investigation)

Matti Räisänen, Adviser (Federation of Finnish Commerce)

Markku Salminen, National Police Commissioner (Ministry of the Interior)

Markku Salomaa, Director (Finnish Confederation of Salaried Employees, STTK)

Jukka Savola, Security Manager (Finnsecurity ry)

Markus Alanko, Planning Officer (Ministry of Justice) (secretariat of national cooperation group)

Erkki Hämäläinen, Detective Chief Superintendent (National Bureau of Investigation) (secretariat of national cooperation group)

Tarja Mankkinen, Director (Ministry of the Interior) (chair of secretariat of national cooperation group)

Kalevi Tiihonen, Chief of Bureau, Corporate Security
(Confederation of Finnish Industries (EK)) (secretariat of
national cooperation group)
Kaisa Saario, Adviser (Central Chamber of Commerce)
(secretariat of national cooperation group)

For the purposes of its work as an expert group in the preparation of the
Internal Security Programme, the following members will be added to the
national cooperation group:

Ilkka Hanski, Chief Superintendent (Security Police)
Ismo Mäenpää, Ministerial Adviser (Ministry of Finance)
Kari T. Ojala, Senior Adviser (Ministry of Transport and
Communications)
Matti Rinne, Chief Police Inspector (Ministry of the
Interior)
Ritva Sahavirta, State Prosecutor (Office of the Prosecutor
General)
Jarkko Saarimäki, Attorney (Finnish Communications
Regulatory Authority)

Preventing major accidents at sea and environmental disasters

The expert group will, on the basis of cooperation between the actors, prepare proposals for intersectoral strategic guidelines, objectives and measures to prevent major accidents at sea and environmental disasters and more broadly, to improve environmental safety particularly in sea areas. Special attention should be given to the threats involved in the growth of transports of hazardous materials (particularly oil) in the Gulf of Finland and the improvement of the capacity of the authorities to cope with danger situations and with an increased volume of shipping in the Baltic Sea. International trends, including ‘motorways of the sea’, and national plans must be taken into account. The expert group should assess needs to enhance preparedness and operations regarding the management of complex maritime accidents, taking into account anticipated trends in traffic across the Gulf of Finland.

Members of the expert group:

Chair: Captain (Navy) Isto Mattila (Border Guard)

Members:

Lieutenant Commander Kari Aapro (Ministry of Defence)
Commander Markku Hassinen (Ministry of the Interior)

Kalervo Jolma, Senior Engineer (Finnish Environmental Institute)
Anita Mäkinen, Maritime expert (WWF)
Sirikka-Heleena Nyman, Maritime Counsellor (Ministry of Transport and Communications)
Pertti Normia, Senior Adviser for Legislative Affairs (Ministry of the Interior)
Outi Pennanen, Attorney (Federation of Finnish Financial Services)
Seppo Sivula, Chief Superintendent (Ministry of the Interior)
Esko Tainio, Budget Counsellor (Ministry of Finance)
Olli Pahkala, Environmental Counsellor (Ministry of the Environment)
Vesa Parkko, Chief Executive Officer (Kymenlaakso Rescue Department)
Taito Vainio, Senior Officer, Department for Rescue Services (Ministry of the Interior)
Vesa Valpasvuo, Environmental Expert (Association of Finnish Local and Regional Authorities)
Paavo Wihuri, Director of Maritime Safety and Security (Finnish Maritime Administration)
Commander Pentti Villanen (Navy Headquarters)

Regarding changes in the operating environment and internal security threat assessments, material will be prepared for the project on the basis of existing estimates, reports and other sources. The material to be generated at the invited intersectoral seminar to assess the future of internal security will also be added to this material.

Timetable and progress

Project set up in August 2007

Work started in September 2007

Programme completed on 31 March 2008

Government discussion after 1 April 2008

Implementation after 1 May 2008

Programme period ends on 31 December 2011

Costs

The preparation and implementation of the Programme will form part of the official duties of all public servants involved. Persons participating in the preparation work will not be compensated unless otherwise decided.

Minister

Mauri Pekkarinen

Director of Administrative Affairs

Janne Kerkelä

DISTRIBUTION Management group members
Steering group members
Secretariat
Expert groups members

CC Ministries
State Secretaries
Special Advisers
State Provincial Offices
Ministries' press and communications services